

Place Overview & Scrutiny

Date: **14 October 2025**

Time: **4.00pm**

Venue **Hove Town Hall Council Chamber**

Members: **Councillors:** Evans (Chair), Cattell, Loughran, Goddard, Fowler, Mackey, Winder, Fishleigh, Sykes and Meadows

Co-optees

Mary Davies (Older People's Council) and Mark Strong (CVS)

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AGENDA

37 PROCEDURAL BUSINESS

- (a) **Declaration of Substitutes:** Where Councillors are unable to attend a meeting, a substitute Member from the same Political Group may attend, speak and vote in their place for that meeting.
- (b) **Declarations of Interest:**
 - (a) Disclosable pecuniary interests;
 - (b) Any other interests required to be registered under the local code;
 - (c) Any other general interest as a result of which a decision on the matter might reasonably be regarded as affecting you or a partner more than a majority of other people or businesses in the ward/s affected by the decision.

In each case, you need to declare:

- (i) the item on the agenda the interest relates to;
- (ii) the nature of the interest; and
- (iii) whether it is a disclosable pecuniary interest or some other interest.

If unsure, Members should seek advice from the committee lawyer or administrator preferably before the meeting.

- (c) **Exclusion of Press and Public:** To consider whether, in view of the nature of the business to be transacted, or the nature of the proceedings, the press and public should be excluded from the meeting when any of the following items are under consideration.

NOTE: *Any item appearing in Part Two of the Agenda states in its heading the category under which the information disclosed in the report is exempt from disclosure and therefore not available to the public.*

A list and description of the exempt categories is available for public inspection at Brighton and Hove Town Halls and on-line in the Constitution at part 7.1.

38 MINUTES

7 - 18

- 40.1 To approve the minutes of the previous Place Overview & Scrutiny Committee meeting held on 22nd September 2025.

39 CHAIR'S COMMUNICATIONS

40 PUBLIC INVOLVEMENT

To consider the following items raised by members of the public:

- (a) **Petitions:** To receive any petitions presented by members of the public to the full Council or to the meeting itself;
- (b) **Written Questions:** To receive any questions submitted by the due date of 10am on 3rd October 2025
- (c) **Deputations:** To receive any deputations submitted by the due date of 10am on 3rd October 2025

41 MEMBER INVOLVEMENT

To consider the following matters raised by Members:

- (a) **Petitions:** To receive any petitions submitted to the full Council or to the meeting itself.
- (b) **Written Questions:** A list of written questions submitted by Members has been included in the agenda papers.
- (c) **Letters:** To consider any letters submitted by Members.
- (d) **Notices of Motion:** To consider any Notices of Motion.

42 OUR CITY TRANSPORT PLAN 2035

19 - 164

Contact Officer: Kieran Taylor
Ward Affected: All Wards

43 EVOLUTION OF PRIDE IN KEMPTOWN

165 - 178

Contact Officer: Natalie Sacks-Hammond
Ward Affected: All Wards

44 SPORTS FACILITIES INVESTMENT PROGRAMME PROGRESS UPDATE

179 - 190

Contact Officer: Natalie Sacks-Hammond
Ward Affected: All Wards

45 TREE DISEASES IN BRIGHTON & HOVE

191 - 200

Contact Officer: Natalie Sacks-Hammond
Ward Affected: All Wards

46 HERITAGE TASK & FINISH GROUP SCOPING REPORT

201 - 212

Contact Officer: Natalie Sacks-Hammond
Ward Affected: All Wards

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FURTHER INFORMATION

For further details and general enquiries about this meeting contact Anthony Soyinka, (email Natalie.Sacks-Hammond@brighton-hove.gov.uk) or email democratic.services@brighton-hove.gov.uk

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BRIGHTON & HOVE CITY COUNCIL

PLACE OVERVIEW & SCRUTINY

3.00pm 22 SEPTEMBER 2025

HOVE TOWN HALL COUNCIL CHAMBER

MINUTES

Present: Councillor Evans (Chair) Cattell, Loughran, Fowler, Mackey, Winder, Fishleigh, Sykes and Lyons

Other Members present: Mary Davies (Older Peoples' Council); members of People Overview & Scrutiny Committee: Councillors O'Quinn, Simon (online), Pickett, Maria Cowler (online), Adam Muirhead CVS (online), Anusree Biswas Sasidharan (online); and members of Health Overview & Scrutiny Committee: Cllr Hill and Geoffrey Bowden, HealthWatch (online).

PART ONE

27 PROCEDURAL BUSINESS

27. Procedural Business

27(a) Substitutes

27.1 Cllr Lyons substituted for Cllr Meadows.

27.2 Apologies were received from Cllr Goddard and from Mark Strong (CVS)

27(b) Declarations of interest:

27.3 There were none.

27(c) Exclusion of the press and public

27.4 There were no Part Two items, so the press and public were not excluded.

28 MINUTES

28.1 RESOLVED – that the minutes of the Place Overview & Scrutiny Meeting 16th July 2025 and the Special Place Overview & Scrutiny Meeting 31st July 2025: minutes were approved.

29 CHAIR'S COMMUNICATIONS

29.1 The Chair gave the following communication:

Today we have a full agenda with 5 items for discussion, which is why we are starting the meeting slightly earlier today so thank you for accommodating this.

We will be starting with Local Government Reorganisation and have invited members from People and Health Overview & Scrutiny Committees to attend due to the overlap in remit. You are welcome to stay for the whole meeting if you wish but feel free to leave after the LGR item. This is the final scrutiny of LGR following the public engagement on the proposed options for the boundary for BHCC. This final proposal will be submitted to central government pending cabinet approval on the 25th.

Following LGR, we will look at the King Alfred Leisure Centre regeneration project which is also going to cabinet on the 25th. We are being asked to note the plans for the new leisure centre, and any comments from this meeting will be shared with cabinet in advance of their meeting.

Next, we have our first look at the budget for 26/27, this report is to inform us of the council's current budget position ahead of further scrutiny on more detailed budget proposals closer to Budget Council in February 2026.

Our last two agenda items are update reports as agreed at previous Place O&S Committees. It was agreed at our meeting on 1st October 2024 to receive an update on solid fuel burning, looking at the results of air monitoring, the comms campaign and an enforcement pilot within the existing smoke control areas. We are being asked to note the updates and to comment on the suggested options for further work in this area.

Our final item on the agenda is another update report on Housing Safety and Quality Compliance following the judgement made by the Regulator of Social Housing back in September 2024. We are being asked to note and comment on progress made in addressing these issues.

As you can see, we have a lot on the agenda for today and so we will have a lot of questions to get through. Can I therefore please request that both those asking and answering questions are as brief and to the point as possible, as we want everyone who wishes to contribute to have the opportunity to do so. We also don't want the meeting to overrun too much into the evening.

30 PUBLIC INVOLVEMENT

30.1 There was no public involvement.

31 MEMBER INVOLVEMENT

31.1 There were no member questions.

32 LOCAL GOVERNMENT REORGANISATION UPDATE

32.1 Cllr Hewitt presented to the committee on Local Government Reorganisation (LGR). Key points included: the proposal is for 5 balanced unitary councils with populations around 300,000 – 400,000; that Unitary A combines Brighton & Hove with East Saltdean,

Telscombe Cliffs, Peacehaven and Falmer Parish; that the idea behind this was to avoid having very large councils in favour of having 5 equal partners for the Mayoral Authority when Devolution takes place. The boundaries follow communities and travel links and retain parish and town councils. The consultants, Ignite, have done the financial modelling; there will be one-off costs to deal with ICT and data migration which will be done over several years, and council tax will be harmonised gradually.

- 32.2 Cllr Sykes asked about the costs for this; that the consultation has been done in a very short timeframe for such a big decision and they have chosen the option with the highest risk. Cllr Sykes said that the ongoing costs may be underestimated and the benefits overestimated and asked about the calculations for the agile unitaries element of the benefits. Cllr Sankey disagreed that this option was the highest risk as it depends how risk is calculated and what is being looked at. This model is sustainable and it preserves local identities and will be closer to local voices. The public engagement showed that people do not want too much change and are worried about unitaries being too big and too far away from localities. Jess Gibbons added the council is looking closely at areas that have already been through this process such as Dorset, Somerset and Northamptonshire.
- 32.3 Cllr Lyons asked where the one-off cost would come from. Cllr Sankey responded that there are potential sources such as savings from having fewer authorities across the region, flexible use of capital receipts, and the possibility of using reserves. Government will also be asked to help fund the process.
- 32.4 Cllr O'Quinn was strongly in favour of the 5 unitaries proposal as she believed it was more able to deliver democracy at a local level. She asked a question about ICT systems and that changes can cause problems; how would a seamless move be achieved? She also asked about recruiting more officers and that the pool of experts or experienced staff in the area might be small with a lot of competition. Cllr Sankey said there would be initial dual running of some ICT systems until there is confidence that a risk-free switch can be made. Staff from existing Sussex councils would be moved across to the new unitaries, which would allow for continuity.
- 32.5 Cllr Hill asked about the deficits of the proposed unitaries and suggested that Unitary B would end up in emergency financial measures almost immediately. Cllr Sankey said that these figures should be used as indicators and not specific or precise forecasts. Local Authority finances are not in a good place, and there is no way to arrange councils in Sussex that would eliminate deficits. Councils are lobbying government to fund the process appropriately and to look at disparities across the region that already exist.
- 32.6 Cllr Hill asked what the leaders across the regions thoughts were on the proposal. Cllr Sankey said they need to work together and that collaboration and co-design is essential. Cllr Sankey has reached out to the leaders of East and West Sussex Councils. West Sussex are looking at a 2 unitary option and some elected representatives in East Sussex including in Rother, Wealden and Hastings are interested in the Brighton & Hove proposal. The government will make the decision on which proposal goes out for statutory consultation. Jess Gibbons said she has been regularly communicating with Chief Executives at East and West Sussex councils and they have held a workshop together.

- 32.7 Cllr Hill asked about the people living in Saltdean and Telscombe who were against the proposal but also most affected by it; and about the Lewes Report that stressed the economic value of their current footprint and potential harm if current parts of East Sussex were to be removed. Cllr Sankey said that there was misleading rhetoric when the consultation went out that has clearly contributed to fears, for example of overdevelopment. There is a requirement to work across boundaries and these areas already have strong links with Brighton & Hove. For instance, there is no local over 16 education provision in Peacehaven, so people are already coming to Brighton to access such services. The potential benefits to these areas are huge.
- 32.8 Cllr Fishleigh asked a question about the different levels of council tax across the areas in the proposal where some pay higher council tax to support the parish councils. Jess Gibbons said that council tax harmonisation means that council tax will be frozen in those areas currently paying a higher rate until all areas are at the same level.
- 32.9 Mary Davies from the Older Peoples' Council asked if they will be consulted on the EIA that is being prepared and that mitigations including local access points for essential services, accessible transport and non-digital routes for engagement are essential as it is already difficult for older people in the city and they feel pessimistic that more can be achieved on a larger footprint.
- 32.10 Cllr Shanks said that the council should stop at this point and wait because people don't want reorganisation and there are more pressing issues that need sorting out first like Adult Social Care. Cllr Sankey said LGR is a positive move and gives the council the chance to shape the future of Sussex. Areas that are not in the priority programme have a deadline for their proposal at the end of the year and they will lose their say in how this process is carried out if they disengage.
- 32.11 Cllr Mackey asked about the risks of the proposal impacting on vulnerable groups such as SEND. Rachel Kelly said that this will be built into the planning.
- 32.12 RESOLVED** – that the report be noted.

33 THE KING ALFRED LEISURE CENTRE REGENERATION PROJECT

- 33.1 Cllr Robins introduced the King Alfred Leisure Centre Regeneration Project. Key points included: Alliance Leisure were appointed as the delivery partner and giving the council access to the UK Leisure Framework which offers the best range of leisure-oriented consultants and contractors; the designs attached are the concept designs up to RIBA stage 2; the financial implications suggest a higher capital receipt for the part of the site to be disposed of for a residential-led development site and the figures reflect updated revenue estimates from the new facility which are also higher. However, the total capital cost has increased partly due to inflation in the construction sector, partly due to a much greater contingency allowance, and partly due to an enhanced specification that will deliver a larger and better equipped facility than the one proposed to Cabinet in July

2024; overall, the annual revenue costs to the council are significantly reduced. They are asking Cabinet for approval to proceed to the next stage.

- 33.2 Mark Healy presented to the committee, the headline points being that increased project costs are now £65m which includes almost £10m for inflation and contingency, the size of the fitness suite has been increased; there will be a family entertainment zone (e.g. soft play) and leisure water. The scope of the project has also been expanded to include a new regenerated public realm with a plaza and underground car park. The site conditions are challenging due to elevation level changes. They have had 2 independent assessments for the land valuation and revenue projections. They are adhering to the commitment to keep the old King Alfred centre open while the new facility is built and will be demolishing the site between the two areas. The current car park will not be available while the new facility is being built, which will be a revenue loss to the council.
- 33.3 Cllr Cattell asked why the existing building could not be used for the new facility and why they are not including a 50m pool. Mark Healy explained that structural engineers concluded that refurbishment of the existing building wasn't cost effective: the building wasn't purpose built or designed, the sports halls built over the swimming pool are the wrong size and shape, there is a poor use of space which adds to running costs. The new design takes in modern standards and expectations of the users. Sustainability is also a key theme. In relation to the 50m pool, the majority of swimmers want smaller pools which was the steer from users and from leisure experts and governing bodies including Swim England and Sport England.
- 33.4 Cllr Loughran asked about financial modelling and the ticketing system, whether there will be different charges for residents and non-residents. She also asked about the cycle parking as it is a bit small. James Hengeveld said they will liaise with the new leisure operator about ticketing. The underground car park is bigger than the building itself and includes specific secure cycle parking
- 33.5 Cllr Lyons asked for a specific breakdown of the increase in costs considering money is tight, and how many property units will be in the residential build. Cllr Taylor said that if we want a vibrant city we need to invest. There are a few key large projects going on in the city that do have high costs such as Madeira Terraces in the east and the King Alfred in the west, that are vital for the services, infrastructure and facilities that the city needs. The increased cost is due to the changed scope of the project, contingency and inflation.
- 33.6 Cllr Sykes asked questions about the cost change, the total floor area and grant money from Homes England. Sam Smith said that they are not agreeing the price at this point and it will be brought back to Cabinet before entering into consultation and that Homes England have made it clear they are happy to fund the scheme.
- 33.7 Cllr Fishleigh asked about the costs as the budget is not looking good and they should tighten their belts and finish projects that have already been started such as Black Rock. If costs have increased by 30% they should go back to the drawing board. She also said that Peacehaven doesn't have a swimming pool and it seems the investment is going west. Cllr Robins said the next project in the Sports Facilities Investment Plan is looking to the east to provide something similar.

- 33.8 Cllr Fowler asked about disabled access and whether there will be diving boards and table tennis. Mark Healy said that they are engaging with disabled groups in the design and the team have best practice in accessibility. The sports hall is a 6 court hall, larger than the 5 court hall in the current facility, and can accommodate table tennis easily. The hall design will also take account of the needs of other activities with more challenging requirements like roller hockey and roller derby.
- 33.9 Mary Davies from the Older Peoples' Council asked whether they would be consulted on the EIA and disability access points. Sam Smith said he would be very happy to.
- 33.10 Cllr Evans spoke on behalf of a resident who was asking about badminton and table tennis and whether sharing the same space in the sports hall would cause issues. Mark Healy said the sports hall will be multiple use but how it is managed is down to the operator. The future operator may look to sometimes schedule table tennis on one side of the hall and badminton on the other, and the size and shape of the hall enables that to be done safely and efficiently
- 33.11 RESOLVED** – that the report be noted.

Additional information provided following the committee from Mark Healy:

A question was raised in the meeting about the square meterage of the new design proposal. Officers agreed to provide that information after the meeting.

The paper presented to Cabinet in July 2024 featured outline design proposals produced by the architects Faulkner Brown, who were part of the team that developed the business case. The total gross internal floor area (GIFA) for their proposed design for the King Alfred site, including plant, is 5,725m². With the proposed car parking added, the overall GIFA increases 8,665m².

For the current proposed design developed by architects GT3 the GIFA, including plant, is 6,530m². With the new proposed car park added, this increases to 10,230m².

Compared to the current King Alfred facility, the proposed new design has many improvements, including:

- a much larger fitness suite (gym), with 140-150 stations
- a larger main pool (8 lanes compared to 6)
- a larger teaching pool
- a family entertainment zone (soft play etc)
- a much larger cafeteria with sea views.

34 GENERAL FUND BUDGET PLANNING & RESOURCE UPDATE: 2026- 27 TO 2029-30

- 34.1 Cllr Taylor presented to the committee. It is very early on in the budgeting process for next year. Key points included: the overall General Fund increases from £264m to £281m and there are levels of financial pressure across different services; the cost and demand from Adult Social Care, Children's Services, Home to School Transport, and temporary accommodation and rough sleepers, which has the largest cost. Although there is an overall increase in cash funding, the severe pressures have resulted in a shortfall of £40m. The council has very low reserves in comparison to other local authorities. In-year pressures relate to forecast pressures for next year and if they are not mitigated, it will have an impact on future years. There is a plan to deliver temporary accommodation more innovatively to reduce this impact, but the council has a duty to accommodate families who are homeless; housing benefit does not cover all temporary accommodation costs and the council picks up the shortfall. Budget proposals are being drafted at the moment, and they will come back to scrutiny later in the year.
- 34.2 Cllr Sykes asked about developments with temporary accommodation, about the MHCLG Fair Funding Review and how the reserves comparison with other local authorities was calculated. Cllr Taylor said that there is a large amount of work going on to proactively support families and prevent them from having to go into temporary accommodation. The council is using interventions such as block booking, and utilising vacancies in existing stock, such as the LPS Blocks. They are looking into turning buildings or bits of land into accommodation or to invest in in-house accommodation or sell commercial assets to buy accommodation. John Hooton said that the calculation for the reserves looks at both general and earmarked reserves. Essentially, the council has very limited reserves. Other councils have large amounts set aside which makes them more financially stable.
- 34.3 Cllr Loughran asked how to engage with residents and businesses to tackle the shortfall as there might be opportunities for pairing up particularly with businesses or community wealth building models. Should the council be buying more properties? Cllr Loughran asked for an explanation of the revised business rates model. Cllr Taylor said that public engagement with the budget setting process is never high, although the online tool deployed last year did attract some interest. When engaging with stakeholders, they are encouraged to think about how they can help the council to unlock solutions. There is an argument to buy more property for housing as it would result in lower costs and the council would own an asset. John Hooton explained that as part of the changes to local government funding, the government is re-baselining where the council is in terms of the amount paid by businesses and the proportion that is kept by the council.
- 34.4 Cllr Sykes asked where the £125,000 for the redevelopment of Palmeira Square came from considering there is a condition mentioned in the report not to add capital projects that have not already been planned for. Cllr Taylor said he would need to check the timing of that decision.
- 34.5 RESOLVED – that the report be noted.

Additional information provided following the committee from John Hooton:

The £125,000 investment in Palmeira Square came from the existing parks capital programme, so it did not result in additional spend over and above the approved programme. There was no budget 'decision' on this as such as it came from an existing budget, but I note that the initiative was announced in August.

35 SOLID FUEL BURNING

- 35.1 Cllr Rowkins presented to the committee. Key points included: an explanation of the PM2.5 particulates and how they can cause serious health conditions; that each additional microgram correlates to 1% increase in mortality rates; the communications campaign had shown that people didn't realise solid fuel burning was such a big health problem; that the Smoke Control Areas have not been enforced or publicised in the past; the enforcement pilot took an informative approach rather than punitive where letters were sent rather than fines; they launched the website where the public could view the results of the air monitoring network; the trends are fairly high across the city with amounts being much higher during the heating season; the graph shows that the readings exceed WHO guidance which is significant. There is an increasing number of fuel burners in densely populated areas; solid fuel can be used if the appliance is approved but even DEFRA approved appliances still produce particulates – more work is needed to address this.
- 35.2 Katy Harker, Consultant in Public Health, presented to the committee. Key points included: Poor air quality is the largest environmental risk to public health in the UK, and long-term exposure to air pollution can cause chronic conditions such as cardiovascular and respiratory diseases as well as lung cancer. In Brighton and Hove, 1 in 20 deaths in those aged 30 years or over are estimated to be attributable to particulate air pollution. Short-term exposure can exacerbate asthma, and hospital admission rates for asthma attacks among those under 19 in the city are worse than national and regional averages as well as those of statistical neighbours and are showing a worsening trend. More affluent areas tend to have a higher number of wood burners, although the impact is greater on more deprived areas who tend to have more underlying health conditions and live closer to roads, which compounds the issue.
- 35.3 Cllr Lyons asked what the plan is for this coming winter, whether they will put out warning signs about buying unapproved logs, are any more monitors going to be put in the city; and whether people can buy their own monitors. Cllr Rowkins said that an awareness campaign is the very least we should be doing; the burning of elm logs has been a problem and the message should change to "don't burn any logs", as stated in the addendum, new pollution sensors for Moving Traffic Enforcement will come and additional automatic analysers (air quality monitoring stations) started in Q1 of 2025; and that residents can buy monitors to install in their home but they won't be able to add to the council data as they are not checked for data quality assurance.
- 35.4 Cllr Cattell asked about burning pellets, whether a wood burning stove could be adapted to be DEFRA approved and whether particulates come from tyres. Cllr Rowkins said tyre and brakes produce particulates, but the 20mph city centre speed limit means this is not significant. Samuel Rouse said that pellet-fed burners are normally used for

commercial purposes and are low for particulates but will let them out when being refuelled. He is not aware whether appliances can be adapted.

- 35.5 Cllr Sykes was in favour of maintaining the current awareness campaign and extending the Smoke Control Area.
- 35.6 Cllr Loughran agreed with Cllr Sykes and asked whether the council would engage with retailers of wood burners to ensure consumers are getting the right advice. She was surprised to hear that DEFRA approved appliances are not environmentally friendly either. Timothy Start said that other cities have the Burn Right Initiative that provides up to date information on wood burning and there seems to be a desire in the city for this. Burn right is an acceptance of solid fuel burning but there is still a risk that smoke will be emitted. The best case scenario is to discourage solid fuel burning where population density is highest or adjacent to high rise flats. DEFRA approved appliances can be enforced within a Smoke Control Area.
- 35.7 Cllr Evans asked about the difference between DEFRA approved and DEFRA exempt, how they had been notified of residents who they sent letters to and that the borders of the current Smoke Control Areas don't make sense and have left out the more affluent areas; there is a need to fill in those gaps and expand into Hove. Cllr Rowkins said the borders were done in the 70s and now looked arbitrary, that those residents who received a letter had been reported by other residents following the awareness campaign and that the correct term to use is DEFRA exempt.
- 35.8 Cllr Winder asked how long it would take to set up the expanded scheme including time for consultation. Cllr Rowkins said they have to go via DEFRA and apply for the power to declare Smoke Control Areas and the public consultation must run for at least 4 weeks; so they could be in place by next winter.
- 35.9 Cllr Evans summarised the steer from the committee for future actions to be taken:
- extend the Smoke Control Areas
 - Continue the awareness campaign
 - Continue the enforcement initiatives and establish further initiatives
- 35.10 RESOLVED** – that Place Overview & Scrutiny Committee agree the steer for further actions and agree to note the report.

Additional information provided following the committee from Samuel Rouse:

To add to the answers given to Cllrs questions at the committee;

- Old stoves can not be retrofitted to make them exempt appliances or eco-stove standard. The current market includes exempt appliances and approved fuels. Low smoke fuels are authorised for specific stoves.
- For a bus worth £300K, 2015 to 2024, it was worth investing in upgraded exhaust after treatment that includes selective catalytic reduction, add-blue urea, with advanced diesel particulate filters. Most vehicles on the road are now ultra-low, or zero. The cleanest stoves are “low emission” and this is the most polluting category in 2025.

- Stoves rely on combustion chamber efficiency, air control valves and soot sweeps, there is no exhaust pipe after treatment such as catalysts or filtration. Installed stoves last decades, and easily two or three times longer than almost all buses & cars, so a new one installed now has likely legacy for future generations around 2050. Domestic burning amongst high population density is unlikely to be socially acceptable after 2030.
- In addition to air pollution monitoring installed 2024 and 2025 (to date) air pollution sensors will be used to monitor Moving Traffic Enforcement such as the Western Road, Red Route and some school streets. The council does not provide an on-demand monitoring service.
- Citizen science can help with engagement and awareness raising. BHCC can not instruct or assist the public with their DIY monitoring. One-off sensors should not be compared with other settings and cities for example Brighton roadside with a Paris Park. An amateur tendency is to compare short term peaks with annual air quality objectives which is not like for like. Whilst pollution has acute health burdens and triggers hospital admissions, annual air quality target levels (concentrations in air) relate to long term human dose and exposure to pollution.
- Authority monitors and contracts have regard to quality assurance and quality control of scientific data, that includes validation and verification. This is possible with co-located monitors, more than one monitoring method and a network of sensors instead of one stand-alone monitor.
- Ideally there would be funding for independent audits of monitoring data. Our priority is to sustain data stream from connected council monitoring assets. Monitoring verifies a computer based dispersion model that is a detailed air quality assessment with pollution concentrations mapped everywhere in the city.

36 HOUSING SAFETY AND QUALITY COMPLIANCE UPDATE

- 36.1 Cllr Williams presented to the committee. Key points included: significant progress has been made; the paper includes a root cause analysis to understand how the council got into this position and lessons to be learned; there is an improvement plan to ensure that the council becomes compliant and then continues to remain compliant in the future. Council stock was developed during a time when regulations were less stringent, the properties are now old, underinvested and were not designed or maintained to fulfil modern day expectations and standards.
- 36.2 Martin Reid said it was important to learn from this experience and that positive progress has been made; the council is now compliant with fire risk assessments, have reduced remediation actions, increased resources to have the right capacity and skills in the team; struggled with water risk assessments but are now at 81%, electrical safety is now 87% and smoke detection is at 98.9%. They are aiming to be 100% compliant but the last few percentage points are the hardest to achieve are due to difficulty in accessing the last few properties. The repairs backlog remains an area of concern;

there were 6578 repairs that were over 28 days overdue; however, this is now below 3000. The action plan will have a phased approach and aims for continuous improvement for residents and regulations.

- 36.3 Cllr Sykes asked whether the fire risk assessments had been shared with the residents, how many fire risk elements were serious breaches and about the cost for fire-doors. Martin Reid said the fire risk assessments will be going online but there are a lot of them to get through; that they triage them to make sure there are no intolerable risks, and those would be actioned straight away, but the majority are things like fire action notices, fire doors compartmentation and electrical safety. The cost of fire doors comes from a tendering process and they consider whether it is appropriate to charge the leaseholder or not depending on the situation.
- 36.4 Cllr Cattell asked about black mould and similar issues. Cllr Williams said the council is declaring a war on mould and damp this winter and have set up a full specialist team specifically for these kinds of complaints, which they will do a members' workshop on very soon.
- 36.5 Cllr Fowler asked about carbon monoxide detectors. Martin Reid said they were at 99.7% and there are plans to get them hard wired into the buildings so residents don't have to worry about relying on batteries.

36.6 RESOLVED – that the report be noted.

The Chair closed the meeting at 20.05.

The meeting concluded at 8.05pm

Signed

Chair

Dated this

day of

Brighton & Hove City Council

Place Overview & Scrutiny Committee

Agenda Item 42

Subject: Our City Transport Plan 2035

Date of meeting: 14th October 2025

Report of: Trevor Muten, Cabinet member for Transport & City Infrastructure

Contact Officer: Name: Kieran Taylor, Principal Transport Planner

Email: kieran.taylor@brighton-hove.gov.uk

Ward(s) affected: (All Wards)

Key Decision: No

For general release

1. Purpose of the report and policy context

- 1.1 This report informs and updates members on the development of Our City Transport Plan 2035. It includes headline information from the public consultation on the draft plan, which concluded on 12 September 2025. The creation of Our City Transport Plan 2035 will deliver on a commitment made in the Council Plan 2023-27, to develop and launch a new ten-year strategy setting out a long-term vision for the city's transport network and a pipeline of transport projects to deliver this vision. The Council Plan has an objective to make it easier for people to move around the city.
- 1.2 The council will be a key stakeholder in shaping a new Local Transport Plan for the wider Sussex region. This Local Transport Plan will be written by the mayoral strategic authority, once it comes into existence in 2026. Our City Transport Plan 2035 will act as a tool to communicate what Brighton & Hove's transport needs are. The mayoral strategic authority for the wider Sussex region will be created once the English Devolution and Community Empowerment Bill becomes law. This bill proposes that responsibility for creating a 'Local Transport Plan' will pass from the council to the mayoral strategic authority.
- 1.3 The council is also currently in the process of updating the City Plan, which determines the type of land use and/or development that is desirable for different parts of the city. With land use and transport closely connected Our City Transport Plan 2035 will also help inform the update of the City Plan.

2. Recommendations

- 2.1 Place Overview & Scrutiny Committee to note the update to members on Our City Transport Plan 2035 and to comment on the draft plan prior to a final version to be taken to Cabinet for approval later in the year

3. Context and background information

- 3.1 The Transport Act 2000, amended by the Local Transport Act 2008, directs local transport authorities to:
- develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport to, from and within our area, and carry out our functions to implement those policies, and
 - have regard to any guidance issued by the Secretary of State on preparing a Local Transport Plan
- 3.2 While the English Devolution and Community Empowerment Bill will transfer the duty to create local plans to the Mayoral Strategic Authority it is still important for the council to have a clear idea of the transport needs of the city and to communicate those to the Mayoral Strategic Authority and central Government (who provide the majority of funding for local transport).
- 3.3 Development of Our City Transport Plan 2035 started four years ago with the preparation of a document called 'Developing a new Transport Plan for Brighton & Hove'. A public consultation on this document was held in autumn 2021, the results of which were reported to the Environment, Transport & Sustainability Committee in [March 2022](#).
- 3.4 The Local Transport Plan policy development was timed to coincide with the release of updated guidance from the Secretary of State, which had been announced and was expected in the spring of 2022. The guidance release date was continually pushed back and, at the time of writing, has still not been published. After pausing the development of the Local Transport Plan to await the updated guidance, the decision was made to continue and base the content of our draft plan on what we anticipate will be included in any future guidance based on published national transport policies and other central government communications.
- 3.5 The Department for Transport published a policy on Decarbonising Transport in 2021 which made a commitment to 'drive decarbonisation and transport improvements at a local level by making quantifiable carbon reductions a fundamental part of local transport planning and funding'. This commitment has been followed up by the release in 2024 of a Carbon Assessment Playbook, a tool designed to help local authorities estimate the impact that a variety of transport policy interventions will have on reducing carbon emissions in their area. We have therefore written Our City Transport Plan 2035 using the Carbon Assessment Playbook in the expectation that any new guidance will include a requirement to assess what impact our policies will have on carbon emissions.

- 3.6 The draft version of Our City Transport Plan 2035 was based on the 'Developing a new Transport Plan for Brighton & Hove' document with changes to align it with the council's Council Plan 2023 to 2027 outcomes:
- A city to be proud of
 - A fair and inclusive city
 - A healthy city where people thrive
 - A responsive and learning council with well-run services
- 3.7 Other changes took account of policies such as the Accessible City Strategy. Our City Transport Plan 2035 identified 5 challenges the city faces and set 6 objectives to address them and deliver the vision for getting around a cleaner, fairer and growing city. Further details are set out in section 5.4 of this report.

4. Analysis and consideration of alternative options

- 4.1 The policies within Our City Transport Plan 2035 must conform with national and regional policies. They must also align with, and help to deliver, other citywide strategies. The specific policies and projects included within the implementation plan have been developed following an analysis of the available data, as set out in the accompanying evidence base and consideration of the impact they will have on carbon emissions reduction.

5. Community engagement and consultation

- 5.1 The first public consultation, in 2021, sought views on the 'Developing a New Transport Plan for Brighton & Hove' document. The feedback from this consultation was used to inform the draft version of Our City Transport Plan 2035. A 12-week public consultation on the draft plan was held between 18 June 2025 and 12 September 2025.
- 5.2 The consultation was carried out in line with the Community Engagement framework, ensuring:
- Evidence-based proposals, supported by data.
 - Inclusivity, engaging a wide range of residents and groups.
 - Clarity of purpose, with clear explanations of why input was sought.
 - Timing & resources, with a full 12-week consultation period and tailored activities for different groups, including young people.
 - Accessibility, through multiple formats and venues.
 - Communication & partnership, with feedback shared openly with stakeholders.
- 5.3 The main channel for the consultation was a survey hosted on the council's consultation platform. This was promoted through the council's website and social media, posters in community venues and direct contact with stakeholder groups. Engagement activity included:
- 1 public exhibition and 7 drop-in sessions held in libraries.
 - 11 workshops/ meetings with stakeholders including schools, the Transport Partnership, the Local Access Forum and the Destination Experience Group, etc.
 - 500 responses via the Your Voice online survey

- 5.4 We sought views on whether the challenges we had identified were ones that people agreed were the priority for us to focus on and whether the objectives we had set for the plan were supported. The headline results from these questions are below. There was over 70% support for each of the challenges we had identified. Support for the objectives we set ranged from 48% - 73%, with support strongest for well-maintained streets and providing active travel choices for all and excellent public spaces.

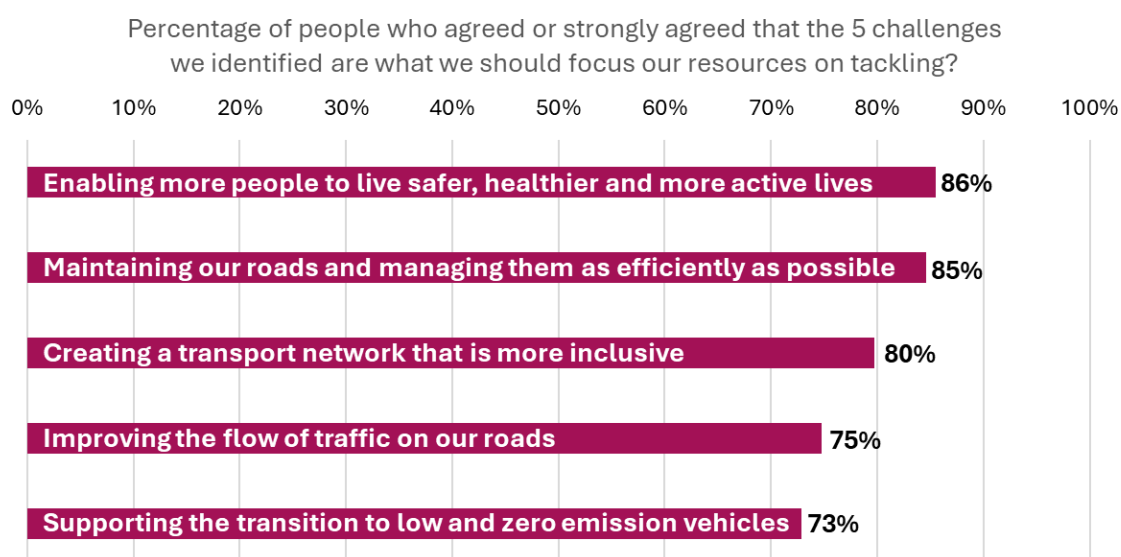


Figure 1: Percentage of people who agreed or strongly agreed that the 5 challenges we identified are what we should focus our resources on tackling

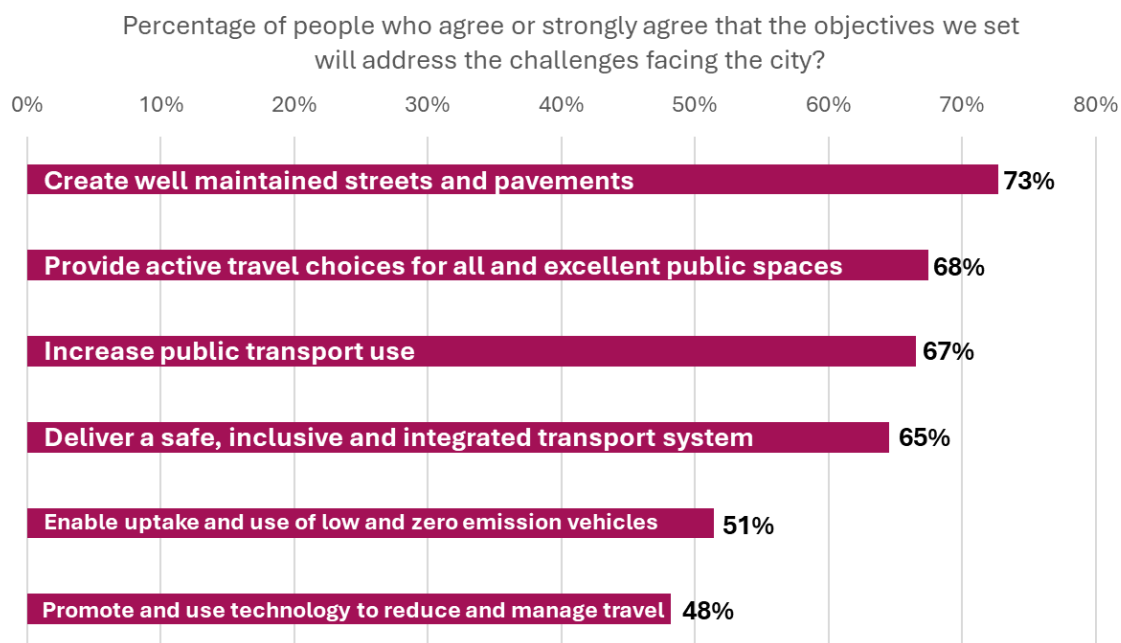


Figure 2: Percentage of people who agreed or strongly agreed that the objectives we set will address the challenges facing the city

- 5.5 Analysis is ongoing on the comments we received as part of the public consultation. This feedback will be used to inform any amendments to the draft document.

6. Financial implications

- 6.1 There are no financial implications arising from this report, which is for information and comment only. A subsequent report to cabinet, which will seek approval for the final iteration of Our City Transport Plan 2035, will set out what the financial implications are of adopting this policy.

Name of finance officer consulted: David Wilder

Date consulted: 17/09/25

7. Legal implications

- 7.1 The Transport Act 2000, as subsequently amended by the Local Transport Act 2008, introduced a statutory requirement for local transport authorities to consult on and produce a Local Transport Plan, to keep the plan under review and to alter it if considered appropriate.
- 7.2 The Local Transport Act 2008 removed the need for Local Transport Plans to be replaced every five years and local transport authorities can update them when they deem appropriate. The final Local Transport Plan will be considered by Cabinet in a subsequent report.
- 7.3 This report is for noting only; there are no direct legal implications arising out of the report as a result. The implications arising from the final Local Transport Plan will need to be considered prior to its adoption.

Name of lawyer consulted: Katie Kam

Date consulted 22/09/25

8. Equalities implications

- 8.1 An Equalities Impact Assessment was written to accompany the draft version of Our City Transport Plan 2035 and is an appendix to this report. As the implementation of transport projects often concerns the physical layout of our streets the EIA focuses on the impact there will be on disabled people. The consultation featured a workshop with Possability People's Get Involved Group. The Equalities Impact Assessment will be re-drafted to account for the feedback we have received.

9. Sustainability implications

- 9.1 There are no sustainability implications arising from this report, which is for information and comment only. A subsequent report to cabinet, which will seek approval for the final iteration of Our City Transport Plan 2035, will set out what the sustainability implications are of adopting this policy.

- 9.2 Note that the draft version of Our City Transport Plan 2035 underwent a strategic environmental assessment. This found that the likely effect of the plan on the environment ranged from minor positive to significant positive, with the exception of the effects on; land, soil and waste, water resources and quality, which are unknown. The effects on historic environment are likely to be both positive and negative.

10. Health and Wellbeing Implications:

- 10.1 There are no health and wellbeing implications arising from this report, which is for information and comment only. A subsequent report to cabinet, which will seek approval for the final iteration of Our City Transport Plan 2035, will set out what the health and wellbeing implications are of adopting this policy.
- 10.2 Note that the Strategic Environmental Assessment considered population and human health. The likely effect was assessed as significantly positive as the plan focuses on reducing road casualties and increasing access to active travel. The plan also has a strong focus on improving air quality.

Other Implications

11. Procurement implications

- 11.1 There are no procurement implications arising from this report, which is for information and comment only. The subsequent report to cabinet, which will seek approval for the final iteration of Our City Transport Plan 2035, will also not have any procurement implications.

12. Crime & disorder implications:

- 12.1 There are no crime and disorder implications arising from this report, which is for information and comment only. A subsequent report to cabinet, which will seek approval for the final iteration of Our City Transport Plan 2035, will set out what the crime and disorder implications are of adopting this policy.

13. Conclusion

- 13.1 Place Overview & Scrutiny Committee is being asked to note the update to members on the development of Our City Transport Plan 2035 and to make any comment on the draft iteration of the plan.

Supporting Documentation

1. Appendices

1. Our City Transport Plan 2035
 2. Our City Transport Plan – Supporting Evidence Base
 3. Equality Impact Assessment for Our City Transport Plan 2035
- Strategic Environmental Assessment – Environmental Report for Our City Transport Plan 2035

Brighton & Hove City Council

Our City Transport Plan 2035

Our fifth Local Transport Plan



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Foreword

Travel is a means to an end. People undertake most journeys for a purpose, be that shopping, visiting friends, getting to work or school. In the same way, Our City Transport Plan 2035 is a means to achieving the wider outcomes we want for Brighton & Hove:

- a growing economy, including our visitor, night-time and innovation sectors
- a fairer, more equitable, accessible and inclusive city
- a city that has low emissions, clean air and is sustainable
- a city that is easy to get around, with well-run services

Our City Transport Plan 2035 sets out an ambitious vision for **getting around a cleaner, fairer and growing city** over the next decade. By 2035 more people will choose to make more of their journeys within the city by active travel (walking, wheeling, cycling) and public transport, because it will be safer, quicker and more convenient for them to do so. To achieve this, we will improve our public spaces, pavements, cycle infrastructure and key routes. With more people choosing active travel and public transport we can make better use of our road space which will help reduce congestion and delays on our roads, benefiting all users.

By 2035 all new vehicles sold in the UK must be zero emission. Petrol and diesel vehicles are already being replaced by electric ones and by 2035, if not sooner, more than half of the vehicles in Brighton & Hove will be electric. This huge change will require an increase in electric vehicle chargepoints. The shift to electric vehicles will make the



Councillor Trevor Muten
Cabinet member for Transport and City Infrastructure

single biggest contribution to reducing carbon emissions from our transport network, helping the UK meet its global commitments to tackling climate change. It will also mean that the air we breathe is cleaner. Brighton & Hove City Council are already one of the leading local authorities for providing electric vehicle chargepoints and have ambitious plans to provide even more, so that people can be supported to make the choice to switch to greener transport. We are determined that this transition to a cleaner transport system will be done in a way that doesn't exclude or leave behind those on low incomes or who are otherwise at risk of being marginalised. The city needs to remain a welcoming place, that is open for businesses and visitors.

After years of underfunding for local authorities, we are entering a new era of devolved government. For Brighton & Hove and the wider Sussex area the proposal is to establish a new Mayoral Strategic Authority, with responsibility for strategic transport across the region. It is our hope that the devolution of powers to this new regional body, and the associated re-organisation of local government, will provide fresh impetus to deliver ambitious schemes, such as purpose-built Park & Ride facilities for the city. This document sets out what we wish to see delivered in the coming 10 years.

Executive Summary

Our City Transport Plan 2035 is the council’s over-arching transport policy for the coming decade. This is a draft version of the plan that we are seeking people’s views on through a public consultation. It sets out our strategic vision for **getting around a cleaner, fairer and growing city**. To achieve this vision, there are five key challenges that we need to address.

- Challenge 1: Enabling more people to live safer, healthier and more active lives**
- Challenge 2: Improving the flow of traffic on our roads**
- Challenge 3: Supporting the transition to low and zero emission vehicles**
- Challenge 4: Creating a transport network that is more inclusive**
- Challenge 5: Maintaining our roads and managing them as efficiently as possible**

Challenge 1: Enabling more people to live safer, healthier and more active lives. Our City Transport Plan 2035 has been written to work in harmony with the objectives that have been set out in the Council Plan 2023-2027. This has four outcomes, one of which is for Brighton & Hove to be a healthy city where people thrive. By providing attractive public spaces that are safe and easy to get around by active travel, we will enable more people to choose to incorporate physical activity into their day. While the number of people killed or seriously injured on our roads is relatively small, fears about road safety are a significant barrier for many people adopting more active travel. We are also aware that some pavements in the city can be too narrow or in poor condition.

We want to give more people the option of choosing active travel by providing infrastructure, like protected cycle lanes and attractive well-maintained pavements, that make people feel safe and provide them with the support and training to feel confident in travelling actively. We also want to reduce further the number of people killed or seriously injured on our roads by 2035.

Challenge 2: Improving the flow of traffic on our roads. Brighton & Hove is a great place to be, but our road network struggles to cope when there are lots of people on the move at the same time. At busy times congestion causes delays which affects all users including businesses and our visitor economy. The space allocated



to roads in the city is relatively fixed, this plan does not advocate extensive new roadbuilding, therefore we need to strike a balance between different road users’ needs. Advances in technology will also enable innovative solutions utilising technology such as Artificial Intelligence (AI) within network management of the city’s strategic roads.

Our approach will be to encourage more efficient use the road space we have. Buses and active travel are the most efficient forms of transport and suitable for many short trips. We aim to provide mobility hubs, that will improve access to public transport, car clubs and other shared transport. Strategic mobility hubs on the edge of the city can provide Park & Ride facilities for those visiting and commuting, while smaller neighbourhood mobility hubs can provide easy access to public transport, car or bike hire.

Challenge 3: Supporting the transition to low and zero emission vehicles. Switching away from petrol and diesel-powered vehicles is the single most important measure that will improve local air quality and reduce carbon emissions from transport. For heavy vehicles there is still uncertainty about whether the switch will be to hydrogen or electric vehicles (EVs). For cars and vans however, the switch to EVs is already taking place. EVs are commonly refuelled when parked. Fifty four per cent of households in Brighton & Hove lack off-street parking and the council will play a key role in providing the necessary charging points for these householders that own vehicles ¹. Alongside Our City Transport Plan 2035, we are developing a dedicated Electric Vehicle Charging Plan, setting out exactly how we will address this challenge.

¹ Zapmap & Field Dynamics, 2024. National Map of EV Charge Point Coverage.

Challenge 4: Creating a transport network that is more inclusive. People with disabilities and on lower incomes make fewer trips than the general population. In part this is because these groups find travel harder to access. We will focus our resources on reducing barriers that these people face. There are areas of the city where people on low incomes are at greater risk of transport-related social exclusion because it is difficult to access basic services and employment without a car. We will continue to provide, and aim to enhance, subsidised bus services to these areas. We will also focus our resources on improving the accessibility of our city for people with disabilities.

Challenge 5: Maintaining our roads and managing them as efficiently as possible. This is a major challenge. Over the past decade the money we received from central government, which is ring-fenced for roads maintenance, has been insufficient. With other local authority funding also in decline over the past decade, we have not been able to

increase the amount we spend on roads maintenance without it impacting on other council services. Without adequate investment, the condition of our roads will continue to get worse.

We will continue to use the resources we have in the most efficient way possible and deliver new schemes that cost less to maintain. This includes lane rental charges for utilities digging up our roads to incentivise them to minimise disruption. However, this challenge is not something that the council can solve by ourselves. We will also make the case to central government for greater investment in our local roads to reverse the decline they have suffered. In addition, managing our roads is a key challenge and we can look to future technology solutions to help manage our busy network.

To address the 5 challenges, Our City Transport Plan 2035 focuses on 6 objectives. Each of these addresses one or more of the above challenges we face.

Objective	Challenge				
	Safer, healthier lives	Improve traffic flow	Zero emission vehicles	Inclusive transport	Maintain roads
1. Increase public transport use	✓	✓		✓	
2. Enable the uptake and use of low and zero emission vehicles	✓		✓		
3. Deliver a safe, inclusive and integrated transport system	✓			✓	
4. Create well-maintained streets and pavements	✓			✓	✓
5. Provide active travel choices for all and excellent public spaces	✓	✓		✓	
6. Promote and use technology to reduce and manage travel		✓	✓		✓

Table 1: How Our City Transport Plan objectives meet the challenges we face



Figure 1: Summary of capital projects and on-going work proposed in Our City Transport Plan 2035



Introduction

How and why we are writing Our City Transport Plan 2035

Our City Transport Plan covers the period 2025-2035. It is our over-arching transport policy document, which sets out both our long-term strategy and a short-term programme of work to deliver specific schemes. One of the key functions of Our City Transport Plan is to communicate to central government, who provide the majority of funding for local transport, what schemes need to be delivered in the city over the coming decade.

Accompanying this plan are other policies that set out greater detail for specific topic areas, such as our Bus Service Improvement Plan (BSIP). It is a legal requirement that we write this document, which in the relevant legislation, is referred to as a Local Transport Plan (LTP). Our City Transport Plan 2035 is our fifth LTP. The Transport Act 2000, amended by the Local Transport Act

2008, directs us to:

- develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport to, from and within our area, and carry out our functions to implement those policies, and
- have regard to any guidance issued by the Secretary of State on preparing a Local Transport Plan.

Detailed requirements for an LTP are set out in guidance issued by the Secretary of State for Transport. LTP guidance was last published in 2009 and, although central government announced that new guidance would be published in autumn 2022, it has yet to do so. We do however have an insight into what updated guidance may contain from recently published national transport policies and other central government communications.

We have written Our City Transport Plan using these insights into what it is reasonable to assume will be included in the new guidance when it is eventually released. The most significant change we anticipate being included in updated guidance is the requirement to quantify our local carbon emissions.

The Department for Transport (DfT) published a policy on Decarbonising Transport in 2021² which made a commitment to 'drive decarbonisation and transport improvements at a local level by making quantifiable carbon reductions a fundamental part of local transport planning and funding. This commitment has been followed up by the release in 2024 of a Carbon Assessment Playbook, which is a tool designed to help local authorities estimate the impact that a variety of transport policies will have on reducing carbon emissions in their area. We have therefore written Our City Transport Plan 2035 using the Carbon Assessment Playbook in the expectation that any new guidance will include a requirement to assess what impact our policies will have on carbon emissions.

The starting point for writing Our City Transport Plan 2035 was for us to collate the available evidence about travel and transport in the city into an evidence base and use this to identify what challenges the city faces. We then identified how we should respond to these challenges by creating a vision for how we want our transport system to function in the future. At this point, in autumn 2021, we involved key stakeholders and the wider public to share the work we had undertaken by publishing a document called 'Developing a new Transport Plan for Brighton & Hove'. The public consultation on the proposed vision in this document involved an online survey, workshops with key stakeholders

and sessions with groups that can otherwise be under-represented in order to ensure responses from a representative cross section of Brighton & Hove's population. We received over 900 responses, which were broadly positive of our proposals. A detailed report on the responses we received, along with amendments made to this initial work following the public input is available on the council website³.

This draft version of Our City Transport Plan 2035 contains further amendments made to align it with the Council Plan 2023-2027, which is the over-arching policy document for the council, setting out what we want to achieve up to 2027. While the horizon of this plan is 2027 the 4 identified outcomes will require sustained work beyond this to be fully achieved. We are now undertaking public consultation on this draft Our City Transport Plan 2035 document to shape the final version, which will then become council policy.

This document contains a greater level of detail than the previous 'Developing a new Transport Plan for Brighton & Hove' document. It provides greater context and in addition to the vision and objectives it looks at how our capital investment programme will change in the coming financial years. For the later years of this plan there are proposed schemes that we wish to deliver but which are not yet programmed to come forward. This is because our funding is chiefly from central government grants and the level of funding we will receive is not yet known. Because of this we have had to plan for different scenarios. The scenario planning has looked at what is possible under higher and lower levels of funding and what could happen if different policies are implemented at the national and regional level in pursuit of stated objectives.

² DfT, 2021. Decarbonising Transport: A Better, Greener Britain

³ Brighton & Hove City Council Environment, Transport & Sustainability Committee, 15 March 2022. Local Transport Plan: Engagement Outcomes



Figure 2: The process for developing Our City Transport Plan 2035

Each annual capital programme is typically approved immediately before the beginning of the financial year by the council’s executive decision-making body, the cabinet, which is made up of elected councillors. This is done once we know exactly what funding we will receive and can make firm plans on how to spend it. The schemes delivered by the capital programme are designed to achieve the objectives set out in this plan. This document also includes proposed key performance indicators that we will use to monitor how well we are doing in reaching our objectives.

The public consultation on this draft version of Our City Transport Plan 2035 focuses on gathering feedback on the more detailed measures, such as the proposed future schemes and how we will monitor our progress against our set objectives. Our public consultation will consist of an online survey, drop-in events providing an opportunity for residents to ask questions and share their views in person and sessions with key stakeholder groups. Key stakeholders include groups with a focus on transport users, economic growth, and those that could be under-represented

without us making a conscious effort to include them such as disability groups and young peoples’ voices. After the public consultation on this draft document, we will analyse all feedback and summarise it in a stakeholder engagement report, which will be considered by the council’s cabinet when making a decision on adopting the final version of Our City Transport Plan 2035.

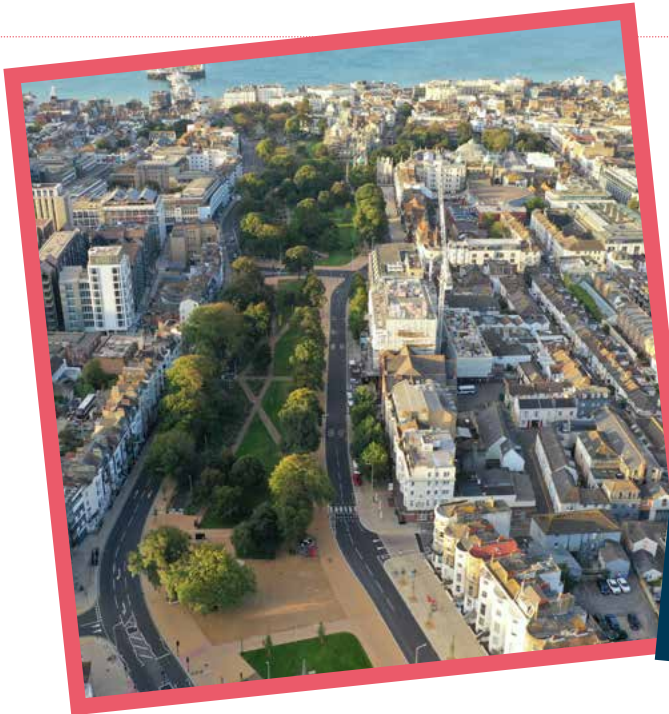
Review of work since our last transport plan

Our City Transport Plan supersedes Local Transport Plan 4 (LTP4), which was approved by the council in March 2015. Over the past 10 years, approximately £148m has been allocated to deliver transport projects in the city. We receive grant funding from central government, typically ring-fenced for specific transport uses and this made up £107m of the total. The other £41m was allocated from the council’s own funds.

Forty-eight per cent of the funding over the previous 10 years has been allocated to planned maintenance of existing assets; roads, pavements, paths, bridges, drains, signage and street lighting. Fifty-one per cent has been spent on schemes that created new assets or altered existing roads and pavements. One per cent was spent on revenue schemes where investment was made in people – receiving training or other assistance. Some of the main projects that have been delivered over this time are listed below:

Highway maintenance

This includes resurfacing of roads and pavements, replacement of drainage and lighting infrastructure, upkeep of bridges and retaining walls, and the associated record keeping and surveys of all our assets. Nearly £32m has been spent keeping these in working order. There are around 20,000 streetlights in the city and over 18,000 have been switched to energy efficient light emitting diode (LED) lighting. This saves the council about £500,000 a year in lower energy costs.



Valley Gardens Phases 1&2

The green spaces of Valley Gardens used to be cut off from the North Laine area of the city centre, as they were surrounded by busy dual carriageways on both sides. The delivery of Valley Gardens Phases 1&2 has re-planted these green spaces and reconnected them with the city centre, making them spaces residents and visitors to the city centre can enjoy. By re-purposing the road on the western side of the gardens as a corridor for buses and taxis, space has been created for more direct active travel routes (particularly for walking & wheeling); improved and accessible gardens, public realm and event spaces. The third and final phase of Valley Gardens project is in progress and this will deliver an excellent public space immediately in front of the Royal Pavilion, one of the city’s main visitor attractions.

Western Road

This busy bus and active travel corridor has been transformed with improvements including a resurfaced road, resurfaced and tidier pavements, a simpler road layout with a central area to help with crossing for pedestrians; more cycle parking, seating and tree planting; and new bus shelters and street lighting. These major works have been funded from

a range of sources, bringing together funding to ensure wide benefits to a range of users on this key route.

A259 seafront arches & Shelter Hall

The seafront arches support the A259 so they are classified as transport infrastructure. Ongoing maintenance work has taken place over the past 10 years along the length of the seafront, from the i360 in Hove, to Dukes Mound near the marina. We have taken the opportunity during the work to create attractive new spaces on the beachfront. This included the creation of Shelter Hall, a new seafront restaurant space.

Bus infrastructure

Since 2015 a mix of technological improvements and new bus lanes have delivered large benefits for both passengers and other road users. The Brighton & Hove Bus Ultra Low Emission Zone covers well over 90% of buses operating in the city and has ensured that their engines meet the highest emissions standards for diesel vehicles. Smart traffic signals have been installed, which recognise when buses are approaching and adjust signal timings to give them priority. New Red Routes, recently created on the important bus corridors of Lewes



Road and the A23, have prevented buses being delayed by inconsiderate parking, as well as keeping traffic moving and making these key routes safer for cyclists and pedestrians.

Electric Vehicle Chargepoints

LTP4 stated that there were 10 EV chargepoints in the city that the council had installed. There are now 525 chargepoint sockets that we have installed, which are a mix of low powered, fast and rapid chargers. There are 250 low powered chargepoint sockets, installed on lamp-columns in residential areas where households lack off-street parking and are designed for convenient recharging while cars are parked up. There are also 100 fast chargers around the city which provide a quicker charge or top-up. The council has provided 6 public rapid chargers, located where people will only be parked up for a relatively short time, and 12 rapid chargers dedicated for taxi drivers. A minimum of 1,200 lamp column chargepoints, 350 fast chargepoints and 100 rapid chargepoints are planned to be installed across the city in the next 3 years.

Bikeshare

In September 2017 we launched the city's first public bike hire scheme with 50 hire stations and 500 bikes. In March 2023 this was refreshed with a new operator, additional hire stations and a new fleet including electric bikes. There are now 780 bikes for hire from over 100 hire stations. 60% of the bikes are now electric, so hilly areas are more accessible, and the scheme extends over a vast majority of the city. New sites to serve large housing developments will be sought to increase its reach. Innovations such as e-cargo hire are planned during the current contract, subject to the success of future funding bids. The scheme allows adjacent authorities to use our contract with the current provider to install hire stations and create one hire area across the greater Brighton area.

Active travel infrastructure

Our first Local Cycling and Walking Infrastructure Plan (LCWIP) was adopted in 2022 and shows the ambition of the city for improving active travel infrastructure, with 39 strategic network routes for

improvement (including 17 priority routes), 32 local links for improvement, and 33 areas for area-based treatment improvements. Having the highly ambitious LCWIP in place allows us to showcase to central government the need for investment in active travel across the city.

Since 2015 we have added to the existing protected cycle network by delivering the Valley Gardens (Phases 1 and 2) scheme and upgraded facilities on the seafront roads of the A259 and Maderia Drive. This addresses one of the major barriers preventing people from accessing cycling; road safety concerns. Having somewhere safe to store a bike is another barrier and the council has installed 150 on-street residential cycle hangers, capable of storing 900 bikes securely, which residents can rent for the year at low cost.

Improvements to active travel infrastructure have also focused on connecting urban centres to the South Downs National Park. Woodingdean and Falmer are now connected by a new 2.5km path. Woodingdean has also benefited from a new 1.5km path on Drove Road and path improvements in the Happy Valley area where 1.1km of new paths have been created. Stanmer Park is also accessible from Brighton via a new 2km path alongside Ditchling Road.

Road safety

Road safety measures can take the form of changes to particular road layouts, where there have been a high number of collisions, or area wide measures. Research shows that on urban roads with low average traffic speeds, any 1mph reduction in average speed can reduce the collision frequency by around 6%⁴. Most of the city's residential roads

are now 20mph with phase 3 having been completed in the summer of 2015. Examples of more targeted safety measures includes our School Streets and Safer, Better Streets programmes. There are 15 schools in the city where School Street schemes have been delivered, and more are planned. The Safer, Better Streets programme⁵ applies a set of principles and rules to assess and prioritise safety improvements, with an annual top ten locations identified where improvements are most urgently needed.

Training & behaviour change schemes

The council has funded a wide range of schemes to help keep people safe and allow them to access active travel and public transport. The three Bikeability levels teaches the Highway Code and moves learners from learning balancing and riding skills off-road to mastering riding on quiet, and in due course, busier roads. We offer courses delivered in schools and in parks during school holidays to under 14s. Adult (14+) training takes place in parks and on roads. We also offer adult cycle maintenance basic and advanced training. We deliver child pedestrian training to Year 3 cohorts teaching them safe crossing skills.



⁴ DfT, 17 March 2024. Setting local speed limits

⁵ Brighton & Hove City Council. Safer, Better Streets programme.

Policy Context

Our City Transport Plan 2035 must conform with relevant national, regional and local policies. National transport policies are created by the Department for Transport, with regional policy the responsibility of Transport for the South East (TfSE). TfSE is one of eight relatively new regional transport bodies. It covers the area south of London from Kent in the east to Hampshire and Berkshire in the west. It was established in 2017, to determine what transport infrastructure is needed to boost the region’s economy. Its board is made up of elected councillors from each local transport authority within its area and representatives from other national and regional partners including National Highways, Network Rail, South Downs National Park and Transport for London (TfL). The diagram below shows the key national and regional policy documents that have influenced the development of Our City Transport Plan 2035.

Key Transport Policies	
National	Integrated National Transport Strategy
	Inclusive Transport Strategy
	Decarbonising Transport
	Future of Freight Plan
	Gear Change: A bold vision for cycling and walking
	Bus Back Better: National Bus Strategy
	The Plan for Drivers
	Cycling & Walking Investment Strategy
	Connecting People: A Strategic vision for Rail
	UK Electric Vehicle Infrastructure Strategy
Regional	Road Safety Statement
	Future of Mobility: Urban Strategy
	Transport for South East's; - Transport Strategy - Strategic Investment Plan

Figure 3: National and regional policies influencing Our City Transport Plan 2035

Central government is currently developing an Integrated National Transport Strategy. A range of national transport policies that are either mode specific, such as rail or bus, or thematic, such as decarbonisation or accessibility and which applies to all modes, sit under the Integrated National Transport Strategy. Central government funding streams are aligned with these policies and designed to deliver them. For example, the Cycling and Walking Investment Strategy and UK Electric Vehicle Infrastructure Strategy both have an accompanying funding stream: the Active Travel Fund (ATF) and Local Electric Vehicle Infrastructure (LEVI) fund. At the regional level TfSE has created a Transport Strategy and Strategic Investment Plan (SIP). The image below shows schemes included in the SIP, which covers a period up to 2050, in the vicinity of Brighton & Hove.

Note that there are additional schemes not shown on this map that will also have a beneficial impact on Brighton & Hove. This is especially true for rail-based schemes, which are best planned at the regional level because routes cross over several local authorities and our ambitions for rail need to align. The most significant improvement on the Brighton Mainline would be delivered by the Croydon Area Remodelling Scheme, which would involve the rebuilding of East Croydon station with additional platforms. New bridges and fly-unders would separate rail lines that currently cross over one another. This is at the concept design stage but would improve reliability, capacity and the speed of some rail services on the Brighton Mainline.

Other transformative regional schemes that are proposed include Sussex Coast Mass Rapid Transit and strategic mobility hubs at Falmer, the A23/A27 junction and Shoreham-by-sea. A Sussex Coast Mass Rapid Transit would link up the cities and towns along the Sussex Coast. One inspiration for this scheme is the Belgium

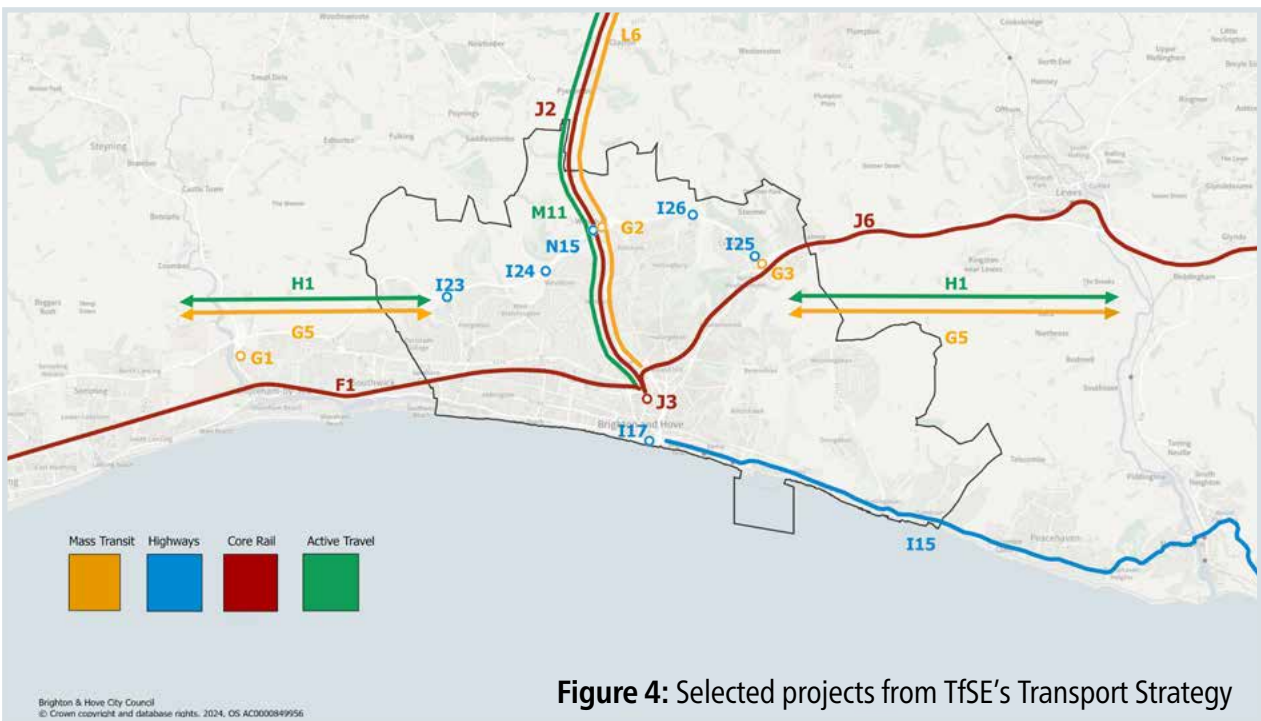


Figure 4: Selected projects from TfSE’s Transport Strategy

KEY	
F1	West Coastway Strategic Study
G1	Shoreham Strategic Mobility Hub
G2	A27/A23 Strategic Mobility Hub
G3	Falmer Strategic Mobility Hub
G5	Sussex Coast Mass Rapid Transit
H1	Sussex Coast Active Travel Enhancements
I15	A259 Highway Improvements
I17	A259 (Kings Road) Arches Renewal
I23	A27 Hangleton Junction Enhancements
I24	A27 Devils Dyke Junction Enhancements
I25	A27 Falmer Junction Enhancements
I26	A27 Hollingbury Junction Enhancements
J2	Brighton Main Line 100mph Operation
J3	Brighton Station Additional Platform
J6	East Coastway Line faster services
L6	A23 Corridor Rural Bus Enhancements
N15	A27/A23 Junction Enhancements
M11	Brighton/London National Cycle Network

coastal tram that links ports, towns and seaside resorts along 60 kilometres of the coast. The Sussex scheme is not sufficiently developed to have decided what form it will take. Inspiration for a bus-based solution exists in Cambridgeshire where a dedicated busway connects Cambridge with commuter towns along the congested A14 corridor, where significant housing growth is planned.

Buses and active travel are the most efficient forms of transport and suitable for many short trips. The strategic mobility hubs on the edge of Brighton & Hove would have Park & Ride at their core and could also incorporate electric vehicle rapid recharging, and freight consolidation centres which have the potential to reduce the number of trucks within our city. The aim of these mobility hubs would be to enable easy interchanges between transport modes, encourage more efficient use the road space and improve the flow of traffic within our city by providing a choice for visitors from outside to conveniently transfer onto public transport to access the city centre.

TfSE’s funding is currently limited to developing business cases and feasibility work for the schemes within the SIP. However, In the very near future there will be large changes to how local and regional governmental bodies are organised, as set out in the central government’s white paper on Devolution. A new Mayoral Strategic Authority, covering East Sussex, West Sussex and Brighton & Hove is anticipated to be

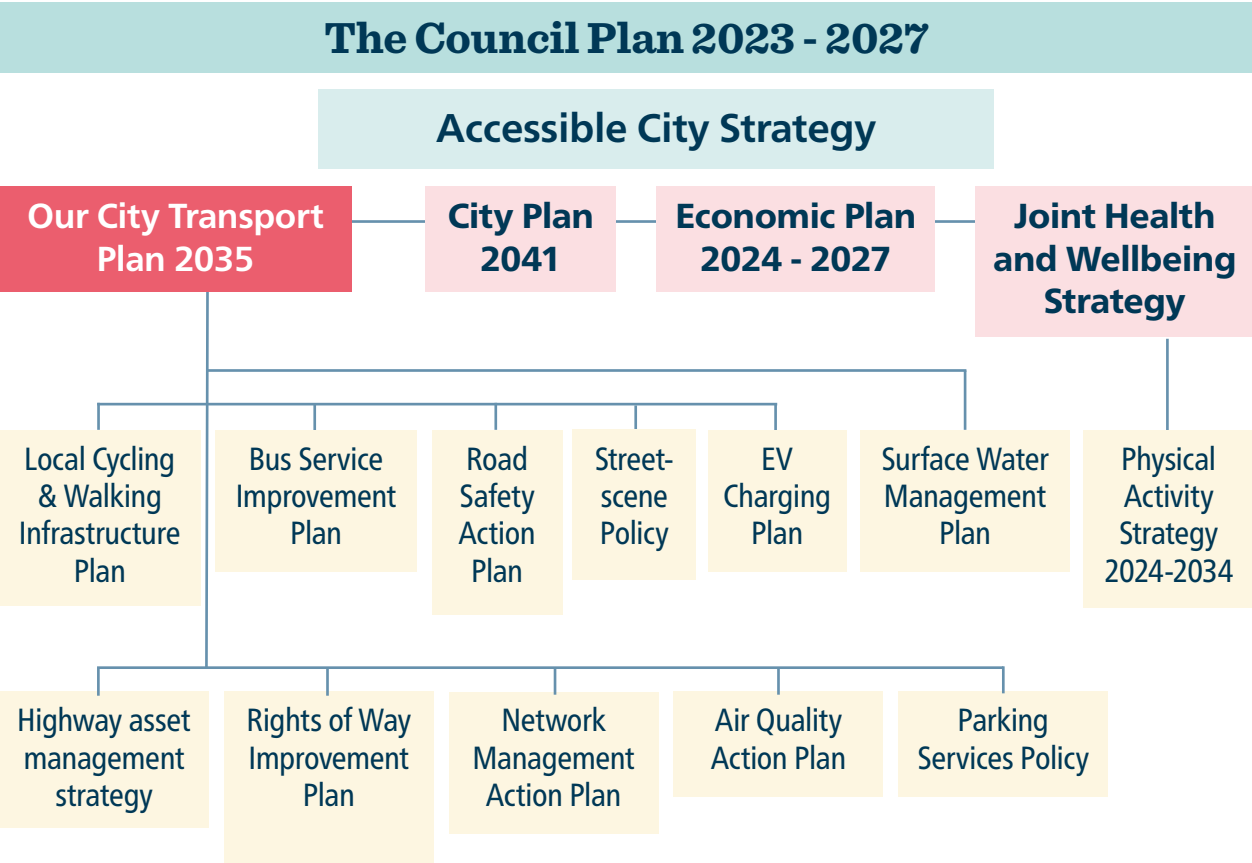


Figure 5: Our City Transport Plan 2035 and related policies

in place by 2027. This is likely to have responsibility for strategic transport policy and may control significant amounts of funding to deliver the type of schemes set out in the SIP.

Figure 5 illustrates how Our City Transport Plan 2035 relates to other Brighton & Hove City Council policies. It is subordinate to and supports the delivery of the overarching Council Plan 2023–27. The Council Plan identifies transport specific measures, under the Outcome ‘A City to be Proud of; an accessible, clean and sustainable city’. It commits the council to make it easier for people to move around the city and to:

- Have a clear plan to address the city’s transport needs and challenges
- Continue investing in maintaining and upgrading our highways network

It also has an important role to play in

delivering the aspirations of other whole council policies, such as the Accessible City Strategy, given that our roads and pavements make up such an important part of our public space. Transport is also crucial to the council policies on land use (which sets out what can be built where), growing our economy and increasing our populations’ health and physical activity.

Sitting below Our City Transport Plan 2035 are several more detailed policies that cover areas such as improving conditions for walking, wheeling and cycling (Local Cycling and Walking Infrastructure Plan or LCWIP), or bus journeys (Bus Service Improvement Plan or BSIP). The Electric Vehicle Charging Plan is in development and following the adoption of Our City Transport Plan 2035 we will create a new Road Safety Action Plan that sets out targets on reducing casualties on our roads and what actions we will take to achieve this.

Key Council Policies influencing Our City Transport Plan 2035

Accessibility: The Accessible City Strategy establishes priority actions for each directorate within the council. Actions for the City Operations Directorate include improving city centre accessibility. Dedicated funding for improving accessibility is included in our capital works programme.

Economic development: A good transport network supports economic growth while traffic congestion adds to business costs. Our Economic Plan 2024-27 sets out 10 imperatives, one of which is the imperative to ‘build a stronger, more inclusive labour market’. Our City Transport Plan objective to ‘deliver a safe, inclusive and integrated transport system’ supports this imperative.

Land use: City Plan 2041 is the overarching planning document for the city, setting out our policies for what can be built where. Subordinate to this are other planning policies. When we receive planning applications, approval is granted based on how well the application complies with our planning policies. There are close ties between land use and transport. Transport policies concerning new development are set out in the City Plan. Recent public consultation on City Plan 2041 shows strong levels of support for attractive streets and public spaces, supporting healthier lifestyles by reducing the impact of traffic, provision of local transport hubs, Park & Ride and delivery consolidation.

Health and physical activity: The Physical Activity Strategy 2024 – 2034 has five key areas of focus, one of which is to create Active Environments. Our City Transport Plan can help develop the city so that it’s a place

where people feel safe to travel actively as part of daily life. This key focus is reflected in the objectives to ‘Provide active travel choices for all and excellent public spaces.’ and ‘create well-maintained streets and pavements’.

Carbon emissions: In the UK the transport sector is responsible for the largest volume of CO2 emissions. Our Carbon Neutral Programme collates actions that are being taken across different council departments. With transport CO2 emissions being critical to us achieving our ambitions to be a carbon neutral city, four objectives in Our City Transport Plan 2035 contribute to reducing them: enabling the uptake and use of low and zero emission vehicles, increasing public transport use, providing active travel choices for all and excellent public spaces and promoting and using technology to reduce and manage travel

Air quality: The main source of pollutants causing poor air quality in Brighton & Hove are the petrol and diesel vehicles on our roads. Six Air Quality Management Areas (AQMA) have been declared in the city because levels of Nitrogen Dioxide (NO2) exceeded UK air quality standards. Vehicles are also a significant source of particulate matter (PM) air pollution. Our Air Quality Action Plan 2022-27 has influenced the creation of Our City Transport Plan 2035. The interventions supporting the objective ‘enabling the uptake and use of low and zero emission vehicles’ will have the biggest impact on improving air quality.

Challenges

Brighton & Hove is a relatively compact city, with a population of 277,100 ⁶. Housing affordability and housing quality are major issues that the city faces, as the supply of housing has not kept pace with the demand from people who wish to live here. Our population growth has been slower than the average for England and the southeast region. Delivering new housing and commercial space must largely be achieved within the existing urban area as expansion is tightly constrained by the South Downs National Park which makes up 40% of the area that the council administers and also by the sea to the south. The city's two universities mean that students make up about 10% of the population.

The city acts as a regional hub for employment, transport, culture, leisure and shopping. Employment tends to be concentrated in the centre of Brighton and there are similar inflows and outflows of commuters of around 30,000 trips per day. Figure 6 shows the main road and rail infrastructure which serves the city. The Brighton Mainline provides fast and frequent rail connections to Gatwick airport and London from several stations within the city. This rail line is also a cause of severance within the city with relatively few roads connecting east/west across it. The east and west Coastway rail lines provide links to smaller urban centres nearby; Lewes, Eastbourne, Worthing and Shoreham-by-sea.

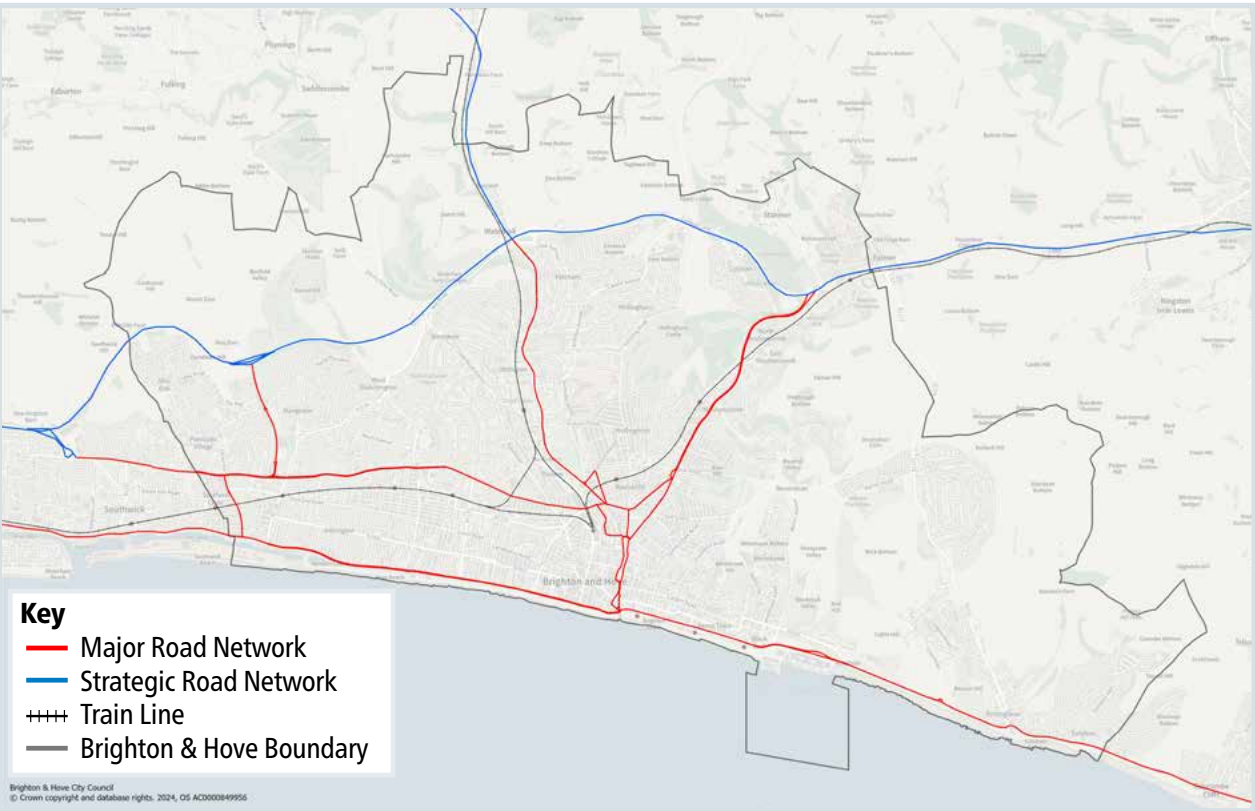


Figure 6: The strategic and major road network

⁶ Brighton & Hove City Council, 2021. Census results 2021

The A27 skirts the northern edge of the city, acting as a bypass. The A23, running north/south through Sussex provides connections to Burgess Hill, Gatwick Airport and London. The main roads into the city from the north and northeast (London Road and Lewes Road) converge at the edge of the city centre and it is here that congestion is the most acute.

The transport challenges presented here are a summary of the findings of our analysis, which is set out in greater detail in the accompanying evidence base document.

Challenge 1 - Enabling more people to live safer, healthier and more active lives

Sedentary lifestyles contribute towards ill health. The NHS recommended that adults get at least 150 minutes of moderate intensity activity a week, or 75 minutes of vigorous activity, while children over six should try to do at least 60 minutes of moderate to vigorous intensity activity every day. Brighton & Hove is one of the better performing areas in the UK for physical activity, ranking 17th highest for physical activity amongst adults in England, but even so nearly 1 in 5 adults do less than 30 minutes of physical activity each week and fewer than half of children under 16 in the city meet recommended activity guidelines each day ⁷.

"If physical activity were a drug, we would refer to it as a miracle cure, due to the great many illnesses it can prevent and help treat".

UK Chief Medical Officers' Physical Activity Guidelines. 2019

Brighton & Hove is a relatively compact city, with the city centre and other destinations within a short walk or cycle for many. Achieving recommended activity levels, and the subsequent health benefits, can come from simple changes to routines such as choosing to walk to school rather than take the car. There are a large number of short trips currently made by car which could be switched to active means. There is a large body of evidence that shows road safety fears are the main barrier preventing more people from taking up cycling ⁸. Investment in better active travel infrastructure that provides high quality public realm and protected cycle lanes will open up the choice of cycling to many more people and not just those confident cycling in traffic. Better pavements in the city, that are free of obstructions, and attractive paths to access the national park on our doorstep will also make walking & wheeling an attractive option for short trips.

Schemes to provide protected facilities for cyclists on roads which carry a lot of traffic are currently on-going on the A23 and A259. Phase 3 of the Valley Gardens scheme will deliver improved crossing facilities, higher quality public realm, protected cycle lanes and safer junctions. By creating streets and public spaces which enables and encourages active travel, by walking, wheeling or cycling, we create an environment where it is easier for everyone to incorporate physical activity into their daily routine. This will also assist with improving traffic flow, especially if car trips are removed from the network during peak travel times.

The delivery of better infrastructure and space for active travel could improve both the feeling of safety and reduce the number of collisions. While serious injuries or deaths caused by collisions

⁷ Brighton & Hove City Council Physical Activity and Sport Strategy 2024 to 2034

⁸ Cycling Embassy of Great Britain, 2020. Barriers to cycling

on our roads are relatively rare, with 146 recorded in 2023, we believe this can and should be reduced further over the coming 10 years. We commit to develop a Road Safety Action Plan that includes targets for reducing the number of people killed and seriously injured (KSI) on our roads. This is likely to focus on actions we can take to improve conditions for vulnerable road users; motorcyclists, cyclists and pedestrians. An initial assessment of KSI figures shows that in 2023 over half were pedestrians or cyclists. It is already the case that safety is the primary reason for some of the traffic schemes we undertake, and it is a consideration in all of them. Our continuous programme of Safer, Better Streets delivers smaller scale improvements in response to concerns raised by the public and collision data.

Challenge 2 - Improving the flow of traffic on our roads



"A good transport network is not an end in itself, rather it is the means through which people and businesses live their lives and achieve their ambitions. The provision of a safe, reliable, resilient, responsive and efficient transport network can significantly expand the opportunities for success and encourage greater ambitions."

Road Investment Strategy 2:2020-2025

There are an average 108,000 daily trips originating within Brighton & Hove. While 73,000 of these trips begin and end in the city, 35,000 are to destinations outside of it. Approximately 30,000 trips are made into the city from the surrounding areas. The

average delay on Brighton & Hove’s local A roads is among the highest of any local authority outside of London. With 36% of emissions generated by trips of 5 miles or less ⁹ there is considerable scope to switch these journeys onto public transport, walking or cycling.

Figure 7 illustrates where congestion is most acute on the road network. It shows that delays are much greater on the local road network compared to the higher capacity strategic road network of the A23 and A27. Various junctions of the A27 can be affected by local traffic queuing to access Brighton & Hove. The local A road network is generally single lane and therefore has lower capacity. Delays tend to be worse closer to the city centre with the most severe delays of over 200 seconds per vehicle per mile occurring on:

- The A2023 between the seafront / Old Shoreham Road
- A2010 between the seafront and Seven Dials
- The A23, London Road, between St Peter’s Church and Preston Circus.
- The A270, Upper Lewes Road and viaduct Road, between Preston Circus and Vogue Gyratory

In the built-up area of Brighton & Hove there is no available land for increasing road capacity without demolishing existing buildings. Even if it were possible to widen existing roads there is a sizeable body of evidence that increasing road capacity induces more traffic to use them rather than reduces delay. Instead, our approach is to increase how efficiently our existing road-space is used. With buses and active travel being the most efficient modes of transport for moving people short distances in an urban area, the plan is to create additional bus and cycle lanes and to



Figure 7: Average traffic delay on strategic roads in Brighton & Hove across 24 hours

make these modes more convenient, faster and attractive relative to car travel.

Much of the data available to us focuses on weekday peak time congestion, when the road network is typically under the greatest stress. However, congestion also affects visitors to Brighton & Hove, particularly during the peak summer holiday season or when there are major events like Pride. With tourism being an important part of Brighton & Hove’s economy, we want to ensure that getting here is hassle free for the estimated 11m visitors each year. Delivery of strategic mobility hubs at the edge of the city, which include Park & Ride, would reduce the number of cars entering the city centre, where congestion is most acute, and improve journeys for all.

Key to managing congestion in the city lies in effective management of our road network, including through the Traffic Control Centre, this includes effective enforcement of Red Routes in the city to keep traffic moving along major routes

KEY

Delays in seconds per vehicle mile

Strategic Network	Local A Roads
Average delay	Average delay
More than 20	More than 200
10-15	More than 90
5-10	50-70
Less than 5	30-50
	Less than 30

— Brighton & Hove Boundary

serving the city. A challenge of this work is considering future technology and Artificial Intelligence (AI) solutions.



⁹ WSP, City Science and Steer, 2024. Decarbonisation Baseline Report for Brighton and Hove

Challenge 3 - Supporting the transition to low and zero emission vehicles

Switching away from petrol and diesel-powered vehicles is the single most important measure that will improve local air quality and reduce carbon emissions from transport. For heavy vehicles there is still uncertainty about the whether the switch will be to hydrogen or electric vehicles (EVs) but for cars and vans however, the switch to EVs is already taking place. Central government has made it clear that local authorities have an important role in providing the necessary infrastructure for the UK to transition to electric cars and vans ¹⁰. This is because EVs are commonly refuelled when parked. Fifty-four per cent of households in Brighton & Hove have no access to off-street parking like a garage or driveway. If these households own a vehicle, then it will be parked on street. If the vehicle is an EV these households will largely be dependent on the publicly available charging network. As the manager of the roads and pavements in Brighton & Hove, the council has a key role to play in providing the necessary public chargepoints. Alongside Our City Transport Plan 2035, we are developing a dedicated Electric Vehicle Charging Plan setting out how we will address this challenge.

Because of the threat climate change poses, the UK Government, along with 195 other bodies, signed the Paris Agreement in 2015. This has the goal of holding the increase in global average temperature to well below 2°C above pre-industrial levels and avoiding the significantly more severe impacts arising from climate change.

"The fact is that no species has ever had such wholesale control over everything on Earth, living or dead, as we now have. That lays upon us, whether we like it or not, an awesome responsibility. In our hands now lies not only our own future, but that of all other living creatures with whom we share the Earth."

David Attenborough

The UK Government has committed to achieving Net Zero carbon emissions by 2050. This means that emissions will be reduced to as close to zero as possible with any remaining emissions offset by mitigating action. To assist with meeting these commitments the Committee on Climate Change (CCC) was established by the Climate Change Act 2008. This expert, independent body advises the UK and devolved governments on emissions targets and reports to Parliament on progress made in reducing greenhouse gas (GHG) emissions. It is the leading authority on how the UK can achieve Net Zero by 2050 and has published a large amount of research and guidance including on the role of local authorities have to play and what transport specific actions we need to take.

Surface transport (which excludes flights) is responsible for 22% of the UK's GHG emissions ¹¹, with the overwhelming majority of these from road transport. In Brighton & Hove transport is responsible for a third of the city's carbon emissions so is a key sector where action is needed. The action that will have the greatest impact on reducing our transport GHG emissions

is switching vehicles to EVs as early as possible. This will also improve air quality in the city, as exhaust pipe emissions of Nitrogen Dioxide and particulate matter will be eliminated. Air pollution is covered in detail already in other policies ¹².

GHG emissions explained

GHG refers to seven emissions that have a heating effect on the earth's atmosphere. The most prevalent are carbon dioxide and methane. GHG emissions from vehicles is overwhelmingly made up of carbon dioxide and the terms are used interchangeably in this document.

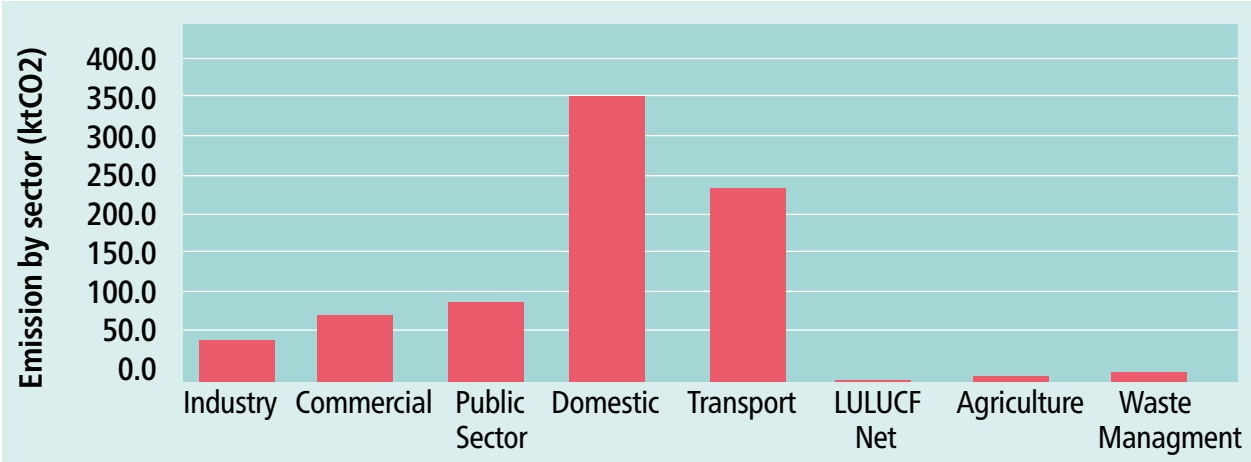
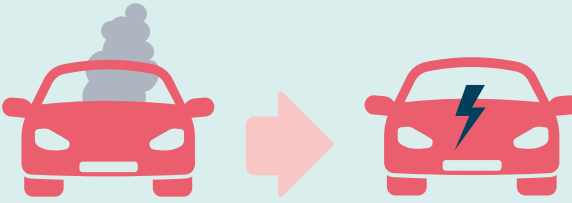


Figure 8: Brighton & Hove emissions by sector. Source - Decarbonisation Pathway Study.

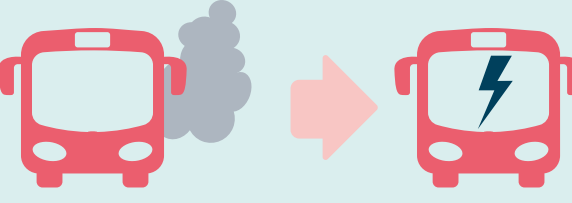
The CCC has produced a preferred 'Balanced Pathway' of how Net Zero is reached and published carbon budgets that cover 5-year periods. It is clear from this that the journey of how we get to Net Zero by 2050 is of vital importance. The most recent 6th Carbon Budget was published in December 2020. Under the CCC Balanced Pathway there are 3 key actions for road transport:

- Transitioning the UK fleet of vehicles so that they are zero emission.
- Reducing travel demand and shifting journeys onto lower carbon modes
- Making fossil fuel-powered vehicles more fuel efficient.

Transitioning the UK fleet of vehicles so that they are zero emission



Electrification of cars and vans. 25m battery electric vehicles in the UK by 2035



Decarbonising buses. All new UK bus sales zero emission by 2035

¹⁰ DfT and Office for Zero Emission Vehicles, 30 March 2023. Electric vehicle charging infrastructure: help for local authorities.
¹¹ CCC, December 2020. The Sixth Carbon Budget Surface Transport.

¹² Brighton & Hove City Council, October 2022. Air Quality Action Plan 2022 to 2027.

There were 38.7m cars and vans registered in the UK in end of June 2024 ¹³. By 2035 25m, or 60% of the current fleet needs to be fully battery electric (not including hybrid vehicles). In Brighton & Hove there are currently 2,392 battery electric vehicles registered ¹³ as shown in Figure 9. This is out of a total of 111,700 vehicles registered in the city, meaning that 2.1% of the fleet is battery electric. Adoption of EVs varies considerably by region with more affluent areas adopting EVs much earlier. In 2023 16% of new car sales were EVs in the Brighton & Hove area, which is around the UK average; whereas in more affluent areas such as south west London and Oxfordshire nearly 50% of new car sales were EVs.

The council’s draft Electric Vehicle Charging Plan estimates that by 2035 there could be 64,000 EVs registered in Brighton & Hove. Depending on the type of chargers installed, the city may need up to 6,900 chargepoint sockets to cater for this demand.

While electrification is established as the

most likely way that cars and vans will decarbonise, there is uncertainty over the best way to decarbonise heavier vehicles. Both electric and hydrogen power are possible solutions. By 2035 about 33% of the UK’s heavy goods vehicles (HGVs) and coach fleet (about 170,000) need to be zero emission and 67% by 2040 ¹¹.

Depots will need refuelling facilities, supplemented by refuelling points likely to be on the main trunk network. As we are not responsible for trunk roads the council’s main role will be in decarbonising our own heavy vehicle fleet, such as refuse collection vehicles and facilitating infrastructure at sites such as Shoreham Port and bus depots. There are now 72 electric vehicles in operation across the council ¹⁴. The CCC state that all new bus sales will need to be zero emission by 2035. The council will have a role to play in decarbonising the local bus fleet. We will work with operators to provide any necessary on-street infrastructure, power cables and provide the regulatory framework for what kind of buses can operate on our roads.

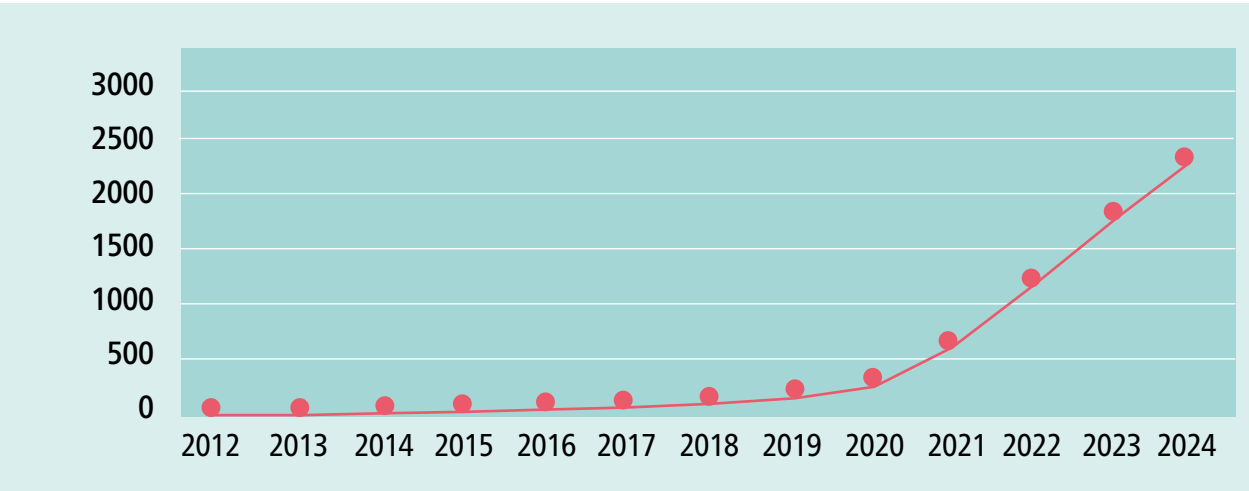








Figure 9: Licensed Battery Electric Vehicles (BEVs) in Brighton & Hove (June 2013 to June 2024)

¹³ DfT and Driver and DVLA, 24 September 2024. Vehicle licensing statistics data tables.
¹⁴ Brighton & Hove City Council, 28 May 2024. Plugged in depot a first for zero emission fleet.




Reducing travel demand and shifting journeys onto lower carbon modes



Reduction in car travel. 9% reduction in car trips in the UK by 2035



Shifts in van usage. 3% reduction in van trips by 2035 nationally






Heavy Goods Vehicles. 10% fewer HGV miles in the UK by 2035

Rapid electrification of the UK’s car fleet will not be enough by itself to achieve Net Zero. Nationally a 9% reduction in car trips is needed. This will be delivered by fewer journeys being made (from greater homeworking for example) and car trips being shifted to modes such as active travel or public transport. Towns and cities are far better able to deliver modal shift than rural areas because there is better public transport provision. Figures from the National Traffic Survey (NTS) show that around 71% of all trips are under 5 miles and two thirds of these are made by car or van ¹⁵, meaning there are a large number of trips which potentially can be shifted.

¹⁵ DfT, 14 December 2023. National Travel Survey:2022
¹⁶ DfT, 15 April 2021. Final Van Statistics April 2019 - March 2020

Internet shopping and home delivery services have, in part, been responsible for van usage increasing from 10 % to 16% between 1994 to 2019 ¹⁶. In addition to electrifying the van fleet a 3% reduction in van use by 2035 is needed. HGV miles also need to reduce by 10%. To deliver this, measures such as consolidation centres and last mile delivery to urban centres being undertaken by portering or e-Cargo bike can be effective. There is a lack of detailed local data on van and HGV usage trends in Brighton & Hove. This will be an area of future study to assess exactly what measures will be taken and to what extent the fleet can be decarbonised.

Making fossil fuel-powered vehicles more fuel efficient.



Efficiency improvements. 12% less CO₂ from petrol/diesel cars in the UK by 2030

Under the CCC Balanced Pathway to Net Zero, new petrol and diesel vehicles need to improve fuel efficiency by 12% by 2030. This is not just about technological improvements to engines; it also includes trends in vehicle purchases. The popularity of larger heavier vehicles, such as SUVs, means that fuel efficiency has been getting worse. While manufacturers will largely be responsible for delivering this change, we can also incentivise the uptake of more fuel-efficient vehicles through emissions-based pricing for parking costs. The introduction of any emissions-based scheme will factor in, and mitigate, the impact on those on low incomes, with disabilities and other marginalised groups.

Challenge 4 - Creating a transport network that is more inclusive

"As a disabled person I have to think and plan far more than anyone else. If I want to catch a bus I have to consider whether the ramp works, whether there will be someone in the one space who doesn't want to move. It can be a constant worry."
Tanni Grey-Thompson

Our transport network reflects wider inequalities in our society and it is a challenge to re-balance this to be more inclusive. We are committed to meeting our equalities duties towards groups with protected characteristics, under the 2010 Equalities Act, and to go beyond this to ensure that the less well-off are not unfairly excluded too. There are some stark differences in transport usage related to income.

Analysis undertaken by Transport for the North has assessed the risk of transport related social exclusion ¹⁷. This is defined as areas where households without access to a car face disadvantages in accessing essential services such as employment, education, health and banking. People in these areas may also be committed to owning a car, which is a stretch on their personal finances, but see it as the only viable way they can access these services.

The main areas in Brighton & Hove where people are at risk are highlighted in red and dark red in Figure 10. This includes Woodingdean, Bevendean, Mile Oak, Hangleton, Coldean and Hollingbury. Building on this analysis the council have commissioned an analysis of bus services to understand how we can improve those areas at risk of social exclusion.

There are also marked differences in people's travel habits according to how wealthy they are. The UK has a very high level of income inequality compared to other developed countries. In 2022

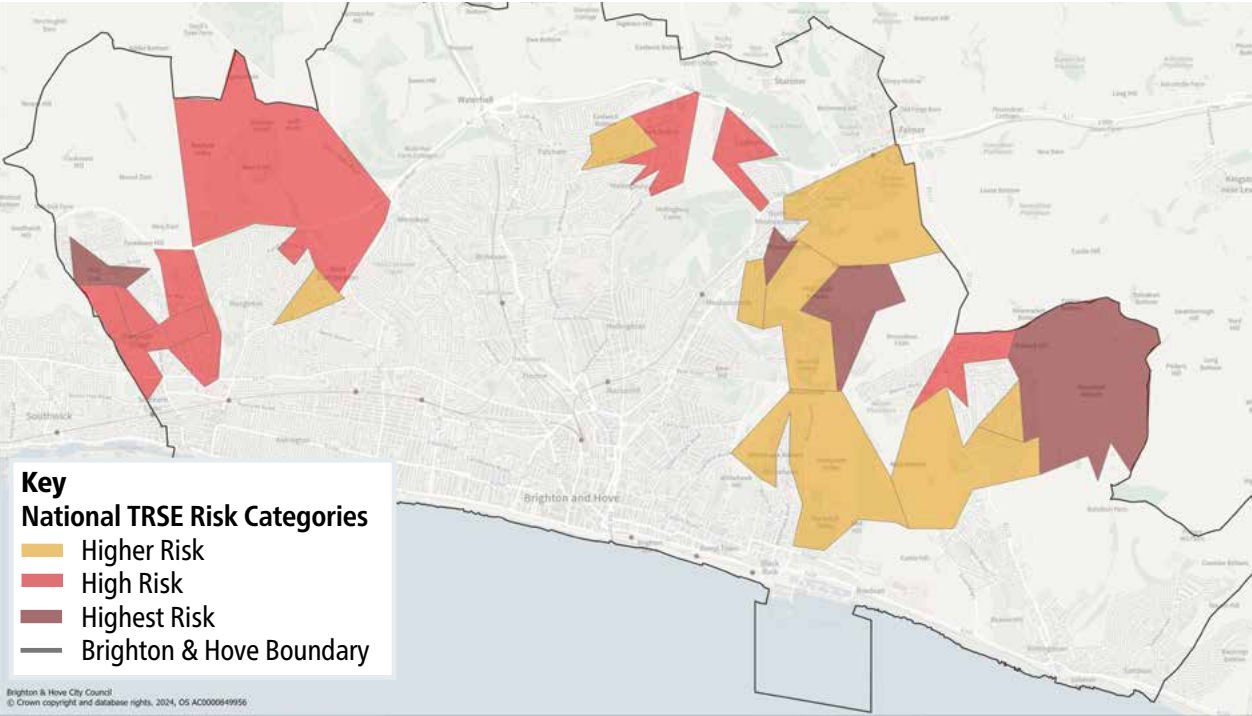


Figure 10: National transport related social exclusion risk categories map – Brighton & Hove.

¹⁷ Transport for the North, 22 September 2022. Risk of transport-related social exclusion

the 20% of households with the lowest incomes had an equivalised disposable income of £13,218, while the 20% of households with the highest incomes had an equivalised disposable income of £83,687 ¹⁸.

More affluent households make more trips than less well-off ones and there are large variations in the modes of transport used across different household income bands. The 20% of households in the lowest income bracket shown in Figure 11 typically make the most trips on foot and are the only income group that make more walking trips than car trips. For all other

households walking is the second most frequent mode of transport after car. ¹⁹

Figure 12 illustrates that the more disposable income a household has the more car trips they make. The 20% of households in the highest income bracket make double the number of car trips than households in the lowest income bracket. The difference is even starker when looking at the distance travelled by household income. Both before and after the Covid pandemic (2019 & 2022), the most affluent households travelled three times further by car than the least affluent households.

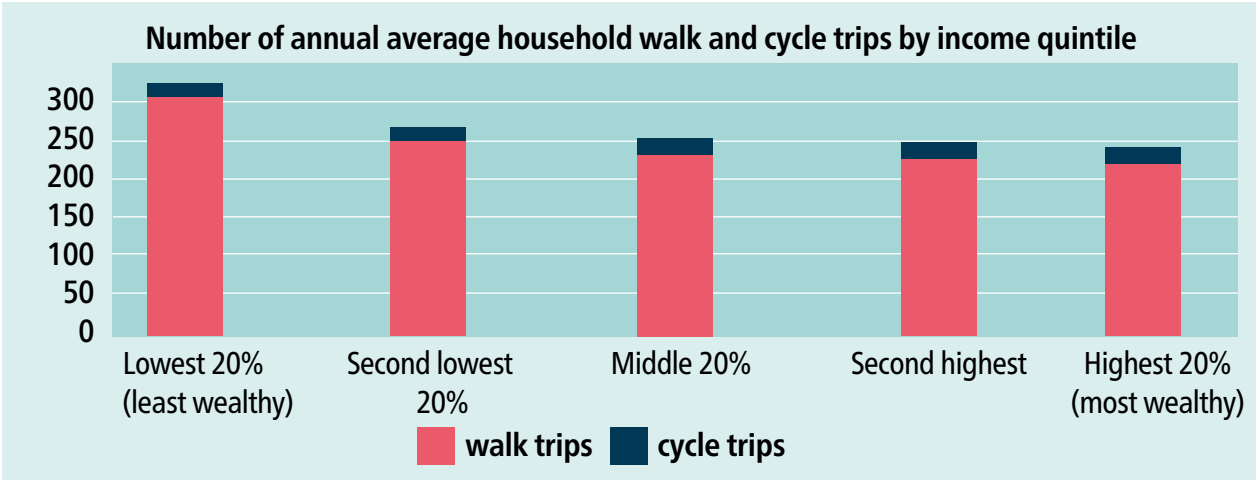


Figure 11: National household walking and cycling trips by income (National Transport Survey)

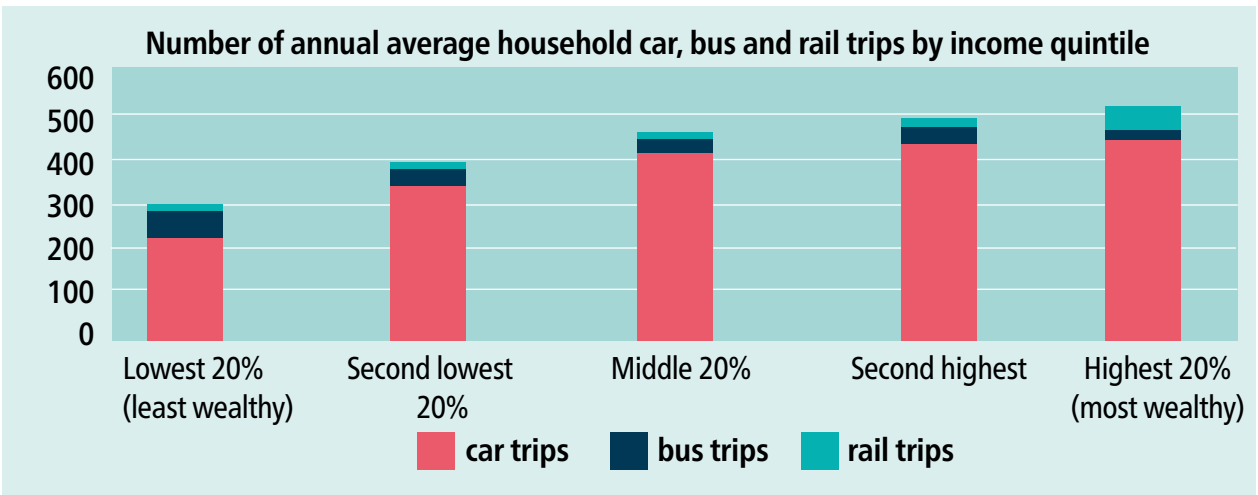


Figure 12: National household trips by mode and income (National Transport Survey)

¹⁸ Equality Trust, 2022. The scale of economic inequality in the UK

¹⁹ DfT, 28 August 2024. Travel by vehicle availability, income, ethnic group, household type, mobility status and NS-SEC. <https://www.gov.uk/government/statistical-data-sets/nts07-car-ownership-and-access>.

Public transport accounts for far fewer trips per household, although this average will mask how important rail and bus services are for some households. Rail use is dominated by more affluent households with 41% of trips made by those in the most affluent 20% of households and just 11% made by those in the lowest 20%. The reverse is true of bus journeys with 33% of local bus journeys outside London made by people in the lowest income band compared with 9% by people in the highest income band.

Post-pandemic the number of cycling trips made annually is roughly equivalent to the number of trips made by rail, although rail travel may recover to pre-pandemic levels in time. Walking and cycling are the modes with the least pronounced variation by household income. While bus skews heavily to use by less well-off households and car and train to use by the most well-off households the lowest income households account for 16% of all cycling trips and 25% of all walking trips, while the highest income households account for 25% of cycling trips and 17% of walking trips. A transport network that prioritises walking and bus users is one that helps to make it more inclusive for all.

There is also a challenge to ensure that the transport network is inclusive for those with disabilities. People with disabilities undertake far fewer trips than those without disabilities. Results from the 2024 National Highways & Transportation survey, which allows us to benchmark our performance against other local authorities, shows that people with disabilities scored access to services in Brighton & Hove in line with the national average. However, at 62%, this is a full 11% points lower than the score given by people without disabilities in Brighton & Hove, who scored ease of access to services at 73%. The same trend is true regarding the ease of use of pavements

and footpaths by people with disabilities. The score for Brighton & Hove is in line with the national average, but at 41% this is a low overall score.

To address this challenge, we will dedicate funding to a rolling programme of accessibility improvements, that deliver simple improvements such as dropped kerbs at each road crossing point. These will make a big difference to people's lived experience when travelling around the city. We will also work with transport providers, such as bus companies, to identify what improvements are of most importance to disabled users. Through our BSIP programme we recently held focus groups with a range of bus users including LGBTQ, neurodiversity groups, Special Educational Needs & Disabilities (SEND) organisations, ethnic minorities, refugees, mental health community organisations. The council also uses its powers as a taxi licencing authority to implement policies that support the use of wheelchair accessible vehicles. Statistics from the Department for Transport for 2024 show that the percentage of wheelchair accessible vehicles in taxi fleets in England, excluding London, is 15.6% whereas in Brighton & Hove the figure is 45%. In private hire fleets the national figure is 5.2%, compared to Brighton & Hove's 19% ²⁰. We also regularly keep under review the provision of dedicated disabled bays in the city as well as responding to requests received.



Challenge 5 - Maintaining our roads and managing them as efficiently as possible

"An ounce of prevention is worth a pound of cure."
Benjamin Franklin

We know that the conditions of the pavements and roads in the city have been worsening. We regularly survey their condition and in 2023 commissioned a condition projection model to help make the case for greater investment. This model estimates that the total value of our roads and pavements and how much annual maintenance is required to keep the assets in good condition. It found that in Brighton & Hove, the value of the carriageway infrastructure is currently reducing by £6.9 million per year. In the financial year 2023/24 the allocation from Government for highway maintenance was approximately £2.9 million ²¹, which is 42% of the yearly wear and tear cost and only 0.3% of the total asset worth. This amount is insufficient to maintain them in good condition and is of high importance to the public ²².

While maintenance work is a challenge we use a data and technology-led approach to optimise how we spend the funds we receive to use it as efficiently as possible, and will look to more efficient ways of doing this in future with new technologies. The highway asset management plan guides where in the city will receive investment so that sections of road or pavement that is close to failing is maintained before this occurs. Reactive

maintenance also takes place to deal with sections of road and pavement where potholes or other critical failures have to be addressed. Pavement parking is a major issue in the city and we have campaigned to central government for a number of years to have the powers locally to be able to enforce pavement parking. Currently, pavement parking enforcement is only possible where a defined scheme is in place. The council is seeking powers from central government which would mean that the default is for pavement parking to be banned, unless signage shows otherwise. This would make it easier for the council to keep pavements clear of obstructions and not be subjected to additional wear and tear from vehicle damage. Managing our fixed road space efficiently is an ongoing challenge and the council has a permit scheme in place to effectively manage the cities roads, the council intend to implement a Lane Rental scheme to manage the busiest sections of the road network when necessary works are taking place, with charges for the occupation of the carriageway and penalties for over-running works which impact on traffic flow and bus timings.

The good news is that there has been an increase in the dedicated funding we receive from central government for maintaining our roads and pavements in the most recent financial year. In 2025/26 central government awarded us £5.3m which is an increase of nearly 83% on the funding we received in 2023/24. We will continue to make a clear evidence-based approach for greater funding to deal with the backlog of maintenance work that needs to be tackled.

²⁰ DfT, 22 January 2025. Taxi and private hire vehicle statistics, England:2024(revised)
²¹ BHCC Condition Projection Model Results. Oct 2023. Xais Asset Management
²² NHT, 2024. 2024 NHT Public Satisfaction Survey Report - Brighton & Hove City Council - 92% said road condition was important to them, but only 22% said that they were satisfied with the condition of roads.

Vision, Objectives & our Capital Programme of work

Our vision for Our City Transport Plan 2035 is **getting around a cleaner, fairer, and growing city**. Having identified the main challenges the city faces we have set out six objectives that respond to them.

Objective 1: Increase public transport use.



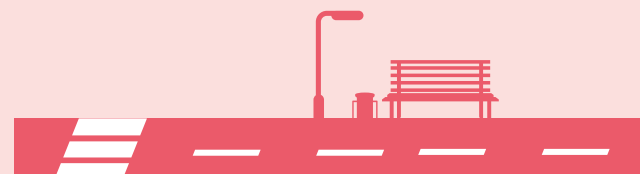
Objective 2: Enable the uptake and use of low and zero emission vehicles.



Objective 3: Deliver a safe, inclusive and integrated transport system.



Objective 4: Create well-maintained streets and pavements.



Objective 5: Provide active travel choices for all and excellent public spaces.



Objective 6: Promote and use technology to reduce and manage travel.



Achieving these objectives will help to address one or more of the challenges that the city faces. For example, to address the challenge of improving the flow of traffic there is no single solution. Instead, there are multiple actions we can take that will have a cumulative impact on improving traffic flow; greater use of public transport, switching more journeys to active travel, increased home-working and re-timing of journeys outside of peak times.



Objective 1: Increase public transport use.

The initiatives in this section focus primarily on buses as the council has far greater scope to influence bus services within the city than it has rail services. As a member of TfSE we work with other local authorities across the South East to lobby for improvements to benefit the wider region. In the short term the priorities are for:

- optimising fares, ticketing, and on-board amenities.
- refining timetables to support fast-growing markets like leisure travel and rescheduling maintenance to reduce disruption.

Longer term priorities are for:

- improving resilience, reliability and capacity on the Brighton Mainline to London by removing bottlenecks and delivery of the Croydon Area Remodelling Scheme.
- upgrading the railway on the Brighton – Southampton coastal corridor to strengthen economic ties
- upgrading the eastern Coastway to improve line speeds and reliability.
- exploring Mass Rapid Transit – express public transport services along the coastal corridor

Bus usage in Brighton & Hove is the highest of anywhere in the UK outside of London, with 147 bus trips per person in 2023/24. There is still significant room for growth as before the pandemic bus use was around 174 trips per person. Some studies suggested that remote working has significantly reduced the frequency of commuting trips ²³ and may be one of the reasons for the decline in bus trips per

person in Brighton & Hove. In 2021 we created our first Bus Service Improvement Plan (BSIP) and were awarded £27.9 million by central government to improve bus services in the city and help ridership recover following the pandemic. At the same time, we entered into an enhanced partnership with bus operators in the city to ensure closer working arrangements with clear targets, roles and responsibilities.

The BSIP funding was used to deliver a mix of physical infrastructure like bus lanes or Red Routes and subsidies to lower fares or provide bus services to areas where it is not commercially viable. Fare offers funded by BSIP include free travel for accompanied children and 50p off peak travel for unaccompanied under 19s. Much of the new bus lane infrastructure has only recently, or is still in the process, of being delivered so it has not yet had an impact on journey times. Between 2019 and 2023 there was a 1.2% increase in journey times, based on monitoring of 20 unchanged routes operated by Brighton & Hove Bus & Coach company. Our aim is to reduce journey times by 5%, from the 2018/19 baseline, by 2024/25. The new express 1x service, supported by BSIP funding, and operating on one of the heavily used routes in the city, saw journey time improvements of 28% over comparable services on the same route.

The BSIP has been refreshed for 2025 and sets out what actions we will take up to 2030. Our understanding of what bus users want, and what we will therefore seek to deliver is:

- clearer and simpler tickets
- faster and more reliable journeys
- lower fares
- more frequent services to underserved parts of the city and the South Downs

²³ DfT, 31 October 2024. Transport behaviours, traffic forecasting and long-term impacts of COVID-19.

Fuller detail on specific measures can be found in the BSIP document, but the actions include:

- investigating the feasibility of strategic mobility hubs to deliver Park & Ride on the edge of the city
- better bus shelters, accessibility improvements, new real time bus information and maps to assist with onward travel at bus stops
- applying equality and accessibility standards across all buses
- delivering more bus priority infrastructure including Red Routes, bus lanes and priority at signalised junctions
- discounted travel for young people
- making it easier to get the cheapest ticket
- better integration between bus operators, rail and cycle (including Bikeshare)
- more frequent supported bus services
- more express services

Park & Ride

Park & Ride, as part of a strategic mobility hub, allows those needing to use their car to access the city, to park outside the city centre and continue their journey using public transport, such as buses. TfSE have identified that strategic mobility hubs, which would include Park & Ride, are required at Falmer, Shoreham-by-sea and the A23/A27 junction. Bus Service Improvement Plan (BSIP) funding is being used to help make the business case for Park & Ride and the creation of a purpose-built facility. While this work is on-going the council is looking to see how existing car parks outside the city centre, that have spare capacity, can be used alongside existing bus services to provide some Park & Ride capacity to improve traffic flow in the short term. Recent public consultation on City Plan 2041 indicated strong levels of support for both strategic Park & Ride and local mobility hubs.



Objective 2: Enable the uptake and use of low and zero emission vehicles.

For car owners looking to understand how the council will assist them to switch to an EV, the council’s draft Electric Vehicle Charging Plan, which is in development, will set out how the planned new charging infrastructure will be rolled out across the city.

- We will install a minimum of 1,650 public EV chargepoint sockets by March 2028, and aim to install many more than this by using our grant funding to attract additional private sector investment.

We will focus delivery on areas where households lack access to off street parking and ensure that distribution across these areas is equitable, with the aim of reducing the distance people have to walk to find their nearest chargepoint. In areas with Controlled Parking Zones (CPZs) the cost of parking permits is already based on emissions. We regularly review our pricing structure and will continue to use incentivising low and zero emission vehicles as a guiding principle of our pricing.

It is a priority for us to give additional assistance to taxi and private hire drivers looking to switch to EVs because these high mileage drivers have an outsize impact on local air quality and carbon emissions. We will provide additional dedicated taxi-only chargers and explore what opportunities devolution and local government reorganisation offers to work collaboratively with other taxi licensing authorities to harmonise environmental standards. We want to ensure that locally licensed taxis are not at a disadvantage if higher environmental standards are required. Environmental standards for taxis and private hire vehicles can be set as part of

the license. This would be an effective tool to speed up the adoption of zero emission vehicles, but taxis and private hire vehicles licensed elsewhere are able to ply for trade in Brighton & Hove. If they are not subject to the same environmental standards locally licensed taxis will be at a disadvantage and we want a level playing field.

The council sets the terms of operation for car clubs in the city, which provide flexible and conveniently located hourly car hire across the city. Some of the new chargepoints we install will serve car club bays. Once in place we will require operators to ensure that half of their fleet is EV by 2028. Like taxis, car club vehicles are high mileage vehicles, seeing more intensive usage than the average privately owned car so switching these fleets to be zero emission has a greater impact on air quality and carbon emissions.

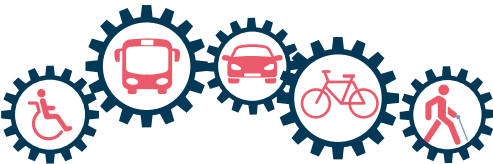
The Brighton & Hove Bus Ultra Low Emission Zone (ULEZ), which is in operation on Western Road and North Street, has been responsible for improving bus emissions by ensuring that all buses travelling through the ULEZ meet the highest Euro VI standards for diesel engines. The new challenge is to see the bus fleet convert to be zero emission. The council, in partnership with Brighton & Hove buses, has secured funding from the second round of central government’s Zero Emission Bus Regional Areas fund (ZEBRA2).

- There will be 29 zero emission buses in the city by 2028.

Brighton & Hove buses operate three depots in the city and the ZEBRA2 funding will assist in the electrification of one of these in Hove. This will allow for future buses to be electrified once the performance of the initial batch has been assessed.

The council contracts Beryl to operate the city’s bike hire stations. This was launched

in March 2023 and there are now 780 bikes in the fleet with 60% being e-bikes. By May 2025 we will have 108 bike hire hubs across the city, meaning the bike hire scheme is the most comprehensive the city has ever seen. The electric bikes make travelling up hills much easier which opens up new journeys and widens the appeal of the scheme. There is the potential to widen the hire scheme to include e-scooters, although this is dependent on central government permitting their use. Once national legislation is in place, elected members will then decide whether e-scooters will be added to the scheme. Any scooter scheme would come with safeguards to prevent them becoming obstructions to pedestrians and other measures to enhance safety.



Objective 3: Deliver a safe, inclusive and integrated transport system.

To deliver the safe element of this objective we will:

- produce a Road Safety Action Plan with targets and actions to reduce the number of people killed and seriously injured on our roads
- deliver targeted highway improvements at collision hotspots, schools and where issues have been highlighted by the public

The Road Safety Action Plan will review what measures have been successful elsewhere, investigate what the specific safety issues are on Brighton & Hove’s roads. It will then have clear actions to improve safety that will be delivered through our capital programme. There are already projects within the capital programme that are focused on improving safety such as the Safer, Better Streets and

School Streets programmes. The action plan will identify what additional actions are required.

To ensure we have an inclusive transport system we will:

- deliver an annual programme of accessibility improvements for pedestrians
- allocate £300,000 per year from BSIP funding to deliver accessible and safe bus stops
- work with transport providers to deliver improved outcomes for disabled passengers

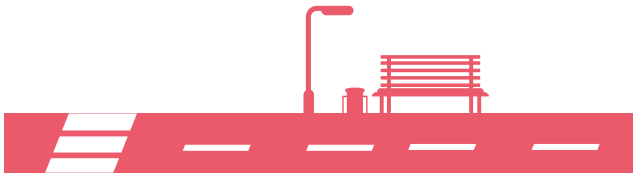
We have greater influence and control over bus infrastructure, which is why we can commit funding to improve bus stop accessibility, but disabled access to the rail network is equally as important. We will seek opportunities and funding to improve access at rail stations in the city, through funding programmes such as Access for All. In addition to work at bus stops we will provide annual funding for dropped kerbs and other accessibility improvements on our pavements. We will review our streetscene guidance to standardise our approach to providing street trees so that the impact on pavement width and condition is minimised. As street trees that are the cause of pinchpoints or uneven pavements reach the end of their life, any replacements will give greater consideration to their impact on the usability of our streets.

To improve the integration of our transport system we will:

- create neighbourhood mobility hubs that improve the interchange between public transport and other modes

Neighbourhood mobility hubs can include, bike hire, car club provision, bus stops or train stations. Integration refers to both the co-location of transport provision and the ease of use between different modes

of travel. Ticketing is an area which can be greatly improved with simpler fares and access. One good example of the ease of access to low fares is the use of 'tap on and tap off' payment on buses being harmonised with the mobile and smart ticket offer so that users get the lowest priced ticket for their journey with minimal effort. Integration of payment and ticketing across different modes of transport is an area where much can be done. Neighbourhood mobility hubs will be created from 2029 onwards.

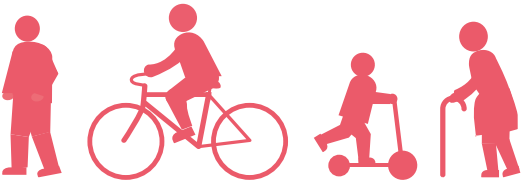


Objective 4: Create well-maintained streets and pavements.

- To deliver this objective we will:
- lobby central government for the necessary increased funding
 - deliver an annual maintenance programme which maximises the lifespan of our assets
 - improve lighting on important active travel routes
 - ensure that active travel routes are included in winter maintenance schedules
 - continue to lobby central government for pavement parking enforcement powers

The increase in funding available for maintenance in 2025/26 is welcome. We will continue to use our evidence base about the condition of our streets to make the case for adequate levels of maintenance funding. With the resources that we do receive we will use this efficiently to keep our streets in the best condition possible. We will continue to invest in our street lighting and where funding allows improve lighting where required on well used active travel routes.

As part of our winter maintenance plan, we maintain a list of roads that are a priority for gritting to keep them clear. As new protected cycle routes are added we will make provision for how these are kept clear in the winter and ensure that pavements on the most important active travel routes are considered in the maintenance schedules.



Objective 5: Provide active travel choices for all and excellent public spaces.

- To deliver this objective we will:
- deliver city centre walkability and accessibility improvements
 - enable car club growth with a more flexible model
 - provide secure residential cycle parking facilities
 - deliver active travel infrastructure enhancements on the A259 and A23 corridors by 2028
 - deliver area wide and priority corridor active travel improvements identified in the LCWIP
 - continue to deliver improvements to routes and paths that provide access to the national parks

Once Valley Gardens Phase 3 is completed, the area in front of the Royal Pavillion will be pedestrianised and become an attractive space for visitors and residents to enjoy. We want to transform the experience of using the city centre in other key locations, such as routes between the train station and seafront, and in popular retail areas. Covid-era projects have provided additional footway space in the



Old Town but over the life of this plan we will develop schemes that provide excellent public spaces to support our visitor economy and improve the accessibility of the city centre.

To support active travel choices, we will enable car club growth by introducing a more flexible model that doesn't depend on dedicated bays but permits that allow vehicles to be parked in a wider area, rather than a fixed spot. This will reduce the cost of providing car clubs which will open up the city to new operators and allow the introduction of vehicles to new areas.

The secure on-street residential cycle parking we have introduced has been very popular, with long waiting lists for many locations. We will continue to provide this parking and seek opportunities to expand the number of spaces available. Our current priority for active travel improvements is on the A259 and A23 corridors. These are identified in the LCWIP as priority routes. Once these are completed, and linked up by the Valley Gardens project, we will identify which priority corridor routes, already identified in the LCWIP, are to be delivered from 2028 onwards.

The LCWIP also sets out where area-wide, as opposed to corridor, improvements are desired. Our Rights of Way Improvement Plan contains details of what the priorities are for footpaths and access to the national park. Funding to deliver these projects will be identified from 2028 onwards and, in the case of area wide improvements, could be combined with accessibility improvements for an area.



Objective 6: Promote and use technology to reduce and manage travel.

Technology has great potential to improve transport in the city. Connected and driverless vehicles are likely to be on our roads in some capacity by 2035. We welcome innovation and will be early adopters of it, where it can deliver the objectives in this plan. Our immediate focus is on:

- improving the availability of live parking and bus information
- investigating whether the National Parking Platform can deliver improved customer experience and cost savings for the council
- replacing end-of-life signals with units that optimise traffic flows
- utilising technology to improve data collection, customer experience and enforcement, including the use of Artificial Intelligence (AI)
- utilising the Traffic Control Centre for innovative approaches to keep traffic moving in the city including for Red Routes
- seeking powers for Moving Traffic Enforcement from central government

We are in the process of updating the real time bus information displays at bus stops and will look to make live parking availability information more widely available so that those seeking parking spaces can easily find the correct and up to date information. An irritation of modern car driving is the multitude of parking apps needed to pay for parking at different locations. The National Parking Platform was designed to solve this by acting as the

platform which hosts multiple providers in one place. We are interested in the potential this has to improve the customer experience for drivers and will investigate how this could be introduced.

As we replace traffic signals in the city we already install smart versions that are designed to respond to live traffic flows. There is also the potential for them to identify and prioritise buses as they approach. Other technology that is helping to improve bus journey times is the camera enforcement on the recently installed Red Routes. This is much more efficient and effective than relying on Civil Enforcement Officers to patrol our key transport corridors. We will seek powers from central government for Moving Traffic Enforcement, which will give us authority to effectively enforce restrictions on our network, such as School Streets and key sections of our road network. The council has recently completed a Strategic Transport Model for the city which relies on anonymised mobile phone data to understand the traffic flows into, within and out of the city. We will continue to use technology to improve our data collection and understanding of travel patterns.

Capital programme of work 2025/26

Each year we will produce a capital programme of work that is focused on delivering the objectives of Our City Transport Plan 2035. The funding allocations to the programme of projects / schemes shown on the next page have been agreed for the current financial year;2025/26.

To support this capital programme funding from the consolidated active travel fund (CATF) is used on complimentary behaviour change programmes. This includes Bikeability cycle training for children and adults and other promotional activities to support active travel.

Primary Objective	Project/ Scheme	Description	Funding allocations (£000's) 2025/26
Increase public transport use	BSIP funded bus lanes, bus priority and accessibility, subsidies for fares and routes.	A259 Marine Parade & A23 Patcham bus lanes, Queens Road and Western Road Red Routes, provision of socially necessary bus routes and targeted fare subsidies, mobility hub feasibility, accessible bus stops and passenger information.	£9,280
Enable the uptake and use of low and zero emission vehicles	EV Chargepoints	On street EV charge-points for residents, taxis and businesses	£903
Deliver a safe, inclusive and integrated transport system	Improving accessibility	Dropped kerbs accessibility programme and delivering the Public Right of Way improvement Plan.	£200
	Improving accessible cycling	Bike hire facilities and cycle parking development.	£125
	Improving safety	Safer Better Streets, School Streets, School Travel Plan Measures and Collision Reduction.	£415
Create well-maintained streets and pavements	Carriageway maintenance	Renewals and an ongoing Seek and Fix programme	£3,950
	Pavement maintenance	Renewals and an ongoing Seek and Fix programme	£628
	Drainage, structures and lighting maintenance	Covering gullies, pipes, retaining walls, historic lamp-columns, in-fill works on major roads and maintaining accurate asset data.	£555
Provide active travel choices for all and excellent public spaces	Supporting active and inclusive travel	Delivering our LCWIP – including the A23 & A259 active travel schemes	£1,200
	Delivering major schemes	Valley Gardens Phase 3 (match funding)	£728
Deliver a safe, inclusive and integrated transport system	Delivering major schemes (support)	Project Management Support and delivery of Section 106 (developer contributions secured through planning) sustainable transport schemes.	£415
Create well-maintained streets and pavements			
Provide active travel choices for all and excellent public spaces			
Promote and use technology to reduce and manage travel	Traffic signals	Refurbishment of signalised crossings/junctions	£150
Grand Totals			£18,549

Table 2: 2025/26 capital programme



Transport funding explained

The transport projects set out in the capital programme are funded through a mix of central government grants, often ringfenced for specific uses, and money from the council's own budget. Our main income streams and their restrictions are explained below:

Bus Service Improvement Plan (BSIP): First introduced in 2022/23, and covering three years up to 2024/25, this central government grant is for both capital schemes (like bus lanes) and revenue schemes (like subsidised fares for children). We were awarded £27.9m in 2022. In the second phase of BSIP funding, which covers one financial year, 2025/26, we were awarded £9.1m.

Local Electric Vehicle Infrastructure Fund (LEVI): We secured £3.3m from central government's LEVI fund, which is ring-fenced for EV chargepoint sockets. This funding is to be spent over the coming three years 2025/26 – 2027/28. After this it is envisaged that the council's network of chargepoints will be self-financing.

Consolidated Active Travel Fund (CATF): Administered by the central government body Active Travel England the CATF was introduced in 2025/26 to replace separate funds for infrastructure and behaviour change schemes that promote modal shift to active modes. In 2025/26 the council was awarded £1m.

LTP Highway Maintenance Block & Integrated/Sustainable Transport Block: Each year we receive a Local Transport Plan allocation from central government and this is split between funding we can spend on maintenance and funding we can spend on delivering new schemes. This is the grant that we have the most power in determining what it is spent on. The level of funding we receive is determined by a formula (central government set a national budget and this is then apportioned to local authorities based on the road length they manage and other criteria). Historically this funding would be set for a three-year period but post pandemic allocations have been annual, making medium term planning more difficult. In 2025/26 we have been awarded £5.3m for maintenance and £3m for new schemes. The maintenance allocation is a substantial rise from the £1.5m awarded in 2024/25.

Parking Surplus: Any surplus from income generated by penalty charge notices or parking permits is ring-fenced for transport use. Typically this is used to pay for bus passes that older people qualify for. A detailed breakdown of spending is provided in an annual report.

Section 106: This funding is received from developers when they build a new development that will require changes or mitigation to the transport network in the vicinity of the development.

Community Infrastructure Levy (CIL): The CIL is a charge which can be levied by local authorities on new development, for example new residential and office spaces to pay for infrastructure across the city. This includes transport improvements (such as cycleways, bus stops and roads) schools, and other facilities.

BSIP funded bus lanes, bus priority and accessibility, subsidies for fares and routes. These projects are funded by a grant dedicated to delivering our Bus Service Improvement Plan (BSIP - see above box; transport funding explained). We aim to improve bus journey reliability and grow bus usage. A detailed Bus Network Review has been used to prioritise which schemes can best meet this aim. A full list of schemes was included in a March 2025 report. Designs have already been consulted on for important bus corridors on Marine Parade (A259) and the A23 in Patcham and further schemes will be brought forward. The BSIP grant has also allowed us to fund the launch of new services, such as the 1x bus, provide on-going funding for bus routes to areas of the city where a commercial service is not viable and deliver targeted fare subsidies, such as those which exist for young people in the city. This is in addition to the funding for concessionary fares for older people, which is paid from the council's own budget, typically from parking surplus. BSIP funding has been allocated to assist in identifying and bringing forward existing car parks that are suitable for Park & Ride (P&R) operations. While the immediate focus is on setting up P&R facilities to ease congestion in the city centre in future years this project can look at improving neighbourhood mobility hubs that allow for better integration of public transport with other modes.

EV Chargepoints. This project is funded from LEVI money (see above box; transport funding explained). Brighton & Hove already has one of the densest networks of public chargepoints in the UK, with the vast majority of households who lack access to off-street parking, already within a 5-minute walk of a chargepoint. This project will deliver a minimum of 1,650 sockets and provide even more convenient access to public chargepoints for those who most need them. Our Electric Vehicle Charging Plan, which is in development,

sets out in detail our approach to delivering this infrastructure.

Improving accessibility. This project provides dedicated funding which allows us to meet resident requests for small scale accessibility improvements such as handrails and dropped kerbs to make crossing the road easier. It also funds improvements on our network of paths which link the city to the South Down National Park.

Improving accessible cycling. This project will allow for continued provision of residential cycle parking storage and the city's bike hire stations.

Improving safety. This project provides funding for safety focused schemes such as the Safer, Better Streets programme, whereby schemes are developed in response to issues raised by residents that are supported by councillors. It also covers work on School Streets and supporting schools to create School Travel Plans.

Maintenance. Three projects are dedicated to maintaining our roads, footways and associated infrastructure like drains and lighting. All are delivered using LTP maintenance block funding. Detailed condition surveys for our highway assets are used to direct where the limited funding can achieve maximum value for money. For many years the level of funding available for maintenance means that our highways have been in managed decline.

Supporting active and inclusive travel. This project seeks to deliver the improvements set out in the Local Cycling & Walking Infrastructure Plan using LTP and CATF grants (see above box; the council funding explained). The immediate focus is on delivering infrastructure on two priority corridors; A259 and A23. This will create improved pedestrian facilities and cycle lanes that are protected from traffic, making cycling accessible to a far wider range of people who might not cycle on

roads with heavy traffic. The Consolidated Active Travel Fund also provides funding to support behaviour change initiatives that the council provides, such as offering schools free cycle training.

Delivering major schemes. Our immediate focus is on completing the third phase of the Valley Gardens project, which will deliver a transformed public space around key visitor destinations, Brighton Pavillion and Palace Pier, in the city centre. Funding for this project has come from the LTP, the council's own resources, and the Local Growth Fund. The scheme features a simplified road layout, a better experience for public transport users and improved spaces for pedestrians and cyclists. The completion of the Valley Gardens project will see a priority north/south active travel route connected to the seafront east/west routes which are all part of the National Cycling Network (NCN). A future priority will be city centre improvements, including to the public realm and the access arrangements, particularly for pedestrians.

Delivering major schemes (support).

This funding ensures the necessary project management and design work is in place to both develop and oversee the delivery of schemes that are detailed above and schemes that are funded by funding secured from developers, as part of their planning permission.

Traffic signals. This project funds the upgrade of traffic signals with intelligent systems that respond to live traffic flows. This smooths the flow of traffic and improves journey times.

Capital Programmes beyond 2025/26

Levels of funding beyond 2025/26 are not known. Currently central government confirm an annual funding allocation before the start of the new financial year. The council's Cabinet then decides how to

apportion funding between projects. This process may change because the council, along with East and West Sussex County Councils, are part of the Devolution Priority Programme. This will create a Mayoral Strategic Authority, a new government body, which may have responsibility for strategic transport across Sussex, Brighton & Hove. It is expected that a mayor will be in place by 2027.

The final version of Our City Transport Plan 2035 will set out a three year delivery plan up to financial year 2028/2029. We have set out in Figure 13 below the schemes that we aspire to deliver through our annual capital programmes over the course of this plan.

Some schemes are existing ones that we plan to continue throughout the 10-year life of this plan. Typically, these involve the provision of a service such as our planned roads maintenance, subsidised bus routes, bike hire and behaviour change schemes. Also included are some projects such as our Improving accessibility and Improving safety projects, which tend to be smaller scale changes to the highway. Larger projects which alter road layouts or use are shown as individual schemes with a proposed start and finish date.

Schemes in Figure 13 shown taking place in financial years 2025/26 up to 2027/28 are already being actively worked on, either being designed or built. Valley Gardens Phase 3 and the A23 active travel scheme are being constructed with the A23 active travel scheme due to be completed in 2025 and the larger Valley Gardens Phase 3 scheme by the end of 2026. Councillors have approved in principle the creation of red routes on Western Road and Queens Road and an outline design for the A259 active travel scheme. Detailed designs are currently being prepared for these schemes. Funding is in place for delivery of 29 fully electric buses, a minimum of 1,650 chargepoint sockets and safety



improvements on Queens Road. We are also working with owners of car parks to deliver additional Park & Ride spaces that serve the city centre. Three schemes are planned from 2027/28 onwards: neighbourhood mobility hubs, a major scheme to improve the walkability of the city centre and additional active travel schemes.

Neighbourhood mobility hubs. Mobility hubs provide a focal point in the transport network that seamlessly integrate different modes, especially mass public transport, shared and active mobility. While the city has good provision of car club vehicles and a bike hire scheme, not all areas of the city are covered by them. We want to explore whether neighbourhood mobility hubs can extend provision and give greater transport choices to all areas of the city.

Improving City Centre Walkability. The city centre, with its great cultural and retail offerings is a major reason why people come to visit our city. The streets make up a large part of the public realm and how people experience the city centre. We want to explore how we can improve the look and feel of the city centre. To make sure it is accessible to everyone who is walking and wheeling. We propose that it is the focus of our next major scheme.

Future Active Travel Schemes. Our LCWIP has already identified priority routes and

areas for further active travel schemes. We are working on two priority corridors at the moment and once these are completed we will begin work on the other routes and areas so that we create a connected network across the city suitable for all to use.

From 2029 onwards we would plan to deliver, in conjunction with other local transport bodies, a Sussex Coast Mass Rapid Transit scheme and a strategic mobility hub to provide a purpose-built Park & Ride facility for the city. While our ambitions are subject to funding the table below indicates how we would distribute additional funding across our capital programme should we benefit from a rise in central government funding from 2026/27. As funding levels are unknown, we have included an indication of whether our ambition is to keep funding the same, increase or decrease it.

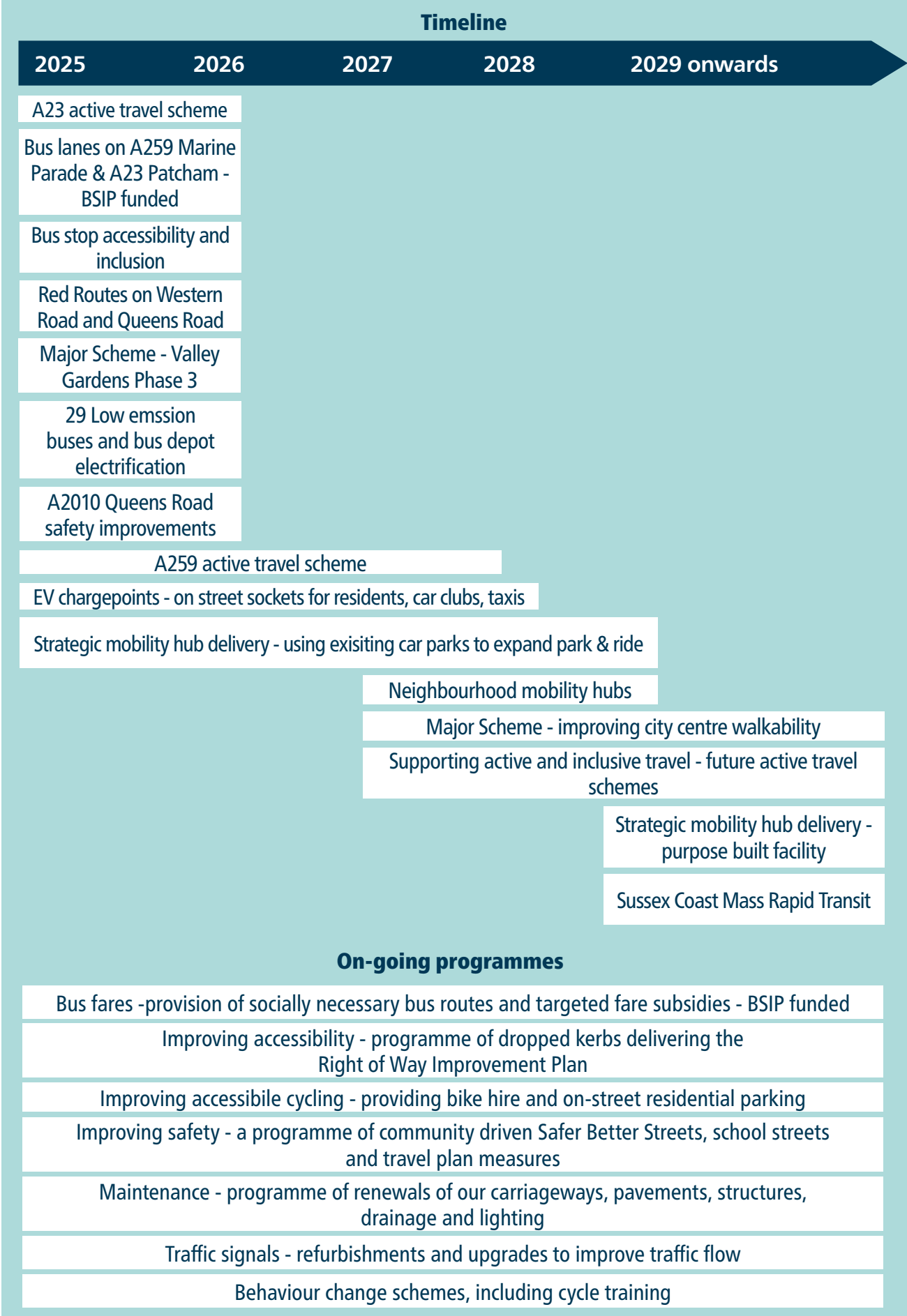


Figure 13: summary of capital projects and on-going work proposed in Our City Transport Plan 2035

Primary Objective	Project/ Scheme	Rationale	Funding ambitions 2026/27 – 2029/30
Increase public transport use	BSIP funded bus lanes, bus priority and accessibility, subsidies for fares and routes.	Funding for bus services is historically high and we would seek to maintain this in order to deliver a step change in bus reliability and passenger growth. This will depend on future external grants.	➡
Enable the uptake and use of low and zero emission vehicles	EV chargepoints.	2027/28 will be the final year of LEVI funding, after which the level of grant funding is expected to decline. Future installations will be financed from revenue generated by the chargepoints.	➡
Deliver a safe, inclusive and integrated transport system	Improving accessibility	We aim to increase funding allocated to accessibility improvements and ensure that at each road crossing dropped kerbs are provided to facilitate crossing and a process is in place to deliver minimum pavement widths.	⬆
	Improving accessible cycling	Secure residential cycle parking facilities have proved very popular, and we will continue to provide them along with bike hire hubs across the city.	➡
	Improving safety	We will continue to provide funding for Safer Better Streets, which respond to issues identified by the public, School Streets and School Travel Plan measures.	➡
Create well-maintained streets and pavements	Carriageway maintenance Footway maintenance Drainage, structures and lighting maintenance	After years of decline we would seek to reverse this with higher levels of investment in basic maintenance. Delivering this will depend on the level of funding we receive from central government.	⬆
Provide active travel choices for all and excellent public spaces	Supporting active and inclusive travel	The LCWIP sets out ambitious plans for delivering a network of priority routes and neighbourhood-based enhancements. Once the A259 scheme is underway resources will develop the next routes for delivery.	➡
	Delivering major schemes	Valley Gardens Phase 3 is expected to be completed in financial year 2026/27. Following completion we anticipate that our spend on major schemes will decrease. Future Major Schemes we plan are continued work on the seafront arches that support the A259, improving City Centre Walkability and a purpose built P&R facility.	⬇

Table continued on the next page

Primary Objective	Project/ Scheme	Rationale	Funding ambitions 2026/27 – 2029/30
Deliver a safe, inclusive and integrated transport system	Delivering major schemes (support)	We will continue to staff projects appropriately so that we deliver schemes that support contributions relating to new developments (Section 106 Sustainable transport schemes and Section 278 works)	➡
Create well-maintained streets and pavements			
Provide active travel choices for all and excellent public spaces			
Promote and use technology to reduce and manage travel	Traffic signals	Refurbishment of signalised crossings/junctions	➡
Increase public transport use	Mobility hubs	Improving congestion and journey times for all road users is a major objective of Our City Transport Plan 2035. We anticipate developing the business case for purpose-built strategic mobility hubs and delivering neighbourhood mobility hubs.	⬆

Table 3: 2026/7 – 2029/30 Capital Programme spending intentions

Quantifying Carbon Reduction

This section sets out what the baseline carbon emissions are from usage of the road network within Brighton & Hove City Council's administrative area. It also estimates what carbon emission reductions could be expected from the policies contained in this plan.

The scope of this exercise is limited to territorial road emissions because in our role as the local transport authority we have a reasonable degree of influence over them, unlike for example the rail network which we have no direct oversight or management of. We are doing this because central government have committed to making quantification of carbon reduction a fundamental part of local transport

planning and funding decisions, as set out in the DfT's Transport Decarbonisation Plan². To estimate carbon emissions we have made use of the Carbon Assessment Playbook (CAP), developed by England's Subnational Transport Bodies specifically for this purpose. The CAP is an evidence-based tool that can be consistently applied across England.



Figure 14 on the next page shows the output of our work to estimate what impact the policies contained in this plan will have to reduce carbon emissions from 2019 to 2050. The graph shows three lines. The future baseline is an estimate of future emissions excluding any policies set out in this plan. Our City Transport Plan 2035 is an estimate of what our future emissions would be if all elements of this plan are delivered. Finally, the CCC national balanced pathway shows the national pathway to Net Zero scaled down to apply to local emissions in Brighton & Hove. As with any modelling exercise of future events it is based on a set of assumptions about what is likely to happen and is an informed guess, not a prediction.

The future baseline in the graph is based on funded national policy commitments, such as the ZEV mandate (see above box) and is based on estimates of what the uptake of EVs will be in the local area. It

is important to understand that the CCC national balanced pathway is only included as a rough guide of what emissions need to be reduced by. It is not a target that we must achieve. Each local authority across the county will make progress on reducing carbon emissions at different rates depending on local factors such as the rate of EV uptake, or the ability for a particular area to shift short car trips onto less carbon intensive modes. The CAP tool doesn't provide a localised transport decarbonisation pathway that takes account of local circumstances, meaning that there is no specific emissions reduction target for Brighton & Hove.

The graph shows that while Our City Transport Plan 2035 policies will make a positive impact on reducing carbon emissions there remains some way to go to get close to the CCC balanced pathway. In 2035 the future baseline projection is that 149ktCO₂e will be emitted from use

What is the Carbon Assessment Playbook?

Parts of the CAP are publicly available on-line. The CAP includes a dashboard, estimating what emissions were produced from the road network in the council area from 2005 up to 2019. 2019 is used as a baseline year as it is unaffected by the Covid pandemic. The dashboard also shows three scenarios of what future emissions, from 2019 to 2050, are likely to be. In this plan we have chosen to show just one of the future scenarios as a future baseline for clarity and simplicity. Our chosen scenario takes account of the Zero Emission Vehicle (ZEV) mandate, which came into effect in 2024, and local factors that will affect the rate of EV uptake by consumers. The ZEV mandate is a national policy that requires car manufacturers to sell an ever-increasing percentage of zero-emission vehicles each year up until 2035, by which time 100% of new cars and vans must be zero-emission. The policy is backed by financial penalties for manufacturers not meeting the targets.

In addition to the baseline data and projection of future emissions there is a 'Policy Builder' tool. This tool has 29 different policy areas which can be built into packages of measures. The CAP allows us to input where and when we would implement different policy measures in the city and it then estimates what the cumulative impact of the chosen policy measures will be. While the CAP is an excellent first step in developing our understanding of the impact of different policy measures the Policy Builder tool is not comprehensive. To account for this there is provision within the CAP to estimate carbon reductions without identifying specific policy measures that will achieve this outcome. For example, the Policy Builder tool does not include measures that reduce HGV traffic so the CAP provides estimates of what the carbon emissions impact of reducing HGV traffic by set percentages is. Our City Transport Plan 2035 Evidence Base sets out further detail on how we have used the CAP to estimate carbon reductions shown in this plan.

of the road network. If the policies within this plan are all delivered we estimate that emissions will be reduced to 130ktCO₂e

It may be that some other local transport authorities, where EV uptake is very rapid, are delivering greater carbon reductions than the CCC balanced pathway. However, given that the Brighton & Hove area sees an average uptake of EVs, which is the largest factor in reduced emissions, it seems reasonable to assume that more needs to be done to reduce emissions.

There is however a limit to what can be achieved through local transport policy and implementing measures that are solely focused on carbon emission reduction risk being unfair on those less able to afford

the switch to EVs and making Brighton & Hove unattractive as a place to visit or for businesses. We need to take an approach that balances emissions reduction with the need to encourage growth and be equitable to residents. Additional action may be better achieved through national policies, rather than local. The switch to EVs will necessitate a change to how vehicles are taxed, as zero emission vehicles are exempt. Currently there is a weak link between the costs of owning and running a car and how much it is used. If the current Vehicle Excise Duty was scrapped in favour of a national system that taxed according to how much a vehicle was used this could be a powerful tool in reducing car use and tackling congestion.

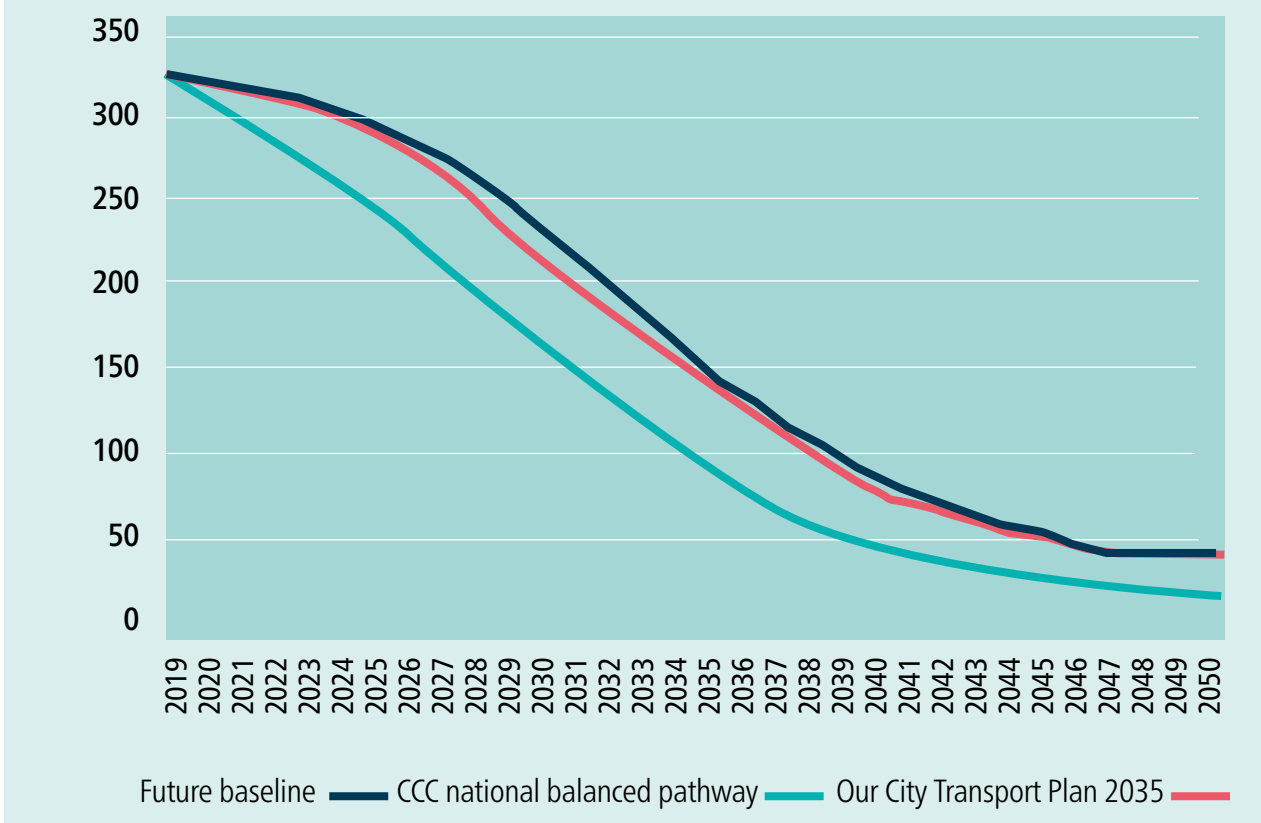


Figure 14: Projected future emissions from road transport within Brighton & Hove

Monitoring

It is important to note that it is not possible to measure or quantify everything that has been detailed in this plan. Where it is possible we have chosen the following Key Performance Indicators (KPIs), which can be monitored to provide an indication of progress. Some of the outcomes we propose monitoring are beyond our direct control but will give an indication as to how well transport is performing in the city.



²⁴ BSIP 2025 Refresh
²⁶ DfT, 19 March 2024. Annual bus statistics:year ending March 2023 (revised).
²⁷ Brighton & Hove City Council, 5 August 2024. City named number one for Electric Vehicle charging
²⁸ Field Dynamics, 2024. On-street households EV charging report for 2024.
²⁹ NHT, 2024. 2024 NHT Public Satisfaction Survey Report - Brighton & Hove City Council.
³⁰ DfT, 29 May 2025. Road safety statistics
³¹ DfT, 6 March 2025. Road congestion and travel time
³² thinkbroadband, 2025. Local Broadband Information

Objective	KPI	Baseline 2024 (unless stated)
Increase public transport use	Journey times	1.20% increase ²⁴
	Punctuality	75% ²⁵
	Passenger satisfaction (overall)	73% ²⁴
	Passenger satisfaction (fares)	60% ²⁴
	Passenger journeys (in millions)	41.1 ²⁶
Enable the uptake and use of low and zero emission vehicles	Number of charging sockets delivered	500 ²⁷
	Households without off-street parking within a 5-minute walk of a public chargepoint	83.1% ²⁸
	Percentage of battery electric vehicles out of total vehicles registered in Brighton & Hove	2.1% ¹³
Deliver safe, inclusive and integrated transport system	Accessibility of public transport – how easy buses are to get on/off	79% ²⁹
	Provision dropped kerbs – drop kerb at crossing points	53% ²⁹
	Number of people Killed or Seriously Injured in traffic collisions	153 ³⁰
Create well-maintained streets and pavements	Proportion of principal roads in critical condition	18.32% ²⁵
	Proportion of non-principal roads in critical condition	14.96% ²⁵
	Proportion of unclassified roads in critical condition	7.89% ²⁵
	Public satisfaction – Condition of highways	22% ²⁹
	Public satisfaction – Pavements & footpaths (overall)	39% ²⁹
Provide active travel choices for all and excellent public spaces	The proportion of physically active adults	80.40% ²⁵
Promote and use technology to reduce and manage travel.	Average delay on local main road network – seconds per vehicle per mile	111 seconds per vehicle per mile (2023) ³¹
	Population with access to fibre optic – Superfast 30 Mbps and faster Coverage	99.3% (Feb 2025) ³²

Table 4: proposed Key Performance Indicators

Brighton & Hove City Council

Our City Transport Plan 2035:
Supporting Evidence Base

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1. Part 1: Brighton & Hove's transport infrastructure

- 1.1. This evidence base has been used to compile our City Transport Plan 2035, which is Brighton & Hove City Council's fifth Local Transport Plan (LTP5). The evidence base has been published alongside the draft City Transport Plan 2035, so that it is clear what information was used to formulate the plan and how issues and actions have been identified.
- 1.2. There are five parts to the evidence base. The first provides an overview of the city's physical transport infrastructure, an assessment of its performance and impacts, and a consideration of what changes are known about or planned. The second part is centred around understanding how people travel in Brighton & Hove and how well the transport network is meeting those needs, depending on the type of journeys being made.
- 1.3. The third part of this evidence base considers what the carbon emissions of the transport network are and the reductions in emissions this plan is likely to deliver. It directly responds to the commitment made in the Department for Transport's (DfT's) [Decarbonising Transport](#) policy which states that quantifying carbon emission reductions will be a fundamental part of local transport planning. The fourth part collates relevant national, regional and the council's specific policies that inform the Local Transport Plan. The fifth concludes the document by summarising the main challenges the evidence base has identified.

1.4. Population & communities

- 1.5. To understand people's travel behaviours and needs requires a knowledge of the city and its population. Brighton & Hove is a tightly constrained, compact city situated between the South Downs National Park and the sea. In 2021, the population was 277,100. The city's population increased at a lower rate (+1.4% between 2011 and 2021) than the South East region (+7.5%) and England and Wales (+6.3%)¹.
- 1.6. There is lot of demand to live in the city, but providing an adequate supply of housing to meet this demand is challenging. The result is that housing affordability is an issue. In 2022, those on the lowest 25% of earnings needed 12 times their earnings to afford a property in the lowest 25% of house prices². Left unchecked, this is likely to result in greater commuting into the city as people seek more affordable housing outside the city. In the decade up to 2021, there has been a net influx of 4,640 people into the city from London and other areas of the UK, while there has been a net migration of 2,335 people out of the city to East and West Sussex³.
- 1.7. The city has a below average proportion of the population over 60 and under 16 (see Figure 1). There is an above average proportion of those aged 15-52, and the two universities mean there is a very high proportion of people in their early 20's. Growth over the next 20 years is likely to be strongest in those people aged 60 and over.

¹ [Census 2021](#); population and household estimates, England & Wales.

² [Council Plan 2023 to 2027](#); earnings and tenure.

³ [Brighton & Hove Joint Strategic Needs Assessment](#), March 2024

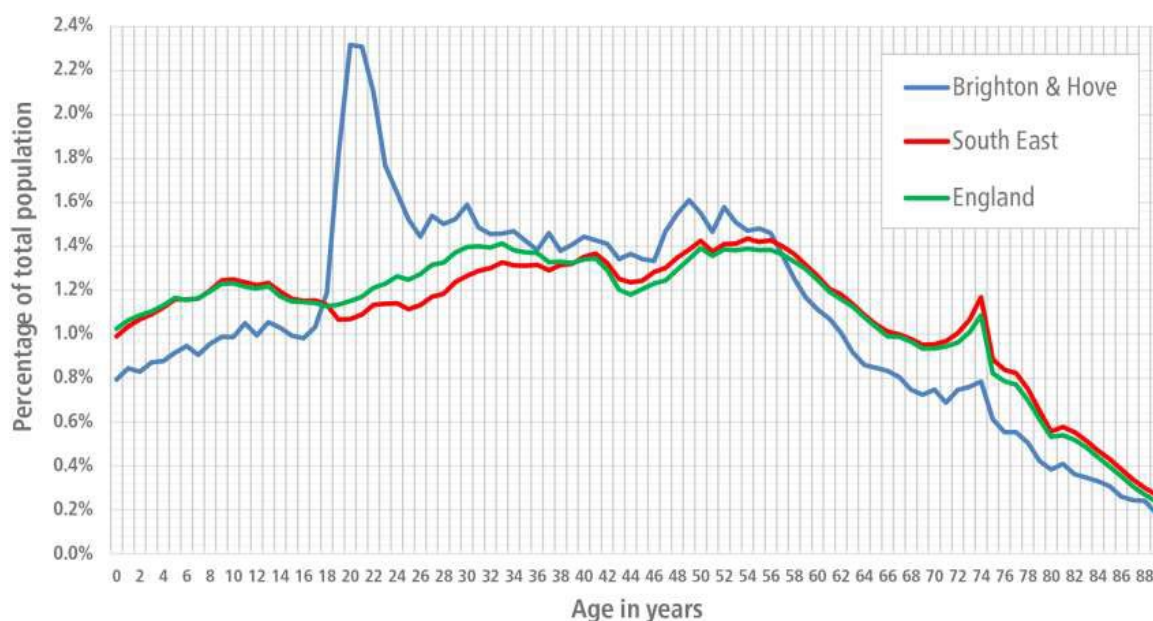


Figure 1. Brighton & Hove Population Profile, June 2021 (Source: [Council Plan 2023 to 2027](#), Brighton & Hove demographics)

- 1.8. In 2021, 26.2% of residents were employed in professional occupations, which is higher than the English average of 20.3%. The largest employment sectors by broad industrial groups are health (16.3%), retail (11.3%), and education (11.3%)⁴.
- 1.9. Employment is concentrated in the centre of Brighton, where a well-defined network of retail and office space is located. Health services providers, particularly the hospitals in Kemptown and Elm Grove, are the largest employers. The University of Sussex and the University of Brighton, with campuses located in Falmer and Moulsecoomb, also contribute significant employment opportunities. Smaller industrial estates and offices are scattered throughout Brighton & Hove.
- 1.10. The area administered by the council includes settlements such as Woodingdean, Ovingdean, and Rottingdean, which are separated from the main urbanised area by agricultural land. Forty percent of the council's administrative area is within the South Downs National Park, which borders the urban areas to the north and east. The National Park designation protects the existing character of the Downs for residents and visitors to enjoy. It also means that the city is largely constrained within its existing boundaries, and future development to accommodate jobs and housing growth must be within these boundaries.
- 1.11. Areas where new residential and commercial developments are welcomed are outlined in [City Plan Part 1 and 2](#). Figure 2 shows the 8 development areas where most new development is anticipated. Some of this has already been delivered or is being built, such as along the Lewes Road corridor or at Hove station. New development is planned in areas with existing levels of good public transport provision to encourage the adoption of sustainable modes of transport.

⁴ [Census 2021](#); employment and level of qualifications.

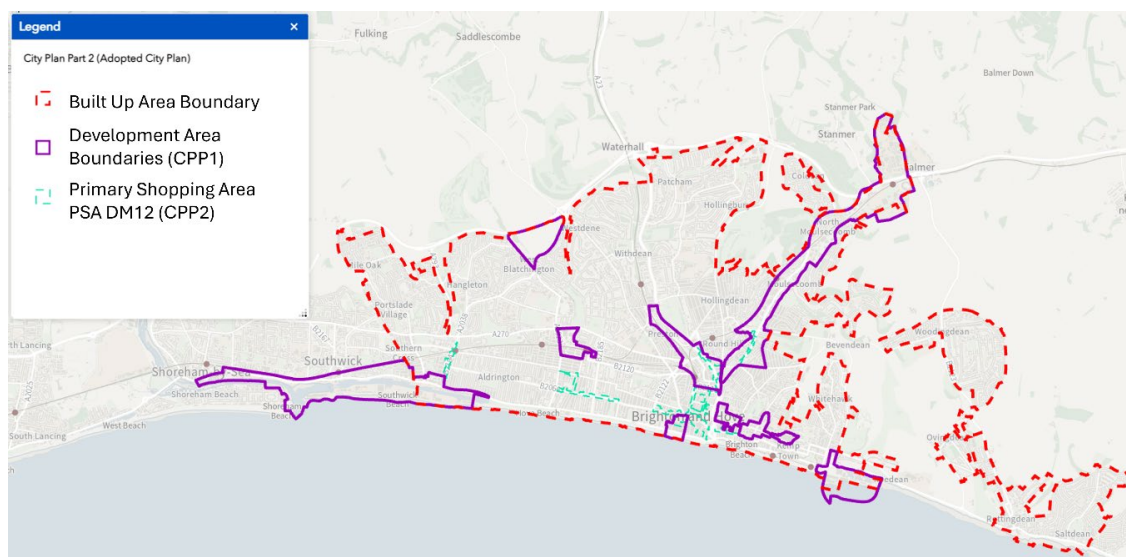


Figure 2. Planning policies showing development areas, the built-up area and National Park area (Source: [Adopted Policies Map](#))

- 1.12. Population density, which is hugely important for the viability of public transport and neighbourhood service provision within walking distance, varies greatly across the city. Generally, the more historic areas of the city, apart from the city centre, which has lower residential density because of the large number of buildings used for commercial activity, have much high population density. Those areas of the city developed between 1945 and 1990, which tend to be further from the centre, have lower population densities and were often designed with the expectation that residents will rely on motor transport to access goods and services. Figure 3 below shows the different population densities across the city.

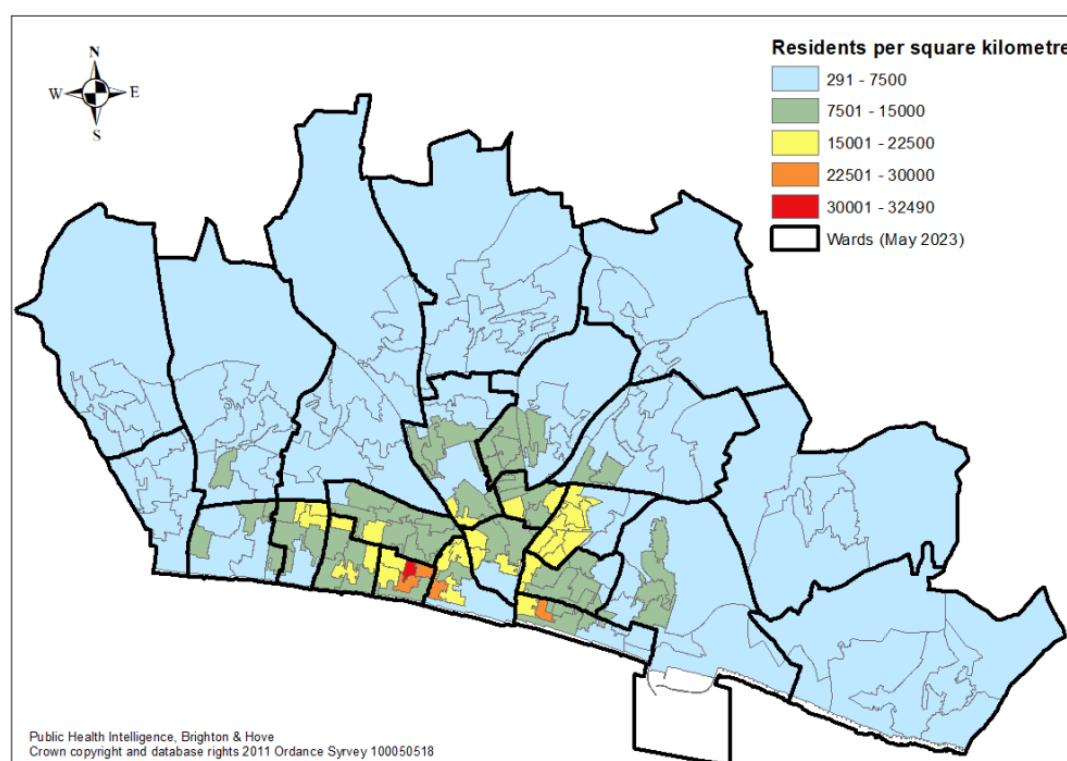


Figure 3. Brighton & Hove population density

- 1.13. There are concentrations of deprivation in both the centre and more outlying areas of Brighton & Hove. However, low-income households in more central areas generally have excellent access to services whereas low-income households living in more outlying areas are at risk of transport-related social exclusion⁵. This means that they will face significant disadvantages in accessing essential services such as employment, education, health and banking.
- 1.14. Figure 4 below shows the areas of the city at risk of transport-related social exclusion: Woodingdean, Bevendean, Coldean, Mile Oak, Hangleton, and parts of Hollingbury. Low-income households in these areas may be spending a large proportion of their income on private transport. Alternatively, households in these areas who lack access to a car, will face significantly longer journeys to access essential services.

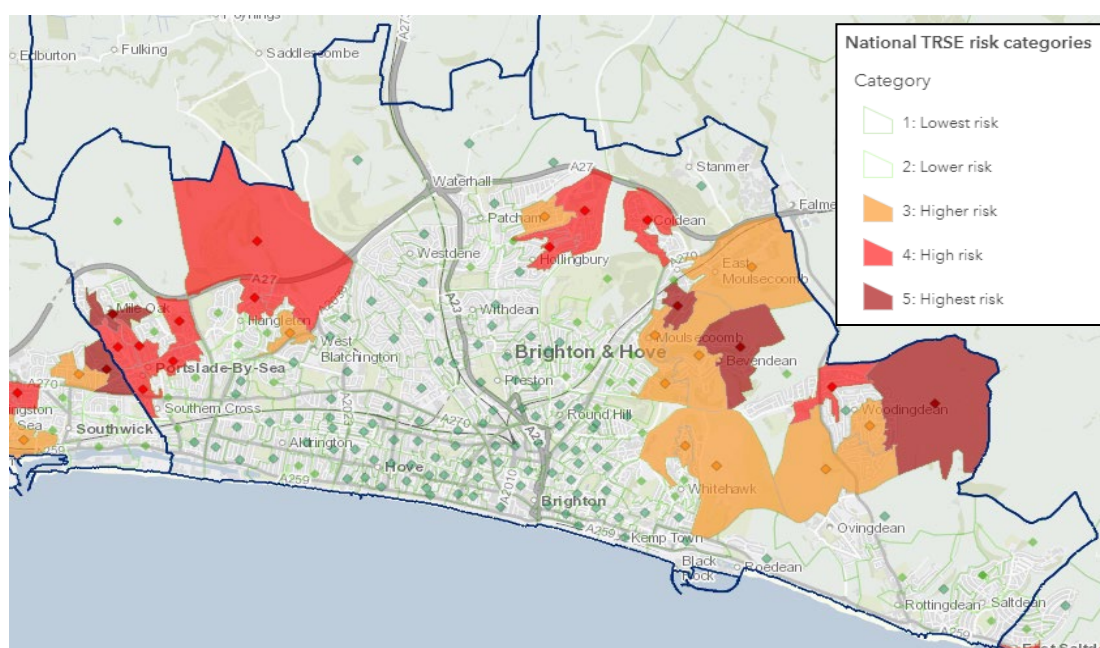


Figure 4. [National transport-related social exclusion risk categories map](#). Source: Transport for the North.

1.15. Transport infrastructure overview

Roads & pavements

- 1.16. The council is responsible for managing and maintaining the vast majority of roads and pavements in the city. We are responsible for 621km of roads and 1,026km of footway (pavements alongside roads). The exceptions are roads considered to be of national importance, which are classified as part of the [Strategic Road Network](#) (SRN). The A27 and A23 north of the A27, as shown in Figure 5 below, are part of the SRN. These are managed by the central government body National Highways.
- 1.17. Below the SRN in the hierarchy of roads is a middle tier referred to as the [Major Road Network](#) (MRN), which is made up of busy and economically important A roads. The MRN and the rest of the road network, from B roads to the unclassified streets which make up the majority of the network, are managed by us.

⁵ [Transport Related Social Exclusion](#); Transport for the North research

- 1.18. The classification of roads into Motorways, A roads, B roads and local roads is what many people will be familiar with. However, within the field of transport planning, there has been an increasing recognition over the past two decades that roads, outside the SRN, do not solely exist to move traffic. In addition to their traffic movement function, streets also provide for parking, loading and other uses. Streets, particularly those adjacent to cultural institutions, cafes and parks are important public spaces, where people visit to spend time.



Figure 5. The Strategic and Major Road Networks in the local area

- 1.19. This approach to managing roads is set out in technical guidance published by the DfT, the [Manual for Streets](#). It provides advice on how lightly trafficked streets and important locations such as high streets should be designed so that their 'movement' and 'place' functions are both considered. When road improvement schemes are undertaken, we consider the movement and place functions of the space when designing the new layout.

Other public paths

- 1.20. In addition to footways, we are responsible for a further 159km of footpaths, bridleways, and byways. These are mostly located on land north of the A27 or in the east of the city. The council has published a [Rights of Way Improvement Plan](#) 2017-2027 setting out how these paths will be managed and improved. The priority is on improving connectivity to green spaces and accessibility for diverse users. The council maintains [a map of public rights of way](#) on its website. Table 1 lists the number and length of each public rights of way type.

Public right of way type	Number	Length (km)
Footway	574	86
Bridleway	56	63
Restricted Byway	8	7
Byway	8	3

Table 1. Public Rights of Way within Brighton & Hove, type and length

Bus infrastructure overview

- 1.21. Buses are the most important form of public transport within the city, with annual bus journeys more than double those made by rail. We support bus services by dedicating road space for bus lanes and managing the bus stops, shelters, and real-time bus information on the city's footways. Bus lanes are concentrated on the MRN and in the city centre.
- 1.22. There are approximately 6.5km of bus lanes in both directions on the A270 Lewes Road, which connects the city centre to the two university sites in the north-east of the city. The A23, London Road, which runs from Patcham in the north to the city centre in the south, has approximately 1.3km of bus lane, with the majority in the southbound direction. The A259 seafront road Marine Parade, which runs east/west also has about 2km of bus lane in the settlements of Rottingdean and Saltdean.
- 1.23. In the city centre, there is a mixture of bus lanes and bus gates to give buses priority on the road network. This includes significant provision on Edward Street, North Street, and Western Road.
- 1.24. The infrastructure that we maintain supports the operation of buses provided by the privately run bus operators in the city. The Brighton & Hove Bus Company (owned by the Go-Ahead Group) is by far the most significant operator, providing about 96% of services. Compass Travel operate some subsidised routes in the city while Stagecoach and Metrobus tend to provide longer distance connections to settlements across Sussex. The Brighton & Hove Bus Company route map is reproduced in Figure 6 and Figure 7.

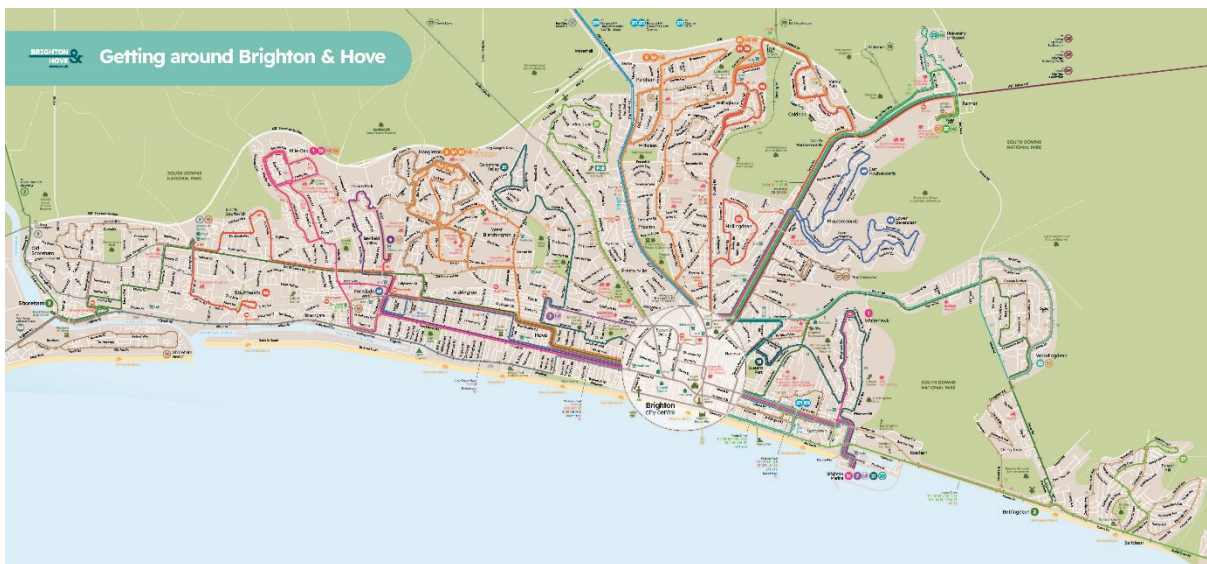


Figure 6. Brighton & Hove Buses Route Map



Figure 7. Brighton & Hove Buses Central Brighton map with updates from October 2024

- 1.25. The council subsidises bus services to areas of the city that would not otherwise have direct services. Brighton & Hove Buses operate the 21, 77, 78, and 79 subsidised services, while Compass Travel operates the 16, 37, 47, and 52 City Buzz subsidised services. The council also subsidises some school bus services.
- 1.26. A significant proportion of bus journeys are made by people using a concessionary bus pass; people who are of pensionable age and people with qualifying disabilities. There are over 42,000 pass holders in Brighton & Hove, of whom 7,000 are issued to disabled residents. The cost of these journeys is met by the council under the English National Concessionary Travel Scheme, at a cost of approximately £10.2 million in 2024/25.
- 1.27. The council published a Bus Service Improvement Plan ([BSIP](#)) in 2021, setting out how we would use £27.9 million of central government funding to improve services between 2022 and 2025. This plan has [been refreshed](#) and a further £9.3 million of funding secured from central government for the financial year 2025/26.

Cycle infrastructure overview

- 1.28. People on cycles can make use of the wider road network, but the risk of injury from a collision with a car, van, or lorry is a major deterrent for many people who might otherwise cycle. This is especially the case on roads with high traffic volumes. Cycle facilities, which are segregated from heavier and faster motor traffic, are needed on busier roads to make it a viable option for the majority of people.

- 1.29. Quantifying the amount and quality of cycle infrastructure in Brighton & Hove is not straightforward. Cycle lanes, which do not physically segregate cyclists from motor traffic, generally do not meet the most recent design standards as set out in the DfT's guidance note [LTN 1/20](#). On lightly trafficked roads, segregated cycle facilities are not necessary if motor traffic speeds and volumes are low. Many urban roads in Brighton & Hove have a 20mph speed limit.
- 1.30. Figure 8 shows the current cycle network. Provision is good on the A259 seafront road, sections of the A23, the A270 Lewes Road, and some other major thoroughfares. Brighton's Local Cycling and Walking Infrastructure Plan ([LCWIP](#)) sets out the priorities for future improvements with 12 priority routes identified for future upgrades.



Figure 8. Cycle Network Map within Brighton & Hove

Rail infrastructure overview

- 1.31. Brighton's rail infrastructure consists of the Brighton Mainline to London and beyond, the East Coastway, which connects the city to Lewes, Eastbourne, Hastings, and Ashford in Kent, and the West Coastway line, which connects the city to Chichester, Portsmouth, and Southampton. Figure 9 below shows these lines, along with locations north of London that can be directly reached on Thameslink cross-London services.
- 1.32. The council has no direct control over rail infrastructure or services in the city. The city's 8 rail stations are highlighted in Figure 10. They are currently all operated by Govia Thameslink Railway, the train operating company that holds the contract to run rail services in our area. However, the central government plans to nationalise all rail services by 2027.



Figure 9. Rail Network connected with the Brighton & Hove area, with though London services highlighted in purple.

- 1.33. A forthcoming Railways Bill will create Great British Railways, which will be responsible for both the train services and the rail infrastructure currently managed by Network Rail. Network Rail has been responsible for planning improvements to the rail network on behalf of the DfT. They organise the rail network into [14 routes](#), with the Sussex Route encompassing the Brighton Main Line and its associated branches. Network Rail has undertaken studies to explore what future enhancements to the rail network are feasible⁶.
- 1.34. The DfT ultimately sets the priorities for rail infrastructure improvements, meaning the council must lobby the DfT for infrastructure improvements or any desired service

⁶ [Sussex Area Route Study](#), 2015, for Brighton Mainline
[West Sussex Connectivity](#): Modular Strategic Study, 2020, for West Coastway line
 East Sussex Coast & Marshlink Study – under development.

changes. As rail services span the wider south-east region of England, we tend to do this through the sub-regional transport body Transport for the South-East (TfSE).



Figure 10. Detailed rail network map in the South East, with Stations within Brighton & Hove highlighted in the red box

Port infrastructure

- 1.35. The western end of Shoreham Harbour is within the council's administrative area. The majority of the port lies within the neighbouring authorities of West Sussex County Council and Adur District Council.
- 1.36. The council is working in partnership with Adur & Worthing Council, West Sussex County Council, and Shoreham Port Authority on a joint project to regenerate Shoreham Harbour and the surrounding areas. The vision is that by 2031, Shoreham Harbour will be transformed into a vibrant, thriving waterfront destination made up of a series of sustainable, mixed-use developments alongside a consolidated and enhanced Shoreham Port, which will continue to play a vital role in the local economy.
- 1.37. The Shoreham Port Industrial Cluster has been successful in its application to the Local Industrial Decarbonisation Plans competition. This funding will allow businesses

and partners to work together on plans to reduce emissions, learn from each other, and also have access to technical advisors to prepare for adopting measures such as using hydrogen or carbon capture.

Digital infrastructure

- 1.38. While not strictly transport infrastructure, internet connectivity and digital infrastructure are included here because of their importance in reducing the need to travel, as they facilitate online shopping and remote working. Our local economy also specialises in the creative, digital, and IT sectors.
- 1.39. Our City Plan Part 1 outlines how we support the supply and maintenance of efficient digital and telecommunication infrastructure across the city. Installation of full-fibre broadband was planned across the entire city by the company City Fibre, but rollout has been partial to date: Moulsecoomb, Bevendean, Woodingdean, east Brighton, parts of Hanover, and Elm Grove have been completed. Additional areas are expected to be completed, but timing information is unavailable.

1.40. Transport infrastructure performance

Roads & pavements

- 1.41. To assess the performance of our roads and pavements, we have considered their physical condition, data on journey times, and surveys of public satisfaction. The physical condition is assessed from inspections and surveys we have commissioned⁷. The DfT compiles traffic delay data⁸ which compares an estimate of free-flowing traffic speed against reported travel times. Public satisfaction is gauged using the National Highways & Transport (NHT) public satisfaction survey⁹.
- 1.42. Figure 11 below shows the location of the automatic traffic count sites that the council maintains. These are located on the MRN across the city. The annual average daily flows recorded at these sites show that traffic volumes are generally lower than 10 years ago, with only one site recording higher volumes of traffic¹⁰.

⁷ Carriageway & Footway Condition Modelling Report 2023, XAIS Asset Management

⁸ [Local A Roads Speed and Delay](#)

⁹ [NHT 2024 public satisfaction survey](#)

¹⁰ [Brighton & Hove City Council Traffic count sites](#)

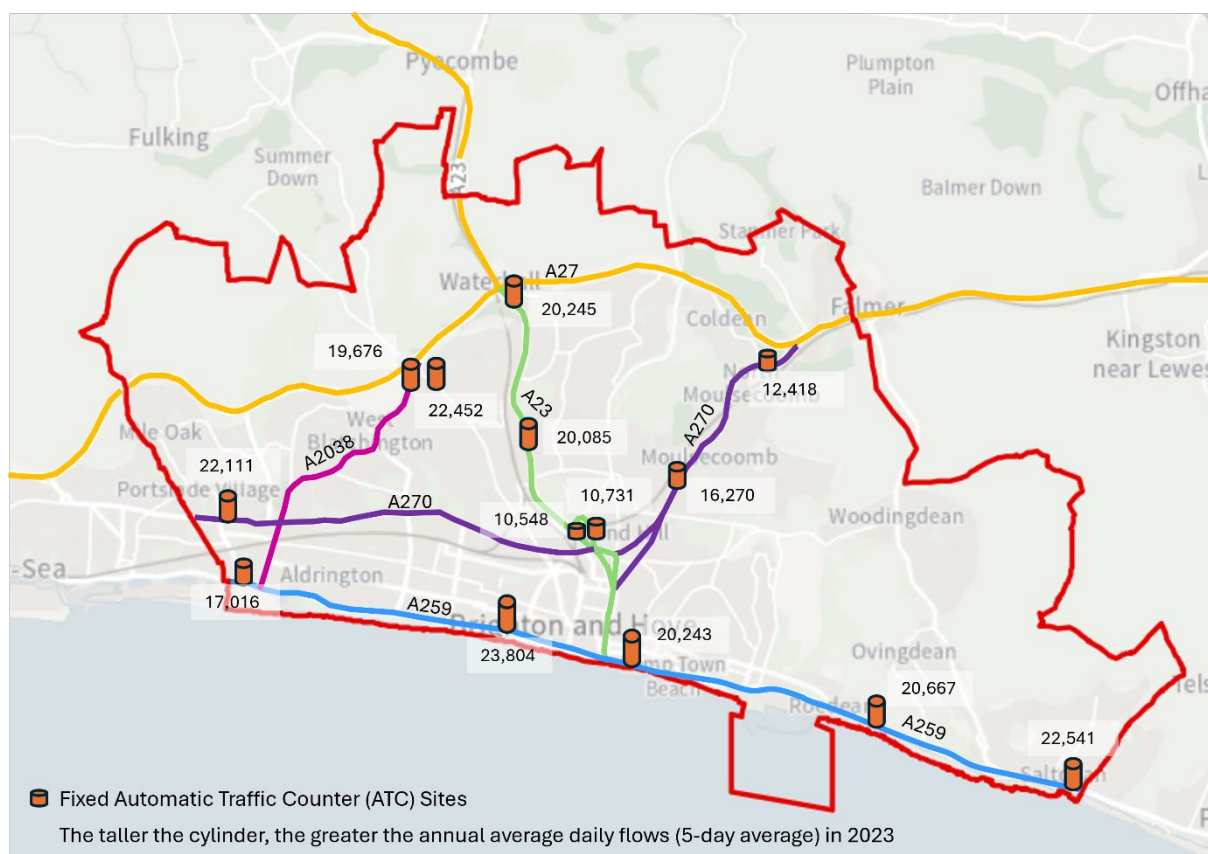


Figure 11. Annual average daily traffic flows within Brighton and Hove based on the Fixed Automatic Traffic Counters

- 1.43. Like other local authorities, the dedicated budget we receive from the central government for roads and footway maintenance has been insufficient in recent years, and the condition of these assets has been worsening. The 2023/24 budget for planned maintenance of our roads was £2.9 million, with an additional £400,000 allocated for footway maintenance. Condition surveys show that there is a maintenance backlog of £57 million on our roads and £37.3 million on our footways⁷. If the current levels of investment do not increase, the condition of our roads will continue to deteriorate.
- 1.44. To use our limited maintenance budget effectively, the council currently delivers a 'seek and fix' footway maintenance programme. Our highway inspectors identify footways where there are clusters of defects and areas nearing defect status and prioritise these areas for resurfacing. In addition to planned repair work, circa £680,000 is spent on reactive carriageway maintenance (pothole repairs) and £450,000 on reactive footway maintenance each year to repair defects that pose a hazard to users.
- 1.45. We currently lack data on how much of our footway network meets minimum width standards, but we are aware of many examples where this is not achieved, particularly in older parts of the city. DfT guidance on [Inclusive Mobility](#) states that a footway width of 2m is the minimum that should be provided. If this is not feasible due to physical constraints, then a minimum of 1.5m could be regarded as the minimum acceptable under most circumstances. Where there is an obstacle, such as a lamp column or tree, the absolute minimum width should be 1m, with the maximum length of this restricted area being 6m.

- 1.46. DfT travel data⁸, reproduced in Figure 12 and Figure 13 below, show that the average delay on Brighton & Hove's local A roads is among the highest of any local authority outside of London, with roads in other urban areas on the south coast performing better. In 2023, the average delay in Brighton & Hove was 111 seconds per vehicle per mile (spvpm). This compares with the inner London average of 160 spvpm, Southampton's 102 spvpm, Portsmouth's 76 spvpm, and Bournemouth, Christchurch & Poole's 64 spvpm¹¹.

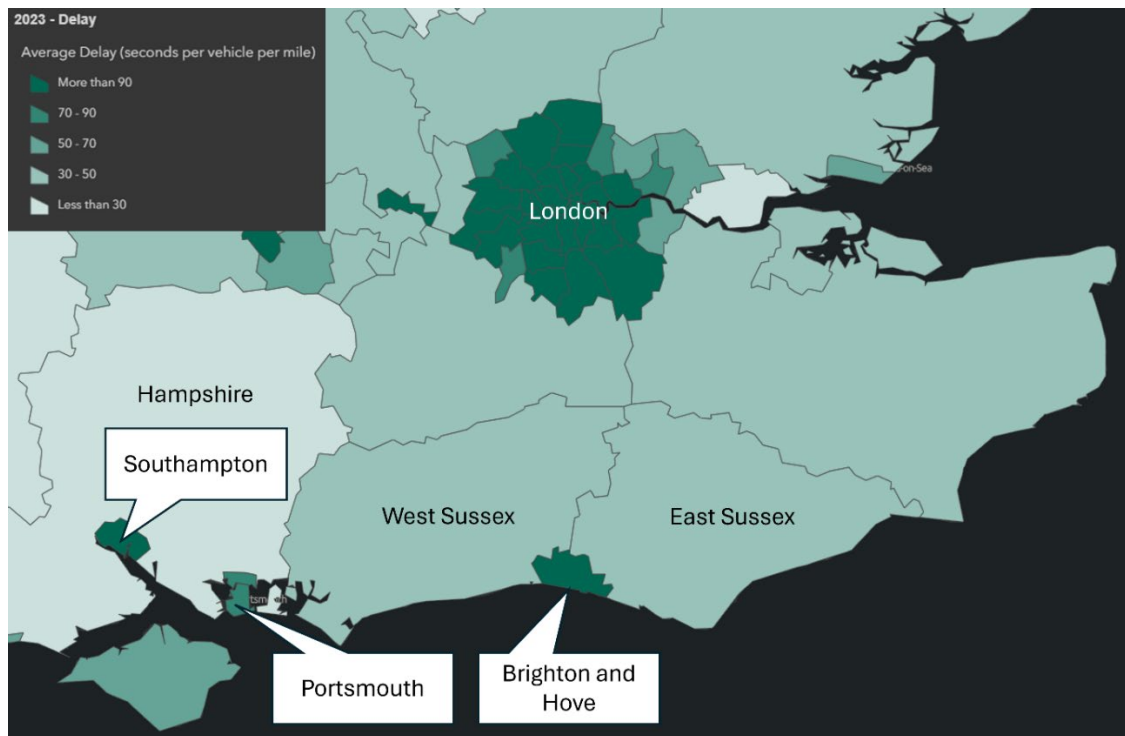


Figure 12. Average delay on Brighton & Hove's local A roads. Source: [DfT](#)

- 1.47. As could be expected, delays in rural areas are lower than in urban areas. East Sussex and West Sussex both experience much lower average delays of between 30–40 spvpm on their local A roads. The DfT data also allows us to compare the performance of individual roads. Figure 13 shows average delays on both the SRN, which is managed by National Highways, and the 7 local A roads that the DfT monitor, which Brighton & Hove is responsible for.
- 1.48. In the vicinity of Brighton & Hove, the SRN comprises the A27 and A23, both of which are multi-lane dual carriageways that generally perform well with low average delays. However, as a city with a high number of visitors, there can be delays on these roads at particularly busy times. The only routine issue on the SRN is with minor delays on the eastern section of the A27, from the junction with the A270 at Falmer. This delay is likely to be caused by a bottleneck at the junction.
- 1.49. Figure 13 illustrates how delays increase significantly as traffic transfers from the higher capacity SRN to the local A road network, which is generally single lane and therefore has lower capacity. Delays tend to be worse closer to the city centre. The most severe delays exceeding 200 spvpm occur on:

¹¹ Average Speed and delay on local A roads 2023 ([Table CGN05](#)). DfT.

Colour indicating the council's performance is in the top 25% or quartile
Colour indicating the council's performance is in the second quartile and above average
Colour indicating the council's performance is in the third quartile and below average
Colour indicating the council's performance is in the bottom 25% or quartile

- 1.52. Table 2 shows selected indicators related to roads and pavements that are managed by the council. Satisfaction with the condition of pavements and roads is low nationally. In the past 5 years, the council has generally been perceived as performing above the national average, but in the most recent 2023 survey, the results fell below average. There is a perception that there is a particularly acute issue with weeds on pavements and delays in repairs where needed.

Indicator	National Average	the council	Gap
Condition of highways	27%	24%	-3%
Number of potholes	14%	11%	-3%
Weed killing on pavements	39%	28%	-11%
Action to repair local roads	27%	19%	-8%

Table 2. Public Satisfaction of Selected Indicators Related to Roads and Pavements

- 1.53. In 2019, the council moved to a maintenance schedule that relied on manual weeding, but in May 2024 introduced a controlled-droplet application of glyphosate, which is more targeted and sustainable than previous methods of glyphosate application. It is expected that this will improve outcomes by keeping the pavements weed-free and mitigating environmental risks.

Other public paths performance

- 1.54. The council manages a 159km countryside network comprising footpaths, bridleways, restricted byways and byways open to all traffic shown in Figure 14. The network includes 155 gates, 312 waymarks and 26 stiles.

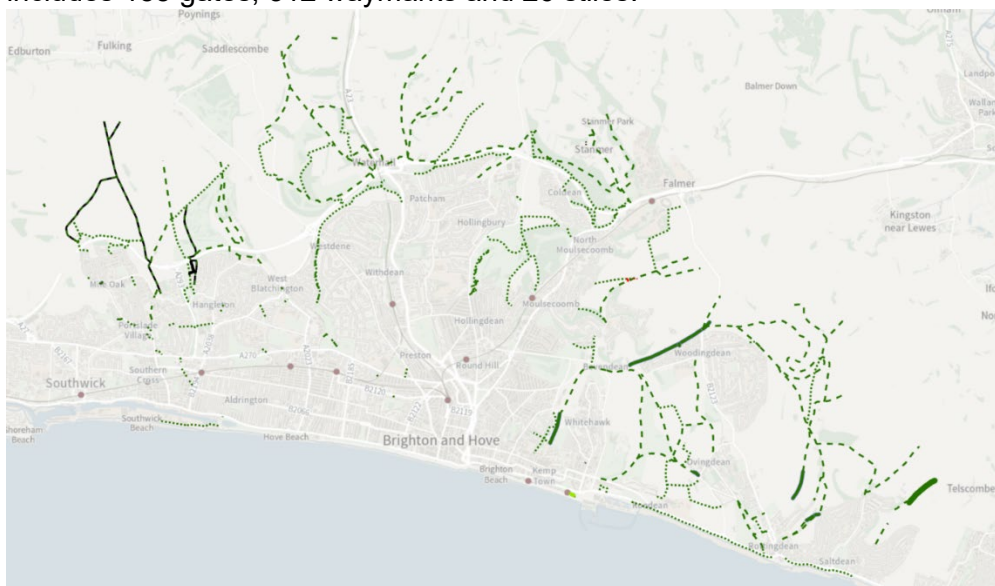


Figure 14. Public Rights of Way Network

- 1.55. Currently, the council is conducting a Public Rights of Way Asset Survey 2023-2025 to assess the condition of the paths and support the development of a maintenance plan. As of now, 47% of footpaths, 78% of bridleways, and 100% of byways open to all traffic have been surveyed. Among these, 81% of footpaths, 69% of bridleways, and 63% of byways open to all traffic are reported to be in good condition. Moreover, 15% of gates require repairs, while 14% need to be replaced. Furthermore, 32% of waymarks are either missing or in need to be repaired, and 17% of stiles require repairs.
- 1.56. The performance of the paths that make up the public rights of way network is best gauged through the [NHT](#) public satisfaction survey. Overall, the performance of the public rights of way network presented in Table 3 is perceived as being above the national average, with the main issue being overgrown footpaths.

Indicator	National Average	The council	Gap
Condition of rights of way	52%	57%	5%
Ease of use by those with disabilities	42%	46%	4%
Information on rights of way	46%	50%	4%
Overgrown footpaths and bridleways	37%	36%	-1%
Rights of way overall	54%	55%	1%

Table 3. Public Satisfaction of Selected Indicators Related to Public Rights of Way

- 1.57. With an annual maintenance budget of approximately £24,000, a prioritisation method is in place to ensure effective planning. Maintenance focuses on paths and assets that fail to meet statutory requirements or pose significant risks of injury or damage, which are therefore given higher priority.

Bus infrastructure performance

- 1.58. Bus use in Brighton & Hove is high compared to other UK cities¹⁴. The number of bus journeys per head of population is the second highest in the UK, with only London having more. Figure 15 shows the annual number of journeys made by bus in Brighton and Hove over the past decade.

¹⁴ Local bus passenger journeys ([table BUS01](#)), DfT statistics.

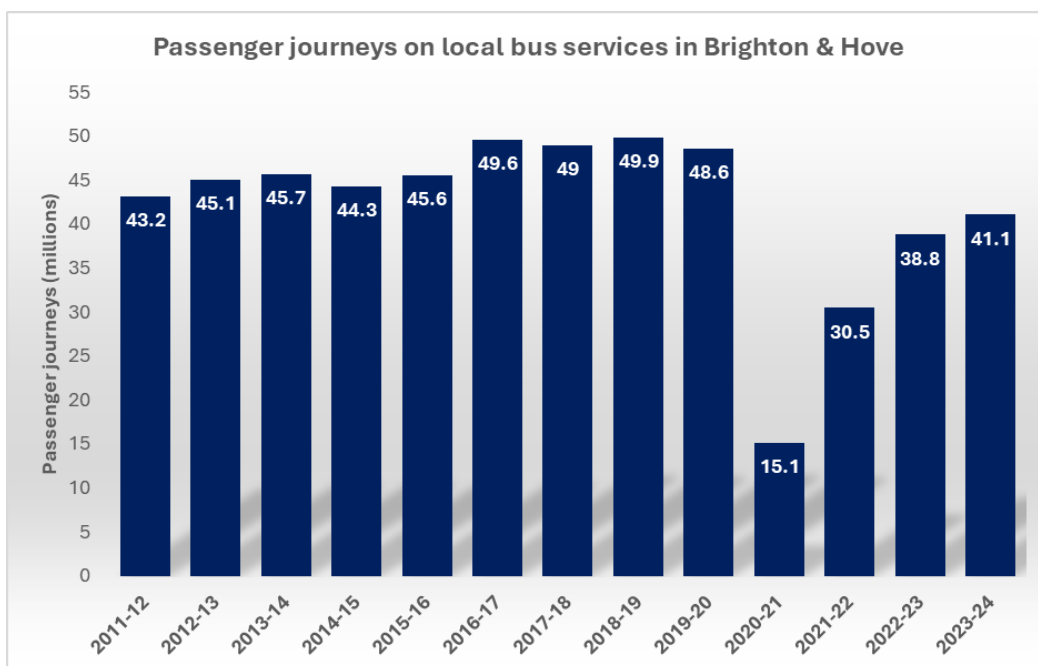


Figure 15. Number of Bus Journeys on Brighton & Hove Bus Services

- 1.59. While usage is recovering from the lows seen during the Covid pandemic, in the year ending March 2024, there were just over 41 million trips by bus. This is significantly lower than in 2019, pre-pandemic, when the number of annual journeys was close to 50 million.
- 1.60. To aid the recovery of bus travel, the council has published a BSIP, which was refreshed in 2025¹⁵. Funds are used for a mix of fare subsidies and bus infrastructure designed to improve bus journey times. For bus travel to be attractive, it needs to be affordable and provide competitive journey times compared to car travel. The council provided approximately £1.14 million in 2024/25 in funding for supported bus services, including services to the South Downs National Park, communities not served by the commercial bus network and school buses.
- 1.61. The DfT publishes data on what percentage of non-frequent services run on time and the average excess waiting time for frequent services. However, data on frequent services' excess wait time is largely incomplete, with no data available for the council's area. The punctuality of non-frequent services in the city is broadly in line, although slightly below, the English and Southeast regional average¹⁶.

¹⁵ [Concessionary Fares and BSIP update](#), Brighton & Hove City Council cabinet report, 2025

¹⁶ Local bus passenger journeys (table BUS09) DfT statistics

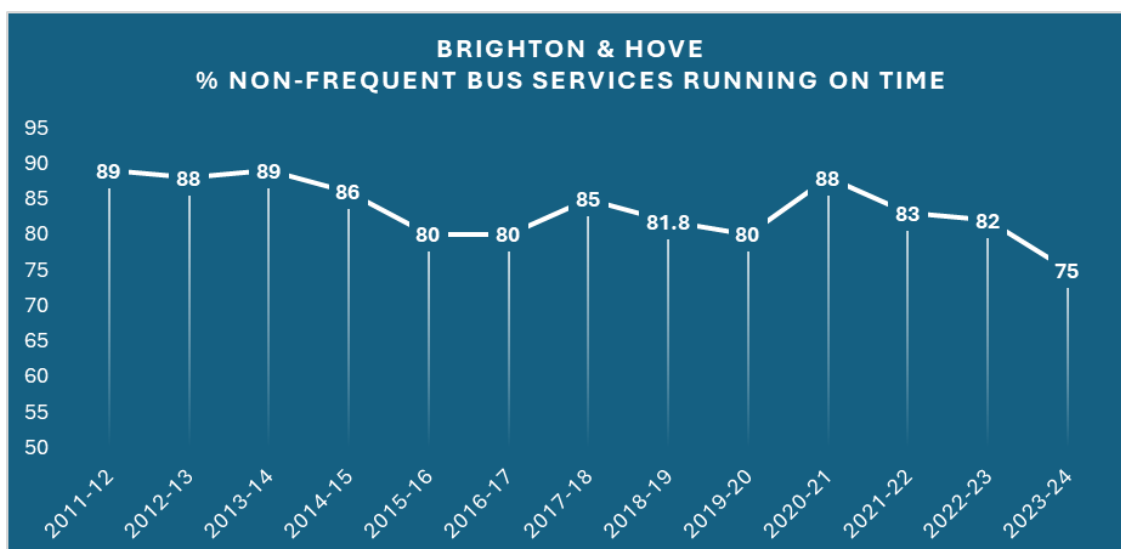


Figure 16. Percentage of Non-frequent Bus Services Running on Time in Brighton & Hove

- 1.62. Punctuality figures for Brighton & Hove Buses, representing most bus services in the city, reduced from 85.5% between April 2014 and March 2015 to 80.4% for 2019-2020. In 2020-2021, which includes the Covid-19 lockdowns, the figure improved to 87.6%. However, the punctuality decreased again in 2023/24. BSIP projects include schemes at Dyke Road/Upper North Street, A259 Marine Parade, and A23 North (Patcham), with the aim of enhancing the performance of certain bus routes. The BSIP target is to increase the punctuality of bus services to 95%.
- 1.63. The public perception of the local bus services is very good. In the NHT public satisfaction survey, all but one of the 28 questions about buses scored a response in the top quartile. The only area where satisfaction fell below the national average was the issue of bus fares. Selected questions are shown in Table 4.

Indicator	National Average	The council	Gap
Frequency of bus service	51%	72%	21%
Number of bus stops	64%	79%	15%
Whether buses arrive on time	48%	60%	12%
Bus fares	54%	52%	-2%
Local bus service overall	54%	71%	17%

Table 4. Public Satisfaction of Selected Indicators Related to Bus Service

- 1.64. The council has undertaken an analysis of how well served neighbourhoods across the city are by bus services as part of the BSIP Refresh. This study has identified areas with lower bus accessibility and priority areas for action. Prioritisation was based on how accessible areas are, the number of deprived households and/or full-time student population, and the potential for modal shift based on accessibility and car availability.
- 1.65. Mile Oak, Coldean & Falmer, Woodingdean, Bevendean, and Saltdean were identified as lower accessibility areas, meaning residents in these areas are reliant on public transport and will travel for longer to access employment or key services such as

schools, GPs, and so on. Figure 17 sets out areas with the lowest accessibility by time period¹⁷.

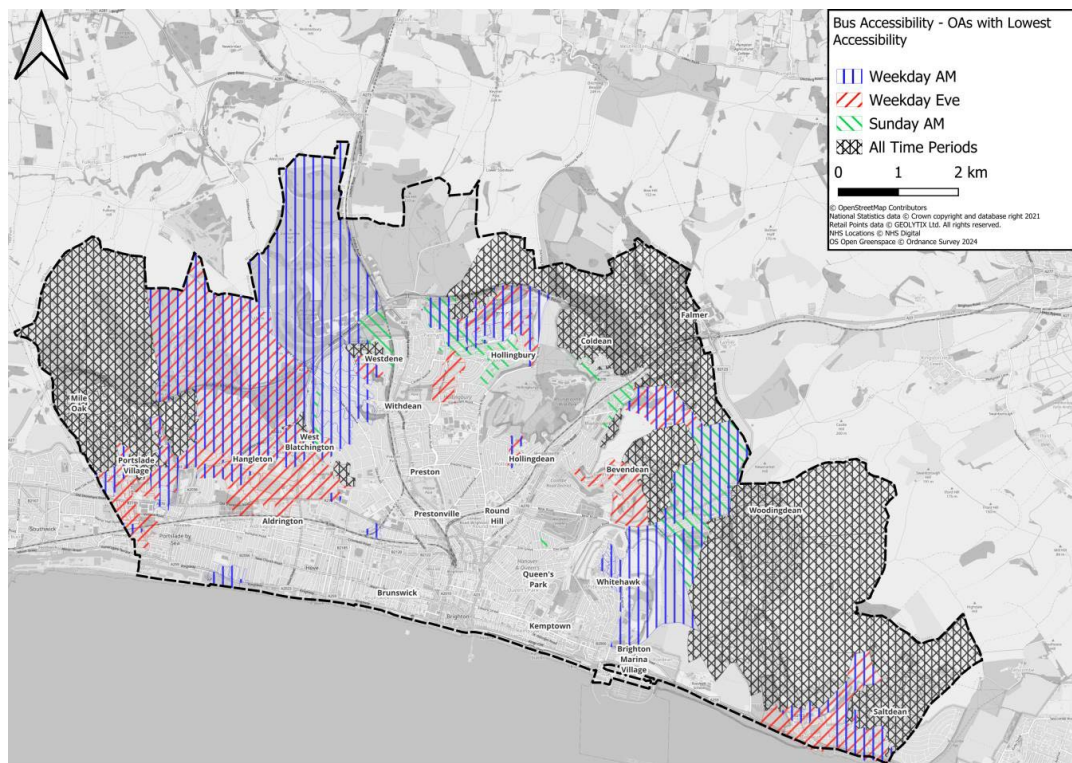


Figure 17. Lower Accessibility areas across all three tested time periods in 2024

- 1.66. Mile Oak, Coldean & Falmer, East Bevedean, and East Woodingdean were identified as the highest priority for local need (see Figure 18), while Mile Oak, Portslade, West Blatchington, Woodingdean, Ovingdean, and Saltdean were determined as high potential for modal shift (see Figure 19).

¹⁷ Source: Jacob's BSIP Accessibility Study for Brighton & Hove City Council. 2024

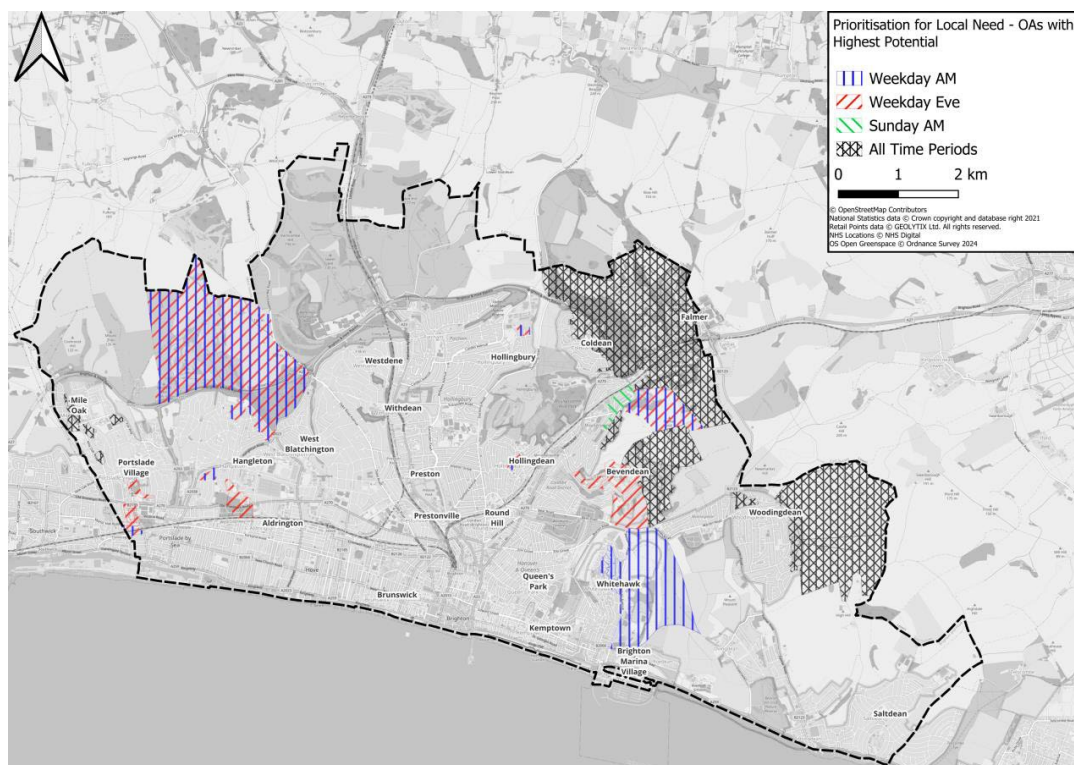


Figure 18. Highest Priority for Local Need across all three tested time periods in 2024¹⁷

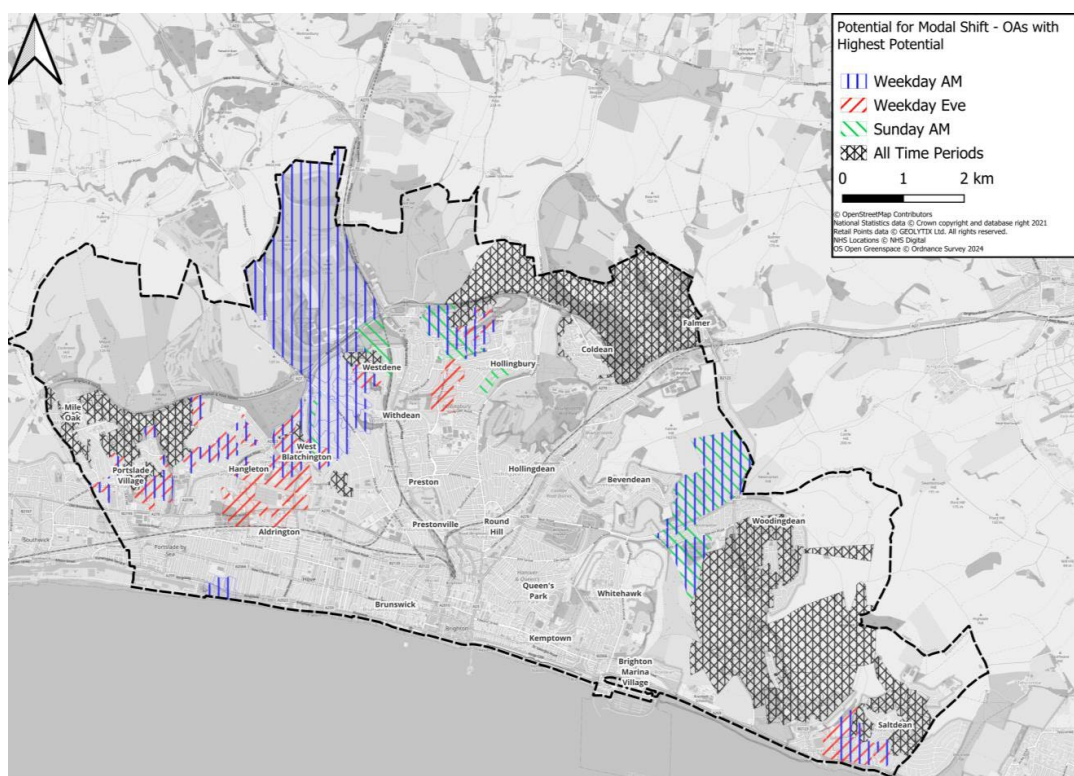


Figure 19. High Potential for Modal Shift across all three tested time periods in 2024¹⁷

- 1.67. Some high-level improvements were suggested in the report to provide the greatest social benefit. Regarding local need, bus priority measures on Church Road or Western Road could benefit Mile Oak residents using the 1X route, as well as benefit parallel routes. A service connecting the area to Hangleton or Old Shoreham Road during the evening and Sunday morning periods could also be beneficial. Bus priority

measures on Lewes Road between Coldean and Moulsecoomb would likely reduce bus journey times, which could benefit Coldean & Falmer residents.

- 1.68. To offer the highest potential for modal shift to bus, localised information campaigns, particularly delivered alongside any service improvements or fare offers, were proposed for all areas of focus. More localised proposals include providing an express route to central Brighton to benefit Downs Park/ Hangleton residents and bus priority measures on the A259 to benefit Saltdean residents and other services.

Cycle infrastructure performance

- 1.69. The number of people choosing to cycle is probably the best indicator of how well our cycling infrastructure is performing. Trends on the number of people choosing to cycle is difficult to judge with the information available to us. Since 2020, we have been carrying out dedicated cycle counts at 15 locations across the city. However, 2020 is not a good year to use as a baseline because across the UK, there was an increase in cycling trips, stages, and miles travelled during 2020 associated with the pandemic. By 2023, the average number of trips and stages have returned to similar levels seen in 2019¹⁸.
- 1.70. Taken as a whole, the 15 count sites reflect this UK wide trend, with cycling having declined slightly from 2020 to 2023 in Brighton & Hove. The exception to this is the two count sites located on the Old Shoreham Road, where there is a segregated cycle facility, which both recorded an increase in cycle trips over the period.
- 1.71. The 2021 census data, which asks how people travel to work, is also affected by the pandemic, with a far greater increase in home working and a decline in other modes. It cannot be usefully compared to 2011 to see what trends there are across the city. The census data does show us which areas of the city have higher rates of cycling for trips to work, with the Round Hill area of Brighton and much of Hove seeing cycling to work at rates of 7-10%. The LCWIP document sets out in greater detail an analysis of cycling across the city.
- 1.72. Since 2016 the DfT have annually surveyed people as to their walking and cycling habits¹⁹. This reveals how frequently people walk and cycle for either travel or leisure purposes. The rates of cycling in Brighton & Hove are much higher than the UK average. This is true for both regular (3 or more times a week) and infrequent (once a month) cyclists. For example in 2016, 16.3% of Brighton & Hove residents cycled once a week for travel purposes compared with 6.3% for England.
- 1.73. The trend since 2016 has been downward in both Brighton & Hove and England. In 2023 only 11.4% of Brighton & Hove residents cycled once a week for travel compared with 5.4% in England. The fact that Brighton & Hove's results mirror those at the national level suggest that the decline in cycling is not primarily due to local factors.

Rail infrastructure performance

- 1.74. The long-term trend over the past 25 years has been an increasing usage of the rail network, although growth has been slower in the past decade. Figure 20, showing

¹⁸ DfT statistical release, walking & cycling [Aug 2024](#)

¹⁹ DfT [National Travel Survey and Active Lives Survey](#)

entries and exits for the 8 stations in the Brighton & Hove area, is consistent with nationwide trends brought about by the pandemic. Patronage of the rail network is still significantly lower than pre-pandemic levels.

- 1.75. In Brighton & Hove, immediately prior to the pandemic, there were 24 million entries and exits through the city's 8 train stations. This sank to less than 6 million at the height of the travel restrictions imposed during the pandemic, and in 2022/23, this had recovered to just over 19 million, which is 21% fewer trips than in 2019/20.

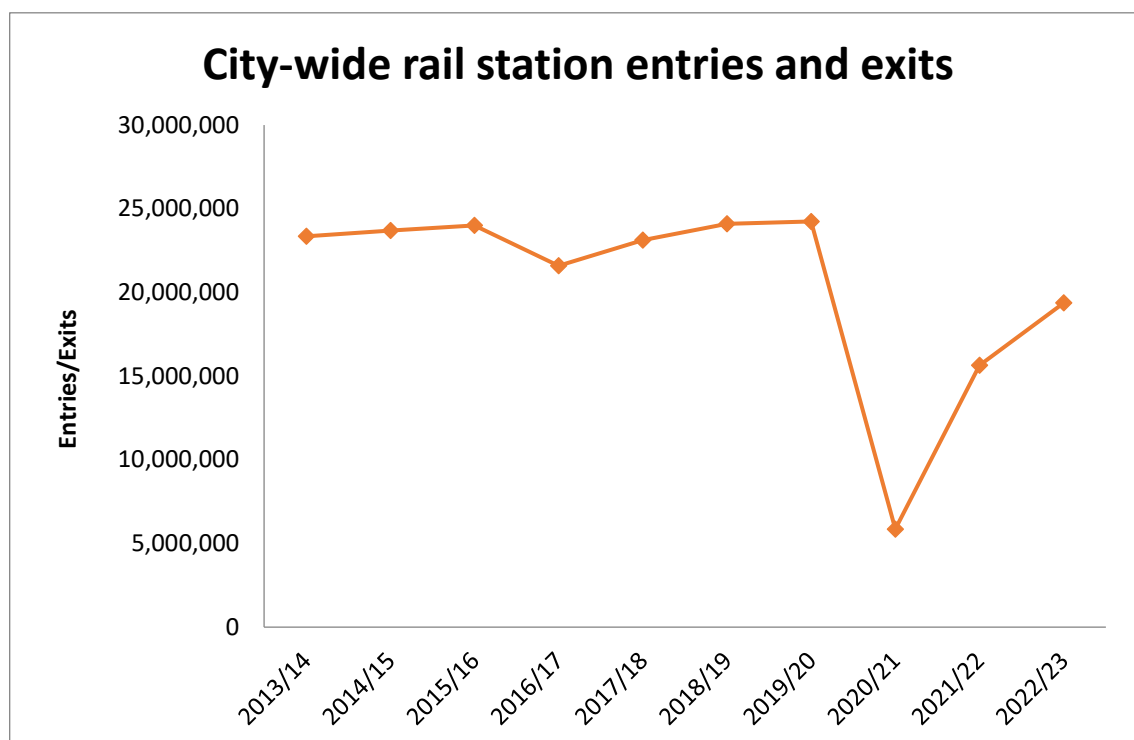


Figure 20. Graph showing combined entry and exit figures for the 8 Brighton & Hove stations. Note that figures for 2016/17 were affected by industrial action.

- 1.76. Approximately 27,000 rail passengers arrived at Brighton station on a typical weekday in 2023²⁰. Immediately prior to Covid, this figure would have been around 33,000. In the morning peak, between 7am and 10am, just under 6,000 people arrived, whereas before the pandemic, it would have been around 8,000.
- 1.77. Govia Thameslink has reported a strong bounce back in leisure travel post-pandemic, with weekend travel now higher than pre-Covid. Journeys to Brighton are now busier on Saturdays than on weekdays²¹. However, commuter travel has returned in smaller numbers as businesses find more efficient ways of working with less travel, for example, working from home and hybrid working.
- 1.78. Rail services have responded to the new travel patterns with fewer services arriving and departing the city. In 2019, there were 360 train services arriving and departing the city, but by 2023, this had reduced to around 270 services. The decline in the rail capacity serving the city is much less pronounced. In terms of seated capacity, there

²⁰ Rail passenger numbers and crowding on weekdays ([RAI02](#))

²¹ [DfT Statistical release](#), Sep 2024

were an average of 118,000 arriving in the city in the three years prior to the pandemic, compared with 102,000 in 2023.

- 1.79. Before the pandemic, passenger crowding and comfort in the morning and afternoon peaks were major issues, but this is no longer the case with lower passenger numbers. The percentage of passenger crowding in Brighton was recorded at zero from 2020 to 2023, indicating that the number of passengers remained lower than the capacity.
- 1.80. National Rail publishes data on train punctuality by station, although this is most conveniently viewed on the 'On time trains' website²². In general, Brighton & Hove stations are in line with the UK average performance for cancelled and delayed trains with the exception of Preston Park, which in 2023 suffered from a high number of cancellations and late trains (see Figure 21). Stations on the West Coastway, Falmer, Moulsecomb and London Road generally had better performance than elsewhere.

2023/24 – 31-day average punctuality by station

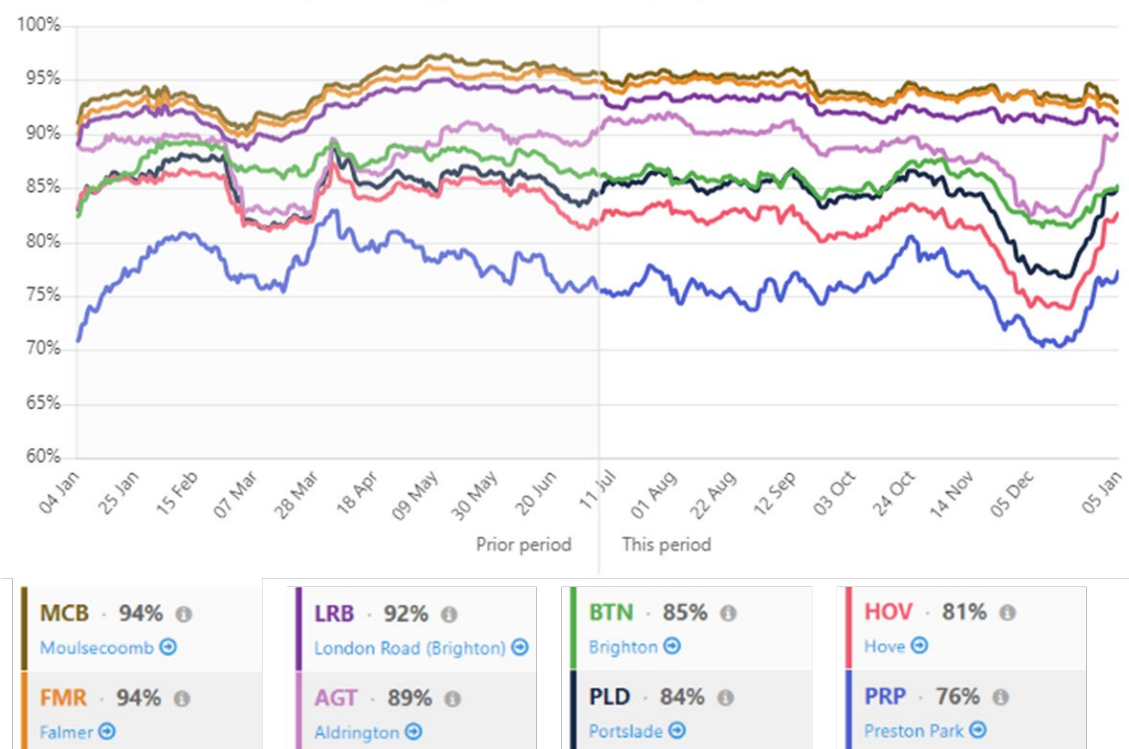


Figure 21. 31-day average punctuality performance. Reproduced with permission from OnTimeTrains.

1.81. Transport infrastructure impacts

- 1.80. The transport network brings clear benefits, increasing accessibility, connecting people and facilitating trade. However, it also has negative impacts, the most significant of which are:
 - greenhouse gas (GHG) emissions
 - air pollution

²² [On Time Trains](https://on-timetrains.com/)

- noise pollution
- casualties

1.81. Section 3 of this document covers GHG emissions from the transport network.

Air Pollution

- 1.82. Poor air quality is the largest environmental risk to public health in the UK²³. Legal limits are in place, which set the maximum allowed concentrations for several air pollutants. Most measured pollutants in the UK are under the legal limit. However, the two pollutants of most concern, and which have breached legal limits in many urban areas, are particulate matter (PM) and Nitrogen Dioxide (NO₂).
- 1.83. PM refers to any pollutant in the air which is not a gas. PM is classified according to size, with PM10 referring to particulates less than 10 micrometres in diameter and PM2.5 those less than 2.5 micrometres in diameter. For reference, a human hair is about 60 micrometres wide. PM10 is small enough to enter the lungs. Road traffic is a major source of both PM and NO₂ pollutants.
- 1.84. Long-term exposure to lower concentrations of pollutants and short-term exposure to higher levels of pollution are both damaging to people's health. For this reason, legal limits for air quality standards are set for both scenarios. Concentrations of PM and NO₂ are measured in micrograms per cubic meter, µg/m³. Table 5 shows the current legal limits.

Pollutant	Current legal limits		
	PM10	PM2.5	NO ₂
Annual average	40 µg/m ³	20 µg/m ³	40 µg/m ³
24-hour average	*50 µg/m ³	-	-
1-hour average	-	-	**200 µg/m ³

Table 5. Legal limits for PM and NO₂. * Note the 24-hour limit cannot be exceeded more than 35 times a year. **The hourly average cannot be exceeded more than 18 times per year.

- 1.85. In response to exceedances of the legal limit for NO₂, the council declared two Air Quality Management Areas (AQMA) in 2013. We are required to undertake enhanced monitoring, publish annual Air Quality Status Reports, and an Air Quality Action Plan setting out what measures we will implement to reduce emissions within legal limits.
- 1.86. Annual monitoring reports have been published since 2015 with the latest one being the [2024 Report](#). Over the past decade air quality has steadily improved and the original two AQMAs have been replaced with six smaller ones, shown in Figure 22 below. Road transport is responsible for 80% of NO₂ concentrations at roadside, with diesel vehicles the largest source in local areas of greatest concern²⁴. As could be expected all of our AQMA are focused on roads and junctions that carry high volumes of traffic.

²³ [Public Health England, Estimating local mortality burdens associated with particulate air pollution](#)

²⁴ [DEFRA / DfT, UK plan for tackling roadside nitrogen oxide concentrations, 2017](#)

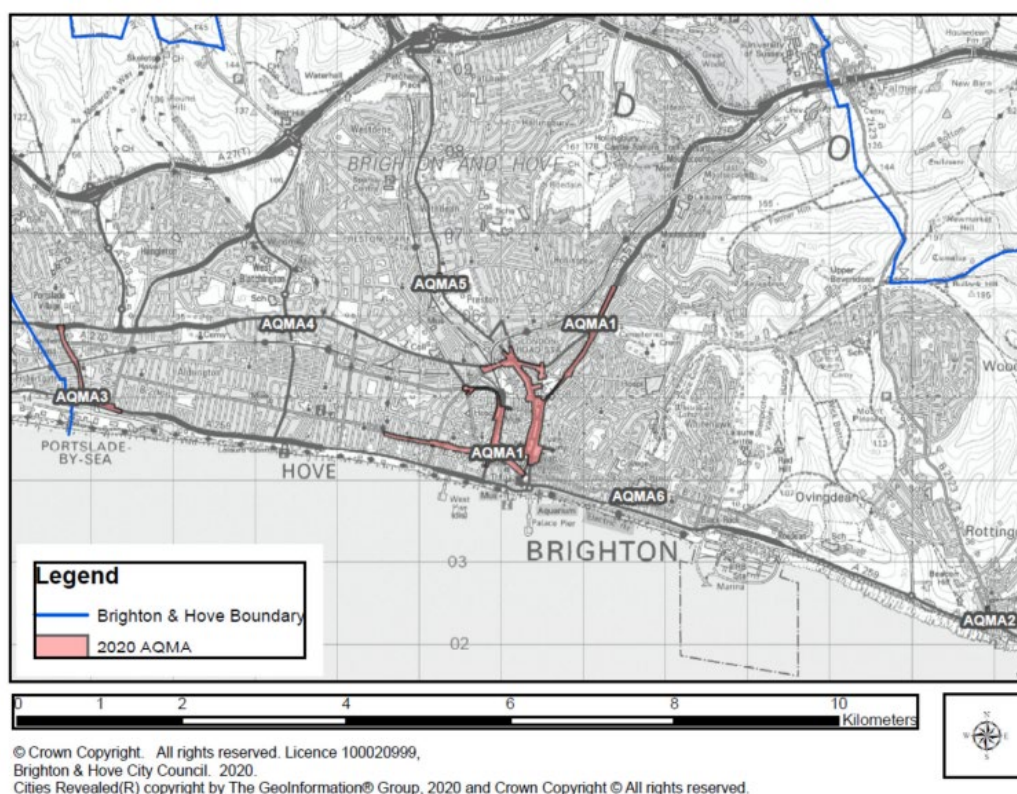


Figure 22. Air Quality Management Areas (AQMA) in 2020

- 1.87. The council has implemented various actions, including the Brighton & Hove Bus Ultra-low Emission Zone (ULEZ). While the bus ULEZ covers a relatively small area on Western Road and North Street, it captures well over 90% of buses operating in the city. A detailed breakdown of the sources of NO₂ in each AQMA and future actions to reduce NO₂ will be set out in the most recent status reports or AQMA action plan²⁵.

Noise pollution

- 1.88. Noise can have a significant impact on our health, with the volume, timing and duration of a sound relevant to its effects on human health. In 2018, the World Health Organisation (WHO) published environmental noise guidelines for the European region, which were based on systematic reviews of the scientific literature. This defined the harmful long-term noise exposure level above which a significant increase in negative health effects occurs as 55 dB (averaged over a 24-hour cycle) or 50 dB (averaged overnight)²⁶.
- 1.89. The UK's Environmental Noise Regulations 2006 require that exposure to environmental noise from major sources of road, rail and aircraft in urban areas is determined by noise mapping. Every 5 years, DEFRA publish noise mapping data which illustrates noise impacts associated with the road and rail network²⁷. The most recent round 4 noise maps, based on data from 2021, are available to view online²⁸.

²⁵ [Brighton & Hove City Council air quality webpages](#)

²⁶ House of Lords, Science and Technology Committee: [The neglected pollutants: the effects of artificial light and noise on human health](#).

²⁷ [DEFRA noise mapping data](#).

²⁸ [DEFRA, round 4, road noise online map](#).

Figure 23 shows the Lden noise indicator, which is an amalgamated day-evening-night level of noise based on annual averages.



Figure 23. Noise levels in 2021. Source: Road Noise Lden

- 1.90. Using this data, DEFRA identifies 1% of the population affected by the highest noise levels from roads or railways and designates them Noise Important Areas. In Brighton & Hove, Noise Important Areas have been identified along the A23, from The Level to the seafront sections of Lewes Road, Queens Road, and the A259 seafront road.
- 1.91. The external noise that a passenger car can emit is a regulated pollutant. The exact noise level allowed is related to the vehicle's type approval. Details are available on the [Vehicle Certification Agency website](#). The current limits, set in 2016, are 72 dB(A) for most cars. In 2026, the limit for most new passenger cars will be reduced to 68 dB(A).

Road casualties

- 1.92. The council has a record of taking action to reduce casualties on our roads. Safety was the rationale for making many of the city's roads 20mph. An assessment of Brighton & Hove's 20mph limit in 2018²⁹ concluded that there had been a statistically significant change in collisions and casualties, relative to the 30mph comparator area. The results show a significant reduction in overall collisions (-18%) and overall casualties (-19%).
- 1.93. However, the number of people killed or seriously injured (KSI) on Brighton and Hove's roads has risen slightly over the past 8 years. In Great Britain over the same period the trend has been for a slight decrease in KSIs. Changes in severity reporting mean that serious injury figures from 2016 onwards are not directly comparable with earlier years.
- 1.94. In the three-year period 2021 – 2023 there were an annual average of 172 KSIs recorded in Brighton & Hove compared with 161 KSIs over the period 2016-2018. In

²⁹ [20mph research study - 2018 - Report by Atkins, AECOM, and Professor Mike Maher \(UCL\)](#)

Great Britain in the three-year period 2021 - 2023, there was an annual average of 28,835 KSIs compared with 31,493 for the period 2016 – 2018. This is illustrated in Figure 24.

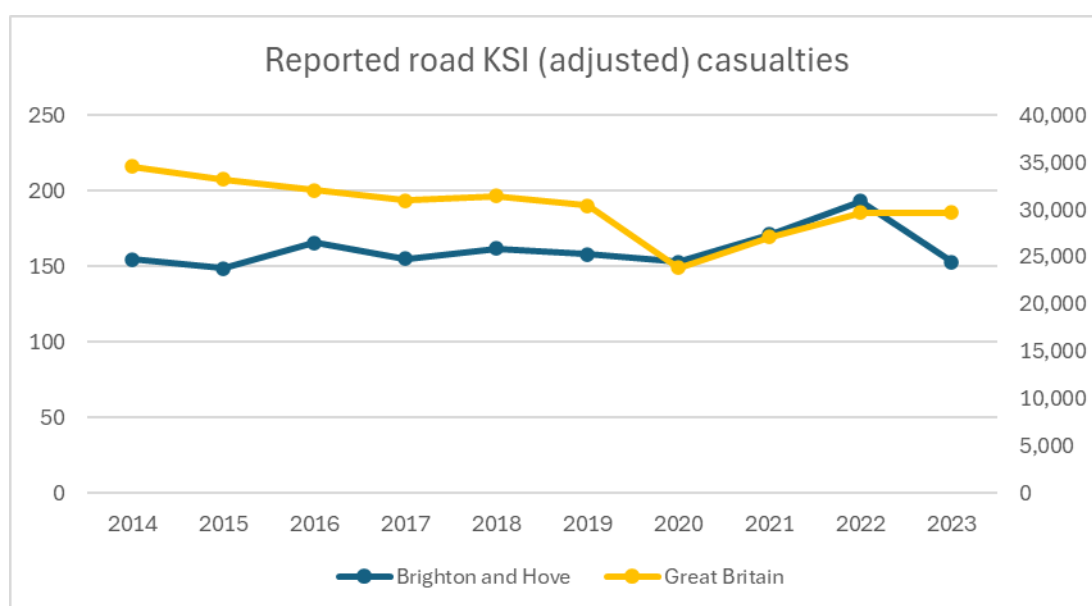


Figure 24. Reported road KSI casualties (source: [Road safety statistics](#))

- 1.95. The location of traffic collisions over the past five years is shown in Figure 25. These incidents predominantly occurred along the main traffic corridors across the city. However, there is a noticeable concentration of collisions in the centre of the city, likely due to the high footfall and traffic volumes in this area.

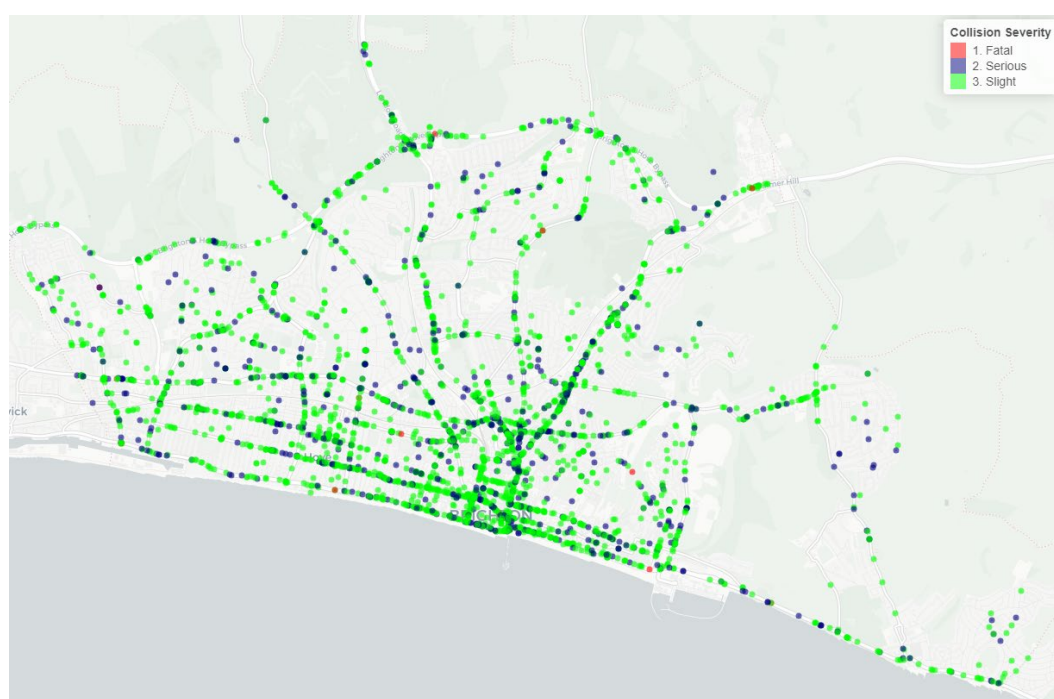


Figure 25. Collision Map in Brighton & Hove between 01/01/2019 and 31/10/2024 ³⁰

³⁰ [Sussex Safer Roads Partnership Data Portal](#)

- 1.96. When police officers attend the scene of a collision, they are able to select up to 6 contributory factors, from a list of 78, that they believe contributed to the collision. These contributory factors reflect the reporting officer's opinion at the time of reporting and are not necessarily the result of an extensive investigation. While subjective, this data provides a snapshot of contributing factors as to why collisions took place. This data is provided at the national and local authority level, although there is no significant deviation in Brighton & Hove from the national picture³¹.
- 1.97. The most frequently recorded contributory factors when a collision has resulted in a casualty fall into the categories of 'Driver or rider error or reaction' or 'Behaviour or inexperience'. This includes the specific factors of 'Driver or Rider failed to look properly' and 'Driver or Rider careless, reckless, or in a hurry'. Next on the list of most frequently recorded contributing factors are 'Injudicious action' and 'Impairment or distraction'. All of the above were recorded in 47%-18% of collisions resulting in a casualty in Brighton & Hove in 2023.
- 1.98. This suggests that to make the biggest reductions in road casualties, our focus should be on driver behaviour and designing our roads, particularly junctions and crossings, so that driver errors are less likely to result in a casualty. We will develop and publish a Road Safety Action Plan after further analysis of the available data to set out what actions we believe will result in delivering reductions in casualties.
- 1.99. A general trend in national casualty statistics is that vulnerable road users – pedestrians, cyclists, and motorcyclists – make up a large proportion of casualties. With Brighton and Hove having higher levels of walking and cycling than the national average³², we want to ensure that our focus is on making these forms of travel safe. We have analysed pedestrian and cycle casualties to understand what the trend is within Brighton & Hove.
- 1.100. The number of pedal cycle KSI casualties has decreased over the past 4 years. From 2015 to 2021, there were between 40-50 casualties a year. In 2022 and 2023, there were under 35 KSIs. The number of annual pedestrian casualties has remained relatively consistent over the past ten years, with an average of around 45 KSI casualties³³.

³¹ [DfT road safety statistics. Data table RAS07](#)

³² [DfT walking and Cycling statistics, 2024.](#)

³³ [Sussex Safer Roads Partnership Data Portal](#)

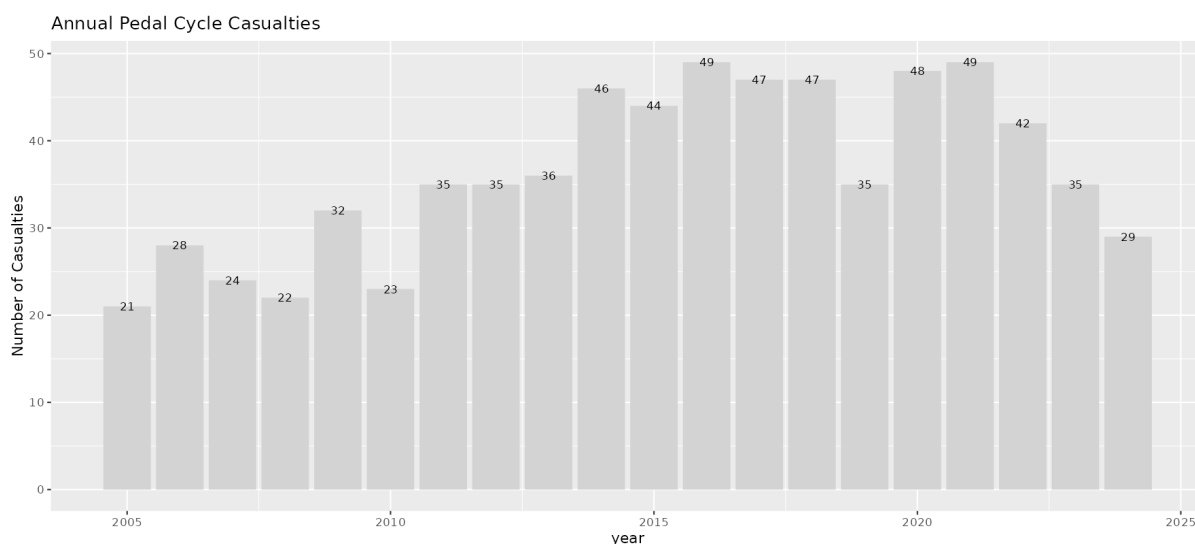


Figure 26. Annual Pedal Cycle KSI up to 2024

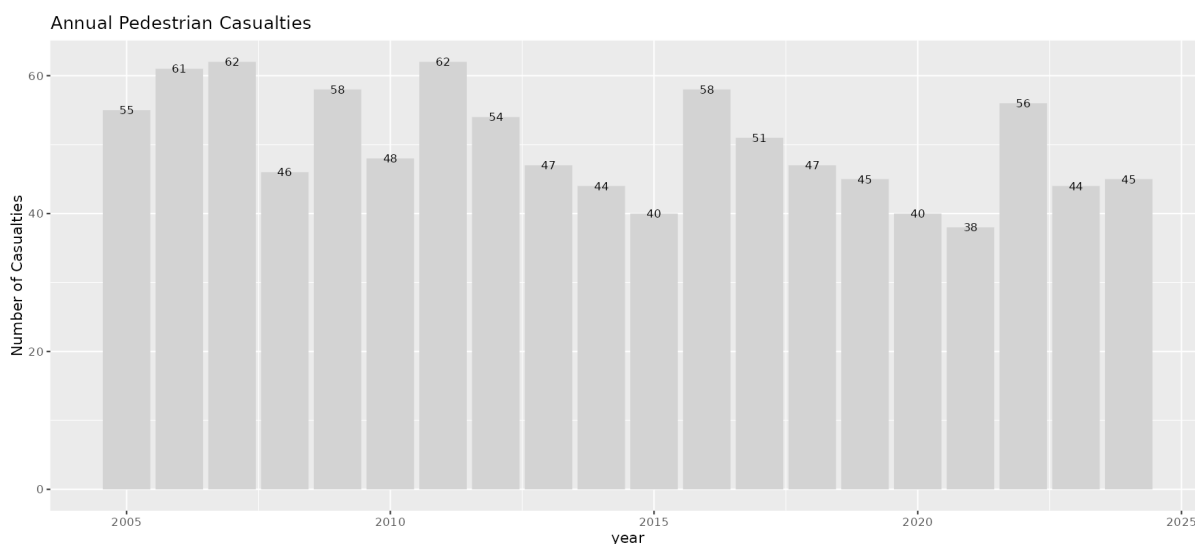


Figure 27. Annual Pedestrian KSI up to October 2024

- 1.101. A more detailed analysis of road traffic accidents focusing on collisions involving cyclists and pedestrians in Brighton and Hove in the last 5 years (01/01/2019 – 15/10/2024) has been requested from Sussex Safer Roads Partnership for a deeper understanding of any contributory factors of the collisions.
- 1.102. While fatalities involving cyclists remain relatively low, the severity of injuries tends to be higher than the overall average. Cyclists are more likely to be involved in accidents during peak commuting times both morning and afternoon. Pedestrians in Brighton and Hove are notably more likely to sustain fatal or serious injuries in accidents. The main contributory factors of these collisions are ‘driver/rider error or reaction’. The police also record ‘Pedestrian failure to look’ or ‘in a hurry’ frequently. There may also be under-reporting of slight injuries for these groups.
- 1.103. To understand the relative risk different motor vehicles pose to cyclists and pedestrians, we analysed the number of collisions resulting in a fatality or serious injury to these vulnerable road users alongside the kilometres travelled by the different vehicle types. Figure 28 and Figure 29 illustrate these findings.

1.104. HGVs are more than twice as likely to be involved in a collision resulting in fatality or serious injury to both cyclists and pedestrians, relative to their kilometres travelled. LGVs also pose a greater threat than cars. The risk of motor vehicles being involved in a serious injury or fatality per vehicle-km is higher for people walking than for those cycling. We do not have accurate figures on how many pedestrian and cycle kilometres are made each year, which would be needed to fully assess the relative risk faced by these modes of travel.

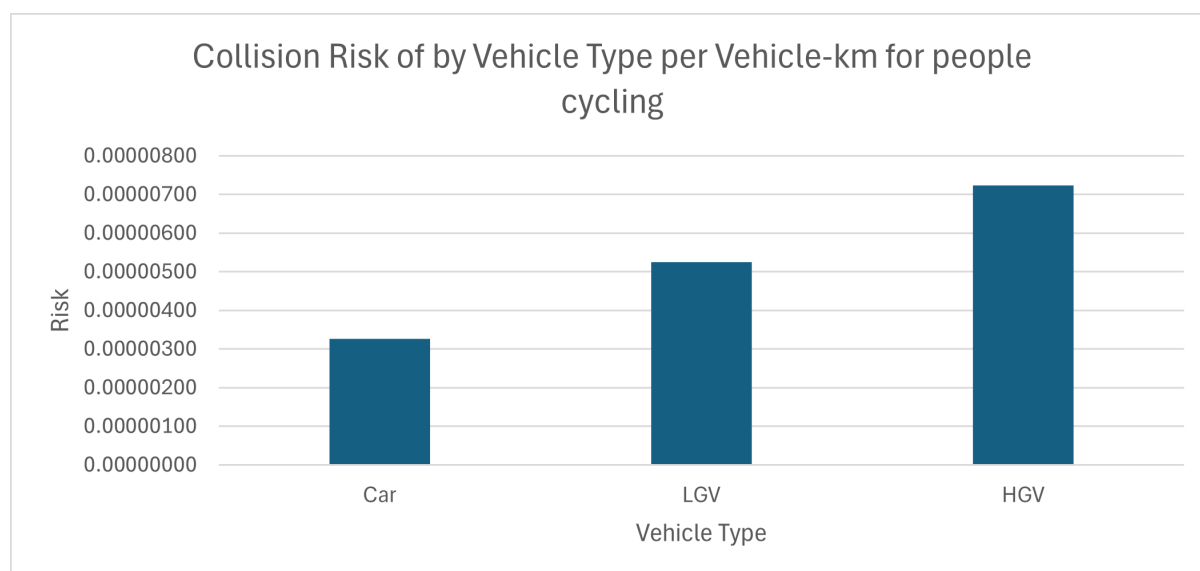


Figure 28. Risk of motor vehicles being involved in fatal or serious injury collisions per vehicle-km for people cycling

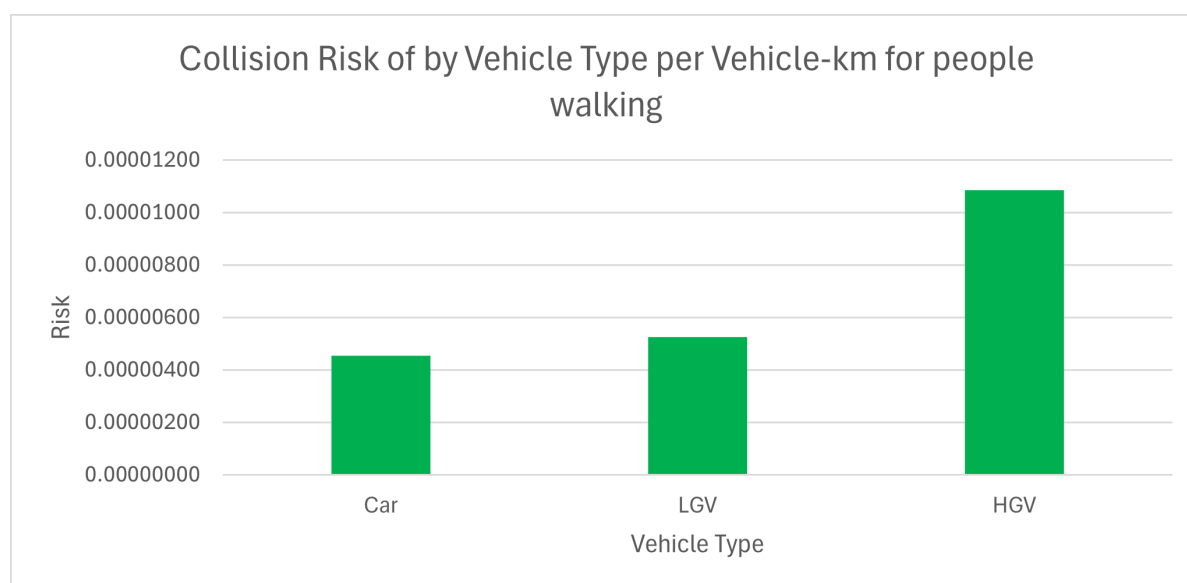


Figure 29. Risk of motor vehicles being involved in fatal or serious injury collisions per vehicle-km for people walking

1.105. Further analysis is required to fully understand how we can reduce collisions and casualties. The draft Our City Transport Plan 2035 makes a commitment to produce a Road Safety Action Plan to focus on how we can reduce casualties.

2. Part 2: Understanding travel in Brighton & Hove

- 2.1. The previous part of the evidence base focused on the city's transport infrastructure. This part seeks to understand people's reasons for making journeys and the travel choices they make. Brighton & Hove specific data is much scarcer on this topic than on our transport infrastructure. This part is divided into three sections that consider:
- leisure and shopping travel
 - commuter travel
 - servicing & deliveries
- 2.2. In the UK, for at least the past 20 years, shopping has generated more trips than any other reason for travelling. The chart below shows the average number of trips according to purpose, based on the 2022 National Travel Survey (NTS)³⁴. This is completed by approximately 16,000 individuals in 7,000 English households every year. In 2022, shopping accounted for a quarter of all trips. A further 12% of trips are visiting friends, and a significant number of the 15% of 'other' trips are also likely to include leisure trips. Shopping and leisure are, therefore, the most common reasons for a trip to be made.

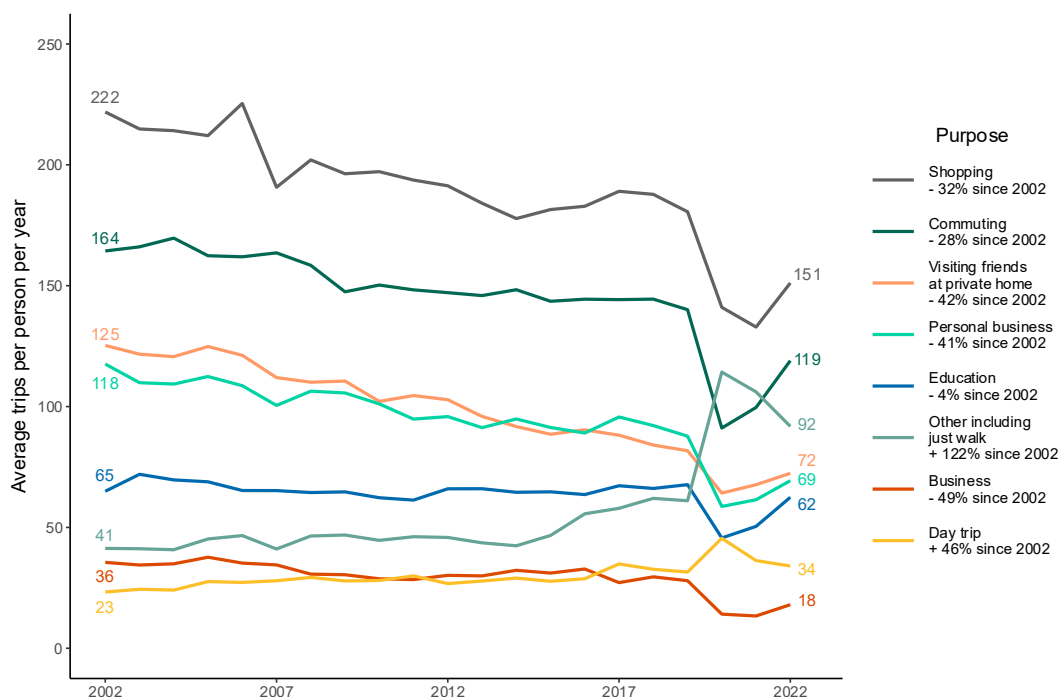


Figure 30. National data on trips per person per year by purpose

- 2.3. Commuting is the second most common trip purpose, responsible for a fifth of all trips. A further 10% of trips are made to visit educational establishments. Both commuting and education-related trips are likely to occur during the morning and evening peak travel periods.
- 2.4. Although day trips make up only 6% of all trips nationally, the tourism sector remains vital to Brighton & Hove's economy. Easy access to Brighton & Hove is an important

³⁴ [2022 National Travel Survey](#)

issue for the economic health of the city. Similarly, while business trips represent just 3% of trips in the NTS, deliveries and servicing are critical to the local economy. Efficient goods delivery supports a thriving business sector.

- 2.5. To supplement the NTS, we have also commissioned Qa Research to conduct a large-scale household travel survey with a representative sample of residents living across all wards in Brighton & Hove. In total 2,017 surveys were carried out. The primary purpose of this survey was to validate a strategic transport model for the city, but it also affords us useful insights.

2.6. Leisure and shopping

- 2.7. Despite it being the most common trip purpose, there is far less data available on shopping and leisure trips than on travel to work, which has a dedicated question within the national census. The data we have on traffic volumes and congestion is not matched to survey data on trip purpose so it is difficult to estimate the impact that leisure and shopping activity has on the performance of the road network.
- 2.8. Ninety three percent of respondents to the council household travel survey, conducted by Qa Research said that they make journeys for 'local shopping / personal business'. The more local nature of these types of journeys was reflected in the modes of transport used, with 'walk' the most common mode. Around a fifth of respondents most often drive a car or van for these types of journeys.
- 2.9. The council has commissioned an analysis to understand which areas of the city have services such as education, health, leisure, and retail within a walkable distance. The output of this analysis is shown in Figure 31, which is a heatmap showing which areas of the city have a concentration of different services within walking distance.
- 2.10. Most areas of Brighton & Hove benefit from proximity to convenience retail and other associated local centre uses. In the council's City Plan a local centre is defined as a retail cluster that typically includes a small supermarket, a newsagent, post office, pharmacy, hot food takeaway and launderette.
- 2.11. Some areas, such as Moulescoomb, Hollingbury and Bevendean, have no identified retail clusters that meet the criteria to be classified as a local centres though local shops and smaller parades do provide for day-to-day services. We could expect that residents of these areas will need to travel further afield to meet their retail needs. To understand each area in detail we are able to draw on comprehensive Urban Characterisation Studies, which forms part of the evidence base for the City Plan³⁵.

³⁵ Brighton & Hove City Council 2009, [Urban Characterisation Study](#)

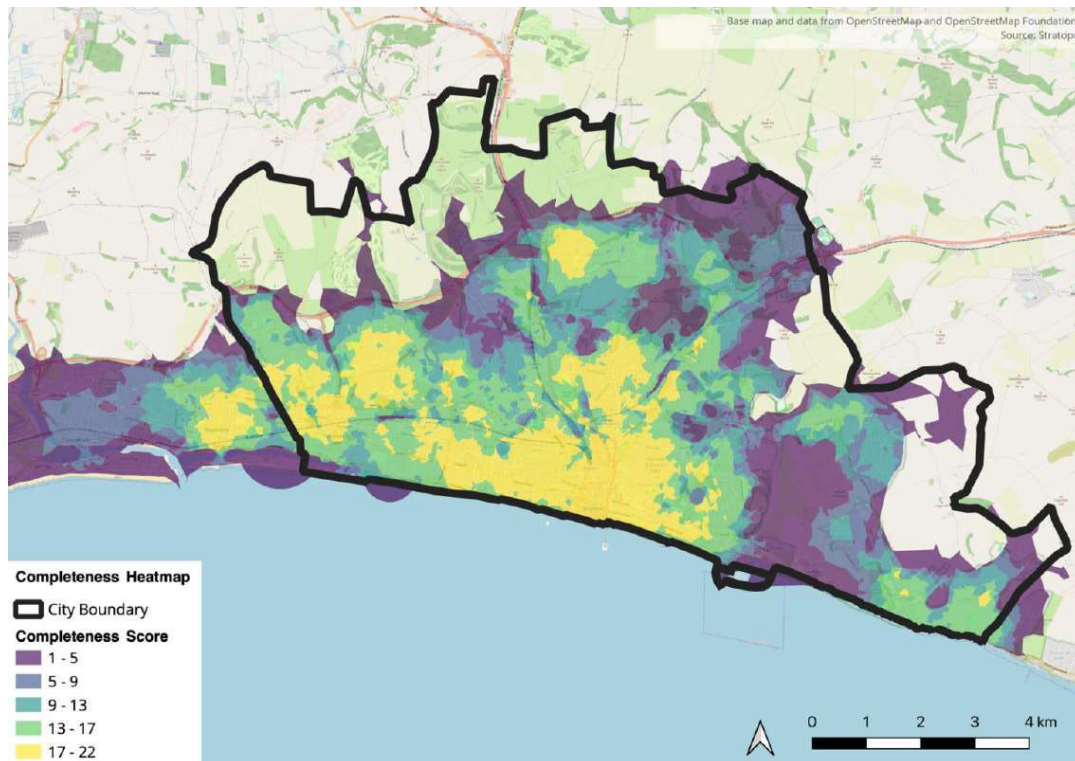


Figure 31. Heatmap of facilities within walking distance. The higher the score, the more complete the provision of services and facilities. Troy Planning + Design in partnership with Stratopo

- 2.12. Respondents to the council household travel survey said that when making journeys for 'city centre shopping / personal business', the most common mode of transport was 'bus' (45%), followed by 'walk' (23%), and responses varied significantly by ward. Those living in more central wards were more likely to walk, and those living in outlying wards were more likely to use a bus or car.
- 2.13. Respondents were most likely to use delivery services for 'other goods, for example, clothes, homeware, with 73% ever receiving deliveries, and this was also the most likely to be received more often than once a week (10% said 2-5 days a week).
- 2.14. Fifty-five percent of respondents reported that they receive deliveries of 'Takeaway food' and 36% receive deliveries of 'groceries (including milk deliveries)'. A smaller proportion of respondents ever receive deliveries of 'Prescriptions' (13%) or 'Subscription boxes (for example, fruit and veg)' (12%).
- 2.15. There were some significant differences by age group, particularly those aged 65+. Respondents in this age group were significantly less likely than other age groups to ever receive deliveries of 'other goods' (50%), 'groceries' (28%), and 'takeaways' (23%). They were, however, significantly more likely than other age groups to receive 'prescriptions' via home delivery (26%).
- 2.16. Overall, 83% of respondents said that they do not currently use pick-up points (as an alternative to home delivery). Of the 17% that do use dedicated pick-up points, walking or wheeling to collect (12%) or driving to collect (3%) were the two most common methods used to collect the goods. There was some demographic variation

in the usage of pick-up points. Those aged 25-34 are the most likely to use them (26%), and those aged 65+ are the least likely (9%).

- 2.17. Brighton & Hove's city centre is a regional destination, with a catchment extending beyond Sussex for both shopping and leisure trips. Brighton & Hove is also in the top 10 urban destinations for international visitors to the UK with 339,000 visits³⁶. Proximity and easy access to Gatwick and London are contributory factors to the city's performance in international tourism.
- 2.18. Research³⁷ on visitors tends to focus on the number, origin and value of visitors to the city rather than impact on the transport network or visitors' satisfaction with it. However, results from a 2018 survey of visitors³⁸ show that 42% of all visitors had travelled to Brighton & Hove by private vehicle (car/ van/ motorcycle or motorhome), 54% of all visitors used public transport (a train or coach/bus service) and 2% had arrived in the city as part of a coach tour.
- 2.19. The most popular activity undertaken by visitors was just walking around (81%), followed by going out for something to eat (76%), visiting the beach/seafront (75%), shopping (51%), and visiting a tourist attraction (46%). The main attractions visited were the pier (59%), the Royal Pavilion (29%), and the British Airways i360 (23%). This suggests that walking was the primary mode of transport used by visitors.
- 2.20. Transport in the city was generally positively rated across different modes. 'Ease of finding way around' was scored 8.66 out of 10. Transport in the city – cycles and Transport in the city – buses both scored over 8. The one exception was 'value for money of parking' which scored 5.27 out of 10.
- 2.21. In 2019, the last year before the impact of Covid, there were 1.67 million visitors who stayed overnight and 10.7 million day visits. Visitors are most likely to come from the London area or the south east and consequently the A23 corridor is the most important for visitors to the city. The city receives a lot of day visitors who tend to travel from the capital at weekends, in the summer months and for big festivals and events.
- 2.22. In 2023, Brighton & Hove attracted approximately 11.8 million visits³⁹. Of these, 1.6 million were overnight visitors. While this is below the 2019 figure it still generated £1.3 billion in economic impact and supported more than 23,742 full-time equivalent jobs. Day visitors and conference tourism are particularly strong markets for Brighton & Hove. The city ranks 15th position in the UK for corporate and national association meetings.

2.23. Commuter travel

- 2.24. In the 2021 census, there were 196,400 people of working age (16-64) in the city. 150,000 of these people were economically active, with 74,500 in full-time employment, 27,200 in part-time jobs, and 30,700 self-employed. A large number of

³⁶ [International Passenger Survey 2022](#)

³⁷ [Sussex and Brighton & Hove visitor economy baseline report](#)

³⁸ [Brighton Visitor Survey 2018](#)

³⁹ [BRIGHTON & HOVE VISITOR ECONOMY - 2023](#)

those in full-time employment are likely to have jobs with typical working hours and will be on the move in the AM and PM peak travel times.

- 2.25. There is a significant student population, making up about 12% of the city's residents. This figure is inclusive of those attending the two universities, students in 6th form education, and those attending further education colleges.
- 2.26. While the 2021 census was severely affected by Covid it acts as a useful case study for what the maximum level of working from home could possibly be; 42.7%. However, it does not tell us much about more typical commuting patterns. For this we have to look back to the 2011 census, while acknowledging that the pandemic will have led to some permanent alterations in how people travel. In 2011 only 7.6% of people worked from home in Brighton & Hove. The most popular method of travel to work was by car, at 37.5%, walking, at 20% and bus, at 13.6%.
- 2.27. In 2011 there were 32,000 people commuting into the city to work and 37,000 commuting out⁴⁰. The below heatmap shows job density in the city. The concentration of jobs is highest in Brighton Central, although parts of Hove, the University campuses in Falmer and Shoreham port all have high job densities. These employment sites are trip generators at peak periods.

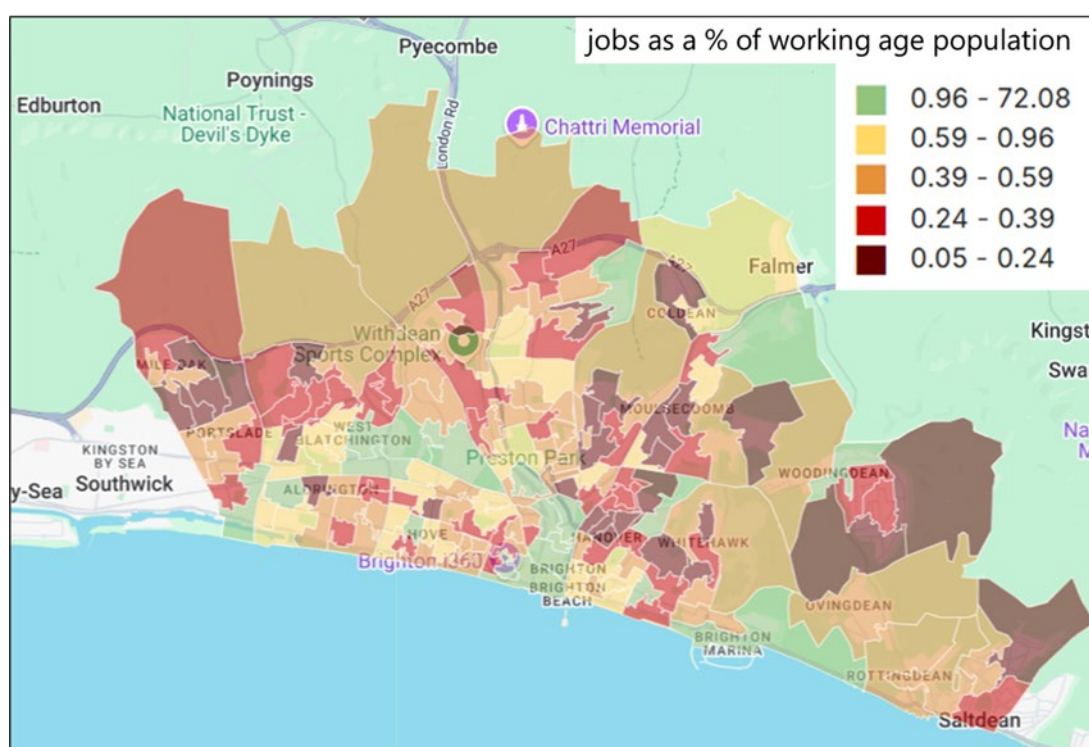


Figure 32 Brighton & Hove Job Density - jobs as a % of working age population

- 2.28. Figure 33 below illustrates travel-to-work inflows to central Brighton based on the 2011 Census. The thickness of the blue lines represents the number of people commuting from different destinations. The DataShine tool this map is taken from⁴¹ illustrates the large number of journeys made by residents of Brighton & Hove to

⁴⁰ [Brighton & Hove Economic Strategy, Socio-Economic Evidence Base 2018](#)

⁴¹ [Datashine Commute](#). Produced by Oliver O'Brien

reach jobs in the city centre. It also shows the catchment area for commuters outside of the city who are far more likely to travel by car or rail to access jobs in the centre.

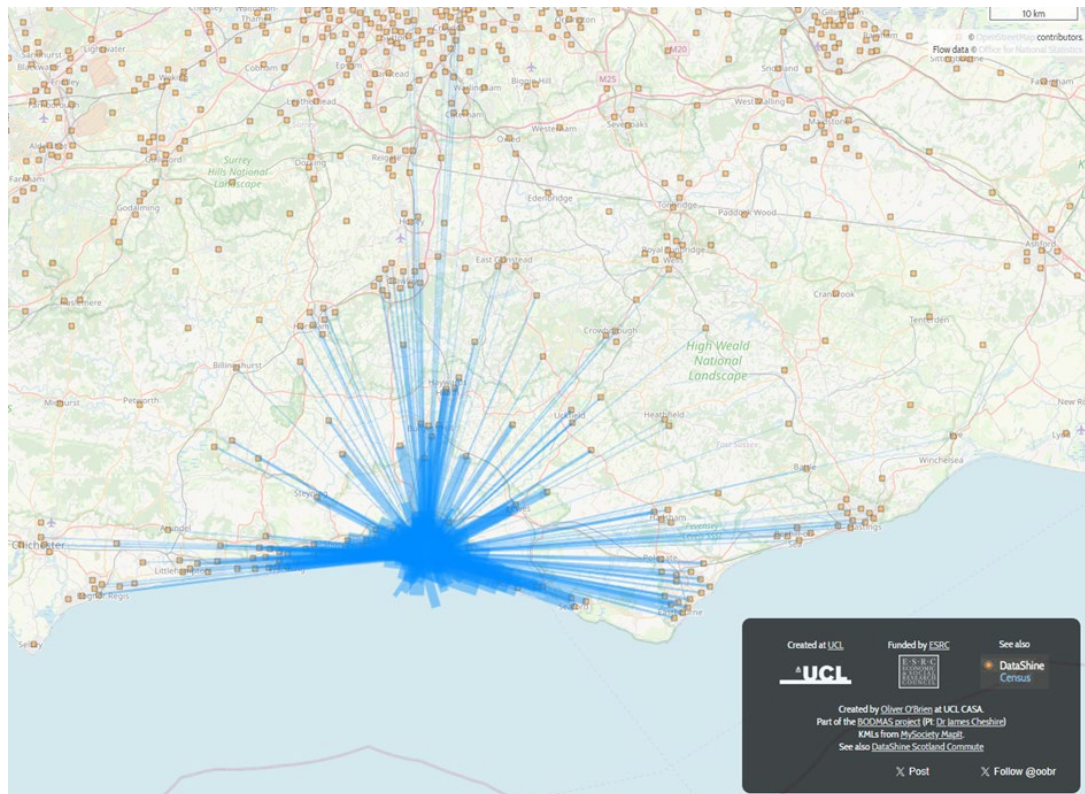


Figure 33: In commuting destinations to central Brighton produced by Oliver O'Brien

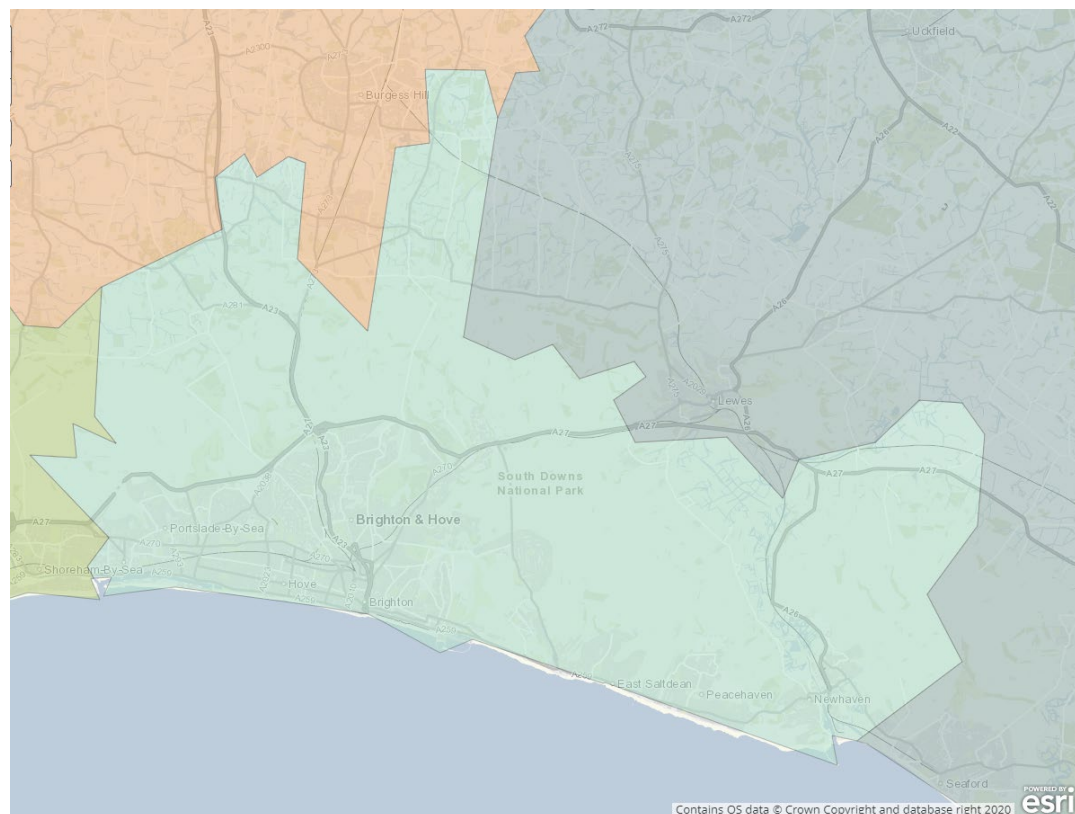


Figure 34 Travel To Work Areas (TTWA) Map

- 2.29. The commuting catchment of Brighton & Hove is shown by Figure 34 which is the Travel To Work Area (TTWA), based on the 2011 census. TTWAs are produced by statistical analysis and illustrate self-contained labour market areas. They represent areas where most people both live and work, and therefore, relatively few commuters will cross a TTWA boundary on their way to work. Brighton & Hove's TTWA is compact. It only reaches north to some parts of Burgess Hill and extends west just beyond the council's administrative boundary. It extends furthest eastwards, reaching as far as Newhaven.
- 2.30. Patterns for out commuting from Brighton & Hove are similar to in-flows, with residents of the city travelling to other local settlements such as Lewes for work. There are a significant minority of residents who commute out to central London, with rail being the predominate mode of travel for these trips.
- 2.31. According to the 2021 Census 37.4% of households within Brighton & Hove have no access to cars or vans, which is higher than England's average of 23.5%. Much of the city has a good level of bus service with 91% of households within 400m of a bus stop with a weekday daytime frequency of 15 minutes or more (BSIP 2021). There are higher rates of working from home, public and active transport use than the average for England. In Brighton & Hove 28.1% commuted via sustainable modes of transport, including 14.3% on foot, 7.1% by bus, 3.8% by bike, 2.5% by train, and 0.4% by taxi.
- 2.32. The council household survey shows that since Covid travel patterns have changed significantly. A quarter of those either employed or self-employed said that they work from home 'every day', whilst a further 30% said they work from home '2 to 4 days a week'. A minority said they work from home 'once a week' or less often, showing that where an individual works from home, it tends to be for a reasonable proportion of the time. Two fifths (38%) said that they 'never' work from home.
- 2.33. This pattern varies by the type of employment. Those in part-time paid employment were the most likely to say they 'never' work from home (58%). Meanwhile, those in full-time self-employment were the most likely to say they work from home 'every day' (37%).
- 2.34. Those working from home at least once a week were then asked to provide more detail about how a typical working week is split between home and their place of work. Levels of home working amongst this group are highest on a Monday and Tuesday (81%), with the proportion then dropping throughout the remaining weekdays to 77% on a Wednesday, 66% on a Thursday, and 65% on a Friday. As would be expected, the proportion working on a Saturday or Sunday is low, with a minority working at home at the weekend (5% on a Saturday and 3% on a Sunday).
- 2.35. **Servicing & deliveries**
- 2.36. Servicing and deliveries are hugely important for the economic health of the city. Detailed city level information about these kinds of trips is lacking so to understand trends that may be affecting Brighton & Hove we have relied on national studies that are relevant to us. While it is true that more and more shopping is being done

online⁴² the impact of e-commerce on traffic is less than often imagined. The RAC foundation has concluded that e-commerce has actually had a limited positive effect⁴³. A briefing note by the Centre for Sustainable Road Freight⁴⁴ also concluded that last-mile delivery of online shopping has resulted in an increase in total commercial freight transport between shops/depots and homes but with a related reduction in car trips and other modes of consumer shopping transport.

- 2.37. With regards reducing the impact of online shopping impacts on the transport network there are actions that can be taken, particularly around reducing failed delivery rates and reducing the frequency of returned goods. Further analysis is needed of the impact of general freight on the road network and how this can be minimised.
- 2.38. Figure 35 shows the upward trend of Light Goods Vehicles (LGVs) registered in the city. There were 11,900 LGVs or vans registered in the Brighton & Hove area in 2023, which is 10.7% of the total fleet. However, most vans (54%) are used for carrying equipment, tools, and materials in the service of tradespeople or builders⁴⁵. Delivery or collection of goods accounts for 16% of van usage, although a greater proportion of mileage as they are more intensively used.

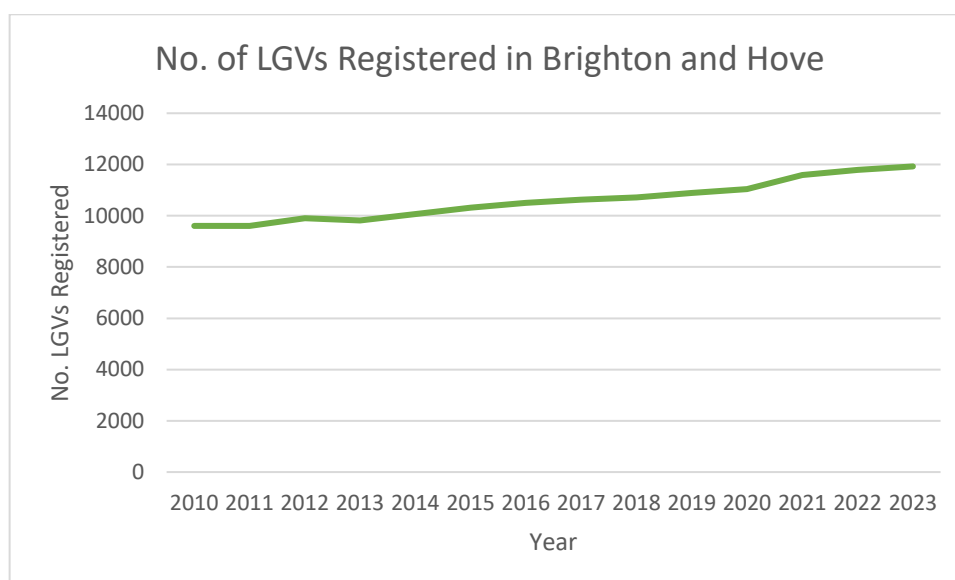


Figure 35. Number of licensed LGVs in Brighton and Hove between 2010 and 2023. Source: [Vehicle licensing statistics data tables](#)

⁴² ONS. [E-commerce & ICT activity](#)

⁴³ RAC Foundation. 2017: [Implications of Internet Shopping Growth on Van Fleet and Traffic Activity](#)

⁴⁴ Centre for Sustainable Road Freight. 2021: [Online shopping and last mile deliveries.](#)

⁴⁵ DfT. [Statistical Release – Vans.](#) April 2021

3. Part 3 Carbon emissions and quantifying reductions

- 3.1. This part of the document is split into three sections. The context and background section covers what the national requirement for carbon emission reduction is and specific actions required in the surface transport sector. The second section on baseline emissions looks at what future emissions in Brighton & Hove are estimated to be, excluding policies contained in Our Transport Plan 2035. It also discusses what emissions need to be reduced by if national emission reduction targets are to be met. The third section assesses what impact the policies in Our City Transport Plan 2035 will have on reducing emissions. Figure 36 illustrates the emissions assessment processes we have undertaken.

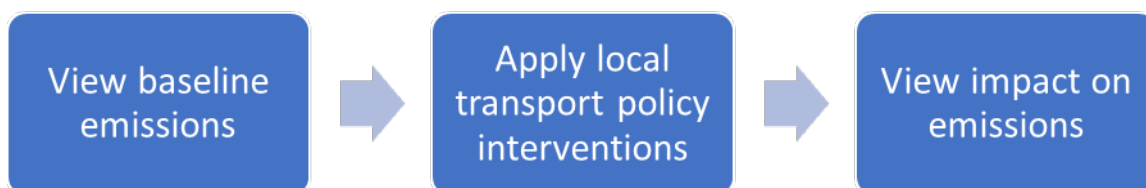


Figure 36. Process for quantifying the impact transport policies will have on carbon emission reduction

3.2. Context and background

- 3.3. To help meet the UK's legally binding commitments around carbon emission reduction, the 2008 Climate Change Act (amended in 2019) established the Committee on Climate Change (CCC). This expert, independent body advises the UK and devolved governments on meeting greenhouse gas (GHG) emission targets and reports to Parliament on the progress made in reducing them. While the end goal is to achieve Net Zero by 2050, the volume of emissions emitted between now and 2050 is just as important. The UK has agreed a set amount of carbon it can emit over this period, referred to as a carbon budget.

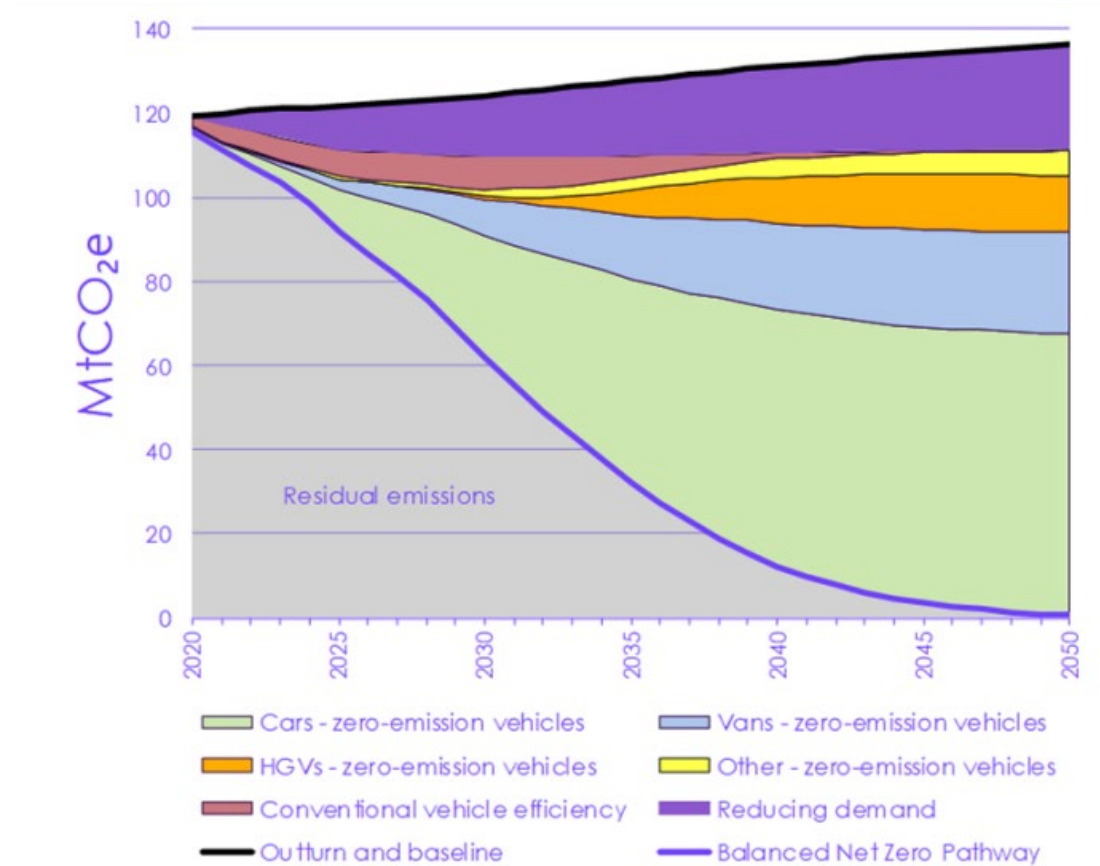
Greenhouse gases (GHGs) explained. GHG emissions refers to a group of gases, which includes carbon dioxide, methane, nitrous oxide and others. When present in our atmosphere these GHGs trap heat within it. In this document the term 'carbon emissions' is used to refer to all GHGs. Carbon dioxide is the most prevalent of the GHGs and GHG emissions are reported in units of carbon dioxide equivalent (**CO₂e**). This unit takes account of the different heating impacts of the various GHGs, methane for example traps 28 times more heat over a 20-year period than carbon, and reports them as an equivalent amount of carbon dioxide.

- 3.4. Since 2008 central government has been required to set carbon budgets for 5-year periods, twelve years in advance. The CCC assists in the budget setting process by producing a report with recommendations. We are now in the 4th carbon budget period, which covers 2023-2027 and allows 1,950MtCO₂e to be emitted within that period. The 5th and 6th carbon budgets have already been published to cover the period up to 2037. For context, in 2019, the total emissions from surface transport in the UK were 113MtCO₂e; 22% of the total annual UK GHG emissions.

3.5. The CCC has assessed how the UK can stay within its carbon budget and have produced a preferred 'balanced pathway' to Net Zero. They have also published a summary of what measures are required to reduce carbon emissions from the surface transport sector⁴⁶. There are three key actions:

- transitioning the UK fleet of vehicles so that they are zero emission
- reducing travel demand and shifting journeys onto lower carbon modes
- making fossil fuel-powered vehicles more fuel efficient

3.6. The chart below illustrates how these three actions will contribute to achieving the balanced pathway to reduce emissions at the national level. Up to 2025, the most significant emissions reductions will be made by reducing demand / achieving modal shift and improving conventional vehicle efficiency. As the proportion of zero-emission vehicles in the UK fleet grows, so does their contribution to reducing emissions. Zero-emission cars and vans will make the earliest and largest impact, with HGVs decarbonising from 2030 onwards.



Source: BEIS (2020) Provisional UK greenhouse gas emissions national statistics 2019; CCC analysis.

Figure 37. Surface Transport GHG emission reductions by area in the balanced pathway scenario. Chart reproduced from the CCC's Sixth Carbon Budget: Surface Transport.

⁴⁶ [The Sixth Carbon Budget, Surface Transport. CCC](#)

- 3.7. While carbon budgets at the national level are well established, they do not exist for individual local authority areas. Our City Transport Plan 2035 is the first LTP we have written that includes an estimate of local carbon emissions and an estimate of the impact our policies will have on reducing them. To do this, we have used a tool commissioned by England's sub-national transport bodies (STBs) specifically for this purpose: the Carbon Assessment Playbook (CAP), which was launched in September 2024.

3.8. Brighton & Hove Baseline Emissions

- 3.9. There are different ways of measuring GHG emissions. The CAP tool measures territorial emissions, those generated within the administrative boundary of the council. The territorial focus means that transport activity by residents of Brighton & Hove, which occurs outside the boundaries of the council, is excluded. The CAP tool limits the scope of emissions to only include those elements of the transport network that we have direct influence or control over; the road network. Emissions from the use of the rail lines within Brighton & Hove are outside of our influence. For the avoidance of doubt, emissions that are out of scope are listed in Table 6, along with the responsible body.

Excluded emissions	Reason	Responsible body
Travel by Brighton & Hove residents is outside of the council's administrative area.	Outside of the council territorial area and control.	DfT
From the manufacture of vehicles and fuel used within the council's administrative area.	Outside of the council territorial area and control.	No single organisation.
From the rail network within Brighton & Hove.	Outside of the council control	DfT
From the maintenance/repair of the local road network.	To be assessed in future Highway Asset Management Plan updates.	The council

Table 6. Out-of-scope Emissions, Corresponding Reasons and responsible bodies

- 3.10. Underpinning the data in the CAP tool are estimates produced by the Department for Energy Security and Net Zero (DESNZ) of CO₂ emissions attributable to the local road network for each local transport authority. This estimate is based on the observed mileage travelled, the fleet composition, and fuel consumption. A fuller explanation of the methodology is available in the relevant technical note⁴⁷. The baseline year used in the CAP tool is 2019 to avoid the disruption caused by the Covid-19 pandemic.
- 3.11. The CAP tool shows historic GHG emissions from vehicles using the council's road network, up to 2019. It also contains three future scenarios of what annual emissions up to 2050 could be. The main variable between the three scenarios is the rate at which EVs replace conventionally powered vehicles. The rate of uptake of EVs varies greatly across the UK, meaning that road-based emissions will fall much faster in

⁴⁷ [2005-2020 UK local and regional greenhouse gas emissions technical report](#)

some areas than others. Sales of EVs in the Brighton & Hove area tend to be around the national average⁴⁸.

- 3.12. In this document, we have chosen to use just one of these scenarios as our future baseline (known as localised ZEV uptake within the CAP) as it best reflects current national policies, such as the Zero Emission Vehicle (ZEV) mandate. As with any modelling of future events, the future baseline is not a prediction of what will happen, but rather a guide to what is probable.

The Zero Emission Vehicle mandate came into effect in January 2024. It requires car manufacturers to sell a minimum percentage of electric vehicles each year or face financial penalties. In 2024 22% of manufacturer's new car sales and 10% of their van sales had to be zero emission. This target rises each year so that by 2030 80% of new car sales and 70% of new van sales have to be zero emission. By 2035 100% of car and van sales need to be zero emission.

- 3.13. It should be noted that up until 2023, the uptake of EVs within Brighton & Hove was below the projections used in our future baseline scenario. Under the future baseline, 5% of the car and van fleet using our roads were projected to be zero-emission in 2023. However, only 2% of vehicles registered in Brighton & Hove in 2023 were zero-emission. With approximately 104,300 vehicles registered in Brighton & Hove, this means that there were around 3,100 fewer zero-emission vehicles registered than projected. We anticipate that the ZEV mandate will greatly increase the sales of zero-emission vehicles. Full year data on local vehicle registrations have yet to be released for 2024, but we will continue to monitor uptake data to ensure that our chosen future baseline is the most appropriate to use.
- 3.14. While the CAP includes future baseline scenarios that take into account the varying uptake of EVs in different areas, it does not include localised carbon pathways that do the same. Instead, it scales the CCC national balanced pathway for road-based emissions to each local area. This acts as an indicative trajectory of how quickly road-based emissions would need to fall if following the same pace as that of the national pathway. Some local authority areas could be expected to overperform against the national balanced pathway, while others underperform. Without localised carbon reduction pathways that coordinate the variable emissions reductions across regions, we do not have specific carbon emission reductions that we need to achieve.
- 3.15. Figure 38 below shows Brighton & Hove's historic GHG emissions up to 2019, our projected future baseline of emissions, and a locally scaled version of the CCC national balanced pathway, which acts as a rough guide of where emissions need to be. It illustrates that more than 400ktCO₂e of GHG emissions were produced by vehicles within Brighton & Hove in 2005. While there have been some fluctuations, the overall trend has been downward, reaching 329ktCO₂e in 2019.

⁴⁸ [DfT Vehicle licensing statistics](#)

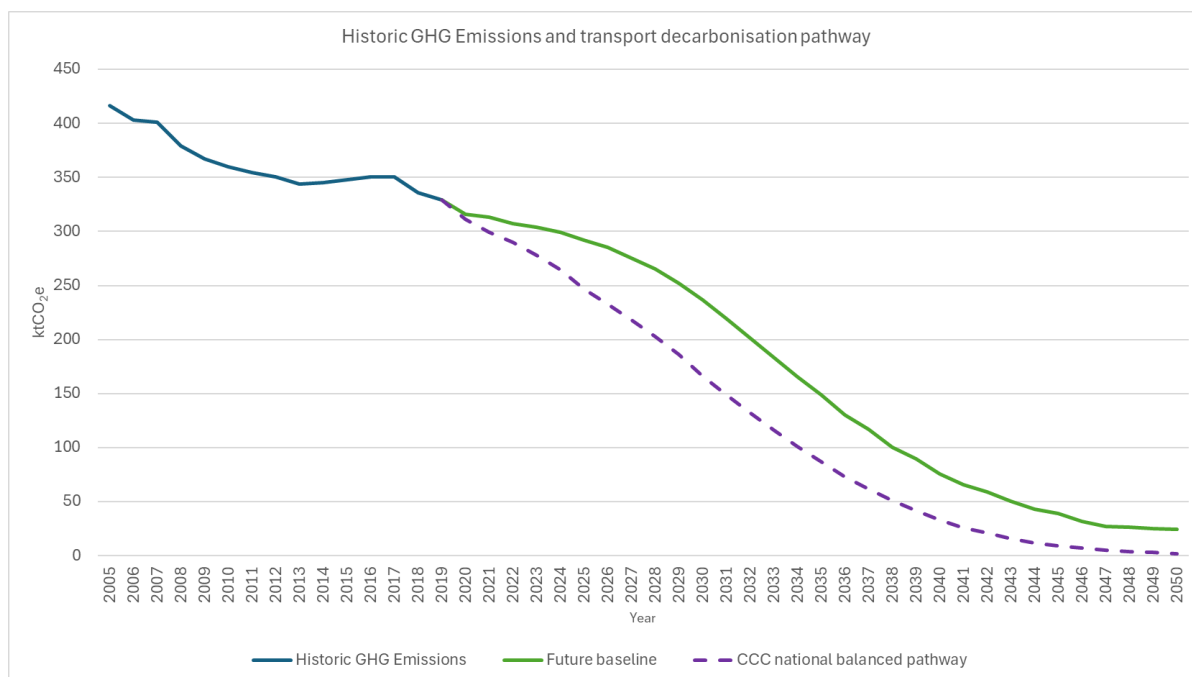


Figure 38. Past and projected emissions from vehicles using the road network within Brighton & Hove.

- 3.16. The future baseline scenario anticipates that carbon emissions will continue to decrease, but the reductions will not be enough to meet the locally scaled national balanced pathway to Net Zero. By 2035, emissions are projected to drop to 149ktCO₂e under the future baseline scenario. If local emissions within Brighton & Hove were to exactly mirror the rate of reduction required at the national level, then by 2035 local emissions would need to be 87ktCO₂e.
- 3.17. Figure 39 shows the cumulative carbon emissions over the period 2019 – 2050 under both the future baseline and locally scaled CCC national balanced pathway. Using the balanced pathway as a guide, Brighton & Hove's approximate carbon budget from road transport emissions would be around 3,978ktCO₂e. between 2019-2050. Under the future baseline scenario, we are projected to emit 5,300ktCO₂e, which is 1,322ktCO₂e more. To greatly reduce this gap, additional policy measures are needed at both the national and local levels.

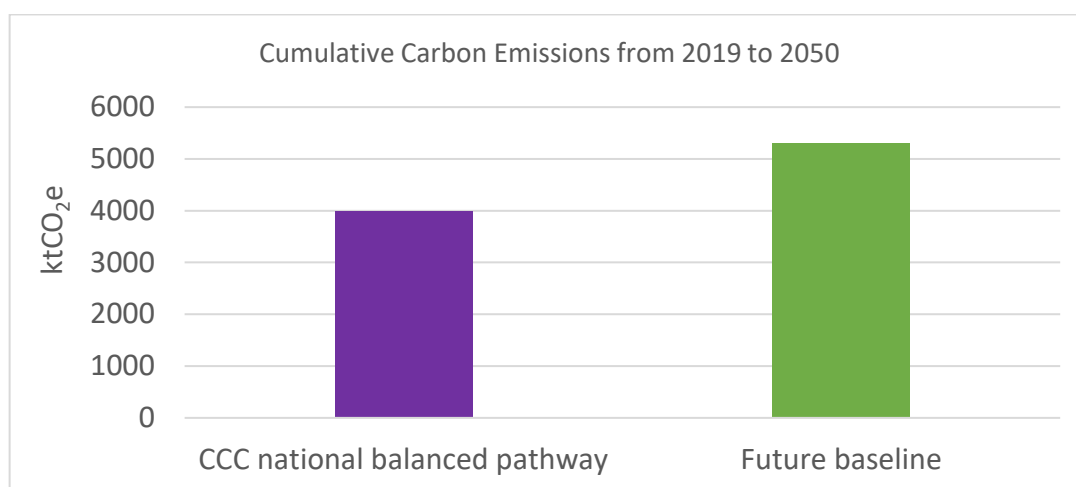


Figure 39. Cumulative carbon emissions from 2019 to 2050

3.18. Quantifying emissions reductions of local policy measures

- 3.19. This section presents our assessment of the impact that policies contained in Our City Transport Plan 2035 will have on reducing emissions. As noted in paragraph 3.5 the CCC has set out three key actions required to reduce carbon emissions from the surface transport sector. Firstly, transitioning the UK fleet of vehicles so that they are zero emissions. Secondly, reducing travel demand and shifting journeys onto lower-carbon modes. And thirdly, making fossil fuel-powered vehicles more fuel efficient.
- 3.20. National policies, such as the ZEV mandate, will be instrumental in delivering these three measures, but local policies also have a role to play. The council can support people switching to zero-emission vehicles by providing access to electric vehicle charging infrastructure. This is essential for those who do not have access to off-street parking and who will rely on public chargers to refuel. For larger vehicles, like buses and trucks, it is unclear if the route to Net Zero will be electrification or an alternative, like hydrogen. However, for cars and vans, electrification is the most likely route, with many EV models already available. The council's Electric Vehicle Charging Plan sets out the details of how we will provide charging infrastructure.
- 3.21. Reducing travel demand can be achieved through measures such as increased homeworking. Through management of the roads under our control, the council can also influence people's travel choices and make choosing low-carbon modes, such as public transport, walking, and cycling, easier. The CCC has concluded that these measures are necessary to achieve Net Zero⁴⁶ and stay within the national carbon budget. Improving walking and cycling infrastructure, along with bus priority measures, are proven ways for transport authorities to enable more people to use these modes.
- 3.22. The third key action, making fossil fuel-powered vehicles more efficient, is a measure that will largely be driven by central government regulation and industry. Over the past two decades, vehicle fuel efficiency has improved, but since 2017, average vehicle emissions have increased. The CCC attributes this to the increase in purchases of larger vehicles, such as SUVs⁴⁹. Through our parking policies, it is possible that the council could incentivise the purchase of smaller, lighter vehicles.
- 3.23. The CAP includes a Policy Builder tool that contains 29 different types of transport interventions. In the tool, the city is split into 33 zones, known as medium level super output areas (MSOA), as shown in Figure 45. The areas are categorised into inner urban and city suburban based on the typical transport usage profile of households within the MSA.

⁴⁹ [Sector Summary: Surface Transport, page 62](#)

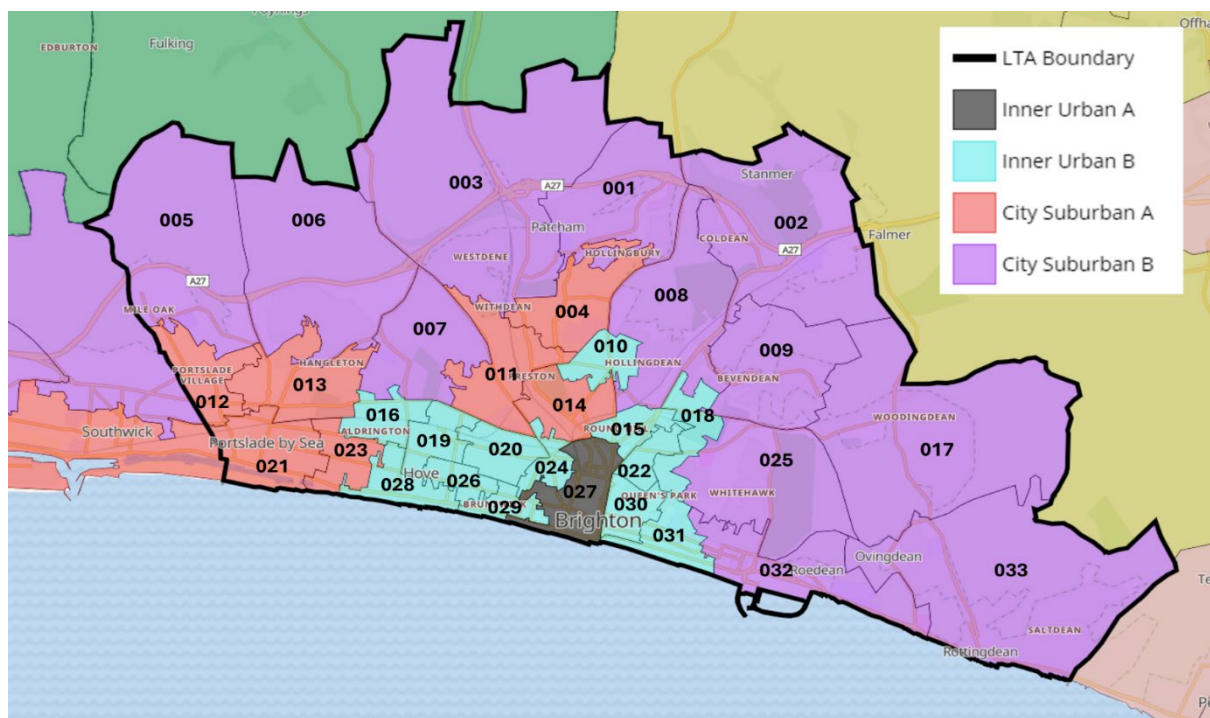


Figure 40. MSOA-sized Zones within the council

- 3.24. In the Policy Builder tool, we can build up a package of interventions. For each intervention, we can choose where (geographical scope), when (build profile) and at what intensity the different interventions would be implemented up until 2050. The tool then estimates what the cumulative impact of the chosen policy measures will be.
- 3.25. The 29 interventions are shown in Table 7 below. One limitation of the Policy Builder tool is that the list of policy measures is not exhaustive. For example, there are no measures that will impact van freight emissions, such as freight consolidation centres.

Category	Intervention
Active travel	Improved pedestrian infrastructure
Active travel	Improved cycling infrastructure
Active travel	(e-)Mobility hire schemes
Behavioural change	Area-wide travel planning/mobility management
Behavioural change	EV car clubs
Behavioural change	Incentive-based apps
Behavioural change	Campaigns for a switch to LEV fleets
Behavioural change	Business Travel Plans
Behavioural change	Support for car sharing
Behavioural change	School Travel Plans
Integrated planning policy	20-Minute neighbourhoods
Integrated planning policy	High-density developments
Low-emission vehicles	Low-emission public transport fleets

Low-emission vehicles	EV Charging infrastructure
Low-emission vehicles	Support EV uptake in corporate fleets
Parking, charging & traffic management	Road user charging/tolls
Parking, charging & traffic management	Off-street parking measures
Parking, charging & traffic management	On-street parking measures
Parking, charging & traffic management	Workplace parking levy
Parking, charging & traffic management	Low Traffic Neighbourhoods (LTNs)
Parking, charging & traffic management	Cordon-based charges and restrictions
Public transport	Bus priority measures
Public transport	Improved bus/LRT frequency
Public transport	Mobility hubs
Public transport	Reduced public transport fares
Public transport	Demand-responsive transport (DRT)
Public transport	Extended public transport network
Public transport	New rail stations/line opening
Technology	Integrated ticketing, information & Mobility as a Service

Table 7. The 29 interventions in the CAP Policy Builder tool

3.26. We created three packages of interventions in the Policy Builder tool to represent different scenarios. These are listed in Table 8. The Business-as-Usual scenario (BaU) is based on existing commitments that have been made, excluding any new proposals in Our City Transport Plan 2035. In contrast, the Do Max scenario attempts to understand what impact local policies would have if we committed to doing everything possible to reduce carbon emissions. It is intended to illustrate what the limit is to what we can achieve locally. The Our City Transport Plan 2035 scenario is based on the policies contained in the proposed plan.

Scenarios	Assumptions	Number of interventions applied
Business as Usual (BAU)	Current levels of funding and a similar level of intervention in the recent past	15
Our City Transport Plan 2035	Some increased funding and a greater level of intervention	27
Do Max	Generous resources and GHG reduction are the overriding priority	28

Table 8. The council Transport Policy Scenarios and Assumptions

3.27. Each scenario is underpinned by a set of assumptions about which interventions will be implemented, where, how intensely, and over what time period. Table 9 shows a worked example for the intervention road user charging/tolls to demonstrate our approach.

Scenarios	Assumption	Geographical Scope	Build Profile	Intensity
BAU	No road user charging is introduced.	NA	NA	NA
Our City Transport Plan 2035	The UK govt. introduces a road user charging scheme to replace other road taxes /fuel duty.	Whole city	2040-2042	100
Do Max	The UK govt. introduces a road user charging scheme to replace other road taxes /fuel duty.	Whole city	2030-2032	100

Table 9. Assumptions used for intervention on road user charging/tolls.

- 3.28. In the BAU scenario, we assume that there is no introduction of road user charging. In the Our City Transport Plan 2035 and Do Max scenarios, we make the assumption that road user charging would only work as a nationwide scheme that replaces existing taxes on vehicles such as fuel duty. In the Do Max scenario, we assume that the date of implementation is at the earliest feasible date, 2030-2032. In the Our City Transport 2035 scenario, we assume that charges are introduced in 2040-42.
- 3.29. This worked example illustrates how the Policy Builder tool necessitates us to make assumptions about possible future scenarios. Assumptions used for specific interventions in the Our City Transport Plan 2035 scenario should not be interpreted as policy commitments. They only represent one possible way that policies could be implemented.
- 3.30. In the case of a national road user charging scheme, it is not something that the council has the power to implement. Our assumptions regarding road user charging are based on it being a possible future measure and that if it were implemented, it would make sense to do so at the national level rather than individual cities or regions bringing forward their own.
- 3.31. Because the list of policy interventions in the Policy Builder tool is not exhaustive, the CAP includes a function that allows us to address this by applying estimates of what impact policies may have on areas that are not covered in the tool. These are referred to in the CAP as emission levers.
- 3.32. We have applied 3 emission levers in the dashboard:
- urban freight solutions – modifying HGV and LGV movements within the urban area
 - HGV fuel composition – assessing the impact of accelerating reduction in internal combustion engine-powered HGVs
 - car speed on the Strategic Road Network – considering the effect of a reduction in car speed across all types of vehicles
- 3.33. In the CAP tool, freight vehicles are projected to account for 34.34% of road user emissions by 2050. This represents a significant opportunity for emission reduction that could be addressed. By applying the above emission levers, freight vehicles' emissions are projected to decrease from 46.57ktCO₂e to 3.48ktCO₂e, with their share of overall emissions falling from 34.34% to 19.80%.

- 3.34. Figures 41 and 42 show the outputs of the modelling exercise using the Policy Builder tool. The graph in Figure 41 shows the annual reduction in carbon emissions under the modelled scenario and Figure 42 shows the cumulative carbon emissions from 2019 to 2050 under each scenario, compared with the CCC national balanced pathway scaled to local emissions.
- 3.35. Under the future baseline scenario emissions from use of roads within Brighton & Hove are projected to be 5,300 ktCO₂e between 2019 - 2050. Under the locally scaled CCC balanced pathway Brighton & Hove's carbon budget for the same period is 3,978 ktCO₂e, a difference of 1,322 ktCO₂e.
- 3.36. It is clear that all three policy scenarios we have modelled, even the BaU scenario which would be a continuation of our existing policies, will have a significant impact on carbon emissions. However, even the do maximum scenario where emissions are projected to be 4,557 ktCO₂e, will not meet those of the locally scaled CCC balanced pathway.

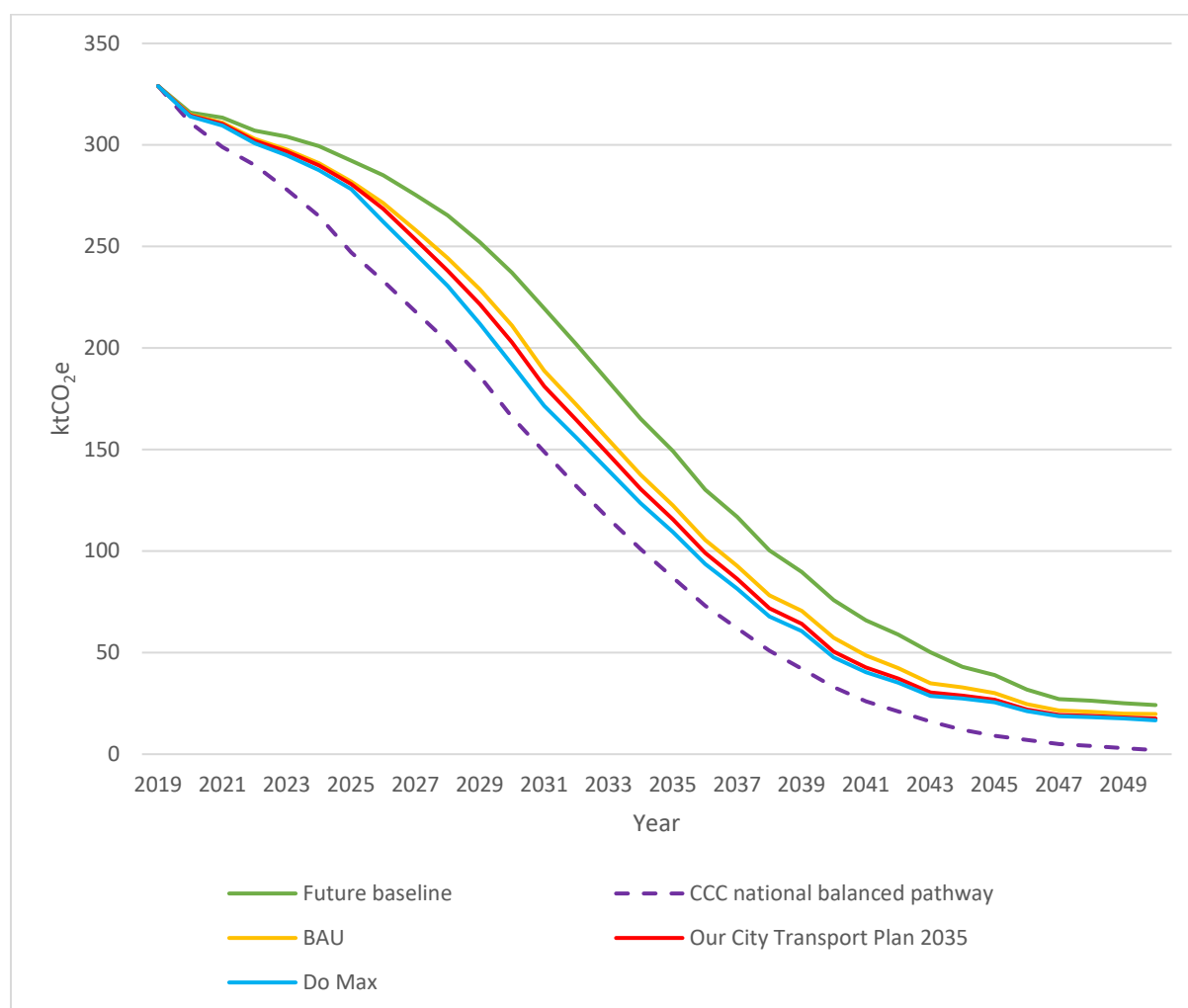


Figure 41. Estimated carbon emission reductions under three future policy scenarios

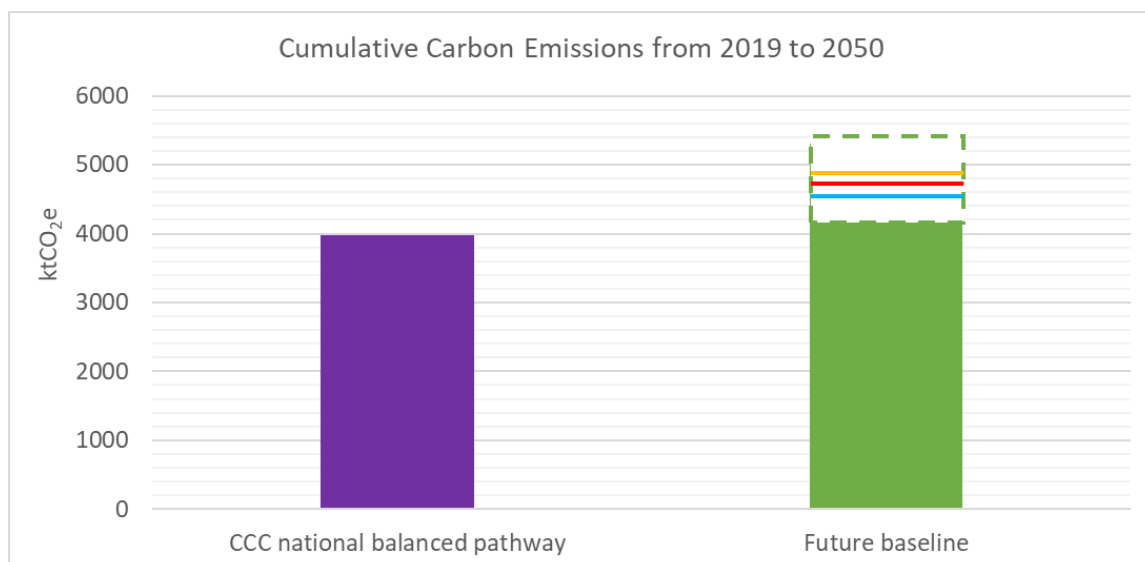


Figure 42. Cumulative carbon emissions from 2019 to 2050

- 3.37. What this finding means will depend on what other local authorities' findings are. It may be that some are going beyond the locally scaled CCC balanced pathway, to counteract those areas not reaching it. However, if the majority of local authorities are in the same position as us then a discussion with central government will need to take place to understand what additional actions are required and how they will be implemented.

4. Part 4: Policy Alignment Review

4.1. Table 10 lists relevant policies and guidance that has been considered in the creation of Our City Transport Plan 2035.

Publishing body, date: policy	Scope	Alignment
DfT, Integrated National Transport Strategy	National	N/A - Currently being formulated after a call for ideas.
DfT, 2017: Investment Strategy	National	There is good alignment between Our City Transport Plan the Objectives of the DfT Investment Strategy and Our vision, explicitly aligns with the four objectives of the Investment Strategy particularly the objective of creating a more reliable, less congested and better-connected transport network and ultimately making Brighton & Hove a more attractive place for business, trade and invest.
DfT, 2017: Cycling & Walking Investment Strategy	National	There is excellent alignment between these objectives and those in Our City Transport Plan 2035. Similar to the objectives outlined in the Cycling and Walking Investment Strategy, our focus is on creating well-maintained streets and pavements, expanding active travel choices, and delivering a safe, inclusive, and integrated transport system. These efforts aim to encourage more residents to adopt active travel modes and reduce the number of KSI cyclists and pedestrians.
DfT, 2021: Transport Decarbonisation Plan	National	There is good alignment with the Transport Decarbonisation Plan and Our City Transport Plan has been completed using the Carbon Assessment Playbook tool to quantify the impact of our policies.
DfT, 2018: Inclusive Transport Strategy	National	There is excellent alignment between our policies and the Inclusive Transport Strategy. Our approach includes improving pavement and road design for better accessibility, enhancing bus and taxi services, and addressing transport-related social exclusion. We aim to work collaboratively with Brighton & Hove Buses to provide more accessible services with key destinations across the city.
DfT, 2019: Future of Mobility: Urban Strategy	National	We aim to leverage technology to improve travel management and reduce congestion through enhanced data collection and enforcement. Recognising electric and hydrogen power as key solutions for decarbonisation, we also see the potential of innovative mobility hubs in creating a more integrated transport network. The council remains adaptable to future advancements in technology and shifts in consumer adoption.
DfT, 2020: Gear Change – a bold vision for cycling and walking	National	The document highlights the benefits of cycling and walking in relation to health, wellbeing, congestion, environmental and air quality, economy. By providing a better-connected transport network with well-maintained streets, pavements, and cycling

		infrastructure and by encouraging residents to shift to active travel, we can improve public health and wellbeing, enhance air quality, reduce road congestion, and boost shopping footfall.
DfT, 2021: Bus Back Better	National	The strategy focuses on making buses more frequent, faster, reliable, cheaper, and comprehensive. Our vision aligns excellently with this by enhancing bus reliability and speed through dedicated bus priority corridors, improving connections to the suburbs and beyond, and providing better bus service information.
DfT, 2022: Future of Freight Plan	National	While not all of the actions of the Freight plan are for local authorities to deliver there is good alignment in the area of Net Zero and decarbonising transport.
DfT, 2022: UK Electric Vehicle Infrastructure Strategy	National	There is excellent alignment between our plan and this strategy with a strong focus on the challenge of supporting householders without off street parking to be able to switch to EVs.
DfT, 2023: The Plan for Drivers	National	We share the goal of providing smoother journeys and supporting the transition to zero-emission driving. Our 'seek and fix' programme helps identify and repair defective carriageways efficiently.
DfT, 2024: National Networks National Policy Statement	National	The statement focuses on maintaining network performance, meeting customer needs, supporting economic growth, ensuring resilience in networks, advancing net-zero priorities, and enhancing safety. Our key objectives align with these aims by reducing road congestion, maintaining streets and pavements, supporting the transition to low and zero-emission vehicles, and leveraging technology for more effective road management.
DfT, 2024: National Bus Strategy: 2024 Bus Service Improvement Plans	National	The strategy focuses on making buses more frequent, faster, reliable, cheaper, and comprehensive. Our vision aligns with this by enhancing bus reliability and speed through dedicated bus priority corridors, improving connections to the suburbs and beyond, and providing better bus service information.
HM Treasury, 2020: The National Infrastructure Strategy	National	The strategy aims to decarbonise the economy and adapt to climate change by electrification of vehicles and advancing newer technologies such as carbon capture and low-carbon hydrogen. We also focus on facilitating the transition to low and zero-emission vehicles and recognising electric and hydrogen power as a viable solution.
Defra, 2019: Clean Air Strategy	National	The strategy prioritises protecting public health by reducing emissions, including those from transport. We aim to support the transition to low and zero-emission vehicles and recognise electric and hydrogen power as a viable solution.
Department for Levelling Up, Housing and Communities, 2022: Levelling Up the United Kingdom	National	Levelling Up aims to provide everyone with the opportunity to thrive by improving transport, digital connectivity, health, wellbeing, and so on. One of its key missions is to enhance transport networks in all major urban centres and improve local public

		transport connectivity across the country, closer to London's standards. Our vision aligns with this striving for a better-connected city that enhances quality of life in a healthy, inclusive, and sustainable city.
DfDCMS, 2022: Digital Strategy	National	It aims to drive economic growth and innovation by enhancing digital infrastructure, supporting tech businesses, improving digital skills, and strengthening cybersecurity. While not directly related to transport, advancements in digital technology may reduce the need to travel by enabling more remote work. The City Plan outlines how we support the supply and maintenance of efficient digital and telecommunication infrastructure across the city.
Department for Energy Security and Net Zero, 2023: Carbon Budget Delivery Plan	National	This plan outlines how the government aims to meet its legally binding carbon budgets and progress toward net zero by 2050. It includes policies to accelerate the transition to clean energy, support low-carbon transport, and more. As part of the national effort, we have adopted the newly launched Carbon Assessment Playbook to evaluate the carbon impact of various interventions, helping to guide decision-making toward lower emissions.
Department for Culture, Media and Sport, 2023: Get Active: A Strategy for sport and Physical Activity	National	This strategy sets out how the government's commitment is to ensuring everyone has the opportunity to be active. Aligning with this goal, we focus on providing safe and inclusive active travel choices to encourage more people to incorporate physical activity into their daily journeys.
Ministry of Housing, 2025: National Policy Framework	National	It provides a framework for locally prepared plans that can provide for housing and other development sustainably. Our City Transport Plan 2035, alongside the City Plan, sets out a vision and strategic approach for delivering sustainable transport and development in the city.
Defra, 2023: The Air Quality Strategy for England	England	It defines local authorities' powers, responsibilities, and actions to improve air quality for communities. Our focus on reducing road congestion, promoting low and zero-emission vehicles, increasing public transport use, and encouraging active travel aligns with these goals to create cleaner air in the city.
Public Health England, 2020: PHE Strategy	England	The strategy aims to enhance safety, prevent poor health, reduce health inequalities, and support a strong economy. Encouraging people to incorporate physical activity into their daily travel can improve overall health and wellbeing.
TfSE, 2020: Transport Strategy	Regional	This strategy has been referred to throughout the document and schemes in it included within this Plan.
TfSE, 2023: Strategic Investment Plan	Regional	It outlines the region's priorities for transport infrastructure and investment to support sustainable economic growth. Some of the proposed schemes in this plan will

		enhance the connectivity of the city to other areas, improving access to key destinations and supporting regional development.
TfSE, 2018: Economic Connectivity Review	Regional	It emphasises the importance of improving transport links to boost economic performance and ensure greater resilience in the region. We share this goal of improving our transport and travel network to ensure people can move around safely, sustainably, and easily.
Brighton & Hove City Council, 2023: The Council Plan	Local	Our vision is for Brighton & Hove to be a city to be proud of, a healthy, fair, and inclusive city where everyone thrives. Our City Transport Plan 2035 was developed to help achieve this vision by shaping a sustainable and accessible transport future.
Brighton & Hove City Council, 2023: The City Plan part 1 & part 2	Local	They are development plans for the city and a key plan to deliver the transport goals in our City Transport Plan 2035.
Brighton & Hove City Council, 2018: Economic Plan 2024-2027	Local	It outlines a strategic pathway towards a more competitive, productive, fairer and greener economy. Our City Transport Plan 2035 supports delivery of this vision by reducing congestion on our roads and aiming to create a more sustainable, inclusive and accessible transport network.
Brighton & Hove City Council, 2019: Joint Health & Wellbeing Strategy	Local	This strategy envisions that everyone in the city will have the best opportunity to live a healthy, happy and fulfilling life. Our City Transport Plan 2035 supports this by encouraging active travel, helping people stay more active and healthier.
Brighton & Hove City Council 2024-2034: Sport and Physical Activity Strategy	Local	This strategy envisions a more active, healthier city. Our City Transport Plan 2035 supports this goal by enhancing pavements and cycling facilities and delivering new walking and cycling infrastructure to encourage active travel.
Brighton & Hove City Council, 2023: Accessible City Strategy	Local	The council envisions a welcoming, inclusive and accessible city, striving to go beyond legal minimum when providing barrier-free services. Our City Transport Plan 2035 aligns with this vision, aiming to create a truly inclusive transport system.
Brighton & Hove City Council, Air Quality Action Plan 2022-27	Local	Our plan is strongly focused on improving air quality and reducing carbon emissions with the objective of facilitating the uptake of low and zero emission vehicles.
Brighton & Hove City Council, 2030 Carbon Neutral Programme	Local	Our plan is strongly focused on improving air quality and reducing carbon emissions with the objective of facilitating the uptake of low and zero emission vehicles.

Table 10. Relevant Policies and Guidance considered in Our City Transport Plan

5. Part 5: Challenges and Summary

- 5.1. While there are a variety of transport challenges facing the city this evidence base has been used to identify the priorities that will be addressed in Our City Transport Plan 2035.

Challenge 1: Enabling more people to live safer, healthier and more active lives

- 5.2. Each year over the past decade the number of people killed and seriously injured on our roads has not reduced and remains around 150 per year. Vulnerable road users, those walking, wheeling and cycling, are at most risk. This is unacceptably high. We believe this number can and should be reduced.
- 5.3. Related to improving safety is encouraging more people to live active lives because of the health benefits this will bring. The council's Sport and Physical Activity Strategy sets out the evidence on the levels of inactivity in the city. For example, less than 50% of children under 16 in the city meet recommended activity guidelines each day. It also sets the objective of creating active environments, which this objective in Our City Transport plan 2035 supports.

Challenge 2: Improving the flow of traffic on our roads

- 5.4. Figure 13 illustrates that the average delay on local A Roads within Brighton & Hove is among the worst in the country. This is an important challenge to prioritise and tackle because reducing congestion and improving the speed of journeys within the city underpins the economic growth of the city and peoples experience of whether this is a good place to live and visit.

Challenge 3: Supporting the transition to low and zero emission vehicles

- 5.5. This challenge focuses on a specific measure that will be highly effective in both improving air quality and reducing carbon emissions. The council's Air Quality Action Plan 2022-27 sets out what the health impacts of air pollution are and why it needs to be addressed. The threat of climate change and need to kerb GHG emissions is also set out elsewhere, such as the DfT's Transport Decarbonisation Plan.
- 5.6. It is in the Transport Decarbonisation Plan that central government has identified the role local authorities have to play in facilitating the shift to electric vehicles, particularly for households that lack access to off-street parking.

Challenge 4: Creating a transport network that is more inclusive

- 5.7. The Council Plan and Accessibility Strategy set out the council's aim to ensure that the city is an inclusive place for all. The evidence presented here is clear that accessing key services is more difficult for those who are less well-off and live in more suburban parts of the city. The evidence is also clear that disabled people make fewer trips and find it harder to access transport. Making a more inclusive transport network has therefore been identified as a challenge that is a priority.

Challenge 5: Maintaining our roads and managing them as efficiently as possible

- 5.8. Surveys we have commissioned into the condition of our footways and roads shows clearly that the funding which has been allocated to their upkeep over the past 10 years has been inadequate to maintain them. If this continues the state of our streets will continue to worsen. It is basic and fundamental to the good functioning of the city that our streets are kept in a good condition, but securing the finance to do this will be a challenge.

6. Glossary

AQMA – Air Quality Management Areas

Brighton & Hove City Council – The council

BSIP – Bus Service Improvement Plan. A plan setting out improvements up to 2025 and backed by over 27m of central government funding.

CAP – Carbon Assessment Playbook

CCC – Committee on Climate Change. An independent, statutory body established by the Climate Change Act 2008. Its purpose is to advise central government on emissions targets and to report to Parliament on progress made in reducing greenhouse gas emissions and preparing for and adapting to the impacts of climate change.

DESNZ – Department for Energy Security and Net Zero

GHG – Greenhouse Gases

HGV – Heavy Goods Vehicle

KSI – Killed or seriously injured

ktCO₂e – Kilotons of carbon dioxide equivalent. A standardised measure of greenhouse gases, which includes carbon dioxide, methane, nitrous oxide and so on, and expresses the impact they have as an equivalent amount of carbon dioxide.

LGV – Light Goods Vehicle

LCWIP – Local Cycling and Walking Infrastructure Plan

LTP – Local Transport Plan

MRN – Major Road Network

MtCO₂e – Million tons of carbon dioxide equivalent. A standardised measure of greenhouse gases, which includes carbon dioxide, methane, nitrous oxide and so on, and expresses the impact they have as an equivalent amount of carbon dioxide.

NHT – National Highways and Transport. An organisation which runs a public satisfaction survey. In 2023 111 local authorities participated. In this report tables show the council's score along with a colour indicating how well we performed against other local authorities.

Colour indicating the council's performance is in the top 25% or quartile
Colour indicating the council's performance is in the second quartile and above average
Colour indicating the council's performance is in the third quartile and below average
Colour indicating the council's performance is in the bottom 25% or quartile

NO₂ – Nitrogen Dioxide

NSL – National Speed Limit

NTS – National Travel Survey. Annual survey of approximately 16,000 individuals in 7,000 English households.

PM – Particulate Matter

SRN – Strategic Road Network

STB – Sub-regional transport bodies

TfSE –Transport for the South-East

TTWA – Travel To Work Areas

ULEZ – Ultra-low Emission Zone

ZEV – Zero Emission Vehicle

General Equality Impact Assessment (EIA) – LTP5

This version of the EIA is a draft for public consultation. A final iteration will be created using feedback from the public consultation.

1. Assessment details

Throughout this form, 'activity' is used to refer to many different types of proposals being assessed.

Name of activity or proposal being assessed:	Writing Our City Transport Plan 2035, the council's fifth Local Transport Plan (LTP5)
Directorate:	City Operations
Service:	Transport Projects & Engineering
Team:	Transport Policy & Strategy
Is this a new or existing activity?	There is existing transport policy, Local Transport Plan 4, but the writing of LTP5 will be new activity.
Are there related EIAs that could help inform this EIA? Yes or No (If Yes, please use this to inform this assessment)	Yes. The EIA completed for the Local Cycling & Walking Infrastructure Plan.

2. Contributors to the assessment (Name and Job title)

Responsible Lead Officer:	Kieran Taylor, Principal Transport Planner
Accountable Manager:	Laura Wells, Transport Policy Manager
Additional stakeholders collaborating or contributing to this assessment:	During the public consultation a 'get involved group' will be facilitated by Possibility People to discuss the draft LTP5. People with lived experience of disability, long-term health conditions, mental health challenges, and neurodivergence will give meaningful feedback to shape our plans.

3. About the activity

Briefly describe the purpose of the activity being assessed:

To produce a new Transport Policy, which is a statutory duty, and assists the council in securing central government funds and grants.

Our City Transport Plan will set out the long-term strategy for the management, maintenance and improvement of the city's transport network, and a short-term implementation plan. It identifies the priorities and projects required to help people move around the city more safely, sustainably and easily.

What are the desired outcomes of the activity?

There are two desired outcomes. Firstly, the drafting and adoption of a new LTP – the city's overarching transport policy. Secondly, that the process of drafting LTP5 involves stakeholders and that the end product has been co-produced.

Which key groups of people do you think are likely to be affected by the activity?

All residents, visitors and workers will be affected to some degree, by the transport policy that the city adopts. In terms of those with protected characteristics most impacted by changes to our streets / transport network they are:

- Disabled people, because the policy concerns the layout of our streets and public realm.
- Elderly people (often because of age-related disabilities).
- Young people, who have the greatest vested interests in the policy achieving the required greenhouse gas emission reductions and whose access to education is shaped by transport access.

Beyond those with protected characteristics defined in law other groups affected will be:

- Those on low incomes (Socio-economic disadvantage), particularly those living in outer areas of the city.

4. Consultation and engagement

What consultations or engagement activities have already happened that you can use to inform this assessment?

- *For example, relevant stakeholders, groups, people from within the council and externally consulted and engaged on this assessment. **If no consultation** has been done or it is not enough or in process – state this and describe your plans to address any gaps.*

A Direction of Travel document for developing LTP5 has already had a thorough public consultation. This was focused on setting out the challenges the city faces and to develop a vision for LTP5. The results of the public consultation were reported to the Environment, Transport & Sustainability Committee in March 2022.

The public consultation received 167 responses from disabled people, which was 22% of the total responses. Those with disabilities which affected them a lot reported greater concern, than those without disabilities, with journey times of general traffic in the city and their personal safety.

5. Current data and impact monitoring

Do you currently collect and analyse the following data to enable monitoring of the impact of this activity? Consider all possible intersections. (State Yes, No, Not Applicable as appropriate)

In addition to the population data, provided on the council's intranet to facilitate production of EIAs we have also collected relevant data to form part of the evidence base for LTP5. This evidence base draws on national, regional and local data. There is often data relating to those with protected characteristics but of the additional groups there is only socio-economic data to draw on. Data specifically on how the transport system in Brighton & Hove serves other groups, such as the homeless or armed forces personnel, is not available.

Age	YES
Disability and inclusive adjustments, coverage under equality act and not	YES

Ethnicity, 'Race', ethnic heritage (including Gypsy, Roma, Travellers)	YES
Religion, Belief, Spirituality, Faith, or Atheism	YES
Gender Identity and Sex (including non-binary and Intersex people)	YES
Gender Reassignment	YES
Sexual Orientation	YES
Marriage and Civil Partnership	YES
Pregnant people, Maternity, Paternity, Adoption, Menopause, (In)fertility (across the gender spectrum)	YES
Armed Forces Personnel, their families, and Veterans	NO
Expatriates, Migrants, Asylum Seekers, and Refugees	NO
Carers	NO
Looked after children, Care Leavers, Care and fostering experienced people	NO
Domestic and/or Sexual Abuse and Violence Survivors, and people in vulnerable situations (All aspects and intersections)	NO
Socio-economic Disadvantage	YES
Homelessness and associated risk and vulnerability	NO
Human Rights	NO
Another relevant group (please specify here and add additional rows as needed)	N/A

Additional relevant groups that may be widely disadvantaged and have intersecting experiences that create exclusion and systemic barriers may include:

- Ex-offenders and people with unrelated convictions*
- Lone parents*
- People experiencing homelessness*
- People facing literacy and numeracy barriers*
- People on a low income and people living in the most deprived areas*
- People who have experienced female genital mutilation (FGM)*
- People who have experienced human trafficking or modern slavery*
- People with experience of or living with addiction and/ or a substance use disorder (SUD)*
- Sex workers*

If you answered "NO" to any of the above, how will you gather this data to enable improved monitoring of impact for this activity?

There are 7 additional groups listed above where we did not collect data in the consultation on the LTP5 direction of travel document.

We will be seeking stakeholder feedback through will be an online survey, using the council's corporate platform, Your Voice. Due to the need to balance data collection with creating a survey that is not too lengthy and discourages people to complete it we have limited equality questions to focus on groups with protected characteristics likely to be impacted by LTP5.

What are the arrangements you and your service have for monitoring, and reviewing the impact of this activity?

LTP5 contains 18 key performance indicators (KPIs) related to the 6 objectives of the plan:

- Increase public transport use
- Enable the uptake and use of low and zero emission vehicles
- Deliver a safe, inclusive and integrated transport system
- Create well maintained streets and pavements
- Provide active travel choices for all and excellent public spaces
- Promote and use technology to reduce and manage travel.

Two of these KPIs assess the inclusivity of our transport system using data from the National Highway and Transport (NHT) Public Satisfaction Survey. The NHT surveys households across the country and provides results for participating local authorities. Our two KPIs will monitor the satisfaction with drop kerb crossing points and how easy buses are to get on and off. While these questions are answered by all users it will give us an indication into the quality of provision for disabled people.

The NHT survey also disaggregates responses from disabled people (1 in 5 people in Brighton & Hove) on a question about the general 'ease of access'. This allows us to monitor disabled people's satisfaction with the ease of access in the city. In the 2024 survey Brighton & Hove scored 62% from disabled people, which matches the national average but is well below 73% score the city gets from all users.

6. Impacts

Advisory Note:

- **Impact:**
 - Assessing disproportionate impact means understanding potential negative impact (that may cause direct or indirect discrimination) and then assessing the relevance (that is: the potential effect of your activity on people with protected characteristics) and proportionality (that is: how strong the effect is).
 - These impacts should be identified in the EIA and then re-visited regularly as you review the EIA every 12 to 18 months as applicable to the duration of your activity.
- **SMART Actions mean:** Actions that are (SMART = Specific, Measurable, Achievable, Realistic, T = Time-bound)
- **Cumulative Assessment:** If there is impact on all groups equally, complete **only** the cumulative assessment section.
- **Data analysis and Insights:**
 - In each protected characteristic or group, in answer to the question 'If "YES", what are the positive and negative disproportionate impacts?', describe what you have

learnt from your data analysis about disproportionate impacts, stating relevant insights and data sources.

- Find and use contextual and wide ranges of data analysis (including community feedback) to describe what the disproportionate positive and negative impacts are on different, and intersecting populations impacted by your activity, especially considering for [Health inequalities](#), review guidance and inter-related impacts, and the impact of various identities.
- For example: If you are doing road works or closures in a particular street or ward – look at a variety of data and do so from various protected characteristic lenses. Understand and analyse what that means for your project and its impact on different types of people, residents, family types and so on. State your understanding of impact in both effect of impact and strength of that effect on those impacted.

• **Data Sources:**

- **Consider a wide range (including but not limited to):**

- [Census](#) and [local intelligence data](#)
- Service specific data
- Community consultations
- Insights from customer feedback including complaints and survey results
- Lived experiences and qualitative data
- [Joint Strategic Needs Assessment \(JSNA\) data](#)
- [Health Inequalities data](#)
- Good practice research
- National data and reports relevant to the service
- Workforce, leaver, and recruitment data, surveys, insights
- Feedback from internal 'staff as residents' consultations
- Insights, gaps, and data analyses on intersectionality, accessibility, sustainability requirements, and impacts.
- Insights, gaps, and data analyses on 'who' the most intersectionally marginalised and excluded under-represented people and communities are in the context of this EIA.

- Learn more about the [Equality Act 2010](#) and about our [Public Sector Equality Duty](#).

6.1 Age

Does your analysis indicate a disproportionate impact relating to any particular Age group? For example: those under 16, young adults, with other intersections.	YES / NO
---	----------

If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

Our transport policy will have a disproportionate impact on older and younger people. The outsize impact on older people stems from the high incidence of age-related disability¹

The outsize impact on the young stems from the fact that the surface transport sector contributes 22% of the UK's total emissions² and that decarbonising this sector will be essential to mitigating the worst impacts of climate change. Children, particularly secondary school students, are also more dependent on public transport for travelling independently, such as journeys to school.

One of the objectives of LTP5 is to 'deliver a safe, inclusive and integrated transport system'. This should result in positive impacts for both older and younger people. For example funding for our Bus Service Improvement Plan can be used to continue funding subsidised fares for young people.

During the consultation on the draft LTP5 we will seek to ensure inclusive and accessible engagement with both old and young people. groups.

6.2 Disability:

Does your analysis indicate a disproportionate impact relating to [Disability](#), considering our [anticipatory duty](#)?

YES / NO

If "YES", what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

Disability is a key characteristic for explaining individual travel behaviour. It is well-established that people with disabilities travel less and for different purposes compared with people without disabilities. In 2020 disabled people made 28% fewer trips than those without disabilities and significantly more disabled people live in households without access to a car or van³. Having a disability significantly increases the probability of travelling by bus. It is also true that disabled people are less likely to ever walk or cycle or ever use public transport, compared with those without disabilities. 38% of people without disabilities in urban areas never use public transport, compared with 44% of people with disabilities.

These seemingly contradictory statements about public transport are both true because the behaviour of people with specific types of disabilities is often markedly different to each other⁴. The grade and type of disability, age (and its interaction with disability) are key in explaining differences in behaviour. Those who experience difficulties with personal care or balance are particularly likely never to travel by walking, cycling or public transport. 64% of those with difficulties with personal care and 59% of those with difficulties with balance never take public transport rather than driving; the equivalent proportions for people with communication difficulties, sight difficulties and without any disability are 53%, 52% and 42%⁴.

Recent analysis of data⁵ has highlighted substantial differences in the profiles or types of trips undertaken by people with and without disabilities. People with disabilities have been found to

¹ [Office for National Statistics](#). Disability by age, sex and deprivation. Census 2021

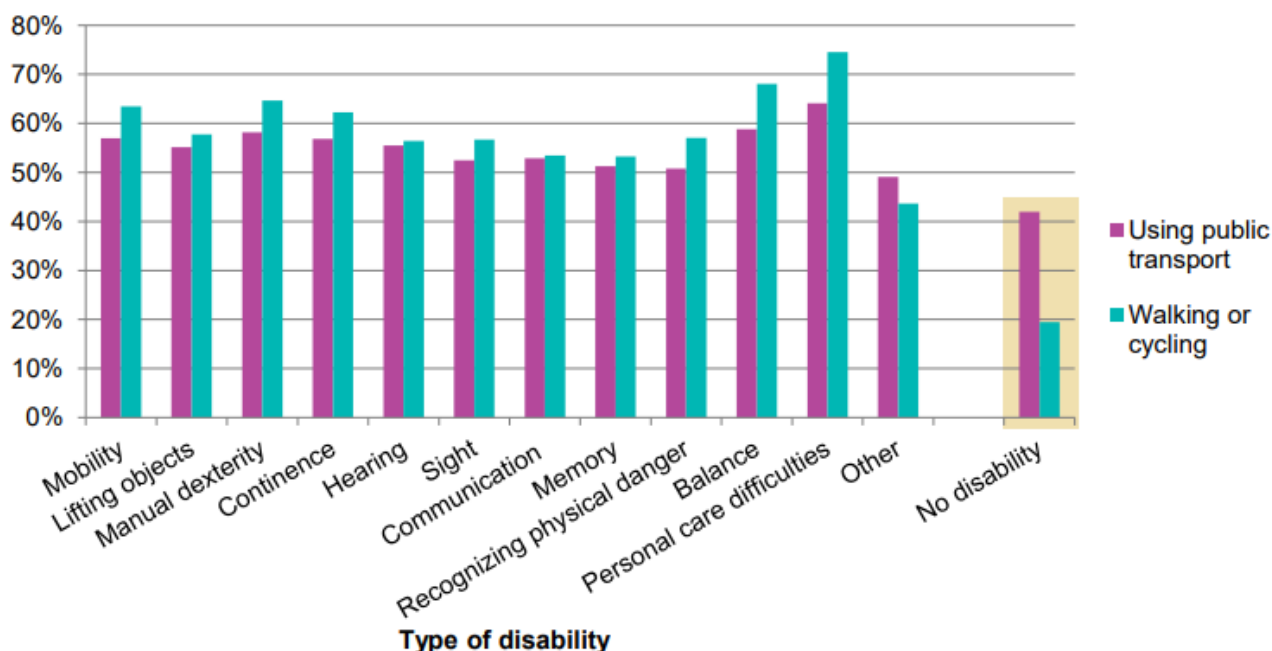
² Climate Change Committee. The Sixth Carbon Budget: Surface Transport

³ DfT, [Transport: disability and accessibility statistics, England: 2020](#)

⁴ DfT, [Disabled people's travel behaviour and attitudes to travel 2017](#)

⁵ National Travel Survey: Disability and travel 2007-2014, available at https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/533345/disability-and-travel-factsheet.pdf

undertake a larger proportion of shopping trips (32%, compared with 20% for those without disabilities) and a smaller proportion of commuting trips (8%, compared with 22%) and personal business trips (16%, compared with 9%). The type of disability people have is also a key factor in how people choose to travel. The table below is reproduced from the DfT's disabled people's travel behaviour and attitudes to travel uses data from Understanding Society⁶.



While national data is useful we will also seek to gather insights specific to Brighton & Hove during the consultation. It is clear though that transport has an outside impact on disabled people and Our City Transport Plan 2035 has the potential to bring benefits with its focus on creating an inclusive transport network.

What [inclusive adjustments](#) are you making for diverse disabled people impacted? For example: D/deaf, deafened, hard of hearing, blind, neurodivergent people, those with non-visible disabilities, and with access requirements that may not identify as disabled or meet the legal definition of disability, and have various intersections (Black and disabled, LGBTQIA+ and disabled).

The consultation will pro-actively seek the views of disabled people by engaging with a Get Involved Group facilitated by Possibility People.

LTP5 aims to make inclusive adjustments to the streets and public realm with an implementation plan that includes funding for additional accessibility improvements such as handrails and dropped kerbs.

6.3 Ethnicity, 'Race', ethnic heritage (including Gypsy, Roma, Travellers):

Does your analysis indicate a disproportionate impact relating to ethnicity?

YES/ NO

⁶ Understanding Society is a longitudinal survey, with the same households being re-visited and interviewed every one or two years (described as Waves).

If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

While no disproportionate impact has been identified related to ethnicity it is notable that the areas of the city that are identified as being at higher risk of transport related social exclusion⁷ (north Portslade and Woodingdean for example) also have higher proportions of White British ethnicities than the rest of the city⁸. Transport related risk of social exclusion is assessed by how easy it is to access services without private transport. People living in these areas on low incomes are faced with the choice of spending a high proportion of their income on private transport or limited access to important services such as retail, employment, health services etc. As such this EIA considers the socio-economic status of people in these areas to be the key thing to consider, rather than ethnicity.

6.4 Religion, Belief, Spirituality, Faith, or Atheism:

Does your analysis indicate a disproportionate impact relating to Religion, Belief, Spirituality, Faith, or Atheism?

YES/ NO

If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

6.5 Gender Identity and Sex:

Does your analysis indicate a disproportionate impact relating to [Gender Identity](#) and [Sex](#) (including non-binary and intersex people)?

YES /NO

If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

There are noticeable differences in travel habits by gender and sex. In 2023, males made 6% fewer trips (887 trips per person) than females (942 trips per person) but travelled 15% further (6,389 miles per person by males, as opposed to 5,576 miles per person by females).

This partly reflects differences in the type of trips made and the mode of travel used by males compared to females in 2023, with males making:

- fewer trips but travelling longer distances by car (16% more miles on average)

⁷ Transport for the North. [TRSE Risk](#).

⁸ [Local Insight, 2021 Census data](#)

- more trips and travelling further by cycling (214% more miles on average or over 3 times more)
- shorter and fewer trips by walking (5% less miles on average)

Females made more shopping trips, which tend to be relatively short, whereas males made more commuting and business trips which tend to be longer⁹.

In addition to these travel pattern differences, where women make greater use of bus services, it is also self-evident that personal safety concerns affect how women choose to travel, especially after dark. The DfT have published research on Interventions to improve transport safety for women and girls¹⁰. This:

- highlights significant underreporting of violence against women and girls and other issues on the transport system, often due to uncertainty about reporting procedures and doubts about their effectiveness.
- travel experiences vary widely for women and girls based on their backgrounds, and effective transport safety measures need to address these diverse needs – however, underreporting of incidents and poorly coordinated safety interventions across transport modes and locations contribute to gaps in data and effectiveness.

Aside from apps and campaigns that are designed to enable women to feel safe by notifying friends of their travel, calling assistance or changing men's behaviour other interventions, which the council is better placed to enact, is real time bus information and improved lighting.

6.6 Gender Reassignment:

Does your analysis indicate a disproportionate impact relating to [Gender Reassignment](#)?

YES/ NO

If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

There is a lack of data on how trans people experience travel in the city. The conclusion of a TfL report¹¹ looking at those with protected characteristics was ‘that there may be barriers to transport faced by some transgender women and men. However, we do not yet have sufficient data to provide a detailed analysis’. Trans peoples’ experiences may well be similar to those of Lesbian, Gay and Bisexual people, which are considered below.

If this is the case the transport specific policies will not have a disproportionate impact on trans people but we will need to consider how public safety concerns in the wider public realm can be addressed in specific transport schemes.

⁹ [National Travel Survey 2023, Trips by purpose, age, mode and sex.](#)

¹⁰ [Interventions to improve transport safety for women and girls](#)

¹¹ [Travel in London: Understanding our diverse communities 2019: A summary of existing research](#)

6.7 Sexual Orientation:

Does your analysis indicate a disproportionate impact relating to Sexual Orientation ?	YES/ NO
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If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

<p>In lieu of Brighton specific data we have reviewed data produced by TfL¹¹ that found:</p> <p>Very few differences exist between heterosexual and Lesbian Gay and Bisexual (LGB) Londoners regarding barriers to increased public transport use. The most common barriers to increased public transport use for LGB Londoners and heterosexual Londoners alike are overcrowded or cramped services, cost of travel and service disruptions.</p> <p>However, LGB Londoners are significantly more likely than heterosexual Londoners to have experienced incidents of unwanted sexual behaviour or hate crime while travelling on the Capital’s public transport network. Fears of intimidation and/or abuse are sometimes mentioned by LGBT Londoners as barriers for increased public transport use. The extent to which these fears affect travel behaviour depends on people’s personalities, previous experiences and the degree to which they perceive themselves as being visibly LGBT</p>

6.8 Marriage and Civil Partnership:

Does your analysis indicate a disproportionate impact relating to Marriage and Civil Partnership?	YES/ NO
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If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

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6.9 Pregnant people, Maternity, Paternity, Adoption, Menopause, (In)fertility (across the gender spectrum):

Does your analysis indicate a disproportionate impact relating to Pregnant people, Maternity, Paternity, Adoption, Menopause, (In)fertility (across the gender spectrum)?	YES/ NO
---	---------

If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

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6.10 Armed Forces Personnel, their families, and Veterans:

Does your analysis indicate a disproportionate impact relating to Armed Forces Members and Veterans?	YES/ NO
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If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

6.11 Expatriates, Migrants, Asylum Seekers, and Refugees:

Does your analysis indicate a disproportionate impact relating to Expatriates, Migrants, Asylum seekers, Refugees, those New to the UK, and UK visa or assigned legal status? (Especially considering for age, ethnicity, language, and various intersections)	YES/ NO
--	---------

If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

6.12 [Carers](#):

Does your analysis indicate a disproportionate impact relating to Carers (Especially considering for age, ethnicity, language, and various intersections).	YES/ NO
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If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

6.13 Looked after children, Care Leavers, Care and fostering experienced people:

Does your analysis indicate a disproportionate impact relating to Looked after children, Care Leavers, Care and fostering experienced children and adults (Especially	YES/ NO
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considering for age, ethnicity, language, and various intersections).

Also consider our [Corporate Parenting Responsibility](#) in connection to your activity.

If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

6.14 Homelessness:

Does your analysis indicate a disproportionate impact relating to people experiencing homelessness, and associated risk and vulnerability? (Especially considering for age, veteran, ethnicity, language, and various intersections)

YES / NO

If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

6.15 Domestic and/or Sexual Abuse and Violence Survivors, people in vulnerable situations:

Does your analysis indicate a disproportionate impact relating to Domestic Abuse and Violence Survivors, and people in vulnerable situations (All aspects and intersections)?

YES / NO

If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

6.16 Socio-economic Disadvantage:

Does your analysis indicate a disproportionate impact relating to Socio-economic Disadvantage? (Especially

YES / NO

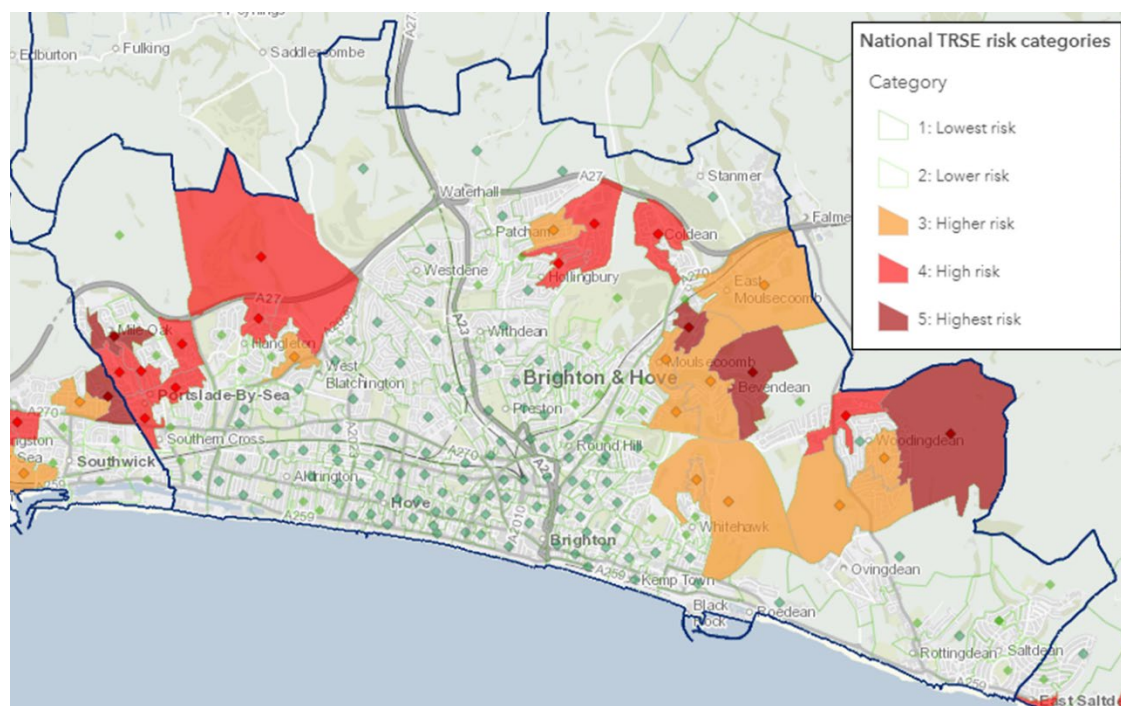
considering for age, disability, D/deaf/ blind, ethnicity, expatriate background, and various intersections)

If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

The evidence base we are currently compiling includes the Transport Risk of Social Exclusion. This identifies that lower income groups on the edge of the city (Woodingdean, Portslade, Bevendean, Coldean and Hollingbury) are at high risk of exclusion, because of the affordability of transport and their distance from key basic services – education, employments etc.

The policies we develop, and consultation that we carry out will take account of this risk.



6.17 Human Rights:

Will your activity have a disproportionate impact relating to Human Rights?

NO

If “YES”, what are the positive and negative disproportionate impacts?

Please share relevant insights from data and engagement to show how conclusions about impact have been shaped. Include relevant data sources or references.

N/A

6.18 Cumulative, multiple intersectional, and complex impacts (including on additional relevant groups):

What cumulative or complex impacts might the activity have on people who are members of multiple Minoritised groups?

- For example: people belonging to the Gypsy, Roma, and/or Traveller community who are also disabled, LGBTQIA+, older disabled trans and non-binary people, older Black and Racially Minoritised disabled people of faith, young autistic people.
- Also consider wider disadvantaged and intersecting experiences that create exclusion and systemic barriers:
 - People experiencing homelessness
 - People on a low income and people living in the most deprived areas
 - People facing literacy and numeracy barriers
 - Lone parents
 - People with experience of or living with addiction and/ or a substance use disorder (SUD)
 - Sex workers
 - Ex-offenders and people with unrelated convictions
 - People who have experienced female genital mutilation (FGM)
 - People who have experienced human trafficking or modern slavery

As the research on interventions to improve transport safety for women and girls illustrates there are intersectional impacts on how women experience the transport network. Women's experience will vary depending on age, ethnicity and disability: 'stakeholders reported that young women, ethnic minorities, disabled women and girls, and women and girls with lower income could be more vulnerable to violence against women and girls and other problematic behaviours on the transport system.

7. Action planning

What SMART actions will be taken to address the disproportionate and cumulative impacts you have identified?

- Summarise relevant SMART actions from your data insights and disproportionate impacts below for this assessment, listing appropriate activities per action as bullets. (This will help your Business Manager or Fair and Inclusive Action Plan (FIAP) Service representative to add these to the Directorate FIAP, discuss success measures and timelines with you, and monitor this EIA's progress as part of quarterly and regular internal and external auditing and monitoring)

1. The consultation on the proposed LTP5 will include accessible and inclusive activities to engage those groups identified as disproportionately impacted.
 - Focus groups/ workshops will be held with the elderly, young, disabled and at physical locations across the city so that those at risk of transport related social exclusion can participate.
 - In workshops focused on young people we will ask questions about how safe they feel in the city.

- A section of the consultation report will be dedicated to summarising the outputs of the above activities.

2. The published evidence base and this EIA will set out the specific issues faced by those groups identified as facing disproportionate impacts.

3. The final iteration of Our City Transport Plan will include a more detailed Implementation Plan setting out which projects will be funded over the coming 2-5 years. Within the plan itself we will include an assessment of how each project can ensure a beneficial impact on those key groups identified in this plan that will be affected by it.

Which action plans will the identified actions be transferred to?

- For example: Team or Service Plan, Local Implementation Plan, a project plan related to this EIA, FIAP (Fair and Inclusive Action Plan) – mandatory noting of the EIA on the Directorate EIA Tracker to enable monitoring of all equalities related actions identified in this EIA. This is done as part of FIAP performance reporting and auditing. Speak to your Directorate's Business Improvement Manager (if one exists for your Directorate) or to the Head of Service/ lead who enters actions and performance updates on FIAP and seek support from your Directorate's EDI Business Partner.

The actions will remain with the team responsible for writing the LTP5 until the document has been adopted. Specific actions may then be transferred to different teams.

8. Outcome of your assessment

What decision have you reached upon completing this Equality Impact Assessment? (Mark 'X' for any ONE option below)

Stop or pause the activity due to unmitigable disproportionate impacts because the evidence shows bias towards one or more groups.	
Adapt or change the activity to eliminate or mitigate disproportionate impacts and/or bias.	
Proceed with the activity as currently planned – no disproportionate impacts have been identified, or impacts will be mitigated by specified SMART actions.	X
Proceed with caution – disproportionate impacts have been identified but having considered all available options there are no other or proportionate ways to achieve the aim of the activity (for example, in extreme cases or where positive action is taken). Therefore, you are going to proceed with caution with this policy or practice knowing that it may favour some people less than others, providing justification for this decision.	

If your decision is to "Proceed with caution", please provide a reasoning for this:

N/A

Summarise your overall equality impact assessment recommendations to include in any committee papers to help guide and support councillor decision-making:

This EIA will be updated with recommendations following the public consultation.

9. Publication

All Equality Impact Assessments will be published. If you are recommending, and choosing not to publish your EIA, please provide a reason:

This iteration of the EIA has been written prior to the public consultation on Our City Transport Plan. As such it is in draft form and will be updated following the consultation analysis.

10. Directorate and Service Approval

Signatory:	Name and Job Title:	Date: DD-MMM-YY
Responsible Lead Officer:	Kieran Taylor, Principal Transport Planner	
Accountable Manager:	Laura Wells, Transport Policy & Strategy Manager	

Notes, relevant information, and requests (if any) from Responsible Lead Officer and Accountable Manager submitting this assessment:

EDI Review, Actions, and Approval:

Equality Impact Assessment sign-off

EIA Reference number assigned: DIRNAME##-DD-MMM-YY-EIA-Name

For example, HNC##-25-Dec-23-EIA-Home-Energy-Saving-Landlord-Scheme

EDI Business Partner to cross-check against aims of the equality duty, public sector duty and our civic responsibilities the activity considers and refer to relevant internal checklists and guidance prior to recommending sign-off.

Once the EDI Business Partner has considered the equalities impact to provide first level approval for by those submitting the EIA, they will get the EIA signed off and sent to the requester copying the Head of Service, Business Improvement Manager, [Equalities inbox](#), any other service colleagues as appropriate to enable EIA tracking, accountability, and saving for publishing.

Signatory:	Name:	Date: DD-MMM-YY
EDI Business Partner:		
EDI Manager:		
Head of Communities, Equality, and Third Sector (CETS) Service: <i>(For Budget EIAs/ in absence of EDI Manager/ as final approver)</i>		

Notes and recommendations from EDI Business Partner reviewing this assessment:

Notes and recommendations (if any) from EDI Manager reviewing this assessment:

Notes and recommendations (if any) from Head of CETS Service reviewing this assessment:

**LOCAL TRANSPORT PLAN 5 – STRATEGIC
ENVIRONMENTAL ASSESSMENT**

Brighton and Hove City Council

2025



Document Control

Project Centre has prepared this report in accordance with the instructions from Brighton and Hove Council. Project Centre shall not be liable for the use of any information contained herein for any purpose other than the sole and specific use for which it was prepared.

Job Number	Issue	Description	Originator	Checked	Authorised
10779	0.9	SEA	DB	MV	

File path: G:\Project Centre Brighton\Brighton\Project-BST\1000010779 - BHCC SEA
for LTP5\2 Project Delivery\5 WIP\SEA



Brighton & Hove

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1 Non-Technical Summary

1.1 Introduction

1.1.1 This Non-Technical Summary provides an overview of the Strategic Environmental Assessment (SEA) for the draft transport policy 'Our City Transport Plan 2035'. This is the title of the fifth Local Transport Plan (hereafter referred to in this document as 'LTP5') produced by Brighton and Hove City Council (BHCC). The following sections of this Non-Technical Summary are comprised of the following:

- Description of the content, purpose and scope of the draft LTP5;
- Description of what an SEA is, its purpose and the SEA process and how it has been applied to the draft LTP5, including the SEA objectives and guide questions used in the assessment;
- Consideration of alternatives to the delivery of the LTP5;
- A summary presentation of the findings of the SEA of the draft LTP5; and
- Sets out the next steps in the SEA process including monitoring.

1.1.2 Under European legislation the Strategic Environmental Assessment (SEA) Directive (2001/42/EC) requires that responsible authorities ensure that due regard for environmental and sustainability impacts are comprehensively integrated when drawing up any plans.

1.1.3 The SEA Directive introduces the following requirements for an SEA:

- The findings of the SEA are published in an environmental report, which sets out the significant effects of the draft plan, in this case Brighton and Hove's fifth Local Transport Plan.
- Consultation is undertaken on the plan and the environmental report.
- The results of consultation are considered in decision-making relating to the adoption of the plan.
- Information on how the results of the SEA have been considered is made available to the public.

1.1.4 This environmental report builds on the SEA Scoping Report produced by BHCC.

1.2 What is the Brighton and Hove Local Transport Plan?

1.2.1 A local transport plan is a strategic document prepared by local transport authorities in the UK to outline their vision, objectives and proposals for transport related projects, schemes and improvements within their area.

1.2.2 The BHCC LTP5 is the council's over-arching transport policy for the coming decade, which sets out both a long-term strategy and a short-term programme of work to deliver specific schemes. The plan sets out an ambitious vision for getting around a cleaner, fairer and growing city. To achieve this, the LTP5 sets out five key challenges that will be addressed, these are as follows:



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- Enabling more people to live safer, healthier and more active lives
- Improving the flow of traffic on our roads
- Supporting the transition to low and zero emission vehicles
- Creating a transport network that is more inclusive
- Maintaining our roads and managing them as efficiently as possible

1.3 What is a Strategic Environmental Assessment?

1.3.1 A strategic environmental assessment is a process used to evaluate the potential environmental impacts of plans and/or policies before implementation. It is designed to ensure that environmental considerations are integrated into high-level decision making.

1.3.2 SEAs are required under the SEA Directive (2001/42/EC) in the UK, the process includes identifying, describing, and assessing the likely significant environmental effects of proposed actions, consulting with relevant authorities and the public, and incorporating findings into the final plan or programme.

1.3.3 The stages of an SEA are outlined below:

- Stage A – Setting the context and objectives, establishing the baseline and deciding on the scope
- Stage B – Developing and refining alternatives and assessing effects
- Stage C – Preparing the environmental report
- Stage D – Consulting on the draft plan and the environmental report
- Stage E – Monitoring the significant effects of implementing the plan or programme on the environment.

1.3.4 It is important to note that this environmental report will cover stages A, B and C of the above stages.

1.4 Coverage of the Environmental Report

1.4.1 The following items have been examined during the assessment and are set out in the environmental report:

- Scope of the SEA and SEA methodology
- Background information on Brighton and Hove's LTP5 and its main objectives
- The environmental baseline
- The SEA framework/SEA objectives
- The compatibility of LTP5 objectives with SEA objectives
- Development of alternative options for the LTP5
- Assessment of the environmental effect of the LTP5 and its alternatives
- Identification and analysis of environmental problems
- Monitoring measures



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1.5 Environmental context and baseline

1.5.1 An LTP is influenced by other relevant plans, programmes and strategies at international, national, regional and local levels. At international level, international agreements and EU directives establish requirements and guidance on issues such as sustainable development, climate change, biodiversity, habitats, water and air quality. There are also specific national plans, guidance and strategies on aspects such as transport, planning, climate change, air quality, biodiversity, the historic environment and sustainable development. At a local level, the *Brighton and Hove City Plan 2023 – 2027* and the *Accessible City Strategy* are key policy documents which influence the direction of the LTP5.

1.5.2 Key environmental objectives of these various plans and programmes have been considered in the assessment of the Brighton and Hove LTP5.

1.6 SEA framework

1.6.1 A SEA framework of objectives has been devised from the review of plans and programmes, analysis of baseline data and consideration of environmental issues within the Borough. This framework, which includes a series of environmental objectives, is used to assess the environmental effects of the LTP5.

1.6.2 The SEA Directive does not specifically require the use of objectives or indicators in the SEA, but objectives can usefully demonstrate how environmental effects can be described, analysed and compared. The SEA objectives include:

- Protect and enhance the environment and important landscapes in the local area;
- Create a city where people thrive;
- Protect and enhance soil quality;
- Protect and enhance water quality;
- Reduce transport related air and noise pollution;
- Reduce transport related emissions;
- Protect and enhance heritage assets and their settings; and
- Contribute towards an inclusive, accessible and fair city.

1.7 Consideration of alternatives for the LTP5

1.7.1 A key element of the SEA process is the consideration of alternative ways of delivering the plan so that an assessment can be made of the best environmental options to take forward. The aim of the exercise is to assess the variety of options available for implementing the draft LTP5 objectives. It also assisted decision making on the preferred options to prioritise, taking account of the potential environmental effects of the whole LTP5.

1.7.2 The alternatives set out in this report are as follows:

- Option 1 – Do nothing
- Option 2 – Mix of modal investment
- Option 3 – Stable investment levels
- Option 4 – Increasing investment in public, shared and active travel
- Option 5 – Increased investment focused on one travel mode

1.8 Summary of findings of the SEA for the LTP5

- 1.8.1 The assessments undertaken in the SEA find that the likely effect of the LTP5 on the proposed SEA topics are both minor positive and significant positive, with the exception of the effects on land, soil and waste and water resources and quality, which are unknown. The effects on historic environment are likely to be both positive and negative.
- 1.8.2 Of the alternative options set out in the document, it was found that 'Option 4 – increasing investment in public, shared and active travel' scored the highest against the SEA objectives, with mostly positive and significant positive scores. 'Option 1 – do nothing' scored the lowest of all the options, with mostly significant negative and minor negative scores.

1.9 Mitigation and monitoring

- 1.9.1 Monitoring helps to keep track of the actual environmental effects of implementing the Brighton and Hove LTP5. The LTP5 includes a programme to monitor delivery of the initiatives, including key performance indicators (KPIs) and baselines against LTP5 objectives. SEA monitoring is also proposed within the environmental report. KPIs have been set out, with targets set for each SEA objective. These measures are subject to on-going consultation and will be defined in more detail in the run up to publication of the SEA statement following adoption of the final LTP5.



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2 Introduction

2.1 Background

2.1.1 The geographical scope of this SEA is that of Brighton and Hove City Council's administrative area.

2.1.2 Brighton and Hove City Council (BHCC), like all local authorities in the UK, is required under the Transport Act 2008 to produce a local transport plan. The plans should include strategic objectives, a policy framework, an implementation plan and measures for monitoring and evaluation.

2.2 The SEA and the regulations

2.2.1 Under the Strategic Environmental Assessment (SEA) Directive 2001/42/EC, Brighton and Hove City Council is required to undertake an assessment of the city's fifth Local Transport Plan (LTP5) to determine the likely significant environmental effects of the proposed objectives and initiatives set out therein.

What is an SEA?

2.2.2 In the SEA Directive, an environmental assessment is defined as 'the preparation of an environmental report, the carrying out of consultations, the taking into account of the environmental report and the results of the consultations in decision-making and the provision of information on the decision.'

2.2.3 The objective of the SEA directive is:

'To provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development'.

2.2.4 Thus, a SEA ensures that environmental and sustainability implications of the LTP5 are adequately identified, addressed, mitigated, communicated to decision makers and monitored. The process also provides adequate opportunities to engage stakeholders, thus reducing the potential harm done to the environment.

2.2.5 Article B of the Directive 2001/42/EC requires the Environmental Report and the results of consultation to be considered during the decision-making process. To be effective, an SEA should be undertaken as an iterative process and should be fully integrated into the plan-making process.



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2.3 Scope of the SEA

2.3.1 The SEA Directive provides an indicative list of issues/topics that should be considered when looking at the environmental impacts of the LTP5. These include:

- Biodiversity, fauna and flora;
- Population and human health;
- Air;
- Soil;
- Water;
- Climatic factors;
- Material assets;
- Cultural heritage; and
- Landscape.

2.3.2 The SEA Directive requires that efforts are focussed on significant environmental impacts of the LTP5. The Environmental Report is not intended to cover all impacts or environmental issues. The Environmental Report is not meant as a replacement for any Council reports that publish data, targets or monitoring information. In addition, the Environmental Report is not designed to carry out an Environmental Impact Assessment of individual proposals, policies or programmes. It is a strategic assessment of potential significant impacts of the LTP5.

2.3.3 The SEA is restricted to the geographical area of the LTP5, in this case, the Brighton and Hove City Council area. The SEA will also cover the same period as the LTP5, which is from 2025 until 2035.

2.4 Draft Local Transport Plan 5

2.4.1 The BHCC LTP5 is the council's over-arching transport policy for the coming decade, which sets out both a long-term strategy and a short-term programme of work to deliver specific schemes. The plan sets out an ambitious vision for getting around a cleaner, fairer and growing city. To achieve this, the LTP5 sets out five key challenges that will be addressed, these are as follows:

- Enabling more people to live safer, healthier and more active lives;
- Improving the flow of traffic on our roads;
- Supporting the transition to low and zero emission vehicles;
- Creating a transport network that is more inclusive; and
- Maintaining our roads and managing them as efficiently as possible

2.4.2 To address the above challenges, objectives have been set within the LTP5, each aiming to address one or more of the challenges. The LTP5 objectives can be found below.

- Increase public transport use;
- Enable the uptake and use of low and zero emission vehicles;



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- Deliver a safe, inclusive and integrated transport system;
- Create well-maintained streets and pavements;
- Provide active travel choices for all and excellent public spaces; and
- Promote and use technology to reduce and manage travel

2.4.3 The capital programme of work for 2025/26 can be found in Table 2.1 overleaf.



Table 2.1 - BHCC capital programme of work for 2025/26

Primary Objective	Project / Scheme	Description	Funding allocations 2025/26 (£000s)
Increase public transport use	BSIP funded bus lanes, bus priority and accessibility, subsidies for fares and routes.	A259 Marine Parade & A23 Patcham bus lanes, Queens Road and Western Road Red Routes, provision of socially necessary bus routes and targeted fare subsidies, mobility hub feasibility, accessible bus stops and passenger information.	£9,280
Enable the uptake and use of low and zero emission vehicles	EV charge points	On street EV charge-points for residents, taxis and businesses	£903
Deliver a safe, inclusive and integrated transport system	Improving accessibility	Dropped kerbs accessibility programme and delivering the Public Right of Way improvement Plan	£200
	Improving accessible cycling	Bike hire facilities and cycle parking developments	£125
	Improving safety	Safer Better Streets, School Streets, School Travel Plan Measures and Collision Reduction	£415
Create well-maintained streets and pavements	Carriageway maintenance	Renewals and an ongoing Seek and Fix programme	£3,950
	Pavement maintenance	Renewals and an ongoing Seek and Fix programme	£628
	Drainage, structures and lighting maintenance	Covering gullies, pipes, retaining walls, historic lamp-columns, in-fill works on major roads and maintaining accurate asset data	£555
Provide active travel choices for all and excellent public spaces	Supporting active and inclusive travel	Delivering our LCWIP – including the A23 & A259 active travel schemes	£1,200
	Delivering major schemes	Valley Gardens Phase 3 (match funding)	£728
Deliver a safe, inclusive and integrated transport system Create well-maintained streets and pavements Provide active travel choices for all and excellent public spaces	Delivering major schemes	Project Management Support and delivery of Section 106 (developer contributions secured through planning) sustainable transport schemes.	£415
Promote and use technology to reduce and manage travel	Traffic signals	Refurbishment of signalised crossings/junctions	£150
Grand Totals			£18,549

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3 SEA Methodology

3.1 Introduction

- 3.1.1 This section outlines the methodology employed in producing the SEA. The section will include the stages of the SEA process, including the approach taken at each stage. The section will also include the relationship between the LTP5 and SEA, showing links between the work stages of each document.

3.2 SEA process

- 3.2.1 The SEA process is completed during the preparation of plans and strategies, in this case a local transport plan. The role is to promote sustainability through the assessment of the extent to which objectives and plans will contribute to achieve social and environmental objectives.
- 3.2.2 The SEA process can be split into five stages. This document will address stages A-C, which can be found in Table 3.1 overleaf.

Table 3.1 - Stages of the SEA process

Stage	Description	Approach
Stage A	Identify other relevant plans, programmes and environmental protection objectives	At inception liaise with BHCC to collect all necessary documents that relate to LTP5.
	Collecting baseline information	Undertake holistic document review of available data, including existing local, regional and national policy.
	Identifying environmental problems	Appraise the LTP5 objectives, delivery plans and targets against a range of themes to identify their impact from significant positive effect through to significant negative effect, including uncertainties, minor positive and negative effect and neutral effect.
	Develop SEA objectives	Working with BHCC develop SEA objectives based around the LTP5 objectives
	Consulting on the scope of SEA	Given the timescales there is no allowance for consultation within our scope
Stage B	Testing the plan or programme objectives against the SEA objectives	Prepare a matrix to identify synergies across the SEA and LTP5 objectives. From the objective setting in Stage A and BHCC's work to date on the LTP5.
	Developing strategic alternatives	These will be at a strategic level in keeping with the status of the SEA. We envisage this will include high level themes in line with SEA Regulations. <ul style="list-style-type: none"> • Do nothing • Mix of modal investment • Stable investment levels • Increasing investment in public, shared and active travel • Increased investment focused on one travel mode
	Predicting the effects of the plan or programme, including alternatives	The impacts will be assessed and presented in a table to clearly show the type and level of impact.
	Consider ways to mitigate adverse effects	For the significant negative impacts, a series of potential mitigation measures will be proposed and discussed with the BHCC team.
	Proposing measures to monitor the environmental effects of the plan or programme implementation	Develop a mechanism for monitoring the performance of the LTP5 over time. We will consider and cross reference existing programmes of work already undertaken by BHCC and regionally so as to minimise extra burden on the council
Stage C	Preparing the Environmental Report	Prepare a report that can be used for consultation in the next stages.



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3.3 SEA and LTP5 relationship

- 3.3.1 The Environmental Assessment of Plans and Programmes Regulations 2004 states that the authority preparing a plan for agriculture, forestry, fisheries, energy, industry, transport, waste management, water management, telecommunications, tourism, town and country planning or land use shall carry out or secure the carrying out of an environmental assessment.¹
- 3.3.2 The environmental report explains the likely significant environmental impacts of the LTP5 objectives, strategy, the alternatives considered, and the mitigation measures proposed. It demonstrates compliance with the SEA regulations and will accompany the draft LTP5.
- 3.3.3 Table 3.2 below indicates the main work component stages for the preparation of the Brighton and Hove City LTP5, and the link with the SEA stages.

Table 3.2 - LTP5 and SEA process stages and links

LTP5 Stage	SEA Stage
Determining the scope of LTP5; clarifying goals; specifying the problems or challenges	A: <ul style="list-style-type: none"> Identify relevant plans, programmes and environmental objectives. Collecting baseline information Identifying environmental problems Develop SEA objectives Consulting on the scope of SEA
Generating options to resolve these challenges; appraising the options and predicting their effects. Selecting preferred options for LTP5 and deciding priorities.	B: <ul style="list-style-type: none"> Testing the LTP5 objectives against the SEA objectives Developing strategic alternatives Predicting the effects of the LTP5, including alternatives Consider ways to mitigate adverse effects Proposing monitoring measures
Production of the draft LTP5	C: <ul style="list-style-type: none"> Preparing the environmental report

¹ [The Environmental Assessment of Plans and Programmes Regulations 2004](#)



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3.4 SEA Key and Guide

3.4.1 Table 3.3 below sets out the SEA key and guide for the assessment of significance. For each effect that is identified, a score will be given using the framework set out below. This will be done using expert judgement, and by reviewing the evidence available.

Table 3.3 -SEA key and guide for the assessment of significance

Symbol	Effect Significance	Description
++	Significant positive effect	The proposed measure/plan contributes significantly to the achievement of the proposed objectives
+	Minor positive effect	The proposed measure/plan contributes to the achievement of the proposed objectives
-	Minor negative effect	The proposed measure/plan detracts from the achievement of the proposed objectives
--	Significant negative effect	The proposed measure/plan detracts significantly from the achievement of the proposed objectives
+/-	Minor positive and negative effect	The proposed measure/plan has the potential for both a minor positive and negative effect
?	Uncertain effect	The proposed measure/plan has an uncertain relationship to the proposed objectives and/or insufficient information is available to enable an appraisal
0	Neutral effect	The proposed measure/plan does not have any effect on the achievement of the proposed objectives

4 Review of Relevant Policies

- 4.1 National, regional and local policies
- 4.1.1 Both the LTP5 and the SEA should be set in the context of national, regional and local policies, to ensure compliance with targets and objectives related to planning, transport, health and sustainability.
- 4.1.2 Figure 4.1 below sets out the policies and guidance document that were reviewed and considered as part of the SEA.
- 4.1.3 A more in-depth review of relevant policies can be found in Appendix A of the associated scoping report.



Figure 4.1 - Policy and guidance reviewed and considered for the SEA



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5 Environmental Baseline

5.1 Introduction

5.1.1 Environmental baseline information has been gathered as part of an SEA Scoping Report. Within the report, legislation, policy, datasets and trends have been reviewed, baseline data has been compiled, HRA sites that may be affected have been identified, an SEA assessment framework was set out and stakeholders have been identified.

5.1.2 This section of the SEA report will provide a brief overview of the key information from the scoping report, namely, the SEA topics and the assessment framework.

5.2 SEA Topics

5.2.1 It should be noted that the SEA regulations consider only the environmental effects of a plan, this SEA will consider the wider impacts associated with the LTP5. Although the requirements of SEA regulations are specific, a joint appraisal will be undertaken which includes both sets of requirements/topics.

5.2.2 The baseline evidence that has been compiled as part of the scoping report has been split into eight sections, which aim to cover various sustainability issues. However, there are many issues which are similar and crossover, Table 5.1 below shows the relationship between the topic chapters and how the requirements of the SEA Regulations have been met.

Table 5.1 - The relationship between topic chapters and the SEA Regulations

Topic Chapter	SEA Regulations
Natural Environment and Landscape	Biodiversity, fauna, flora, landscape
Population, Health and Wellbeing	Population, human health
Land, Soil and Waste	Soil, Material assets
Water Resources and Quality	Water
Air Quality and Noise	Air
Climate Change, Flooding and Coastal Change	Climatic factors
Historic Environment	Cultural heritage
Social and Cultural Infrastructure	

5.3 SEA Objectives

For each SEA topic (see above), SEA objectives have been set out, as well as key questions that will be used to inform the assessments that will be undertaken within this SEA report. SEA objectives and key questions can be found in Table 5.2.



Table 5.2 - SEA objectives and key questions

SEA Topic	SEA Objectives	Key Questions – Will our City Transport Plan 2035...
Natural Environment and Landscape	Protect and enhance the environment and important landscapes in the local area	<ul style="list-style-type: none"> • Affect sites designated for nature conservation? • Affect habitats or species of flora and fauna? • Affect important landscapes? • Provide opportunities to enhance the landscape or natural environment?
Population, Health and Wellbeing	Create a city where people thrive	<ul style="list-style-type: none"> • Affect people's ability to access active transport? • Affect people's safety?
Land, Soil and Waste	Protect and enhance soil quality	<ul style="list-style-type: none"> • Affect pollution run-off from roads? • Cause any loss of land or soil (from construction) • Provide opportunities to improve the land or soil?
Water Resources and quality	Protect and enhance water quality	<ul style="list-style-type: none"> • Affect pollution run-off from roads?
Air Quality and Noise	Reduce transport related air and noise pollution	<ul style="list-style-type: none"> • Affect emissions of air pollutants that impact human health? • Affect noise generated by the road and rail network?
Climate Change, Flooding and Coastal Change	Reduce transport related emissions and	<ul style="list-style-type: none"> • Affect carbon emissions from use of the road network? • Impact flooding from surface or ground water?
Historic Environment	Protect and enhance heritage assets and their settings	<ul style="list-style-type: none"> • Affect designated heritage assets? • Affect the setting of conservation areas?
Social and Cultural Infrastructure	Contribute towards an inclusive, accessible and fair city.	<ul style="list-style-type: none"> • Improve access to services for those with protected characteristics and at risk of transport related social exclusion?



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6 Environmental Effects Assessment

6.1 Identification and analysis of environmental problems

- 6.1.1 The SEA Directive requires that environmental problems are identified and analysed within the Environmental Report. In this section of the report, both environmental problems and opportunities have been identified, considering the baselines set out in the scoping report, and the LTP5. Table 6.1 overleaf shows this.

Table 6.1 - Identification and analysis of environmental problems and opportunities

SEA Topic	Likely Effect	Problem	Opportunities	Project/Scheme?
Natural Environment and Landscape	+	Loss of trees	<ul style="list-style-type: none"> The LTP5 includes plans to review the streetscene guidance to standardise the approach to providing street trees. Work has already been undertaken since the last LTP5 to ensure more planting is done, for example, Western Road 	<ul style="list-style-type: none"> Valley Gardens Phase 3 – planting of additional trees and landscaping
	+	Transport related impacts on biodiversity	<ul style="list-style-type: none"> The LTP5 prioritises the use of alternative modes of transport, including public transport, active travel modes, and low and zero carbon modes. 	<ul style="list-style-type: none"> BSIP funded bus lanes, bus priority and accessibility subsidies for fares and routes (see Table 2.1)
Population, Health and Wellbeing	++	Road safety: road traffic casualties	<ul style="list-style-type: none"> The LTP5 states that a new Road Safety Action Plan that will set out targets on reducing casualties on roads. The plan also states that the delivery of better infrastructure for active travel could improve the feeling of safety 	<ul style="list-style-type: none"> School streets, Safer Better Streets, School Travel Plan Measures (see Table 2.1)



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150		++	Accessibility: exclusion of people with mobility impairment or those living in deprived areas	<ul style="list-style-type: none"> • Funding will be dedicated to a rolling programme of accessibility improvements. This includes accessibility for pedestrians when crossing roads, for example. • The LTP5 includes plans for improvements to bus accessibility 	<ul style="list-style-type: none"> • Dropped kerb accessibility programme (see Table 2.1)
		+	Community severance: high road traffic volume, HGV volume, transport related infrastructure	<ul style="list-style-type: none"> • The LTP5 states that improving congestion and journey times for all road users through mobility hubs is a major objective. 	<ul style="list-style-type: none"> • Valley Gardens Phase 3 – simplifying the road layout for motorists, introduction of signalised junctions
		+	Security: crime and fear of crime	<ul style="list-style-type: none"> • The LTP5 aims to create attractive public spaces that are safe and easy to get around by active travel. 	<ul style="list-style-type: none"> • Valley Gardens Phase 3 – improvements to lighting and active travel infrastructure
	Land, Soil and Waste	?	Contamination through land-based transport	<ul style="list-style-type: none"> • It is unknown the effects that the LTP5 will have on Land, Soil and Waste. There is no evidence to suggest that there will be a positive or negative effect 	



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Water Resources and quality	?	Ground water contamination through land-based transport	<ul style="list-style-type: none"> It is unknown the effects that the LTP5 will have on Water Resources and quality. There is no evidence to suggest that there will be a positive or negative effect 	
Air Quality and Noise	++	Reduced air quality: increasing road traffic volume congestion, CO ₂ and NO ₂ .	<ul style="list-style-type: none"> The LTP5 states that measures will be implemented to improve the air quality in the area, for example, EVs, car clubs, and an emphasis on the transition to low and zero emission vehicles 	<ul style="list-style-type: none"> Valley Gardens Phase 3 – improvements to active travel infrastructure e.g. cycle lanes, pedestrian crossings
Climate Change, Flooding and Coastal Change	++	Extreme weather conditions: increasing risk of flooding, disruption to the transport network, deterioration of road network.	<ul style="list-style-type: none"> The LTP5 promotes the transition to low and zero emission vehicles, as well as other alternatives to reduce the impact of the transport network on climate change. In addition, ongoing programmes include measures to improve drainage structures to reduce the risk of flooding 	<ul style="list-style-type: none"> A strong focus on Sustainable Urban Drainage System (SUDS) as well as the addition of greening and trees to reduce impermeable areas on streets
Historic Environment	+/-	Damage and/or contamination to heritage sites	<ul style="list-style-type: none"> The LTP5 makes reference to projects/schemes that will maintain historic structures such as lamp columns, however, information on this topic is limited in the 	<ul style="list-style-type: none"> Reconstruction of the seafront Victorian arches – A259 Madeira Terrace



		and their settings	LTP5	restoration
Social and Cultural Infrastructure	+	<p>Air quality damage to cultural and social infrastructure.</p> <p>Creation of a socially excluding transport network</p>	<ul style="list-style-type: none">• The LTP5 puts emphasis on creating a transport network that is more inclusive, with an analysis of bus services being commissioned to understand how to improve areas at risk of social exclusion.• An emphasis is also put on the delivery of accessible and sustainable transport infrastructure throughout the BHCC area.	<ul style="list-style-type: none">• BSIP funded bus lanes, bus priority and accessibility subsidies for fares and routes (see Table 2.1)



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7 Assessment of the LTP5 Objectives

7.1 Assessment of the environmental effects

- 7.1.1 The SEA Directive and Regulations require that the Council assesses the environmental effects of Brighton and Hove's fifth Local Transport Plan. This section first assesses the relationship between the LTP5 objectives and the SEA objectives. It then continues to assess alternative options, namely, do nothing, mix of modal investment, stable investment levels, increasing investment in public, shared and active travel, and increased investment focused on one travel mode.
- 7.1.2 Table 7.1 assesses the relationship between BHCC's LTP5 objectives and the SEA objectives set out previously in this report. 'X' indicates a positive relationship between the SEA objective and the LTP5 objective. A blank space indicates there is no clear relationship.

7.2 Identifying alternatives

- 7.2.1 A necessary part of the SEA process is to look at alternative methods of achieving the objectives of the LTP5 for BHCC. Table 7.3 sets out the SEA objectives and the proposed alternatives. These are then scored using the matrix used previously, shown in Table 3.3.



	SEA OBJECTIVES							
LTP5 OBJECTIVES	Protect and enhance the environment and important landscapes in the local area	Create a city where people thrive	Protect and enhance soil quality	Protect and enhance water quality	Reduce transport related air and noise pollution	Reduce transport related emissions	Protect and enhance heritage assets and their settings	Contribute towards an inclusive, accessible and fair city.
Increase public transport use		X			X	X		X
Enable the uptake and use of low and zero emission vehicles	X	X	X	X	X	X	X	X
Deliver a safe, inclusive and integrated transport system		X			X	X		X
Create well-maintained streets and pavements	X	X	X	X	X		X	X



Provide active travel choices for all and excellent public spaces		X			X	X		X
Promote and use technology to reduce and manage travel		X			X	X		X

Table 7.1 - Relationship between LTP5 objectives and SEA objectives



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- 7.2.2 As shown in Table 7.1 above, several crossovers are present in the relationship between the LTP5 objectives and SEA objectives. All of the LTP5 objectives have a positive relationship with the following SEA objectives:
- Create a city where people thrive
 - Contribute towards an inclusive, accessible and fair city
- 7.2.3 The SEA objectives with the least number of crossovers with the LTP5 objectives are as follows:
- Protect and enhance soil quality
 - Protect and enhance water quality
 - Protect and enhance the environment and important landscapes in the local area
 - Protect and enhance heritage assets and their settings
- 7.2.4 This is due to many of the factors that may affect these objectives depend on the type of project or scheme as well as the geography of future projects or schemes.

7.3 Summary and Assessment of Alternative Options

Table 7.2 - Alternative options with descriptions and comments on the LTP5

Option	Description	Comment
Do nothing	No investment in sustainable travel modes	<ul style="list-style-type: none"> Not aligned with the LTP5 vision for getting around a cleaner, fairer and growing city.
Mix of modal investment	A mix of measures in the LTP5, but the majority of spend would be on highway schemes. This would likely lead to the reduction in the investment spent on sustainable transport	<ul style="list-style-type: none"> Risk of not demonstrating a package of multi modal measures that may be needed to secure funding or investment. Does not support the vision of the LTP5, likely to result in the reduction of investment in sustainable transport projects.
Stable investment levels	A mix of highway, cycle and public transport projects and schemes	<ul style="list-style-type: none"> Contributes to the vision and objectives of the LTP5. External influences may impact the investment levels for local transport projects/schemes.
Increasing investment in public, shared and active travel	Increased focus on active travel and public transport	<ul style="list-style-type: none"> Contributes to the LTP5 vision and objectives. Contributes towards reducing carbon through promoting sustainable travel. Aligns well with plans already set out in the LTP5 such as the move towards low and zero emissions modes.
Increased investment focused on one travel mode	LTP5 investment focused on a single mode choice. For example, investment mainly focused on active travel.	<ul style="list-style-type: none"> This option would support multiple objectives set out in the LTP5 but is not likely to support on all. For example, increased investment on active travel will have a positive effect on the uptake of zero and low emission vehicles, however, may have a negative effect on the increase of public transport use. Mode choice ultimately depends on location and journey, so this approach is unlikely to be suitable for the LTP5.



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Table 7.3 - Assessment of alternative options against the SEA objectives

SEA Objective	Option 1 – Do nothing	Option 2 – Mix of modal investment	Option 3 – Stable investment levels	Option 4 – Increasing investment in public, shared and active travel	Option 5 – Increased investment focused on one travel mode
Protect and enhance the environment and important landscapes in the local area	-	+/-	+	+	+/-
Create a city where people thrive	--	+	+	++	+/-
Protect and enhance soil quality	?	?	?	?	?
Protect and enhance water quality	?	?	?	?	?
Reduce transport related air and noise pollution	--	-	+/-	++	+/-
Reduce transport related emissions	--	-	+/-	++	+/-
Protect and enhance heritage assets and their settings	-	+/-	0	0	0



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**Contribute towards an inclusive,
accessible and fair city.**

--

+

+

++

+/-



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8 Monitoring

8.1 The purpose of monitoring

8.1.1 Under the SEA Directive, there is a statutory requirement to monitor the environmental impacts of the implementation of the LTP5. The LTP5 must therefore be monitored and reported to comply with the Directive as well as to continue to identify problems and issues that need resolving.

8.1.2 Monitoring is the systematic measurement of a parameter in terms of magnitude, time and space. Monitoring is not limited to quantitative or technological measurements and may include qualitative issues such as human health or landscape quality.

8.1.3 Questions that can be answered through the monitoring of the plan are:

- Is the plan contributing to the desired environmental objectives and targets?
- Is the plan performing as well as expected?
- Are mitigating measures performing as well as expected?
- Are there any undesirable environmental effects? Are these within acceptable limits, or is remedial action required?

8.1.4 This process is beneficial to the LTP5 as it allows any significant environmental effects of the plan's implementation to be identified and dealt with early in the planning process. It also allows the actual effects of the LTP5 to be assessed against those predicted in the SEA and can provide baseline information for future plans.

8.2 Monitoring for the SEA

8.2.1 To monitor the SEA, targets key performance indicators will be set out for each of the SEA objectives, with targets also being set for each objective. This will provide a baseline for the implementation of the LTP5 to be monitored and assessed throughout the planning process. Table 8.1 overleaf shows this.

Table 8.1 - Key performance indicators and monitoring targets for the SEA

SEA Objective	Key Performance Indicators	Target
Protect and enhance the environment and important landscapes in the local area	<ul style="list-style-type: none"> • Number of transport infrastructure projects/schemes granted contrary to advice from Natural England 	<ul style="list-style-type: none"> • None
Create a city where people thrive	<ul style="list-style-type: none"> • Bus passenger statistics, number of elderly and disabled people on local bus services • Walking and cycling statistics, number of people walking and cycling to commute, for example 	<ul style="list-style-type: none"> • Aim to maintain or increase
Protect and enhance soil quality	<ul style="list-style-type: none"> • None 	<ul style="list-style-type: none"> • None
Protect and enhance water quality	<ul style="list-style-type: none"> • None 	<ul style="list-style-type: none"> • None
Reduce transport related air and noise pollution	<ul style="list-style-type: none"> • Number of transport infrastructure projects/schemes granted contrary to advice from the Environmental Agency. • Air quality and noise monitoring, particularly in current areas of concern 	<ul style="list-style-type: none"> • Aim to reduce or maintain
Reduce transport related emissions	<ul style="list-style-type: none"> • Air quality monitoring 	<ul style="list-style-type: none"> • Aim to reduce or maintain
Protect and enhance heritage assets and their settings	<ul style="list-style-type: none"> • Number of transport infrastructure projects/schemes granted contrary to advice from Historic England 	<ul style="list-style-type: none"> • None
Contribute towards an inclusive, accessible and fair city.	<ul style="list-style-type: none"> • Bus passenger statistics, number of elderly and disabled people on local public transport services • Walking and cycling statistics, number of people walking and cycling to commute, for example. Including people of all ages and people with disabilities. 	<ul style="list-style-type: none"> • Aim to maintain or increase



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9 Next Steps

9.1 Consultation on draft LTP5 and SEA

- 9.1.1 The SEA Regulations set specific requirements for consultation with the statutory consultees, the public and other interested parties and require that the environmental report is made available for consultation alongside the draft LTP5.
- 9.1.2 This environmental report will be made available for wider public consultation during the public consultation held in summer 2025. Both the environmental report and the draft LTP5 will be available on the Council's consultation platform, Your Voice.

9.2 SEA statement

- 9.2.1 When the LTP5 is adopted, it will be accompanied by an SEA post adoption statement. The SEA statement will provide the following information:
- How environmental considerations have been integrated into the plan;
 - How the environmental report has been considered in the LTP5's development;
 - How opinions expressed in relation to the consultations on the LTP5 and the environmental report have been considered;
 - The reasons for choosing the LTP5 as adopted, in the light of the other reasonable alternatives dealt with; and
 - The measures to be taken to monitor any possible significant environmental effects of the implementation of the LTP5.

Quality

It is the policy of Project Centre to supply Services that meet or exceed our clients' expectations of Quality and Service. To this end, the Company's Quality Management System (QMS) has been structured to encompass all aspects of the Company's activities including such areas as Sales, Design and Client Service.

By adopting our QMS on all aspects of the Company, Project Centre aims to achieve the following objectives:

- Ensure a clear understanding of customer requirements;
- Ensure projects are completed to programme and within budget;
- Improve productivity by having consistent procedures;
- Increase flexibility of staff and systems through the adoption of a common approach to staff appraisal and training;
- Continually improve the standard of service we provide internally and externally;
- Achieve continuous and appropriate improvement in all aspects of the company;

Our Quality Management Manual is supported by detailed operational documentation. These relate to codes of practice, technical specifications, work instructions, Key Performance Indicators, and other relevant documentation to form a working set of documents governing the required work practices throughout the Company.

All employees are trained to understand and discharge their individual responsibilities to ensure the effective operation of the Quality Management System.





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Brighton & Hove City Council

Place Overview & Scrutiny Committee

Agenda Item 43

Subject: Evolution of Pride in Kemptown

Date of meeting: 14th October 2025

Report of: Chair of Place Overview & Scrutiny

Contact Officer: Name: Natalie Sacks-Hammond

Email: Natalie.sacks-hammond@brighton-hove.gov.uk

Ward(s) affected: (All Wards);

Key Decision: No

For general release

1. Purpose of the report and policy context

- 1.1 This report was sought by Place Overview & Scrutiny Committee following concerns voiced by some community groups and businesses around the relocation of the Pride Street party in summer 2025 away from St James' Street where it has typically taken place for a number of years.
- 1.2 Appendix 1 presents an overview of the changes made and a review of how the event went in order to inform future planning.

2. Recommendations

- 2.1 That Place Overview & Scrutiny Committee note the report.

3. Context and background information

- 3.1 Brighton & Hove Pride is significant in terms of the city's identity, community and economy. In December 2023, members approved a 5 year plan (2023-2028) for Pride with promise of a review of the Village Party in 2024 with changes to be introduced from 2025 onwards.
- 3.2 A period of extensive consultation took place in 2024 as part of this review. In 2025, the Kemptown "Pride Village Party" became the "Pride Street Party" with the location changing to Marine Parade only, in response to the concerns of local residents, mainly around access.
- 3.3 The changes included:

- Focusing the site was around 6 key LGBTQIA+ venues on Marine Parade and side streets
- Reinstating traffic where safe to do so on St James Street to minimise disruption to bus routes
- Offering a family-friendly atmosphere at New Steine Gardens party with improved accessibility facilities.

3.4 Following the event, feedback has been largely positive; there were no significant reports of antisocial behaviour, there was a reduction in public urination, and people enjoyed having increased access to St James' Street.

3.5 Further feedback will be gathered at an all agencies debrief and with residents in the coming weeks. This will inform future planning for the event.

4. Analysis and consideration of alternative options

4.1 Not specifically for this scrutiny report.

5. Community engagement and consultation

5.1 Not specifically for this scrutiny report. However, significant consultation has taken place through surveys and in-person meetings.

6. Financial implications

6.1 There are no direct financial implications arising from the recommendations of this report which is for noting.

Name of finance officer consulted: John Lack Date consulted: 01/10/2025

7. Legal implications

7.1 No legal implications have been identified as arising from this 'for noting' report.

Name of lawyer consulted: Victoria Simpson Date consulted 1/10/2025

8. Equalities implications

8.1 The events which fall under the Brighton & Hove Pride umbrella aim to promote good relations between the communities which live and work in the city, including those with relevant protected characteristics. The changes made to the Pride Village Party were made to, amongst other things, improve access to differently-abled Pride attendees, while minimising the adverse impacts on other road users, including those with protected characteristics.

9. Sustainability implications

9.1 Not specifically for this scrutiny report.

10. Health and Wellbeing Implications:

10.1 Not specifically for this scrutiny report.

11. Conclusion

11.1 Place Overview & Scrutiny Committee to note the report and make any comments to inform future planning of this event.

Supporting Documentation

1. Appendices

1. Evolution of Pride in Kempton

Evolution of Pride in Kemptown

Place Overview and Scrutiny Meeting

Place Overview & Scrutiny 14/10/2025



Brighton & Hove
City Council



Objectives

Current national and global trends mean Brighton & Hove Pride's role as both a celebration and a protest against inequality are more important than ever.

As part of the 5-year review, we set out to answer 3 main questions

- The general perception of Pride and how it can move with the changing demographics of the city
- The future design and scope of both the Preston Park and Kemptown events.
- Considering a future bid for Euro-Pride and to begin scoping the resources needed

How we listened

- **Online Engagement – Your Voice**

Conducted from May to June 2024 over 8 weeks

- **Survey Details**

9 questions about identity and perception of Pride

- **Kemptown/Preston Park Specific Questionnaires**

Based on 2019 Village Street Party review for data comparison

Phase 2 meetings to consider outcomes

A listening Council

- **Survey Participation**

1,533 people participated in the online survey

85% were city residents

40% lived near or in a ticketed area

54% attended key ticketed events in the past 5 years

- **Location Specific Survey**

476 residents from Preston Park

300 residents from Kemptown

- **In-Person Sessions**

Up to 100 attendees in Preston Park

Up to 30 attendees in Kemptown



A City of PRIDE

Central to City's Identity

Pride Weekend's Significance to the City

- 61% strongly agreed or agreed it is central to the city's identity
- 61% strongly agreed or agreed it is important to residents and communities

Economic Impact of Pride Weekend

- 68% strongly agreed or agreed it benefits city businesses

Key Events of Pride Weekend

- 65% felt the parade was the most central event
- Only 8% said the Pride Village Party (PVP) was the most important event

Concerns Raised

- PVP - 63% feel current arrangements need to change
- Pride in the Park – 43% against additional events

A City of PRIDE

Central to City's Identity

Concerns Raised

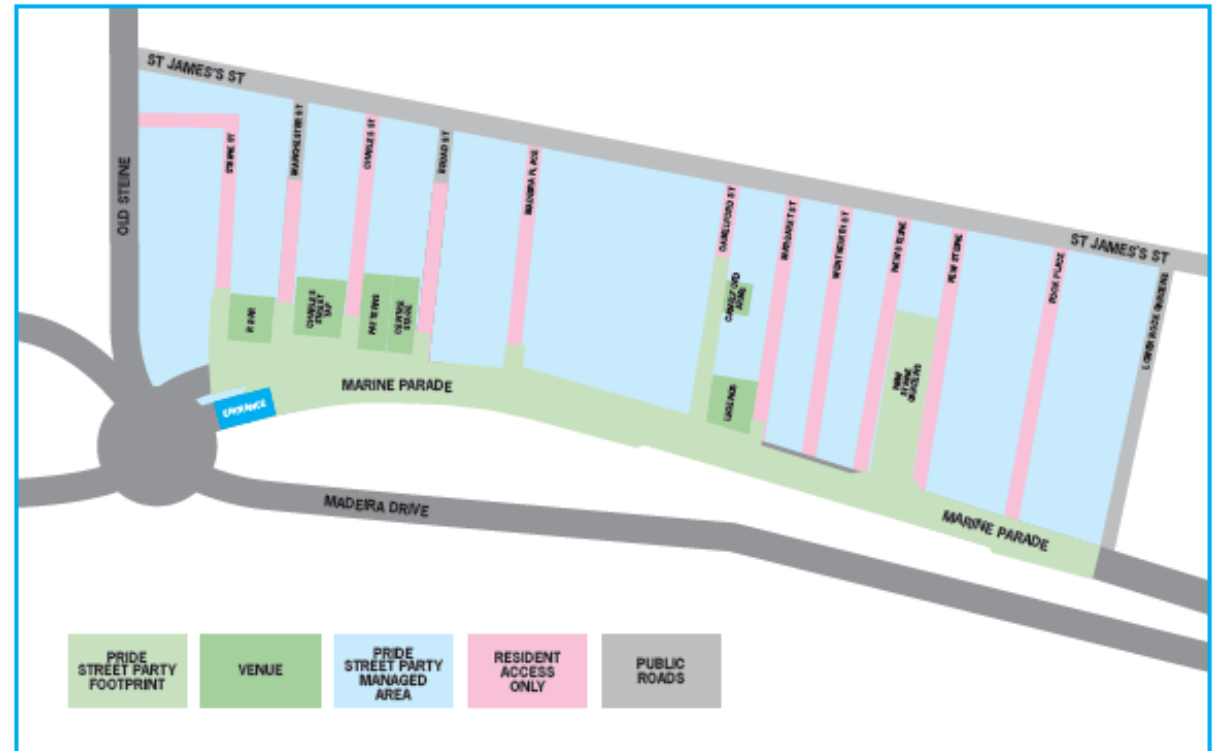
- PVP - 63% feel current arrangements need to change*

***Refers to the online survey results
Significantly higher percentage called for change at the face-to-face sessions**

What we heard – Changes for 2025

Kemptown Pride Village Party to become the Pride Street Party

- The Pride Street Party was reduced to Marine Parade only, reducing resident access concerns
- Site was focussed around 6 key LGBTQIA+ venues on Marine Parade and side streets
- Traffic reinstated where safe to do so on St James Street to minimise disruption to bus routes
- New Steine Gardens party offering a family-friendly atmosphere with improved accessibility facilities.



Outcomes – Overall a success

Feedback so far has been largely positive

- Road Closure implemented at 15:00 due largely to crowds at two key venues
- No significant report of ASB from residents
- Significant reduction in reports of public urination in and around Kemptown
- Overall, the new street party was well received and increased access to St James Street enjoyed

Going Forward

- All agencies debrief to take place on 26 September
- Outdoor Events Team to meet with St James Street Business Alliance to poll opinion
- Kemptown Residents meeting to take place on 27 October
- Any future design to be based on outcomes from these meetings

Thank You

Q&A



Brighton & Hove
City Council

Brighton & Hove City Council

Place Overview & Scrutiny Committee

Agenda Item 44

Subject: Sports Facilities Investment Plan progress update

Date of meeting: 14th October 2025

Report of: Chair of Place Overview & Scrutiny

Contact Officer: Name: Natalie Sacks-Hammond

Email: Natalie.sacks-hammond@brighton-hove.gov.uk

Ward(s) affected: (All Wards);

Key Decision: No

For general release

1. Purpose of the report and policy context

- 1.1 This report to Place Overview & Scrutiny Committee is to update members on the progress made and the future priorities for the Sports Facilities Investment Plan (SFIP) which was introduced in 2021. Appendix 1 presents the highlights of what has been delivered so far as part of the plan and the priorities moving forward.

2. Recommendations

- 2.1 Place Overview & Scrutiny Committee notes the report.

3. Context and background information

- 3.1 The Sports Facilities Investment Plan was introduced in 2021, where it acknowledged that the public sports centres and swimming pools in the city were showing their age and there was a need for good quality, accessible and sustainable facilities which can better serve local residents.
- 3.2 Through the analysis, review and consultation process undertaken, a long-term strategic vision was recommended for the city which provides a range of opportunities and development options. Specifically, the creation of three large hub facilities to serve the city;
- West Hub – A replacement for King Alfred Leisure Centre
 - North Hub – increased provision at Withdean Sports Complex
 - East Hub – site to be decided (current Prince Regent Swimming Complex)

- 3.3 These larger hubs would enable investment in and be supplemented by a small network of locally accessible community leisure facilities supporting the needs of local residents.
- 3.4 A number of significant projects have been delivered or have progressed at the North Hub (Withdean Sports Complex) over the last few years significantly improving participation and income. These include four new small sided 3G All Weather pitches, an interactive soft play facility (Level Up), a refurbished Multi Use Games Area for pickleball, netball, tennis and 3v3 basketball and plans for a new swimming pool.
- 3.5 Further projects have been delivered at community facilities located in areas of deprivation within the city such as at Stanley Deason Leisure Centre. Improvements include the introduction of LED lighting, new sports hall flooring, cricket nets and refurbished 3G and astro turf pitches. A new 3G pitch also planned at Moulsecoomb Community Leisure Centre with a focus on supporting women's sports. More recently a gym expansion and refurbishment project has started at Portslade Sports Centre in Mile Oak.
- 3.6 Appendix 1 shows the timeline for priority projects moving forward including current live projects such as the procurement for a new leisure centre operator, the swimming pool at Withdean Sports Complex and the development of the new King Alfred Leisure Centre.

4. Analysis and consideration of alternative options

- 4.1 None for this scrutiny report

5. Community engagement and consultation

- 5.1 None for this scrutiny report. However, the views of local people on local sport and leisure provision have been gathered through robust feedback from key internal and external stakeholders, and consultation through an online public survey.

6. Financial implications

- 6.1 There are no direct financial implications arising from this report which is for noting.
- 6.2 Projects that have received approval and are currently in the delivery phase of works are included within the council's Capital Programme. Spend against these projects' budgets are monitored at the council's capital programme board and reported as part of the councils TBM reports. These are currently under review as part of the work being requested by the Capital Programme Board.
- 6.3 On-going revenue implications for these projects are included within the MTFS and form part of the budget setting process for 2026/27 and beyond.

- 6.4 For projects in the pipeline, feasibility and options reports are required for which costs are currently met from within Sports Facilities revenue budgets.
- 6.5 Any new projects will require a separate business case before being approved. They are required to demonstrate Value for Money, and clearly outlining the on-going revenue costs associated with new projects. If the associated revenue costs are over and above the current leisure budgets resource consideration of the impact on the council's MTFP will be required. Approving projects with unfunded revenue costs creates financial risk for the council and will add to the estimated budget gap over the next 4 years. Other sources of funding will need to be identified, such as an assessment of income generated from the new proposal, capital receipts, commuted sums or s106 receipts.
- 6.6 New schemes approved will be added to the capital programme with appropriate funding for the projects identified and either included within the Targeted Budget Monitoring report to Cabinet or presented as a single report.

Name of finance officer consulted: Craig Garoghan Date consulted:
06/10/2025

7. Legal implications

- 7.1 Legal services continue to work closely with the project team to advise on the implementation of the SFIP and legal implications of further decisions will be reported in future reports. Legal services have provided advice and assistance on specific projects such as the King Alfred redevelopment and on various projects at Withdean Sports Complex.

Name of lawyer consulted: Eleanor Richards Date consulted (01/10/25)

8. Equalities implications

- 8.1 None specifically for this scrutiny report

9. Sustainability implications

- 9.1 None specifically for this scrutiny report

10. Health and Wellbeing Implications:

- 10.1 None specifically for this scrutiny report

11. Conclusion

- 11.1 Place Overview & Scrutiny Committee notes the update report on the Sports Facilities Investment Plan.

Supporting Documentation

1. Appendices

1. Sports Facilities Investment Plan update

Sports Facilities Investment Plan (SFIP) 2021-2031 Update on Progress

Place - Overview & Scrutiny
14 October 2025

Council Plan – Sports Facilities Investment Plan (SFIP)

A Better Brighton & Hove For All

A city to be proud of – quality sport and leisure provision for our residents and visitors

A healthy city where people thrive – opportunities for people to be physically active and maintain good mental health

A fair and inclusive city – facilities and programmes that are inclusive and fully accessible for all

Well-run council services – a leisure service designed with, and for, our residents and delivered by the council's leisure operator

As a council we want to:



Be connected



Be confident



Be innovative and creative



Be diverse and inclusive



Be healthy and psychologically safe

As a learning organisation we will reflect, develop and learn from each project to enable us to improve future delivery outcomes



SFIP Principles

- Extensive consultation – listening to what our residents want
- Using data and insight to inform our plans
- Long-term financial sustainability - to enable continued investment and ongoing revenue generation
- Commitment to improving environmental sustainability
- Enhancing opportunities in areas of inactivity and deprivation

Sports Facilities Investment Plan (SFIP)

Vision: to create three modern, large, multi sports leisure facilities to serve the city:

- **West Hub** – A replacement for King Alfred Leisure Centre
- **North Hub** – increased provision at Withdean Sports Complex
- **East Hub** – vision to be worked on learning from other developments and projects delivered so far

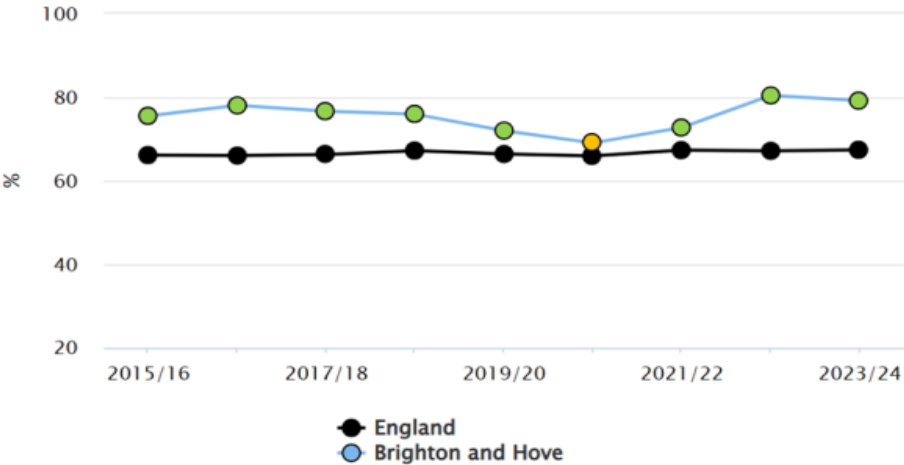
(NB current East hub Prince Regent Swimming Complex)
These larger hubs would enable investment in and be supplemented by a small network of locally accessible community leisure facilities supporting the needs of local residents:

- Moulsecoomb Community Leisure Centre
- Portslade Sports Centre
- Stanley Deason Leisure Centre
- St Lukes Swimming Pool



Impact & Outcomes Overview

Latest OHID Data (Nov 23-Nov 24):
Physically Active Adults



79.2% of Adults in Brighton & Hove are physically active

Compared to other Local Authority areas in England Brighton & Hove is the second highest behind West Berkshire (80.6%)

Facility Data:

1.8m visits a year to our 7 leisure centres (24/25)

506,735 swim visits across the 3 swimming pool sites

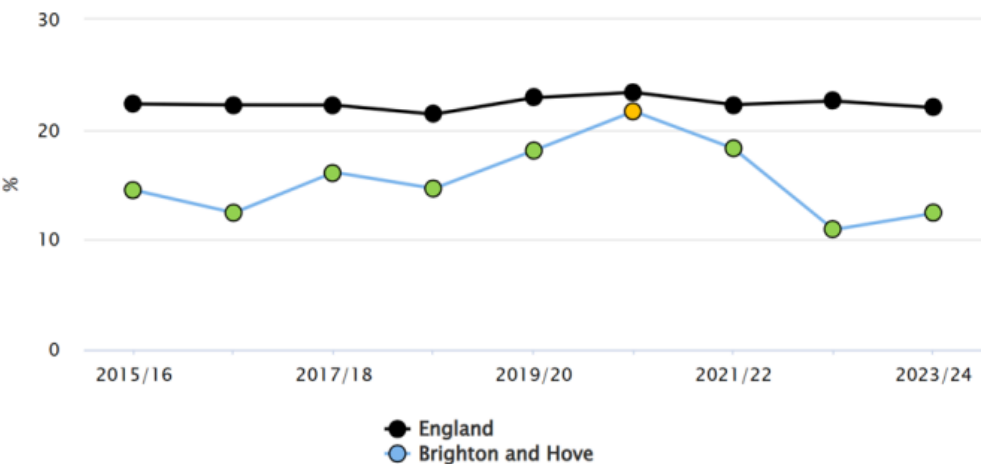
1130 Leisure Card Members (24/25)

Highest ever levels of membership – **8,026**

2722 children learning to swim in weekly swim lessons

53% of leisure centre users visit by walking, cycling or using public transport

Latest OHID Data (Nov 23-Nov 24):
Physically Inactive Adults



12.4% of adults are physically inactive in Brighton & Hove

Compared to other Local Authority areas in England Brighton & Hove is the fourth lowest (low = good) behind Islington, West Berkshire and York.

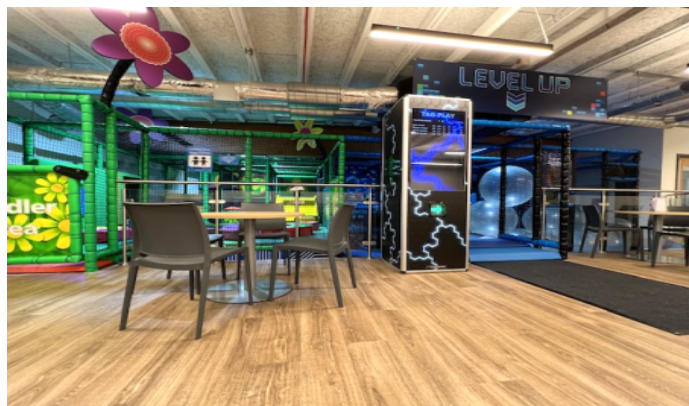
NB Brighton & Hove previously had the lowest rate ever recorded at 11.1%

Large Sports Facilities (Hubs) - What we have delivered:

A number of significant projects have been delivered or have progressed at the North Hub (**Withdean Sports Complex**) over the last few years significantly improving participation and income.

Commercialisation & Innovation -

our new **unique** 'Level Up' **interactive** soft play facility generated **£150k** of new income in it's first 11 months of operation (up to March 2025)



Community Engagement & Accessibility— extensive public consultation informed the plans for our new Withdean Community Pool, with accessibility at the heart of the design



Financial Sustainability – utilising s106 monies improvements have been delivered which generate additional income.

- 4 x small sided 3G football pitches at Withdean to help meet additional demand for recreational play, particularly amongst **women and girl's**

These pitches achieved **36,814 additional visits**

in the first 12 months of operation

Inclusion & Participation

- Refurbishment of the old Multi Use Games Area (MUGA)at Withdean including **4 x pickleball courts** to meet growing demand for this new inclusive sport as well as netball, tennis and 3 v 3 basketball.



Sustainability – Starting in 2022 and completing last year Solar PV has now been installed at 5 leisure centres - reducing carbon emissions in the city by **504 tonnes** and generating **over 1 million kWh** of renewable energy



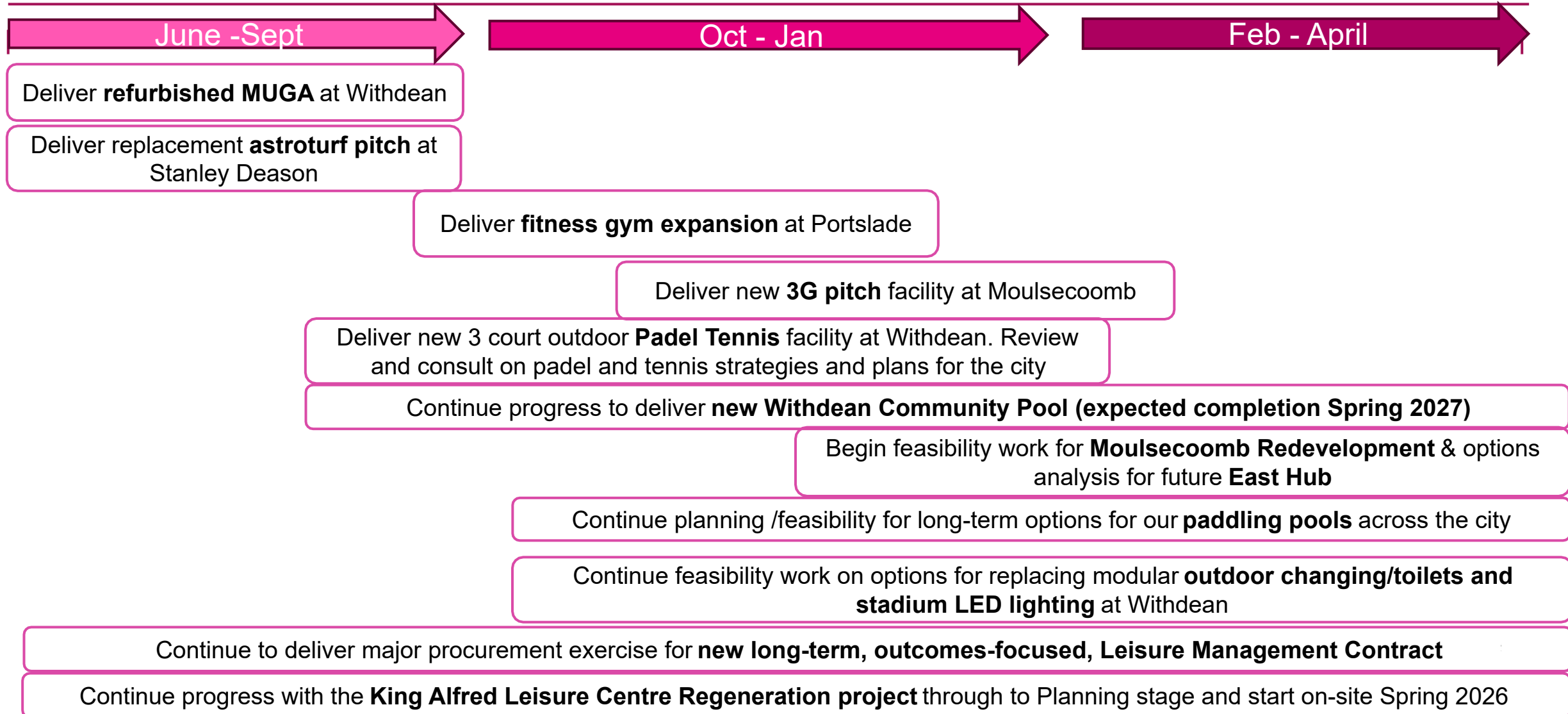
Community Sports Facilities - What we have delivered:

Enhancing opportunities in areas of inactivity and deprivation – replacement of the life expired all weather astro turf pitch for hockey at **Stanley Deason Leisure Centre** completed in August 2025 along with other improvements such as a **new sports hall floor, new indoor cricket nets and LED lighting and a replacement of the 3G pitch in 2021**

Legacy provision – Recently secured a £410k grant from the Football Foundation for a new 7 v7 pitch at **Moulsecoomb Community Leisure Centre** utilising S106 monies as important match funding. This pitch will have a strong focus on **supporting women and girl's** football and also rugby reflecting the impact and legacy of the Women's EUROS in 2022 and the recent Women's Rugby World Cup



SFIP – Priorities for 2025/26 (indicative delivery timeline)



Brighton & Hove City Council

Place Overview & Scrutiny Committee

Agenda Item 45

Subject: Tree Diseases in Brighton & Hove

Date of meeting: 14th October 2025

Report of: Chair of Place Overview & Scrutiny

Contact Officer: Name: Natalie Sacks-Hammond

Email: Natalie.sacks-hammond@brighton-hove.gov.uk

Ward(s) affected: (All Wards);

Key Decision: No

For general release

1. Purpose of the report and policy context

- 1.1 This report to Place Overview & Scrutiny Committee is to provide an overview of the tree diseases in Brighton & Hove, how they are currently being managed and what emerging threats exist for the city's tree population.
- 1.2 Appendix 1 presents an overview of the risks affecting the city's tree population and how the council is currently managing these, specifically in relation to elms and ash trees; and details future plans for further work.

2. Recommendations

- 2.1 Place Overview & Scrutiny Committee to note this report.

3. Context and background information

- 3.1 The country's tree population faces significant risks, with Brighton & Hove particularly affected when it comes to elm and ash trees. The city is dealing with challenges such as elm disease, ash dieback, pathogens impacting horse chestnut trees, and the emerging threat of the elm zigzag sawfly. Additional threats, identified as priorities across Europe, have not yet become established in the UK but remain a concern. On average, one new pest or disease becomes established in the UK each year.
- 3.2 Brighton & Hove's trees are both valuable and distinctive, making their protection essential. Trees provide vital environmental and social benefits: they reduce air pollution, help cool the urban environment, support health

and wellbeing, offer opportunities for enjoyment of green spaces, ensure equitable access to nature, and provide habitats for wildlife.

- 3.3 The greatest threats to the city's trees stem from imported tree stock, climate change, and limited species diversity. Strengthening biosecurity is essential to prevent the importation of potentially harmful tree stock into Brighton & Hove. The council has committed to more diverse tree species in its recent planting schemes, which ensure greater resilience for the city's treescape.
- 3.4 Elms account for approximately one-third of Brighton & Hove's tree canopy. The city is currently experiencing high levels of elm disease, and the council is leading extensive efforts to contain its spread, including delivering the largest elm inoculation programme in the UK. While the rate of infection is not currently accelerating, it has the potential to escalate rapidly without continued intensive management. The financial risk of replacing street elms is estimated at over £30 million within the next five years.
- 3.5 Ash dieback presents a significant challenge for Brighton & Hove, which is not containable. The only effective management approach is the removal of affected trees, with works prioritised for public safety, and particular areas of concern, such as woodland in Stanmer Park. Replanting costs are estimated at £18,000 per hectare over a 10-year maintenance period.
- 3.6 Appendix 1 provides more details on tree disease in Brighton & Hove and some of the emerging threats such as Elm Zig Zag Sawfly.

4. Analysis and consideration of alternative options

- 4.1 None specifically for this scrutiny report

5. Community engagement and consultation

- 5.1 None specifically for this scrutiny report

6. Financial implications

- 6.1 There are no direct financial implications arising from the recommendations of this report which is for noting.
- 6.2 The costs of managing tree disease and tree maintenance are included within the City Parks service. As at month 5 there is a forecast overspend of £0.100m, this overspend has been included within the cabinet report being presented at the October 2025 Cabinet meeting.
- 6.3 Consideration of the on-going revenue implications are forming part of the discussions for setting the 2026/27 budget and the overarching Medium Term Financial Strategy.

Name of finance officer consulted: Craig Garoghan Date consulted:
01/10/2025

7. Legal implications

7.1 This report is for noting and as such there are no direct legal implications arising from its noting. The Council is under a duty to monitor, control and where required, remove diseased trees to prevent the spread of disease and danger to persons or property. Any measures arising will need to be in compliance with these duties and may need further assessment of legal implications.

Name of lawyer consulted: Katie Kam

Date consulted (02/10/25):

8. Equalities implications

8.1 None specifically for this scrutiny report

9. Sustainability implications

9.1 None specifically for this scrutiny report

10. Health and Wellbeing Implications:

10.1 None specifically for this scrutiny report

11. Conclusion

11.1 Place Overview & Scrutiny Committee notes the report.

Supporting Documentation

1. Appendices

1. Tree Diseases in Brighton & Hove – an overview.

Tree Diseases and the action the Council is taking— an overview

Overview and Scrutiny

Peter Small, Arboriculture Manager
Cllr Alan Robins

September 2025



Brighton & Hove
City Council

The fight against tree disease and why it matters

A City to be proud of – protecting our trees from disease and improving safety for residents where tree disease results in risk to the public

A healthy city where people thrive – trees are important assets for our parks, gardens and streets which play an important role in pollution control, cooling, the health, wellbeing and enjoyment of people living in our city

A fair and inclusive city – maintaining a healthy tree population across the city will ensure equitable access to nature and a home for local wildlife

Well-run council services – world renowned management of Elm Disease and preservation of National Elm Collection. Innovation using modern technology and UK first mass inoculation program.



**Protecting our
unique and
valuable tree
population for
the benefit of all**

- ✓ Commitment to **better community engagement** around Ash Dieback (ADB)
- ✓ **Innovation** in harnessing technology and new controls
- ✓ **Biosecurity push** targeting tree planting in the city and log storage



Brighton & Hove
City Council

Overview

- ✓ **Consistent investment and support** in fight against tree disease has preserved the city's unique and valuable collection (est. **£549m urban tree stock capital value** – Treeconomics 2022)
- ✓ **FY2025-26 BHCC tree disease budget of £335k** for Ash Dieback and Elm Disease
- ✓ **Overspend for Elm Disease this FY** – annual costs are not static or predictable, 100% of infections found each summer in the city are dealt with by BHCC
- ✓ **Biosecurity is critical for prevention of future pests and diseases**
- ✓ **Tree disease strategy to be developed** as part of an overarching Tree Strategy for BHCC

Priority in B&H now

- Elm Disease – tree/canopy loss
- Ash Dieback – public safety/woodland impact

Costs for managing tree disease have increased in recent years. BHCC Elm Disease control has always depended on funding to deal with 100% of all infections city wide found each year. This approach prevents much larger elm tree losses each year.

Elm Disease (ED) Management

- **Intensive on-going program** of identification and felling of infected trees each summer
- High levels of ED, but it is **not currently accelerating due to control measures**
- **Elm log storage/elm debris/elm regeneration a persistent source of infections**
- **Dutch Trig injections are working** **FY2025/26 1500 trees injected = £40k of ED budget**

COSTS

Annual costs for ED felling and elm inoculation works

FY 2023/24
£290k

FY 2024/25
£260k

FY 2025/26
£164k budget
+ £100k current
reported
overspend

ACTION

- **Completion of backlog of 100% of ED works for this FY** – large volume of summer work continues into winter
- **Maintain current 100% control program** or loss of control leading to significant upsurge in infections/tree death = **+£30m BHCC liability to fell and replace street elms over 5yrs if control not maintained**
- **Explore potential for resident/corporate sponsored scheme** for Dutch Trig inoculations
- **Develop long term strategy for Elm Disease Management** as part of wider Tree Strategy for

Ash Dieback Disease (ADB) Management

- **No containment/control possible** – works are public safety led and focused on areas of concern (woodland mainly)
- **Felling licences are conditioned for 10yrs** – annual maintenance checks/works required for replanting or regeneration success
- **Current vacancy for ADB Coordinator post**
- **Phased approach to felling** based on risk prioritisation but unfinished sites prevents replanting works

Annual costs for Ash Dieback works

COSTS

FY 2023/24
£273k

FY 2024/25
£230k

FY 2025/26
£164k budget
Yet to be spent
(winter
program)

ACTION

- **1Hectare site planned for replant** this winter 2025-26 in Stanmer
- Comms improvement including **Woodland Advisory Group** and review of process
- **Maintenance of Woodland sites affected required long term**, previously no program
- **Review of Ash Dieback Action Plan** with longer term strategy for managing woodlands in light of ADB



Brighton & Hove
City Council

Other tree disease and pest impacts



Elm Zig Zag Sawfly (recent)

- Relatively new invasive pest affecting all elm species
- Expected to boost Elm Disease infections
- Dutch Trig will help to combat

ACTION

- No containment or control possible
- Monitoring

Horse Chestnut - various (well established)

- 3 pathogens all combining to a decline in common HCs throughout the city
- We are gradually losing this species

ACTION

- **Steady removal of trees in decline** as part of existing tree maintenance budgets

Oak Processionary Moth – OPM (likely)

- Heading to South Coast
- OPM is public health concern

ACTION

- Monitoring progress of cases in South-East towards the city – none yet

Future UK threats

Xylella

Asian Longhorn Beetle

Emerald Ash Borer

Brighton & Hove City Council

Place Overview & Scrutiny Committee

Agenda Item 46

Subject: Heritage Task & Finish Group Scoping Report

Date of meeting: 14th October 2025

Report of: Chair of Place Overview & Scrutiny

Contact Officer: Name: Natalie Sacks-Hammond

Email: Natalie.sacks-hammond@brighton-hove.gov.uk

Ward(s) affected: (All Wards);

Key Decision: No

For general release

1. Purpose of the report and policy context

- 1.1 This report provides information on issues facing the preservation of heritage assets in Brighton & Hove. It includes a scoping report for the Task & Finish Group (Appendix 1) and draft Terms of Reference (Appendix 2).
- 1.2 The Council is currently working on its new Heritage Strategy. This Task & Finish Group will ultimately form recommendations that will feed into the development of this strategy. The timeline for the strategy has been altered to cater for this.

2. Recommendations

- 2.1 Place Overview & Scrutiny Committee agrees to establish a Task & Finish Group to scrutinise the issue of preserving heritage assets in the city.
- 2.2 Place Overview & Scrutiny Committee agrees the Terms of Reference, membership and duration of the Task & Finish Group as set out in Appendix 2.

3. Context and background information

- 3.1 The look and feel of the city is a key priority for the council where conserving and developing the unique culture and heritage of the city contributes to Outcome 1 of achieving the Council Plan: "A city to be proud of". The Council wants to reimagine its role as facilitator in helping people to look after their buildings, of which some may be in disrepair, at a time when there is not much funding or resources available.

3.2 The purpose of the Heritage Task & Finish Group is to scrutinise the issues faced in preserving the city's heritage assets and to investigate what other initiatives or measures could be put in place.

3.3 Areas to investigate include:

- Private ownership; barriers that they face in looking after heritage buildings that they own and how the council can effectively engage with them to provide advice and assistance.
- Council owned heritage assets; how the Council can ensure heritage assets under their ownership are preserved during a time of limited funding to ensure that they remain accessible to the public and to the benefit of the local community.
- Conservation areas and conflict with modernisation; there is a balance to strike between protecting the heritage asset and allowing sustainable additions to a building in a conservation area, which can cause frustration for residents.
- Lack of enforcement powers; the council or government can take action if a heritage asset has reached a stage of disrepair where its preservation might be at risk. Historic properties often require ongoing, intensive care that is difficult for a local authority to mandate and oversee, particularly when there are large numbers of them.
- Lack of funding; maintaining a heritage building or asset can come with high costs which some owners may not be able to afford. Grants or incentives from councils are limited or non-existent, which leaves a gap between what's required and what's financially feasible for owners.
- Working with community groups; there are many community groups and local societies with an interest in the local heritage and it would be worthwhile to investigate how the council can use these groups to assist in this work.

3.4 The report will focus on the following areas:

- To better understand the barriers that owners and residents face when looking after heritage assets and what kind of support would be useful.
- To explore how the Council might reimagine its role as a facilitator, especially in the context of reduced funding, by identifying alternative solutions and sources of funding for heritage projects
- To understand how other councils and relevant organisations ensure heritage sites are protected and whether there are initiatives or examples of best practise that the council might want to adopt.
- To explore how the council might work with community groups to assist them in leading on some heritage projects.

3.5 Task & Finish Group Scoping Report and Terms of Reference

More information on Heritage in the city is included in the Task & Finish Group scoping report (Appendix 1), including suggested areas of enquiry and witnesses. The draft Task & Finish Group Terms of Reference (Appendix 2) include suggested membership and duration of the Group.

4. Analysis and consideration of alternative options

- 4.1 Members are free to amend the details of the Terms of Reference if they wish to pursue alternative options

5. Community engagement and consultation

- 5.1 This has not been considered at this stage, however, the recommendations will feed into the development of the new Heritage Strategy which will be presented to Cabinet following a period of public consultation.

6. Financial implications

- 6.1 There are no expected financial implications associated with the establishment and operation of the member task and finish group as it is anticipated that any costs associated with their operation will be managed within the existing revenue budgets of each respective service area involved.

- 6.2 Recommendations from the Task & Finish Group will drive recommendations that will feed into the development of the new Heritage Strategy which will be presented to Cabinet. Any financial implications identified will be included within the Heritage Strategy report to Cabinet.

Name of finance officer consulted: John Lack Date consulted: 01/10/2025

7. Legal implications

- 7.1 There are no expected legal implications arising from the actions identified in this report. The Council holds significant statutory duties and responsibilities concerning heritage assets. National planning policy and guidance set out clear expectations that councils must have a positive and proactive approach to the conservation and enjoyment of the historic environment, including heritage assets. Councils are required to address heritage assets positively and proactively through their local plans and planning functions. Any legal implications that arise from the proposed Heritage Strategy will need to be considered in that report.

Name of lawyer consulted: Katie Kam Date consulted (02/10/25):

8. Equalities implications

- 8.1 None specifically for this scrutiny report and the establishment of a Task & Finish Group

9. Sustainability implications

- 9.1 None specifically for this scrutiny report and the establishment of a Task & Finish Group

10. Health and Wellbeing Implications:

- 10.1 None specifically for this scrutiny report and the establishment of a Task & Finish Group

11. Conclusion

- 11.1 Place Overview & Scrutiny Committee is being asked to establish a Task & Finish Group to scrutinise the preservation of heritage assets in the city and to agree to Terms of Reference and membership of the group taking on this work.

Supporting Documentation

Appendices

- 1. Heritage Task & Finish Group Scoping Report
- 2. Heritage Task & Finish Group Terms of Reference

Scoping report – Heritage Task & Finish Group

Membership: To be confirmed by Place O&S Committee.

Terms of Reference: ToR to be agreed by Place O&S committee.

Definition:

“Our heritage is what we have inherited from the past to value and enjoy in the present, and to preserve and pass on to future generations.” (What is Heritage? | The Heritage Council:)

This Task & Finish Group recognises that the definition of heritage can encompass a wide range of elements, including cultural, historical, and social aspects. However, for the purposes of this work, the focus will be on historic buildings, structures and artefacts in the city, and including lesser known, but still ‘at risk’ assets. The group will explore how to preserve heritage assets during times of limited funding by developing new ways of supporting community groups, generating income, and applying best practices drawn from other local authorities and organisations. The group aims to provide clear recommendations to support the preservation of heritage assets in the city, whether publicly or privately owned.

Heritage Strategy

The Council is currently working on its new Heritage Strategy. This Task & Finish Group will ultimately form recommendations that will feed into the development of this strategy. The timeline for the strategy has been altered to cater for this. The Heritage Strategy will be agreed by Cabinet following a period of public consultation.

The Council wants to reimagine its role as facilitator in helping people to look after their buildings, of which some may be in disrepair, at a time when funding and resources are scarce. *“There remains a need to raise awareness of what makes the city’s heritage so important, to develop a positive city-wide appreciation of these special qualities and to create a pride in the historic environment and confidence in its future conservation.”* (Conservation Strategy, 2015)

The Issue:

The look and feel of the city is a key priority for Brighton & Hove City Council (City Plan; Council Plan 2023 to 2027.pdf) where conserving and developing the unique culture and heritage of the city contributes to Outcome 1 of achieving the Council Plan: “A city to be proud of”.

Private ownership

The protection and preservation of all heritage assets in the city can be difficult to achieve, as many are privately owned. Private owners are considered as the “guardians” of historic buildings and structures and it is vitally important that they are

aware of their responsibilities towards them. However, there can be issues in effectively engaging with owners to address problems.

“Owners of listed buildings or buildings within conservation areas have no specific duty to keep their buildings in a good state of repair and may be reluctant to do so when the building is perceived to be of insufficient value to justify its long-term upkeep. The council is however empowered to take action where a building has deteriorated to such an extent as to put its preservation at risk and / or to cause wider visual harm to the area” (Conservation Strategy 2015 point 8.1).

Council owned heritage assets

A council has a responsibility to act as a steward for the heritage assets under its ownership, ensuring they are properly maintained, conserved, and managed in line with heritage protection laws. This includes keeping them in good repair, seeking consent for any changes, and balancing preservation with public access, safety, and community benefit. However, they often face challenges such as limited budgets, the high cost of specialist repairs, balancing modern use with conservation, and managing public expectations while safeguarding the historic significance of these assets.

From a recent research paper commissioned by the government, they found that *“Council-run heritage sites and provisions have faced cuts across ... the LAs. This has resulted in public access to museums, galleries and heritage sites being reduced and, in some cases, sites have been completely closed. This has left some districts with no access to their public heritage sites or collections.”* (Impacts of changes to local authority funding on small to medium heritage organisations - GOV.UK)

Conservation areas and conflict with modernisation

Over recent years, there have been increased pressure to allow energy efficiency alterations to buildings in conservation areas and listed buildings and there is a balance to strike between protecting the heritage asset and allowing sustainable additions to a building. The planning team rely on guidance from Historic England on this matter and is positive about the need for historic buildings to reduce their carbon emissions. However, this can cause frustration for residents where heritage protection means that energy saving measures have to conform to a higher standard of design.

Lack of enforcement powers

The Council holds responsibility for heritage assets under its ownership. They must adhere to national planning policy and guidance and are expected to have a positive and proactive approach to the conservation and enjoyment of the historic environment. Without a formal duty of care or stewardship, some assets may be viewed as financial burdens by local authorities and be placed at risk. Nationally designated assets, such as listed buildings, cannot be easily demolished, and any

attempt to do so would likely cause significant public concern. In contrast, heritage assets with local rather than national significance do not enjoy the same degree of protection (Green_Balance_Final_Report_2012_1_-pdf).

There is no specific duty on private owners to keep their buildings in a good state of repair but local authorities have powers to take action where a designated heritage asset has deteriorated to the extent that its preservation may be at risk (The upkeep and repair of historic buildings - GOV.UK). Councils and the government can step in with emergency works, repair notices, or even force a sale if a listed (or in some cases, unlisted but important) building is at serious risk.

However, enforcing the maintenance of heritage buildings is difficult due to several factors, including large costs for owners, a shortage of specialised labour and materials, complex legal frameworks, and challenges in monitoring compliance. Historic properties often require ongoing, intensive care that is difficult for a local authority to mandate and oversee, particularly when there are large numbers of them. There are resource issues with most councils and a lack of funding available.

The Brunswick Estate is subject to The Hove Borough Council Act 1976 which states that the fronts of all properties in the original Brunswick Estate must be maintained unaltered and painted every five years adhering to a specific type and colour of paint. (Brunswick Estate Repainting Specification 2020/2021) This Act of Parliament allows the council to take action for non-compliance including issuing notices or prosecution, but the same is not true of many other similar areas.

Lack of funding

Maintaining a heritage building or asset can come with considerable costs which some owners, including the Council, may not have the funding for. Grants or incentives from councils, central government and other organisations are limited or non-existent, which leaves a gap between what's required and what's financially feasible for owners. There are potential funding sources such as Historic England, the National Lottery Heritage Fund and the Government but these are limited, with high eligibility criteria, and they are very competitive.

Non-profit and community groups can be more successful with funding applications than private owners, and even sometimes local authorities, as they can demonstrate significant public benefit and community engagement.

Working with community groups

The Conservation Strategy 2015 said *"The council will work with local amenity societies to identify potential buildings at risk and will support and work with those local groups or organisations who wish to become involved in the restoration and re-use of historic buildings."* (Conservation Strategy, 2015)

There are many community groups and local societies with an interest in the local heritage such as the Conservation Advisory Group, the Regency Society, Friends of

the Pepper Pot, Hove Civic Society, The Keep etc who the Council could partner with and support to take responsibility for certain heritage assets. Currently, a member of the Heritage Team meets with some of these groups regularly, but it would be worthwhile looking into how the council can use these groups to assist in this work.

Potential areas of enquiry:

How can we as a city work with our residents - and enable them to work with us, in a two-way flow of dialogue and ideas - to facilitate and enable them to protect their heritage buildings:

- what support the Council can offer in terms of guidance, advice, and communications, and the current capacity to do so
- understand barriers that those responsible for preserving heritage assets face and what kind of support would be useful.
- what a communication campaign could look like in reminding people of their responsibilities in maintaining the character and appearance of the city.
- how the Council might reimagine its role as a facilitator, especially in the context of reduced funding, by identifying alternative solutions and sources of funding for heritage projects, for example, by setting up a Heritage Network.
- How to encourage greater involvement from residents/community groups.
- How other councils ensure heritage assets are protected
- How to make heritage assets financially sustainable
- Academic research on the issue

Potential witnesses:

- BHCC Heritage Team; what are the issues they face in preserving the city's heritage assets? What questions do officers need answering to help with the development of the strategy? What issues do they face when reaching out to owners? how do they currently work with community groups/societies? What has been effective in the past? Is there any learning we should be aware of?
- Communications Team; what is the best way to communicate with owners and residents about this? How do we reach them? What methods would be effective here?
- Private owners/institutions of heritage assets; what barriers do they face in maintaining heritage buildings? What could the council offer that would be most helpful? What support do they need?
- Academics; how important are heritage buildings and assets? Is there any research on their impact on the local economy? Is there research into initiatives to preserve them?
- Other local authorities: are they facing similar issues? How have they overcome these? What support do they offer? Are there any examples of best practise or new initiatives that would be of interest? What other funding sources are out there?

- Local Government Association; what relevant research have they undertaken on this topic? Are there any advice, support or specific insights they can provide? Do they know of any examples of best practise?
- Amenity societies, Community groups, and “Friends of” groups etc; is taking on the responsibility for a heritage site something they would be keen to do? What support would they need? What initiatives do they take at the moment and what would they like to do in future? What are the examples of best practise currently either locally or further afield?
- Visit Brighton; how big a part does the local heritage play in the tourism offer? What are the most popular sites? Are there any smaller or lesser known heritage assets that could be given more status? Is there a funding avenue here?
- Historic England; what funding is available for the preservation of heritage assets at the moment? How rigid is the eligibility for funding applications? is there any scope in introducing or changing the funding/eligibility criteria that is currently on offer? What role does central government play in supporting the preservation of heritage assets, and has there been any change on this since the General Election took place?
- The Keep; how do they look after heritage assets in their collection? Are there any lesser known assets or artefacts that could be used to generate income in some way? Do they have any new initiatives that they could share with us? How successful is their partnership working? Do they partner with community groups at all and how does that work? What support do they provide?

Terms of Reference: Heritage Task & finish Group

1. Purpose

1.1 The purpose of the Heritage Task & Finish Group is to scrutinise the issues faced in preserving the city's heritage assets and to investigate what other initiatives or measures could be put in place to allow the council to support owners, residents and community groups to look after their buildings at a time where there is limited funding and resources available.

1.2 The group will develop a report with recommendations that will feed into the development of the council's new Heritage Strategy and will be presented to the Place Overview & Scrutiny Committee for agreement. Place Overview & Scrutiny Committee will further refer the Task & Finish Group report to Cabinet and/or partners for consideration.

2. Status

2.1 The Task & Finish Group is an informal group that will report to the Place Overview & Scrutiny Committee.

3. Areas of focus

3.1 The report will focus on the following areas:

- To better understand the barriers that people face when looking after heritage assets and what kind of support would be useful.
- To explore how the Council might reimagine its role as a facilitator, especially in the context of reduced funding, by identifying alternative solutions and sources of funding for heritage projects
- To understand how other councils and relevant organisations ensure heritage sites are protected and whether there are initiatives or examples of best practise that the council might want to adopt.
- To explore how the council might work with community groups to assist them in leading on some heritage projects.

4. Scope

4.1 To produce a report on how the council can help people to look after heritage assets in the city during a time where there is limited funding and resources available. The recommendations from the Task & Finish Group will feed into the development of the new Heritage Strategy.

5. Membership

5.1. Voting Members: Groups will be offered membership as follows: 3 Labour, 1 Green, 1 Conservative, 1 BH Ind or Independent member.

5.2. Non-voting members: Anyone with an interest in this issue may be co-opted on to the TFG.

5.3. Any non-executive member may sit on a Task & Finish Group.

6. Meetings

6.1. Meetings will be chaired by the Chair of the Place Overview & Scrutiny Committee who will be responsible for convening meetings of the Task & Finish Group.

6.2. The Group will meet on a basis to be determined by Group members.

7. Timeline

7.1 The Task & Finish Group report on Heritage will be presented to the Place Overview & Scrutiny Committee at its meeting in March 2026.