

SECTION 1: INTRODUCTION

1.1 Context

- 1.1.1 RPS Transport has been commissioned by Lewes District Council (LDC) to assess the transport and accessibility effects associated with proposals to locate a new community stadium at Sheepcote Valley, Brighton. The stadium would become the new home of Brighton and Hove Albion football club (BHA) and would have a seating capacity of up to 22,500 spectators.
- 1.1.2 The location of Sheepcote Valley is illustrated on Figure 1.1 in the context of the existing transport network.
- 1.1.3 BHA have been considering opportunities for a new stadium since 1997 when their existing stadium at the Goldstone ground was sold for development. The outcome of this process was the development of a preferred scheme for a new stadium located outside of the Built Up Area (BUA) at Falmer Village, which lies to the north east of Brighton in an Area of Outstanding Natural Beauty (AONB).
- 1.1.4 A Planning Inquiry was held in 2003 to consider the merits of locating the stadium at Falmer. The Inspector's recommendation was to refuse planning permission for a stadium at Falmer.
- 1.1.5 Notwithstanding this recommendation, the first Secretary of State decided to re-open the Inquiry. The re-opened Inquiry took place in 2005 and one purpose of this second part of the Inquiry was to consider the merits of a number of alternative sites for the stadium relative to the proposals for Falmer Village. The conclusions of this Inquiry were that insufficient information had been presented to enable the Inspector to reach the conclusion that any of the alternative locations proposed were better than the BHA preferred location at Falmer Village and that therefore planning permission should be granted to develop outside of the BUA in AONB.
- 1.1.6 The decision to grant planning permission to locate the new stadium at Falmer Village was quashed by the High Court requiring the application to be re-determined

by the Secretary of State. In response, the Secretary of State for Communities and Local Government has written to interested parties, including Lewes District Council, inviting representations on a number of issues including, in particular, a transport and accessibility assessment of the Sheepcote Valley site.

1.1.7 Accordingly, this Transport Assessment (TA) provides an assessment of:

- the suitability of locating a community stadium at Sheepcote Valley within the context of national, regional and local transport policy;
- access and movement to and from the site by sustainable modes, having regard to existing, proposed and planned levels of provision;
- the likely visitor mode choice associated with a major sports venue; and
- the management of travel demand associated with the stadium proposals on the surrounding transport network.

1.1.8 In preparing this assessment, RPS have drawn on a wide range of guidance and current best practice. In particular, the assessment takes as a starting point Government guidance set out in PPG13: Transport and its key objectives of:

- Promote more sustainable transport choices for both people and for moving freight;
- Promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and
- Reduce the need to travel, especially by car.

1.1.9 A summary of guidance and information used is provided at the end of this TA.

1.2 **Report Structure**

1.2.1 This report is formed of 10 Sections

SECTION 1: INTRODUCTION

SECTION 2: TRANSPORT POLICY

**PROPOSED COMMUNITY STADIUM, SHEEPCOTE VALLEY
DRAFT TRANSPORT ASSESSMENT REPORT**

SECTION 3:	EXISTING TRANSPORT CONTEXT
SECTION 4:	PLANNED DEVELOPMENT AND TRANSPORT
SECTION 5:	PROPOSALS
SECTION 6:	TRAVEL DEMAND, TRIP DISTRIBUTION AND ROUTE CHOICE
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SECTION 2: TRANSPORT POLICY

2.1 National Policy

2.1.1 Government policy on development and its links with transportation and accessibility is reflected in Planning Policy Guidance notes (PPGs).

2.1.2 PPG 13:Transport (March 2001) articulates the principle of integrating transport and land use planning with respect to new development in ways which help to:

- Promote more sustainable transport choices for both people and for moving freight;
- Promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and
- Reduce the need to travel, especially by car.

2.1.3 These principles form the starting point for developing a Transport strategy for the proposed Community stadium at Sheepcote Valley.

2.1.4 The document further advocates the importance of non-car accessibility to new development and designing for sustainable development. In particular, PPG13 emphasises the role which parking supply can play in encouraging trips to be made by non-car modes.

2.1.5 Reinforcing the importance of restricting the parking supply in encouraging more sustainable travel patterns, PPG13 provides guidance on the maximum parking provision for a range of land uses, including for sports stadia. The policy guidance recommends a parking limit of one space per 15 spectators and emphasises that this is very much a maximum rate of provision, advocating lower rates of parking wherever possible to support and reinforce wider sustainability and accessibility agendas.

2.1.6 PPG17 provides guidance on sport, open space and recreation development. It acknowledges the importance of sport and recreation in the wider community and

states that facilities, parks and open other green spaces are integral to the built environment as they enhance the quality of life and contribute towards the sustainability of urban areas. In this context, the Government's main planning objectives for sport and recreation are to:

- promote more sustainable patterns of development by creating and maintaining networks of recreational facilities and open spaces, particularly within urban areas;
- promote social inclusion, health and well-being by ensuring that everyone has easy access to good quality sport and recreation facilities and open space; and
- support an urban renaissance, by making towns and cities more attractive places in which people will choose to live.

2.1.7 With regard to the provision of new recreation facilities, the guidance advises local authorities to (inter alia):

- locate more intensive recreational uses in or the edge of town centres where they can contribute to town centre vitality and viability; and
- use previously developed sites wherever possible and help regenerate their host areas.

2.1.8 In order to overcome local traffic impacts and to avoid undue dependence on travel by car, the guidance recommends that wherever possible, travel plans are submitted in conjunction with certain recreational schemes so as to encourage access by a range of travel modes.

2.2 Regional Policy

2.2.1 Regional transport policy for the South-East (draft RTS) is set out in Section D4 of the draft South-East Plan (draft RSS) which is currently subject to Examination In Public.

2.2.2 The draft RSS recognises the growth pressures which the South-East region is facing over the next twenty years and advocates a smart approach to meeting this

demand rather than simply predicting and providing. This means locating growth where the burden placed on existing infrastructure provision by new development can be mitigated, where the need to travel - especially by car - can be minimised, and where the provision of new development does not impact on the region's valuable environmental assets.

2.2.3 Aligning itself with the spatial strategy, the three central tenets of the draft RTS are:

- manage and invest;
- mobility management; and
- a focus on a network of regional hubs and spokes.

2.2.4 Within this policy framework, Brighton is identified as a regional hub connected to the wider region by three regional spokes which are corridors of movement that are not mode specific. It is therefore a location where over the next twenty years:

- priority will be given to measures that increase levels of accessibility by public transport, walking and cycling;
- higher density land uses and/or mixed land uses that require a high level of accessibility will be encouraged so as to create 'living centres';
- high priority will be given to the development of high quality interchange facilities between all modes of transport; and
- regional and sub-regional accessibility will be enhanced as the significance of the network of regional spokes is reflected in management priorities and investment proposals brought forward by delivery agencies.

2.2.5 In this context, the already important role which Brighton plays as a cultural and administrative centre at a regional and sub-regional level is set to be reinforced and further developed over the duration of the RSS. More importantly, Brighton will become a main focus for the regional infrastructure provision needed in the Sussex Coast sub-region to support the necessary growth requirements of the sub-region.

2.2.6 The location of a major, new Community stadium within the Brighton BUA would

therefore be in alignment with regional spatial policy. Moreover such a facility would be poised to contribute towards and benefit from wider, regional transport infrastructure provision.

2.3 Local Policy

2.3.1 National policy on transport and land use establishes broad, policy objectives which reflect the Government's aspirations with respect to spatial and transport development. The role of local government is to develop strategies based on specific local social and spatial requirements which deliver on national aspirations.

2.3.2 Local transport policy with respect to the stadium proposals is articulated in two statutory documents comprising:

- Brighton and Hove City Council Local Transport Plan 2 (2006-2011); and
- East Sussex County Council Local Transport Plan 2 (2006-2011).

2.3.3 These two documents are developed in consultation with local stakeholders and form a framework within which development proposals, including those for a community stadium at Sheepcote Valley, should sit.

Brighton and Hove City Council Local Transport Plan 2 (2006-2011)

2.3.4 The overarching vision articulated by the BHCC LTP2 is to create:

“A mobile city – a place with a co-ordinated transport system that balances the needs of all users and minimises damage to the environment.”

2.3.5 Building on this vision for Brighton, the policies and programmes set out in the BHCC LTP2 are formulated such as to facilitate an efficient and sustainable pattern of movement and communication and through this, to create an environment within which people can enjoy a higher quality of life.

2.3.6 To this end, a number of objectives have been established and these form a framework against which development proposals and opportunities can be assessed. The BHCC LTP2 objectives comprise:

- Reduce danger for all road users through a range of information and physical measures such as speed enforcement techniques;
- Improve accessibility on sustainable modes;
- Encourage partnership and innovation;
- Seek compatibility between transport and planning policies;
- Seek to maintain and improve the existing highway network but not to provide additional capacity;
- Reduce road traffic, pollution and congestion primarily through the implementation of a number of demand management measures to discourage car usage rather than increasing highway capacity. Measures would include the extension of existing Controlled Parking Zones (CPZ) to identified areas;
- Increase community awareness of the impacts of travel decisions through measures such as personalised and workplace travel planning (Brighton will be implementing the largest personalised travel plan programme in the UK over the period of BHCCLTP2); and
- Improve the economic, environmental and social viability of the city.

2.3.7 In identifying mechanisms for delivering against these objectives, there is an even greater emphasis in BHCC LTP2 on accessibility planning and managing demand. This approach seeks to build on the measured success of the 2001-2006 LTP which amongst other successes, resulted in:

- a 10% reduction in private car journeys coming into the City;
- 5 million more bus passenger journeys;
- a 50% increase in people cycling; and
- a 10% increase in people walking into and out of the city centre.

2.3.8 In terms of tackling car usage and the concomitant congestion and environmental

issues, BHCC LTP2 proposes a three pronged approach comprising:

- Reducing demand to travel (especially by private car);
- Improved provision for sustainable modes (i.e. walking, cycling and public transport); and
- Improved network efficiency through, for example, Urban Travel Management and Control (UTMC) systems.

2.3.9 What B&HLTP2 does not advocate is the provision of new development which is designed around and would be dependent on the private car for the majority of journeys made.

2.3.10 Furthermore BHCC LTP2 advocates the importance of accessibility planning as a means of bringing together common interests across a range of policy areas and service providers. This approach acknowledges the far reaching role transport and accessibility can play not just in serving a specific, stand alone feature such as a sports stadium, but by fully integrating transport provision within the urban mesh, the role it can play in connecting or re-connecting communities and facilitating regeneration.

2.3.11 These objectives and social opportunities form a framework within which development proposals, including those for a new community stadium, need to be brought forward to ensure that their full potential in the community can be realised.

East Sussex County Council Local transport Plan 2 (2006-2011).

2.3.12 The key aim of the East Sussex CC's Transport Plan is to deliver the national and local governments shared priorities for transport – tackling congestion, delivering accessibility, safer roads, better air quality and other quality of life issues. The LTP charts the way forward to provide a high quality transport system and improved accessibility to the county's residents, businesses and visitors, in line with the councils own corporate and community priorities.

2.3.13 The priorities for achieving the Community and Strategy Vision and improving the quality of life in East Sussex, focus on the following objectives:

- Improve access to services by providing greater travel choices and land use decisions. In improving accessibility, the Council aims to: Rebalance preferred choice of transport towards non-car modes;
- Promote and improve facilities for walking, cycling and public transport, so that these modes are safe and attractive options;
- Manage demand and reduce the need to travel by private car;
- Improve road safety and reduce fear of crime in communities. For example, enhancing street lighting in communities can improve personal security, encourage more journeys on foot, by bicycle or public transport and reduce the perceived fear of crime;
- Reduce congestion and improve the efficiency of the transport network through striking the right balance between 'demand management' – such as parking charges – and improvements to sustainable travel choices such as travel planning, provision of services in a way that reduces the demand for travel, and 'supply' measures to tackle congestion and improve the efficiency of the transport network; and
- Protect, promote and enhance the environment by addressing the impact of traffic on landscape and biodiversity, climate change & greenhouse gases and noise pollution within the built and natural environment.

2.3.14 In terms of encouraging a shift away from car usage and a greater use of more sustainable roads, ESCC propose to:

- Implement demand management strategies, such as decriminalised parking enforcement with on-street parking charges;
- Improve transport and travel information, so people know about the travel choices available;
- Change how services may be provided ie. bringing services into local communities to reduce the need to travel; and

- Exert influence to ensure: development is appropriately and sustainably located; the way that developments are planned is improved; and ensure appropriate transport infrastructure is 'designed in' at an early stage.

2.3.15 Success in achieving these aims will be assessed through a series of 'outcome based' targets. This means targets which measure real outcomes such as 'improved journey times', 'reduced congestion' and 'increase in bus usage', rather than measuring 'outputs' such as 'the number of pedestrian crossings' or number of bus shelters' installed.

SECTION 3: EXISTING TRANSPORT CONTEXT

3.1 Context

3.1.1 RPS have undertaken a number of desk studies and site visits combined with a series of qualitative and quantitative surveys in order to determine the baseline conditions, constraints and opportunities for movement by walking, cycling, public transport and private car in relation to Sheepcote Valley.

3.1.2 The studies have considered accessibility in relation to the Sheepcote Valley at two levels comprising:

- at a strategic level, identifying the regional and sub-regional transport framework within which the Brighton BUA sits and which would be utilised by visitors to the Community stadium from outside of the Brighton BUA; and
- at a local level, considering accessibility to and from Sheepcote Valley from destinations within the Brighton BUA as well as the interface with the strategic transport network.

3.1.3 The outcome of these studies are presented below.

3.2 Strategic Level Accessibility

3.2.1 Figure 3.1 illustrates Brighton and Hove in the context of the South-East Region and Sussex Coast sub-region and demonstrates that the City is very well connected to the regional and sub-regional transport network. A Community stadium situated within the City would therefore be well placed in terms of accessibility to a wide range of national, regional and sub-regional destinations by a range of non-car modes. These are considered in more detail below.

Coach Services

3.2.2 Coach interchange facilities are located at Pool Valley, which is approximately 25 minutes walk from Sheepcote Valley which is reasonable walking distance for

visitors to the Community stadium. Notwithstanding this, local bus services provide linkages between the coach stations and Sheepcote Valley providing 10 minute connections.

3.2.3 Coach services operating out of Brighton are illustrated figuratively on Figure 3.2, which demonstrates that connections to destinations in all mainland UK regions are possible.

Rail Services

3.2.4 Brighton railway station sits at the junction of the South West Trains, First Great Western, Southern, First Capital Connect and Silver Link networks providing connections to all UK mainland destinations, including direct links to London and Gatwick International Airport.

3.2.5 Forming a regional and sub-regional rail hub, Brighton railway station performs three roles comprising:

- Sub-regionally - connecting Brighton with other adjoining local areas along the Sussex coast;
- Regionally – forming an interchange for both the sub-region and South-East region as a whole where direct connections to or interchange for services to most destinations in the South-East are possible including London; and
- Nationally – providing direct services to a wide range of destinations outside of the South-East Region and through interchange at London, all mainland UK destinations.

3.2.6 Table 3.1 provides a sample of destinations currently available from Brighton railway station. This is also illustrated on Figure 3.3.

Table 3.1: Railway services available from Brighton railway station

Operator	Destination	Peak Hour Frequency (trains / hour)	Journey Time (Mins)	Connecting to
Southern Trains	Southampton	5	2hrs 20 mins approx	Bournemouth, Weymouth, Westbury, Bristol, Bath, South Wales.
Southern Trains	Ashford	5	2hrs 15 mins approx	Folkstone, Dover, Margate, Ramsgate
Southern Trains	London Victoria	7	1hr 10/15 mins approx	London Underground.
First Capital Connect	Bedford	4	2hrs 16 mins	Kettering, Leicester, Derby, Nottingham and Sheffield
Silver Link	Watford Junction	2	2hrs 10 mins approx	Birmingham, Kidderminster, Stafford Crewe, North West, Northampton
South West Trains	London Waterloo	Approx hourly	1 hr 10 mins approx	Reading, Portsmouth, Margate, Ramsgate.

Source: Network Rail

3.2.7 Brighton railway station can currently be reached from all parts of the BUA by a wide range of travel choices. These include by bus, Park and Ride, Kiss and Ride, walking and cycling, creating a highly accessible transport interchange covering the whole of Brighton BUA which includes the Sheepcote Valley.

Highways

3.2.8 The strategic highway network in relation to Sheepcote Valley is illustrated on Figure 3.1 and comprises:

- A27 East, which connects Brighton to Eastbourne and on to Hastings and Dover. The A27 between Brighton and Eastbourne is built to a varying standard with sections of dual-carriageway standard and sections of single-carriageway standard. Speed limits along the route vary reflecting the highway standard they relate to. In the vicinity of Brighton, the A27 east is dual-carriageway standard with two lanes in each directions and grade separation at junctions. The speed limit is 70mph along this section.

- A27 West which connects Brighton to Portsmouth and the M27 along the south coast providing connectivity with a number of the major towns and settlements along the south coast. The A27 between Brighton and Chichester is built to a varying standard with sections of dual-carriageway standard and sections of single-carriageway standard. Speed limits along this section of the route vary reflecting the highway standard they relate to. To the west of Chichester the A27 is a dual-carriageway subject to a 70mph speed limit and connects to the M27 at Portsmouth harbour. In the vicinity of Brighton, the A27 west is dual-carriageway standard with two lanes in each directions and grade separation at most junctions. The speed limit is 70mph along this section.
- A23 which connects Brighton to Crawley and, continuing as the M23, to London in the north. The A23 is subject to a 70mph speed limit and is built to a dual, 2-lane standard with full grade separation between Brighton and Crawley where it becomes the M23 connecting to the M25.
- A259 which follows the south coast between Southampton in the west and Dover in the east. The A259 is built to a varying standard with some sections of dual-carriageway standard but is predominantly a single-carriageway. Speed limits along the route vary reflecting the highway standard they relate to and whether the route is in the built up area or open countryside.
- A270 which connects Brighton to the A27 at Falmer, which lies to the north east and outside of the BUA.

3.2.9 The A27 and A23 corridors in the vicinity of Brighton form Regional Transport spokes. This means that these routes have been identified as being movement corridors of regional importance with a primary role of facilitating movements between regional hubs within the South-East.

3.2.10 All the routes identified above generally operate within capacity during most of the day. Nonetheless, during the morning and evening network peak periods, the network can be subject to material queues and delays. However the demand for travel associated with a Football Stadium usually lies outside of the conventional peak periods and therefore would not increase peak period traffic volumes.

3.2.11 Similarly during the Spring / Summer months, a significant number of visitors are attracted to Brighton resulting in an increased burden on the highway network. However again, the majority of football events are expected to take place during the Autumn and Winter months thereby dove-tailing with, rather than conflicting with, this increase in demand.

3.2.12 Under normal operating conditions, none of these routes experience residual queues at the end of the peak hours indicating that they currently operate within capacity albeit approaching saturation.

3.3 **Local Level Accessibility**

Walking and Cycling

3.3.1 The importance of walking and cycling in contributing towards sustainable travel patterns is detailed in guidance contained within PPG13: Transport (March 2001). The guidance emphasises not only the role walking and cycling can make as main modes of transport but also the considerable contribution they play in forming parts of longer journeys by public transport. In particular, PPG13 identifies the importance of distance in determining modal choice between centres of activity stating:

“Walking is the most important mode of travel at a local level and offers the greatest potential to replace short car trips, particularly under 2km”.

3.3.2 This suggests that people are more likely to choose to walk to the Community stadium if they live within 2km or less. However, the guidance is necessarily broad and covers all journey purposes. In the case of a football stadium, people are often prepared to walk further than this to reach a stadium, with distances of up to 4.8 km not considered to be unusual (refdocumentxxx)

3.3.3 PPG13 also identifies the contribution that cycling can make to transport sustainability and accessibility, identifying this mode of travel as a good substitute

for short car trips, particularly those less than 5km. PPG13: A Guide to Better Practise builds on this concept indicating that in practise, this threshold could be higher at 8km for cycle trips.

3.3.4 The concept of walking and cycling distances has been used to identify the local area in relation to Sheepcote Valley and thereby to identify the potential walking and cycling catchments of the stadium. Figure 3.4 indicates where these trip boundaries lie in relation to the centre of Sheepcote Valley.

3.3.5 Analysis of 2001 census data identifies that:

- 10,667 people live within a 2km walk catchment;
- 30,217 people live within the 3.2km (2 miles) walk catchment; and
- 75,153 people within the 4.8km (3 miles) walk catchment.

3.3.6 In addition, the settlements of Rottingdean, Woodingdean and Saltdean lie within the identified walk boundaries.

3.3.7 Notwithstanding this, the actual distances people are prepared to walk will also be dependant upon local circumstances such as topography and ease of crossing a road. In this context, Figure 3.5 illustrates the pedestrian facilities and cycle network in the vicinity of the proposed Community stadium and demonstrates that the Sheepcote Valley area enjoys good pedestrian and cycle links with an established network of footpaths, foot and cycleways surrounding the proposed site.

3.3.8 Pedestrian and cycle access into the ground is currently taken from Wilson Avenue which forms the western boundary of the site. Lit footways, approximately 2m in width run along both sides of Wilson Avenue in the vicinity of the site. Lit footways, approximately 2m in width also run along both sides of Warren Road and Roedean Road in the vicinity of the site.

3.3.9 Lit footways are provided along the streets to the west of the site, many of which are traffic managed. This provision, in conjunction with the reduced vehicular speeds, enables safe pedestrian movements along these streets between the

ground, Brighton Railway Station, central Brighton and other attractions within Brighton city centre.

3.3.10 BHCC's 'advised cycle route' follows the A259 corridor to the south of the Sheepcote Valley. This provides a segregated, off-road cycleway within the Brighton BUA connecting the Sheepcote Valley to central Brighton, Hove and beyond in the west and Rottingdean and Peacehaven and beyond in the east.

3.3.11 On this basis, it is considered that the site is excellently located in terms of pedestrian and cycle accessibility. Accordingly, it is envisaged that a significant number of journeys would be made by walking or cycling.

Local Bus Services

3.3.12 The existing local bus services operating in the vicinity of the site are illustrated on Figure 3.6 with Table 3.2 providing a summary of route and frequency details. Table 3.2 also provides an indication of the available capacity on a busy Saturday afternoon (16th December).

Table 3.2: Local bus frequencies and available capacity (Weekends)

Service no.	Hourly Frequency	Available capacity / unit
Buses connecting Sheepcote Valley with Brighton and the West		
1	9	76%
7	8	82%
12	3	45%
12A	3	86%
21	2	62%
14/A/B/C	3	82%
27/27A	4	81%
47	1	91%
52	1	87%
Buses connecting Sheepcote Valley with Brighton and the East		
7	5	78%
12	3	70%
12A	2	65%
14/A/B/C	4	52%
27/27A	4	74%
47	1	85%
52	2	89%

3.3.13 Table 3.2 demonstrates that the Sheepcote Valley is currently served by a total of 55 buses per hour of which 34 operate between Sheepcote valley and destinations to the west and 21 between Sheepcote Valley and the east.

3.3.14 Furthermore, observations at the Sheepcote Valley during a Saturday afternoon prior to Christmas indicate that a significant proportion of the capacity of these buses would be available for use by visitors to the stadium.

3.3.15 Given this high level of bus accessibility, it is anticipated that a significant number of visitors to the Community stadium would use bus either as a main or secondary mode of transport to reach the ground.

Highway Network

3.3.16 Figure 3.7 illustrates the Sheepcote Valley in its local context and demonstrates that the site is well placed in relation to the existing local highway network.

3.3.17 A review of the surrounding local highway network has identified the key access routes which are of relevance to Sheepcote Valley and which connect the site to the existing communities in Brighton and Hove in the west and Rottingdean and Peacehaven in the east. These are of varying standards and include:

- Bear Road which connects Wilson Avenue to the A270 and A23 at the Vogue Gyratory;
- Falmer Road which runs north south between the A27 and the A259;
- Wilson Avenue which is a residential street forming the western boundary of the Sheepcote Valley running north-south and connecting Bear Road to Roedean Road;
- Warren Road which forms the northern boundary of the Sheepcote Valley and connects Falmer Road with Bear Road / Wilson Avenue; and
- Roedean Road which connects the A259 to Wilson Avenue.

3.3.18 All the routes identified above generally operate within capacity during most of the day. However again, during the morning and evening network peak periods, the network can be subject to queues and delays.

3.3.19 Notwithstanding this, it should be noted that the demand for travel associated with a Football Stadium usually lies outside of the conventional peak periods and therefore would not increase peak period traffic volumes.

Parking

3.3.20 Figure 3.8 illustrates the location of public parking in relation to the Sheepcote Valley and demonstrates that there are in the order of 2000 parking spaces within 2km of the site. These are predominantly provided at the neighbouring Marina development (1700 spaces) and access to this parking at the Marina could be

controlled on event days. In addition to these, an approximate 7000 further spaces are provided in the central area of the City, 3km from the Stadium.

3.3.21 In terms of on street parking, central Brighton is subject to a Controlled Parking Zone and the area covered by this is illustrated on Figure 3.7.

3.3.22 Whilst the transport strategy which has been developed to sustain the development proposals seeks to discourage unnecessary car travel, the opportunity does exist for visitors to drive to and park in central Brighton and then utilise another mode to reach the Sheepcote Valley. Existing CPZs and any match day CPZ (see Section 5) would serve to discourage nuisance parking and reinforce the message of leaving the car at home.

SECTION 4: PLANNED DEVELOPMENT AND TRANSPORT

4.1 Planned Development

4.1.1 The area immediately adjacent to, and to the south and west of the Sheepcote Valley, is the focus of a number of on-going and emerging developments. Illustrated on Figure 4.1, these are leading a regeneration of the East of Brighton and they include:

- Brighton Marina – a mixed residential, retail and leisure development immediately to the south of Sheepcote Valley. Brighton marina is the largest marina in Europe with approximately 1,500 moorings and 900 residential units combined with retail and leisure facilities including a cinema, hotel, fitness complex and bowling alley. Current proposals would increase the existing development by a further 850 dwellings and 27,192 sq ft of retail A3 and community leisure use. Longer-term, there is scope for further residential development and extensions to the existing range of retail, restaurants and leisure facilities together with some office space; and
- Brighton international Arena – a proposed multi purpose indoor events Arena with two Olympic ice pads, one of which will be for public skating. There would be a fixed seating capacity in the Arena for 7,500 people which could be increased to 11,000 when the ice pad is covered over. Annually, it is expected that the Arena and rink would attract around 2M visits by 1.4M people.

4.1.2 Further a field, along the A259 corridor, a number of other major developments are proposed which would result in an increased demand for and provision of accessible travel opportunities along the A259 corridor. These include:

- i360 - an entirely privately funded project that will be located at the old West Pier. The i360 would be 183 metres above sea level, taller than the Blackpool Tower, the Spinnaker Tower and the London Eye. It will take 2 years to design and build, including one year on site. It will have a peak capacity of 4,000 people a day and expects to attract 550,000 visitors a year, of which 20% will

be new visitors to the city. It will also create 40 full time equivalent jobs; and

- King Alfred Docks – a proposed development to replace the existing sports centre at Hove with a larger and more substantial facility. The development will provide three swimming pools, sports hall, and gym facilities. There will also be 751 flats on the site, 475 market units and 276 affordable. Further to this will be a small-scale retail area with a police office, GP surgery, cafes, restaurants and public spaces.

4.1.3 These developments reflect the predominance of Brighton and Hove as a regional hub and as the main sub-regional centre. They have been planned for by the City Council and are anticipated to make a substantial contribution towards the City's continuing success. Furthermore, this provision would result in the clustering of a number of major leisure venues with similar accessibility needs and requirements and the critical mass need to support a step change in transport provision, which would be beneficial to all.

4.1.4 Importantly, they will require changes in accessibility in the Brighton and Hove BUA, and given its urban nature, accessibility issues will necessarily need to be met by focussing away from car travel and on alternative, more sustainable means of penetrating the City.

4.2 **Brighton Rapid Transit System**

4.2.1 Figure 4.1 also illustrates the proposed Brighton Rapid Transit System. In July 2006, BHCC submitted a major scheme bid to the Department for Transport (DfT) for a new Rapid Transit System (BRTS). The BRTS is a conventional bus based system with priority provided wherever possible.

4.2.2 The system was originally conceived as serving three corridors as follows:

- Brighton Station to Brighton Marina via Eastern Road (eastern corridor);
- Brighton Station to King Alfred Docks via Kingsway (western corridor); and
- Brighton Station to a new park and ride facility in the location of the A23 / A27 junction (northern corridor).

- 4.2.3 A business case was developed by BHCC which included all three corridors. However, prior to the bid being submitted, the northern corridor was removed from the scheme and a new business case developed based on just the two east-west running corridors.
- 4.2.4 The system would operate its own vehicles in order to reinforce the BRTS brand. At this stage, it is envisaged that Streetcar, Civiis or similar vehicles would be used. No guidance systems are proposed for the system and it has been designed to accommodate conventional rubber tyred vehicles only i.e. there is no possibility of converting the system to trolley-bus or light rail (tram) vehicles.
- 4.2.5 These types of vehicles provide capacity for around 120 passengers each with further capacity being possible with the seats being removed. Operating at a 7/8 minute headway, (eight per hour), the system would provide a total capacity of around 1,000 passengers per hour in the eastern corridor.
- 4.2.6 The system is anticipated to complement existing public transport services in the eastern corridor, providing additional capacity rather than replacing conventional bus services.
- 4.2.7 As a road based system, there are no barriers to operating additional vehicles on the routes. For example the existing 8-hourly service could be bolstered at peak demand periods to provide a 5-minute “turn up and go” service. This would require additional vehicles, but would provide capacities along the eastern corridor of up to 1500 passengers per hour.
- 4.2.8 BRTS is identified in Annex B of the Regional Funding Allocation Indicative list of schemes and BHCC are confident that, as a relatively low cost scheme compared to schemes which need major new infrastructure (such as improvements to the A27) the bid will be successful. Moreover private developer and other contributions towards the cost of the scheme have already been identified.
- 4.2.9 Subject to funding, the opening year of the BRTS is anticipated to be 2010/11 with a

construction time of around twelve months required from confirmation of funding.

4.3 Controlled Parking

4.3.1 BHCC introduced Decriminalised Parking Enforcement (DPE) in 2001 and since then has experienced improvements in traffic flow and management arising from a reduction in illegally parked vehicles obstructing the highway. DPE has been accompanied with the implementation of a number of Controlled Parking Zones (CPZs) most notably in the centre of Brighton.

4.3.2 BHCC have noted that since decriminalisation, there has been a reduction of 10% in car traffic in the city centre with an equivalent increase walking, cycling and public transport traffic, demonstrating the role destination parking enforcement has to play in encouraging more sustainable means of travel.

4.3.3 In their 2006-2011 Local Transport Plan (LTP), BHCC state their commitment to investigating and introducing further CPZs. The proposed football stadium could therefore contribute towards the LTP aims either by the developer arranging for the necessary investigation and implementation work to be undertaken to introduce a CPZ in the vicinity of the stadium if required, or through contribution to BHCC to undertake the work as part of their wider LTP strategy.

4.4 A259 Sustainable Transport Corridor

4.4.1 Through the development of the Sustainable Transport Strategy, measures are aimed at promoting and developing a more integrated approach to transport provisions. This has focussed on enabling safe and efficient movement for all road users along important routes into central areas, referred to as Sustainable Transport Corridors.

4.4.2 The A259, running between Southampton in the west and Dover in the east has been categorised as a Sustainable Transport Corridor and has therefore been chosen to achieve substantial shift of journeys from the car to more sustainable forms of transport. Numerous measures have been planned to the A259. On the eastern sector approximately 4.3km in length from the Greenways roundabout at

Ovingdean to Ambleside Avenue in Peacehaven, crossing the city boundary at Saltdean (grammar?).

4.4.3 The primary proposals developed for the A259 Sustainable Transport Corridor include:

- Implementation of eastbound and westbound bus lanes;
- Provision of an off-road cycle route as part of the National Cycle Network Route 2;
- Refurbishing Rottingdean High Street junction traffic signals to include a bus gate and improved pedestrian crossing facilities;
- Replacing the mini-roundabout at Longridge Avenue with traffic lights, a bus gate and improved pedestrian crossing facilities; and
- Replacing the roundabout at Telscombe Cliffs Way with traffic lights, a bus gate and improved pedestrian crossing facilities.

4.4.4 The development of the proposals has been a joint venture between B&HCC and ESCC. [are you able to identify what progress has been made/is being made on these proposals? Are they committed/funded/being built?]

SECTION 5: PROPOSALS

5.1 Community stadium

5.1.1 The proposals are for a new Community stadium which would have a capacity for 22,500 spectators. Restrictions are expected to be placed on the number of outdoor events permitted limiting these to 50 in any one year. A layout of the Community stadium prepared by KSS consultants on behalf of Brighton and Hove Albion football club is provided at Appendix A. This was submitted as evidence to the second Public Inquiry held to consider the Falmer Park planning application.

5.1.2 Whilst the maximum capacity of the stadium would be 22,500, evidence presented by BHFC suggested that there are actually only expected to be around 15,000 visitors to a typical event. The average attendance at the existing Withdean stadium for the 2005/2006 season was 6000. The stadium has a capacity of 8840.

5.2 Access

5.2.1 Pedestrian and cycle access to the ground on match days would be provided from Wilson Avenue.

5.2.2 Internally, the site layout would be designed to facilitate the safe movement of pedestrians and cyclists with traffic calming features incorporated into the built form. Secure and sheltered cycle parking facilities would also be provided within the development.

5.2.3 The main vehicular access to the Stadium would be taken from Wilson Avenue. The precise location and form of junction would be subject to detailed discussions between the developer and the highway authority. However the site has a long frontage onto Wilson Avenue and a safe and suitable access could be achieved.

5.2.4 A further vehicular access for use by emergency service vehicles would be provided from Wilson Avenue to the north of the main vehicular access.

5.3 Transport strategy

5.3.1 The transport strategy underpinning the development of a Community stadium at Sheepcote Valley takes a two pronged approach to catering for travel demand comprising:

- **Managing** mode choice and demand in relation to travel to the Stadium through active intervention; and
- **Investing** in new transport initiatives where shortfalls in provision are identified.

5.3.2 The Stadium development would therefore be accompanied by a number of transport proposals which would include:

- 1,500 car parking spaces which equates to the PPG13 maximum parking ratio of one space per 15 visitors;
- 440 cycle parking spaces;
- 150 dedicated motorcycle parking spaces;
- Provision of a 50 space coach park and transport interchange;
- Five strategically positioned park and ride sites which could accommodate up to 5,400 visitors per hour;
- Identification of central collection points / park and ride opportunities to the east of the Sheepcote Valley to better utilise existing bus services;
- A Controlled Parking Zone within the vicinity of the site;
- Event day enhancements to existing bus services;
- Dedicated new bus services originating at appropriate residential locations;
- Shuttle bus services providing links to park and ride sites; and
- Match day enhancements to Brighton Rapid Transit System should this come forward.

5.3.3 In order to fully maximise the travel opportunities available and to actively manage travel choice, an Mobility Management Strategy (MMS) would also be prepared for the Stadium. The details of the MMS would be the subject of discussion and agreement between key stakeholders including BHCC, East Sussex County

Council, the Police, the Highways Agency and Lewes District Council. However as a minimum, the MMS would include:

- Stadium Travel Plan – which would detail the range of measures which would be employed to meet the mode split targets identified above;
- A monitoring and review protocol – which would be used to assess the effectiveness of individual travel plan initiatives and where necessary, identify opportunities to provide a more effective mix of travel plan measures;
- An Events Management Plan – which would identify how individual events would be managed on the day and where identified as necessary, would include event day signal strategies; and
- Parking Management Strategy – which would set out how parking at the Stadium and Park and Ride sites would be allocated and managed.

5.3.4 The MMS would also set out a protocol for coordinating events between the Community stadium, Brighton Marina and the proposed Brighton Arena. This would involve a commitment to coordinating major events hosted by the three leisure venues in such a way that accessibility synergies arising from shared transport infrastructure and facilities would be maximised.

SECTION 6: TRAVEL DEMAND, TRIP DISTRIBUTION AND ROUTE CHOICE

6.1 Travel Demand

Visitor Numbers

- 6.1.1 Unlike many other land uses, travel demand to a Sports stadium is predetermined by the maximum capacity of the facility. In the case of the proposals for Sheepcote Valley, this equates to a maximum of 22,500 visitors.
- 6.1.2 Notwithstanding this, it is not expected that every event at the stadium would attract a capacity crowd. Forecasts prepared by B&HA (refXXX) suggests that an average crowd of 15,000 is anticipated for events held at the new community stadium. This compares to an existing average crowd of less than 6,000 for home games at the Withdean stadium.
- 6.1.3 The assessments presented in this report primarily consider accessibility in relation to a capacity event. However a comparison is also provided for information for the more likely crowd size of 15,000.

Arrival Patterns

- 6.1.4 The maximum number of people travelling to an event at the Sheepcote Valley is defined by the capacity of the proposed stadium. However a key element in considering accessibility is identifying the number of spectators travelling during the busiest hour to the stadium. This is the maximum number of people per hour which the transport infrastructure would need to accommodate.
- 6.1.5 A number of factors are involved in determining when people arrive in the stadium area and these can vary from event to event. Amongst others, these relate to:
- the variability of trip origins, e.g. whether the visiting team is local, regional or national;

- whether spectators visit the stadium only or combine it with other leisure activities or social events in the proximity of the ground;
- the availability of facilities at the stadium itself; and
- the provision of pre-match entertainment.

6.1.6 With this in mind, it is noted that Brighton is a major UK destination in itself and many trips to the new stadium are likely to be combined with visits to other attractions within the City: Palace pier for example, which forms the centre of the Brighton Sea front, is approximately 25 minutes walk from Sheepcote Valley along the sea front promenade. Furthermore, the Sheepcote Valley area is adjacent to Brighton Marina, which is an expanding leisure and entertainment quarter in the east of the City containing amongst other attractions, a number of bars and restaurants. It seems probable, therefore, that many visitors would combine a trip to the stadium with another purpose and that as a result, many visitors would make their way to the Sheepcote Valley area or nearby some time in advance of an event starting.

6.1.7 Previous assessments presented on behalf of BHA suggests that somewhere in the order of 80% of visitors would be expected to travel to the stadium during the hour prior to an event starting. The remaining 20% would travel prior to this time. However, this assumption draws on current patterns at the existing BHA stadium which has an average crowd of less than 6,000 per event, has little or no entertainment facilities contained within it, and is located some distance from the City's leisure and entertainment facilities (ref docxxx).

6.1.8 Experience elsewhere suggests that as stadia become larger, the propensity of fans to arrive earlier increases. For example some 60% of visitors to Twickenham arrive at the stadium itself during the hour prior to kick-off with 40% arriving in the hours preceding this (refdoc XXX).

6.1.9 This arrival rate is for visitors entering the stadium, however and does not include visitors who arrive at the area in advance. Recent surveys undertaken in relation to the new Emirates Stadium (Arsenal FC) suggest that 65% of visitors arrive in the

stadium area a full hour in advance of the start of an event (refdocxxx) and that 30% of spectators visit a local pub / restaurant prior to an event starting.

6.1.10 In this context and given the location of the Sheepcote Valley which lies in an emerging new leisure quarter in the east of Brighton, it seems probable that a significant proportion of visitors are likely to either arrive at the stadium or in the area quite some time prior to an event starting in order to take advantage of the facilities on offer in the immediate vicinity of the Community stadium. This would have the added benefit to the local economy of increasing footfall through these new and emerging developments during the quieter autumn and winter seasons.

6.1.11 For the purposes of assessing the transport impact of a Community stadium at Sheepcote Valley, the assessment has assumed 70% of fans arriving either at the new community stadium or the Sheepcote Valley / Brighton marina area in the hour prior to the event starting. Notwithstanding this, based on RPS' experience of sports stadia elsewhere in similar locations with a range of leisure and entertainment facilities in close proximity, this assumption is considered to be very conservative. In this context, it is expected that in reality, significantly higher proportions of visitors to the stadium would arrive in the Sheepcote Valley area or within east walking distance of the stadium more than one hour prior to an event starting.

Assuming the assumption of 70% is correct however, this means that the available transport capacity would need to cater for 15,750 visitors arriving in the Sheepcote Valley area within a single hour prior to an event starting.

6.1.12

6.2 **Trip Distribution**

6.2.1 Figure 6.1 illustrates theoretically the broad location of existing season ticket holders and demonstrates that the majority (almost two-thirds) live within the Brighton BUA.

6.2.2 However, it is noted that the distribution is based on existing fan profiles for the club, which currently attracts less than 6,000 visitors per event. It is therefore not expected that this distribution would remain the same for a capacity event at the new community stadium, as this would result in an almost fourfold increase in visitors. It is more probable that the fan base for BHA would increase more rapidly beyond the City as the club became the premier football team in the Sussex Coast and Gatwick Area sub-regions.

6.2.3 Forecasts previously undertaken by BHA have sought to take this probable change in fan base into account by also considering the size and location of major settlements within the influence of the football club.

6.2.4 The resulting distribution is illustrated on Figure 6.1, which demonstrates that xx% of the future fan base is expected to continue to originate from the Brighton BUA.

6.2.5 This represents a more realistic distribution for the expected fourfold increase in visitors to B&HA and the increased catchment which is likely to arise should the club regularly realise capacity or near to capacity crowds.

6.3 **Vehicular Route Choice**

6.3.1 Vehicular Route choice for the stadium is a function of visitor distribution, vehicle type and shortest and most probable route based on knowledge of the local highway network and the alternatives to car travel provided.

6.3.2 Separate route choices have been prepared for the following:

- Match day bus services; and
- Private car.

6.3.3 These are illustrated on Figure 6.2 which demonstrates that the majority of vehicular traffic is expected to arrive from the west of the Sheepcote Valley. This means that there is unlikely to be a material increase in vehicular movements at either Woodingdean or Rottingdean.

SECTION 7: MODE CHOICE ASSESSMENT

7.1 Context

7.1.1 PPG13 advocates the government's policy towards transport and its links to land use planning and in particular, the desire to reduce the number and length of journeys made by car.

7.1.2 Responding to government policy, the focus of the transport strategy developed to sustain the new community stadium is on providing for non-car means of accessibility rather than the provision of new highway capacity. New highway capacity could give advantages to car drivers over other modes either on one of the 50 event days per year or on any of the 315 non-event days per year, when there would be no event traffic and so the additional capacity would not be required.

7.1.3 It should be further noted that Brighton itself is a major tourist attraction catering for up to 1,000,000 day visitors per month in the summer. Day visitor numbers fall dramatically over the autumn and winter seasons when most football events take place to around 400,000 visitors per month. Similarly, Brighton is home to a number of international attractions such as the Brighton Conference, Convention and Congress Centre and hosts a number of national and international renowned events which include:

- British Heart Foundation London to Brighton Bike Ride;
- Brighton and Hove half marathon;
- Pioneer Motorcycle run;
- Race for life;
- Brighton Kite Festival;
- Pride in Brighton and Hove;
- National Speed Trials; and
- 10K Road Race.

7.1.4 These events attract significant numbers of visitors to Brighton and traffic

management strategies are put in place to manage the demand arising from the additional loading in the highway network rather than designing the highway to cater for each.

7.1.5 Building on Brighton's success in managing major regional, national and international events, the transport strategy underpinning the development of a Community stadium at Sheepcote Valley outlined in Section 5 takes a two pronged approach to catering for travel demand comprising:

- **Managing** mode choice and demand in relation to travel to the Stadium through active intervention; and
- **Investing** in new transport initiatives where shortfalls in provision are identified.

7.1.6 In this context, this section assesses mode choice usage in relation to the proposed community stadium based on the assumption that private car access to the facility would be managed, through CPZs and limited on-site parking for example, and that investment in new transport infrastructure would focus on non-car modes, which would be accessible to all.

7.1.7 Mode choice is assessed the context of the following factors:

- the availability of specific modes;
- the available capacity of specific modes;
- the propensity of visitors to use a specific mode including convenience considerations; and
- barriers to using modes.

7.1.8 The assessment has been undertaken for travel to a capacity event on a typical Saturday afternoon. This is considered to represent the worst case scenario in terms of accessibility because:

- The majority of fixtures (67%) take place at the weekend;
- Departure from an event can be more actively managed;
- There are a reduced number of buses serving the Sheepcote Valley at the

weekend in comparison to a weekday; and

- During weekdays, a proportion of visitors are already in Brighton for other purposes such as work and therefore the impact of their journeys is reduced. For weekend events, it is expected that all visitors would travel from home.

7.1.9 The assessment of mode choice by mode is set out below together with a summary of the target mode split for the community stadium.

7.2 **Mode assessment**

Walk

7.2.1 Data presented by SBA (XXXref) based on a survey of B&HA season ticket holders identified that 23% of respondents walk to the Withdean Stadium, the current home of BHA.

7.2.2 This compares to an analysis of the home postcode sectors (provided by B&HA) of existing season ticket holders, which has identified that approximately 0.7% of fans live within a 2km catchment of the proposed community stadium, 0.7% within 3.2km and 7.6% within 4.8km. These represent 0.7%, 0.7% and 7.6% of all season ticket holders respectively.

7.2.3 These proportions compare with resident population obtained from the 2001 national census which shows that:

- 10,667 people live within a 2km of the proposed stadium;
- 30,217 people live within the 3.2km (2 miles) of the proposed stadium; and
- 75,153 people within the 4.8km (3 miles) of the proposed stadium.

7.2.4 For the purposes of the TA, walk trips would also include visitors who use one mode of transport to reach Brighton City Centre such as train or bus and then subsequently choose to walk to the Sheepecote Valley from the city centre.

7.2.5 In this context, given the existing travel patterns of Brighton and Hove season ticket holders, the location of the fan base in relation to the Sheepcote Valley and the population within acceptable walking distance, it is anticipated that walking would account for at least 4,750 trips or approximately 21% of journeys made to the stadium.

Cycle

7.2.6 Figure 7.1 illustrates 5km and 8km cycle catchments (see paragraph 3.3.3) in relation to the Sheepcote Valley and demonstrates that the whole of the City lies within reasonable cycling distance. To the east, the settlements of Woodingdean, Rottingdean and Ovingdean also lie within reasonable cycling distance. The potential for cycling as a main mode of travel to the Sheepcote Valley is therefore significant.

7.2.7 Notwithstanding this, the number of people either willing or able to cycle is also reliant on topography. In this context, it should be noted that Brighton lies on the south coast of England located between the sea and the South Downs, which rise steeply to the north of the City. The topography of peripheral areas to the north and north east of the conurbation such as Withdean and Falmer reflect the City's location at the foot of the South Downs and is unlikely to be conducive to cycling for all but the keenest.

7.2.8 Similarly evidence from football stadia elsewhere suggests that cycling is not a particularly well utilised mode of travel. Possibly this reflects the more social side of football where groups of people travel together and often combine the trip with another trip purpose.

7.2.9 However, the A259 sustainable transport corridor which follows the coast and passes close by the Sheepcote Valley already indorses cycle lanes and is well used. Plans for the corridor include the provision of more cycle lanes

7.2.10 In this context, it is envisaged that through careful promotion of cycling through the Clubs travel plan, cycling could account for a minimum of 2% of journeys as

recognised by the second Inquiry (refdocxxx).

Motorcycle

7.2.11 The 2001 census identifies that 0.81% of journeys to work in the Brighton urban area are undertaken by motorcycle. Within the South-East as a whole, 1.12% of journeys to work are undertaken by motorbike. However in addition to using motorcycles for journeys to work, a significant number of people own and use motorcycles for leisure purposes only.

7.2.12 On this basis, it is predicted that approximately 1% of visitors are likely to travel to the stadium by motorcycle.

Park and Ride

7.2.13 A number of opportunities for providing park and ride to serve the new Community stadium at Sheepcote Valley have been identified. These are detailed in Table 7.1 below together with the number of parking spaces which would be available at each, the number of visitors each would be able to cater for based on an average car occupancy of 2 and the number of buses required to operate the facilities.

Table 7.1: Park and Ride

Location	Parking spaces	Number of visitors	Number of buses
Withdean	228	456	3
University	760	1,520	10
Mithras House	342	684	3
Brighton racecourse	840	1,680	7
Mill Road	532	1,064	7
Total	2,702	5,404	30

7.2.14 Table 7.1 demonstrates that Park and Ride could cater for up to 5,404 visitors to the

stadium.

7.2.15 In addition to these specific Park and Ride sites, LDC have identified a number of sites to the east of Sheepcote Valley which could be used for event day Park and Ride. These would utilise existing bus services rather than generating the need for additional vehicles. Importantly, they would interrupt traffic approaching from the east which may otherwise place a burden on constrained highway capacity at Woodingdean and Rottingdean.

7.2.16 Once established, the park and ride facilities could also be made available for use by other venues in the Sheepcote valley area such as the proposed Arena and thereby contribute towards raising the accessibility of the Sheepcote Valley area as a whole.

Taxi

7.2.17 A proportion of fans are expected to arrive at the stadium by taxi. Based on evidence collected by BHA (ref docXXX), approximately 3% of visitors to a capacity event are expected to arrive by taxi. This equates to 275 taxis assuming an average occupancy of 3.

Football Specials

7.2.18 In addition to scheduled public transport, a number of supporter and visitor coaches would be run. For a capacity event, B&HA expected football specials to amount to 52 coaches which would be broadly split between 40 coaches for away fans and 12 coaches for home fans (refdoc). This level of coach provision could accommodate up to 3,392 visitors.

7.2.19 Coach parking would be provided at the stadium to accommodate this number of vehicles.

Stadium Parking

7.2.20 Parking at the Stadium would be maintained within the maximum levels prescribed by PPG13 for sports stadia. This is set at 1 space per 15-visitor capacity equating

to a maximum number of parking spaces for the proposed community stadium of 1500.

7.2.21 Based on an average car occupancy of 3, this would equate to 4,500 visitors travelling by car to the Community stadium.

Local Bus (within 400 metres)

7.2.22 Located within the Brighton Urban Area, the Sheepcote Valley is served by a significant number of local bus routes providing frequent services to central Brighton in the west and towns and settlements along the A259 sustainable transport corridor in the east. Visitors using services operating along the corridor would therefore benefit from more reliable travel times arising from infrastructure improvements and the club would identify local Park and Ride / collection points to the east of Sheepcote Valley for use of visitors to the Stadium in order to fully benefit from these measures.

7.2.23 Table 7.2 shows the total available capacity of bus services within 400m of the Sheepcote Valley.

Table 7.2:

Direction	Total Hourly Capacity (passengers)	Available Hourly Capacity (passengers)
Central Brighton	2,554	1,950
Peacehaven and the East	1,506	1,059

7.2.24 Table 7.2 demonstrates that in each hour prior to the commencement of an event on a Saturday afternoon, there would be a total available local bus capacity of 1,950 people between Central Brighton and Sheepcote Valley and 1,059 people between Sheepcote Valley and locations to the East.

7.2.25 Based on an arrival pattern with a peak hour arrival rate of 70% of all visitors, this level of spare capacity would cater for approximately 2,785 people between Central Brighton and Sheepcote Valley and 1,510 people between Sheepcote Valley and

locations to the East.

Supplementary Bus Services

7.2.26 It is anticipated that a number of supplementary bus services would be operated on days when there is a capacity event. These could either supplement existing bus routes or compliment the existing bus network by serving areas not currently well served by public transport and which have clusters of visitor demand. The operation of 9 buses would provide capacity for an additional 684 people per hour.

7.2.27 Based on an arrival pattern with a peak hour arrival rate of 70% of all visitors, this level of spare capacity would cater for approximately 2,785 people.

Rapid Transit System

7.2.28 The proposed RTS would bolster the existing high levels of public transport accessibility to the Sheepcote Valley area by providing a major new public transport system.

7.2.29 The business case outlined for the RTS defines the system as operating 120 person capacity units at approximately 7-8 minute headways. This would result in an additional capacity of 960 persons per hour. Assuming similar occupancies as observed for public transport in the Sheepcote Valley area, this would equate to an available capacity of approximately 670 per hour for use by visitors to the Stadium.

7.2.30 In addition, the RTS could be supplemented by “event specials” with unit capacities of up to 150 people per unit. An additional 2 units would increase the hourly available capacity by 600 people assuming a half hour round journey. The additional units could be made available for use by visitors to the Community stadium or to other nearby and / or emerging attractions on the RTS route such as Brighton Marina, Brighton Arena, i360^o and King Alfred Docks as required.

7.3 Mode Capacity Summary

7.3.1 Based on the analysis presented above, Table 7.3 below provides a summary of the available transport capacity in relation to the Sheepcote Valley.

Table 7.3: Available Transport Capacity

Mode	Maximum available capacity (Visitors)
Walking	4725
Cycling	450
Park and Ride	7720
Bus / Supplementary bus	5276
Football specials	3392
Rapid Transit	960
Private Car	4500
Other (including taxi, motorcycle etc)	900
Total	27,923

Notes: Based on arrival pattern assuming a peak hour arrival rate of 70% of all visitors.

7.3.2 Table 7.3 demonstrates that if all the transport capacity available in relation to the Sheepcote Valley is utilised, then a total of 27,923 people could be moved to the new Community stadium. This is significantly higher than the 22,500 maximum capacity proposed for the stadium and could justify a reduction in parking provision at the stadium itself to ensure that more visitors travelled by sustainable means.

7.3.3 Importantly, it means that even if proposed schemes such as the Brighton RTS are not forthcoming, the Community stadium would remain an accessible location for a capacity event.

7.4 **Community stadium Mode Choice Forecast**

7.4.1 Building on the analysis presented in table 7.3 and the assessment set out above, the forecast number of visitors travelling by each mode to a capacity event at the new community stadium is presented in Table 7.4 below.

Table 7.4: Forecast Mode Split

Mode	Mode Split	Number of Visitors (22,500 capacity event)	Number of Visitors (15,000 average event)
Walking	21.0%	4,725	3,150
Cycling	2.0%	450	300
Park and Ride	21.0%	4,720	3,147
Bus / Supplementary bus	14.3%	3,226	2,151
Football specials	15.1%	3,392	2,261
Rapid Transit	2.6%	587	391
Private Car	20.0%	4,500	3,000
Other (including taxi, motorcycle etc)	4.0%	900	600
Total	100%	22,500	15,000

Notes: Based on arrival pattern assuming a peak hour arrival rate of 70% of all visitors.

7.4.2 Table 7.4 demonstrates that the total number of visitors expected to arrive at the stadium by non-car means would amount to 80%. Of these 53% are expected to arrive by public transport or park and ride.

7.4.3 For comparison, Table 7.5 provides a summary of mode split targets for a number of stadia and demonstrates that the expected mode splits set out in Table 7.4 are in the typical range for a sports stadium.

Table 7.5: Typical stadium mode splits

Mode	Arsenal FC	Southend FC	Stoop Memorial Ground	Sheepcote Valley
Car / car passenger	15%	13%	27%	20%
Public transport / Park and ride	79%	66%	57%	53%
Walk / cycle	6%	21%	16%	23%
Others	2%	-	-	4%
Total	100%	100%	100%	100%

7.4.4 In summary, based on the mode choice assessment presented above, it is concluded that the Sheepcote valley is an accessible location for locating a Community stadium.

SECTION 8: HIGHWAY IMPACT ASSESSMENT

8.1 Context

8.1.1 It would not be the intention of the stadium developer to undermine government policy on non-car accessibility and sustainable travel by providing significant new elements of highway capacity which could encourage visitors to arrive by car rather than utilising the wide range of non-car alternatives supported and promoted by the stadium developer. Indeed it is not usual practice to provide major highway capacity improvements to accommodate travel demand associated with sports stadia and which would only be utilised on a few occasions throughout the year.

8.1.2 Notwithstanding this, an assessment of local junctions surrounding the Sheepecote Valley has been undertaken based on the worst case traffic assumption that all 1,500 parking spaces are fully utilised.

8.1.3 The purpose of the assessments is to:

- ensure that there is sufficient capacity at a local level to enable the planned number of vehicles to safely access the stadium; and
- quantify any changes to the level of non-car provision needed to compensate for reductions in parking at the stadium should highway safety issues be identified.

8.1.4 Operational assessments have therefore been undertaken to forecast the potential impacts on the highway network at the following junctions which RPS understand are free-standing signal controlled junctions:

- Wilson Avenue / Roedean Road;
- Wilson Avenue / Warren Road;
- Warren Road / Falmer Road; and
- Falmer Road / A259.

8.1.5 In assessing the operation of these junctions, three operational indicators have

been applied which comprise of:

- Where possible, the ratio of flow to capacity (RFCs) values on approaches are maintained below 0.90;
- Where RFCs are greater than 0.90, queues can be safely stored within the highway; or
- Where baseline RFC values are already greater than 0.90, development does not result in a worsening of flow to capacity relationships.

8.1.6 This approach reflects guidance set out in the Design manual for Roads and Bridges which recommends that designers should not strive to obtain a unique value of RFC but should consider a range of situations and the advantages and disadvantages of each one assessed.

8.1.7 Elsewhere within the BUA, signal junctions operate under a SCOOT system. This provides the flexibility to manage changes in traffic demand in real time as incidents occur such as through the gating of traffic or queue relocation techniques. Event day traffic management plans would therefore be developed which could be implemented through the SCOOT system to minimise the impact of stadium related traffic. In particular it should be noted that the timing of events would generally be outside of the conventional highway peaks minimising the potential impacts on the highway network.

8.2 **Assessment scenarios**

8.2.1 The following assessment scenarios have been considered:

- Scenario 1 – baseline i.e. no stadium development; and
- Scenario 2 – with stadium development.

8.2.2 Both scenarios have been assessed for the year 2008 which is the expected year of opening for the stadium.

8.3 **Forecast traffic flows**

Baseline traffic

8.3.1 The baseline traffic flows were obtained from previous assessments undertaken in the Brighton area. All the traffic surveys have been undertaken on 2004 and on Saturday.

8.3.2 The baseline traffic flows are shown on Figure 8.1

Forecast stadium traffic

8.3.3 The proposed development of the community stadium at Sheepcote Valley, Brighton is expected to commence in 2008. It is therefore considered appropriate to assume an opening year of development of 2008. In order to estimate 2008 traffic flows the base 2004 traffic flows were factored in accordance with the DETR's NRTF low growth estimate. It is considered the low growth estimate would most accurately predict future year traffic flows throughout the Sheepcote Valley, Brighton area. The 2008 base traffic for the junctions assessed is shown in Figure 8.1. The 2008 base traffic plus development traffic for the the junctions assessed is shown in Figure8.2

8.4 **Junction assessments**

8.4.1 Operational assessments of the surrounding local access junctions have been undertaken for the two assessment scenarios outlined above. The junctions have been modelled using JCT Linsig2 junction modelling software for a typical Saturday afternoon event day peak hour.

8.4.2 Tables 8.1, 8.2, 8.3 and 8.4 presents the results of the junction assessments. Full details of the junction assessments results are provided at Appendix B.

PROPOSED COMMUNITY STADIUM, SHEEPCOTE VALLEY
DRAFT TRANSPORT ASSESSMENT REPORT

Table 8.1 Junction Assessments (Wilson Avenue - Roedean Road – Marina Way – Bristol Gardens)

Baseline 2008			Baseline 2008 + Development				
Link	14:00-15:00		Link	14:00-15:00			
	% Sat	Q		% Sat	Q		
Bristol Gardens	all movements	64.3	12	Bristol Gardens	all movements	74.5	21
Wilson Avenue	all movements	63.3	12	Wilson Avenue	all movements	75.4	14
Roedean Road	all movements	60.7	6	Roedean Road	all movements	76.6	7
Marina Way	ahead/right	64.4	5	Marina Way	ahead/right	76.1	6
	left	38.2	1		left	38.8	1
Cycle Time		90		Cycle Time		90	
PRC		39.80%		PRC		17.50%	
Total Delay		16.44		Total Delay		22.7	

PROPOSED COMMUNITY STADIUM, SHEEPCOTE VALLEY
DRAFT TRANSPORT ASSESSMENT REPORT

Table 8.2 Junction Assessments (Wilson Avenue – Warren Road)

Baseline 2008			Baseline 2008 + Development				
Link	14:00-15:00		Link	14:00-15:00			
	% Sat	Q		% Sat	Q		
Wilson Avenue	all movements	73.2	20	Wilson Avenue	all movements	113.9	76
Warren Road (West)	ahead	29.2	6	Warren Road (West)	ahead	21.3	4
	right	72.4	12		right	116.6	127
Warren Road (East)	left/Ahead	72.1	21	Warren Road (East)	left/Ahead	115	82
Cycle Time		120		Cycle Time		120	
PRC		23.00%		PRC		-29.50%	
Total Delay		21.85		Total Delay		233.4	

PROPOSED COMMUNITY STADIUM, SHEEPCOTE VALLEY
DRAFT TRANSPORT ASSESSMENT REPORT

Table 8.3 Junction Assessments (Warren Road – B2123 Falmer Road)

Baseline 2008		Baseline 2008 + Development		
Link		14:00-15:00		14:00-15:00
		% Sat	Q	% Sat
Warren Road (West)	all movements	84.4	19	all movements 86.7
B2123 Falmer Road (North)	all movements	83.7	23	all movements 88
Warren Road (East)	all movements	44	8	all movements 50.3
B2123 Falmer Road (South)	all movements	82.3	12	all movements 86.3
B2123 Falmer Road (Southbound)	ahead	11.2	1	ahead 12.2
B2123 Falmer Road (Northbound)	ahead	21.2	5	ahead 20.9
B2123 Falmer Road (right turn from Warren Road West)	Right	33.7	0	Right 34.6
Cycle Time		120		Cycle Time 120
PRC		6.60%		PRC 2.30%
Total Delay		29.01		Total Delay 32.54

PROPOSED COMMUNITY STADIUM, SHEEPCOTE VALLEY
DRAFT TRANSPORT ASSESSMENT REPORT

Table 8.4 Junction Assessments (B2123 High Street – Marine Drive A259)

Baseline 2008		Baseline 2008 + Development				
Link		14:15:00		14:00-15:00		
		% Sat	Q	% Sat	Q	
A259 Marina Drive (West)	ahead/right	56.3	10.4	ahead/right	53.6	10.1
	ahead left	63.8	12	ahead left	60.8	11
High Street B2123 (North)	all movements	70.6	11	all movements	73	11
A259 Marina Drive (East)	ahead left	70.6	16	ahead left	69.3	16
	right	69.5	7	right	71.5	7
High Street B2123 (South)	all movements	3.4	0	all movements	3.5	0
Cycle Time		93		Cycle Time		93
PRC		27.50%		PRC		23.30%
Total Delay		19.77		Total Delay		19.29

8.4.3 [Before this para, are you able to compare what look like small increases in queueing times, bar one junction, with other sports stadia in other cities. Presumably if you are going to locate stadia in cities, and thus in the most sustainable locations, there is going to be some inconvenience and this happens elsewhere. We are talking about a problem with one junction only] The results of the junction analysis demonstrate that additional traffic associated with the development proposals would not materially worsen the existing operational performance of the Wilson Avenue/Roedean Road/Marina Way, Warren Road.B2123 Falmer Road and B2123 High Street/A259 Marine Drive junctions. Regarding the Wilson Avenue/Warren Road signalised junction some mitigation measures will have to be introduced in order for it to operate within capacity.

8.4.4 It is therefore apparent that the development proposals could come forward without placing an additional, material impact on the operation of the highway network.

8.5 Summary and potential mitigation

[PROVIDE EXAMPLES OF THE TYPE OF MITIGATION MEASURES THAT CAN BE PUT IN PLACE AT WILSON AVENUE/WARREN ROAD]

IN YOUR SUMMARY MAKE SURE THAT YOU SAY THAT THIS IS VERY GOOD COMPARED TO MOST STADIA IN URBAN AREAS AND THAT THERE WILL BE NO PROBLEMS

SECTION 9: MOBILITY MANAGEMENT STRATEGY

9.1 Context

9.1.1 The movement of people to, from and within the new community stadium would be managed through a comprehensive mobility management strategy (MMS). The purpose of the MMS would be to influence travel choice through informing, advising and educating potential travellers with regard to their own mobility.

9.1.2 The MMS would compliment the main transport strategy elements which address access to, from and within the development area by walking, cycling, public transport and, where necessary, vehicles and would comprise a number of components which are outlined below:

- **Stadium Travel Plan** – which would detail the range of measures which would be employed to meet the mode split targets identified above;
- An **Events Management Plan** – which would identify how individual events would be managed on the day and where identified as necessary, would include event day signal strategies;
- **Parking Management Strategy** – which would set out how parking at the Stadium and Park and Ride sites would be allocated and managed; and
- A **monitoring and review protocol** – which would be used to assess the effectiveness of individual travel plan initiatives and where necessary, identify opportunities to provide a more effective mix of travel plan measures.

9.1.3 The MMS would also set out a protocol for coordinating events between the Community stadium, Brighton Marina and the proposed Brighton Arena. This would involve a commitment to coordinating major events hosted by the three leisure venues in such a way that accessibility synergies arising from shared transport infrastructure and facilities would be maximised.

9.1.4 The MMS would in effect serve as an operational management tool ensuring that the full range of sustainable travel opportunities presented by the stadium could be

utilised by all visitors as appropriate. In particular, the strategy would be aimed at reducing the amount of road traffic through encouraging changes in behaviour.

9.1.5 The details of each of the components identified above would be the subject of discussion and agreement between key stakeholders including BHCC, East Sussex County Council, the Police, the Highways Agency and Lewes District Council. However a measures which may be considered as part of each component are summarised below.

9.2 **Stadium Travel Plan**

9.2.1 A travel plan is a dynamic process where the aim is to produce an 'evolutionary' document that will grow and develop with time and in accordance to the changing circumstances of the stadium and the environment in which it is working.

9.2.2 The objectives of a travel plan for Sheepcote Stadium would aim to;

- Influence and shape movement patterns and transport choice in favour of more sustainable modes;
- Ensure the maximum potential of the Community stadium is realised; and
- Form the function of an operational management tool to facilitate the delivery of sustainable transport objectives.

9.2.3 The development and implementation of a travel plan would benefit both the staff and workers of the stadium, as well as the supporters, local residents and existing business within the surrounding area.

9.2.4 The proposed travel plan would seek to:

- Accord with national, regional and local planning and transport policy.
- Maximise overall accessibility of the stadium and the wider Sheepcote Valley area via the maximum number of transport/travel option.
- Incorporate local private bus companies and offer the ability to increase services on match days.
- Reduce the number of car movements on the local network on match days.

- Reduce the intrusion on the local community both in terms of on-street parking and congestion.
- Reduce pollution and improve the local environment.

Delivery of a Travel Plan

9.2.5 There are a number of key steps involved in delivering a successful travel plan and these would form the basis of a Plan for Sheepcote Stadium. These steps comprise of:

- Consultation and Planning - the most effective travel plans are produced through discussion with all parties involved and with external service providers such as bus and rail operators in order to identify schemes which represent best value with respect to meeting the overarching objectives of the Travel Plan;
- Communication - opportunities for improvement and the concerns of those affected are most readily obtained through communication and discussion. In the context of the Travel Plan for Sheepcote Valley, communication would not be considered as a one-off action at the development stage but would be maintained on a regular basis;
- Implementation – delivery of improvements to facilities and procedures combined with continued liaison with local authorities and other service providers to implement schemes identified through the consultation and planning process;
- Co-ordination - it is vital that any travel plan can be responsive to changes, respond to requests and present an organised front. As resident and visitor requirements change, and as government policy evolves, there may be a need to change elements of the Travel Plan; and
- Targeting and Monitoring - monitoring against predetermined targets allows the success of the travel plan to be evaluated and identify ways in which improvement could be made.

9.2.6 As an initial step, a Travel Plan Co-ordinator would be appointed. The role of the Travel Plan Co-ordinator would be to co-ordinate agreed travel planning activities,

to facilitate the development of new ideas and to act as a single point of contact for the dissemination of information within the local community.

Travel Plan Measures

9.2.7 The following measures would be considered as part of the travel planning process:

- Travel plan information to be provided on the football club and stadium websites;
- Straightforward, easy to use personalised travel planning on football club/stadium website.
- Written information to be sent with the tickets. This can include:
 - Information can be sent encouraging car journeys to consist of two or more people.
 - Pre booking forms for car parks
 - Current public transport provisions
 - Information regarding extra public transport services
- Frequent local newsletter to be issued to stadium staff, supporters, local residents and businesses.
- Visual reminders to be posted around the stadium, such as posters, leaflets and advertising on stadium TV's.
- Easily accessible bus and train time table information;
- A map of safe walking and cycling routes to and from the stadium;
- A list of taxi numbers provided at the stadium
- Free phone travel information hot line
- Free shuttle services provided from Brighton station to Sheepcote Valley.
- Discounted or free public transport travel on match days. Vouchers can be issued with the event ticket or showing of the event ticket to drivers.
- Provision of car parking at the stadium at a high cost for non-essential car users.
- Prioritisation of parking on a needs basis.
- The provision of a number of pedestrian access points around the site to minimise walking time to and from the stadium.

- Live updated announcements of transport changes during the game.
- The promotion of car share initiatives such as www.liftshare.com, which enable people making the same or similar journeys to make contact and travel together.
- Liaison with private companies and local authorities to delivery extra services on for match days.
- Provision of flexible Park and Ride ticketing so that it can be used at any of the four park and ride sites.
- Provision of a hot line for residents concerns and complaints.
- Early opening of the stadium. By opening the stadium at least two prior to the start of the game will encourage supporters to arrive in a more staggered time pattern. This will reduce the intensity of people trying to enter the stadium in a short period just before KO.
- Early opening of stadium facilities within the concourse will help encourage the above point. By providing bars or restaurants within the concourse will encourage supporters to lengthen their visit. This will also encourage supporters to stay later after the game has finished which will allow for a more steady distribution of supporters back into the local area. Entertainment provisions such as large TV screens with football highlights and other sports coverage can complement this. Bookmakers can also be located within the concourse.
- Provision of on-site “Mega stores” to encourage supporters to lengthen their visit.

9.3 **Events Management Plan**

9.3.1 The events management plan would set out a protocol for managing specific events as they occur. It is anticipated that a number of plans would be developed to cover a variety of event types and visitor numbers and the detail of each would be subject to discussion with the relevant authorities. However at this stage it is anticipated that the plans would cover:

- Event day traffic signal plans / traffic management strategies;
- Links to Traffic Control Centre CCTV monitors;

- Marshalling / policing procedures and protocol;
- Emergency access protocol;
- Extensive signage and stewarding to channel supporters into designated routes in/out of the stadium.
- Use of Variable Message Signs (VMS) to allow traffic to be re routed through the most efficient routes possible at an early stage within their journey to reach park and ride sites / the Stadium.
- Controlled dispersion of visitors from the stadium.

9.4 Parking Management Strategy

9.4.1 The volume of parking which would be provided at the stadium to cater for operational uses and visitors has been determined having regard to maximum standards prescribed by Government in PPG13 for a development of this nature.

9.4.2 The event by event management of the parking stock would be set out in this parking management strategy (PMS) which would consider:

- Pricing of parking spaces at the stadium.
- Penalty charges for those parking in unallocated areas
- Car park zoning so that the full car park is only utilised at capacity events.
- CCTV monitors to ensure smooth operation and improve security;
- Pre-booking of spaces and Smart Card entry control; and
- Reservation of a number of spaces closer to entry doors for car sharers and essential car users.

9.4.3 The PMS would also consider the need for and extent of off-site parking controls. These could take the form of Controlled Parking Zone, informal agreement or a combination of both. The PMS would also detail how off-site parking controls would be managed and enforced by the stadium developer.

9.5 **Monitoring and Review Protocol**

- 9.5.1 The Stadium developer would monitor performance against agreed modal split targets on a monthly basis using event day observations. In addition regular reviews would be undertaken throughout the year and quarterly meetings held with BHCC and other stakeholders to assist in the monitoring of initiatives and the identification of new ones.
- 9.5.2 As part of the review process, an audit trail would be provided in tabular format. This would set out the measures implemented during the review period against those proposed for the period.
- 9.5.3 An annual review of the MMS would be undertaken and issued to BHCC and other stakeholders in report format to enable the targets to be reviewed and revised as the implementation of various initiatives takes effect.
- 9.5.4 The MMS would be reviewed in Summer of each year to enable new initiatives to be introduced prior to the commencement of the following season.

SECTION 10: CONCLUSIONS

10.1 The provision of a new Community stadium within the Sheepcote Valley would provide the opportunity to locate a new community facility within an established urban area which is well connected to existing centres of activity by a wide range of modes including walking, cycling, bus and Rapid Transit. Through focussed travel planning and careful event management, accessibility would be maximised enabling all visitors to access the Stadium by non-car means of travel.

Add that SV is a highly sustainable location for locating a football stadium, in accordance with advice in PPG 13 & 17, and would meet the aspirations of LTP etc

10.2 Furthermore, the location of the Community stadium adjacent to Brighton Marina and the emerging proposals for Brighton Arena would result in a clustering of entertainment and leisure venues with similar accessibility needs and requirements. This would lead to efficiencies in the provision of transport capacity and infrastructure, minimise duplication of transport resources and represent a best value approach to spatial and transport planning.

10.3 Under these circumstances, it is concluded that there are no transport or accessibility reasons for precluding development of a Community stadium at Sheepcote Valley.

PROPOSED COMMUNITY STADIUM, SHEEPCOTE VALLEY

Transport Assessment (DRAFT)

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Date: 06 February 2007

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