

# Brighton Station Gateway Options Consultation Summary

## Introduction

The following report summarises the outcome of the Brighton Station Gateway consultation that took place between 21<sup>st</sup> May and 15<sup>th</sup> June 2012.

The consultation sought views on 5 design Options. The consultation also asked consultees to rank the Options in order of preference.

## Awareness

The consultation was primarily carried out online, although paper copies of the consultation documents were available on request, and a small number of people chose to email comments through or make comments over the telephone. The consultation was publicised via a mail-out to around 6000 properties in the vicinity of the Station, via the media and the council's online channels, and through a 2 day staffed event at the Station.

## Overall responses

### Online Responses

1386 responses were registered on the council's on-line consultation portal. Of these, 21 people logged on twice and made their comments on a different form, or viewed the consultation but left no comments. 10 people completed duplicate forms. This left 1355 'legitimate' online responses.

Of the 1355, 1304 people expressed a preference for at least one Option, whilst 720 people made comments. 677 made comments *and also* identified at least one preferred Option. 51 people left comments but did not register a preference for any particular Option.

### Stakeholder Responses

5 stakeholder representations were received from Bricycles, Caroline Lucas MP, Railfuture, Brighton Line Commuters and Bus Users UK. In summary:

Bus Users UK preferred Option 1a and 1b on the basis that 'Options 1A and 1B are the only serious Options as far as bus users are concerned. As they retain access to all the existing bus services serving the station, and keep most services close to the station (which is so much better when train passengers are carrying heavy luggage)'

Bricycles preferred Option 1B. As Bricycles also completed the on line survey their comments are recorded in the summary of that section.

Railfuture preferred Option 2B followed by 1B, 3, 2A and 1A on the basis that "Brighton station most needs more circulation space for pedestrians".

Caroline Lucas MP did not express a preference for any one Option, but did register her support for a new Eastern Entrance linking the Station with the North Laine.

Brighton Line Commuters did not express a preference for any given Option, but felt that better management of traffic around the station could resolve many of the current congestion issues, and expressed a desire for safe taxi ranks to be provided at the north and south of the station.

In addition Brighton & Hove Bus & Coach Company (BHBCC) ran a campaign asking customers and interest groups to vote for Options 1A and 1B. The campaign stated that options 2a, 2b and 3 would result in several key bus services being lost to the Station. (The council feels that all options could be delivered without any services needing to be re-routed away from the Station).

### **Event Responses**

57 people expressed a preference for at least one Option by postcard at the consultation event held at Brighton Station. 14 people also provided comments.

### **Other Responses**

26 written responses were received via email, letter or telephone. 14 expressed preferences for certain Options, the remainder just provided comments.

## Option Preference Ranking

People were asked to rank the Options in order of preference. The following tables summarise the results of the ranking exercise:

### Online:

	Option 1a	Option 1b	Option 2a	Option 2b	Option 3
Rank 1	471	380	97	252	104
Rank 2	216	383	92	110	40
Rank 3	44	84	200	108	127
Rank 4	78	56	172	172	30
Rank 5	93	12	58	43	299

### Event:

	Option 1a	Option 1b	Option 2a	Option 2b	Option 3
Rank 1		5	3	29	20
Rank 2	2	11	21	10	3
Rank 3	8	8	6	4	17
Rank 4	12	14	6	3	1
Rank 5	20	3	3	3	8

### Stakeholder / Other

	Option 1a	Option 1b	Option 2a	Option 2b	Option 3
Rank 1	2	6	1	5	2
Rank 2	2	6	1	3	
Rank 3		1	1	3	5
Rank 4	1	1	7		
Rank 5	7		1		4

### Option Preferences: Total

	Option 1a	Option 1b	Option 2a	Option 2b	Option 3
Rank 1	473	391	101	286	126
Rank 2	220	400	114	123	43
Rank 3	52	93	207	115	149
Rank 4	91	71	185	175	31
Rank 5	120	15	62	46	311

### Impact of concern over bus services:

It is evident from the comments received during the consultation that a high number of consultee responses were influenced by the BHBCC campaign, and specifically concern over potential loss of bus services.

Fortunately it is relatively easy to identify the general level of this influence on the online consultation results by cross referencing comments received

against preferred Option ranking. The following table identifies the preference ranking of the 677 online responses that incorporated both an Option preference ranking and comments:

	Option 1a	Option 1b	Option 2a	Option 2b	Option 3
Rank 1	242	201	32	139	63
Rank 2	124	212	61	74	22
Rank 3	25	53	119	60	70
Rank 4	48	40	97	91	18
Rank 5	62	3	28	27	172

The general 'spread' of Option preferences provided by this sub-group is similar to that reflected in the overall online ranking results, so it is not unreasonable to assume the supporting comments this group provided reflect the broad views of those who provided a ranking preference, but did not provide comments.

Removing the ranking provided by people whose comments expressed explicit concern over reduction / relocation of / impact on key bus services sees a significant reduction in the number of people ranking Options 1a and 1b as their preferred Options, but little impact on the remaining Options:

	Option 1a	Option 1b	Option 2a	Option 2b	Option 3
Rank 1	91	82	29	126	55
Rank 2	33	100	47	66	15
Rank 3	22	39	75	56	45
Rank 4	43	37	53	36	13
Rank 5	61	2	13	11	94

In summary the overall Option ranking has been unduly influenced by the votes of people who are concerned about loss of bus services. Whilst it is not possible to know the true impact of the BHBCC campaign, it is reasonable to assume that had people not been concerned about loss of bus services associated with Options 2 and 3, Option 2b would have been preferred by the majority of consultees, rather than Options 1a and 1b.

This assumption is supported by comparing the online consultation rankings and those provided at the consultation event. In an environment where influence of the campaign was less likely to impact on feedback, no-one expressed a preference for Option 1a.

## General Comments

Consultees were invited to provide comments on the individual Options, and also any broader observations they may have. The following section lists the Option specific and general comments received during the consultation. The majority of comments are recorded as general as they could apply to more than one or all the Options proposed.

As would be expected, a range of views were expressed during the consultation process. However, several themes came across strongly. The following comments were repeated relatively often:

**Option 1a** was commonly referred to as not doing enough / not changing anything, and doing little to help pedestrians.

**Option 2b** was considered to be good for pedestrians, and had the highest level of general support including or excluding those concerned about lost bus services.

The bus stop location proposed under **Option 3** was considered to create a poor environment for bus users, local businesses and pedestrians. The additional distance to buses from the station was also identified as an issue. There was a high level of concern over the suitability of Surrey Street for 2 way traffic, and issues associated with operation of a taxi rank directly outside the station entrance.

In general, a high number of people were concerned about potential loss / relocation of bus services, although as covered elsewhere in this report, the council feels all Options could be progressed without any impact on services.

A number of people felt nothing needed changing. It is probable that a proportion of these people made the comment because of perceived threat for bus services of 'doing something', however others expressed concern about value for money, or simply felt the area worked well already.

A high number of people wanted taxis to be moved, although Frederick Place was not universally supported as an alternative location due to concerns including legibility, distance from the station entrance, reduced personal security and impact on the North Laine. A notable number requested that a northern rank be investigated again – either as the only station rank, or as part of a split north / south rank. A smaller, but still significant number of people wanted taxis to remain where they were.

There was a high level of support for an Eastern Entrance, whether achieved by re-opening the historic entrance onto Trafalgar Street, or creating a new entrance onto Mangalore Way.

There was also general support for better pedestrian facilities, although a notable number of people felt pedestrian facilities should not be improved. Reasons for the latter included a feeling that better facilities should not be

created at the expense of vehicles, and that the area was to move through rather than spend time in, reducing the importance of quality.

A high number of people expressed concern about the prospect of a cycle contra-flow. A number were generally against the idea of giving cyclists any facilities out of prejudice ('cyclists are scum / poor people' etc): however others who stated they were cyclists felt the facility would be dangerous or difficult to operate in an area that also needed to accommodate deliveries. Although Southern Rail is currently investigating opportunities for enhanced cycle parking and so the subject was not explicitly covered in the consultation, a number of people raised the need for enhanced cycle parking facilities regardless.

The subject of buses attracted many comments. For the reasons previously mentioned, it was difficult to be certain which comments alluded to concerns raised by the Bus Company campaign and which were driven by the design Options provided. However, consultee comment identified the need to retain high quality bus services as close to the station as possible. The current temporary Station Street stop was not popular for reasons including safety, ease of access, impact on other vehicles (several people said the stop created congestion) and footway space.

A high number of people commented on a desire for introducing future traffic restrictions to reduce the impact of non essential traffic in Queens Rd and Surrey Street. A smaller number were concerned about the prospect of traffic restrictions, whilst similar numbers expressed support for and against a gyratory / one way traffic arrangement.

The tables below reflect all comments provided (whether online or through other media). The number in the column headed 'All' reflects the number of times each comment was repeated. The 'All\*\*' column is comments received after responses driven by concern over lost bus services or impact on bus services (see previous section) have been removed. This disaggregation provides insight into whether station users who have expressed an explicit interest in certain bus routes have similar or differing views on general Gateway issues to wider users.

### **Caveat**

Best efforts have been made to capture the spirit of comments made in an easily accessible format. In some instances assumptions have had to be made as to the specific meaning of comments. For example, concern over 'a longer walk to buses buses' could relate to a bus stop being moved a few meters, or relocated to the clock-tower.

## Option 1a

	All	All**
<b>Buses</b>		
Doesn't want longer walk to buses	11	7
Best Option for buses	3	2
Buses still illegible	1	1
Current bus arrangement confusing	1	
Queens Rd buses add to pedestrian congestion	1	1
<b>Taxis</b>		
Doesn't improve taxi situation	1	1
Wants raised table over taxi entrance	1	1
Wants taxis entering rank from the west	1	
<b>Cycles</b>		
Option doesn't improve things for cycles	3	3
<b>Pedestrians</b>		
Option doesn't help pedestrians	15	13
Option dangerous for pedestrians	8	8
Wants footways widened	7	6
Would like traffic lights replaced with crossings that enhance pedestrian priority	2	
Need better quality pedestrian crossings	1	
Option better / safer for pedestrians	1	
<b>Vehicles</b>		
Option will cause congestion	1	
<b>General</b>		
Doesn't do enough	37	33
Doesn't change anything	14	10
General support	14	8
Has minimal detrimental impact on adjacent areas	1	1
Makes things worse	2	1
Cheap Option	1	
General lack of support	2	2
Does too much	1	1

## Option 1b

	All	All**
<b>Buses</b>		
Doesn't want longer walk to buses	4	2
Bus arrangement dangerous	1	1
Disadvantages buses	1	1
Bus stops in safe location	1	
Wants buses closer	1	
<b>Cycles</b>		
Option poor for cycles	1	1
Taxi rank dangerous for cycles	1	1
<b>Pedestrians</b>		
Option better / safer for pedestrians	7	3
Wants footways widened	6	4
Wants larger area pedestrianised	2	2
Existing dangerous for pedestrians	1	1
Option doesn't help pedestrians	1	1
Option dangerous for pedestrians	1	1
<b>Vehicles</b>		
Concerned about impact on N Laine	6	5
Option will cause congestion	1	1
Wants to pedestrianise Trafalgar St	1	1
<b>General</b>		
General support	45	18
General lack of support	8	5
Concern about cost	4	2
Doesn't do enough	4	4
Gives value for money	2	
No value for money	1	
Don't want to attract people into N Laine due to disturbance	1	1



## Option 2a

	All	All**
<b>Buses</b>		
Bus access worse	5	2
Option won't work for buses	3	3
Worse for buses	3	
Can't see why buses would need to be reduced	2	2
No room for bus services to expand	2	1
Less capacity for buses	1	
Northbound bus stops worse	1	1
Buses in Queens Rd would boost trade	1	1
Option is fine for buses	1	1
Wants buses to be convenient	1	1
Other destinations require people to change buses – why does it matter if some additional routes do?	1	1
Swap bus and taxi rank over	1	1
Use bus stop at Tesco rather than the clock tower	1	1
Buses stopping in Queens Rd cause congestion	1	1
Surrey St stop could help manage through traffic	1	1
Easier to walk to buses	1	
Slightly longer walk to buses reasonable	1	1
<b>Taxis</b>		
Option does not improve taxi situation <sup>1</sup>	4	1
1 way system could make taxi passengers feel short changed	2	2
Option would have minimal impact on taxi journeys	2	2
1 way system would cause taxi congestion	1	1
Option worse for northbound taxis	1	1
<b>Cycles</b>		
Option bad for cycles	2	
Option good for cycles	2	2
<b>Pedestrian</b>		
Doesn't do enough for pedestrians	7	6
Doesn't include Eastern Entrance	4	3
Likes wider pavements	3	3
Wants more pedestrianisation	3	3
Better pedestrian facilities good for business	1	1
Option good for pedestrians	1	1
<b>Vehicles</b>		
Right turns from Surrey St should be banned	1	1
<b>General</b>		
General lack of support	25	14
General support	23	19
Doesn't do enough	6	6
Does too much	1	1
Option looks dangerous	1	1
Traffic adds to character	1	
Option adds to everyone's journey time	1	

<sup>1</sup>Comment relates to perceived negative impact of the existing taxi arrangement

## Option 2b

<b>Buses</b>	<b>All</b>	<b>All**</b>
Option worse for buses	5	1
Option not bus friendly	2	2
Option won't work for buses	2	2
Can't see why Option would necessitate relocated buses	2	1
Bus access worse	2	1
Option best for buses	1	1
Can we be more radical about buses?	1	1
Can buses be moved further south?	1	1
Wants all buses in Queens Rd to improve legibility	1	1
<b>Taxis</b>		
Option not taxi friendly	4	3
Option doesn't improve taxi arrangement	1	1
<b>Cycles</b>		
Option good for cycles	2	1
<b>Pedestrian</b>		
Option good for pedestrians	13	11
Option doesn't do enough for pedestrians	2	2
Likes wider pavements	1	1
Pedestrians should have priority	1	1
Wants more pedestrianisation	1	1
People only walk because the council does not pay for enough buses	1	1
<b>Vehicles</b>		
Concern over traffic implications	2	1
<b>General</b>		
General support	48	43
General lack of support	18	10
Option doesn't do enough	2	2
Expensive / not value for money	2	1
Good value for money	1	1
How will it be funded?	1	

### Option 3

	All	All**
<b>Pedestrian</b>		
Poor pedestrian environment near buses	12	8
Would be good with eastern entrance	10	8
Good / better for pedestrians	6	5
Bad for pedestrians	6	5
<b>Vehicles</b>		
Surrey Street not wide enough for 2 way traffic	33	26
Concerned over displaced traffic	11	8
Likes traffic out of Queens Rd	7	4
Bad for traffic flow / creates congestion	5	3
Encourages car use	1	1
Wants right turn from Surrey St banned	1	1
<b>General</b>		
General lack of support	26	21
General support	20	16
No real value for money / benefit	3	2
Concerned about cost	2	1
Queens Rd would be too congested	1	1
Brings landscaping opportunities	1	1
<b>Cycling</b>		
Option bad for cyclists	3	2
Need to help cyclists from the east	1	1
<b>Buses</b>		
Bus stops too far away	19	8
Buses would create an unpleasant (North St / Churchill Square type) environment in Queens Rd	8	6
Buses too congested	3	1
Buses are better in Junction Rd	2	1
Buses could be staggered to create more footway space	2	1
Buses are legible	2	
Wants bus gyratory	1	
Can't see why Option would necessitate re-routed buses	1	
Option bad for buses	1	1
<b>Taxis</b>		
Concerned about impact of taxi rank in immediate vicinity	20	11
Not enough room for taxis	9	8
OK if taxis moved to Frederick Place	9	7
Likes taxi location	4	4
Taxis would need properly managing	3	3
Wants Surrey St feeder rank	1	1

## General

	All	All**
<b>Bus Campaign</b>		
Worried about reduction in services	286	
Worried about impact on buses	58	
Previous consultation flawed	17	3
Worried about space for buses	6	5
<b>General</b>		
The area doesn't need changing	26	18
Wants de-cluttering	9	2
Wants better management of the public realm	7	3
Wants buildings knocked down to create more bus / vehicle space	4	4
Wants greenery	4	4
Queens Rd is run down and needs improving	3	2
Concerned about cost / funding	2	
Buses & Taxis close to the station create a good welcome	1	1
Can design be future proofed to allow for future trams?	1	1
Graffiti etc need managing on the approach to Brighton Station	1	1
Wants a safe environment	1	1
<b>Taxis</b>		
Don't want taxis in Frederick Place	66	44
Wants taxis in Frederick Place	57	34
Wants taxis moved north	33	24
Wants taxis moving (unspecified location)	31	25
Not sure about taxis in Frederick Place	29	19
Taxis cause congestion	19	13
Taxis need better management	19	15
Wants taxis to stay where they are	18	10
Does like right turn ban	12	5
Wants fewer taxis	12	9
Wants taxis split between the north and south	8	5
Doesn't like right turn ban	6	5
Wants taxis closer to the station	4	4
Wants taxis in Mangalore Way	4	3
Doesn't want taxis at the northern station entrance	4	3
Wants taxis in Trafalgar St / Place	2	2
Wants taxis in Junction Rd	2	2
Make minor changes to the existing rank to make it work better	2	2
Wants taxis in old cab road	1	
Wants taxis moved down Queens Rd	1	
Make the southern rank smaller	1	1
Moving taxis would mean lost council revenue	1	
Wants taxis banned	1	1
Wants better taxi signing	1	1
<b>Pedestrian</b>		
Likes Eastern Entrance	71	57
Likes better pedestrian concourse	17	14
Don't need better pedestrian facilities	15	10
Don't need a better pedestrian concourse	8	5
Don't need Eastern Entrance	5	5
Pedestrians should be better managed	4	4
Pedestrians should have priority	4	3
Want Queens Rd pedestrianised	3	3
Want good pedestrian signage	3	2
No point in improving Surrey Street	2	1
Don't need wider pavements	2	
Surrey Street footways should be widened	2	2

Remove gates to improve pedestrian flow	1	1
People only walk because the council doesn't pay for enough buses	1	1
Wants clear pedestrian walkways	1	
Kassel kerbs make it difficult for pedestrians	1	
Wants Mangalore Way enhanced	1	1
Eastern Entrance will create pedestrian congestion	1	
<b>Cycling</b>		
Doesn't want cycle contraflow	20	15
Wants better cycle parking	10	6
Cycles should have lower priority	7	3
Wants cycle hire	2	2
Wants flyparked cycles managed	2	1
Wants better cycle provision	2	1
Wants Frederick Place to be 2 way for cycling	1	
Wants cycle parking in old Cab Road	1	1
Cyclists need better managing	1	1
<b>Buses</b>		
Wants buses to stay the same	34	9
Don't like Surrey St stop	26	20
Buses should be priority	20	14
Wants buses as close to the station as possible	17	9
Wants more buses	14	5
Buses should have greater priority than taxis	11	4
Wants all buses in Queens Rd	8	7
Wants less buses / bus stops	6	5
Buses don't have a negative impact on the environment	5	1
Wants free / electric shuttle bus linking the station and seafront	5	4
Wants better bus shelters	4	3
Like Surrey St stop	4	2
Wants buses in the taxi area	3	1
Wants buses moved to north	3	2
Wants buses moved away	2	2
Wants better bus signage	2	2
Wants to build a bus station	2	2
Buses should not be allowed to stop over	2	1
Wants some buses moved to the north to create more overall capacity	1	1
Bus reduction threat is blackmail	1	1
Bus co needs to make more efficient use of space	1	1
Bus driver behaviour needs improving	1	
Wants buses further away from forecourt	1	1
Wants Queens Rd + Surrey St buses only	1	1
Wants north bound buses in Surrey Street	1	1
Wants buses in Frederick Place	1	1
Doesn't want bus users to have to cross a road	1	1
Wants a bus gyratory	1	1
Scheme should not be driven by bus co profits	1	1
Wants Option that favours the bus co	1	1
Bus company need to be flexible	1	1
<b>Vehicles</b>		
Wants traffic restrictions	37	29
Wants 1 way system	13	10
Doesn't like 1 way system	10	4
Doesn't want traffic restrictions	9	7
Wants 2 way Surrey Street and no private traffic in Queens Rd	7	5
Wants (better) car pick up at North	4	3
Private cars are the problem	2	1
Wants traffic restricted in Surrey St	2	2
Concerned about displaced traffic	2	2

Traffic needs better managing	2	2
Concerned about North Laine impact	1	1
Wants Surrey St widening to increase traffic capacity	1	
Concerned about enforcement of traffic restrictions	1	1
Wants traffic calming	1	1
Wants Queens Rd to be shared space with bus and taxi only	1	1
Wants Queens Rd / Surrey St to be a red route	1	1
Wants to maintain local vehicle access	1	1

(In addition several people at the consultation event raised the question of removing part or all of the station canopy extension).

## Conclusion

In terms of ranking, the overall preferred Option was 1a, followed by 1b, 2b, 3 and 2a. The least preferred Options were 3, followed by 1a, 2a, 2b and 1b. Once the influence of people expressing unnecessary concern over lost bus services has been taken into account, it is reasonable to assume that Option 2b has most support, followed by 1b.

However, as would be expected, no one Option was universally popular or unpopular amongst consultees. Each had strengths and weaknesses, reflected in the comments consultees provided. For example, the Eastern Entrance element of Option 2b was almost universally popular, whilst use of Frederick Place for taxis divided opinion. Many people who liked Option 3 also wanted to see an Eastern Entrance included, whilst some of those opting for Option 1a wanted to see taxis moved out of their current location. A summary of comments made by those who chose Option 1a as their favourite Options is attached as appendix 1 to illustrate this point.

As such it is sensible to use the consultation feedback to inform a preferred Option that draws on the comments received, rather than attempt to implement one of the proposed Options in its entirety. The next stage of consultation should provide more detail on aspects that people have indicated interest in, most importantly including more detail on (sub)Options for an Eastern Entrance, more detail on taxi (sub)Options, (sub)Options for private vehicle restrictions and reassurance over retention of bus services. Should the proposed 'preferred scheme' incorporate elements that people have expressed concern about, the next stage of consultation should include measures that illustrate how those concerns could be mitigated.

## Appendix 1: Comments on Option 1a

<b>People who chose Option 1a as their favourite Option:</b>	
Wanted taxis in Frederick Place	18
Didn't want taxis in Frederick Place	18
Liked the Eastern Station Entrance	18
Wanted traffic restrictions	11
Wanted taxis moving	7
Felt nothing needed changing	5
Wanted taxis moved to the north	5
Felt taxis caused congestion	5
Weren't sure about taxis in Frederick Place	4
Liked the (Option 3) pedestrian concourse	4
Didn't like the Surrey Street stop	4
Felt buses should be the priority	4
Wanted taxis split between the north and south	3
Felt better pedestrian facilities were not required	3
Wanted buses as close to the station as possible	3
Did not want traffic restrictions	3
Felt the Option was best for buses	2
Were concerned about space for buses	2
Wanted taxis closer to the station	2
Didn't like the right turn ban for taxis	2
Didn't like the Eastern Station Entrance	2
Didn't like the cycle contraflow	2
Wanted less bus stops / buses	2
Wanted all buses in Queens Rd	2
Wanted taxis entering the station from Terminus Rd	1
Wanted footways widened / improved	1
Felt the Option was dangerous for pedestrians	1
Felt the Option didn't do enough	1
Felt the Option had minimal detrimental impact on surrounding areas	1
Felt the previous consultation was biased	1
Wanted a safe environment	1
Didn't want taxis at the north	1
Wanted fewer taxis	1
Did like the right turn ban for taxis	1
Felt taxi behaviour needed better managing	1
Felt people only walk because the council doesn't pay for enough buses	1
Felt pedestrians needed better managing	1
Felt Surrey St footways should be widened	1
Didn't like the (Option 3) pedestrian concourse	1
Wanted better bus signage	1
Wanted buses in Frederick Place	1
Wanted a bus gyratory	1
Wanted a free / electric shuttle bus to the seafront	1
Wanted the Option that favoured the Bus co	1
Wanted a 1 way system	1
Wanted improved northern private pick up / drop off facilities	1
Wanted to restrict traffic in Surrey Street	1
Felt local vehicle access should be maintained	1