

Mr James Appleton: case officer AWDM/0961/17
Adur and Worthing District Councils
Development Management
Portland House
44 Richmond Road
Worthing, West Sussex
BN11 1HS

4 July 2018

Dear Mr Appleton,

AWDM/0961/17 Land East Of Shadwells Road At Mash Barn Estate Mash Barn Lane Lancing West Sussex (the 'New Monks Farm' site)

This letter includes the attached / enclosed **Non-Motorised Users Design Review** which forms the evidence base of our objection.

ActivePlanning and City Infinity hereby represent our client Brighton and Hove Friends of the Earth who have commissioned us in the matter of the above planning application, on behalf of the following consortium of organisations and representatives:

- Bricycles;
- Cycling UK local representatives;
- The British Horse Society;
- Shoreham-By-Cycle;
- Sustrans Worthing Co-ordinator;
- West Sussex Cycle Forum; and
- Worthing Cycle Forum.

All these organisations and representatives support this objection and the points made in the critical design review.

This letter does not comment on the principle of development, but on the extent to which the current proposals have regard to policies in the Development Plan (in this case the adopted Adur Local Plan, in particular policies 1, 5 and 28) with regard to sustainable transport. It is accompanied by a critical design review of the proposals which forms part of our objection. Our design review includes the conclusion (in paragraph 12.8) that:

"The application proposals simply fail to place active travel and NMU provision at the heart of the design process. The development has been largely designed around the needs of motor traffic capacity and flow, and so motoring is enabled by the design choices and NMUs are merely problems to be designed-out"

This situation is, as we demonstrate in this letter, contrary to the adopted Local development Plan policies (particularly, policies 1, 5 and 28) and also the National Planning Policy Framework 2012 and draft 2018 with regard to the presumption in favour of sustainable development and the requirement of local authorities to make policies and decisions that *'actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling...'* and *'give priority to pedestrian and cycle movements... creat[ing] safe and secure layouts that minimise conflicts between traffic [sic] and cyclists or pedestrians'*.

We believe that the failings in respect of properly accommodating non-motorised users are significant and, in some cases, critical (with regard to safety, comfort and flood risk) throughout the scheme and this means there are both development plan and material grounds for a refusal to grant planning permission.

Our aim is to achieve a situation in which the proposed new homes, community hub, school and employment use at Monks Farm are an opportunity taken to plan and design developments that promote less car-dependent, healthier and more sustainable lifestyles. Reducing car dependency can also reduce pressure on the road network, helping to address poor air quality and congestion. By investing properly in best-practice infrastructure for active travel it will be possible for developers and planning authorities together to make steps towards reducing the diseases of inactive lifestyles – obesity and overweight, which affects two thirds of the adult population, heart disease and type-2 diabetes. The alternative is that prioritising car-oriented development and failing to properly provide for active travel will feed the continued rise of diseases related to inactivity, which are a significant and increasing financial burden upon the National Health Service and results in individuals spending more of their life years in preventable ill health.

Good example guidance on developing healthy communities can be found here: <https://www.gloucestershireccg.nhs.uk/wp-content/uploads/2012/12/Active-Planning-Toolkit-2.pdf> with further guidance here: http://www.rtpi.org.uk/media/1119674/rtpi_promoting_healthy_cities.pdf (both 2014)

The purpose of this letter is to:

1. State that the presumption in favour of sustainable development **cannot be applied** with reference to active travel as this matter is not adequately addressed by the proposal in a way that would encourage and prioritise pedestrian, cycle and equestrian travel and is therefore contrary to Policies 1, 5 and 28 of the adopted Adur Local Plan 2017, National Planning Policy Framework (2012) and Draft National Planning Policy Framework (2018). We believe that permitting this development as presented would set an undesirable precedent that would make unsustainable car-dependent developments that fail to properly account for the need to incorporate and prioritise active travel harder to resist, even in the presence of increasingly health-oriented planning policies.
2. **Object** to the removal of the existing pedestrian and cycle crossing at the site known as Sussex Pad and its replacement with inadequate and diversionary alternatives, contrary to Local Plan policies 5 and 28.
3. **Object**, on grounds of severely sub-optimal quality in relation to Highways England design guidance set out in IAN195/16 and by reason of significant diversion and critical engineering design failures, to the proposed eastern walking / cycling / equestrian route and new bridleway to the north of the A27 (subject to a separate planning application to SDNP) that is proposed to replace the existing Sussex Pad signalised crossing of the A27.
4. **Object**, on grounds of sub-optimal quality in relation to the guidance in IAN195/16 and by reason of significant diversion for pedestrians in particular to the signalised crossing arrangement at the proposed roundabout connecting the A27 with the site as described in detail in the accompanying report, and the failure to prioritise movement on foot and cycle by making good quality provision for non-motorised connectivity through the site and neighbouring areas that compares well with the quality and extent of infrastructure provided for motorised traffic.
5. **Object** to the poor quality and inadequacy of many of the shared use paths indicated as 'suitable' for walking and cycling within the proposed country park, specifically the substandard widths and surfacing treatments proposed for paths and bridges.
6. **Object** to the lack of information available about proposed cycle parking infrastructure at the proposed retail development (outline application) and within the proposed housing development, and also object to the size of the garages which will be inadequate for co-storage of motor vehicles and cycles.

7. **Object** to the failure of the proposals to enable buses to properly serve the proposed superstore (IKEA) by providing a bus stop at the store entrance.

In determining our response, we have taken into account comments from the West Sussex County Council case officer and reviewed the West Sussex adoptable roads guidance (which is silent on the matter of active-travel).

1 Presumption in favour of sustainable development with reference to sustainable transport

We **object** to the failure of the development as proposed to conform with Policies 1 and 28 of the adopted Adur Local Plan in relation to the presumption in favour of sustainable development and transport respectively; and the National Planning Policy Framework (2012 and draft 2018) with the presumption in favour of sustainable development in relation active travel (social and environmental sustainability). If the proposals are permitted without improvement, an undesirable precedent will be set that future similar proposals do not need to meet the NPPF definition of 'sustainable development' with respect to incorporating active travel from the outset of design and masterplanning processes.

The National Planning Policy Framework (2012 and draft 2018) both state that plans and decisions should apply a presumption in favour of sustainable development, which includes aspects of social, economic and environmental sustainability.

The draft NPPF (2018) is an increasingly important material consideration and bolsters the current NPPF (2012) requirement that planning policies and decisions should aim to achieve healthy, inclusive and safe places that:

- Promote social interaction, for example through multiple connections within and between neighbourhoods;
- Are safe and accessible, for example through the use of '*clear and legible pedestrian routes*'; and
- Enable and support healthy lifestyles, for example through '*layouts that encourage walking and cycling*'

The draft NPPF gives further support to active travel, illustrating the Government's increasing interest in walking and cycling. It repeats the NPPF (2012) requirement to incorporate active travel modes in plan-making and development proposals, so that:

- The potential impacts of development on transport networks can be addressed; and
- Opportunities to promote walking, cycling and public transport use are identified *and pursued*.

Further support is given in the draft NPPF to including active travel modes, stating that in assessing applications for development, it should be ensured that

- Appropriate opportunities to promote sustainable transport can or have been taken up; and
- Applications for development should '*give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas...*'

The NPPF 2012 states that development proposals should '*actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling...*' and '*give priority to pedestrian and cycle movements... creat[ing] safe and secure layouts that minimise conflicts between traffic [sic] and cyclists or pedestrians*'.

Policy 1 of the adopted Adur Local Plan is in conformity with the National Planning Policy Framework (NPPF) in respect of the presumption in favour of sustainable development. The supporting text states that sustainable development is a *fundamental principle* of the NPPF and that sustainable development includes a social role, supporting strong, vibrant and vital communities; and an environmental role, contributing to and enhancing our natural and built environment.

Policy 5 states that at Monks Farm, there should be provision of 'sustainable transport infrastructure' including *improved* cycle, pedestrian and equestrian links to Lancing, Shoreham-by-sea and the South Downs National Park.

In the supporting text for Policy 28, the Local Plan expresses concern about congestion, air quality and the current piecemeal and poor quality of infrastructure provided for active travel and the failure to '*give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas*'. Policy 28 seeks to 'encourage' developers to *extend the existing cycle network and secure a network of cycle, pedestrian and bridleway facilities linking urban areas, key sites, open space, countryside and coast... as well as improved access across the A27*'. The policy is weak with regard to active travel whereas Policy 5 is strong; nonetheless it is clear that the proposals fail to contribute positively to securing a network of cycle, pedestrian and bridleway routes, certainly when compared with the generous and over-scaled attention and subsidy given to providing access for motor-traffic.

We believe that, contrary to the NPPF the proposed development prioritises the needs of motor traffic, not only in terms of relative quality but also that it is proposed to be developed in a way that is *at the expense of active travel modes*. This is by reason of the loss of a popular and well-used crossing (the Sussex Pad), the poor and severely compromised quality of proposed infrastructure design, the failure to integrate active travel in the new development and country park, the creation of new diversionary routes that are not conducive to or suitable for convenient walking, cycling and equestrian use, and the failure to show that the proposed active travel routes are in any way equivalent or better than provision made for motorised vehicles. The situation is contrary to Local Plan policy 5 which seeks *improved* infrastructure for cyclists, pedestrians and equestrians.

We believe the proposed development also prioritises motorised access by failing to place community uses (the primary school and the community 'hub') where it can be reached by new occupants and the existing community within a 10-minute walking radius of the site. This aspect of sustainable development is dealt with below.

Our objection would be resolved by:

- The retention of the Sussex Pad crossing combined with an improved network for active travel;
- Provision of a higher quality standard of active travel infrastructure as outlined below, and addressing the design quality we require as set out in the accompanying document;
- Provision of active-travel infrastructure within the existing community that will mitigate the impacts of the development, build social interaction and community and provide more permeability for the active travel modes; and
- Relocation of community uses where they can be accessed by existing and new residents travelling on foot.

2 Removal of the existing pedestrian crossing

We **object** to the removal of the Sussex Pad pedestrian / cycle crossing as it is contrary to the NPPF (2012 and draft 2018) and the Development Plan - Local Plan policy 5 which seeks *improved* infrastructure for pedestrians, cyclists and equestrians connecting the development to the South Downs National Park; and Policy 28, which calls for '*improved access across the A27*' for pedestrians and cyclists and states that, in general, "*The pedestrian and cycle network could benefit from improvements, as it is indirect ... [with a lack of] safe crossing points, and poor surfacing in some places. Equestrians and vulnerable users, including those with mobility difficulties, also need to be taken into account. In addition, there is a lack of safe pedestrian and cycle crossing points on the A27*".

The National Planning Policy Framework (NPPF 2012 and Draft NPPF 2018) is quite clear that developments should be located and designed (where practical) to give priority to pedestrian and cycle movements and 'consider the needs of people with disabilities...' including those on foot and cycle (NPPF 2012 para 35). We believe that creating a diversionary route to a sub-standard design will exclude people with disabilities in particular and is not acceptable.

Our objection would be addressed by the following measure:

- Replacement of the proposed diversionary routes with a signalised or grade-separated crossing of the A27 at the Sussex Pad junction. The crossing must be constructed in accordance with Highways England's Interim Advice Note 195/16, taking into account the needs of disabled pedestrians and cyclists and also equestrians. The crossing and approaches to it must also be designed to maximise personal safety, also having regard to any impacts on the visual quality of the SDNP. We believe that this can be achieved at a near-equivalent cost to constructing the proposed route.

With reference to the NPPF 2012 test of "practicability" we believe that the retention of some form of crossing at this point is or can be made practicable. This view is strengthened by the proposed 50mph speed limit, which if provided between the Lancing Roundabout and the A283 intersection, brings a signalised crossing into scope with reference to Highways England design standards.

3 Poor quality of the proposed walking / cycling alignment via the River Adur

We **object** to the substandard quality of the proposed walking and cycling routes alongside the proposed access roads which do not meet the standards set out in Interim Advice Note (IAN) 195/16.

The proposals are contrary to national and local planning policy because they fail to 'give priority to pedestrian and cycle movement' with reference to paragraph 35 of NPPF 2012 when compared with the extensive investment proposed for the new road alignments. The proposal is also contrary to Local Plan Policy 5 which requires provision of *improved* infrastructure to support walking, cycling and equestrians and Policy 28 and its supporting text, which states that, in general, "*The pedestrian and cycle network ... is indirect ... Equestrians and vulnerable users, including those with mobility difficulties, also need to be taken into account...*". This statement shows that the planning authority shows concern about the indirectness of active travel infrastructure and recognises the inadequacy of existing infrastructure along the A27. Other objections, notably that from the British Horse Society whose letters of February and June 2018 also repeat their requirement for a higher standard of infrastructure design which is currently insufficient to meet the requirement for equestrian infrastructure, with particular reference to the clearance under the A27 flyover, as set out in Local Plan Policy 5.

The design and specifications for the proposed route are contrary to the material consideration of IAN195/16 for reasons described in the accompanying design review which forms part of this objection.

We believe that local planning and highway authorities should agree and meet design standards for active travel infrastructure to guide relevant development proposals. However, since no such guidance appears to exist for West Sussex we have relied upon a number of other well-established sources which are taken on board as material considerations supporting our contention that the development does not comply with the development plan.

Our objection would be addressed by the following measures:

- The applicant must submit to the Local Planning Authority in the S.106 and, where applicable, the s.278 Agreements a revised set of proposals showing an active travel network following the recommendations in the accompanying report that demonstrates with reference to Local Plan Policies 1, 5 and 28 and NPPF 2012 paragraph 35 the prioritisation of access for people travelling on foot, cycle and as equestrians; and
- The applicant must demonstrate with clear drawings specifying the construction method that all infrastructure intended for use by pedestrians, cyclists and equestrians will meet the standards set out in IAN195/16, extended to include roads to be adopted by the County Highway Authority in the absence of County advice on the matter, and take on board the advice given in report accompanying this objection

4 Inadequacy of proposed crossing points at the roundabout which forms the entrance to the proposal site and failure to propose a high quality non-motorised network that connects the site with neighbouring areas

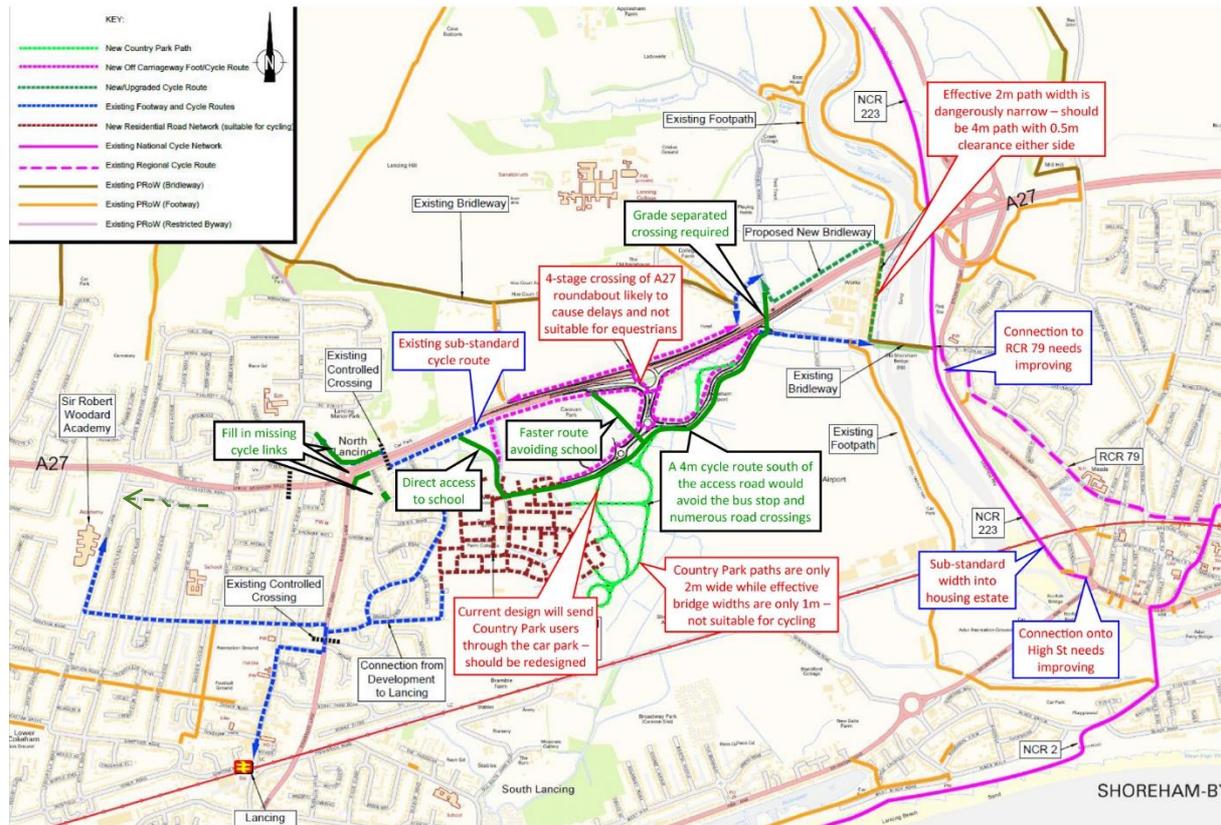
We **object** to the replacement of the Sussex Pad crossing with proposed pedestrian and cycle crossings at the proposed roundabout which forms the entrance to the proposed development site and we object to the failure of the proposed development to propose a high-quality network of routes for pedestrians, equestrians and cyclists through the proposal site and linking with neighbouring areas which, as pointed out in the WSCC third response dated 23rd January 2018, also introduces a large number of crossings which will make walking and cycling less convenient and unnecessarily exposes users to junction risks.

- The proposals as they stand are contrary to the National Planning Policy Framework (2012) with regard to the requirement (where practicable) to *'give priority to pedestrian and cycle movements'*. They are also contrary to Local Plan Policy 5 which states the need for *improved* walking, cycling and equestrian infrastructure associated with the New Monks Farm site, and Policy 28 and its supporting text which states that, in general, *"The pedestrian and cycle network ... is indirect, disjointed in parts ... Equestrians and vulnerable users, including those with mobility difficulties, also need to be taken into account"*. This statement shows that the planning authority recognises the scope for improved infrastructure along the A27. Other objections, notably that from the British Horse Society whose letters of February and June 2018 also repeat their requirement for a higher standard of infrastructure design which is currently insufficient to meet the requirement for equestrian infrastructure as set out in Local Plan Policy 5.

Our objection would be addressed by the following measures:

- The applicant must submit to the Local Planning Authority in the S.106 and, where applicable, the s.278 Agreements a revised set of proposals showing an active travel network following the recommendations in the accompanying report that demonstrates with reference to Local Plan Policies 1, 5 and 28 and NPPF 2012 paragraph 35 the prioritisation of access for people travelling on foot, cycle and as equestrians. This network must include the following:
 - A revised active travel network centred on a new spine cycle track and adjacent footway constructed to the south of the proposed access road network to provide direct, convenient and high-quality links with fewer road crossing points between Old Shoreham Toll Bridge and Manor Road, connecting with the existing residential area and providing a branch to a retained Sussex Pad crossing;
 - The conversion of the existing signalised crossing immediately east of the A2025/A27/Manor Road roundabout junction to a shared or parallel cycle/pedestrian crossing together with associated segregated use two-way cycle track on the northern side of Old Shoreham Road connecting, at a safe place, to Manor Road, with safe, flush transitions to the cycling infrastructure to and from the existing roundabout; and
 - Provision of a cycle connection between Manor Way and Hayley Road and conversion of the existing footpath link from Orchard Way to Curvins Way to a shared use cycle and footpath link.
- Other links (not illustrated below) to provide convenient access to the active travel network.

The above requirements along with a range of wider issues are illustrated in the map below and in Figure B (Section 14) of the accompanying report.



To fully meet our requirements:

- The applicant must demonstrate with clear drawings specifying the construction method that all infrastructure intended for use by pedestrians, cyclists and equestrians will meet the standards set out in IAN195/16 and takes on board the advice given in the report accompanying this objection.

We **support** the Council's proposal to use developer contributions to upgrade the existing crossing of Grinstead Road at Marsh Barn Lane, however we would prefer that the crossing includes significant tightening of the geometries of the staggered junctions to reduce turning speeds and facilitate re-provision of the crossing on the natural desire line between the two junctions.

5 Paths in the proposed country park are sub-standard width and construction

We **object** to the sub-standard width and / or surface treatments proposed for paths and bridges in the proposed country park. This is contrary to Local Plan policy 5 which requires an *improvement* in the quality of active-travel infrastructure and Policy 28 and its supporting text that describes the need to improve the quality of the active travel network. The accompanying report describes some of the proposed infrastructure as critical design failures with respect to their intended function.

We further **object** to the proposed use of self-binding gravel as a surfacing treatment as it is unsuitable for wheelchair users and is subject to weed growth and incursion of vegetation, flood damage and degradation.

Our objection would be addressed by the following measures:

- All paths described as suitable for cycling should be an absolute minimum useable width of 3.0m. Where paths are constrained by vertical features exceeding 60cm, an additional 50cm

should be allowed each side to create the usable width. The minimum width between bridge balustrades should be 4.0m;

- Separate bypassing paths should be provided around the car park to enable people walking, running or cycling loops around the country park to avoid moving through the car park - this to minimise conflict between pedestrians, cyclists and moving vehicles;
- Proper consideration should be given to enabling people to cross the link road on foot including to access the bus stop and to enable cyclists to access proper cycle facilities, in order to make the country park accessible to all;
- All paths intended for shared use between cyclists and pedestrians should be surfaced using a permeable hard surface that is resilient to flooding; and
- The applicant should not reduce the extent of the proposed country park walking and cycling network in response to this objection.

7 Development layout does not place community uses at the heart of the community

We **object** to the failure of the development to place the proposed community hub and primary school at the heart of the new and existing community. This is contrary to draft NPPF 2018 in which Chapter 8, paragraph 69 states that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities by providing for safe and accessible environments containing clear and legible pedestrian routes which encourage the active '*and continual*' use of public areas. The proposals do not meet this material consideration, which may reasonably be interpreted as forming part of Local Plan Policy 1, as follows:

- The proposed hub is at the edge of the proposed residential development and remote from the existing community, therefore it would not meet the test of a place that would encourage the active *and continual* use of public areas;
- The proposed hub is at the edge of the proposed residential development and therefore does not adequately serve the existing and new community by virtue of a 10-minute walking radius; and
- The proposed hub does not include the full range of services that would be expected within 10 minutes' walking radius of people's homes, including a convenience store, chemist and pharmacy.

Our objection would be resolved by the following measures:

- Locate the proposed community hub, including the primary school, between the proposed development and existing development, in a location possibly to the east of the area of existing public open space bordering Shadwell's Road where it can more easily be accessed on foot, cycle and by a choice of public transport routes; and
- The proposed hub should include adequate cycle parking conveniently placed to serve to the shops but placed in the carriageway rather than on the footways (e.g. in a parking bay allocated for the purpose). Pedestrian and cycling routes and cycle parking must be demonstrably more convenient than the car parking and 10% of the cycle parking spaces should be designed for adapted cycles, tandems and tricycles.

9 Cycle storage

We **object** to the proposed means of providing cycle parking which is contrary to Policy 28 of the Local Plan and may be contrary to current WSCC parking standards last updated in 2010. By reason that the development does not prioritise access by cycle because it does not make the cycle parking obvious, convenient and single-purpose, the proposals are contrary to NPPF (2012 and draft 2018).

- Whilst we acknowledge that the minimum cycle parking standards are referenced in the Design and Access Statement, the residential proposals do not make clear the method of providing cycle parking except with reference to proposed garages being 3.0m wide and 5.0m deep or sheds in back gardens. We do not believe that the garages will be sufficiently wide (with 0.5m left over each side, assuming a wide car width of 2.0m) to accommodate cycles

alongside cars, given the popularity of SUV type vehicles, and sheds will be used for other purposes and do not make cycling convenient as a first choice for short journeys; and

- Cycle parking is indicated to the north of the IKEA store and will most likely be provided to meet WSCC minimum cycle parking standard for the school and community hub uses. However, we do not believe that the current location of the cycle parking serving the store meets the objective of prioritising sustainable travel modes as it is not conveniently located or in a place where it will be constantly seen by passers-by.

Our objection would be addressed by the following measures (which exceed stated policy):

- Cycle parking provided for the proposed superstore (outline application) should be conveniently located adjacent to the store entrance / exit, sheltered and with good natural surveillance. It should be placed where it would be logical for a cyclist to use it, i.e. as close as practicable to the store entrance.
- Cycle parking provided for the community uses including the school should be conveniently placed where they have good natural surveillance and are more convenient than the car parking. Staff cycle parking should be sheltered from the weather and secure, and staff should have access to showers and changing facilities.
- Residential cycle parking should be placed where it is more convenient than driving for short trips. Typical locations include:
 - On the street in 'cycle hangars' which contain up to 8 cycles in each, with keys allocated to residents. Residents pay an annual fee for maintenance of the facility which should be waived in the first year. The arrangement would ensure that the 'hangars' are used for cycles only and not for other purposes of residents' choosing; alternatively
 - Wider garages specified to a minimum width of 3.5m to allow space for cycle storage and access alongside so that the choice to cycle is made as easy and convenient as possible.
 - Cycle parking provided for the superstore, school and community hub should meet the minimum standards set out in West Sussex Cycle Parking Standards (revised 2010) and should include separate, secure cycle parking, changing facilities and showers for staff; and
 - Cycle parking provided for primary school children should meet the minimum standards and be associated with a safe network for cycling that parents feel confident allowing their children to use.

Failure to make provision for the proposed bus service to call at a stop directly outside the IKEA store entrance

We **object** to the failure of the proposals to ensure that car dependence is reduced by extending the bus service to the front door of the proposed IKEA store (outline application). With respect to the outline application, this is contrary to the Local Plan policy 5 which requires the provision of sustainable transport infrastructure including *improved public transport* and also contrary to the NPPF (2012) which requires local planning authorities in policies and decisions to '*actively manage patterns of growth to make the fullest possible use of public transport*'

Our objection would be addressed by:

- Extending the bus route to the front door of the proposed IKEA store so that it is more convenient than driving. The bus stop should be accessible to enable people with wheelchairs to board and alight and the bus route should be designed to avoid congestion associated with

the car park. Ideally the buses should be capable of carrying IKEA flat-packed furniture taken with passengers;

- Providing real-time bus information both at the bus stop and within the store, such as in any café area, to inform staff and visitors about bus services. This would also help raise the profile of buses within the development and encourage fewer people to drive; and
- Mitigating contributions should be made via the s.106 agreement towards an increase in bus frequency from one to two buses each hour, with one of the bus routes each hour making the direct link to Shoreham by Sea rather than returning through the estate. The bus service should be promoted through the travel plan and would assist the objective of reducing the potential traffic impact of the proposals on the A27 and surrounding community.
- Guidance on planning and providing for buses in urban development can be found here: <http://www.ciht.org.uk/en/document-summary/index.cfm/docid/1D79344D-A8E9-429B-A0C6710299356BCD>

Yours sincerely

A handwritten signature in black ink that reads "Chris Todd". The signature is written in a cursive style and is underlined with a single horizontal stroke.

Chris Todd

Planning and Transport campaigner

Brighton and Hove Friends of the Earth, and also on behalf of Bricycles, Cycling UK local representatives, The British Horse Society, Shoreham-By-Cycle, Sustrans Worthing Co-ordinator, West Sussex Cycle Forum and Worthing Cycle Forum.

Enclosure: Non-Motorised Users Design Review document