

**Highways Proof of Evidence
of Mr John Russell**

**Residential Development
Land at Colwell Farm, Lewes Road, Haywards Heath**

On behalf of
Protect Colwell Farm Action Group

June 2026

PINS Ref: 6005786

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1.0 INTRODUCTION

Author's Qualifications and Experience

- 1.1 My name is John Norman Russell. I am a Chartered Transport Planner, being a Chartered Member of the Institute of Logistics and Transport (CMILT) and a Member of the Chartered Institution of Highways and Transportation (MCIHT). I have an Honours Degree in Civil Engineering. I am a Director of JR Transport Planning Limited a consultancy that specialises in transport planning, traffic engineering and highway design.
- 1.2 I started my career in the field of traffic engineering and transportation planning 1991. I have held senior positions at a variety of companies involved in land development including RPS (Technical Director), Royal Haskoning (Advisory Group Director for Transport UK South) and SCP (Regional Director London). Most recently and immediately prior to establishing my own business, I was a company Director of Motion Consulting Ltd. In any one year, I am responsible for providing highway design, road safety, transport sustainability and transport impact advice to a wide variety of new development and redevelopment projects including arriving at agreement with statutory authorities regarding suitable mitigation.

Representations

- 1.3 I am instructed by Protect Colwell Farm Action Group (hereafter referred to as 'the Rule 6 Party') to advise on transport sustainability matters with respect to planning application reference DM/25/0445 which seeks permission for:

'Outline application with all matters reserved except for access, for up to 80 dwellings with associated landscaping, open space, infrastructure and vehicular and pedestrian accesses.' (hereafter referred to as 'the Proposed Development').

- 1.4 The Proposed Development is located on land at Colwell Farm, Lewes Road, Haywards Heath (hereafter referred to as 'the Appeal Site').
- 1.5 I am familiar with the Appeal Site and its surroundings having previously worked on schemes in the area and having specifically visited the Appeal Site on several occasions.

Planning authority grounds for refusal

- 1.6 Planning permission for the Proposed Development was refused by the planning authority, Mid Sussex District Council ("the Council") on 10th September 2025. Reason 2 given by the Council for refusing to grant planning permission for the Proposed Development is as follows:

"The site is considered to be in an unsustainable countryside location where pedestrian access to the town centre would not be convenient or attractive for future residents, and this could not be sufficiently mitigated by the proposed off site works in this application. Therefore, the proposal would result in a heavy reliance on the private car to address basic day to day needs from local services and shops. The proposal therefore conflicts with policy DP21 of the Mid Sussex District Plan 2014-2031 and the provisions of the NPPF which seeks to actively managing patterns of growth to make the fullest possible use of public transport."

Scope of Evidence

- 1.7 My evidence is prepared in relation to Refusal Reason 2 (RfR2) and will demonstrate that, due to a combination of the Appeal Site's spatial characteristics and deficiencies in sustainable transport infrastructure, journeys to and from the Appeal Site for most everyday purposes are:
1. Excessive in terms of travel distance in particular when actual walking distances measured on the ground along safe and suitable routes are applied.
 2. Not supported by infrastructure that is safe and suitable for sustainable modes. As a consequence, few journeys will be made by sustainable modes.
- 1.8 The County Highway Authority (CHA) has been consulted on matters relating to highway safety and residual cumulative impact, in respect of which it holds statutory duties and responsibilities. The CHA concludes that, in relation to these matters - addressed in paragraph 116 of the National Planning Policy Framework (NPPF) - the Proposed Development is policy compliant.
- 1.9 This conclusion does not conflict with Refusal Reason 2, which concerns the transport sustainability of the Appeal Site rather than highway safety or residual cumulative impacts. I do not dispute the CHA's findings with regards to highway safety or residual cumulative impact pursuant to paragraph 116 of the NPPF. Neither do I raise any objection with regards to 115(c) or 115(d) of the NPPF.
- 1.10 I am aware that the Council no longer maintain their case both in relation to RfR 2 and the refusal as a whole. I understand that relates to the Appeal Site being potentially allocated in a future version of the emerging local plan. However, I am still required to reach my own professional judgement on these matters and I consider that RfR 2 remains valid.

Structure of the Appeal Statement

- 1.11 My evidence covers the following matters:
1. In Section 2 I consider the transport policies of relevance to this Appeal.
 2. In Section 3 I assess the transport connectivity of the Appeal Site using the Government's Connectivity Tool.

3. In Section 4 I consider Active Travel.
4. In Section 5 I consider Public Transport accessibility.
5. In Section 6 I provide a summary and conclusion

1.12 My overall conclusion is that the Appeal Site cannot be considered a sustainable location for new development, as it fails to comply with the requirements of paragraphs 110 and 115 (a) and (b) of the NPPF.

The evidence which I have prepared and provide for this appeal in this proof of evidence is true to the best of my knowledge and belief and has been prepared and is given in accordance with the guidance of my professional institution and I confirm that the opinions expressed are my true and professional opinions.

2.0 RELEVANT TRANSPORT POLICY

National Planning Policy

2.1 The Government's planning policies for England are set out in the National Planning Policy Framework ("the NPPF"), published in December 2024 and updated with minor technical corrections in February 2025. The NPPF highlights the need for close coordination between land-use planning and transport planning to support sustainable development.

2.2 Paragraph 110 of the Framework states the following:

'The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.'

2.3 It is noted that paragraph 110 does not require that every location considered for development must have access to every sustainable mode of travel. It does, however, require that the choice of transport modes should be 'genuine'.

2.4 The NPPF provides no definition of the term 'genuine' with reference to choice of transport modes. The inclusion of the term 'genuine' must logically signal the government's intention that the mere presence of transport modes does not meet the policy requirements. Instead, the choice of transport modes should be sufficiently attractive that most people could reasonably be expected to use them. In the alternative, the government could have omitted the word 'genuine' and simply required 'a choice of transport modes'.

2.5 Relevant sections of Paragraph 115 of the Framework state the following:

'In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

a) sustainable transport modes are prioritised taking account of the vision for the site, the type of development and its location;

b) safe and suitable access to the site can be achieved for all users;

2.6 Turning to the National Design Guide, this identifies walkable distances as being:

'Walkable: Local facilities are within walking distance, generally considered to be no more than a 10 minute walk (800m radius).'¹

Consultation NPPF

2.7 The Government is currently consulting on a revised version of the NPPF. Whilst it has yet to come in to force, it is nonetheless relevant to understand how the direction of travel of Government policy with regards sustainable travel.

2.8 Policy TR3 sets out how it can be expected that the Government will identify sustainable locations for development:

1. So that development is located where it can support sustainable patterns of movement, enable good accessibility for different users and make the most of existing and proposed transport infrastructure, development proposals should reflect the following principles, taking into account the vision for the site, the type of development and its location:

a. Development proposals which could generate a significant amount of movement, in the context of the area within which they would be situated, should be in locations that are, or can be made sustainable, by limiting the need to travel and offering a genuine choice of transport modes for residents and users, unless the nature of the use makes this impractical;

b. Opportunities should be taken to utilise existing or proposed transport infrastructure in optimising the amount or density of development which can be accommodated in different locations, especially where this can support more walking, wheeling, cycling and public transport use;

c. The environmental impacts of traffic and transport infrastructure should be identified, assessed and taken into account - including taking opportunities to avoid or mitigate any adverse environmental effects, and to secure net environmental gains such as reductions in air pollution;

d. In rural areas, opportunities to improve wheeling, cycling and public transport and enhance the connectivity of an area should be taken where they exist and can be supported by the development proposed.

2. The Connectivity Tool (Connectivity Tool - GOV.UK) should be used alongside other relevant evidence in assessing the connectivity of particular locations proposed for development.

2.9 Policy S5 deals with the principle of development outside of settlements. The transport relevant section of Policy S5 is set out below:

¹ Page 20 National Design Guide

1. Only certain forms of development should be approved outside settlements, as set out in the following list. These should be approved, unless the benefits of doing so would be substantially outweighed by any adverse effects, when assessed against the national decision-making policies in this Framework:

h. Development for housing and mixed-use development which would be: within reasonable walking distance of a railway station which provides a high level of connectivity to jobs and services; physically well-related to a railway station or a settlement within which the station is located; is of a scale which can be accommodated taking into account the existing or proposed availability of infrastructure; and where the development would not prejudice any proposals for long-term comprehensive development in the same location;

- 2.10 The footnotes to policy S5 provide a definition of “a railway station which provides a high level of connectivity to jobs and services” as follows:

Well-connected rail stations and underground, tram and light rail stops are those in a top 60 Travel to Work Area located partially or fully within England by Gross Value Added (GVA) and which, in the normal weekday timetable, are served (or have a reasonable prospect of being served due to planned upgrades or through agreement with the rail operator) throughout the daytime by four trains or trams per hour overall, or two trains or trams per hour in any one direction.

- 2.11 The theme of requiring that development is located within locations which are, or can be made sustainable in transport terms will clearly continue to be the central theme of Government planning policy. Indeed policy S5(h) goes further than the current NPPF by providing clear guidance on situations in which land outside of settlements could be considered to meet the transport sustainability requirements of policy TR3.

Mid Sussex District Plan 2014-2031

- 2.12 Policy DP21 of the Mid Sussex District Plan 2014-2031 (‘the DP2031’) states the following:

‘...decisions on development proposals will take account of whether:

- The scheme is sustainably located to minimise the need for travel noting there might be circumstances where development needs to be located in the countryside, such as rural economic uses (see policy DP14: Sustainable Rural Development and the Rural Economy)*
- Appropriate opportunities to facilitate and promote the increased use of alternative means of transport to the private car, such as the provision of, and access to, safe and convenient routes for walking, cycling and public transport, including suitable facilities for secure and safe cycle parking, have been fully explored and taken up;’*

3.0 DEPARTMENT FOR TRANSPORT CONNECTIVITY TOOL

- 3.1 There is a range of observed data and guidance that can be applied to assess how well a location is connected to everyday destinations by walking, cycling and public transport. The Department for Transport (DfT) has pulled all this data together into a single Connectivity Tool ('the Tool').
- 3.2 The Tool provides a publicly accessible, scores-based outcome to indicate how well locations are connected to everyday destinations by walking, cycling and public transport, allowing an assessment of sustainable transport accessibility.
- 3.3 The DfT model identifies a range of destinations that people may reasonably need to access in their daily lives. These destinations fall within the following broad categories:
- a) education;
 - b) leisure and community facilities;
 - c) employment;
 - d) healthcare;
 - e) shopping; and
 - f) social visits.
- 3.4 It is important to note that the Tool does not assess the quality of routes used to access destinations. In the case of cycling and walking, this means that the Tool assesses distance only, rather than the safety or attractiveness of a walking or cycling route. In practice, route quality factors significantly influence whether people choose to travel by active modes.
- 3.5 The Tool therefore provides a measure of potential connectivity by each mode following specific routes in order to identify locations that are, or could be made sustainable, in accordance with NPPF paragraph 110. It remains the responsibility of the transport professional to undertake a detailed assessment of route quality and identify shortcomings in infrastructure provision that would need to be mitigated in order to make walking and cycling routes safe and attractive and thereby deliver the full potential transport sustainability of a site.
- 3.6 The use of the Tool is referred to in the consultation version of the NPPF. However, in advance of the consultation NPPF coming into force, the importance of using the Connectivity Tool in determining the connectivity of location has already been set out in a ministerial statement on 11th December 2025 with the Secretary of State for Transport stating:
- 'This landmark platform will serve as the new national metric of connectivity, transforming how we plan for new development and the transport infrastructure needed to support it, ensuring new homes and services can be easily accessed by sustainable modes of transport...'*
- 3.7 Given the ministerial statement, it is my opinion that significant weight should be placed on the metrics of the Tool absent the adoption of the consultation NPPF.

- 3.8 Connectivity scores provided by the Tool are expressed as a percentage relative to the most connected locations in England and Wales. For example, a score of 50% indicates that a location has half the level of connectivity of the most connected areas. Importantly, this does not represent “average connectivity”. The Department for Transport clarifies that average connectivity corresponds to a higher score as set out below in DfT guidance:

Overall	
10th percentile	38.9
20th percentile	52.1
30th percentile	58.6
40th percentile	63.1
Median	66.8
60th percentile	70.2
70th percentile	73.7
80th percentile	77.8
90th percentile	83.2

- 3.9 Based on the DfT guidance, average connectivity is typically represented by an overall score of approximately 65%. Locations with scores in the 39-51% range fall within the lowest 20% of connectivity across England and Wales, indicating relatively poor access to destinations by sustainable transport modes.

Connectivity Assessment

- 3.10 The Appellant has used the Tool to determine the sustainable modes’ connectivity score for the Appeal Site, considering all sustainable modes except driving and identified this to be 43². A score of 43 places the Appeal Site within the lowest 20th percentile of the sustainable transport connectivity scale.
- 3.11 The Tool allows the user to break down the overall sustainable modes’ connectivity score by individual mode (walking, cycling and public transport) in order to understand the weight that each mode is given in determining the overall score.
- 3.12 I have undertaken this more detailed analysis based on the Appellant’s identified overall sustainable modes’ score of 43.
- 3.13 Figure 3.1 illustrates the transport connectivity score for the Appeal Site, specifically for walking. The Tool displays results using a colour scale ranging from red (most connected) to violet (least connected).

² Highways Statement of Common Ground, paragraph 5.15

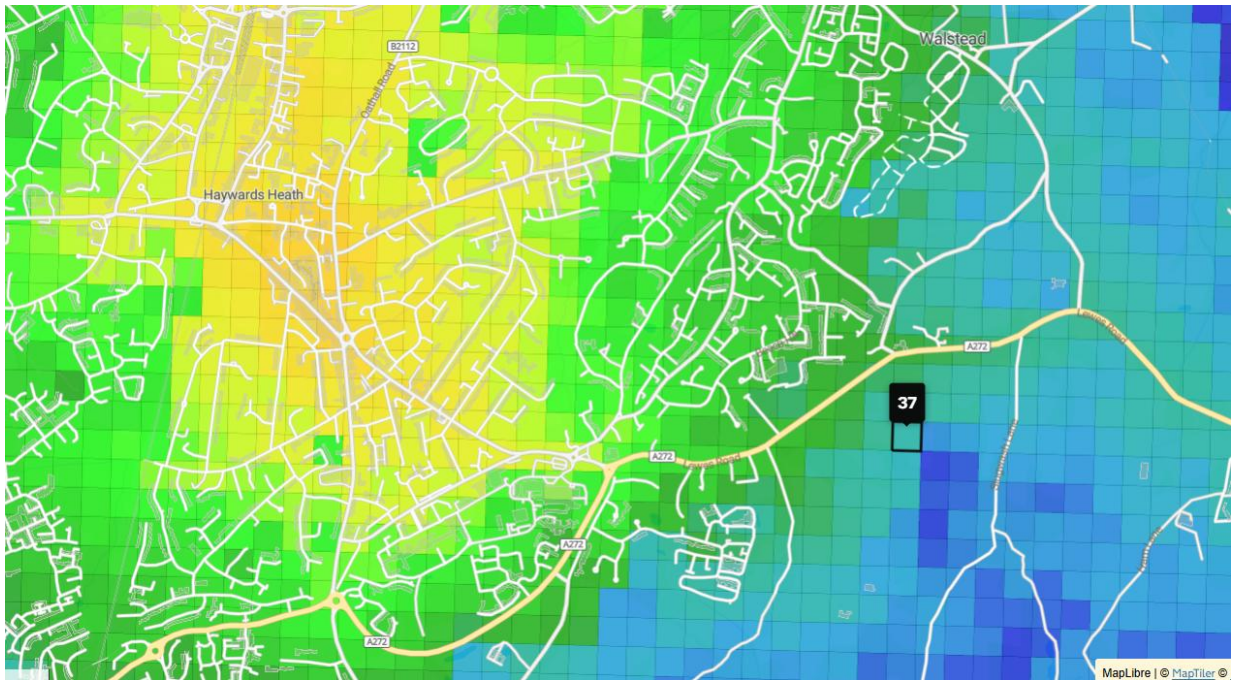


Figure 3.1: DfT Connectivity Tool - Walking Connectivity for Appeal Site

- 3.14 The figure indicates that, for walking alone, the Site scores 37, which is lower than the overall sustainable modes' connectivity score and places it firmly within the lowest 10th percentile of the connectivity scale with regards walking.
- 3.15 Figure 3.2 below illustrates the connectivity score specifically for cycling.

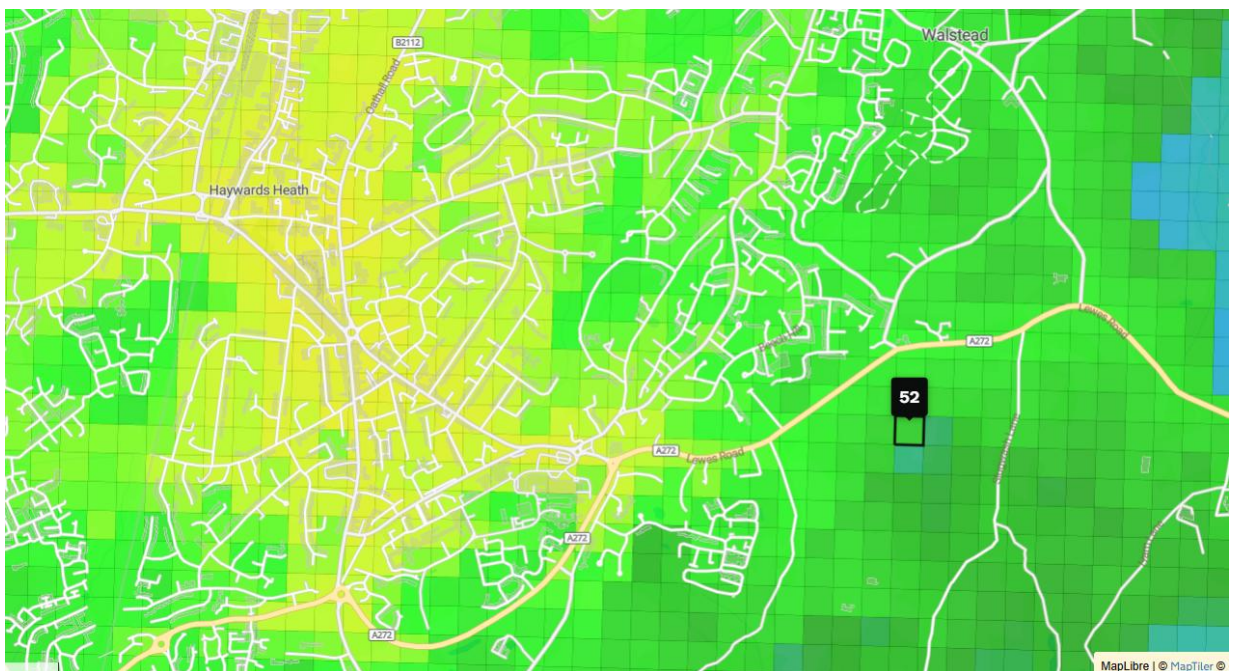


Figure 3.2: DfT Connectivity Tool - Cycling Connectivity for Appeal Site

- 3.16 Figure 3.2 identifies that for cycling alone, the Appeal Site scores 52. This is higher than the overall sustainable modes' connectivity score and places the Appeal Site on the border of the lowest 20th and 30th percentile with regards to cycle connectivity to every day services.
- 3.17 Figure 3.3 below illustrates the connectivity score specifically for public transport

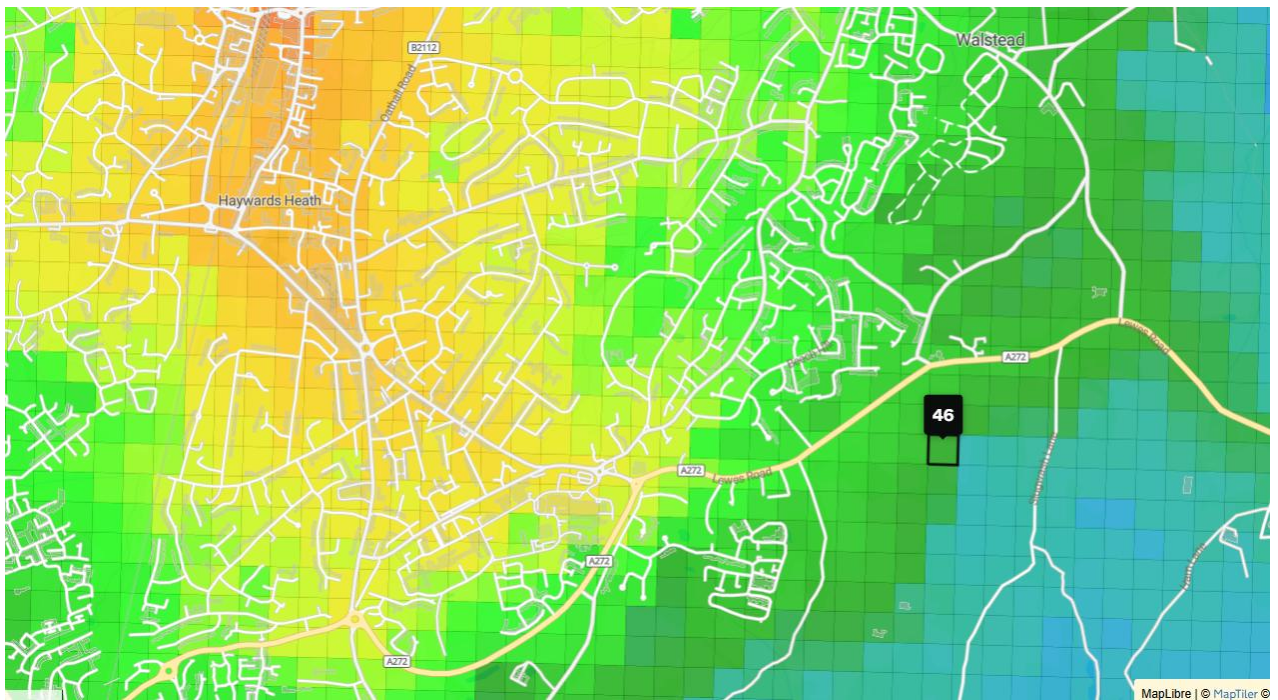


Figure 3.3: DfT Connectivity Tool – Public Transport Connectivity for Appeal Site

- 3.18 The figure indicates that, for public transport alone, the Site scores 46, which is similar to the overall sustainable transport connectivity score placing it within the lowest 20th percentile of the sustainable modes' connectivity scale with regards public transport.
- 3.19 From the analysis set out above, my conclusion is that the Appeal Site is poorly located with regards to transport connectivity by sustainable modes.
- 3.20 The analysis shows that cycling connectivity is comparatively stronger than other sustainable modes, albeit still with a low connectivity score. I also reiterate that the Tool's cycling score does not take account of the presence, quality, or safety of cycling infrastructure. This means that the delivery of high-quality cycle infrastructure which is suitable for making cycling attractive to most people, would be needed to reach fulfil the full potential of the cycling connectivity score of 52, which would nonetheless remain on the border of the lowest 20th and 30th percentile with regards to cycle connectivity to every day services. I consider the quality of cycle routes to everyday destinations in Section 5 of my evidence.
- 3.21 The Tool also allows the users to analyse the connectivity of a location having regard to car drivers. For comparison, Figure 3.4 illustrates connectivity to every day destinations by car only.

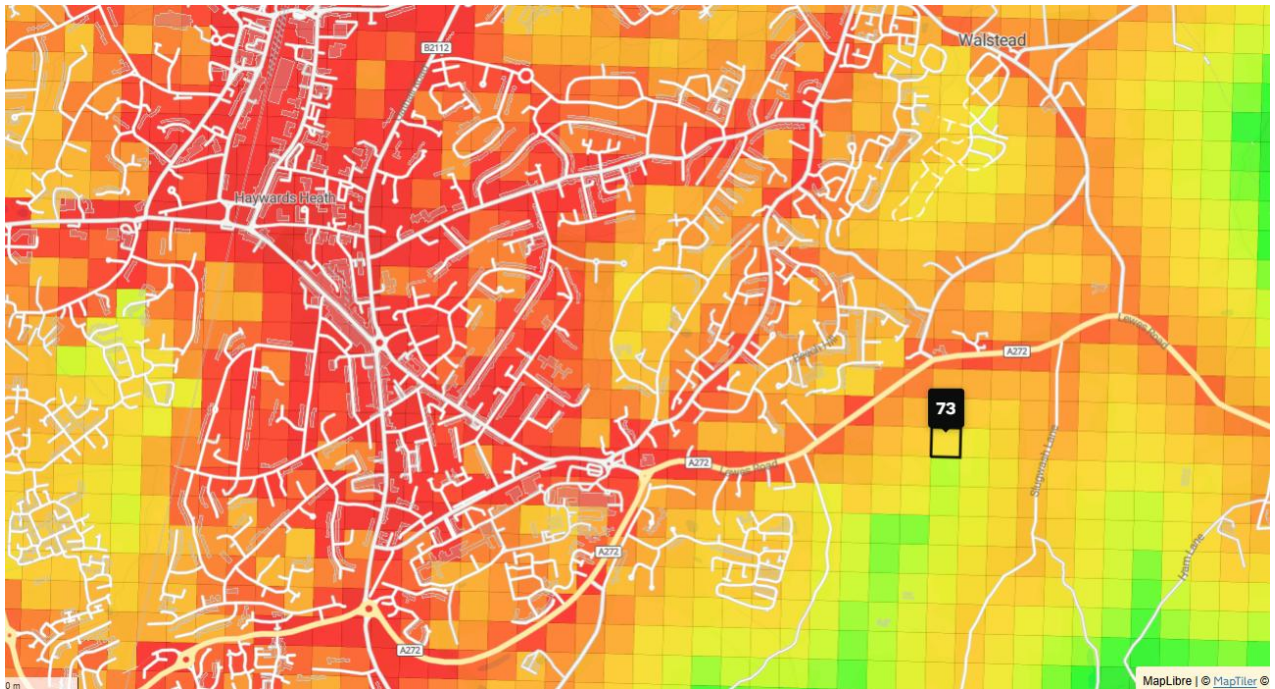


Figure 3.4: DfT Connectivity Tool - Car Drivers' Connectivity for Appeal Site

- 3.22 In contrast to the sustainable transport modes, the Appeal Site demonstrates relatively strong connectivity for car drivers, with a score of 73, which is above average for England and Wales and places the Appeal Site in the 70th percentile of all locations.
- 3.23 My conclusion regarding transport connectivity is that the Appeal Site benefits from a relatively high level of accessibility to everyday destinations for those with access to a private car. However, this comparatively good level of connectivity is not reflected for sustainable modes of travel, where access to everyday destinations is generally low to poor.
- 3.24 Consequently, in the absence of improvements to sustainable transport infrastructure and/or the provision of additional services and facilities closer to the Appeal Site, I would expect the private car to remain the dominant mode of travel for future residents.

Relative Local Authority Connectivity Score

- 3.25 Figure 4-1 of the Appellant's Statement of Case assesses the connectivity of the Appeal Site relative to other locations within the local authority area. Within the context of Mid Sussex, the Appeal Site achieves a score of B, representing a high level of connectivity when compared with other locations across the district.
- 3.26 The relative local authority score is a useful tool for assisting local planning authorities (LPAs) in considering sustainable transport opportunities at the earliest stages of plan-making. It enables LPAs to identify those locations with the greatest potential to accommodate sustainable development.

3.27 However, LPAs must also consider other relevant evidence, including:

1. the need to provide walking infrastructure, such as surfaced and lit footways or footpaths, to realise a location's full walking connectivity potential;
2. the need to provide cycle infrastructure, including appropriate segregation or protection, to maximise cycling connectivity;
3. the potential for infrastructure improvements and/or other mitigation measures, such as new or revised bus services, which could improve a location's connectivity score; and/or
4. the provision of supporting land uses as part of planned development, such as local shops, schools and other community facilities, which may increase a location's connectivity score.

3.28 In summary, the relative local authority score is an appropriate tool for assisting LPAs in developing a strategic spatial strategy that makes effective use of existing infrastructure as a starting point.

3.29 By contrast, in her ministerial statement of 11 December 2025, the Secretary of State (SoS) for Transport made clear that the development of the Tool was a response to the absence of a commonly agreed evidence base for assessing connectivity. The SoS stated that the Tool is intended to serve as a "national metric of connectivity".

3.30 It is therefore my conclusion that the national metric is the appropriate measure for assessing the connectivity of individual development sites. The relative local authority score, by comparison, is intended primarily to support LPAs during the early stages of plan-making.

4.0 ACTIVE TRAVEL

Context

4.1 The location of the Appeal Site and the existing transport environment are shown on figure 4.1.

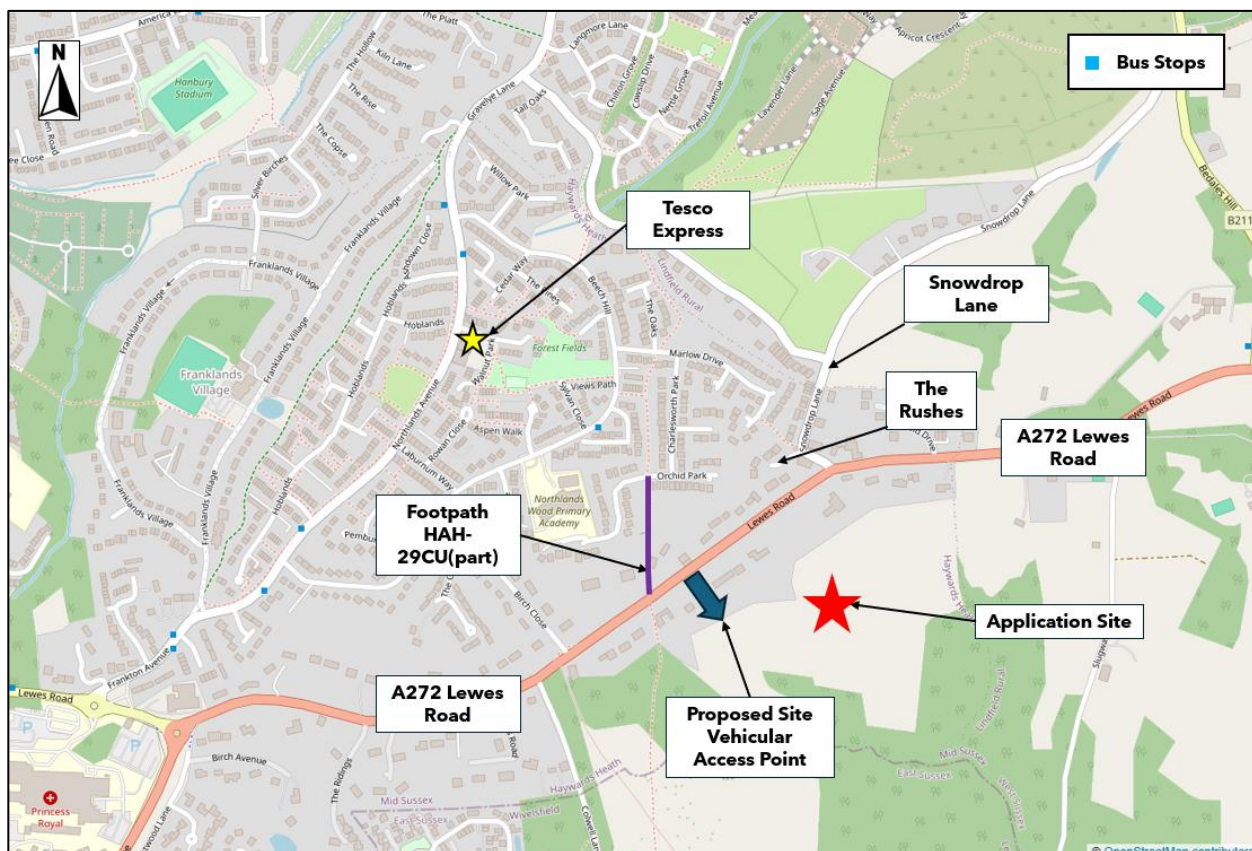


Figure 4.1: Existing Highway Network

4.2 The locations of some local facilities and amenities and their distances from the Appeal Site are set out in Table 1 of the Highways Statement of Common Ground. These facilities and amenities are reproduced below together with walking and cycling distances from the Appeal Site access on Lewes Road. For walking distances, where relevant two distances are provided as follows:

1. The shortest distance on a surfaced walking route. This avoids the use of footpath HAH-29CU
2. The shortest distance utilising footpath HAH-29CU. This distance is shown in brackets.

4.3 Whilst the application is in outline, with all matters reserved except for access, based on the indicative site layout, it is stated by the Appellant that the first dwelling is located 130m from the Appeal Site access, the furthest dwelling is located 480m from the Appeal Site access.

Land Use	Name	Walking Distance in Metres	Cycling Distance in Metres
Education	Northlands Wood Primary Academy	950 (570)	950
	St Wilfrid's CofE Primary School	1,770	1,770
	St Joseph's Catholic Primary School	2,120	2,120
	Oathall Community College (secondary)	2,700 (2,500)	3,000
Leisure	Walnut Park and Forest Fields Play Area	1,100 (580)	1,100
	Post box	215	215
	Haywards Heath FC	2,400 (1,900)	2,400
	Dolphin Leisure Centre	3,600 (3,600)	3,600
Retail	Tesco Express	1,200 (720)	1,200 ³
	Shell Petrol Garage Shop	1,100	1,100
	The Co-op	1,530	1,530
	Boundary of Haywards Heath Town Centre ⁴	1,860	1,860
Health	Kamsons Pharmacy (see footnote 3)	1,190 (710)	1,190
	Northlands Wood Practice (GP) (see footnote 3)	1,250 (760)	1,250
	Princess Royal Hospital and Emergency Room.	1,100	1,100
	Dentalessence Dental Surgery	2,120	2,120

Table 4.1: Walking and Cycling distances to a range of facilities and amenities

- 4.4 Genuine opportunities to travel by non-car modes also has an important role to play in social inequality. Table RM131 of the 2021 Census provides information on car or van availability by tenure for households with usual residents aged 17 or over (ie driving age).

³ Assumes "footpath" between Cedar Way and Larch Way is available for cycle use. Otherwise 1,600m

⁴ Approximately roundabout of South Road and Sussex Road

- 4.5 I have obtained data for the lower level super output areas that cover Haywards Heath, aggregated these and present the data in the table below.

Tenure	No car	1 car	2+ Cars
Owned: Owns outright	15.0%	49.6%	35.4%
Owned: Owns with a mortgage or loan or shared ownership	3.8%	44.7%	51.5%
Rented: Social rented	35.7%	45.2%	19.0%
Private rented or lives rent free	21.4%	53.8%	24.8%

Table 4.2: Census data of car or Van availability by Housing Tenure

- 4.6 The data indicates that households in social rented accommodation are significantly more likely to have no access to a car or van, with 35.7% of such households reporting no vehicle availability. Households living in private rented accommodation or rent free are the second most likely group to have no access to a car. Households in social rented accommodation are also least likely to have access to two or more vehicles.
- 4.7 Households in social rented accommodation would therefore be the most disadvantaged if located at a site with poor access to non-car modes of travel.

Journeys by Foot

Design Guidance

- 4.8 The Chartered Institution of Highways and Transportation (CIHT) 'Guidelines for Providing Journeys on Foot' (2000) (hereafter referred to as "the CIHT 2000 Walking Guidance) suggests acceptable, desirable and preferred maximum walking distances ('acceptable' walking distances would vary between individuals). These walking distances are applied consistently when assessing the reasonable walking times whether a development is in a rural or an urban location.
- 4.9 Table 3.2 of the CIHT 2000 Walking Guidance summarises the suggested walking distances for pedestrians without mobility impairment for some common trip purposes. This table is reproduced below. For comparison I have added in brackets the typical equivalent walking time for the distances identified in the CIHT 2000 Walking Guidance.

	Town Centres (m)	Commuting/ School Sight-seeing (m)	Elsewhere (m)
Desirable	200	500	400 (5 minutes' walk)
Acceptable	400 (5 minutes' walk)	1,000 (12.5 minutes' walk)	800 (10 minutes' walk)
Preferred Maximum	800 (10 minutes' walk)	2,000 (25 minutes' walk)	1,200 (15 minutes' walk)

Table 4.3: Reasonable Walking Distances (metres) for different Journey Purposes

- 4.10 The guidance above identifies that it is reasonable to assume that some people would walk a distance of up to 2km for a commuter journey. To be clear, this is a journey from home to a place of work and not from home to an intermediate location from which to continue the commute by another mode of travel. For all other journey purposes, the distances which it is reasonable to assume people will walk are significantly shorter.
- 4.11 Paragraph 3.32 of the CIHT 2000 Walking Guidance states that the distances I have reproduced in table 4.2 *'...may be used for planning and evaluation purposes.'*
- 4.12 The above guidance was published in 2000. When read in comparison to the Government's current guidance set out in the National Design Guide regarding walkable neighbourhoods in which services and facilities are within an 800m walk it is noteworthy that the guidance in table 4.1 broadly aligns with this 800m walkable theme. In the CIHT 2000 Walking Guidance, 800m is the recommended maximum reasonable distance people can be expected to walk to a town centre and the acceptable distance to all other destinations excepting places of work, education or sight-seeing.
- 4.13 Since 2000, the CIHT has published further guidance in relation to planning for walking in their document 'Planning for Walking', April 2015 (hereafter referred to as 'the CIHT 2015 Walking Guidance').
- 4.14 The CIHT 2015 Walking Guidance advises:
- 'Most people will only walk if their destination is less than a mile away. Land use patterns most conducive to walking are thus mixed in use and resemble patchworks of "walkable neighbourhoods," with a typical catchment of around 800 m, or 10 minutes walk.'*
- 4.15 And qualifies the above statement with the following:
- 'Walking neighbourhoods are typically characterised as having a range of facilities within 10 minutes' walking distance (around 800 metres). However, the propensity to walk or cycle is not only influenced by distance but also the quality of the experience; people may be willing to walk or cycle further where their surroundings are more attractive, safe and stimulating. Developers should consider the safety of the routes (adequacy of surveillance, sight lines and appropriate lighting) as well as landscaping factors (indigenous planting, habitat creation) in their design.'*
- 4.16 The attractiveness of travelling to and from a site by foot is thus a function of:
- Journey distance; and
 - Infrastructure for safe and convenient journeys on foot
- 4.17 These factors are considered below in relation to the Appeal Site.

Walking Journey Distance

- 4.18 The table below reproduces the destinations set out in table 4.1 above and focuses on walking distances only. Journey distances are provided separately for routes that utilise paved walking infrastructure suitable for walking on in all weather, and for routes that utilise the unsurfaced footpath HAH-29CU.
- 4.19 I have also added on a distance of 305m to the walking distances as the typical distance that a person would need to walk from the Appeal Site access on Lewes Road to a dwelling within the Appeal Site. This is the midpoint of 130m (the distance to the first dwelling from Lewes Road) and 480m which is the distance to the last dwelling.

Land Use	Name	Walking Distance utilising paved walking infrastructure	Walking Distance utilising footpath HAH-29CU
Education	Northlands Wood Primary Academy	1,255	875
	St Wilfrid's CofE Primary School	2,075	2,075
	St Joseph's Catholic Primary School	2,425	2,425
	Oathall Community College (secondary)	3,005	2,805
Leisure	Walnut Park and Forest Fields Play Area	1,405	885
	Post box	520	520
	Haywards Heath FC	2,705	2,205
	Dolphin Leisure Centre	3,905	3,905
Retail	Tesco Express	1,505	1,025
	Shell Petrol Garage Shop	1,405	1,405
	The Co-op	1,835	1,835
	Boundary of Haywards Heath Town Centre ⁵	2,165	2,165
Health	Kamsons Pharmacy	1,495	1,025
	Northlands Wood Practice (GP)	1,555	1,065
	Princess Royal Hospital and Emergency Room.	1,405	1,405

⁵ Approximately roundabout of South Road and Sussex Road

Land Use	Name	Walking Distance utilising paved walking infrastructure	Walking Distance utilising footpath HAH- 29CU
	Dentalessence Dental Surgery	2,425	2,425

Table 4.4: Walking Distances (metres) to Local Facilities and Amenities

4.20 Having regard to the guidance pointed to by NPPF paragraph 115(c) regarding walkable neighbourhoods of 800m (which is an approximately 10-minute walk) and the CIHT 2015 Walking Guidance, the table above identifies the following facilities and amenities within an 800m walk of the approximate centre of the Appeal Site:

1. A Post Box

4.21 Referring to table 4.2 above, the CIHT 2000 Walking Guidance identifies a maximum reasonable walking distance for "elsewhere" as being 1,200m – which is an approximately 15-minute walk. Applying this distance to Table 4.3 and assuming that people follow paved walking routes identifies the following facilities and amenities:

1. Northlands Wood Primary Academy
2. A Post box

4.22 Applying this same 1,200m distance to Table 4.3 and assuming that people are willing to walk along unsurfaced footpaths, the following facilities and amenities are identified:

1. Northlands Wood Primary Academy
2. A Post box
3. Tesco Express
4. Kamsons Pharmacy
5. Northlands Wood Practice (GP)

4.23 There are no other facilities or amenities within reasonable walking distance based on either the CIHT 2000 Walking Guidance or the CIHT 2015 Walking Guidance.

Walking Infrastructure

4.24 Generally within the built-up area of Haywards Heath there is good infrastructure provision for walking. However, the Appeal Site is located outside of the built-up area where there is limited and intermittent provision for pedestrians. In particular I note the following deficiencies:

1. In the vicinity of the Appeal Site, Lewes Road has a footway only on the northern side meaning that all residents need to cross Lewes Road to reach it. Heading west, the footway on the northern side

ends and a footway on the southern side starts, requiring all pedestrians to cross Lewes Road again.

Lewes Road has very limited street lighting;

2. Footpath HAH-29CU is unsurfaced, unlit and not overlooked; and
3. The footway on the northern side of Lewes Road is discontinued prior to reaching Snowdrop Lane. Snowdrop Lane between its junction with Lewes Road and the shared, surfaced and lit footway / cycleway connecting Snowdrop Lane and Marlow Drive is unlit and has no footways. Pedestrians share the carriageway with motor vehicles.

4.25 I have provided images below of these deficiencies:

		
Lewes Road in proximity of Appeal Site Access looking east. Note 40mph roundels in carriageway	Lewes Road in proximity of Appeal Site Access outside of daylight hours	Footway on Lewes Road switches from northern side (left of picture) to southern side (right of picture)
		
Footpath HAH-29CU	Entrance to footpath HAH-29CU at night	

		
Discontinued footway on northern side of Lewes Road	Snowdrop Lane looking south towards junction of Lewes Road	Snowdrop Lane looking north towards junction with The Rushes

4.26 The Appellant has provided a package of mitigation measures to improve walking infrastructure including:

1. Uncontrolled crossing at Appeal Site access;
2. uncontrolled pedestrian crossing facility on Lewes Road where the footway switches from the north to the south side (drawing no. ITL19597-GA-011 Rev B);
3. Potential Lewes Road footway improvements at existing lay-by (drawing no. ITL19597-GA-018); and
4. Proposed footway improvements at Snowdrop Lane (drawing no. ITL19597-GA-021-Rev A)

4.27 After the planning application was determined, this package was extended to include a financial contribution (£10,800) offered to provide 'surfacing improvements'. No information is provided to explain what the surfacing would entail.

4.28 However having regard to the deficiencies I raise above, even after mitigation the following deficiencies would arise:

1. Lewes Road remains unlit. In order to walk anywhere from the Appeal Site, people would be required to cross Lewes Road. Heading west, pedestrians would have to cross Lewes Road twice. During the hours of daylight, it can be expected that drivers would have clear visibility of people crossing or waiting to cross. However, during twilight, dawn or the hours of darkness, particularly in inclement weather, visibility to pedestrians crossing or waiting to cross would be diminished increasing road safety risks for pedestrians;
2. It is unknown what the surfacing of Footpath HAH-29CU would entail or whether the financial contribution would be sufficient. It would seem more appropriate for the surfacing of the footpath to be a matter for the Appellant to provide. Nonetheless, it would remain a narrow, unlit route which is not overlooked. As a consequence, and especially during twilight, dawn or the hours of darkness,

for reasons of personal safety and security, it would present a very unattractive option for most people; and

3. The lay-by is proposed to be removed but replaced by a loading bay, which in essence retains the discontinuation of the footway. Snowdrop Lane between its junction with Lewes Road and the shared, surfaced and lit footway / cycleway connecting Snowdrop Lane and Marlow Drive would remain unlit and with no footways. Pedestrians would continue to have to share the carriageway with motor vehicles whether during the hours of daylight or darkness and whatever weather conditions.

Conclusion Regarding Journeys on Foot

- 4.29 Based on the analysis I have set out above, my conclusion with regards to journeys by foot is that due to a combination of:

1. Long walk distances to everyday facilities and amenities; and
2. Deficiencies in pedestrian infrastructure.

I would expect very few, if any, journeys to be made by foot in relation to the Appeal Site.

Journeys by Cycle

Design Guidance

- 4.30 The Chartered Institution of Highways and Transportation (CIHT) identifies that the bicycle can reasonably be considered a potential mode of transport for most people (subject to suitable infrastructure provision, in particular the level of protection afforded to cyclists from traffic which is set out in the Government's guidance note LTN1/20) for all journeys under five miles (approximately 8 kilometres) (Planning for Cycling, 2015).
- 4.31 Local Transport Note 1/20 (LTN 1/20), Department for Transport, 2020 provides guidance on the design of cycle infrastructure LTN1/20 is the government's current guidance on designing infrastructure for cyclists in order to encourage a greater uptake in cycling in accordance with the Government's adopted policy '*Gear Change A bold vision for cycling and walking*' which was issued in July 2020. This was inspired by and endorsed by the then Prime Minister.
- 4.32 It is clear from the Government's currently adopted cycle policy and design guidance that the outcomes of cycle infrastructure interventions are to:
1. Create better streets for cycling and people
 2. Put cycling and walking at the heart of transport, place-making, and health policy
 3. Enable people to cycle and protect them when they cycle
- 4.33 With regards to design principles '*Gear Change A bold vision for cycling and walking*' states that:

'In order to see the increases in cycling we want, the quality of cycling infrastructure installed on our roads must dramatically improve.'

and

'Cycling is or will become mass transit and must be treated as such. Routes must be designed for larger numbers of cyclists, for users of all abilities and disabilities.'

- 4.34 Having regard to how critical the creation of a safe and attractive network of cycle infrastructure is to Government, it is reasonable to expect that cycle infrastructure meets the minimum requirements of LTN1/20, which in many cases are no more onerous than previous versions of the LTN. The substantive change in LTN1/20 is its reflection of Government policy which is that cycling should be accessible by most people irrespective of ability.

Existing Provision

- 4.35 Referring to Table 4.1, there is a wide range of every day facilities and amenities within reasonable cycling distance of the Appeal Site. However, there is currently no continuous cycle infrastructure provided on the network connecting the Appeal Site to every day destinations.

Assessment of Cycle Infrastructure Requirements

- 4.36 Referring to LTN1/20⁶, the table below provides an assessment of the recommended appropriate protection for cyclists travelling between the Appeal Site and the key destinations in order for cycling to be considered suitable for most people. The current level of protection is also provided.

Route	Signed Speed Limit	Motor Traffic Flow (vehs - busiest section)	Minimum appropriate protection (to avoid excluding most potential users)	Current protection
Lewes Road - Franklynn Road - South Road - Dolphin Road - Boltro Road (Serves the Railway Station and the Dolphin Leisure Centre)	40mph on Lewes Road adjacent to Appeal Site access. 30mph from junction with Franklynn Road	6,000+	Protected space for cycling comprising: i. Fully kerbed cycle track on sections subject to 40mph speed limit ii. A minimum of light segregation for sections subject to 30mph	NONE
Lewes Road - Franklynn Road - Hazelgrove Road - Church Road (Serves the Town Centre)	40mph on Lewes Road adjacent to Appeal Site access. 30mph from junction with Franklynn Road	6,000+	Protected space for cycling comprising: i. Fully kerbed cycle track on sections subject to 40mph speed limit ii. A minimum of light segregation for sections subject to 30mph	NONE

⁶ LTN 1/20 Figure 4.1 "Appropriate protection from motor traffic on highways"

Route	Signed Speed Limit	Motor Traffic Flow (vehs - busiest section)	Minimum appropriate protection (to avoid excluding most potential users)	Current protection
Lewes Road – Snowdrop Lane – Lyoth Lane – Gravelye Lane – Croxton Lane – Backwoods Lane (Serves Lindfield Academy)	40mph on Lewes Road adjacent to Appeal Site access. 30mph from Snowdrop Lane	6,000+	Protected space for cycling comprising: i. Fully kerbed cycle track on sections subject to 40mph speed limit ii. A minimum of light segregation for sections subject to 30mph	NONE

Table 4.5: Assessment of Appropriate Protection

- 4.37 The table above shows that in order to meet Government policy on encouraging inclusive cycling, the minimum appropriate protection required to make a route attractive to most people, as set out in LTN1/20, is a segregated space.
- 4.38 In addition to the guidance in Figure 4.1 of LTN1/20, the document provides the following advice:

'7.1.1 Where motor traffic flows are light and speeds are low, cyclists are likely to be able to cycle on-carriageway in mixed traffic, as shown in Figure 4.1. Most people, especially with younger children, will not feel comfortable [cycling] on-carriageways with more than 2,500 vehicles per day and speeds of more than 20 mph. These values should be regarded as desirable upper limits for inclusive cycling within the carriageway.'

- 4.39 In comparison to the level of protection required for cycling to be suitable for most people, there is currently no protection provided. According to the Government's guidance, this means that cycling would only be suitable for 'few people' and would 'exclude most potential users and/ or have safety concerns'.
- 4.40 In response to these deficiencies in the current level of cycle infrastructure provision, the Appellant is offering no mitigation.

Conclusion Regarding Journeys by Cycle

- 4.41 Based on the analysis I have set out above, my conclusion with regards to journeys by cycle is that due to the absence of suitable cycle infrastructure, most potential cyclists would be excluded and / or have safety concerns. I would therefore expect very few, if any, journeys to be made by cycle in relation to the Appeal Site.

Other Planning Applications

- 4.42 Paragraph 4.55 of the Appellant's Statement of Case refers to the accessibility of three separate planning applications, submitted in 2012, 2015 and 2022 respectively.

- 4.43 None of these applications relates to the Appeal Site; rather, they concern different sites in and around Haywards Heath. It is well established that no two development sites are identical and that each planning application must be determined on its own merits, having regard to its particular circumstances.
- 4.44 In any event, a review of the three applications identifies a number of material differences, both between the sites themselves and when compared with the Appeal Site. These include:
1. Rocky Lane Phases 1 and 2 (refs. 12/00535/OUT and 13/00656/OUT): mitigation associated with these developments included significant improvements to the A272, comprising new street lighting and shared footway/cycleway infrastructure. Bus services are available immediately adjacent to the sites on the A272.
 2. Rogers Farm (ref. DM/22/0733): this proposal comprised a 20-dwelling development served by a surfaced and lit footway, with bus services available within approximately 200 metres of the site.
 3. Scamps Hill (ref. DM/15/4457): the development proposals included the provision of day-to-day facilities within the site itself. A bus stop is located approximately 400-500 metres from the site, and a continuous lit footway/cycleway was proposed (and may now have been delivered) extending westwards to connect with infrastructure associated with adjoining development, providing links to, inter alia America Lane, a quiet residential street.
- 4.45 The Inquiry is not being asked to determine any of these applications. Furthermore, detailed evidence concerning the sustainability credentials of those developments, including the planning policy context, baseline conditions and mitigation measures relevant at the time each application was determined, is not before the Inquiry for rigorous examination. Consequently, only limited weight can be attached to comparisons with these schemes, if any. Nevertheless, even a high-level review indicates that each site benefited from a different better degree of accessibility to sustainable transport modes than the Appeal Site.
- 4.46 The purpose of this Inquiry is to determine the acceptability of the Proposed Development on its own merits, having regard to the specific characteristics of the Appeal Site and the evidence presented to the Inquiry.

5.0 PUBLIC TRANSPORT

Guidance

- 5.1 'Planning for Walking' published by the Chartered Institution of Highways and Transportation ("CIHT Walking Guidance"), April 2015 sets out in section 6.4 advice on walking catchments for public transport as follows:

"The power of a destination determines how far people will walk to get to it. For bus stops in residential areas, 400 metres has traditionally been regarded as a cut-off point and in town centres, 200 metres (DOENI, 2000). People will walk up to 800 metres to get to a railway station, which reflects the greater perceived quality or importance of rail services."

- 5.2 For comparison, the Transport for London (TfL) Passenger Transport Accessibility Level (PTAL) metric was established to determine an individual's accessibility to public transport using a combination of distance to a public transport node, number of services serving the node and the frequency of each. It uses a walk distance of 640m for accessibility to a bus stop and 960m for accessibility to a railway station.
- 5.3 Considering the above guidance, it is reasonable to assume that a person would walk up to 640m to reach a bus stop and 960m to reach a railway station. This equates to a walk time of 8 and 12 minutes respectively.
- 5.4 More recently, the Secretary of State for Housing, Communities and Local Government, Steve Reed, has been attributed with stating that a 15-minute walk may be regarded as a reasonable distance to access a railway station providing regular services. Whilst no corresponding distance is specified, a 15-minute walk would generally encompass the 960m distance identified by TfL and, depending on local circumstances, may extend to around 1,200m. However, actual walking distances are influenced by factors including topography, crossing delays, footway provision and the needs of less mobile users.

Travel by Bus

- 5.5 The walking distances to the nearest bus stops to the Appeal Site are as follows (305m has been assumed as the midpoint distance that a person would need to walk from the Appeal Site access on Lewes Road to a dwelling within the Appeal Site):
1. Northland Avenue - 1,075m via footpath HAH-29CU;
 2. Hoblands - 1,505m via a surfaced, lit and overlooked pedestrian route; and
 3. Princess Royal Hospital - 1,405m
- 5.6 All these bus stops are located beyond the distances regarded as acceptable for regular and convenient access to bus services. In particular the distances from the approximate centre of the Appeal Site to the Hoblands and Princess Royal Hospital bus stops are over three times the recommend reasonable distance to walk to reach a bus stop in residential areas.

- 5.7 My conclusion with regards to bus provision is that the remoteness of the bus stops to the Appeal Site would not be conducive to promoting bus travel to and from the Appeal Site.

Travel by Train

- 5.8 It is indisputable that train services operating out of Haywards Heath railway station provide a high level of connectivity to jobs and services.
- 5.9 However, Haywards Heath railway station is located 3,600m (an approximately 45-minute walk) from the approximate centre of the Appeal Site. Contrary to the Appellant's Statement of Case⁷ which claims that this distance is "...at the upper end of the distances that most people will walk," this distance significantly exceeds the distances identified within national guidance (which for context is 800m in the CIHT 2015 Walking Guidance) as being reasonable walking distances to a railway station. This distance from the midpoint of the Appeal Site is substantially greater than a 15-minute walk. I therefore do not consider it plausible that people will walk from the Appeal Site to the railway station.
- 5.10 There are no bus services operating within recommended reasonable walk distances from the Appeal Site.
- 5.11 The railway station is located within reasonable cycling distance of the approximate centre of the Appeal Site. However, for the reasons I set out in Section 4 above, I consider that absent improvements, most people would be deterred from using the cycle route between the Appeal Site and the railway station.
- 5.12 I recognise that, travel by rail, especially for destinations towards and in central London, will be a genuine travel choice for residents living at the Appeal Site. However, due to the relative remoteness of the Site to the railway station and the deficiency in sustainable transport connections, I would expect that most Appeal Site users of rail services would travel to and from the railway station by car.
- 5.13 NPPF paragraph 110 is clear that development should be focussed on locations which are or can be made sustainable by offering a genuine choice of transport modes. What is less clear, but which I consider to be implied, is that a site is not considered sustainable if, rather than offering a choice of transport modes directly or at a location that can reasonably and safely be accessed by other sustainable modes, the sustainable travel opportunity presented requires the person to drive somewhere else to access it.
- 5.14 I also note that at Policy S5 (1)(h), the consultation NPPF specifically refers to "reasonable walking distance of a railway station." This provides an indication that the Government's view of the primary measure of whether a railway station is accessible from a development site is the walking distance.

⁷ Paragraph 4.48

- 5.15 Therefore, with regards to travel by rail based public transport, the spatial characteristics of the Appeal Site do not provide an advantage to locating development at it over any other location within reasonable driving distance of Haywards Heath railway station. Residents without access to a car would be severely disadvantaged with regard to rail usage or excluded entirely.

6.0 SUMMARY AND CONCLUSION

6.1 This section serves as my Summary of Proof.

6.2 There are several common themes in the transport policies I have referred to above. I identify these as:

1. Actively promoting the use of non-car means of travel;
2. Increasing people's accessibility to key facilities and amenities; and
3. Locating new development such that it aligns with the above themes.

6.3 These are transport policy themes that all new development needs to comply with.

6.4 NPPF paragraph 110 does not require that every location considered for development must have access to every sustainable mode of travel. It does, however, require that the choice of transport modes should be 'genuine'.

6.5 No definition of the term 'genuine' with reference to choice of transport modes is provided however the inclusion of the term 'genuine' must logically signal the government's intention that the mere presence of transport modes does not meet the policy requirements. Instead, the choice of transport modes should be sufficiently attractive that most people could reasonably be expected to use them. In the alternative, the government could have omitted the word 'genuine' and simply required 'a choice of transport modes'.

6.6 NPPF paragraph 115 requires that:

'In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- *sustainable transport modes are prioritised taking account of the vision for the site, the type of development and its location;*
- *safe and suitable access to the site can be achieved for all users;*

6.7 This Proof of Evidence has assessed the transport sustainability of the Appeal Site in this policy context having regard to:

1. the Department for Transport Connectivity Tool – which the SoS states is intended to provide an assessment of connectivity on a commonly agreed evidence base, and which will serve as a national metric of connectivity; and
2. the accessibility of the Appeal Site by active travel and public transport infrastructure and services having regard to mitigation proposed by the Appellant.

- 6.8 The Department for Transport Connectivity Tool identifies the Appeal Site has low levels of connectivity by walking and public transport, with overall sustainable transport connectivity falling within the lowest 20% nationally. By contrast, connectivity by private car is above average, indicating that future residents would be significantly more reliant on car travel than on sustainable modes.
- 6.9 Most everyday destinations are beyond recognised reasonable walking distances. Existing deficiencies in pedestrian infrastructure, including unlit routes, discontinuous footways and the poor quality of Footpath HAH-29CU, would further discourage journeys on foot.
- 6.10 Some mitigation for journeys on foot is proposed however for the reasons I set out above, I do not consider that this would meaningfully increase the propensity of people to walk. I would therefore expect very few, if any, journeys to be made by foot in relation to the Appeal Site.
- 6.11 The absence of cycle infrastructure combined with vehicle speeds and volumes on local roads, especially the Lewes Road that all cyclists travelling to and from the Appeal Site would need to travel along, means that cycling would not be an attractive or realistic option for most potential users. The Appellant proposes no mitigation to improve this situation. I would therefore expect very few, if any, journeys to be made by cycle in relation to the Appeal Site.
- 6.12 Public transport accessibility is also severely limited. There are no bus services accessible within an accepted reasonable walking distance of the Appeal Site. The remoteness of these bus services to the Appeal Site would not be conducive to promoting bus travel to and from the Appeal Site.
- 6.13 Haywards Heath railway station provides excellent rail connectivity, however it is too remote to be reasonably accessed on foot by most residents, I do not consider the connecting cycle routes to be suitable for most users and there is no connecting bus service in reasonable walking distance of the Appeal Site. Consequently, access to rail services would be heavily dependent upon the private car. Residents without access to a car would be severely disadvantaged with regard to rail usage or excluded entirely.
- 6.14 For these reasons, I conclude that the Proposed Development would not provide a genuine choice of transport modes and so does not represent transport-sustainable development contrary to paragraphs 110 and 115(a) of the NPPF. The absence of suitable protection for cyclists and street lighting on parts of pedestrians routes would not be conducive to safe and suitable access by these modes.
- 6.15 Future residents would primarily remain reliant on private car travel to undertake journeys to every day destinations and the Proposed Development would not achieve the sustainable patterns of movement sought by national planning policy.