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L 150112 DJ South Cambs statements



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Dear Ms Alexander

SOUTH CAMBRIDGESHIRE LOCAL PLAN 2011-2031 EXAMINATION: WRITTEN STATEMENTS

Please find attached written statements in relation to the South Cambridgeshire Local Plan examination, which are submitted on behalf of Martin Grant Homes and Harcourt Developments Ltd (ref: **21709**).

The statement relates to the following matter:

- Matter 7: Transport

I trust that we have provided all necessary information at this stage, however, please do contact me if you require any further information.

Yours sincerely,

A handwritten signature in black ink, appearing to read "David Jackson".

A small, stylized handwritten mark or signature, possibly initials, located to the left of the typed name.

David Jackson MA MRTPI
Director

MATTER 7: TRANSPORT

7A Strategic transport issues

i) Are all essential transport schemes/improvements identified in the Plans and is it clear how they will be delivered?

7.1 Martin Grant Homes and Harcourt Developments Ltd submitted representations in response to consultation on the South Cambs Submission Local Plan (SCLP) in October 2013. In light of these earlier representations, this written statement is concerned particularly with that component of the spatial strategy that relates to the A428 corridor. Key to the delivery of additional development in the A428 corridor is the provision of both strategic infrastructure improvements and local measures associated with specific sites. I

7.2 In relation to strategic upgrades, of key importance is the Government announcement to extend the dualling of the A428 to the A421 as part of the 'Road Investment Strategy' (RIS). This upgrade, from Caxton Gibbet to the Black Cat Roundabout, is strategically important as it will create an Expressway-standard link between Cambridge and Milton Keynes via Bedford. The RIS documents identify an expected start date defined as "Late Road Period 1". RIS Period 1 runs from 2015/16 to 2019/20, which indicates that the upgrade will commence before end of March 2020. Commitment to the funding and delivery of the upgrade, confirms the capacity of the A428 corridor to accommodate strategic-scale new development.

7.3 In the RIS the Government also announced a strategic study to assess options to further extend the Expressway to connect Oxford and Cambridge. The RIS documents note that at present transport connections between Cambridge and Oxford are poor and create an artificial barrier between hubs of knowledge-based growth. The RIS states:

'With better links, the synergies between these cities would be stronger, and would do more to drive growth in nearby towns.'

7.4 The RIS therefore commits to a study to examine the case for creating an Expressway to connect the towns and cities of the 'Brain Belt'. It will also look at other enhancements on existing roads along the route, including the A34 around Oxford. This study into road-based opportunities will take into account East-West Rail, part of which is due to be implemented by 2019 (Oxford to Bedford).

7.5 Given the strategic importance of the A421/A428 route as a corridor for growth, the commitment to the initial upgrade of this route between Caxton Gibbet and the Black Cat roundabout by 2020 should be identified in the LP. Reference should also be made to the longer term potential to implement the Oxford-Cambridge Expressway. Not only should these references be included in the Local Plan, but also in the IDS and other documents in the evidence base.

ii. Do the Plans adequately reflect the Local Transport Plan (LTP) and the Transport Strategy for Cambridge and South Cambridgeshire (TSCSC)?

7.6 The Long Term Transport Strategy (LTTS) forms an element of the Cambridgeshire LTP. The consultation draft of the LTTS was published by Cambridgeshire County Council in April 2014. MGH/Harcourt submitted representations to the LTTS consultation (a copy of which is contained in

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appendix A) that supported locating new major development within the A428 corridor in the vicinity of Cambourne. However, the representation made the case that it was premature to identify site-specific transport proposals ahead of locations for growth being confirmed in the Local Plan. Of specific concern are the references made to Bourn Airfield and the list of transport schemes required to serve the site.

7.7 In relation to question ii), rather than the Local Plan adequately reflecting the LTP, it was the case that the LTP was prepared to correspond to the sites emerging in the draft Local Plan. The MGH/Harcourt representation therefore sought to have the specific references to Bourn Airfield removed from the LTTS and replaced with a general acknowledgement that development in the A428 should take place in the most sustainable location/s.

7.8 Consistent with the MGH/Harcourt representation, most of the transport measures set out in the LTTS that are related to Bourne Airfield / West Cambourne are equally applicable and deliverable in association with alternative site options, including the MGH/Harcourt proposed combination of development at West Cambourne and Harbourne (north Cambourne) (see below).

iii. Does the Transport evidence base comply with paragraphs 54-001-20141010 to 54-011-20141010 of Planning Practice Guidance?

7.9 The PPG requires that a robust evidence base be established to support the review of an LP in order to encourage movement by sustainable modes and reduce costs/delays to new development. It also requires that the LP should be tested on an iterative basis to ensure it meets these objectives. MGH/Harcourt have set out in submissions to the examination the case that the LP has not adequately assessed the transport implications of the options for growth in the A428 corridor. This includes failing to consider the benefits, in terms of sustainable transport options, of combining growth in one location i.e. at Cambourne, rather than at separate locations i.e. a combination of west Cambourne and a free-standing new settlement at Bourn Airfield (this case is set out in response to the following question).

7.10 Of equal importance is the objective of reducing costs/delays. In this regard, the combination of west Cambourne and Harbourne (north Cambourne) is better placed to commence development promptly, due to the presence of the existing A428 junction, and to deliver the transport measures proposed in the A428 corridor, including:

- Park and Ride (P&R) facility for A428 corridor;
- Wider Cambourne pedestrian/cycle network;
- segregated bus priority measures on A1303 to Cambridge; and
- A428/A1198 Caxton Gibbet junction improvements.

iv. Will the Plans encourage the use of sustainable modes of transport?

7.11 MGH/Harcourt have made the case in the previous representations/written statements that substantial new housing in a free-standing new settlement at Bourn Airfield will not encourage the use of sustainable modes of transport. It is well established that for a settlement to reach a significant level of self containment of travel it requires a population of around 25,000 or around 10,000 dwellings (the evidence for this is set out in the earlier representations and summarised below).

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7.12 The Commission for Integrated Transport (CIFT), in its 2009² report, examined the differing trip habits of people in different sized settlements. It identified that as settlement size increases, travel by car decreases. If travel by car in a settlement of 3,000-10,000 population (as at Bourn Airfield) is compared with that in a settlement of 25,000-50,000 population, there is approximately 25% higher car travel in the smaller settlement. The report concluded:

'there are advantages in locating residential development in urban areas with a minimum of 25,000 population' [i.e. around 10,000 dwellings].

7.13 The Town and Country Planning Association (TCPA) in conjunction with the DCLG published the document 'Best Practice in Urban Extensions and New Settlements'. At section 1.4.3 it states:

'Trip generation is likely to be less in relatively large settlements, provided they are reasonably self contained, and provided that services and places of employment are located in close proximity to places of residence.'

7.14 The above document also states at para 8.4.5

'8.4.5 A critical mass of 5,000 to 10,000 dwellings

This clustered view of the concept of self containment does not mean that any size of place can be regarded as a sustainable community. A place needs to be large enough to support a secondary school. This means the number of homes will be in the range 4,000 to 5,000 at least.'

7.15 The MGH/Harcourt proposal at Harbourne will, in combination with existing Cambourne (and proposed west Cambourne), provide an integrated settlement of around 10,000 dwellings. This will encourage sustainable travel not only for the proposed development, but also for existing and proposed Cambourne residents. The alternative location of development at Bourne Airfield will provide an isolated settlement of only around 3'500 dwellings. Evidence, including analysis of transport patterns at existing Cambourne, demonstrates that such an arrangement will not encourage sustainable travel. Its lack of integration with Cambourne will also ensure that neither will it address the present unsustainable patterns of travel generated at Cambourne.

7.16 The SCLP identifies that sustainable travel will be achieved at Bourne Airfield by provision of an enhanced bus service. However, such a service is less likely to be self-sustaining given that it will serve a reduced population when compared with the combined Cambourne/Harbourne proposal. Additionally, the case is made in earlier representations that better integrated and more frequent bus services would be provided at Harbourne/Cambourne especially given the location of the proposed P&R, located adjacent to the existing Cambourne junction to the north of the A428.

7.17 The above rationale is also supported by the County Council Transport Assessment Team's comments on 2nd October 2013, which commented as follows:

'We agree in general terms that increasing the size of settlements can improve the level of self containment that occurs within the settlement.'

² 'Settlement Patterns and the Demand for Travel', CIFT (October, 2009).

7.18 In addition, the Highways Agency has also endorsed the Camborne/Harbourne rationale (via email 23 July 2013) as follows:-

'Having developments in locations that firstly minimise the need to travel and then help facilitate sustainable travel are already, and will continue to be, among our policy objectives.

I would agree that this type of development pattern [Camborne/Harbourne] has a good chance of achieving reasonable levels of sustainable travel by default, with good prospects for achieving substantially more through marketing and persuasion incentives.

My instinct would suggest it would be much more of a challenge for an additional standalone development [Bourne Airfield]. This is not to say that such a location could not be made as sustainable in transport terms given the right interventions. However, if all other factors were put aside, we would probably express a preference for a site (or sites) well integrated with the existing Camborne.'

7.19 The Harbourne/Camborne proposal would have a range of transport benefits that would encourage sustainable travel that the development on Bourne Airfield could not provide:

- critical mass means that more services can be supported such as a wider range of retail, employment, education, health and leisure facilities reducing the need to travel to other settlements;
- larger employee catchment makes business re-location more attractive; and
- higher trip internalisation generates more short trips that are more likely to be undertaken by means of travel other than the car.

7.20 The LTTS identifies the need for new P&R sites in the A428 corridor and this component of the strategy is supported by MGH/Harcourt. In order to be successful a P&R needs to be conveniently located close to the route from which it is diverting traffic, minimising the diversion required to reach it. The Harbourne site is ideally located for a P&R, being immediately to the north of Camborne, with direct access from the existing interchange on the A428. The MGH/Harcourt proposals can therefore facilitate a P&R in the most effective and efficient location. The proximity of the facility to Camborne will also maximise use by existing local residents. In its note on the MGH/Harcourt proposals of 2nd October 2013, the County stated:

'Locating this (P&R facility) with access directly off the old A428 will help intercept traffic from the strategic network before it reaches the existing Madingley Road Park and Ride site and, being located close to the exit junction on the A428, should further encourage use. This may also be used by existing residents of Camborne who may choose to walk/cycle to the site and then catch the bus, although this is heavily dependent on attractive cycle links across the A428 being provided'.

7.21 We therefore conclude that the SCLP has not adequately addressed transport issues in its assessment of strategic growth locations in the A428 corridor. Development at Bourne Airfield would not encourage the use of sustainable modes of transport for the new residents nor would it encourage greater use of sustainable modes of transport by existing residents of Camborne. These joint objectives would however be achieved by a carefully planned expansion at Camborne, combining growth to the west and north of the settlement. Growth to the north of Camborne would have the added benefit of delivering a P&R that would not only serve the expanded settlement, but the A428 corridor in general – consistent with the objectives of the LTTS.

**Appendix A: Long Term Transport Strategy for Cambridgeshire (July 2014)
Representations on behalf of Martin Grant Homes Ltd and Harcourt Developments (UK) Ltd**

1. This representation has been prepared in response to the consultation draft of the Long Term Transport Strategy (LTTTS) for Cambridgeshire on behalf of Martin Grant Homes Ltd and Harcourt Developments (UK) Ltd (MGH/Harcourt) who are promoting land north of Cambourne for new development. The Long Term Transport Strategy is closely interrelated with future development locations some of which are still emerging. This representation raises specific concerns in relation to the A428 corridor, within which the above mentioned land is located.
2. In section 4, Part B, schemes are identified that will directly support development allocations in current and emerging Local Plans. With regard to the A428 corridor specific reference is made to Bourn Airfield.
3. Whilst our clients are supportive of locating new major development within the A428 corridor in the vicinity of Cambourne, it is premature to identify detailed proposals ahead of specific locations being confirmed in the Local Plan.
4. Although Bourn Airfield is identified in the Proposed Submission Local Plan, this will be subject to an examination by an Inspector that will commence in September this year. MGH/Harcourt have made representations to the Proposed Submission Local Plan to the effect that Bourn Airfield is not the best location for delivering sustainable development and that the more sustainable option for major new development within the A428 corridor is land north of Cambourne, referred to as Harbourne.
5. It is a well established principle that larger settlements have greater potential for sustaining a wide variety of land uses which have a greater potential to reduce journey distances by internalising travel and for that travel to be undertaken by means other than the car. Research shows that a settlement of around 10,000 homes is required to reach a critical mass for internalisation of travel to occur on a significant scale. This scale of development is supported by the County Transport Assessment Team's comments on 2nd October 2013 who commented as follows:-

'We agree in general terms that increasing the size of settlements can improve the level of self containment that occurs within the settlement.'

6. The representations made by MGH/Harcourt to the proposed Submission Local Plan identify that the best way of delivering sustainable development is by expanding the existing settlement of Cambourne in a northerly direction to provide an integrated settlement of around 10,000 homes. The representations made also identify that as Bourn Airfield is separate and distant from Cambourne it will not be able to contribute towards establishing a single large sustainable settlement and this fundamental rationale is part of the case that MGH/Harcourt will be putting before the Local Plan Inspector later this year.
7. The LTTTS identifies the need for new park and ride sites in the A428 corridor and this component of the strategy is supported; however, for a park and ride to be successful it needs to be close to the route from which it is diverting traffic, minimising the diversion required to reach it. The Harbourne site is ideally located immediately to the north of Cambourne, with direct access from the existing interchange on the A428. The MGH/Harcourt proposals can therefore facilitate a park and ride in the most effective and efficient location. The proximity of the facility to Cambourne will also maximise use by existing local residents. In its note on the MGH/Harcourt proposals of 2nd October 2013, the County advised that:

'Locating this (park & ride facility) with access directly off the old A428 will help intercept traffic from the strategic network before it reaches the existing Madingley Road Park and Ride site and, being located close to the exit junction on the A428, should further encourage use. This may

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also be used by existing residents of Cambourne who may choose to walk/cycle to the site and then catch the bus, although this is heavily dependent on attractive cycle links across the A428 being provided'.

8. In contrast, the Bourn Airfield site is remote from any junction with the A428 and is located adjacent to the west-bound carriageway, which is not preferred given that the dominant flow of traffic likely to use the park & ride is eastbound. A park & ride at Bourne Airfield is therefore unlikely to be effective in achieving any significant modal shift and is unlikely to achieve levels of use that will allow it to become self-funding.
9. It is therefore requested by MGH/Harcourt that the transport measures in the A428 corridor are not referred to in site-specific terms. Specific reference to Bourn Airfield should be removed from the LTTS document and replaced with a general acknowledgement that development in the A428 should take place in the most sustainable location/s. Once decisions on the location of development in the A428 corridor have been confirmed through the Local plan process, then the supporting transport schemes can be confirmed.