

10. TRAVEL

OBJECTIVES

- TR/a To provide a transport system that meets the needs of the economy.**
- TR/b To reduce the need to travel.**
- TR/c To encourage modal shift, particularly away from private cars.**
- TR/d To promote the use of more sustainable modes of travel such as public transport, community transport, walking and cycling by making such modes more integrated, accessible, safer and more attractive to use.**
- TR/e To promote sustainable travel by ensuring new development takes place in locations with, or has potential for, good accessibility by non-car modes to facilities and services and ensuring provision for all transport modes.**
- TR/f Within the context of maximum car parking standards, minimise the amount of car parking provided in new developments, compatible with its location and availability of alternative transport modes, to reduce over-reliance on the car.**
- TR/g To promote a healthy lifestyle through travel choice.**
- TR/h To improve the safety of travel for all people and all modes, including measures to reduce the number and severity of road accidents.**
- TR/i To improve personal safety and accessibility for all modes and all people, including those with disabilities.**
- TR/j To reduce the environmental impact of travel, to conserve energy and reduce air pollution by limiting the growth in road traffic.**
- TR/k To provide transport proposals that protect or enhance the built and natural environment.**
- TR/l To safeguard land for highways and other transport proposals.**
- TR/m To encourage the provision of transport improvements through the development process.**

INTRODUCTION

- 10.1 Government policy is to promote more sustainable transport choices, to improve access to major trip generators by non-car modes, and to reduce the need to travel, especially by car. Although the potential for using public transport and non-recreational walking and cycling is more limited in rural areas such as South Cambridgeshire, the same overall policy approach is required. In addition, in recognition of the increasingly sedentary lifestyles, the health impacts of travel, and the health benefits from walking and cycling, national policy initiatives seek to improve the health through encouraging use of walking and cycling which are sustainable modes.
- 10.2 Responsibility for transport is generally shared between central government and its agencies and Cambridgeshire County Council. The District Council has a limited direct role in transport provision, although it can use its legal powers to divert, create or extinguish rights of way, and can provide and maintain off-street car parks. However, the District Council also has planning responsibilities, which can have important transport implications. For example, by ensuring development takes place in locations that are accessible by a range of modes of transport, the District Council can promote more sustainable travel patterns by reducing reliance on the private car.
- 10.3 Meeting the travel objectives will require action on two fronts. Firstly, there needs to be positive action co-ordinated by the County Council through the Cambridgeshire Local Transport Plan (LTP) to provide a vision and strategy for integrated transport in the county. Secondly, the Local Development Framework (LDF) needs to provide strong policies to ensure that the location of new development supports the above objectives. Partnership working is essential to the achievement of these objectives.

PLANNING FOR MORE SUSTAINABLE TRAVEL

POLICY TR/1 Planning for More Sustainable Travel

Planning permission will not be granted for developments likely to give rise to a material increase in travel demands unless the site has (or will attain) a sufficient standard of accessibility to offer an appropriate choice of travel by public transport or other non-car travel mode(s).

In considering planning applications the Council will seek to ensure that every opportunity is taken to increase integration of travel modes and accessibility to non-car modes by appropriate measures including:

- 1. Securing appropriate improvements to public and community transport (including infrastructure requirements) in accordance with the aims of the Local Transport Plan;**

- 2. Securing on-site and / or off-site design proposals that promote integrated travel and access by non-car modes as far as practicable (including walking and cycling) and facilitate and encourage their use;**
- 3. Minimising the amount of car parking provision in new developments, compatible with its location, by encouraging shared use parking (where appropriate) and restricting car parking to the maximum levels set out in Policy TR/2;**
- 4. Ensuring that new developments are located and designed at the outset with permeable layouts to facilitate and encourage short distance trips by cycle and walking, in accordance with Policy TR/4;**
- 5. Requiring safe and secure cycle parking, in accordance with Policy TR/2.**

The Local Transport Plan road user hierarchy will be taken into account in the determination of planning applications to ensure adequate emphasis has been placed on the relevant modes, although no modes should be promoted to the exclusion of others.

- 10.4 In accordance with national travel objectives, policies in the Structure Plan Movement and Access chapter, and the Local Transport Plan, seek to reduce the need to travel and enable more sustainable travel. At the local level, there is a need to ensure development is located such to minimise distances to travel to facilities and services, and that adequate quality infrastructure is provided for all modes to integrate with that which already exists. Such infrastructure provision should be integrated into the design of new development.
- 10.5 The Structure Plan and the Local Transport Plan (LTP) strive to achieve High Quality Public Transport (HQPT) provision within the urban area of Cambridge and along the corridors between Cambridge and the surrounding market towns. However, the LTP recognises this is a long-term aspiration and sets an interim target along the corridors for Good Quality Public Transport by 2011, and HQPT by 2016. Feeder services, including more flexible public transport, community transport and taxis, will serve the wider area and feed into these corridors at rural interchanges.
- 10.6 Other improvements to public transport are set out in the County Council's Bus Information Strategy and include the provision of better information, including Real Time information. The Council will seek to secure improvements to public transport services to achieve these standards, including developer contributions to complement the lower levels of car parking provided.

- 10.7 The LTP road user hierarchy sets out the priorities for different modes within each of the three main strategy areas; along main roads, within urban areas and in the rural areas and will need to be considered in the determination of planning applications to ensure adequate emphasis has been placed on the relevant modes, although no modes should be promoted to the exclusion of others.

PARKING STANDARDS

POLICY TR/2 Car and Cycle Parking Standards

Car parking should be provided in accordance with the maximum standards set out in Appendix 1, to reduce over-reliance on the car and to promote more sustainable forms of transport.

In some locations, such as those with good accessibility to facilities and services, and served by High Quality Public Transport, the Council will seek to reduce the amount of car parking provided. Where opportunities arise, for example, on mixed-use sites, shared use parking will be encouraged to minimise provision.

Cycle parking should be provided in accordance with the minimum standards set out in Appendix 2 to ensure the provision of adequate secure parking.

- 10.8 Structure Plan Policy P8/5 requires car parking standards to be set as maximum standards, and not exceed those in revised PPG13. In addition, Structure Plan Policy P8/8 is a requirement for the provision of adequate cycle facility provision, including cycle parking.

MITIGATING TRAVEL IMPACT

POLICY TR/3 Mitigating Travel Impact

New developments will be required to mitigate their travel impact. This may mean ensuring adequate provision is made for integrated and improved transport infrastructure through direct improvements to the transport network and Section 46 contributions, in accordance with the tests in Circular 1/97. In development locations close to Cambridge, contributions will be sought through the Area Transport Plans Supplementary Planning Guidance.¹

Where a proposal is likely to have ‘significant transport implications’² the Council will require developers to submit the following alongside planning applications:

- 1. A Transport Assessment; and**

2. A Travel Plan.

The latter should demonstrate how it is intended to meet the objectives in the first paragraph above. In appropriate cases the content of the Travel Plan may be reflected in planning conditions or a planning obligation. Travel Plans should have measurable outputs, related to targets or aims in the LTP, and provide monitoring and enforcement arrangements. A Travel Plan could also help address a particular local traffic problem associated with a planning application, which might otherwise have to be refused on local traffic grounds. The weight to be accorded to a Travel Plan will be influenced by the extent to which it affects the acceptability of the proposal and how far it can be enforced. Planning conditions or obligations may be appropriate means of securing the provision of some or all of a Travel Plan.

- 10.9 A Transport Assessment guidance note has been produced jointly by Cambridgeshire County Council and all district councils in Cambridgeshire and provides guidance to applicants, developers, their agents and local authority officers on when a Transport Assessment (TA) is required and what it should contain. It also gives guidance on what information may be required for smaller applications, which may not require a full TA.
- 10.10 The Council has adopted the Cambridge and South Cambridgeshire Area Transport Plans as Supplementary Planning Guidance.¹ The plans each cover a segment of Cambridge City and the surrounding necklace villages in South Cambridgeshire. Each of the Plans contains a formula for assessing trip generation and levels of financial contributions that will be sought from developments to mitigate the impact of additional trips generated.

FOOTNOTE:

- ¹ The Area Transport Plans are Supplementary Planning Guidance (SPG) to the 'saved' adopted Local Plan 2004. They will remain as 'saved' SPG until replaced with the Planning Obligations Supplementary Planning Document.
- ² 'Significant transport implications' will be interpreted as set out in paragraph 89 of PPG13.

CYCLING AND WALKING PROVISION

POLICY TR/4 Cycling and Walking Provision

The District Council will use its planning powers to support increased cycle use and walking by all sectors of society by ensuring that new developments are located and designed at the outset to facilitate and encourage short distance trips between home, work, schools and colleges, other suitable destinations and for leisure. Apart from minimising the distance between trip origins and destinations it will be important to ensure:

- 1. That adequate safe and secure cycle parking is provided in accordance with the standards in Policy TR/2;**
- 2. That individual developments contribute to the maximum possible extent to achieving the aims of the LTP;**
- 3. That detailed designs and layouts are permeable and encourage cycle use and walking for all or part of a journey, e.g. by including safe, direct links to schools and other nearby centres of attraction, contributing towards the provision of an improved and integrated walking and cycling network in the locality, and providing safe crossing places over main roads.**

In assessing such future cycling provision, the District Council will use the following priorities:

- 1st priority – provide links to centres with a good range of facilities / services, including major employment areas.**
- 2nd priority – safer routes to schools, provided school buses are not put at risk.**
- 3rd priority – leisure and recreation routes.**

Any new routes must form safe and convenient connections with Cambridge, Northstowe, the market towns and surrounding villages and link to the existing network.

Planning decisions will need to consider the effect of proposed development on the effectiveness and amenity of these routes and take account of the need to extend or improve the attractiveness of the network, including through improved maintenance, signposting and waymarking of cycleways, footpaths and other rights of way. Where appropriate the District Council will negotiate with the relevant landowners and organisations to extend or where necessary amend, the network of public rights of way including circular routes.

- 10.11 The Local Transport Plan includes separate strategies on walking and cycling. The Structure Plan also recognise the importance of walking and cycling and the need to secure improvements to the capacity, quality and safety of the network. At the same time, existing public rights of way need protecting. The County Council, as the local highways authority, is responsible for keeping the definitive rights of way maps up to date and developing Rights of Way Improvement Plans. Public paths in rural areas (footpaths, bridleways and byways) provide an important resource for walkers and, in appropriate cases, for cyclists and horse riders.

- 10.12 The National Cycling Strategy aims to quadruple cycle trips between 1992 and 2012 and a National Cycle Network is being developed by local authorities working in partnership with Sustrans. One project which is being developed is the “Cam Cycle Rings” – developing a ring of cycleways around Cambridge, which will provide routes into and around Cambridge and provide circular routes for recreation and such routes can also contribute to sustainable commuting. This will be particularly important in addressing the needs of recreational cycling and encouraging sustainable tourism. The District Council will produce a Cycling Strategy Supplementary Planning Document.

RAIL FREIGHT

POLICY TR/5 Rail Freight

In order to promote the use of rail for freight movements, freight interchange facilities will be permitted where they accord with other relevant proposals of this plan.

- 10.13 Rail has an important role in the movement of freight. There is a general acceptance that the transfer of freight from road to rail will provide significant environmental improvement and will help to develop sustainable distribution. Whilst only two of the rail freight sites in the District are in operation, the remaining three are maintained. As with bus services, new and upgraded existing facilities can help make the railway more attractive to potential users. It is therefore important to retain and safeguard existing rail freight facilities within the District.
- 10.14 Site Specific Policy SP/16 safeguards existing rail freight facilities and sidings at Chesterton Junction, Foxton, Duxford, Fulbourn and Whittlesford.

EASTERN RAPID TRANSIT

POLICY TR/6 Eastern Rapid Transit

The Council will use its Section 46 powers to secure financial contributions at an appropriate level towards the development of relevant parts of the Eastern Cambridge Rapid Transit link.

- 10.15 The Structure Plan proposes redevelopment of Cambridge Airport for housing if the existing occupier were to relocate. Land north of Newmarket Road is also proposed for development. The scale of development proposed in Cambridge East would generate significant traffic movements in the area. To address this, Structure Plan Policy P9/9 proposes a Rapid Transit link from this area into the city. In such an event, the District Council will use its powers under Section 46 to secure financial contributions towards the

development of the Rapid Transit link. For further detail see Cambridge East Area Action Plan.

AVIATION-RELATED DEVELOPMENT PROPOSALS

POLICY TR/7 Aviation-Related Development Proposals

In assessing any planning applications for new airfields or flying sites, or for the expansion of any existing airfields or flying sites, the District Council will take account of the following factors:

- 1. The economic, employment or emergency services advantages likely to accrue to the area;**
- 2. The likely noise impact of the proposal on local residents and the users / occupiers of any other noise-sensitive buildings in the area, including (where relevant) any cumulative impacts of flying in the area;**
- 3. The accessibility of the site in relation to the transport infrastructure;**
- 4. The effect of the proposal on nature conservation interests;**
- 5. The impact of the proposal on the landscape, including the effects of any lighting that would form a necessary part of the scheme;**
- 6. Any resulting increase in the range of recreation provision;**
- 7. Any safety issues arising from the proposal, including the safety of users of public rights of way close to, or crossing, the site;**
- 8. The effect of the proposal on sites with potential for renewable energy generation.**

Aircraft noise will usually be assessed in terms of the daytime noise exposure index (LAeq, 16h) supplemented as appropriate by other considerations such as the maximum noise level of individual events. In assessing the impact of noise, consideration will be given, where relevant, to the types of flying activities that are proposed at the site (or are likely to be associated with it), e.g.:- aerobatics, aero-towing, ballooning, flying training (including ab-initio flights), helicopters, historic aircraft, parachuting, and special event days. Applicants will be required to state what types of flying activities are proposed, and on what scale.

Other factors relevant to a judgement as to whether or not a development would give rise to an unacceptable amount of noise could be:

- a. The type and weight of aircraft to be operated from the airfield;**
- b. The total number of proposed movements in and out of the airfield;**
- c. The type of aircraft activities proposed including any touch-and-go movements or circuit training;**
- d. The proposed total number of daily movements;**
- e. The proposed hours of operation.**

Where necessary or appropriate, conditions may be imposed to cover these and any other essential matters. In certain cases such conditions may allow for a limited number of exceptions above the imposed restriction.

In all cases the Council will require applicants to state whether their proposals are intended to provide for these kinds of activities and, if so, to describe their intended scale. In appropriate cases the degree of any nuisance arising from proposed flying activities may be assessed:

- a. By the use of on-site demonstrations;**
- b. By the imposition of a temporary permission to give a reasonable 'trial run' during which a careful programme of monitoring will be undertaken.**

In the case of small airfields / airstrips in tranquil rural areas a special case would have to be demonstrated to justify the granting of planning permission for development that would generate activities of a type (or on a scale) that would be materially at odds with a primarily recreational function and low level of activity.

Where planning permission is granted conditions may be imposed in appropriate circumstances to restrict matters such as:

- a. The total number of take-offs and / or touch-and-go movements (normally on a daily maximum basis);**
- b. The types or weights of aircraft to be operated; and**
- c. The hours of operation of the site.**

- 10.16 South Cambridgeshire has a long association with flying and there are a number of established aerodromes and smaller airfields in the District. Aviation contributes to national, regional and local economies and there are a number of industries established on local airfields. Airfields can, however, raise environmental issues, which need careful consideration to balance the different interests that can be in conflict. In particular, noise resulting from

flying activities has been a source of complaints in the past and is still a very sensitive issue in some areas of the District.

- 10.17 In view of the variety of airfields within the District, the range of operating and planning regimes under which they are administered, and the differences in their local geographical circumstances and relationships, it is not possible to devise detailed prescriptive policies that can be applied to all sites with equal precision or fairness. Rather, Policy TR/7 is intended to provide a flexible framework within which any individual proposal can be considered in the light of all the particular local circumstances.
- 10.18 Aircraft noise will usually be assessed in terms of the daytime noise exposure index supplemented as appropriate by other considerations such as the maximum noise level of individual events. It may also be necessary to adopt acceptability criteria for the noise exposure level appropriate to local circumstances, for example to account for public perception of increased annoyance where local background noise conditions are unusually low or where flying activities are already experienced from the use of other local airfields.
- 10.19 Certain types of flying activity may result in a different level or type of potential impact from that caused by conventional modern aeroplanes taking part in 'normal' flights. Such disturbance may often (but not always) be more severe.
- 10.20 It will be helpful in the determination of planning applications if the promoters of any proposal are able to demonstrate the existence (or proposed existence) of a local liaison committee comprising representatives of a suitable range of interested local bodies. The completion of a S46 planning obligation may be an appropriate way of demonstrating this commitment.