Report
May 2019

The Cambridgeshire and Peterborough Local Transport Plan: Our Policies

Cambridgeshire and Peterborough Combined Authority
Our ref: 23217301

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Our policies

This annex of the Cambridgeshire and Peterborough Local Transport Plan contains our policies for transport.

The policies set out the requirements related to transport planning and design, delivery, and operation and maintenance for the Combined Authority, and our public sector partners, and key private sector and non-for-profit stakeholders.

They are designed to support the delivery of the transport schemes identified in the core Local Transport Plan document, and collectively, to ensure that we achieve our vision for transport for delivering a world-class transport network for Cambridgeshire and Peterborough that supports sustainable growth and opportunity for all.

They are also designed to provide the principles which underpin decision-making, capital investment and revenue support in our transport network.

Each policy is associated either with a given objective, as set out in Chapter 1 of the core Local Transport Plan document, or a given mode of transport. Policies are grouped into individual 'policy themes'.

A summary of the policies is contained within Section 4 of the core Local Transport Plan document.

Figure 1 overleaf provides a summary of the relationship between objectives and policy themes containing our policies, as well as identifying policy themes for specific forms of transport, or "modes", and transport infrastructure (e.g. parking).

Figure 1: Policy Themes by Objective and Transport Mode Policy Themes

Economy				Society				Environment	
									
Housing	**Employment**	**Business and tourism**	**Resilience**	**Safety**	**Accessibility**	**Health and wellbeing**	**Air quality**	**Environment**	**Climate change**
Support new housing and development to accommodate a growing population and workforce, and address housing affordability issues	Connect all new and existing communities sustainably so residents can easily access a good job within 30 minutes, spreading the region's prosperity	Ensure all of our region's businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports	Build a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability	Embed a safe systems approach into all planning and transport operations to achieve Vision Zero – zero fatalities or serious injuries	Promote social inclusion through the provision of a sustainable transport network that is affordable and accessible for all	Provide 'healthy streets' and high-quality public realm that puts people first and promotes active lifestyles	Ensure transport initiatives improve air quality across the region to exceed good practice standards	Deliver a transport network that protects and enhances our natural, historic and built environments	Reduce emissions to as close to zero as possible to minimise the impact of transport and travel on climate change
Enabling development	Planning and designing developments sustainably	Accessing ports and airports	Building a resilient and adaptive transport network to climate change	Safety for all – a safe systems approach	Transport accessibility for all	Public rights of way and waterways	Improving air quality	Protecting our natural environment	Reducing the carbon emissions from travel
	Expanding labour markets	Supporting the local visitor economy	Maintaining and managing the transport network	Ensuring transport security	Transport pricing and affordability	Promoting and raising awareness of sustainable transport options		Enhancing our built environments and protecting our historic environments	
		Supporting business clusters			Access to education and key services	Supporting and promoting health and wellbeing			
		Freight			The future of mobility				

Modal policies									
Walking	Cycling	Delivering a seamless public transport system	Rural transport services	Improving public transport in our towns and cities	Travelling by coach	Travelling by train	The local road network	Parking	Making long distance journeys by car

1 Support housing and development

Support new housing and development to accommodate a growing population and workforce, and address housing affordability issues

Overview

1.1 The provision of new housing, integrated into an effective transport network, will have a positive impact on the quality of life and health and wellbeing of our communities across Cambridgeshire and Peterborough. Currently house prices across the region are unaffordable for many seeking to move within or to the area, particularly in Cambridge and South Cambridgeshire. A consistent disparity between labour demand, population growth and housing provision has led to a major shortage of homes, which in turn has driven prices up. House prices in Cambridge are now 13 times the average household earnings – one of the highest ratios in the country, and considerably higher than the England and Wales average of 8 times average annual household earnings.[1] The ratio of lower quartile house prices to lower quartile incomes in Cambridge; an indicator of the affordability of 'entry-level' homes, is higher still at 14.[2]

1.2 Significant numbers of new houses are needed to solve this disparity and support economic growth. Providing appropriate transport links and connections between new homes, jobs and amenities will be essential to attract developers and residents, for the success of new communities and the growth of existing ones. In order to do so, the Combined Authority will:

- ensure that there are a wide range of high-quality public transport options between new and existing residential areas and major employment sites and other key services and amenities;
- drive the use of 'sustainable' transport modes, particularly the 'active' modes of walking and cycling through infrastructure provision, education and incentive schemes;
- encourage developers to place sustainable transport and its promotion at the heart of new developments; and
- carefully consider the location of new housing development and integrated land uses of development, looking to minimise the length of journeys between housing, key services, and amenities.

1.3 Applying these approaches will help address housing shortages and cost of living challenges sustainably; contribute to an increase in the quality of life for new and existing residents alike; and support economic growth across Cambridgeshire and Peterborough by housing the workforce required for our business to grow. A step-change in sustainable transport and travel will also support our communities in becoming more 'liveable' places – promoting active lifestyles and wider health, wellbeing, and social inclusion, and help reduce the negative impacts of development and associated travel on the environment and climate change.

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[1] Source: **Housing affordability in England and Wales: 2017** (Office for National Statistics, 2018)

[2] Source: **Our Housing Market**, December 2018 (Cambridgeshire Insight, 2018)

Policy theme 1.1: Enabling development

Overview

1.4 The Combined Authority has an ambition to double the size of the economy of Cambridgeshire and Peterborough over the next 25 years. The level of economic growth will require significant levels of development, both employment and housing, as well as mixed use development and supporting civic infrastructure. Housing forecasts alone, identify a need for at least 100,000 additional new homes (including at least 40% new affordable homes) by 2037, and short-term delivery targets of at least 2,000 new affordable homes by 2022, region wide.[3]

1.5 The Cambridgeshire and Peterborough Independent Economic Review's analysis suggests there is a need to build between 6,500 and 8,000 homes a year to support the growth of the economy, whilst an average of 3,750 new homes per year were built over the past five years. Therefore, to achieve these ambitious targets housing delivery will need to increase significantly.[4] Phase 1 of the Non-Statutory Spatial Framework[5] sets out where existing strategic sites are located and proposals for accelerating delivery of housing and commercial employment sites, whilst Phase 2, developed in parallel with the Local Transport Plan, refines the range given and sets out the principles of where future development could take place.

1.6 New development brings with it an increase in the demand for travel, which puts pressure on our transport network. In order to facilitate higher levels of growth and corresponding development, the Combined Authority supports a broad package of schemes and policies, both to incentivise developers to invest in our region, but also to accommodate development as sustainably as possible – reducing the need to travel and promoting sustainable transport solutions.

1.7 This policy theme, *Enabling Development*, identifies the transport policies of the Combined Authority to incentivise development and open-up new and existing parcels of land through investment in and planning of transport and related infrastructure and services.

1.8 Significant development will be focused on locations which are or can be made sustainable, through reducing the need to travel and offering a genuine choice of transport modes, for example around travel hubs on the planned Cambridgeshire Autonomous Metro network. This can help to reduce congestion and emissions, and improve air quality, social inclusion, and health and wellbeing.

Policy Summary

1.9 In short, to ensure that the impacts of development on the transport network are appropriately mitigated we will:

- deliver strategic transport and complementary connectivity infrastructure; and
- encourage early engagement with developers; and
- secure developer contributions for strategic and local infrastructure.

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[3] Source: **Housing Strategy** (Cambridgeshire and Peterborough Combined Authority, 2018)

[4] Source: **Cambridgeshire and Peterborough Independent Economic Review** (Cambridgeshire & Peterborough Independent Economic Commission, CPIEC, 2018)

[5] Source: **Cambridgeshire and Peterborough Strategic Spatial Framework (Non Statutory)** (Cambridgeshire and Peterborough Combined Authority, 2018)

Policy 1.1.1: Deliver strategic transport and complementary connectivity infrastructure

1.10 The Combined Authority is promoting a programme of key transport schemes to provide a step-change in transport capacity and connectivity to enable development and a higher and accelerated rate of delivery. This includes nine priority transport schemes:

- Cambridgeshire Autonomous Metro
- A10 improvements between Cambridge and Ely
- A47 dualling between the A16 and Walton Highway
- Huntingdon Third River Crossing
- Soham Station
- Cambridge South Station
- Alconbury Travel Hub
- Wisbech Rail Link, integrated with the Wisbech Access Package and Wisbech Garden Town proposals
- A605 King's Dyke Level Crossing Bypass

1.11 The Combined Authority has also prioritised the following schemes and studies on the national networks that are being led by the Department for Transport and its arm's length bodies:

- East West Rail
- Ely Area Capacity Enhancements (EACE)
- A428 enhancements and the Oxford to Cambridge Expressway

1.12 Details of these schemes are contained within the strategy section of the Local Transport Plan. These schemes are supported by a Delivering Digital Connectivity Strategy for the roll out of the Connecting Cambridgeshire programme across Cambridgeshire and Peterborough. This will reduce the need to travel, as well as improving the reliability and capacity of the transport network.

Policy 1.1.2: Early engagement with developers

1.13 The priority transport schemes and digital programme are further supported by a number of more local schemes to support development, as well as meeting the goals and wider objectives of the Local Transport Plan.

1.14 The Combined Authority will work with Local Planning Authority and Local Highway Authority partners to identify and bring forward these transport schemes, working with developers to:

- engage with developers to identify whether they will lead the implementation of transport improvements, or will make a financial contribution to implement new or improved transport infrastructure and services, to mitigate the impacts of their development;
- consider new funding and financing mechanisms that enable the early delivery of development-associated transport infrastructure;
- promote the use of a pre-planning application advice service for developers to help developers identify specific transport measures required to mitigate the impacts of their proposed developments; and
- maintain communication with developers through the planning process to ensure that developers consider the likely timing of infrastructure provision and plan for appropriate phasing of development build out and future growth.

Policy 1.1.3: Secure developer contributions for strategic and local infrastructure

1.15 The Combined Authority will encourage Local Planning Authority and Local Highway Authority partners to continue to ensure that developer contributions (i.e. funding contributions) are sought, where appropriate, to:

- ensure that there is no development is exempt from providing appropriate mitigation of its impacts on the transport network;
- improve and deliver infrastructure and services for sustainable modes of transport, and provide for other enabling infrastructure, in advance or early in the life of a development to mitigate negative impacts;
- improve existing, or construct new, transport infrastructure in order to access developments in a safe manner and mitigate impacts on existing transport network users; and
- contribute to the delivery of strategic transport and digital connectivity and energy infrastructure.

2 Improve access to jobs

Connect all new and existing communities sustainable so residents can easily access a good job within 30 minutes, spreading the region's prosperity

Overview

2.1 The Cambridgeshire and Peterborough economy is one of the most productive in the country, supporting almost half a million jobs and producing an economic output worth £24 billion in 2016. Large parts of this economy are based on highly productive 'clusters' of businesses around Cambridge and Peterborough, which benefit from the 'agglomeration benefits' brought by being closely situated to each other. However, this dense clustering of economic activity means that the jobs, opportunities and prosperity associated with these 'clusters' is unevenly distributed across the Combined Authority area. Worse, this dense geographical clustering and a limited housing market has driven house prices in urban areas well above the national average, and beyond the reach of large sections of the population. This limits opportunities for those who do not already live in well-connected urban areas, stifles economic growth, and ultimately drives social disparity.

2.2 We must better connect the existing and future housing market to jobs, effectively bringing more of the population 'closer' to more jobs. This will spread the benefits of future economic growth more evenly, and benefit businesses who will have a wider range of potential employees to select from. Developments to the transport network should also 'unlock' sites for future housing development by providing new and improved connectivity to existing urban areas. We must act proactively in this area, as the transport network is already operating close to capacity and sees serious congestion on a regular basis. Future population increases will load even more journeys onto the network, potentially worsening congestion. To prevent this from happening, and ensure that the transport network is a facilitator rather than inhibitor of future economic growth, we will:

- work closely with developers to ensure that transport planning is integrated into every stage of new housing development plans;
- widen the geographical scope of the transport network, providing better connectivity between major urban areas and the rest of the Combined Authority area; and,
- tackle congestion, by providing better 'sustainable' transport options such as public transport and cycling infrastructure and providing infrastructure interventions at key 'pinch points'.

2.3 Failing to deliver these initiatives, and tackle the issues described above, has the potential to limit future growth, damaging the regions national and international business reputation. Delivering them will build and spread future productivity and prosperity across the region. The detail of how we will do this is set out in the policies which follow below.

Policy theme 2.1 Connecting developments sustainably

Overview

2.4 The population of Cambridgeshire and Peterborough is forecast to grow considerably over the next twenty years and a significant level of residential development, as well as development of commercial sites for employment and other civic amenities and facilities, is required to accommodate this growth. This development will take place across the region through a combination of city centre densification, urban extensions, suburban developments and construction in rural locations, sensitive to local context and need.

2.5 This policy theme, *Connecting Development Sustainably*, provides policy on how the impacts of development should be accommodated and mitigated as sustainably as possible; both through the design of new developments and through integration into existing communities through transport infrastructure.

2.6 Local Planning Authorities have responsibility, through policies set out in their Local Plans and Supplementary Planning Documents and Area Action Plans, to set the requirements that developers must adhere to in contributing to accommodating travel demand and the mitigation of impacts of developments on the transport network. The planning context is further enhanced by this Local Transport Plan and the Cambridgeshire Transport Investment Plan and Peterborough Forward Works Plan, all against which developer contributions will be collected. The Combined Authority will work with partners to investigate the practicality of a single Transport Investment Plan.

2.7 The transport needs of developments will vary, but key to the Combined Authority approach outlined in the Non-Statutory Spatial Framework and its Housing Strategy, and the approaches of Local Planning Authorities' Local Plans is that all new development proposals should demonstrate that appropriate, proportionate and viable opportunities have been taken to:

- reduce the need to travel, especially by car and road freight;
- prioritise sustainable modes over car use across the network; and
- connect new development sustainably to travel hubs, local centres, and key services and amenities.

2.8 In line with the National Planning Policy Framework[6] the sustainability of connectivity to new developments will be considered from the earliest stages of plan-making and development proposals, so that:

- the potential impacts of development on transport networks can be addressed;
- opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- opportunities to promote walking, cycling and public transport use are identified and pursued; and
- the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for delivering environmental gains.

[6] Source: **National Planning Policy Framework** (Ministry of Housing, Communities & Local Government, 2018)

Policy Summary

2.9 In short, the policies to support sustainable connectivity to new developments aim to:

- support the provision of sustainable connectivity to and within developments;
- ensure developers provide sufficient transport capacity and connectivity to support and meet the requirements arising from development; and
- the design of parking.

Policy 2.1.1: Support the provision of sustainable connectivity to and within developments

2.10 Development should be planned:

- with the co-development of transport schemes with developers, local communities, and other key stakeholders;
- to reduce the need for travel, particularly longer distances, and reduce the number of vehicles entering and travelling around our cities and market towns;
- to enable this through:
  - the design of developments;
  - provision of digital infrastructure to allow working and the accessing of key services and amenities remotely;
  - delivery and promotion of sustainable transport infrastructure and services within developments, to travel hubs, to existing networks, and to key services and amenities;
- to improve accessibility for those with mobility issues, and design and build high quality public realm accordingly to good practice design guidelines; and
- to maintain the infrastructure and services delivered.

Policy 2.1.2: Ensure developers provide sufficient transport capacity and connectivity to support and meet the requirements arising from development

1.1 The Combined Authority will support Local Planning Authority and Local Highway Authority partners to:

- ensure that developers undertake the legally required assessment of proposals for new developments using appropriate methodologies (e.g. Transport Assessments and Transport Statements, Construction and Logistics Plans, Delivery and Servicing Plans, Travel Plans), for the agreed forecast transport impacts and demonstrating alignment to local and Combined Authority policy;
- make the granting of planning permission for developments dependent on the developer:
  - having made appropriate provision for safe, convenient and sustainable access to, from and within the site by all user groups;
  - appropriately mitigating residual cumulative impacts on any element of the transportation network including highway safety;
  - giving due consideration to all the infrastructure implications of a development or scheme (not just those on the site or its immediate vicinity);
  - providing appropriate charging facilities for electric vehicles;
  - ensuring that developers consider the likely timing of infrastructure provision and plan for appropriate phasing of development build out; and
  - if providing funding towards transport and related infrastructure and services, funding is provided not only for capital investment for the construction, but for its maintenance, and revenue funding for subsidising new and additional services and for the delivery of sustainable transport programmes and initiative; and
- ensure that supporting plans include monitored targets for the reduction in the transport impacts of the development and that resources are identified for monitoring and evaluation within the documents, and the use of bonds where appropriate.

Policy 2.1.3: The design of parking (also see policy theme 19)

2.11 The Combined Authority will support Local Highway Authority and Local Planning Authority partners to promote:

- the ongoing provision of parking spaces for Blue Badge holders in safe and accessible locations in close proximity to key services and amenities, in line with minimum standards;
- parking design that is safe, secure and considers the parking needs of all road users, including cyclists, motorcyclists, car drivers, coach operators, and Heavy and Light Commercial Vehicles operators and drivers;
- a better quality of life in our communities, that encourage more sustainable travel behaviours, and that do not have adverse safety or operational impacts on other road users;
- maximums and minimum standards and supporting guidelines, in line with the National Planning Policy Framework, for different modes and complementary facilities, that ensure that all developers assess and make appropriate provision for the travel needs of development proposals considering:
  - the type, mix and use of development;
  - the accessibility and availability of existing public transport and safe walking and cycling infrastructure;
  - the opportunities for developers to provide improved safe walking and cycling infrastructure, and public transport infrastructure and subsidy;
  - the existing available parking provision close to the development site;
  - predicted local car ownership levels;
- the use of electric and other ultra-low emission vehicles, through advocating lower tariffs in the short term, and through a requirement on developers to provide a minim standard of spaces with suitable charging infrastructure.

Policy theme 2.2: Expanding labour markets

Overview

2.12 Cambridgeshire and Peterborough's economy is one of the most productive in the country, with growth in economic output significantly outperforming both the regional, and national, economy over the past decade[7]. Much of this success is dependent upon access to our skilled labour market, with good transport infrastructure effectively connecting workers to jobs. Research commissioned for CPIER, identified that 45% of businesses surveyed stated that the quality and availability of the local labour force was either very important or critically important to them[8]. CPIER also, importantly, identified that the economy of Cambridgeshire and Peterborough is better represented as three economies – Peterborough and surrounding area, Cambridge and surrounding area, and the rural economy – each typified by their hinterlands, including their own labour market catchments.

2.13 Much of this growth is supported by the area's dynamic and skilled workforce, and dense clusters of diverse and innovative businesses. However, the knowledge-intensive clusters identified within the CPIER report would not succeed without access to workers across the full spectrum of occupations and capabilities[9]. CPIER itself states that "employers in the area are more dependent on *recruitment* to meet skills gaps than elsewhere in the country". For example, the Cambridge Biomedical Campus relies not just upon management and specialist staff but a large number of porters, cleaners, security and administrative workers to keep operations running smoothly every day of the week. Ensuring that staff at all levels have safe, convenient and affordable access to employment opportunities is, therefore, essential to attract new firms and secure investment.

2.14 Inevitably, the success of both Cambridge and Peterborough has brought its own problems. Delivery of housing and transport infrastructure has not kept pace with the growth in jobs located in and around our cities. This has led to increases in congestion with commuting trips, particularly those by car, becoming longer and less reliable[10]. High house prices and rents have forced many households away from city centres, with consequent impacts on the average distance and time spent travelling to work. This can present a particular challenge for *dual-incomes* households, where two people live in the same household but work in different locations, since many market towns and new housing sites have limited wider accessibility to multiple employment areas.

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[7] Source: Cambridgeshire and Peterborough Local Transport Plan: Evidence Base (Steer, 2018)

[8] Source: **Cambridgeshire and Peterborough Independent Economic Review** (Cambridgeshire & Peterborough Independent Economic Commission, CPIEC, 2018)

[9] For the purposes of this document, 'knowledge intensive' jobs are considered to be those which rely heavily on professional knowledge, and include a broad range of intangible assets, like research, data, software and design skills, which capture or express human ingenuity. The creation and application of knowledge is especially critical to the ability of firms and organisations to develop in a competitive global economy and to create high-wage employment (Source: **OECD**, 2013).

[10] At a national level, the number of people commuting for more than an hour to get into work has increased by 31 per cent since 2011 (**Labour Force Survey**, Office for National Statistics, 2019).

2.15 Both Peterborough and Cambridge, therefore, have extensive commuting catchments stretching outside their city boundaries, and are hence reliant on good local and regional connectivity. Peterborough's labour market stretches into neighbouring Fenland and Huntingdon, as well as south Lincolnshire and east Northamptonshire. More than one-third of jobs within the city are occupied by those who live outside the Local Planning Authority boundaries. Cambridge also has an expansive labour market, with only 40% of jobs within the city occupied by those who also live within the city boundaries. 28% commute from South Cambridgeshire, 16% from elsewhere within the Combined Authority, and 18% from elsewhere in the country.

2.16 While the labour markets (and hence commuting patterns) of the market towns are considerably more self-contained, some key links on the highway network suffer from regular congestion, especially in peak times, and poor journey time reliability. Local highway networks, in particular in and around Huntingdon, Wisbech, St Ives, Ely and St Neots, often experience traffic congestion.

2.17 While investment in transport infrastructure and services can do a great deal to improve the journey to work, providing additional capacity to accommodate demand for only a short period of each day can prove prohibitively expensive and wasteful. There is also a clear need for spatial planning approaches that reduce the need to travel long distances: co-locating homes and jobs can expand effective labour markets. Digital technology also plays a role in reducing the need to travel, for example through enabling remote working, or it can facilitate access to employment, for example smart motorways.

2.18 Our approach to expanding our labour markets combines targeted investment in key network 'pinch points', many of which experience all-day congestion, together with policy measures which seek to reduce the burden upon our transport networks during peak periods, reduce the need to travel and improve accessibility by public transport.

The role of transport

2.19 Investment in transport can help deliver improvements, both directly and indirectly, to help to meet the Combined Authority's ambition for every resident to have a good quality job within easy reach of home. For example, better transport infrastructure and services can:

- reduce congestion and shorten journey times, leading to:
  - a greater number of jobs being available within a given distance (or time) from home;
  - a wider pool of labour being available to businesses leading to better matching between individuals and jobs;
- encourage more sustainable travel patterns to access employment and services, including mode shift to public transport, walking and cycling;
- provide access to jobs for individuals located in remote locations and/or for whom use of the private car is unattractive or infeasible;
- encourage individuals that are currently out-of-work to take up employment opportunities by reducing barriers and reducing the 'cost' of going to work;
- unlock commercial and development sites which are attractive to organisations (premises with good access to appropriately skilled labour), individuals (homes which good access to jobs) or, ideally, both; and
- remove actual and perceived constraints to future growth (such as congestion) to demonstrate that the area is 'open for business' and an attractive location for long term relocation and investment decisions.

Policy Summary

2.20 Our policies are therefore intended to help expand access to our labour markets, both to improve accessibility to *existing* jobs, and ensure that future development is well-integrated into our transport networks and maximises the effective size of our labour markets.

2.21 We will therefore work, in collaboration with our Local Highway Authority partners, to:

- support sustainable commuting to reduce peak demand on the highway network;
- improve the accessibility and connectivity of our public transport links to expand our labour market catchments; and
- invest in our highway network to improve accessibility.

Policy 2.2.1: Support measures to reduce peak demand on the highway network

2.22 Typically, traffic congestion in our towns and cities is worst during the morning and evening peaks, when the demand for travel is greatest. Journeys to work, together with the school run, place significant pressure on the highway network, contributing to traffic congestion, lengthening journey times, and in turn reducing the labour market accessibility of key employment sites, upon which our economy relies.

2.23 Many highway trips, however, are short in distance, and could be made by alternative modes. Half of all car journeys in England, for example, are less than three miles – a distance that would take less than 15 minutes to cycle. As outlined in policy theme 7.2 (Promoting and raising awareness of sustainable transport options), we will work with Local Highway and Planning Authority partners to:

- reduce the need to travel and support the use of additional demand management (including parking) measures to reduce the number of vehicles, particularly single (or zero) occupancy vehicles on our roads, where sustainable alternatives exist;
- promote the use of more sustainable modes of transport through new walking and cycling infrastructure; improving the quality of existing infrastructure and the improved integration of services; and through independent travel and cycle training, education, and promotions;
- explore initiatives that reduce the need to travel including flexible working, personalised journey planning, car sharing and other smarter choices; and
- use Intelligent Mobility solutions to actively manage traffic and make more efficient use of existing assets and services, through connected signals and travel information (as outlined in policy theme 6.4 (The future of mobility).

2.24 Together with demand management, and encouraging walking, cycling and public transport, the tendency for commuting journeys to be made to a similar location at a similar time (compared to, for example, shopping trips), lends itself to a more sustainable use of the car through car-sharing in particular. Car sharing, either formally or informally, reduces fuel costs, congestion, air pollution, stress and parking demand, and is most effective where targeted at the daily commute, where single occupancy car use and congestion are most prevalent. It is also well-suited to longer car journeys to 'out-of-town' employment locations where traditional public transport options may be more limited.

2.25 The Combined Authority will therefore:

- support efforts to promote and encourage car-sharing, including working with Cambridgeshire County Council to support *CamShare*, a car sharing community for those travelling to work in Cambridgeshire; and

- explore how similar initiatives can be developed for major employment areas in Peterborough.

2.26 Expansion of Park & Ride facilities surrounding Cambridge – where well integrated with surrounding public transport and walking and cycling links as part of a multi-modal transport 'hub' – can also play an important role on reducing highway demand in town and city centres where congestion pressures are most acute. We will therefore support the expansion of Park & Ride provision – where fully integrated into local transport networks – as outlined in policy theme 13 (Delivering a seamless public transport system) including the proposals currently being pursued by the Greater Cambridge Partnership.

Policy 2.2.2: Improve the accessibility and connectivity of our public transport links to expand our labour market catchments

2.27 Public transport plays a key role in allowing workers to access jobs elsewhere. Although our bus, coach and rail networks provide an expansive network connecting our population and employment centres, accessibility along some key corridors is limited, reducing the size of the labour pool specific organisations are able to recruit from, particularly for workers without access to a car.

2.28 Typically, this is especially problematic for employers based on the fringes of our towns and cities. Kingston Park, for example, a large distribution centre on the southern edge of Peterborough, home to one of Amazon's regional distribution centres, lacks even an infrequent bus service to neighbouring residential areas; the Cambridge Science Park, whilst well-served by Cambridge Guided Bus services to St Ives and Cambridge City Centre, lacks good accessibility to residential areas in the east and west of the city.

2.29 As outlined in policy theme 15 (Improving public transport in our towns and cities) and policy theme 17 (Travelling by train), the Combined Authority will work in collaboration with the Department for Transport, Local Highway and Planning Authorities, transport operators, and workplaces to improve the accessibility of our employment sites. This includes:

- working with bus and coach operators to maximise the opportunity to enhance service frequencies;
- working with the Department for Transport, Network Rail, train operators and the rail industry to improve journey times and frequencies on our key rail routes, in particular along the Peterborough to Cambridge corridor and from Peterborough and Cambridge to London;
- supporting the delivery of new and improved public transport interchanges, to improve the ease of travel and create new, viable commuting opportunities;
- supporting investment in bus priority measures – and, in time, other demand management measures to reduce the effects of traffic congestion – to help reduce journey times and improve reliability; and
- work with businesses and other employers to promote use of public transport and sustainable alternatives, including flexible working, and to provide shared private vehicles where appropriate.

2.30 Several major projects and priorities are also being pursued by the Combined Authority, the GCP and the Department for Transport, which will help to significantly increase labour market catchments, presenting new job opportunities for our workers and larger labour pools for our firms and organisations. These include:

- dedicated, wholly segregated public transport corridors linking Cambourne, Waterbeach and Granta Park to Cambridge, which are currently being developed by the Greater Cambridge Partnership and will form a first phase of the Cambridgeshire Autonomous Metro (CAM) network;
- the full CAM, which will link key destinations in Cambridge, (such as the Cambridge Biomedical Campus, City Centre and Northern Fringe), to each other and key corridors in the Greater Cambridge area and beyond, including to St Ives, Haverhill and Mildenhall;
- reopening of the rail line from March to Wisbech, significantly widening employment prospects for residents with the introduction of direct services from Wisbech to Cambridge and Ely, supported by the Ely Area Capacity Enhancement (EACE) upgrades at Ely North rail junction;
- East West Rail, a project currently being developed by the Department for Transport, which will link Cambridge to the East Coast Main Line, Milton Keynes and Oxford, and significantly expand the ability to commute to Cambridge along the Oxford to Cambridge corridor; and
- advocating improvements to rail journey times on the East Coast Mainline to support effective north-south expansion of labour market catchments for Peterborough, Huntingdon and other communities with stations along the corridor.

Policy 2.2.3: Invest in our highway network to improve accessibility

2.31 Driving is the dominant commuting mode within Cambridgeshire and Peterborough, and hence a key method of travelling to work for our residents. While our plans, as detailed in the policies above, will encourage the use of public transport, rail and active travel modes, it is recognised that the car plays an important role in facilitating commuting trips that are difficult by public transport, and /or too lengthy to walk or cycle.

2.32 Our proposals, as outlined in policy theme 20 (Making long-distance journeys by car), will therefore seek to reduce journey times and improve reliability in order to expand labour market accessibility, and ensure that future congestion does not worsen access to our key employment sites. These include:

- working with the Greater Cambridge Partnership to dual the A10 between the Milton Interchange and Waterbeach New Town, in conjunction with a new segregated public transport link along this corridor, significantly improving access to Waterbeach New Town and new development at the Cambridge Northern Fringe East (CNFE);
- working with Highways England to:
  - upgrade the A47 between Kings Lynn, Wisbech and Peterborough, improving labour market accessibility to and from the Fens and at Wisbech Garden Town;
  - dual the A428 between Cambourne / Caxton Gibbet and St Neots / Black Cat, and in the longer-term deliver the Oxford to Cambridge Expressway, significantly improving commuter linkages along the Oxford to Cambridge corridor;
- working with Cambridgeshire County Council to deliver new road infrastructure in and surrounding Huntingdon and Alconbury, including the Third River Crossing, in order to improve the accessibility of key future employment sites at Alconbury Weald; and
- working with Peterborough City Council to deliver a package of local highway improvements, including to major junctions on the Fletton and Nene Parkways, the A605 at Alwalton and Stanground and capacity improvements at Fengate, to improve

accessibility to key employment sites and support the development of a future university in Peterborough.

3 Enhance business connections

Ensure all of our region's businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports

Overview

3.1 Cambridgeshire and Peterborough's businesses rely on connectivity, not only within the Combined Authority area, but to rest of the UK and the world. The area sees major flows of foreign goods, workers and tourists every year, and lies on several key transport routes with links to regional ports, local airports, and the rest of the country. Guaranteeing that the transport network works effectively for these varied needs is challenging, but critical to the area's success. This includes efficient and reliable travel times, and the provision of timely information for travel planning and navigation.

3.2 The emerging Local Industrial Strategy for Cambridgeshire and Peterborough identifies the need to facilitate trade, particularly internationally, to increase economic growth and the contribution to local communities and the national economy. The region's manufacturing, agriculture, and health and life sciences sectors rely on international trade for the import and export of goods, and the region's professional services and tourism sectors, and health and life sciences sector, again, rely on the international movement of people, be they visitors or business travellers.

3.3 In addition to international connections, inter-regional travel to London and other regions of the UK is important to bring major investment and economic prosperity to the area. Currently the transport network serves their needs adequately, but not exceptionally. In order to provide a truly world-class transport system, the Combined Authority will:

- provide better access to rural tourism destinations, attracting more tourists and retaining them in the area for more extended periods of time;
- improve the perception of Stansted airport as an airport with a truly global reach;
- improve rail freight connections across the Combined Authority area, through improvements in infrastructure and scheduling;
- provide better infrastructure and guidance for freight drivers moving through the area, ensuring that the impact freight has on local areas is minimized; and
- ensure that the transport network is flexible, and able to adapt to potential changes in international markets.

3.4 Achieving these objectives will ensure that the Combined Authority remains globally renowned as an attractive area for international tourism, labour, foreign direct investment, and trade. Doing so is a matter of local, regional and national importance. Wide-ranging connections are fundamental to the economic success of the Combined Authority and guaranteeing their efficacy now will be a key determinant of future economic success in the region.

Policy theme 3.1: Accessing ports and airports

Overview

3.5 The Cambridgeshire and Peterborough area benefits from direct access to a number of major ports and airports. These provide strategic links abroad and to elsewhere in the UK, allowing residents and businesses to easily travel and trade elsewhere, and key to ensuring that visitors can visit our region.

Airports

3.6 Stansted Airport, together with Heathrow, Luton, London City, East Midlands and Norwich, provide extensive international and domestic connections and rely on good transport links to allow passengers, airport workers, and freight access. Stansted, in particular, acts as a main gateway for the region, offering access to more than 140 direct destinations[11]. Development at Stansted, including a new arrivals terminal (due to open in 2020) and re-developed departures terminal[12] will allow the airport to service an estimated 8 million passengers annually, and support 5,000 extra jobs[13]. This expansion will lead to a growth in trips to and from the airport, which will need to be planned for and managed appropriately.

Ports

3.7 Deep-sea ports, in particular the Port of Felixstowe, cater for large ocean-going vessels which transfer large volumes of goods to and from overseas. While these allow organisations in Cambridgeshire and Peterborough to export abroad, they also generate significant road and rail freight movements, which contribute to traffic and congestion on our road and rail networks, particularly on the A14. The Port of Harwich also offers international passenger connectivity, with two ferry services per day to Hook of Holland in the Netherlands, and onward connectivity to the European rail and motorway network. It plays a key role in facilitating tourist flows in both directions. Proposed major port development at Felixstowe (by 2030[14]) and Harwich (timescale uncertain[15]) will lead to additional demand for further freight traffic on such routes, even allowing for the interventions being delivered to accommodate more freight by rail.

Policy Summary

3.8 Ensuring expeditious access to our ports and airports from across the Combined Authority area, together with mitigating the impacts of freight traffic to these gateways and encouraging sustainable rail freight, is a key priority. Policy therefore supports:

- improvements to our transport infrastructure to enable efficient access for freight travelling to Felixstowe and Harwich, particularly by rail;
- improved surface access (road and rail) connectivity to Stansted Airport for people and freight;
- the region's visitor economy through efficient passenger connectivity at Harwich;

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[11] Source: **Destinations & Guides, Stansted Airport** (London Stansted Airport, accessed January 2019)

[12] Source: **Transforming London Stansted** (Manchester Airports Group, 2018)

[13] Source: **MAG London Stansted Airport** (Manchester Airports Group, 2018)

[14] Source: **Port of Felixstowe**, (Hutchinson Ports, Port of Felixstowe, accessed February 2019)

[15] Source: **Major Infrastructure and Projects**, (Essex County Council, accessed February 2019)

- working in partnership with port and airport operators to encourage sustainable commuting patterns to their sites for workers commuting from within the Combined Authority; and
- influencing national and local decisions on port and airport planning that impact on routes through the Combined Authority area.

Policy 3.1.1: Support improvements to our transport infrastructure to enable efficient access for freight travelling to Felixstowe and Harwich, particularly by rail

3.9 The Combined Authority area is located on a number of strategic freight corridors which provide access to the Haven Ports of Felixstowe, Harwich and Ipswich. These include:

- the A14 which links Felixstowe and Harwich to the West Midlands and the A1 (for the North of England), via Cambridge and Huntingdonshire; and
- the Felixstowe to Nuneaton rail corridor, via Ipswich, Ely and Peterborough, which forms the key artery for rail freight to and from the Haven Ports to the rest of the country.

3.10 Continued development at the Ports of Felixstowe and Harwich will lead to increasing freight traffic on the region's roads and railways, despite significant investment designed to accommodate more freight by rail. By way of indication, between 1990 and 2008, traffic on Cambridgeshire's roads increased by 40%, compared to a national average of 24%. This trend is set to continue in the future with traffic forecast to grow 37% by 2025 compared with 2003 levels.[16]

3.11 The Combined Authority will, therefore, continue to support measures to improve access to Felixstowe and Harwich, both to improve accessibility to the Ports for businesses, and alleviate congestion arising from freight traffic on our key route network. This will include working with the Department for Transport, Highways England, Network Rail, freight operators, and our Local Highway Authority partners in:

- co-ordinating the development of freight corridors in line with the allocation of specific funds for Sub-National Transport Bodies;
- supporting improvements to the Felixstowe to Nuneaton rail corridor to enable more freight to be carried by rail, thereby alleviating congestion on our highway network, particularly the A14. This includes supporting junction improvements at Ely, as well as doubling of the Felixstowe – Ipswich and Ely – Kennett Lines and removal of the single-lead junction at Haughley in Suffolk, each of which act to constrain capacity for freight trains along the route;
- supporting investment in key highway links to our Ports for freight which cannot feasibly be carried by rail, including continued upgrades of the A14, A120 and key junctions where required to support freight movements; and
- considering how best to support innovative opportunities for decarbonisation of road freight such as alternative fuel and/or autonomous lorries.

[16] Source: **Cambridgeshire Local Transport Plan 2011-2031** (Cambridgeshire County Council, 2015)

Policy 3.1.2: Support improved road and rail connectivity to nearby airports, in particular at Stansted

3.12 Stansted Airport forms the key international gateway to the Combined Authority, and is served directly by the M11 motorway and hourly rail services to Cambridge and Peterborough. Heathrow Airport, located approximately a 2½ hour drive from Cambridgeshire and Peterborough, offers a broader range of global destinations, while Luton, London City, East Midlands and Norwich airports also provide air connectivity for areas within the Combined Authority. Regular coach services operate to and from many of these airports. There is now also a direct train service between Cambridge and Gatwick Airport as part of Thameslink

3.13 Ensuring that residents, businesses and visitors to our region can easily reach these airports is an important priority for the Combined Authority. We will therefore:

- support continued improvements in rail accessibility to Stansted. Current services between Norwich and Cambridge will be extended to Stansted from late 2019, doubling the frequency between Stansted and Cambridge / Ely to half-hourly. We will continue to support further improvements, including making the Stansted – Cambridge – Peterborough *CrossCountry* service half-hourly, infrastructure enhancements required to support this, capacity improvements and timetable improvements to allow later evening and Sunday services;
- support continued frequency and journey enhancements to coach routes which link the Combined Authority to these airports, and that high-quality facilities are provided at airports for these services; and
- support highway improvements where they significantly improve access to Stansted and other airports, including 'smart motorway' proposals for the A1(M) and M11.

Policy 3.1.3: Support the region's visitor economy through efficient passenger connectivity at Harwich

3.14 Stena Line ferries link Harwich to Hook of Holland twice daily, and provide a key gateway to the region for European tourists, predominately travelling by private car. Approximately 700,000 passenger trips are made per year via the route, and it forms the fifth busiest international short sea crossing link to the UK.

3.15 Harwich is well-connected to the Combined Authority, and the rest of the country, by the M11 / A120 and A12 / A14 routes. We will support further improvements to these routes, including the proposals to upgrade the A120 between Colchester and Braintree, currently being pursued by Highways England.

3.16 In addition, the Port of Harwich benefits from direct access to the rail network, with Harwich International station directly adjacent to the port, providing seamless connectivity between ferry and rail services. One direct rail service a day (each way) connects Cambridge to Harwich to align with the overnight sailing to and from Holland, and convenient Rail & Sail through-ticketing is available. We support these direct services and ticketing arrangements, and will ensure that they are retained through any future rail franchise changes.

Policy 3.1.4: Work in partnership with port and airport operators to encourage sustainable commuting patterns to their sites for workers commuting from within the Combined Authority

3.17 There are significant commuting flows to Stansted Airport from South Cambridgeshire, together with small flows to and from the rest of the Combined Authority to ports and airports elsewhere, which collectively place congestion pressures on the highway network.

3.18 The Combined Authority will therefore work with Travel for Cambridgeshire Partnership and Peterborough Travel Choices to:

- engage with the Stansted Area Transport Forum[17], a public/private partnership of individuals who are interested in how journeys are made to and from London Stansted Airport by passengers, workers and other visitors;
- engage with key employers at Stansted Airport and the Haven Ports to encourage participation in Travel for Cambridgeshire and Travel Choices workplace activities;
- facilitate interventions to support cross boundary travel by rail and bus for employees;
- promote car sharing schemes across the Combined Authority area for these key employment sites;
- support the introduction of electric vehicle charging points on the road network to facilitate use of electric vehicles, including taxis;
- enhance information provision at public transport interchanges in the Combined Authority area relating to accessing airports by public transport; and
- work with Stansted Airport to consider the potential for car club access to the Combined Authority's geographical area.

[17] Source: **Stansted Area Transport Forum** (Stansted Area Transport Forum, accessed 2019)

Policy theme 3.2: Supporting the local visitor economy

Overview

3.19 The Cambridgeshire and Peterborough Combined Authority has a wealth of sites, destinations and experiences which attract tourists from all over the world to visit the region. The University of Cambridge, Peterborough and Ely Cathedrals, and the Cambridgeshire Fens are just a selection of the attractions of the Combined Authority area.

3.20 Visit Britain's tourism strategy for growth[18] suggests that few British industries are as strong as travel and tourism, and few have such growth potential. To deliver this growth an exceptional level of collaboration and partnership between the travel industry, the public sector and Government is required. The strategy identifies the need to improve the accessibility of the transport network and the connectivity that it provides to more remotely located tourist destinations.

3.21 Peterborough City Council's Visitor Economy Strategy[19] has a vision that *Peterborough will be an excellent, accessible, unified and varied visitor and business destination throughout the year.* Visit Cambridge and Beyond[20], which is the destination management organisation for Cambridgeshire, is guided by six key objectives including:

- develop a long-term sustainable model for tourism in Cambridge and the surrounding area and reduce the cost of tourism to the Council;
- safeguard the visitor economy as a key economic driver for the city and the surrounding area; and
- maximise the economic benefits of the visitor economy across the city through actively promoting value not volume tourism and therefore supporting the ongoing economic wellbeing of the city. To ensure that this vision and objectives can be realised, an integrated transport plan with improved strategic connectivity at its core is required.

3.22 The major cities of the Combined Authority area, Peterborough and Cambridge, are relatively well connected by public transport to international gateways (e.g. London Stansted and Port of Harwich) and larger major centres (e.g. London), but rural parts of region suffer from a lack of public transport connectivity, which presents a challenge to attracting tourists to the area. A high-quality, integrated and easy-to-use rural public transport network is essential for ensuring that visitors to the region can experience the great opportunities provided by our rural areas. Policy theme 14 (Rural transport services) provides further information on the rural transport network, following recommendations from the Cambridgeshire and Peterborough Strategic Bus Review.

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[18] Source: **Delivering a Golden Legacy: A growth strategy for inbound tourism to Britain from 2012 to 2020** (Visit Britain, 2012)

[19] Source: **Visitor Economy Strategy 2015-2020** (Peterborough City Council, 2015)

[20] Source: **Visit Cambridge and Beyond** (Visit Cambridge, 2016)

Policy Summary

3.23 In short, the policies to support local visitor economy aim to:

- improve connectivity to international gateways and large centres;
- deliver an integrated transport network navigable by passenger who are visiting the region for the first time;
- deliver sustainable transport connectivity to tourist destinations in rural areas, such as the Cambridgeshire Fens; and
- provide sufficient space and appropriate infrastructure for coach services to manage the impacts of day visitors on our highway and parking infrastructure.

Policy 3.2.1: Improving connectivity to international gateways and larger centres

3.24 The Combined Authority will work with its Local Highway and Planning Authority partners and Sub-National Transport Body partners, to advocate that the Department for Transport, Highways England, Network Rail and train operating companies to improve strategic road and rail connectivity connecting the Combined Authority area to the key entry points for international tourists to the region – Stansted Airport, Port of Harwich, and London.

Policy 3.2.2: Delivering an integrated transport network navigable by passenger who are visiting the region for the first time

3.25 The Combined Authority will work with its Local Highway Authority partners to advocate that Highways England, Network Rail, and train operating companies:

- ensure that guidance and information is provided to enable visitors to the region to easily buy a ticket for their journey;
- provide accurate real-time information of services both online and at the station, particularly during times of disruption;
- ensure that clear signage and wayfinding is provided to facilitate easy navigation from the Strategic Road Network by car and from railway station and other public transport interchanges by passengers;
- enhance information provision, signage and wayfinding at public transport interchanges in the Combined Authority area relating to accessing airports and other destinations important to the visitor economy by public transport; and.
- promote bike hire schemes, integrated with rail, as both a sustainable mode of transport and activity for visitors to the area.

Policy 3.2.3: Delivering sustainable transport connectivity to tourist destinations in rural areas

3.26 The Combined Authority will:

- support the development of rural travel hubs creating recognisable gateways to the rural bus network, and in the longer-term integrating this into the Cambridgeshire Autonomous Metro (CAM) network, if appropriate;
- support the provision of coach infrastructure in rural areas to encourage sustainable transport related to tourism; and
- continue to work with Network Rail to deliver enhancements to rural stations, including building refurbishments and improved waiting facilities at Soham, March and Manea to encourage use of rail travel.

Policy 3.2.4: Providing sufficient space and appropriate infrastructure for coach services to manage the impacts of day visitors on our highway and parking infrastructure

3.27 The Combined Authority will:

- continue to work with Local Highway and Planning Authorities and the coach industry to enable the provision of adequate on-street and off-street coach infrastructure in appropriate locations for passengers to access key tourist sites; and
- engage with Destination Management Companies in the region including Visit Cambridge and Beyond and Visit Peterborough to understand how coach provision could be improved to balance the needs of the tourist industry and the residents and businesses of our cities, towns and communities.

Policy theme 3.3: Supporting business clusters

Overview

3.28 Cambridgeshire and Peterborough are home to more than 150,000 businesses[21], from independent traders to small family firms and large, multinational companies. Every business relies, at least in part, on our transport network: from allowing their employees to travel to work or exporting their produce to elsewhere in the country. Good transport accessibility, facilitating fast and reliable travel, is therefore key to supporting our strong economy.

3.29 Our region is home to a wide range of business clusters, each of which with their own requirements for the transport system. Peterborough is home to a significant cluster of advanced manufacturing firms, including Perkins Engines, Dresser-Rand and Redring Xpelair, many of which rely heavily on good road connectivity for exporting their products and for access to their supply chains. Agri-tech firms, including in Fenland and East Cambridgeshire, similarly rely on access to the highway network, and to key international gateways, for exporting their produce.

3.30 Cambridge and its surrounding science and business parks, such as the Cambridge Biomedical Campus, Cambridge Science Park and Wellcome Genome Campus, are home to internationally-renowned clusters of bio-tech, software and IT firms, such as AstraZeneca. These firms rely heavily on the productivity (or agglomeration) benefits of being located in close proximity to each other for knowledge sharing and access to deep, highly skilled labour markets. Such firms therefore depend heavily on good local connectivity to each other, together with good regional connectivity for providing access to commuter markets and to businesses elsewhere (such as London).

Policy Summary

3.31 Our policies are intended to support our businesses succeed, and in turn best support our economy and our people. They are intended to ensure that businesses can trade effectively, importing and exporting their products seamlessly, and facilitating key business linkages that support our economy across all sectors and locations. Our policies and projects to enable staff to more easily travel to work, and to expand labour markets, are outlined in policy theme 2.2 (Expanding labour markets).

3.32 We will therefore work, in collaboration with our partners, to:

- invest in our rail and highway networks to allow our firms and workers to trade and travel easily across the country and abroad; and
- improve local connectivity to bring firms and workers in our towns and cities closer together, especially in rural areas to promote jobs growth.

3.33 Greater detail regarding our proposals to improve freight linkages are outlined in policy theme 3.4 (Freight).

[21] Source: **Cambridgeshire and Peterborough Independent Economic Review** (Cambridgeshire & Peterborough Independent Economic Commission, CPIEC, 2018)

Policy 3.3.1: Invest in our rail and highway networks to allow our firms, organisations and workers to trade and travel easily across the country and abroad

3.34 Our firms trade extensively with those elsewhere, both across the region, the country, and the world. Key to enabling this trade, and the imports and exports of goods, are efficient rail and road linkages for freight to allow them to be traded seamlessly and affordably.

3.35 Our proposals for moving goods across the region are outlined in detail in policy theme 3.4 (Freight). It outlines how we will:

- promote rail freight, including the transfer of road freight onto rail;
- promote appropriate Heavy Commercial Vehicle routing through identified road freight corridors;
- promote sustainable urban freight distribution;
- improve road freight facilities; and
- support efficient air freight and the aviation sector.

3.36 Our businesses, particularly in service sectors, also rely on the transport network to travel to meetings and appointments and visit clients and customers elsewhere. We will therefore continue to invest in capital projects to improve key highway links, both for business travel and freight movements, including to both key freight linkages (such as Harwich and Felixstowe) and to important business destinations (such as the Cambridge Science Park and Alconbury Weald Enterprise Zone). More than 75% of UK freight is moved by road[22], yet many important links suffer from worsening congestion, imposing additional costs on businesses and eroding their competitiveness.

3.37 Our detailed proposals for investment in the Key Route Network are outlined in policy theme 20 (Making long-distance journeys by car). In summary, we will prioritise investment in the dualling of the A10 and A47, which provide key links to manufacturers and agri-tech firms in Fenland and East Cambridgeshire to the national highway network, and key gateways at Harwich, Felixstowe and Stansted. We will also work with Highways England to support their proposed improvements to the strategic highway network, including:

- dualling of the A428 between Cambourne / Caxton Gibbet and St Neots / Black Cat; and
- upgrading the A1 between Baldock (near Biggleswade) and Brampton (near Huntingdon).

3.38 Rail connectivity is also particularly important for facilitating business travel: nationally, 9% of rail journey are for business purposes, and our region's rail links to London in particular are heavily used by business travellers. We will therefore continue to work with our rail industry partners: the Department for Transport, Network Rail and operators, to improve the rail network, as outlined in policy theme 17 (Travelling by train), including through:

- increasing frequencies and reducing journey times on key rail routes, such as between Cambridge and Peterborough;
- investing in our rail stations to improve the experience of travelling by train; and
- exploring options to expand the rail network to link to new settlements, corridors and growth areas, such as a new rail link to Wisbech, a new station at Soham and a travel hub at Alconbury Weald.

[22] Source: **Transport Statistics Great Britain** (Department for Transport, 2017)

3.39 Combined with investment in our key route network, these schemes will improve key linkages with the rest of the country and help our businesses compete and prosper.

Policy 3.3.2: Improve local connectivity to bring firms and organisations in our towns and cities closer together

3.40 Many businesses rely on close proximity to one another, and access to extensive labour markets, for their success. Such 'clustering', both physically and through good transport connectivity, as it facilitates greater collaboration and competition between firms. Greater proximity allows firms to benefit from best practices, access to deeper labour markets, and reduce costs by sharing resources. Customers also have access to a wider range of businesses to buy from, driving up competition and encouraging them to offer better value for money.

3.41 Particularly for the most high-value, knowledge-intensive firms – such as those within bio-tech or research and development in Cambridge, or advanced manufacturing in Peterborough – these linkages are critical to why such companies locate in the region. Firms at the Cambridge Science Park, for example, are prepared to pay a significant premium in rent to locate near to their competitors – other suitable sites, located less than half an hour's drive away, are significantly cheaper to locate at, but are unappealing for firms as they lack the density of firms elsewhere. Location and accessibility matter.

3.42 In order to facilitate the expansion of such knowledge-intensive firms, it is key that sites are available that are well-connected, both physically and virtually, to other nearby business 'clusters', between clusters and with their markets. These include both current employment sites, and those being brought forward in the Local Plan process and the future Combined Authority Non-Statutory Spatial Framework. Our proposals, working in partnership with Local Highway and Planning Authorities, will help to ensure excellent connectivity between these key employment sites to support the 'clustering' which is key to productivity, and ensure the benefits of clustering are spread across our entire region. These policies are outlined in policy theme 7.2 (Promoting and raising awareness of sustainable transport options), policy theme 17 (Travelling by train), and policy theme 15 (Improving public transport in our towns and cities) and focus on:

- promoting 'whole journey' thinking: creating complete, seamless journeys on public transport;
- involving our firms and organisations in transport planning;
- investing in good walking and cycling infrastructure, enabling people to travel short distances quickly and safely, sustainably;
- continued improvements to rail links and frequencies, both intercity and within urban areas;
- continued improvements to our bus networks, including new routes, increased frequencies, interchanges, and better-quality services – to reduce the perceived 'cost' of travelling between and across our towns and cities;
- developing proposals for a mass transit network, Cambridgeshire Autonomous Metro (CAM), to provide seamless connectivity between our key business clusters, transforming business and labour market connectivity; and
- implementing digital connectivity infrastructure alongside transport infrastructure, where feasible, to support better connectivity across the area.

Policy theme 3.4: Freight

Overview

Driving the local economy

3.43 The freight and logistics sector is critically important to the competitiveness and growth of our economy. Over 18,000 people are employed directly in the sector, about 5.4% of the workforce[23]. Nationally, the sector employs 1.6 million people, and a further 2.3 million people in related sectors[24]. Nearly every product we buy will at some stage form part of the 1.7 billion tons of freight carried annually on the Strategic Road and Rail Networks nationally.[25]

3.44 The local share of this is set to increase - strong growth in our economy in Cambridgeshire and Peterborough, as well as significant levels of housing and employment development; the largest planned transport investment programme in the area's history; and major port and airport development across the wider south east of the country, means the need for freight and volumes of freight traffic are on the rise. National forecasts estimate that all road traffic could increase by 30 percent, rail journeys by over 40 percent, and rail freight has the potential to nearly double by 2030.[26]

3.45 Cambridgeshire and Peterborough lie on several national strategic transport corridors, and as such much of the traffic on the Strategic Rail and Road Networks and Primary Road Network in Cambridgeshire and Peterborough is freight passing through the area. We are situated at a crossroads with access east-west to the Haven Ports – Felixstowe and Harwich – and to the Midlands, particularly using the A14 and Felixstowe to Nuneaton rail corridor; as well as north-south to Stansted, London and the South Coast ports – Dover and Southampton – and northwards through the Midlands to Yorkshire, Humber and beyond.

Local impacts and global effects

3.46 However, freight traffic, particularly by road and when not managed effectively, can have a negative impact on local communities through congestion and unsuitable diversions and routing, road safety issues, poor air quality, impacts on quality of life and well-being, and on biodiversity, landscapes and historic environments. The A14 between Huntingdon and Cambridge is one of the most congested Strategic Road Network links in the country with more than 13 seconds average delay per vehicle mile [27], and the estimated cost of this delay in the region is £80 million each year. Improvements to the A14 are currently underway including a new bypass to the south of Huntingdon and upgrades to a 21-mile section. Work is due to be complete in 2020[28].

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[23] Source: **Business Register and Employment Survey** (Office for National Statistics, 2016)

[24] Source: **Logistics Report** (Freight Transport Association, 2016)

[25] Source: **Transport Statistics Great Britain: Table TSGB401** (Department for Transport, 2015)

[26] Source: **Road traffic forecast figures, National Transport Model** (Department for Transport, 2014); **The UK passenger rail system: how and why is it changing?** (Government office for Science, 2018); **Freight Network Study** (Network Rail, 2017)

[27] Source: **Ports Connectivity Study** (Department for Transport, 2018)

[28] Source: **A14 Cambridge to Huntingdon improvement scheme** (Highways England, 2018)

3.47 In addition, freight traffic contributes to climate change through emissions of greenhouse gases. In 2014, Heavy Commercial Vehicles were responsible for 17 percent of total UK transport emissions. It is Government policy to tackle road freight emissions given the lack of a clear technological solution at present and Government will publish a Clean Growth Plan, which will set out the steps being taken to keep the UK on track to meeting the fourth and fifth carbon budgets. This will include proposals to decarbonise transport over this period.[29]

Local priorities – mode shift to rail and partnership working

3.48 Promoting rail freight is key to the Combined Authority's policy and is also backed extensively by national policy[30], "The railway must… provide for the transport of freight across the country, and to and from ports, in order to help meet environmental goals and improve quality of life." Rail freight transports over 100 million tonnes of goods per year. The amount of freight moved has expanded by 75% since 1994/95. Total tonne kilometres are forecast to grow by 3% annually to 2043, the same rate as the growth seen in the mid-1990s.[31]

3.49 Given the strategic and often long-distance movement of freight, working in partnership across the region is important. Cambridgeshire County Council and Peterborough City Council are part of the Regional Freight Quality Partnership. The authorities will work with our neighbouring counties and partners to improve Heavy Commercial Vehicle management around the region. By adopting this approach, we will work to ensure that the economy can be sustained and any adverse effects on the environment and communities, minimised. Current partners are:

- the Freight Transport Association;
- the Road Haulage Association;
- Highways England; and
- neighbouring Local Highway Authorities in the east of England, including Bedford, Central Bedfordshire, Peterborough, Norfolk, Essex and Suffolk.

3.50 The partnership is working with Highways England to explore the possibility of providing more secure overnight parking facilities along the A1/A1(M), A47, and A14 to reduce the numbers of drivers driving further when tired and parking inappropriately in villages.

Policy Summary

3.51 In short, the policies to support the sustainable and efficient movement of goods across the region aim to:

- promote rail freight, including the transfer of road freight onto rail;
- promote and enforce appropriate Heavy Commercial Vehicle routing;
- promote sustainable urban freight distribution;
- improve road freight facilities; and
- support efficient air freight and the aviation sector.

[29] Source: **Transport Investment Strategy: Moving Britain Ahead** (Department for Transport, 2017)

[30] Source: **National Policy Statement for National Networks** (Department for Transport, 2014)

[31] Source: **Freight Market Study** (Network Rail, 2013)

Policy 3.4.1: Promoting rail freight

3.52 The Combined Authority will:

- promote the use of rail freight for the movement of goods to, from and through the Cambridgeshire and Peterborough area, particularly for heavy goods, such as aggregate for the construction sector; and
- promote the investigation of the potential for a site within the Cambridgeshire and Peterborough area for inter-modal freight transfer, to help minimise the number of trips made by commercial vehicles, and to provide local employment.

Policy 3.4.2: Promoting and enforcing appropriate Heavy Commercial Vehicle routing

3.53 The Combined Authority and the two Local Highway Authorities will:

- continue to review suitable Advisory Freight Routes and develop and regularly update a single Advisory Freight Map[32] for Cambridgeshire and Peterborough, including online route planning and navigation;
- review signing of diversionary routes and signing between the Strategic Road Network and local advisory routes to increase compliance;
- investigate the potential for automation of road freight on key arterial corridors and air freight (i.e. drones), and partner with the private sector to pilot trials; and
- ensure that, where relevant, routing agreements will be agreed with operators as part of planning permissions.

Policy 3.4.3: Promoting sustainable urban freight distribution

3.54 The Combined Authority and the two Local Highway Authorities will:

- continue to promote voluntary covenants, in the form of Lorry Routing Agreements, for freight operators regarding routing, parking and driver behaviour;
- promote and coordinate public transport or other shared mobility solutions between key logistics hubs and public transport hubs / residential areas for employees in the freight and logistics sectors;
- support the development of Delivery and Servicing Plans for locations that generate significant freight movements, recognising the need for an integrated policy which does not inadvertently increase freight movements;
- support the development of design codes for new development and infrastructure which prevent the inadvertent restriction of efficient delivery and servicing. This principle is supported by the National Planning Policy Framework: *"Applications for development should… allow for the efficient delivery of goods, and access by service and emergency vehicles";*[33]
- develop principles for the implementation of weight or other restrictions (e.g. vehicle width) for routes and communities for which Heavy Commercial Vehicles should not travel along or through, recognising the costs of enforcement and
- support the assessment of the feasibility of a Low Emission Zone and Charge for Cambridge and the impacts of different emission standards on air quality and freight operations and travel patterns.

[32] See: Cambridgeshire County Council has an **Advisory Route Map** for road freight.

[33] Source: **National Planning Policy Framework** (Ministry of Housing, Communities and Local Government, 2018)

Policy 3.4.4: Improving road freight facilities

3.55 The Combined Authority promotes the:

- identification and protection of strategic sites through the Local Plan process for commercial development in the logistics sector; HGV parking and driver facilities; and freight consolidation;
- investigation of the need for additional layby facilities and fixed site parking and rest facilities, including for overnight rest stops; and
- use of Park & Ride facilities and other sites with high levels of parking for 'click and collect' type facilities; and for development of consolidation facilities for onward delivery into cities and towns, including promotion of electric vehicles and charging points, powered two-wheelers (e.g. motorbikes and motor-scooters), and human powered modes (e.g. cargo bikes).

Policy 3.4.5: Supporting efficient air freight and the aviation sector

3.56 The Cambridgeshire and Peterborough Combined Authority acknowledges the importance of air freight, particularly for transporting high-value, fragile and perishable or time-sensitive goods. Freight arriving and departing from Stansted does so through a combination of dedicated freight aircraft and 'belly-hold' cargo in passenger planes[34]. Integrators – companies such as DHL, FedEx, TNT and UPS – that control the logistics chain from pick-up to delivery predominantly carry express-like products and are concentrated in the UK at Stansted and the East Midlands. The Combined Authority recognises the need for, and promotes, efficient surface access to Stansted Airport for road and rail freight.

Projects

Rail Schemes

3.57 The Combined Authority supports the schemes identified within Network Rail's Freight Network Study (2017)[35] to improve capacity along the Felixstowe to Nuneaton corridor:

- a loop facility at Haughley Junction, including track doubling of the junction;
- increased frequency of rail freight movements at Bury St Edmunds;
- infrastructure works at Ely, including the Ely Area Capacity Enhancement (EACE) upgrade; and
- signalling enhancements between Syston East Junction and Peterborough.

3.58 The above schemes are identified by Network Rail as having the highest priority nationally. In addition, provision of a two-track railway between Ely and Soham and capacity improvement schemes in the Leicester area were announced by Government to be funded for delivery in Control Period 5 (2014 to 2019) but these have been deferred and are established priorities for delivery in Control Period 6 (2019 to 2024).

[34] Source: **Assessment of the value of air freight services to the UK economy** (Airlines UK, 2018)

[35] Source: **Freight Network Study** (Network Rail, 2017)

3.59 Further Network Rail schemes supported by the Cambridgeshire & Peterborough Combined Authority include:

- gauge enhancements to make all of the Felixstowe to Nuneaton corridor W12 gauge on the cross-country route via Ely; and
- infrastructure enhancements to increase the speed of trains from 60 miles per hour to 75 miles per hour and to accommodate 775 metre trains.

Road Schemes

3.60 Improving the efficient operation of road freight is one of several reasons that the following schemes are promoted by the Combined Authority for the Strategic Road Network:

- A428 dualling and the Oxford to Cambridge Expressway;
- Completing missing dualled sections of the A47;
- increasing the capacity of the A10 (along with parallel sustainable transport infrastructure and relocation of Waterbeach Station);
- a possible M11 to A47 link road; and
- upgrading the A1 between Baldock (near Biggleswade) and Brampton (near Huntingdon).

4 Secure resilience and reliability

Build a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability

Overview

4.1 Transport systems do not exist in a bubble. By their very nature they are designed to adapt and respond to external inputs, the most obvious of which is the flow of people who move onto and off the network every day. Unfortunately, however, changes in these external factors can overload transport networks, causing disruption to journeys. For example, too many cars on a network can cause traffic; extreme weather can damage infrastructure; a signal failure on a railway line can cause widespread delays. Long-term changes can make these disruptions more common and/or damaging. Changes in demography are altering the ways we use the transport network, for instance, the rise of the internet has and is shifting our working and consumption patterns and climate change will likely make extreme weather events more frequent, severe and unpredictable.

4.2 Disruption decreases the utility of the transport network, making journeys slower and more arduous. We must make sure that the transport network across Cambridgeshire and Peterborough is resistant to disruptions, and when they do occur, we must ensure that the network has the capacity to bounce back as rapidly as possible. We can tackle some current, recurring disruptions, such as traffic congestion in our urban areas, with targeted interventions like road construction and modal shift, but longer-term trends like changes in demography are harder to predict and prepare for. Rather than targeted interventions, preparing for these changes will require integrating 'resilience' and 'the ability to adapt' into our thinking about new transport schemes. Overall, to help improve the resilience of the transport network we will:

- improve our understanding of potential transport disruptors, both current and future;
- target and solve current disruptions, such as traffic congestion, with targeted interventions; and
- make our new schemes resilient and 'future proof' by ensuring they have the capacity to adapt to future trends.

4.3 Achieving these things will ensure that our transport network continues to function effectively, even in 'worst case scenarios', when external factors threaten to cause major disruption to journeys. For residents, this will make journeys more enjoyable and reliable, today and into the future.

Policy theme 4.1: Building a resilient and adaptive transport network to climate change

Overview

4.4 The impacts of climate change being experienced in the UK include hotter, drier summers; milder, wetter winters; more extreme weather events; and rising sea levels – all of which are significant for Cambridgeshire and Peterborough. While exact impacts are difficult to forecast, as one of the driest areas in the UK and a low-lying region, Cambridgeshire and Peterborough are susceptible to both water shortages and flooding in the future. Appropriate adaptation policies and actions will, therefore, be important in minimising the impact of climate change across the region, as are policies to minimise the contribution of the region to the causes of climate change.

4.5 Measures including both sustainable engineering solutions and new smarter technologies are needed to keep the road and rail network running efficiently regardless of changing weather and climatic conditions. Following Central Government's Climate Change Adaptation reporting[36], Local Highway and Planning Authorities are increasingly developing adaptation plans and are implementing a range of actions to understand and map risks, inform users, and implement actions to manage risks.

4.6 There will be a need to evolve and adapt to meet the needs of the growing population and this gives the Combined Authority the opportunity to design new transport infrastructure and adapt and maintain existing infrastructure for a broader range of climate conditions, thus improving the resilience of the network.

The Transport Network and Climate Change

4.7 The vulnerability of the transport network and risks associated with infrastructure that could materialise as a result of a changing climate include the following:

- **Surface transport:**
  - subsidence, heave and landslips due to drought and lower water tables;
  - surface damage to roads, cycleways and pavements due to heat waves in the summer, freeze/thaw in the winter and flooding; and
  - flooding of pedestrian subways.
- **Railway and Busway infrastructure:**
  - network failures due to flooding; and
  - buckling of railway tracks due to excessive heat.

4.8 Risks such as these have the potential to severely disrupt connectivity, damage infrastructure and compromise the safety of passengers and road users.

4.9 To repair damage already caused and mitigate the risk of future impacts on the transport network the Department for Transport's Challenge Fund provides grant funding for schemes to repair drought damaged roads. Cambridgeshire County Council and Peterborough City Council were recently successful in securing funding for a scheme repairing twenty sections of road affected by extreme weather conditions. A total of £3.5 million was secured for the scheme with both councils' contribution bringing the total investment to £6.25 million. This forward-looking approach to road maintenance ensures that the impacts of climate change on the transport network of the Combined Authority are appropriately mitigated.

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[36]Source: **The National Adaptation Programme and the Third Strategy for Climate Adaptation Reporting** (Department for Environment, Food & Rural Affairs, 2018)

Policy Summary

4.10 In short, to support the development of a transport network that is resilient and adaptive to climate change we will:

- Identify, understand and manage the risks to the transport network presented by climate change;
- take a sustainable approach to road network maintenance which ensures the safe, efficient movement of goods and people, in a cost-effective manner which minimises environmental and social harm and seeks enhancements wherever possible; and
- utilise proven technologies as they become available.

Policy 4.1.1: Managing the risks to the transport network presented by climate change

4.11 The Combined Authority will work with the Local Highway and Planning Authorities to:

- ensure that it is prepared to manage risks to individuals, communities and businesses from a changing climate, and to make the most of new opportunities, technology or other, that arise;
- undertake research to understand the potential impacts of climate change on transport service delivery and develop an appropriate response;
- work with its partners, including Emergency Planning bodies to explore and implement adaptive actions and build resilience in the transport network;
- design and build new transport infrastructure with climate change in mind, ensuring it is resilient to extreme climatic events such as flooding (from excessive rain by the implementation of sustainable drainage solutions) and subsidence (from drought); and
- ensure that changes/ improvements to certain sections of the transport network do not exacerbate flood risk elsewhere.

Policy 4.1.2: Sustainable road network maintenance

4.12 The Combined Authority will work with the Local Highway and Planning Authorities to:

- encourage early consideration of sustainable and adaptive design principles (e.g. safety, air quality, social inclusion, and climate change) in scheme design to ensure appropriate risk management measures are implemented and asset lifecycle costs are minimised;
- promote the use of more sustainable materials, which require less frequent replacement and have less negative societal and environmental impact, and where possible positive societal and environmental impact, in their production, transporting to site, use, and disposal;
- promote asset management approaches that actively consider those highways or other assets that are susceptible to climate change and with maintenance regimes adapted and adopted for them; and
- keep up to date with latest climate projections and research and respond appropriately with updates to road network maintenance policies and procedures.

Policy 4.1.3: Utilising proven technologies as they become available to help the transport network adapt to the challenges presented by climate change

4.13 The Combined Authority will work with the Local Highway and Planning Authorities to:

- keep up to date with the latest research and policy on new technologies that may become available to help the transport network adapt to the challenges presented by climate change;
- work with Smart Cambridge and Peterborough Smart City team to harness emerging technologies to find smart and innovative ways to ensure resilience of the transport network to the impacts of climate change; and
- support implementation of such new technologies if effective and financially viable.

Policy theme 4.2: Maintaining and managing the transport network

Overview

4.14 Maintaining and managing the assets that form our transport network – roads, guided busway/public transport infrastructure, cycleways, footpaths, streetlights, road signs and other urban fabric – is important to our prosperity and growth and an essential part of keeping our residents and visitors moving. A well-maintained and managed network helps ensure that our journeys around the area are safe, reliable and efficient, at all times and in all weather conditions.

4.15 Funding for local asset management and maintenance of the transport network across Cambridgeshire and Peterborough is provided, predominantly, by Central Government to the Combined Authority. The Combined Authority then transfers funding on a needs-basis to Cambridgeshire County Council and Peterborough City Council as the Local Highway Authorities responsible for asset management and maintenance. Within Cambridgeshire, bus shelters are typically maintained by parish and town councils; street name signs by city and district councils; and car parks are typically managed and maintained by private owners or city and district councils. Conversely, Peterborough City Council owns and maintains these assets itself.

4.16 Both highway authorities have their own suite of policies, strategies, standards and programmes[37]. The feasibility of harmonisation of these will be investigated by the Combined Authority with its Local Highway Authority partners, as well as identifying a Key Road Network for maintenance and management by the Combined Authority, as per the Devolution Deal negotiated with Central Government. For the Strategic Road Network and Rail Network, Highways England and Network Rail, respectively, are responsible for asset management and maintenance.

4.17 Management and maintenance do not only come in the form of road works or special maintenance during winter or adverse weather conditions. The asset base is diverse and includes everything from bridges cycleways and footpaths to signage, lighting, verges and drains. There is growing recognition of the importance of good design and integrated delivery in maximising the life and capacity of existing assets while considering social and environmental impacts, such as resilience to climate change. In addition, consideration of the waste hierarchy[38] during construction (e.g. using sustainably sourced materials with recycled content or reusing demolition material in new schemes) offers wide-reaching benefits in terms of resource efficiency, sustainability and cost savings.

Policy Summary

4.18 In short, the policies to support the maintenance and management of the transport network are:

- investigating the feasibility of harmonising highways maintenance standards and performance indicators;
- supporting highway authorities in minimising the whole life costs of the highway; and
- addressing the challenges of climate change and enhancing our communities and environment from highway asset management and maintenance.

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[37] See: Existing policy, strategy, standards and programme documents for Cambridgeshire County Council can be found **here** and for Peterborough City Council **here**.

[38] Source: **Guidance on applying the Waste Hierarchy**, (Defra, June 2011)

Policy 4.2.1: Investigating the feasibility of harmonising highways and transport asset maintenance standards and performance indicators

4.19 The Combined Authority will:

- define a Key Road Network of Local Highway Authority roads for prioritised maintenance;
- be accountable for the management and maintenance of the Key Road Network using an asset management approach, passporting funding to Local Highway Authorities to deliver maintenance and management works;
- allocate funding to Local Highway Authorities to ensure the management and maintenance of the local road network;
- ensure that transport scheme promoters identify within their business cases funding and governance related to short and long-term maintenance of assets;
- investigate the feasibility of harmonisation of highways policy, strategy, operational standards, and programme across the Combined Authority to enable consistent assessment, prioritisation and delivery of highway maintenance works; and
- agree and utilise a suite of key performance indicators to assess how successfully asset management is being applied to local highway maintenance to ensure that comparable value for money is being achieved across the two highway authorities.

Policy 4.2.2: Supporting highway authorities in minimising the whole life costs of the highway

4.20 The Combined Authority will:

- encourage highway authorities to involve maintenance teams in the early stages of scheme development to ensure that steps are taken to reduce maintenance costs through life of the highway asset;
- encourage the standardisation of buildings materials used in scheme construction to reduce the renewals costs, including whole life environmental costs;
- work with Local Highway Authorities to investigate sustainable funding mechanisms where ongoing costs are considered, for the installation of smart methods of infrastructure monitoring to reduce the need for costly manual assessment;
- encourage partnership working between Highways Maintenance and Capital Projects to investigate the feasibility of implementing an integrated and coordinated highway works programme; and
- encourage early consideration of sustainable and adaptive design principles (e.g. safety, air quality, social inclusion, and climate change) in scheme design to ensure appropriate risk management measures are implemented.

Policy 4.2.3 Addressing the challenges of climate change and enhancing our communities and environment

4.21 The Combined Authority will:

- promote co-ordination of roadworks with other roadworks carried out by Local Highway Authorities and service operators as well as with street works and other opportunities for scheme implementation, such as road safety schemes, to minimise disruption on the network and the associated extra journey times and emissions;
- consider the wider environmental impacts of a scheme and promote the use of more sustainable materials which require less frequent replacement and have less negative societal and environmental impact, and where possible positive societal and environmental impact, in their production, transporting to site, use, and disposal; and
- promote asset management approaches that actively consider those highways or other assets that are susceptible to climate change and with maintenance regimes adapted and adopted for them.

5 Embed safety

Embed a safe systems approach into all planning and transport operations to achieve Vision Zero – zero fatalities or serious injuries

Overview

5.1 Everybody should feel, and be, safe when they chose to access our transport network. Cambridgeshire and Peterborough's transport network is relatively safe. However, there is still significant capacity for improvement, mostly on our road network. In 2016, 39 people died on our roads – 39 too many. Nobody should have to risk being killed when they travel, even if the chance of this risk being realised is very slight. We want to achieve 'Vision Zero' – zero fatalities or serious injuries – across the Combined Authority area.

5.2 Achieving this will require focussing new projects around people, their particular needs, patterns and behaviours. The network must be examined at every scale, from curb-heights to area-wide highway network planning. This 'human-centred' thinking must be a central component of our approach across projects and schemes. It is only by integrating this thinking into everything that we do that we can truly have the positive, area-wide impact required to achieve Vision Zero. In summary, the Combined Authority will:

- put people at the heart of decision making;
- work towards eliminating all serious injury or loss of human life on the transport network;
- understand safety issues that may be of concern to specific groups or routes; and
- design a system that is flexible enough to accommodate a range of user requirements

5.3 Following these aims will ensure that Cambridgeshire and Peterborough's transport network is one that more effectively looks after those who choose to use it. Along with the specific policies outlined below, this attitude must be one which permeates all of the projects and schemes which we deliver across the area.

Policy theme 5.1: Safety for all – a safe systems approach

Overview

5.4 Every death and life changing injury on Cambridgeshire and Peterborough's roads is one too many, and the social and economic burden of road casualties is felt beyond those immediately involved in the collision. Our vision is to prevent all road deaths across Cambridgeshire and Peterborough and to significantly reduce the severity of injuries and subsequent costs and social impacts from road traffic collisions. To achieve this vision, we will support the work of the Cambridgeshire and Peterborough Road Safety Partnership, which, in collaboration with Highways England, Department for Transport and local highways authorities, is responsible for road safety in our area. The Cambridgeshire and Peterborough Road Safety Partnership has adopted a Safe System Approach to road safety management, based on the principle that our life and health should not be compromised by our need to travel.

Cambridgeshire and Peterborough Road Safety Partnership

5.5 In 2007, the Cambridgeshire and Peterborough Road Safety Partnership was founded to ensure a joined-up approach to road safety in the area. Its vision, strategy, roles and responsibilities were specified on the basis of stakeholder consultation as well as a review of nationally and internationally adopted policies and frameworks.

5.6 The Cambridgeshire and Peterborough Road Safety Partnership is made up of the following organisations:

- Peterborough City Council;
- Cambridgeshire County Council;
- Highways England;
- Cambridgeshire Constabulary;
- Bedfordshire, Cambridgeshire and Hertfordshire Joint Protective Services;
- Cambridgeshire Fire & Rescue Service;
- Joint Cambridgeshire and Peterborough Public Health team;
- Road Victims Trust; and
- East of England Trauma Network.

A Safe Systems Approach

5.7 Safe systems are designed with the human being at its centre, taking human fallibility and vulnerability into account, and accepting that even the most conscientious person will make a mistake at some point. The goal of Safe Systems is to ensure that these mistakes do not lead to a crash; or, if a crash does occur, it is sufficiently controlled to not cause a death or a life-changing injury.

5.8 Responsibility for the system is shared by everyone. Policy makers, planners, engineers, vehicle manufacturers and road safety educators are accountable for the system's safety; while every road user, whether they drive, cycle or walk, is responsible for complying with the system's rules.

5.9 A Safe System Approach aligns road safety management with broader ethical, social, economic and environmental goals. By creating partnerships where government or transport agencies work closely with other groups, Safe Systems also tackles other problems associated with road traffic, such as congestion, noise, air pollution and lack of physical exercise.

5.10 Today, Safe Systems is considered to be international best practice in road safety by the World Health Organisation and the Organisation of Economic Cooperation and Development. Both organisations recommend that all countries, regardless of their level of road safety performance, follow a Safe System Approach.

5.11 Safe System has not yet been adopted by the UK government as a whole. However, Highways England has a Safe System Approach at its heart, focusing its strategy on "safer vehicles, safer roads for safer people". In addition, the Department for Transport has recently published a Road Safety Management Capacity Review[39] whose principal recommendation is the national adoption of a Safe System Approach.

Policy Summary

5.12 In short, the policies to support the adoption of a Safe System Approach in the Combined Authority are:

- a multi-agency approach to improving road safety;
- continuous and comprehensive monitoring and evaluation of key road safety indicators by CPRSP, with support from the Combined Authority;
- supporting improvement in road user behaviour through education, training and publicity programmes; and
- adoption of the Safe System Approach into the mainstream of highway engineering.

Policy 5.1.1: A multi-agency approach to improving road safety

5.13 The Combined Authority will support the work of the range of agencies and public service providers involved in the planning for and delivery of road safety via the Cambridgeshire and Peterborough Road Safety Partnership. The rest of the policies set out the different components of a Safe System approach and separates out education, training, publicity and engineering. These components are interdependent and must be combined. For example, many behaviour change interventions will need to consider some form of physical change to the environment and many engineering interventions require supporting communications.

Policy 5.1.2: Continuous and comprehensive monitoring and evaluation of key road safety indicators

5.14 The Combined Authority will support the Cambridgeshire and Peterborough Road Safety Partnership in:

- monitoring and evaluating a wide range of indicators to assess performance and identify emerging priorities in road safety in line with the recommendations of Department for Transport's Road Safety Management Capacity Review;
- using the findings of this monitoring and evaluation to inform a local road safety performance framework with reference to the proposed national framework; and
- publish regular reports on the findings of road safety indicator monitoring and evaluation.

[39] Source: **Road Safety Management Capacity Review** (Department for Transport, 2018)

Policy 5.1.3: Support improvement in road user behaviour through education, training and publicity programmes

5.15 The Combined Authority will support the Cambridgeshire and Peterborough Road Safety Partnership in:

- working with the highway authorities to ensure funding for road safety education and training and for undertaking road safety publicity campaigns is sufficient;
- establishing a road safety hub which will provide a single point of contact for road safety information and advice, and improve the presentation of data and information to the public and other agencies;
- working with a range of agencies to ensure that road safety education (including motorcycle awareness), training and publicity are not delivered in isolation but as part of a holistic approach across transport, public health and community safety;
- promoting Safe Systems as the new transport safety culture through community engagement strategies; and
- implementing road user behaviour change interventions and programmes for primary, secondary schools and colleges, businesses and communities across Cambridgeshire and Peterborough that are evidence-led and consider an appropriate combination of education, enforcement and engineering approaches.

Policy 5.1.4: Adoption of the Safe System Approach into the mainstream of highway engineering

5.16 The Combined Authority will support Cambridgeshire County Council and Peterborough City Council in:

- encouraging local highway authorities to review local road classification to ensure that speed limits match function, road design and layout to conform with Safe System principles;
- identifying road sections for priority treatments on the primary road network using the International Road Assessment Programme (iRAP) star rating and risk mapping tools, or similar; and
- review priority interventions for local/rural roads with due regard to the central role of speed and its management to a Safe System Approach.

Policy theme 5.2 Ensuring transport security

Overview

Personal safety and security

1.2 Crime and fear of crime on the transport system can have a major effect on people's willingness to travel and their ability to access jobs and key services. Personal security is important in enabling people to feel comfortable about walking, cycling, and using public transport, taxis and private hire vehicles. Effectively addressing crime and fear of crime around transport can therefore not only improve accessibility, promote public transport use and contribute to reducing congestion but can also benefit the local economy, especially the night-time economy and jobs requiring shift work, by helping people to make the journeys they want.

5.17 The Ministry of Housing, Communities & Local Government's (MHCLG) National Planning Policy Framework[40] emphasises that designing-out crime and designing-in community safety should be central to the planning, delivery and upkeep of new and existing developments and public spaces. In addition, section 17 of the Crime and Disorder Act 1998 (England & Wales)[41] requires all Local Authorities to exercise their functions with due regard to their likely effect on crime and disorder, and to do all they reasonably can to prevent them. The design and maintenance of public transport infrastructure (e.g. bus and light rail stops and shelters, stations and interchanges) is therefore an important factor in improving perceptions of the ease, security and comfort of travelling by public transport and consequently in delivering the congestion, pollution, accessibility, and safety benefits of increased public transport patronage.

Terrorism

5.18 The protection of people and infrastructure from terrorism is a priority for government and transport operators. There is a range of security requirements and guidance already in place to help transport operators deter acts of terrorism, including removing potential concealment opportunities at their stations[42]. Immediately outside the station boundary however, the public environment offers significant potential for further reinforcing and enhancing these security principles, to improve safety.

[40] Source: **National Planning Policy Framework** (Ministry of Housing, Communities & Local Government, 2018)

[41] Source: **Crime and Disorder Act 1998, Section 17** (UK legislation, accessed 2019)

[42] Source: **Guidance to local authorities: Mitigating security vulnerabilities outside railway, bus and coach stations** (Department for Transport, 2017)

Policy Summary

5.19 In short, the policies focused on transport security within the Combined Authority area aim to:

- address personal safety and security issues; and
- improve the security of public transport stations and hubs.

Policy 5.2.1: Addressing personal safety and security issues

5.20 The Combined Authority will work in partnership with the police, and Local Authorities to:

- address evening, night time, and early morning safety issues by illuminating urban routes in line with the street lighting standards detailed in the Streetlighting Development Specification;[43]
- make best use of location-specific data to target security enhancements, including Closed Circuit Television (CCTV) cameras, at crime 'hotspots';
- manage vegetation of planted areas appropriately to avoid high growing shrubs and bushes close to walkways, as these are often perceived as a hiding location;
- promote walking and cycling routes that are visible to passing traffic, houses and/or shops, rather than routes in isolated areas; and
- report on and monitor key crime statistics at an area-wide level.

Policy 5.2.2 Improving the security of public transport stops, stations and hubs

5.21 The Combined Authority, working with Local Highway and Planning Authorities will:

- work with public transport operators, police, community safety partnerships, and passenger and user groups to tackle crime and anti-social behaviour at bus and rail stops/stations, and to reduce the perception and fear of crime, particularly for vulnerable groups;
- encourage operators/owners to provide suitable staff oversight of facilities and campaigns promoting awareness of security among passengers;
- liaise with operators of the railway stations in the Combined Authority area, the British Transport Police (local police force in the case of bus and coach stations), and passenger and user groups regarding the location of street furniture and other assets (e.g. litter bins, bicycle racks, CCTV coverage, hostile vehicle mitigation measures), and share good practice security thinking;
- apply appropriate on- and off-street parking controls in the vicinity of stations; and
- continue to work with developers, and other bodies, for example Network Rail, to ensure that:
  - safe and usable transport provision is made available in new developments and in the design and construction of new public transport stations/hubs; and
  - master-planning approaches have transport safety and security as key objectives.

[43] Source: **Streetlighting Development Specification** (Cambridgeshire County Council, 2016) and **Street Lighting Specification** (Peterborough City Council, 2017)

6 Deliver affordable and accessible transport networks

Promote social inclusion through the provision of a sustainable transport network that is affordable and accessible for all

Overview

6.1 We see access to the transport network as a fundamental right, which should be enjoyed by all of our residents who choose to do so. Currently, access to the transport network across Cambridgeshire and Peterborough is highly variable; the network has good provision for certain geographies and certain types of trips, but very poor provision for others. We want to make the transport network function effectively for all users. Doing so should help to foster better social inclusion, by providing access to jobs and amenities for residents across the social and geographical extent of the Combined Authority.

6.2 We see 'sustainable' transport as being a critical tool for helping to achieve these aims. 'Active' transport modes such as walking and cycling are cheap and efficient, and have the additional 'side-effects' of improving public health and air quality. For those who cannot use 'active' modes - for instance, those with limited mobility – we must improve the public transport network, providing wider-ranging and higher-frequency services. This is particularly the case in rural locations, which are seeing poor and worsening public transport services. We also want to encourage people to pair 'active' and public transport modes, using walking or cycling for 'first and last-mile' connectivity and public transport to cover the body of their trips. Overall, this will help to reduce 'car dependency', and ensure that all individuals always have the option of using an affordable, high-quality, sustainable travel option when they want to make a journey.

6.3 Critically, we also want to ensure that everyone is safe when they use the transport network, and never feel barred from doing so due to concerns about their safety, or other personal circumstances such as income, age, disability, car availability or any other factors. To achieve these aims the Combined Authority will:

- encourage the roll-out of wider 'active' transport infrastructure;
- promote the use of 'active' modes wherever possible;
- invest in improved public transport, particularly in areas which currently have poor network coverage;
- understand safety issues that may be of concern to specific groups or routes; and
- design a system that is flexible enough to accommodate a range of user requirements.

6.4 Following these aims will ensure that Cambridgeshire and Peterborough's transport network is one which works for all residents, providing them with the connectivity they require, and looking after them more effectively when they choose to use it.

Policy theme 6.1: Transport accessibility for all

Overview

Accessibility and inclusivity

6.5 Our mobility and transport connectivity enables us to see family and friends, get to a hospital appointment, enrol on a course at a local college, as well as seek and access employment opportunities. Accessibility to the transport network and onwards to key services and opportunities can make the difference between feeling socially isolated and feeling socially included. But transport can also be a barrier, particularly for vulnerable people including young people, some elderly people, people with learning disabilities and people with limited mobility. Challenges can include difficulty physically accessing services, struggling to plan journeys due to a lack of accessible and coordinated travel information, language and communication barriers, or residing in areas poorly served by public transport.

6.6 Despite Cambridgeshire and Peterborough being a relatively prosperous area, significant variations in health, educational attainment, and employment opportunities exist – for example, unemployment rates in Fenland and Peterborough are twice those of South Cambridgeshire[44]. One specific issue that is receiving increased attention locally is access to health provision. There are health inequalities throughout the region with better overall health outcomes observed in the south of the Combined Authority area and worse in the north, although individuals with disability and ill heath live across the area. In general, areas to the north of Fenland, north and south-west of Huntingdonshire and the north of South Cambridgeshire have relatively poor access to hospital by public transport/walking. In more rural areas, improving accessibility could increase take-up of health services. Increased access to treatment among older or vulnerable people would also have a positive impact on quality of life.

Accessibility for people with limited mobility

6.7 Quality of life for older and vulnerable people is, however, about being able to lead a full, active and independent life, not just about being able to access essential appointments. Creating transport networks that enable individuals' social connections and facilitate connections within and between communities helps to tackle wider aspects of health and wellbeing, including reducing loneliness – a factor that research now shows is as damaging to our physical health as smoking[45].

6.8 In July 2018, the Department for Transport published *The Inclusive Transport Strategy: Achieving Equal Access for Disabled People*[46]. Its vision is "for disabled people to have the same access to transport as everyone else [and to be able to] travel confidently, easily and without extra cost". One of the key ways in which it is proposed that this be achieved is not just through improved accessibility (i.e. retrofitting existing infrastructure to meet the needs of disabled people) but through inclusivity (i.e. with services designed in dialogue with disabled people and other groups so that the needs of transport users are identified upfront).

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[44] Source: Cambridgeshire and Peterborough Local Transport Plan: Evidence Base (Steer, 2018)

[45] Source: **A Connected Society. A Strategy for Tackling Loneliness – Laying the Foundations for Change** (Department for Digital, Culture, Media and Sport, 2018)

[46] Source: **The Inclusive Transport Strategy: Achieving Equal Access for Disabled People** (Department for Transport, 2018)

6.9 The Combined Authority recognises the large-scale benefits of creating an inclusive transport system: one that enables people to access key services and opportunities, to see friends and family, or simply 'leave the house for its own sake'.

Community and rural transport

6.10 Some parts of Cambridgeshire and Peterborough that are without conventional "fixed route" or accessible public transport have community transport schemes that operate on a more flexible, demand responsive basis and are sometimes operated by dedicated volunteers. These types of service offer an important transport option for many people, particularly in rural areas where people can live a large distance from key services and amenities. In rural areas, more innovative approaches to public transport provision are utilised in order to meet the needs of vulnerable and rural communities and enhance equality of opportunity for both essential and non-essential journeys. The community transport offer includes:

- **Dial-a-ride**: schemes under the 'umbrella' of Dial-a-Ride that provide transport for groups and individuals who otherwise have difficulty accessing public transport, typically on a door-to-door basis.
- **Non-emergency patient transport services (NEPTS)**: takes patients who are frail or need specialist assistance to and from appointments at hospitals, treatment centres and other similar facilities.
- **Rural Hoppa services**: a voluntary, not for profit, organisation whose objectives are to provide transport for the elderly and disabled, within the rural area of Ramsey and its surrounding villages.
- **Shopmobility schemes**: lends manual wheelchairs and powered scooters to members of the public with limited mobility to shop or visit leisure and commercial facilities within the town, city or shopping centre.
- **Taxicard schemes**: contributes towards the cost of taxi journeys for people who have difficulties getting or using public transport.
- **Hiring community transport vehicles**: provides options for local community-based groups or families who have a wheelchair-bound member in their party.
- **Voluntary/community car schemes**: offers organised lifts to those needing to make essential journeys where no suitable public transport services exist.

School and young person's transport

6.11 In all areas of the Combined Authority, but particularly in rural areas, ensuring young people have access to transport that will enable them to access and sustain places in education, employment and training can be a crucial factor in helping them make a successful transition to adult and working life. The sustained decline in car use among young adults in the UK[47], often attributed to changes in socio-economic conditions and increases in the cost of motoring, especially insurance, mean that other modes must present a reliable alternative.

[47] Source: **Young People's Travel – What's Changed and Why?** (The Centre for Transport & Society, UWE Bristol & Transport Studies Unit, University of Oxford, 2018)

6.12 Vulnerable children and young people, such as those with a Statement of Special Educational Needs or an Education, Health and Care Plan (EHCP), may receive free transport to their school or college in the Combined Authority area, as outlined in Cambridgeshire's *Home to School/College Travel Assistance Policy*[48] and Peterborough's *School Transport Policies*[49]. Cambridgeshire and Peterborough also support children in social care with their transport needs where assistance from carers or use of public transport is not viable. These services are provided through voluntary drivers, the use of in-house vehicles or by commissioning external providers[50].

Information and infrastructure

6.13 Timely and accessible information both before and during a journey, which is tailored to the needs of vulnerable people, plays an important role in giving people the confidence to travel. Respondents to *The Inclusive Transport Strategy's* consultation focussed on the need for more accessible journey planning information as well as real-time information on the availability of assistance and services (such as toilet facilities) as being fundamental to reducing levels of anxiety and increasing confidence to travel.

6.14 Transport infrastructure must also meet the needs of vulnerable users. For example, train and bus stations should include appropriate toilet and changing facilities, straightforward signage, audio and visual messaging and space to navigate. Sufficient, appropriate information and space are also important for increasing passengers' confidence and comfort when onboard public transport.

6.15 Travelling to and from points in the transport network often happens via streets and roads, which make up around three quarters of all public space. Their appearance, and the way in which they function, has a significant impact on people's lives. Well-maintained pavements, appropriately placed dropped kerbs, regular places to sit/rest, good lighting and navigable and legible routes in our public realm are important in making these spaces accessible to everyone.

The future of inclusive transport

6.16 The Future of Mobility grand challenge[51], one of the four major trends established in the Industrial Strategy, recognises that we are beginning to experience profound change in how we move people, goods and services. This is driven by extraordinary innovation in engineering, technology and business models. Technological developments such as more open data, and innovations such as connected and autonomous vehicles (CAVs), and Mobility as a Service (MaaS) business models, have the potential to benefit many people. But it will require industry to adopt an inclusive approach to product and service design, which will need to involve active engagement with all community groups, including more vulnerable groups, to mitigate the risk of accidently 'designing out' sections of society who might benefit most. For example, will autonomous taxis be accessible to those with limited mobility or would an elderly resident feel comfortable waiting and boarding an autonomous vehicle that would then be shared by several other passengers.

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[48] Source: **Home to School/College Travel Assistance Policy** (Cambridgeshire County Council, 2016)

[49] Source: **Peterborough School Transport** (Peterborough City Council, 2016 and 2018)

[50] Source: **Booking Transport for Looked After Children** (Cambridgeshire County Council, 2018)

[51] Source: **The Grand Challenges** (Department for Business, Energy and Industrial Strategy, 2018)

Policy Summary

6.17 In short, the policies to support accessible transport throughout the Combined Authority area aim to:

- support and promote demand-responsive community transport services;
- facilitate access to education and wider mobility for vulnerable children;
- improve the accessibility of transport infrastructure;
- promote the provision of accessible transport information; and
- optimise the use of new technologies in improving the accessibility, social inclusion and quality of life of all residents.

Policy 6.1.1: Supporting and promoting demand-responsive community transport services

6.18 The Combined Authority will:

- recognise and promote the role of technology in facilitating the operation of, and access to, demand-responsive community transport services;
- work with stakeholders to map fixed transport networks, and current demand-responsive and community transport services, to identify gaps and potential efficiencies;
- recognise and support community transport as a key partner in helping to fill the gaps in public transport provision throughout the region, offering flexibility and choice;
- develop new and innovative schemes in partnership with the District Councils, community transport operators and other stakeholders, including third sector organisations, through an appropriate forum;
- work with community transport operators to develop Business Plans and Grant Funding Agreements, including looking to hold agreements between each operator and respective funding partners;
- publicise Community Transport at a regional level using the Peterborough City Council, Cambridgeshire County Council and District Council websites, parish newsletters and Community Transport Guides, plus promotional events, and launches of new initiatives;
- continue the publicity drive to recruit volunteer drivers;
- continue to support and promote the minibus brokerage scheme; and
- encourage the expansion of voluntary car schemes.

Policy 6.1.2: Facilitating access to education and wider mobility for vulnerable children

6.19 The Combined Authority supports the work of Cambridgeshire County Council and Peterborough City Council. The County and City Councils:

- provide suitable transportation for children with special educational needs and children in social care, who are assessed as ‘entitled’; and
- ensure the vehicle fleet used is suitable to provide transport for vulnerable children, including its composition (age, type emission standards etc.), standards of roadworthiness and maintenance reports.

Policy 6.1.3: Improving the accessibility of transport infrastructure

6.20 The Combined Authority will:

- work with owners/operators and local government to promote accessibility improvements to physical transport infrastructure in and around public transport hubs, such as railway and bus stations, and on-board public transport vehicles;
- work with Peterborough City Council, Cambridgeshire County Council and NHS partners to investigate how local journeys to and from hospitals and health care facilities for people with limited mobility and elderly people could be improved through actively considering the location of bus stops and routes;
- continue to provide and maintain suitable levels of parking, in line with minimum standard requirements, for Blue Badge holders in appropriate and accessible locations;
- support proposals to improve the public realm in cities and market towns to ensure they are navigable and accessible by everyone;
- work with Local Planning Authorities to ensure that Combined Authority policies on transport are considered, and included in travel plans, when planning applications are approved;
- ensure that new commercial and residential developments implement measures identified in travel plans to ensure access to key services and facilities is available via accessible modes;
- ensure that all accessibility improvement measures consider the needs of those with disability and mobility difficulties and are compliant with the Equalities Act and Disability Discrimination Act; and
- promote engagement with vulnerable users over the design of future transport infrastructure, vehicles and mobility services in the region to ensure that individuals are not inadvertently excluded from accessing these facilities.

Policy 6.1.4: Promoting the provision of accessible transport information

6.21 The Combined Authority will:

- support the provision of transport information in suitable formats for vulnerable users, for example bus and rail timetable information following good design principles for people with limited vision, or in different languages for people with limited English language skills, and travel training for the most vulnerable users;
- support the installation of electronic audio and visual information points to provide live details of bus and train timetables and departures, and origins and destinations;
- promote the provision of information about accessible travel options through promotional events, use of the Combined Authority, Peterborough City Council, Cambridgeshire County Council and District Council websites, advertisements in parish magazines/newsletters and published community transport guides, launch events when new initiatives are agreed, and smarter choices programmes;
- investigate opportunities to utilise electronic media such as mobile phone texting services and Real Time Passenger Information technology;
- promote and support work undertaken by Smart Cambridge to ensure transparent and open access to data regarding transport infrastructure and services; and
- support the deployment of fibre ducting and other digital connectivity infrastructure alongside transport infrastructure, where feasible, to facilitate the provision of accessible transport information.

Policy 6.1.5: Optimise the use of new technologies in improving accessibility

6.22 The Combined Authority will work with local partners to roll out a programme aligned to Smart Cambridge and Smart City designation for Peterborough across Cambridgeshire and Peterborough, to ensure new technologies do not a) accidentally 'design out' certain groups from being able to access the transport network; and b) improve the accessibility, social inclusion and quality of life for all residents, through inclusive design, planning and delivery.

Policy theme 6.2: Transport pricing and affordability

Overview

6.23 High bus and rail fares and the cost of owning and running a car, can act as a barrier for people to get to work or access employment or training opportunities, access essential services, or visit friends and family. Being able to afford to travel is key to ensuring social mobility and inclusion, ensuring that our residents benefit from a high quality-of-life and are fully included in society. Transport 'poverty' – where residents struggle to afford to travel to work or to essential services – is a real challenge within some of our communities.

6.24 While Cambridgeshire and Peterborough is broadly a prosperous area, there remain barriers to mobility. Many of our rural areas are largely reliant on travel by private car, with rural travel distances resulting in high fuel costs, which for those on lower incomes can result in a large proportion of income being spent on travel costs. 39% of residents in the Combined Authority live in rural areas, of which 90% own at least one car. Many residents perceive that they have little choice other than to own a car if they are to go about their daily lives[52].

6.25 Across the UK, 9% of households struggle with high motoring costs whilst on low incomes, with 7% of households nationally experiencing 'forced' car ownership, where they cannot sustainably afford to run a car but see owning a car as their only viable means of transport. Amongst this group nationally, more than half are in arrears for unpaid utility bills, and more than 45% cannot afford to adequately heat their home[53]. Such households are forced to cut expenditure in other areas, and or reduce their travel to the bare minimum, increasing social exclusion.

6.26 Bus and rail fares can also present a barrier to travel, especially for those on lower incomes and those out-of-work. Bus and rail fares have risen by 51% and 40% respectively over the ten years to 2018[54], significantly greater than inflation, and the cost of one-off single tickets in particular are viewed as representing poor value-for-money. Whilst those who work full-time, or travel five or more days a week, benefit from a range of discounted season tickets, including for both bus and rail, there are limited options for those who work part-time, or travel infrequently. This places additional costs on those not in full-time employment, who are disproportionately likely to be women or those on lower incomes[55], limiting their ability to seek work and exacerbating social exclusion.

6.27 The Combined Authority will work towards ensuring affordable access to transport for all, in order to improve social mobility and reduce transport 'poverty'. Prioritising investment in public transport, together with new ticketing arrangements to make travelling by bus and rail more affordable, will help to create a genuine alternative to the car for our residents, and make travelling across the Combined Authority cheaper and easier.

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[52] Source: **2011 Census data** (Office for National Statistics, 2011)

[53] Source: **Vulnerability to fuel price increases in the UK: A household level analysis** (Mattioli, G., Wadud, Z. and Lucas, K. 2018)

[54]Source: **Costs, fares and revenue** (Department for Transport, 2018)

[55] Source**: Annual rail fares increase announcement** (Campaign for Better Transport, 2016)

Policy Summary

6.28 The Combined Authority will work with its partners to make travelling more affordable for its residents. It aims to create a more inclusive transport system, which enables people to access key services and employment opportunities, and visit friends and family.

6.29 We will, therefore, work with our Local Highway Authority partners, and bus and rail operators, to:

- improve our public transport to provide an affordable alternative to the car; and
- improve the affordability of travelling by bus and rail.

Policy 6.2.1: Improve our public transport to provide an affordable alternative to the car

6.30 High-quality, frequent and reliable public transport can act as a viable alternative to the private car, providing a more affordable mode of transport that allows residents to travel to work, for leisure or to see friends and family. Good public transport can therefore act to increase social mobility and reduce transport poverty, by allowing users to make the journeys they need and want to affordably.

6.31 However, elements of our public transport system do not provide a sufficiently high-quality service for residents to view it as a genuine alternative to driving. Reductions in financial support for bus operators has resulted in a reduction in the coverage of the bus network, particularly early in the morning, in the evenings and at weekends, so that it does not fully connect where people live to the destinations they wish to travel to. Shift workers, and those who do not work '9 to 5' hours, are particularly disadvantaged if they can no longer travel to work by bus at the times they require, forcing them instead to travel by car. Bus services can also suffer from poor reliability – in part due to traffic congestion – which extends journey times and undermines their attractiveness to passengers.

6.32 Our proposals to improve public transport are outlined in detail policy theme 15 (Improving public transport in our towns and cities) and policy theme 14 (Rural transport services). In summary, the Combined Authority will work in partnership with Local Highway Authorities, the Greater Cambridge Partnership, and bus and rail operators to ensure that public transport acts as an alternative to the private car through:

- working with bus and rail operators, Network Rail and the Department for Transport to ensure that services best serve patterns of demand, connecting to the places that users wish to travel, while minimising the need for interchange;
- working with bus operators to maximise the opportunity to enhance service frequencies, particularly at evenings and weekends, to ensure that bus services can offer a viable alternative to car ownership, all day, every day;
- working with Cambridgeshire County Council and Peterborough City Council to develop a robust, evidence-based methodology for allocating existing subsidy for bus services, which ensures that available funds are best spent to enhance the overall attractiveness of the network;
- supporting investment in bus priority measures – and, in time, other demand management measures to reduce the effects of traffic congestion – to help reduce journey times, improve journey reliability, and hence improve the attractiveness of bus travel; and
- supporting the delivery of new, segregated public transport corridors linking Cambourne, Waterbeach and Granta Park to Cambridge, as currently being developed by the Greater Cambridge Partnership and local partners; and
- developing proposals for a mass transit network, Cambridgeshire Autonomous Metro (CAM), to provide seamless connectivity between our key business clusters, transforming business and labour market connectivity.

Policy 6.2.2: Increase the affordability of travelling by bus and rail

6.33 Many residents can find the cost of bus and rail tickets a barrier to travel, making it difficult for people to make essential journeys and worsening social exclusion. Particularly for those on low incomes, or out-of-work, the cost of public transport can be a barrier to accessing employment or training opportunities, and contribute to 'forced' car dependency where people feel they have no choice but to drive to work, yet cannot sustainably afford to do so.

6.34 Several discounts and tickets are already available to help our residents travel affordably across the Combined Authority. Elderly people aged over 65 qualify for concessionary bus travel, funded by central Government, which provides free local bus travel anywhere in England after 09:30 in the morning. Discounted Stagecoach *Termrider* tickets are available for students in full-time education under the age of 18. Those claiming Jobseekers Allowance or Universal Credit for 3 to 12 months can also travel for half price on Stagecoach bus services through a Jobcentre Plus Travel Discount Card. Multiple season tickets, for discounted weekly, monthly or annual travel, are available for both bus and rail services, and railcards are available for certain groups which provide one third off the cost of rail tickets.

6.35 However, many discounted tickets (such as weekly, monthly or annual seasons) can only be purchased as a 'one off' purchase, requiring a significant financial outlay, rather than spread out over time. Many tickets are especially poor value-for-money for part-time workers, who often travel regularly but not five days-a-week, for which both a season ticket and purchasing singles or returns represent poor value-for-money. Young people not in full-time education, such as those undertaking apprentices, are also at a disadvantage, being required to fund the full cost of their travel but not earning the National Living Wage. New technology, particularly in the form of a wider rollout of smartcards, presents significant opportunities to simplify ticketing and create better-value options for multimodal journeys and 'part-time' seasons.

6.36 We will continue to work with bus and rail operators to ensure travelling by public transport is affordable for all, including opposing above-inflation fare increases and maintaining the range of existing season tickets and discounts. Our detailed proposals for ensuring travelling by public transport is more affordable for our residents are outlined in policy theme 13 (Delivering a seamless public transport system) and include:

- making travel more affordable for regular travellers by offering a greater range of tickets to suit different groups, including:
  - carnets or 'part-time' season tickets, specifically designed for those who travel frequently but not five-days-a-week;
  - cheaper tickets for young people, particularly those not in full-time employment;
- offer attractive multi-operator tickets to make journeys cheaper and easier for passengers where they are required to use multiple operators to make their journeys; and
- support the continuation and expansion of 'PlusBus' tickets to make travelling by rail and bus easier, together with new methods for better integrating bus and rail ticketing using new technology.

Policy theme 6.3: Access to education and key services

Overview

6.37 Transport provides a vital connection between where people live and essential services and opportunities that allow them to "thrive, achieve their potential and improve their quality of life[56]". This includes access to education, health and social care and employment. Transport services and associated infrastructure can facilitate inclusive access to these services, both for residents and employees of the sector. Where they do not, social exclusion and related impacts such as unemployment, low levels of educational attainment, poor physical and mental health and crime may occur. There are a range of key groups that may be particularly susceptible to exclusion including the unemployed, those in financial hardship, the young, the elderly, those in poor health (either physical or mental), those suffering dependency issues, those experiencing discrimination, those with low educational attainment, those experiencing family breakdown, those in poor housing, victims of crime or those undergoing rehabilitation[57].

Local Impacts

6.38 Despite Cambridgeshire and Peterborough being a predominantly prosperous area, significant variations in health, educational attainment, and employment opportunities do exist. Access to health and social care provision is also a key issue with health inequalities throughout the region and better overall health outcomes observed in the south of the Combined Authority area. In more rural areas, improving accessibility, both physically and virtually, could increase take-up of health services. Increased access to specialist treatment among older or vulnerable people would also have a positive impact on quality of life.

Local Priorities

6.39 The Combined Authority recognises the large-scale benefits to society of creating an inclusive transport system: one that enables people to access key services and opportunities.

Policy Summary

6.40 The policies to improve access to education, health, social care and other key services aim to make Cambridgeshire and Peterborough Combined Authority an inclusive community for all. The policies are:

- access to education;
- access to non-emergency healthcare and other key services and amenities; and
- digital inclusion.

Policy 6.3.1: Access to education

6.41 The Combined Authority will encourage and support Peterborough City Council and Cambridgeshire County Council to:

- lead a review of post and pre-16 education transport to ensure the system supports those in need, and clearly sets out criteria for support, including initiating discussions with central government to improve the concessionary fares system;

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[56] Source: **Cambridgeshire Local Transport Plan 2011-2031** (Cambridgeshire County Council, 2014)

[57] Source: **The Promotion of Social Inclusion**, (Charity Commission, 2001)

- implement interventions to support post-16 education transport including financial support for those in need;
- implement interventions to support pre-16 education transport including free school transport for those in need;
- implement interventions to support those with special educational needs;
- support travel planning activities to support healthy, greener travel choices for pupils, students and parents (and employees) accessing education sites;
- support small scale infrastructure interventions to improve access to education sites safely;
- support travel training for those who require support to travel independently; and
- support Bikeability cycle training to Level 3 to Year 6 students.

Policy 6.3.2: Access to non-emergency health and social care, and other key services and amenities

6.42 The Combined Authority and its Local Highway and Planning Authority partners will:

- ensure new developments, from the start, include provision of transport infrastructure and services for efficient access to key services for residents and employees e.g. to GP surgeries, pharmacies, social care facilities and outpatient departments;
- review accessibility levels to key health and social care services to establish where interventions are required to ensure inclusive access including coverage, hours of operation, integration and affordability of public transport services; and
- continue to support sustained travel planning measures which have the potential to enhance levels of inclusion such as car share and cycle buddy networks.

Policy 6.3.3: Digital inclusion

6.43 To support digital inclusion – helping people become capable of using and benefiting from the internet – The Combined Authority and its Local Highway and Planning Authority partners will:

- support investment in digital connectivity infrastructure, information provision and training to help more people to access key services online; and
- use technological solutions to remove traditional barriers to accessing key services.

Policy theme 6.4: The future of mobility

Overview

6.44 The way we travel, as well as the movement of goods and services, around our towns, cities and countryside is changing, driven by extraordinary innovation in engineering, digital and communication technology, and new business models. Significant investments are being made in the electrification and automation of road vehicles; in the modernisation of rail services to deliver higher capacity, speed and connectivity; and in the development of autonomous aerial and marine transport. New market entrants and new business models, such as online and smart-phone enabled ride-hailing services and ride sharing (e.g. Uber Pool), are challenging our assumptions about how we travel.

6.45 Cambridgeshire and Peterborough are at the forefront of this transport innovation and have significant levels of engagement and involvement with parties involved in the implementation of new transport technology. Peterborough has an internationally recognised Smart City Programme and was awarded Smart City status in 2015. Recently, Peterborough City Council has been working in collaboration with the Royal National Institute for the Blind to develop a Smartphone enabled wayfinding system in Peterborough city centre. In addition, the Smart Cambridge initiative has supported autonomous vehicle trialling with Aurrigo, funded research and development, and collaborated with the University of Cambridge to develop an innovative historic and real-time transport database for analysis and digital platform that applications can draw from.

6.46 Key to the success of the Combined Authority's approach to these new transport technologies is that they support long-term transport aspirations. Cambridgeshire and Peterborough aim to achieve this through a variety of means including investigating the use of autonomous shuttles to support first/mile last mile connectivity to transport hubs and harnessing Mobility as a Service to drive modal shift.

6.47 The Combined Authority's open and ambitious approach to new transport technology is in line with Central Government which, in its *Industrial Strategy*, has identified the Future of Mobility as a "Grand Challenge" that requires collaboration across industries and sectors to ensure that its benefits are optimised.[58] As a Mayoral area, the Combined Authority is eligible to bid for the Future Mobility Zones Fund[59], which has a total pot of £90m to spend on projects that trial new mobility services, modes and models.

Smart Cambridge

6.48 Within the Combined Authority area, the most comprehensive, integrated and sustained approach to responding to the future mobility challenges and opportunities is the Smart Cambridge initiative[60]. Smart Cambridge is supported by the Greater Cambridge Partnership with involvement from local councils, technology businesses, university researchers, and other partner organisations. It is a rapidly evolving programme investigating and harnessing emerging technologies to improve the economic strength and social and environmental sustainability of the area to find smart ways to tackle challenges, such as transport and air quality.

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[58] Source: **Industrial Strategy - Building a Britain fit for the future** (HM Government, 2018)

[59] Source: **Future Mobility Zones Fund** (Department for Transport, 2019)

[60] See: **Smart Cambridge website**

6.49 Smart Cambridge, through their work are exploring how data, innovative technology and better connectivity can be used to transform the way people live, work and travel in the Greater Cambridge area and beyond actions around each key trend. This work will inform the Combined Authority's policy with regard to Future Mobility. The areas of investigation, research and engagement within each broad theme are outlined below.

Autonomous

- Work with educational establishments, research institutes and the private sector to facilitate trialling exercises in appropriate areas and explore opportunities to provide a national test-bed for trials, aligned with efforts from other authorities around the country.
- Promotion of autonomous technology which encourages an increase in the use of shared transport options such as bus and BRT.
- Investigation of the impact of autonomous car technology on the cities transport network and parking.

Connected

- Development of a transport data platform commercialised for use by app and website developers.
- Engagement with app and website developers to publicise commercialised data platform and encourage new entrants.

Shared

- Engagement with providers of shared mobility services to enable their operations and encourage operation in the public interest through supporting implementation of required infrastructure. Current providers include Mobike; and Ofo.
- Support and promotion of new and existing shared mobility concepts and providers to encourage operation within the area.

On demand

- Encouragement and trialling of emerging, on demand technologies from new entrants to test their feasibility and positive and negative impacts before initiating full operations.
- Support and promotion of new and existing on demand mobility concepts and providers to operate within our area.

Integration

- Acknowledging that integrated ticketing across locations and modes is a step towards *Mobility as a Service*[61], Smart Cambridge is working with Local Highway and Planning Authority partners to convene technology providers and transport operators.
- Encouraging the sharing of data and systems between technology providers and transport operators to enable an integrated ticketing system to be implemented.
- Making the case to local partners to provide seed funding for integrated ticketing infrastructure.
- Seeking guidance from Central Government about the implementation of a Code of Conduct to govern the interaction between technology providers and transport operators.

[61] *Mobility as a Service* is the term for a group of business models that provide transport services to an individual, household or business through a paid subscription using a single gateway, such as a smart-phone application to multiple public transport and shared mobility providers, reducing the need for private car ownership and usage.

Electric

- Working with the City Council and the MLEI programme (Mobilising Local Energy Investment) to look at the deployment of electric vehicle chargers
- Investigating the interplay between electric vehicles and the grid and how they can support smart grids.

6.50 Though this initiative is led from Cambridge is will be rolled out across the Combined Authority and will complement other future mobility work which taking place in Peterborough and Cambridgeshire including Peterborough's designation as a Smart City.

The role of Central Government

6.51 While organisations within the Combined Authority area are at the vanguard of developing and testing new transport technologies, there are areas in which government guidance is required to ensure that the implementation of new technology is undertaken on a consistent basis. Central government support required includes:

- development of strategy and policy and which will govern the prioritisation and implementation of future mobility;
- articulation of countrywide standards of consistency and interoperability;
- guidance on how the operation of autonomous vehicles will be regulated;
- provision of seed funding for infrastructure costs; and
- engagement with transport operators to encourage the sharing of data which supports integration and innovation within the market.

Policy Summary

6.52 In short, the policies to guide the Combined Authority's approach to new transport technologies are:

- promote and support work undertaken by Smart Cambridge, and its role-out across the Combined Authority area;
- provide the infrastructure which will enable the uptake and optimisation of new transport technologies; and
- guiding the development of a regulatory framework under which new transport technology providers operate.

Policy 6.4.1: Promote and support research, innovation and engagement work undertaken by Smart Cambridge

6.53 The Combined Authority will support the work of Smart Cambridge:

- facilitating trials of new transport technologies;
- promote the integration of data sources and availability of open data in the transport sector;
- engaging with providers of new transport technology other enabling technology; and
- identify an approach to a common application of the Smart Cambridge programme to the Combined Authority area.

Policy 6.4.2: Provide the infrastructure which will enable the uptake and optimisation of new transport and digital connectivity technologies

6.54 The Combined Authority will support Local Highway and Planning Authority partners to:

- provide the necessary parking and charging infrastructure to support electric vehicle use on a wide scale;
- monitor use of electric car charging infrastructure to ensure that any imbalance in supply and demand can be quickly corrected;
- use technology and innovation to better measure and monitor traffic movements to inform transport planning and prioritise location, scale and type of intervention or policy measures to address congestion;
- access Central Government grants, for example, from the Department for Transport or Innovate UK[62], to advance the development of new transport technologies in the region; and
- include provision of fibre ducting (for enhanced digital connectivity) as part of all scheme designs and, where possible, include deployment of ducting as part of scheme delivery.

Policy 6.4.3: Guiding the development of a regulatory framework under which new transport technology providers operate

6.55 The Combined Authority will support Local Highway and Planning Authority partners to:

- engage with Central Government to advocate for a consistent set of regulations across the country under which new transport technology providers will operate; and
- ensure new national and local regulatory frameworks:
  - enable the testing and roll-out of new transport technology;
  - encourage new transport technology providers to operate in the area;
  - ensure transport technology providers operate in the public interest and the operations do not erode civil liberties and employment rights; and
  - promote the distribution of the benefits of new transport technology beyond the communities which are already well served by the transport network, improving the connectivity of rural or less well-connected urban communities.

[62] See: **Innovate UK**

7 Promote healthy and active lifestyles

Provide 'healthy streets' and high-quality public realm that puts people first and promotes active lifestyles

Overview

7.1 There is a risk, when aiming to improve a transport network, that 'connectivity' is prioritised over preserving the quality of places which lie along the network. Doing so risks turning streets into conduits down which cars and lorries are channelled and dividing otherwise unified areas with obstructive infrastructure such as railway lines or motorway bridges. This Local Transport Plan will improve connectivity across Cambridgeshire and Peterborough, but it will not do so by sacrificing the quality of the 'public realm'. We want our streets to be spaces that people can enjoy as places in their own right, not simply a mechanism for getting from A to B. Sustainable, 'active' transport modes will both encourage, and be encouraged by, improvements in the public realm. Both walking and cycling are conducive to the types of streetscape we envisage for Cambridgeshire and Peterborough; one characterised by green space and clean air, one which provides opportunity for people to relax without uncomfortable road noise and/or undue concern about road traffic safety.

7.2 Cambridgeshire and Peterborough are already renowned for their high standards when it comes to providing infrastructure and promoting walking and cycling. This success has come through consistent investment, appropriate infrastructure, promotion, and favourable 'baseline' conditions – unsurprisingly cycling is much more popular in flat areas. We will continue to build upon this success and use it to continue improving the public realm. Our thinking will be guided by consideration of 'place' and 'movement' function, helping us to understand and categorise the relative importance of streets in terms of their 'public realm' and 'connectivity'. Overall, we will:

- ensure that appropriate infrastructure (such as segregated walking and cycling space and 'filtered permeability') is put in place, to make walking and cycling accessible, enjoyable, and safer;
- drive mode shift through education, information provision, and motivational interviews; and
- aim to understand the 'place' and 'movement' function which each location along the transport network fulfils, ensuring that we can deliver both connectivity and protect the public realm.

7.3 Achieving these objectives will guarantee that the developments proposed for the transport network outlined in this Local Transport Plan do not come at the cost of the public realm, but in fact enhance it, making it a more enjoyable and healthier space for residents to spend time. Doing so will have a fundamental impact upon the quality of life which residents across the Combined Authority enjoy.

Policy theme 7.1: Public rights of way and waterways

Overview

7.4 Rights of Way, including footpaths, bridleways and byways, are a key part of the transport system and the green infrastructure of our communities in Cambridgeshire and Peterborough. These routes are complemented by towpaths (often 'permissive paths') and the waterways they run alongside.

7.5 This infrastructure, both in rural areas and urban environments provide opportunity for walking, cycling, equestrian and boat trips, which support healthy and active lifestyles as well as providing important links for those making trips on foot or by bike for utility purposes. Waterways, including non-navigable watercourses, and Public Rights of way can also provide opportunities for leisure activities and supporting the local visitor and tourist economy.

Local Impacts

7.6 'Green' and 'Blue' Infrastructure is the network of natural and man-made features such as open spaces, woodlands, meadows, footpaths, rivers and canals, and historic parks which help to define and to link the communities, villages, towns and cities of Cambridgeshire with each other and to the surrounding landscape[63]. It is vital to quality of life for both existing and future residents of Cambridgeshire and Peterborough. It is nationally acknowledged as an important element of well-designed and inclusive places. All Rights of way and waterways (and their towpaths) form part of this green and blue infrastructure.

7.7 Cambridgeshire County Council and Peterborough City Council are responsible for managing and maintaining the Rights of Way network in their Local Highway Authority area. As Local Highway Authorities, they are responsible for the production of Rights of Way Improvement Plans outlining their approach to managing, maintaining and developing the network, under the Countryside and Rights of Way Act (2000), renewed on at least a 10-year basis. Cambridgeshire County Council and Peterborough City Council aim to improve and promote the Public Rights of way network as an integral part of a wider transport system, which meets the needs of the whole community for safe, sustainable local transport. This in turn supports improvements to public health, enhances biodiversity, increases recreational opportunities, and can contribute to both urban regeneration and strengthening the rural economy.

7.8 The Inland Waterways Association cares for, promotes restoration of, and safeguards the use of the navigable waterways in Cambridgeshire and Peterborough[64].

[63] Source: **Cambridgeshire Green Infrastructure Strategy** (Cambridgeshire County Council, 2017)

[64] Source: **Inland Waterways Map** (Inland Waterways Association, 2013)

Local Priorities

7.9 The Cambridgeshire Rights of Way Improvement Plan[65] considers surface improvements, making more Rights of way information available online, securing Rights of way improvements as part of major transport schemes (e.g. the A14 scheme), working to remove barriers, maintain paths, undertake verge clearance, and clearing debris. The plan places more focus on working with other stakeholders such as Cambridgeshire and Peterborough Health and Wellbeing Boards on encouraging healthy lifestyles and with the Local Access Forum and town and parish councils in delivering improvements to countryside access. The plan also seeks to support the encouragement of sustainable transport modes and help to mitigate the effects of climate change.

7.10 In Peterborough, the Rights of Way Improvement Plan[66] was developed in consultation with key stakeholders and aims to reduce the number of unnecessary physical barriers to the network, improve means of way marking to help users and landowners, promote the countryside around Peterborough to residents and visitors, develop functional and well-maintained routes into the countryside and to nearby settlements for local use and help people wishing to improve or maintain their health by maintaining a range of circular off-road routes.

7.11 Enhancing waterways and their towpaths is also key to developing the role of 'Blue' and 'Green' Infrastructure as a major economic and tourism resource, particularly in areas where deprivation and/or limited economic diversity is an issue. Improving the waterways can also help water supply, flood defences, provision of water for abstraction as well as pollution removal and dilution – these ecosystem services have an associated value in economic terms. Care must be taken to ensure that improvements do not compromise flood and water management.

Policy Summary

7.12 The policies to support Public Rights of Way and waterways in Cambridgeshire and Peterborough aim to maintain and enhance the network of routes available in a consistent manner across Cambridgeshire and Peterborough.

- align policies for Public Rights of Way across Cambridgeshire and Peterborough;
- improve access to the green spaces for all;
- develop a network which is safe and encourages healthy activities;
- ensure new development is integrated into the Public Rights of Way network without damaging the countryside;
- ensure high quality, definitive information, maps and records are available on the network;
- ensure the network is complete to meet the needs of todays' users and land managers; and
- support better land and waterway management.

[65] Source: **Cambridgeshire Rights of Way Improvement Plan Updated** (Cambridgeshire County Council, 2016)

[66] Source: **Peterborough Rights of Way Improvement Plan Updated** (Peterborough City Council, 2016)

Policy 7.1.1: Align policies for Public Rights of Way across Cambridgeshire and Peterborough

7.13 The Combined Authority supports the adoption of aligned policy between Cambridgeshire County Council and Peterborough City Council which are responsible for Public Rights of Way. The Combined Authority will work with the two Local Highway Authorities to develop a joint Rights of Way Improvement Plan as a document to be adopted under the Local Transport Plan.

Policy 7.1.2: Improve access to the green spaces for all

7.14 Green space access provision should be physically accessible to the widest possible range of people. Management and improvement of the existing Rights of Way network should aim to increase that accessibility, while new access provision should generally be planned to avoid imposing restrictions. Where an existing path may not be fully accessible to those with limited mobility due to limits imposed by external constraints, such route limitations should be effectively communicated to users.

Policy 7.1.3: Develop a network which is safe and encourages healthy activities

7.15 Countryside access provision should be safe for users and encourage healthy activities. Where significant potential conflict with motor traffic or railways can be demonstrated, then measures to reduce risk will be considered, and where Rights of Way are suspended due to the closure of such infrastructure, alternatives should be provided.

7.16 Where Rights of Way are subsumed within urban development, then planners will be encouraged to ensure that path design is open and unthreatening and suitable for regular exercise. Safety-critical path infrastructure will be regularly inspected.

Policy 7.1.4: Ensure new development is integrated into the Public Rights of Way network without damaging the countryside

7.17 New development should not damage Rights of Way provision, either directly or indirectly. New settlements should be integrated into the Rights of Way network, and improved provision made for the increased population. Where appropriate, development should contribute to the provision of new links and/or improvement of the existing Rights of Way network.

Policy 7.1.5: Ensure high quality, definitive information, maps and records are available on the network

7.18 Information on the Rights of Way network, towpaths, and waterway needs to be accurate, comprehensive and up-to-date and should be available to all users of the network(s). It should be able to be informed by the local community, using digital technology such as Open StreetMap. Proposals for legal changes to the network should be resolved subject to availability of resources.

Policy 7.1.6: Ensure the network is complete to meet the needs of today's users and land managers

7.19 Rights of Way provision should build on the platform of the historical network to meet the needs of today's users and land managers.

Policy 7.1.7: Support better land and waterway management

7.20 Management and improvement of access to green spaces, waterways, and rights of way should consider the needs of land management, flood prevention, conservation, heritage and concern about rural crime. We will also aim to improve our waterways, to ensure they are attractive and support regular use for healthy, leisure activities on adjacent paths. Partnership working will look to facilitate these wider improvements as part of programme planning.

Policy theme 7.2: Promote and raise awareness of sustainable transport options

Overview

7.21 Provision of sustainable transport infrastructure and services, in the form of high-quality walking, cycling, public transport and new mobility options only go so far to support sustainable travel patterns. Programmes and initiatives are also necessary to provide information to potential users and raise awareness of new and existing sustainable transport options, challenge entrenched unsustainable behaviours, and empower people to make a change where knowledge or skills are key barriers.

7.22 These programmes and initiatives, or 'Smarter Choices', encourage people to reduce their travel where possible and to use more sustainable modes of travel, thereby helping to ease congestion and the harmful impacts this has on the environment. Smarter Choices can also help to improve people's health by encouraging greater levels of physical activity by using active travel modes. Encouraging active and other lower emission modes such as public transport can also improve health by supporting improved air quality. In addition, Smarter Choices initiatives assist in tackling climate change through encouraging use of low carbon transport options, help people to save money by using less costly means of travel, and enhance social inclusion.

7.23 National policy relating to sustainable transport was set out in the 2011 White Paper "Creating Growth, Cutting Carbon"[67] and focusses on the economic, health, carbon reduction and accessibility benefits of sustainable transport. It also highlights the 'nudge' concept, exemplified by packages of travel planning initiatives (plans which outline how sustainable travel options will be promoted or provided to certain residential locations or destinations such as workplaces), and emphasises the need for decentralisation and local decision making in relation to sustainable travel to ensure that transport best meets local needs.

Local Impacts

7.24 Peterborough City Council and Cambridgeshire County Council and partners have delivered awareness raising and behavioural interventions relating to transport over a number of years. Peterborough was one of the original Sustainable Travel Demonstration towns, and through its 'Travelchoice' programme achieved a nine percent reduction in car journeys. It has continued to deliver a range of initiatives on an annual basis and has a dedicated website promoting its activities (**www.travelchoice.org.uk**). Cambridgeshire County Council also delivered a range of projects via the Local Sustainable Transport Fund. Travel for Cambridgeshire (www.travelcambs.org.uk) has worked with businesses, education establishments and residential developments to deliver a range of behaviour change activities, much of which are focussed on influencing commuting journeys and supporting travel planning in organisations.

[67] Source: **Creating Growth, Cutting Carbon – Making Sustainable Local Transport Happen** (Department for Transport, 2011)

Local Priorities

7.25 A good travel planning initiative, or 'Travel Plan', provides an organisation or development with a clear strategy for minimising single occupancy travel to a site, and aims to maximise use of sustainable modes. A Travel Plan should be tailored to the needs of the site it is developed for. To ensure this, site assessments, surveys and consultation are used to inform what will be included in the plan as well as ongoing and continuous implementation of initiatives and measures as well as constant monitoring.

7.26 Travel for Cambridgeshire provides support in the form of advice, initiatives (such as discounts on rail season tickets, cycle shop discounts) and an awards programme for Cambridgeshire and Peterborough. Peterborough has also developed a travel plan toolkit for businesses and schools that highlights the range of initiatives that organisations can undertake, ranging from cycle training to infrastructure improvements.

7.27 A survey of Workplace Travel Plans across the country has shown them to be effective, supporting an average 15 percent reduction a year in the proportion of commuter journeys being made as a car driver.[68]

7.28 A range of digital tools are available in Cambridgeshire and Peterborough to support individuals to make sustainable travel choices. These tools include walkit.com, which provides information on walking routes and the associated benefits, Camshare which supports those looking to ride share and Motion Map journey planner.

Policy Summary

7.29 The policies to support raising awareness of sustainable transport options aim to:

- unlock national funding where available to supporting walking and cycling on behalf of Local Highway Authorities;
- support travel plan development and implementation of travel plan measures within workplaces to ensure healthy, safe, low carbon travel options for commuters are actively encouraged and supported;
- encourage the development, adoption and enforcement of local guidance for travel planning for new planning applications which emphasises the role of developers in committing to travel planning and sustainable travel initiatives;
- promote existing and new walking and cycling routes to commuters and residents
- promote cycle training for adults; and
- improve availability, type and quality of information on sustainable modes ensuring health and air quality benefits are emphasised.

[68] Source: **Making Travel Plans Work – Lessons from UK Case Studies** (Department for Transport, 2002)

Policy 7.2.1: Support travel plan development and implementation of travel plan measures within workplaces to ensure healthy, safe, low carbon travel options for commuters are actively encouraged and supported

7.30 The Combined Authority will work with its Local Highway and Planning Authority partners to:

- provide a regional travel plan support offer, which provides assistance to organisations developing and implementing travel plans;
- provide guidance on using data to customise workplace transport offers, for example through platforms that enable journey planning, provide mode or journey-specific discounts, or incentivise sustainable travel through challenges/competitions;
- support car sharing for commuting journeys through the promotion of CamShare type schemes at local employment sites;
- support development of a Bike Loan and Bike Higher schemes; and
- prioritise work with health service partners and other key generators of travel demand on travel planning initiatives.

Policy 7.2.2: Ensure the adoption and enforcement of local travel plan guidance, for new planning applications

7.31 The Combined Authority will work with its Local Highway and Planning Authority partners to:

- update and promote evidence-based Travel Plan guidance developed by the Travel for Cambridgeshire and Travel Choice, for travel plan development; and
- negotiate with developers to ensure provision of the very latest and best sustainable and environmentally friendly infrastructure as part of new developments and ensure this infrastructure is prioritised at an early stage in the development and supports the Non-Statutory Spatial Framework.

Policy 7.2.3: Promote existing and new walking and cycling routes to commuters and residents

7.32 The Combined Authority working with its Local Highway and Planning Authority partners will:

- promote WalkIt.com and expand coverage to key market towns to promote walking routes;
- promote Cycle Streets journey planner to promote cycle routes; and
- promote Travel for Cambridgeshire's support available in terms of walking and cycling promotion to organisations and residential developments.

Policy 7.2.4: Continue to promote cycle training in schools and for adults

7.33 The Combined Authority working with its Local Highway and Planning Authority partners will:

- continue to promote and support the programmes such as Bikeability, BikeIt and Modeshift Stars programme within schools for young people;[69]
- promote cycle training to support urban cycling for adults; and
- promote cycling via marketing campaigns showing cycling as a realistic mode of travel for all sections of the community – not just for enthusiasts, as well as a marketing campaign tackling the perceptions and barriers.

[69] See: **Bikeability website**

Policy 7.2.5: Improve availability, type and quality of information on sustainable modes ensuring health and air quality benefits are emphasised

7.34 The Combined Authority working with its Local Highway and Planning Authority partners will:

- encourage sustainable travel by residents of Peterborough and Cambridgeshire through media, such as social media, the Travelchoice Website, radio, local magazines, display boards in public areas and staffed stalls at local fairs;
- provide opportunities for driver training;
- promote and support the expansion of car clubs (including electric car club vehicles);
- promote targeted Personal Travel Planning to commuters and residents as part of planning applications; and
- explore technological improvements to provide an integrated journey planning solution that covers all modes including car clubs, ride sharing and other innovative transport options as they become available.

Policy theme 7.3: Supporting and promoting health and wellbeing

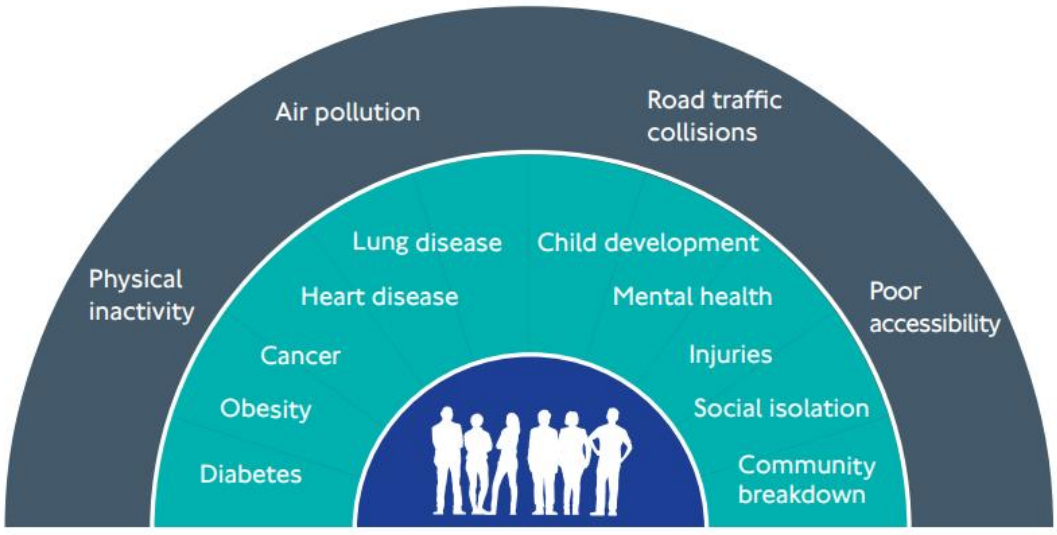
Overview

7.35 Transport plays a vital role in supporting health and wellbeing. It enables people to access jobs, education, shops, recreation, health and social services as well as travel to see friends and family. All of these are essential for a healthy, fulfilling life. The biggest role of transport in health is a positive one; it is the main way that people stay active. This is vital as everyone needs to be physically active every day to prevent a wide range of illnesses including heart disease, stroke, depression, type 2 diabetes and some cancers. Key areas where transport interventions can support health and wellbeing improvements are:

- through physical activity, in particular the provision of high-quality infrastructure and behaviour change interventions to encourage increased levels of walking and cycling;
- through improvements to local air quality as a consequence of increased walking and cycling, and use of other lower and zero emission modes;
- through providing well designed transport infrastructure such as junctions and segregated cycle ways that reduce conflicts between different road users, improve road safety and reduce the number and severity of injuries; and
- through consideration of how key services and opportunities (including health, education and leisure opportunities) can be made accessible to all, supporting equality and reducing social isolation.

7.36 These topics are discussed in the following sections and summarised in Figure 7.1, below.

Figure 7.1: Linkages between health, wellbeing and transport



Source: Creating healthy thriving communities: priorities for the Cambridgeshire and Peterborough Local Transport Plan

Physical inactivity - Infrastructure, education, training and promotion

7.37 Physical inactivity is the fourth leading risk factor for death worldwide and contributes to an increased risk of diabetes, cardiovascular disease and cancer. World Health Organisation (WHO) figures show that physical inactivity accounts for an estimated 9% of premature mortality[70].

7.38 Low levels of physical activity are of concern in the UK. It has been highlighted that 12.5 million people in England failed to achieve 30 minutes of moderate intensity physical activity per week within a 28-day period during 2013 and one in four of the adult population is classed as physically inactive, falling into the Chief Medical Officer's (CMO) 'high risk' health category[71].

7.39 Evidence shows that the most significant health benefits are gained from those who are inactive starting to do even small amounts of physical activity. Increasing levels of walking and cycling are ways to achieve this small change[72].

7.40 The National Institute for Clinical Excellence (NICE) provides Public Health guidance aimed at preventing disease and improving the health of the population. The Walking and Cycling Briefing[73] summarises NICE's recommendations for Local Highway Authorities and partner organisations on walking and cycling. Actions relate to infrastructure provision, addressing safety issues, ensuring other linked policies support walking and cycling, provision of practical support and information and using local data, communication and evaluation to develop programmes.

7.41 The guidance emphasises the importance of the needs of particular populations such as those with physical disabilities, frail older people and parents or carers with small children, as well as the importance of encouraging walking and cycling to school.

7.42 In addition to the NICE guidance, the DfT released the Cycling and Walking Investment Strategy[74] which sets out the Government's ambitions to make walking and cycling the natural choices for shorter journeys, or as part of longer journeys. By 2025 there is an objective to increase walking activity to 300 stages per person per year and increasing the percentage of children aged 5 to 10 that usually walk to school from the 2014 level of 49% to 55%. For cycling there is an aim to double cycling by 2025, where cycling activity is measured as the estimated total number of cycle stages made each year, from 800 million journeys in 2013 to 1.6 billion journeys in 2025.

[70] Source: **Global Health Risks – Mortality and burden disease attributable to selected major risks** (World Health Organisation, 2009)

[71] Source: **Turning the tide of inactivity** (UKActive, 2014)

[72] Source: **Active Transport Key Findings** (Cambridgeshire Transport and Health JSNA, 2015)

[73] Source: **Physical Activity: Walking and Cycling –** PH41 (NICE, 2012)

[74] Source: **Cycling and Walking Investment Strategy** (DfT, 2017)

7.43 Public Health England (PHE) has developed a national framework for the Workplace Wellbeing Charter, a locally delivered award system to encourage employers to create a health enhancing workplace. Ways in which employers can promote staff physical activity include supporting walking and cycling activities such as National Bike Week and National Walking Month[75].

7.44 In addition to the NICE guidance, the DfT released the Cycling and Walking Investment Strategy[76] which sets out the Government's ambitions to make walking and cycling the natural choices for shorter journeys, or as part of longer journeys. By 2025 there is an objective to increase walking activity to 300 stages per person per year and increasing the percentage of children aged 5 to 10 that usually walk to school from the 2014 level of 49% to 55%. For cycling there is an aim to double cycling by 2025, where cycling activity is measured as the estimated total number of cycle stages made each year, from 800 million journeys in 2013 to 1.6 billion journeys in 2025.

7.45 The DfT has funded the Bikeability programme across England, predominantly aimed at Year 6 primary school age children, to deliver a national standard in cycle training. Over 2 million children have been trained since the scheme began in 2007[77].

7.46 A range of behaviour change interventions were delivered through the Local Sustainable Transport Fund between 2011 and 2015, and subsequent investment programmes. Many of these have focussed on supporting increase in walking and cycling including over 14,900 participants in cycle rides and walking events in Peterborough[78].

Air Pollution

7.47 As detailed in policy theme 8.1 (Improving air quality), transport accounts for a higher overall share of gases and particulate matter emissions deemed harmful to human health than any other sector of the economy. This must change if the harmful effects of air pollution on our health is to be mitigated. Specific transport-focused initiatives which address air pollution include providing funding to accelerate the uptake of low emission buses (including retrofitting), supporting low emission zones, promoting uptake of low and ultra-low emission private vehicles, supporting industry to reduce emissions from Heavy Commercial Vehicles (HCVs), and the Automated and Electric Vehicles Act[79], which will facilitate improvements in electric charge-point availability and standards across the country. Switching short local car trips to walking and cycling will further support emissions reduction.

[75] Source: **Workplace Wellbeing Charter** (Health@Work, 2018)

[76] Source: **Cycling and Walking Investment Strategy** (Department for Transport, 2017)

[77] Source: *ibid.*

[78] Source: *ibid.*

[79] Source: **The Automated and Electric Vehicles Act 2018** (UK legislation, 2018)

Road Traffic Collisions

7.48 As detailed in policy theme 5.1 (Safety for all – a safe systems approach), the Combined Authority has a vision to prevent all road deaths across Cambridgeshire and Peterborough and to significantly reduce the severity of injuries and subsequent costs and social impacts from road traffic collisions. To achieve this vision, the Cambridgeshire and Peterborough Road Safety Partnership have adopted a Safe System Approach to road safety management, based on the principle that our life and health should not be compromised by our need to travel.

Accessibility

7.49 Accessibility can have an impact on health and wellbeing in two key ways:

- Access to health care and leisure facilities/amenities allows treatment of conditions by health professionals and participation in physical activities of all type, which can pre-emptively combat the impacts of sedentary lifestyles.
- Access to wider opportunities such as employment and social activities have a health and wellbeing impact, particularly in terms of supporting good mental health.

7.50 These are addressed in greater detail in policy theme 6.1 (Transport accessibility for all) and policy theme 6.3 (Access to education and key services).

7.51 There is strong evidence of clearly identifiable concentrations of poor health and well-being in nearly every part of the Combined Authority area. Key areas of concern relate to obesity and physical activity. Almost two-thirds of Cambridgeshire and Peterborough adults carry excess weight, with higher levels in East Cambridgeshire and Fenland than found nationally. Levels of activity in Peterborough are worse than the national rate[80].

Local Priorities

7.52 Healthy, thriving and prosperous communities are one of the Combined Authority's five ambitions. Health and wellbeing are explicit within the ambitions and links directly to transport through promotion of active travel, implementation of walking and cycling strategies and ensuring high quality public realm in our towns and cities. Target outcomes for 2030 include residents that are healthy, active and connected and live in good health for longer. Where needed they access health care, social care and other public services which support their independence and choice. The role that improved air quality can play in supporting improved public health outcomes is also highlighted.

7.53 Within Cambridgeshire there is a local priority to promote active travel, health and wellbeing through walking and cycling strategies and making use of the high-quality public realm within Cambridgeshire's cities and towns. Target deliverables for 2021/22 include improved public health outcomes delivered through clean air, cycle routes, long distance footpaths and green infrastructure.

7.54 In 2004, Peterborough was chosen by the Department for Transport to be one of three sustainable travel demonstration towns. Named locally as Travelchoice, it has been delivering a range of sustainable travel programmes for fifteen years. Peterborough's previous Local Transport Plan highlights health related problems due to inactivity and the role that improving

[80] Source: **Cambridgeshire and Peterborough Independent Economic Review** (Cambridgeshire & Peterborough Independent Economic Commission, CPIEC, 2018)

walking and cycling opportunities can play in addressing this. It has a vision of increasing walking and cycling trips throughout the Local highway Authority area.[81]

7.55 Local Cycling and Walking Implementation Plans are currently in development for Peterborough and Cambridgeshire. These will provide evidence for prioritised investment in walking and cycling infrastructure.

Policy Summary

7.56 The policies to promote healthy lifestyles in the region aim to increase the amount of physical activity undertaken, reduce air pollution, improve the public and urban realm, and increase access to healthcare, leisure, employment and social activities. The policies are:

- reducing physical inactivity through active travel infrastructure, education, training and promotion
- reducing air pollution through supporting zero and low emissions transport options and developing green infrastructure
- improving street scene / public realm to improve safety;
- increasing ability to access to wider opportunities - employment, social activities; and
- increasing ability to access health care and leisure facilities / amenities.

Policy 7.3.1: Reducing physical inactivity through active travel infrastructure, education, training and promotion

7.57 The Combined Authority, Local Highways Authorities and Directorates of Public Health will:

- ensure our walking and cycling infrastructure interventions are evidence based, through the Local Cycling and Walking Implementation Plan process;
- ensure our network of paths for walking and cycling are comprehensive, connecting residential areas to key sites of employment, education, leisure and open space and are safe and attractive for all users;
- ensure walking and cycling are given the highest priority when developing streets and roads;
- promote public transport and ensure 'first mile' and 'last mile' connectivity to the public transport network supports walking and cycling;
- involve local communities and key experts in developing interventions to ensure potential for physical activity is maximised and outcomes are evaluated; and
- promote and encourage healthy and active lifestyles amongst all demographics of the Combined Authority's population.

Policy 7.3.2: Reducing air pollution through supporting zero and low emissions transport options and developing green infrastructure

7.58 The Combined Authority, Local Highways Authorities and Directorates of Public Health will support zero and low emission transport, particularly those focussed on zero emission vehicles, developing active travel infrastructure and encouraging use of sustainable travel options.

[81] Source: **Long Term Transport Strategy (2011-2026) and Local Transport Plan (2016-2021)** (Peterborough City Council, 2016)

Policy 7.3.3: Improving street scene / public realm to improve safety

7.59 The Combined Authority, Local Highways Authorities and Directorates of Public Health will support a safe systems approach, transport security and enhancing our built and historic environment.

Policy 7.3.4: Increasing ability to access health and social care, and leisure facilities / amenities

7.60 The Combined Authority, Local Highways Authorities and Directorates of Public Health will support access to key health, social care and leisure services and amenities both physically and digitally.

Policy 7.3.5: Increasing ability to access to wider opportunities - employment, social activities

7.61 The Combined Authority, Local Highways Authorities and Directorates of Public Health will support the objective of creating a transport network that is safe, affordable and accessible for all.

8 Improve air quality

Ensure transport initiatives improve air quality across the region to exceed good practice standards

Overview

8.1 In general Cambridgeshire and Peterborough has a high standard of air quality across the region, a result of its largely rural setting. However, there remain 11 AQMAs (Air Quality Management Areas – areas where it is expected that air quality will not meet national air quality objectives), across the area. Poor air quality has a serious detrimental impact upon public health, and we therefore see the removal of these AQMAs as highly important. However, we want to go further, not simply meeting the national standard for air quality, but exceeding it.

8.2 Transport will have a critical role to play in achieving this aim. For example, road transport is the largest source of Nitrous Oxide, a highly harmful gas, in the UK. Nationally, 51% of Nitrous Oxide emissions are as a result of transport. There are a whole swathe of other damaging emissions, such as Particulate Matter and Sulphur Dioxide, produced by transport. The impact of transport upon air quality can be seen geographically within the Combined Authority area – one of the largest AQMAs in Cambridgeshire and Peterborough centres around the junction of the A14 and M11.

8.3 The majority of damaging emissions from transport come from road transport. To improve air quality we must therefore minimise the usage of roads, and make this usage more efficient where possible. Encouraging mode-shift from the private car to other, sustainable modes such as walking and cycling will be critical here, as will 'greening' through alternative fuel sources (excluding biofuels), and encouraging wider use of, public transport networks. Freight movements produce particularly high levels of emissions due to the size of vehicles and their usage of diesel engines. Where possible freight journeys must be made as efficient as possible, and we will encourage new options for green freight movement such as bicycle freight transport in urban areas, and 'platooning' of freight on motorways. Overall, we will;

- encourage mode-shift from the private car to more efficient and 'green' transport modes such as walking, cycling and public transport;
- 'green' public transport modes such as buses and trains by examining alternative fuels such as electricity and hydrogen;
- strengthen the electric grid to ensure that the roll-out of electric vehicles is not inhibited by electricity shortages;
- encourage more efficient freight movement across the Combined Authority area; and
- minimise the need to travel wherever possible.

8.4 These interventions will have a marked, positive impact upon air quality within the Combined Authority area, one which should be noted by residents. In the long run this should have a significant, positive impact upon public health, and make Cambridgeshire and Peterborough a healthier place to live.

Policy theme 8.1: Improving air quality

Air pollution

8.5 Poor air quality is the largest environmental risk to public health in the UK[82]. It is recognised as a contributing factor in the onset of heart disease and cancer, and is known to have more severe effects on vulnerable groups, including the elderly, children, and people already suffering from pre-existing health conditions such as respiratory and cardiovascular conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality tend also to be less affluent[83]. In turn, air pollution has social and economic costs. Individuals taking time off work due to air pollution-related health problems costs time and money through lost productivity[84].

8.6 Transport accounts for a higher overall share of gases and particulate matter emissions deemed harmful to human health than any other sector of the economy. This must change if the harmful effects of air pollution on our health is to be mitigated. Central Government has recently published a number of strategic documents that set out their approach to ensuring clean economic growth[85], cutting exposure to air pollutants[86] (and reducing greenhouse gas emissions), including from transport[8788]. Specific transport-focused initiatives include providing funding to accelerate the uptake of low emission buses (including retrofitting), supporting low emission zones, promoting uptake of low and ultra-low emission private vehicles, supporting industry to reduce emissions from Heavy Commercial Vehicles (HCVs), and the Automated and Electric Vehicles Act[89], which will facilitate improvements in electric charge-point availability and standards across the country.

8.7 Under Part IV of the Environment Act 1995, all Local Planning Authorities have a duty to review air quality in their area, including an assessment of whether air quality standards and objectives are being achieved or likely to be achieved, measured against the National Air Quality strategy. Any part of an authority's area in which standards or objectives will not be met by a prescribed date must be designated an Air Quality Management Area (AQMA). The authority is then required to develop a local Air Quality Action Plan (AQAP) which sets out measures to reduce pollution levels.

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[82] Source: **Clean Air Strategy** (Department for Environment, Food & Rural Affairs, 2019)

[83] Source: **Who benefits from environmental policy? An environmental justice analysis of air quality change in Britain, 2001–2011** (Mitchell, G., Norman, P. & Mullin, K., 2015)

[84] Source: **Valuing the impacts of air quality on productivity** (Department for Environment, Food & Rural Affairs, 2015)

[85] Source: **The Clean Growth Strategy** (Department for Business, Energy and Industrial Strategy, 2017)

[86] Source: **Clean Air Strategy** (Department for Environment, Food & Rural Affairs, 2019)

[87] Source: **UK Plan for Tackling Roadside Nitrogen Dioxide Concentrations** (Department for Transport, and Department for Environment, Food & Rural Affairs, 2017)

[88] Source: **The Road to Zero** (Department for Transport, 2018)

[89] Source: **The Automated and Electric Vehicles Act 2018** (HM's Government, 2018)

8.8 There are seven AQMAs in the Combined Authority area where the air quality problems are primarily due to emissions from vehicles on the road network, as shown in Table 8.1 below. The main pollutants of concern, associated with road traffic, are oxides of nitrogen (NOx) and particulate matter (PM) at locations close to busy, congested roads where people live, work or shop. AQAPs to address the air quality within the AQMAs have been developed by Cambridge City[90], Huntingdonshire, South Cambridgeshire District Councils and Cambridgeshire County Council[91].

Table 8.1: Traffic-related Air Quality Management Areas in the Combined Authority area[92]

AQMA Area	Year Declared	Pollutants	Main Source
Cambridge City Centre	2004	NO_2	Vehicles
Central Huntingdon	2005	NO_2	Vehicles
High Street and New Street, St. Neots, Huntingdonshire	2005	NO_2	Vehicles
Lynn Road, Wisbech	2006	NO_2	Vehicles
Areas adjacent to A14 in Brampton, Huntingdonshire	2006	NO_2	Vehicles
Areas along the A14 from Hemingford to Fenstanton	2006	NO_2	Vehicles
Areas adjacent to the A14 from Bar Hill to Milton	2008	NO_2, PM_{10}	Vehicles

Challenges and opportunities within the Combined Authority area

8.9 Whilst levels of air quality in a number of areas within the Combined Authority have been improving slowly, overall, there is a risk this trend will not continue and could deteriorate. The levels of economic and population growth forecast for the area will result in an increased demand for travel to, from and within the Combined Authority area. In addition, travel through the area, particularly road freight, contributes a disproportionate amount of polluting emissions in terms of vehicle numbers[93].

8.10 The Combined Authority has a responsibility to implement measures that ensure improvements to air quality can continue to be delivered alongside growth by creating conditions that will change travel behaviour and bring about the use of cleaner vehicles. Reductions in vehicle mileage by removing journeys altogether and moving remaining journeys to sustainable modes such as walking, cycling and public transport is important, but needs to be achieved alongside improvements to the transport infrastructure and vehicle fleet to enable sufficient uptake of lower emission transport modes.

8.11 The key areas identified for action within the AQAPs, and to be supported through the Local Transport Plan, include:

- reducing emissions from taxis, buses, coaches, and HCVs;
- maintaining low emissions through the planning process, and long-term planning; and
- improving public health.

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[90] Source: **Cambridge City Council Air Quality Action Plan 2018-2023** (Cambridge City Council, 2018)

[91] Source: **Joint Air Quality Action Plan for the Cambridgeshire Growth Areas** (Cambridgeshire County Council, 2015)

[92] Source: **Third Cambridgeshire Local Transport Plan (2011-2031)** (Cambridgeshire County Council, 2009)

[93] Source: *ibid.*

Policy Summary

8.12 The policies for improving air quality within the Combined Authority area are focused on harnessing improvements to vehicle technology and disincentivising travel by high polluting modes to reduce road traffic emissions. There are clear synergies with encouraging the use of sustainable and active modes, and these are covered in other policies.

Policy 8.1.1: Reducing vehicle emissions

8.13 In addition to policies specific to sustainable transport, for example policy theme 11 (Walking) and policy theme 12 (Cycling), the Combined Authority will work in partnership with the area's constituent local councils and, where appropriate, transport operators, to:

- investigate the potential for a Clean Air Zone in Cambridge city centre, including the feasibility of pricing mechanisms to encourage a reduction in usage of polluting private vehicles, coaches and heavy commercial vehicles;
- investigate the potential for a Green Travel Area in Cambridge city centre;
- develop licensing conditions that require taxis to be ultra-low or zero emission by a specific date;
- set minimum bus quality standards to be implemented through Enhanced Bus Partnerships (or similar) that specifically relate to air quality e.g. emission standards for vehicle fleets;
- support options for 'last mile' deliveries using electric car/taxi and/or bikes, and providing 'click and collect' hubs at Park & Ride sites;
- investigate the feasibility of providing unified freight consolidation centres; and
- incentivise cycle delivery for appropriate services.

8.14 The Combined Authority will also:

- support the area-wide delivery of residential, non-residential and taxi-only electric vehicle rapid charging infrastructure, including:
  - engaging with the appropriate Distribution Network Operator (DNO) on the capacity and resilience of the electricity network to support the desired level of rapid charging points; and
  - defining delivery timescales, standards and locations.

Policy 8.1.2: Keeping emissions low in the future

8.15 The Combined Authority will work in partnership with the constituent Local Highway and Planning Authorities to:

- maintain statutory duties under the Environment Act 1995, including:
  - monitoring air quality at key locations and developing and implementing effective Air Quality Action Plans to ensure agreed targets are met; and
  - developing specific elements of the Joint Air Quality Action Plan for Cambridge, South Cambridgeshire and Huntingdonshire Districts, and implement those elements shown to be most effective and lowest cost;
- develop policies, through the Local Plan process, that require Health Impact Assessments (HIA) to be undertaken at the pre-application stage for major developments;
- develop new air quality/planning policies in the area's Air Quality Action Plans;
- require that promoters of transport schemes demonstrate assessment of air quality impacts through appropriate and robust techniques;
- procure low emission vehicles for Local Highway and Planning Authority fleets; and
- update Travel Plans e.g. schools, workplace, residential/new development to raise awareness of air quality, public health and measures that promote these aims.

Policy 8.1.3: Improving public health

8.16 The Combined Authority will work in partnership with the constituent Local Highway and Planning Authorities to:

- continue to provide input to Joint Strategic Needs Assessments (and any other strategies that come forward);
- provide public information campaigns about the health impacts of air pollution; and
- support proposals being developed by the Greater Cambridge Partnership (GCP) to promote more sustainable modes of transport and reduce the impact of private modes of transport.

9 Protect and enhance the environment

Deliver a transport network that protects and enhances our natural, historic and built environments

Overview

9.1 The quality of the natural and built environment across Cambridge and Peterborough is exceptionally high, and internationally renowned. The area contains world-famous buildings such as Peterborough Cathedral, and was the birthplace of some of the most famous of historical figures such as Oliver Cromwell, and has more Grade 1 farmland than any other area of the country. However, the area also has one of the lowest proportions of land nationally under management for nature, and no National Parks. Protecting and enhancing our rich and varied cultural and environmental assets whilst allowing progress, growth and improvements to biodiversity, will be key to ensuring a high quality of life for Cambridgeshire and Peterborough residents in the coming decades.

9.2 However, without appropriate care, the implementation of new transport schemes could cause irreparable harm to these environments. These potential consequences vary widely in scope and severity; the dust from construction has the potential to pollute local waterways; the construction of new highways has the potential to damage otherwise world-famous views; encouraging unsustainable transport choices will lead to greater greenhouse gas emissions. In order to avoid this, the Combined Authority will:

- ensure that the appropriate steps are taken to mitigate the negative impacts construction can have on the surrounding environment;
- encourage the use of 'sustainable' infrastructure wherever possible;
- construct infrastructure of a high quality, minimising future upkeep requirements;
- design infrastructure which is adaptable and resilient to climate change, ensuring that it does not require expensive and environmentally damaging interventions to remain effective;
- maintain the cleanliness and quality of existing and future infrastructure; and
- engage with local developers to ensure that there is long-term, sustainable vision guiding their decision-making.

9.3 Economic growth and environmental protection and enhancement are sometimes considered to be in opposition, but this does not have to be the case. Well thought-out, integrated planning and development can and must ensure that natural and built environments are actually enhanced by the addition of new infrastructure and schemes. By providing accessibility to high-value cultural and environmental sites across the Combined Authority, better transport will make it easier for the public to access and enjoy them. Overall this will ensure that the Cambridgeshire and Peterborough area remains an attractive place to live, preserving its environmental and cultural history whilst allowing its development to continue, unhindered, into the future.

9.4 A Strategic Environmental Assessment (SEA) has been undertaken to assess the potential environmental impacts of the Plan. The SEA process and resulting Environmental Report establish the environmental baseline, identify key environmental issues and opportunities, and assess the Plan's policies and proposed schemes to identify any mitigation or enhancement measures. A monitoring framework is provided in the Environmental Report to assist with monitoring the effects of implementing the Plan. In addition, a Strategic Habitats Regulations Assessment has assessed each proposed policy within the Plan to determine whether they risk damaging protected environments or species. These reports are provided as annexes to this document.

Policy theme 9.1: Protecting our natural environment

Overview

9.5 Protecting the natural environment is important at all geographical levels: local, national and international. *A Green Future: Our 25-year plan to improve the environment*[94] is the UK's national plan that sets out government action to help the natural world regain and retain good health. It aims to deliver cleaner air and water in our cities and rural landscapes, protect threatened species and provide richer wildlife habitats.

9.6 The plan focusses on the following areas:

- clean air;
- clean and plentiful water;
- thriving habitats, plants and wildlife;
- reducing the risk of harm from environmental hazards such as flooding and drought;
- using resources from nature more sustainably and efficiently;
- enhancing the beauty, heritage and engagement with the natural environment;
- managing pressure on the environment by mitigating and adapting to climate change;
- minimising waste;
- minimising noise/vibrations;
- managing exposure to chemicals and protected soils; and
- enhancing biosecurity.

9.7 Transport influences many of these issues and affects the natural environment, and people's experience of it, in three key areas[95]:

- biodiversity, landscape, geodiversity, water and soils – through direct and indirect impacts from land take and traffic;
- climate change and energy – through greenhouse gas emissions and the environmental challenges posed by biofuels; and
- quality of life – through people's access to and experience of the natural environment, and through links between walking, cycling, health and well-being.

This policy theme considers the first and third of these, with the second covered with our policy on reducing carbon emissions from transport (see policy theme 10.1 (Reducing the carbon emissions from travel)).

Local Impacts

9.8 The natural environment in the Cambridgeshire and Peterborough Combined Authority area is home to wetlands, woodlands, semi-natural grassland, agricultural land, freshwater sources (such as the River Great Ouse, River, Nene, and River Cam), and areas of high biodiversity, including parks, and hedgerows and verges.

[94] Source: A Green Future: Our 25 Year Plan to Improve the Environment (DEFRA, 2018)

[95] Source: Natural England Guidance on Local Transport Plans and the Natural Environment (Natural England, 2009)

9.9 The natural ecosystems that make up the region are valuable assets. Although a relatively low proportion of land is under management for nature, there are nine National Nature Reserves in the area, such as Barnack Hills and Holes in Peterborough, which is one of Britain's most important wildlife sites and represents half of the surviving limestone in Cambridgeshire. There are also 12 Sites of Special Scientific Interest, which are conserved areas due to the presence of rare species or geological and physiological features, such as Adventurers' Land in Fenland and Barrington Chalk Pit in South Cambridgeshire. The region also contains the largest area of the highest quality (grade one) farmland in the country, making it highly important for the agricultural industry.

9.10 In Cambridgeshire and Peterborough, we have habitats containing almost 40% of the different species identified within the UK Biodiversity Action Plan. These species are those that have been identified as being the most threatened and requiring conservation action. Road building and other transport infrastructure and associated travel could result in loss or threat to of these habitats and species. However, new infrastructure can also contribute to increasing the amount of natural green corridors and connecting different natural assets.

9.11 These natural assets generate a wide range of amenity, including:

- provisioning amenity (e.g. crops, livestock feed, timber, water);
- regulating amenity (e.g. water quality, flood defence, carbon sequestration); and
- cultural amenity (e.g. recreational benefits, health and wellbeing benefits).

9.12 The value of the land can also be seen in its agricultural quality. Over 50% of the UK's Grade 1 agricultural land is found in the fens, along with significant quantities of grade 2 land in the south of the county.

9.13 In the Fens, water has an especially significant effect on the local economy and 78.5% of land is at a high probability of flooding. Much of the area is classified by the Environment Agency as being in Flood Zone 3, which is defined as being land having a 1 in 100 or greater annual probability of river flooding, or a 1 in 200 or greater annual probability of sea flooding. This presents challenges to local property and wider economic development. East Cambridgeshire and Peterborough are also at risk with 44.3% and 39%, respectively, of land at a high probability of flooding regularly.

9.14 At the same time, there is risk of drought in Cambridgeshire and Peterborough – it receives some of the lowest levels of rainfall in the UK, while a growing population is increasing the demand for water.[96]

[96] Source: **Cambridgeshire and Peterborough Independent Economic Review** (Cambridgeshire & Peterborough Independent Economic Commission, CPIEC, 2018)

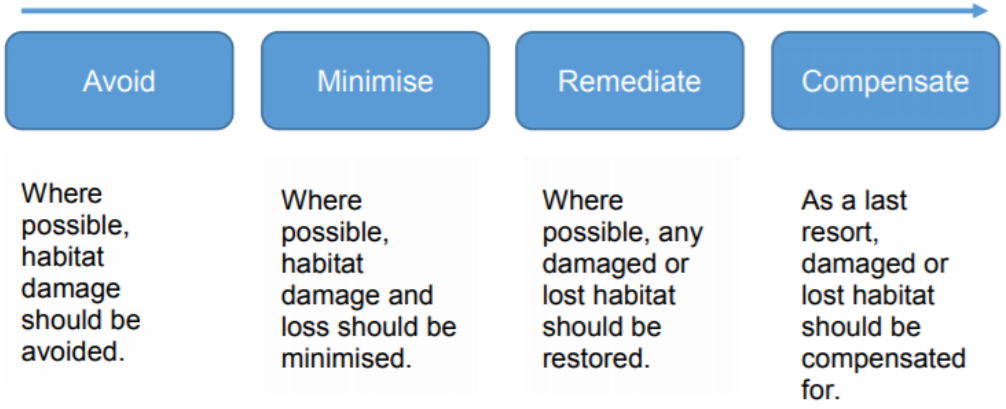
Local Priorities

9.15 Cambridgeshire County Council has a Green Infrastructure Strategy[97] and Peterborough City Council has a Biodiversity Strategy[98] and Environment Action Plan[99] which set out a range of objectives including to reverse the decline in biodiversity, mitigate and adapt to climate change, promote sustainable growth and economic development and support healthy living and wellbeing. We will work with local partners to ensure consistency of approach across Cambridgeshire and Peterborough with respect to 'green' infrastructure. Local authorities within the Combined Authority area such as Peterborough City Council also have a Green Infrastructure & Biodiversity Supplementary Planning Document (SPD)[100]. In Peterborough this is currently at draft stage and sets out a vision for how Peterborough's network of green infrastructure and associated biodiversity should be protected and enhanced during the next 20 years.

9.16 As well as considering interventions to tackle carbon emissions (see policy theme 10.1 (Reducing the carbon emissions from travel)) and air quality (see policy theme 8.1 (Improving air quality)) we will consider the wider impacts of our transport schemes on the environment, including biodiversity, landscape, geodiversity, water and soils through direct and indirect impacts of noise, land-take, visual intrusion, and emissions.

9.17 The construction of new transport infrastructure has the potential to damage the local natural environment. All transport initiatives in the Combined Authority area must be developed in line with the mitigation hierarchy (see Figure 9.1), which avoids, minimises, remediates and as a last resort compensates for adverse impacts on biodiversity. Negative operational impacts such as noise, vibration, dust and changes to drainage must be mitigated, and more sustainable options sought. The wider impacts of granting greater accessibility to 'sensitive' natural areas must be considered.

Figure 9.1: The mitigation hierarchy



Source: Net gain – Consultation proposals (DEFRA, December 2018)

[97] Source: Cambridgeshire Green Infrastructure Strategy (Cambridgeshire County Council, 2011)

[98] Source: Peterborough City Council Biodiversity Strategy (Peterborough City Council, 2018)

[99] Source: Environment Action Plan (Peterborough City Council, 2017)

[100] Source: Peterborough's Green Infrastructure & Biodiversity Supplementary Planning Document (Consultation Draft) (Peterborough City Council, 2018)

9.18 In addition, at the earliest stages of promoting housing and commercial development and planning and designing transport projects and interventions, we will embrace Central Government's principles of biodiversity net gain and, as principals are developed, environmental net gain.[101]

9.19 Flooding is also a key local environmental issue and reducing the likelihood of flooding and resilience and adaptivity to flooding is a priority. The amount of flat land in the region means that many areas are susceptible to flooding, an issue which new developments have the potential to exacerbate. Local Flood Risk Management Strategies and associated Supplementary Planning Documents exist for Cambridgeshire[102] and Peterborough.[103]

Policy Summary

9.20 The policies relating to the natural environment aim to protect and enhance the natural environment, allow mitigation and adaptation to climate change, improve access and integrate with public Rights of Way and support the delivery of green infrastructure such as green corridors (e.g. rivers and canals, road and rail corridors, cycling routes, pedestrian paths, rights of way, parks), amenity green space and natural and semi-natural urban green spaces[104]. This will deliver a range of benefits for the natural environment and local communities, including health and recreation, climate change adaptation, flood alleviation and water management, sustainable transport and biodiversity. Our policies are based on the framework set out by Natural England[105] which the Cambridgeshire and Peterborough Combined Authority support. Our policies are described in greater detail below:

Policy 9.1.1: Protection and enhancement of the natural environment

9.21 The Combined Authority will work with local partners to:

- build on the work developed by Local Nature Partnerships on the development of Environment and Green Infrastructure Plans, to develop a Cambridgeshire and Peterborough programme for its Local Highway Authorities;
- implement the correct and timely use of Strategic Environmental Assessments and Habitat Regulation Assessments;
- ensure that our programmes and solutions actively protect and enhance the natural environment including landscape, biodiversity, geodiversity, water and soils in all stages of planning and design work for transport projects and initiatives, transport services and operations, and highway and asset management and maintenance;
- implement integrated planning and travel demand management approaches, as well as increased use of sustainable transport modes instead of the private car;

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[101] Source: **A Green Future: Our 25 Year Plan to Improve the Environment** (DEFRA, 2018)

[102] Source: **Cambridgeshire's Local Flood Risk Management Strategy** (Cambridgeshire County Council, 2013)

[103] Source: **Peterborough Flood Risk Management Strategy** (Peterborough City Council, 2015)

[104] Source: **Natural England's Green Infrastructure Guidance** (Natural England, 2009)

[105] Source: **Natural England Guidance on Local Transport Plans and the Natural Environment** (Natural England, 2009)

- recommend that developers adhere to Local Planning Authority Green Infrastructure & Biodiversity Supplementary Development Plans (as well as full adherence to the policies of Local Plan and this Local Transport Plan);
- enforce developers' adherence to central government requirements for biodiversity net gain, and, in the longer-term, environmental net gain; and
- support delivery of flood risk management strategies and implementation of their associated Flood and Water Supplementary Development Plans.

Policy 9.1.2: Improving sustainable access to the natural environment

- We will provide sustainable access to the natural environment for local residents and visitors, in both urban and rural settings. More sustainable forms of access to the natural environment can deliver a range of benefits for people, communities, the environment and the economy, including improved air quality, reduced carbon emissions, and health and wellbeing benefits.
- We will seek input from key stakeholders such as the Local Nature Partnership and Local Access Forums, whose role it is to advise Local Highway and Planning Authorities on improving public access for open air recreation and enjoyment, in the development our schemes.

Policy 9.1.3: Delivering green infrastructure

- We will integrate the public Rights of Way network with the wider transport system, to provides a means of sustainable, active travel, particularly for short journeys, in both urban and rural areas. This will include training in the use of and promotion of open access data and associated mapping to assist in this integration.
- We will continue to develop our green infrastructure network of existing and new Rights of Way, quiet lanes, and greenways, and other green spaces and corridors. The connection of green spaces and green infrastructure will provide a cohesive non-motorised transport network, threading through our urban areas and their suburban fringes, linking homes to schools, places of employment, recreational areas and the countryside.

Policy theme 9.2: Enhancing our built environments and protecting our historic environments

Overview

9.22 Our built environment across Cambridgeshire and Peterborough is cherished. It includes the physical structures and buildings of our cities, towns and villages; open spaces; and the route networks and connections between them.[106] As such, transport and public realm not only can affect our existing built environment, it forms an integral part of it. The built environment influences health, wellbeing and happiness of those who live and work within that location. Planning, design, management and maintenance of transport and public realm are important, influencing how the built environment supports quality of life. Ensuring an integrated approach to development of the built environment can be challenging with central and local government, private companies and residents, and passenger and user groups all having influence.[107]

9.23 The National Planning Policy Framework contains social and environmental priorities to "foster a well-designed, safe built environment with accessible services and open spaces which reflect current and future needs and support communities' health, social and cultural wellbeing". [108] Furthermore, there is a need to contribute to the protection and enhancement of the built environment including making effective use of land, minimise pollution, adapt to climate change and support a move to a low carbon economy. The built environment should be sympathetic to local character and history but not prevent or discourage innovation or change.

Local Impacts

9.24 The built environment in Cambridgeshire and Peterborough is characterised by a range of historic heritage assets in contrast with newer development. Major historic buildings include the two ancient cathedrals in Ely and Peterborough, where significant religious sites have existed since the 7th century. The University of Cambridge was founded in 1209, being granted a royal charter by King Henry III in 1231, making it the UK's second-oldest university.[109] More recently, developments such as the revitalisation of Cathedral Square in Peterborough have made considerable improvements to the public realm of our built environment.

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[106] Source: **New Housing Developments and the Built Environment** (JNSA, 2015/16)

[107] Source: **Select Committee on National Policy for the Built Environment Building better places** (House of Lords, 2016)

[108] Source: **National Planning Policy Framework** (Ministry of Housing, Communities and Local Government, 2018)

[109] Source: **Cambridgeshire and Peterborough Independent Economic Review** (Cambridgeshire & Peterborough Independent Economic Commission, CPIEC, 2018)

9.25 The Mayor's plan for housing growth across the Combined Authority area, including creation of Mayoral Development Corporations or similar rural vehicles[110], supports the findings of the Cambridgeshire and Peterborough Independent Economic Review (CPIER) that to optimise economic growth the local area will need to accommodate 6,000 to 8,000 homes a year over the next 20 years[111]. Associated demands on employment, education, health, retail, other amenities, utilities and civic and supporting transport infrastructure need to be considered, while ensuring that local heritage and quality and sense of place is retained. The impact of emerging new technologies also needs to be considered and planned for to ensure the future impacts of this are considered.

Local Priorities

9.26 The report New Housing Developments and the Built Environment[112] highlighted that within Cambridgeshire a range of local considerations directly related to the built environment including lack of consistency in relation to local policies to:

- improve health including green infrastructure provision;
- secure Community Infrastructure Levy and Section 106 funding from developers to support active travel infrastructure; and
- healthy ageing.

9.27 Existing strategic pedestrian routes will be improved, based on "Link and Place" principles[113]. Within these principles the roles of places, such as communal space, will be considered with the spectrum of their purpose: from pure conduit for efficient travel such as a minor pedestrianised link road, through to a destination it its own right such as a mixed-use public square. This approach will be used to develop high quality public spaces, that best meet required needs.

[110] Source: **Cambridgeshire & Peterborough Devolution Deal** (Cambridgeshire & Peterborough Combined Authority, 2017)

[111] Source: **Cambridgeshire and Peterborough Independent Economic Review** (Cambridgeshire & Peterborough Independent Economic Commission, CPIEC, 2018)

[112] Source: **New Housing Developments and the Built Environment** (JNSA, 2015/16)

[113] Source: **'Link' and 'Place': A New Approach to Street Planning and Design** (Jones, P. and Boujenko, N., 2007)

Policy Summary

9.28 The policies to support the built environment in the area aim to ensure that it is enhanced across the Combined Authority area.

Policy 9.2.1: Support to enhance our built environment and protect our historic environment

9.29 The Combined Authority will encourage Local Highway and Planning Authorities to:

- develop consistent local policy to ensure urban realm is developed to foster a well-designed, safe, accessible urban realm which reflects current and future needs and support communities' health, social and cultural wellbeing;
- secure funding, such as the Community Infrastructure Levy and Section 106, to ensure investment in high quality improvements to the built environment which deliver attractive, desirable and sustainable spaces;
- consider how transport changes can best contribute to the protection and enhancement of the built and historic environments including minimising pollution, adapting to climate change and supporting a move to a low carbon economy;
- develop the built environment in a way that is sympathetic to, and protective of, local character and history but also supports innovation and future mobility patterns;
- remove street clutter as part of development and maintenance schedules;
- consider how the existing built environment needs to be adapted for, and new development needs to consider, the needs of an aging population with respect to mobility;
- consider how the existing built environment needs to be adapted for, and new development needs to consider, the impacts of transport-related climate change; and
- consider the specific challenges relating to the built environment in market towns as identified in the Cambridgeshire and Peterborough Independent Economic Review including improvement to the built environment to support tourist activity[114].

[114] Source: **Cambridgeshire and Peterborough Independent Economic Review** (Cambridgeshire & Peterborough Independent Economic Commission, CPIEC, 2018)

10 Reduce emissions

Reduce emissions to as close to zero as possible to minimise the impact of transport and travel on climate change

Overview

10.1 Climate change is a global issue, but one which will require local interventions. We, as the Cambridgeshire and Peterborough Combined Authority, recognise our responsibility to combat climate change wherever possible and want to proactively move towards a more sustainable future. Changes to the transport network will have an important role to play in driving our 'greener' future. In 2018 for instance, 33% of UK Carbon Dioxide – a harmful 'greenhouse gas' – emissions were produced by the transport sector, mainly through road transport.[115] Emissions from the transport sector remain at approximately the same level as in 1990, despite significant drops in emissions from other comparable sectors.

10.2 We believe that we can significantly improve the emissions greenhouse gasses from transport in Cambridgeshire and Peterborough. Targeting private car use will be one of the most effective ways we can achieve this, both by moving people from private cars to more sustainable transport modes, and by encouraging uptake of sustainable technologies such as electric vehicles. We must also make other forms of transport more sustainable by encouraging the uptake of new technologies such as hydrogen power for buses. To help reduce greenhouse gas emissions from transport within the Combined Authority we must;

- encourage mode-shift from the private car to more efficient and 'green' transport modes such as walking, cycling and public transport;
- 'green' public transport modes such as buses and trains by examining alternative fuels such as electricity and hydrogen;
- strengthen the electric grid to ensure that the roll-out of electric vehicles is not inhibited by electricity shortages; and,
- minimise the need to travel wherever possible.

10.3 Combined, these initiatives should help to drive transport-related emissions down across Cambridgeshire and Peterborough. The nature of climate change, as a spatially distributed problem, is that the implications of this local reduction in greenhouse gasses will not be felt directly. However, we believe that it is our responsibility to tackle this issue, one that is of increasing global significance.

[115] Source: **2018 UK Greenhouse Gas Emissions, Provisional Figures – Statistical Release**, (Office for National Statistics, 2018)

Policy theme 10.1: Reducing the carbon emissions from travel

Overview

10.4 The Cambridgeshire and Peterborough economy is a globally recognised success story. Over the past decade and a half, growth in the Combined Authority's economy was 37% from 2001 to 2016, compared to a national average of 28%[116]. As the area grows, one of our overriding priorities is to ensure that this prosperity continues, attracting increasing numbers of people to live in, work in and visit the area. However, our success in growing the economy has brought challenges – including more traffic on our roads, increased congestion, and consequent carbon emissions.

10.5 There are three key factors which contribute to the high level of carbon emission in the Combined Authority area:

- congestion, driven principally by the private car on key routes in rural areas and market towns;
- heavy demand for access to Peterborough and Cambridge city centres and business parks – for example, the concentration of buses in central Cambridge is the single largest source of transport related pollutants in Cambridge City Centre; and
- the prevalence of long-distance road freight leading to a high proportion of traffic being Heavy Commercial Vehicles, which contribute a disproportionate amount of polluting emissions.

10.6 On a local scale, increased levels of carbon dioxide, one of the main Greenhouse Gases, are unlikely to cause direct adverse environmental impacts. Its main impact is on a global scale, but those impacts on global scale, in turn have local impacts such as overall temperature increase; longer, drier summers; and wetter winters with more extreme weather events such as flooding – in an area already susceptible to the impacts of dry summers and flooding. In the UK, the transport sector accounts for 31% of carbon dioxide emissions[117] while in Peterborough this figure is 44% and In Cambridgeshire it is 41%. In all three it is the highest contributing sector.

10.7 The Combined Authority is prioritising the delivery and promotion of more sustainable travel options such as rail, public transport, powered two-wheelers (e.g. motorbikes and motor-scooters), cycling and walking; and where suitable, initiatives to reduce the need to travel. However, in parallel, it is important to encourage a shift from the internal combustion engine vehicles to low emission petrol hybrid and ultra-low emission electric vehicles, where possible, to reduce these impacts.

[116] Source: **UK Productivity Statistics** (Office for National Statistics, 2018)

[117] Source: **UK Environmental Accounts**, (Office for National Statistics, 2018)

Policy Summary

10.8 In short, the policies to support the reduction of carbon emissions from transport, and a move towards a low carbon economy, are:

- utilising new technologies as they become available to minimise the environmental impacts of transport;
- managing and reducing transport emissions; and
- encouraging and enabling sustainable alternatives to the private car including reducing the need to travel.

Policy 10.1.1: Utilising new technologies as they become available to minimise the environmental impacts of transport

10.9 The Combined Authority will:

- keep up to date with the latest research and policy on new technologies that may become available to help minimise the environmental impacts of transport;
- work with Smart Cambridge to harness emerging technologies to find smart and innovative ways to tackle environmental challenges caused by transport that can be rolled out across the whole area;
- support implementation of such new technologies if effective and financially viable;
- investigate the feasibility of introducing incentives to encourage businesses who require vehicles for their operations to embrace the use of electric vehicles; and
- support Local Highway and Planning Authority partners, where appropriate, in increasing their fleets of electric vehicles and increase the proportion of all council owned vehicles which are electric powered.

Policy 10.1.2: Managing and reducing transport emissions

10.10 The Combined Authority will:

- work with Local Highway and Planning Authority partners, transport operators and businesses to reduce transport related emissions of carbon and pollutants to help achieve agreed targets;
- work closely with bus operators to reduce the environmental impact of their fleets by increasing the number of vehicles which are use alternative fuels (excluding biofuels);
- support Local Highway and Planning Authority partners to fund electric vehicle charging points to encourage a shift from the internal combustion engine vehicles to low emission petrol hybrid and ultra-low emission electric vehicles;
- investigate the potential to provide priority parking for electric vehicles at key locations;
- develop maps that identify the locations of electric vehicle charging points and parking bays, and make this information publicly available e.g. online, through an app or as a leaflet;
- investigate the feasibility of introducing incentives for taxi operators to electrify their fleet;
- support initiatives that promote the use of powered two-wheelers (e.g. motorbikes and motor-scooters);
- support the government's proposals to reduce carbon dioxide emissions of rail travel by taking forward plans to electrify more of the rail network, and to encourage better energy and carbon efficiency on the railways; and
- encourage the use of Construction Environmental Management Plans (CEMPs) on our major transport projects to help reduce the risk of pollution and encourage sustainable construction methods and waste minimisation.

Policy 10.1.3: Encouraging and enabling sustainable alternatives to the private car including reducing the need to travel

10.11 The Combined Authority will:

- informed by the Local Highway Authorities' Local Cycling and Walking Infrastructure Plans, support enhancement of the cycleway and bridleway networks which provide opportunities for residents to make sustainable transport choices;
- support Local Planning Authorities to seek contributions from new developments to implement measures which will allow our growing population to travel sustainably;
- build upon the programmes of sustainable travel initiatives led by Local Highway Authority Partners to encourage more people to walk, cycle or use public transport rather than the car; and
- through the Spatial Framework, encourage proposals for new developments to be in sustainable locations and with mixed land uses to reduce the need for motorised transport.

11 Modal Policies

Policy theme 11: Walking

Overview

11.1 Walking as a mode of travel has very little impact on the environment and a wide range of positive benefits for people and communities. A key benefit of walking is improvements to physical and mental health. Walking is a low impact form of exercise and a brisk ten-minute walk each day can contribute to the 150 minutes per week of physical exercise recommended by the NHS for those aged between 19 and 64[118]. The greatest benefits accrue to those who are least active[119]. In addition to health benefits, the UK Government recognises the importance of developments which are accessible on foot and the benefits this can bring in terms of social inclusion and safety.[120] Analysis by TFL has also shown that walking improvements can increase retail spend.[121] Walking also acts as a key sustainable mode for 'last mile' journeys such as those to/from public transport interchanges, in turn facilitating use of public transport for longer trips.

11.2 However, historical land use planning that has catered for motorised travel has often led to communities where travel distances and severance result in poor levels of pedestrian accessibility; pedestrian environments are of poor quality; road safety (particularly for the most vulnerable road users such as the young and elderly) is of concern; and personal safety is perceived as poor. These issues act as barriers to walking even when travel on foot it is a practical option in terms of 'crow fly' distance.

11.3 The National Planning Policy Framework[122] aims to ensure development is sustainable and contributes to economic, social and environmental objectives. In relation to walking it aims to support strong vibrant and healthy communities, in part by supporting well-designed, safe and accessible developments. From an environmental perspective the planning policy aims to minimise pollution and support a move to a low carbon economy.

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[118] Source: **Walking for Health** (NHS, 2016)

[119] Source: **10 minutes brisk walking each day in mid-life for health benefits and towards achieving physical activity recommendations** (Public Health England, 2017)

[120] Source: **National Planning Policy Framework** (Ministry of Housing, Communities & Local Government, 2018)

[121] Source: **Economic benefits of walking and cycling,** (Transport for London, accessed February 2019)

[122] Source: **National Planning Policy Framework** (Ministry of Housing, Communities & Local Government, 2018)

11.4 The Government's recent Cycling and Walking Investment Strategy[123] sets out an ambition to make walking (and cycling) the natural choices for shorter journeys, or as part of longer journeys. This includes journeys to get to school, college or work, travelling to the station, and for leisure. National policy aims for people to have access to safe, attractive routes for walking and cycling by 2040. It highlights the range of benefits associated with walking including reductions in congestion, improvements to physical and mental health, and support to local economies. By 2025 there is an objective to increase walking activity to 300 stages per person per year and increasing the percentage of children aged 5 to 10 that usually walk to school from the 2014 level of 49% to 55%.

11.5 Local Cycling and Walking Infrastructure Plans, as set out in the Government's Cycling and Walking Investment Strategy, are a new, strategic approach to identifying cycling and walking improvements required at the local level. Local Cycling and Walking Implementation Plans are currently in development for Peterborough and Cambridgeshire. The key outputs of Local Cycling and Walking Implementation Plans are:

- a network plan for walking and cycling which identifies preferred routes and core zones for further development;
- a prioritised programme of infrastructure improvements for future investment; and
- a report which sets out the underlying analysis carried out and provides a narrative which supports the identified improvements and network

11.6 By taking a strategic approach to improving conditions for cycling and walking, Local Cycling and Walking Implementation Plans will assist the Local Highway Authorities to:

- identify cycling and walking infrastructure improvements for future investment in the short, medium and long term;
- ensure that consideration is given to cycling and walking within both local planning and transport policies and strategies; and
- make the case for future funding for walking and cycling infrastructure.

11.7 The importance of walking as a measure to improve public health is also emphasised in the Transport White Paper *Creating Growth, Cutting Carbon*[124], where the role of walking as a form of exercise, is highlighted as a way of tackling obesity, cardiovascular disease, strokes, diabetes, some cancers and poor mental health. With only small changes in level of walking leading to tangible impacts on the health of residents. Walking can also support healthy communities through switching short journeys from traditionally fuelled vehicles to an active mode, simultaneously reducing emissions and improving air quality.

Local Impacts

11.8 Analysis of short work trips eligible for potential modal shift (2011 census) from car to walking or cycling show that Fenland has the lowest proportion of people that use active transport to get to work within a distance of under 2km, with lower walking rates than most districts. Cambridge City has the highest active transport rate with nearly 80% of short work trips being walked or cycled. South Cambridgeshire has higher rates of both walking and cycling than the other non-city districts. For Peterborough there are higher rates of cycling but lower levels of walking.

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[123] Source: **Cycling and Walking Investment Strategy** (Department for Transport, 2017)

[124] Source: **Creating Growth, Cutting Carbon – Making Sustainable Local Transport Happen** (Department for Transport, 2011)

11.9 Pedestrian infrastructure can present a barrier to walking. Peterborough has commissioned a large-scale walking audit that identified a range of infrastructure improvements which, if implemented, would work together to create a high-quality pedestrian environment and encourage walking[125].

Local Priorities

11.10 Ensuring pedestrian routes are safe, high quality, and provide connections between where people of all ages need to travel to and from on foot is important, as is ensuring these routes provide priority for pedestrians when conflicting with modes considered lower in the user hierarchy such as motor vehicles[126]. We will work with our Local Highway and Planning Authority partners to ensure that national and local planning policy is applied to new developments, to facilitate excellent pedestrian permeability and connectivity to the local community.

11.11 Existing strategic pedestrian routes will be improved, based on Link and Place principles[127]. Within these principles the roles of routes will be considered with the spectrum of their purpose: from pure conduit for efficient travel, through to a destination it its own right. This approach will be used to develop high quality links between public transport interchanges, our town centres, education sites, health facilities and other key employment sites. Routes will be prioritised through the Local Cycling and Walking Implementation Plan process to ensure each has a strong evidence base.

11.12 Ensuring that the opportunities to work in partnership with public health teams to encourage walking as a means of both preventing and treating related conditions will also be vital.

[125] Source: Sustainable Transport Fund Monitoring Report (Peterborough City Council, 2016).

[126] Source: **Cambridgeshire Local Transport Plan 3** (Cambridgeshire County Council, 2015)

[127] Source: **'Link' and 'Place': A New Approach to Street Planning and Design** (Jones, P., and Boujenko, N. Landor Press, 2007)

Policy Summary

11.13 The policies to support walking in the region aim to increase the number of walking trips by establishing safe, interconnected pedestrian connections between key destinations across our cities, towns and villages.

Policy 11.1: Support an increased number of walking trips by establishing safe, interconnected pedestrian connections between key destinations across our cities and towns

11.14 The Combined Authority and its Local Highway and Planning Authority partners will:

- continue to promote walking as a safe and healthy alternative to shorter distance car journeys;
- develop walking infrastructure, taking the Local Cycling and Walking Implementation Plan findings and recommendations into account in terms of identifying need and opportunity, prioritisation and integration with other highway works where possible;
- improve the integration of pedestrian links to ensure connectivity for walking trips to and from key destinations and other sustainable transport options (e.g. stations);
- continue to integrate principles of good design and accessibility for all into the development of walking infrastructure, including identification of how walking can be best prioritised depending on how locations function as transport links and places;
- develop a toolkit to guide decision making around walking schemes and initiatives, with a focus on the principles of Healthy Streets™ [128];
- ensure public realm is high quality so that it presents an attractive, safe, accessible environment to walk;
- seek opportunities to work in partnership with public health teams to encourage walking as a means of both preventing and treating related conditions;
- work with Highways England to identify where and how safe crossing points can be introduced on busy roads, to improve permeability; and
- bid for revenue funding to support behaviour change through education, training and promotion.

[128] See: **Healthy Streets**

Policy theme 12: Cycling

Overview

11.15 Nationally, two out of every three personal trips are within five miles - an achievable distance to cycle for most people.[129]

11.16 Greater levels of cycling are critical if existing traffic problems are not to be exacerbated further, particularly with the amount of planned growth in the area. A modal shift from motorised modes to cycling also helps reduce harmful vehicle emissions, contributing to improvements to air quality and supporting efforts to tackle global warming

11.17 Cycling provides a range of significant health benefits for us. Studies show that people who cycle for travel purposes (as opposed to leisure purposes) are at less risk of developing heart disease and cancer.[130] Furthermore, those of us who commute by bike have less sickness absence (1 day less) per year compared to those who do not cycle.[131]

11.18 As well as the health benefits from exercise, there are benefits for the wider community: cycling can provide improved access to employment, training and other vital services for those without a car which, in turn, provides benefits to the local economy. Recent research led by Transport for London[132] has highlighted the wider economic impacts of cycling (and walking) in boosting high street retail sales and revitalising local town centres.

11.19 As with walking, national policy in relation to cycling sets out an ambition to make cycling a natural choice for shorter journeys, or as part of longer journeys.[133] By 2025 there is an aim to double cycling, where cycling activity is measured as the estimated total number of cycle stages made each year, from 800 million journeys in 2013 to 1.6 billion journeys in 2025.

11.20 A Local Cycling and Walking Implementation Plans are currently in development for Peterborough and Cambridgeshire. These will provide evidence for prioritised investment in cycling (and walking) infrastructure.

Local Impacts

11.21 The 2011 census showed travel to work mode share across Peterborough and Cambridgeshire was 5.1%, higher than the English average of 2.8%. Though most areas show higher levels than the English average, within the Cambridgeshire and Peterborough, there are large variations. Cambridge is the cycling capital of the UK, with cycle mode share to work at 29%, far higher than its nearest rivals, Oxford, at 17%. This cycling culture is spreading out to South Cambridgeshire at 7.6%, a 29% increase since the 2001 census. In, Peterborough at 5.7%,

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[129] Source: **Cycling and Walking Investment Strategy** (Department for Transport, 2017)

[130] Source: **Association between active commuting and incident cardiovascular disease, cancer, and mortality: prospective cohort study** (Celis-Morales et al. 2017)

[131] Source: **Impact of the Cycle to Work Scheme Evidence Report** (Institute for Employment Studies, 2016)

[132] Source: **Walking and Cycling – the Economic Benefits** (Transport for London, 2018)

[133] Source: **Cycling and Walking Investment Strategy** (Department for Transport, 2017)

Fenland at 4.5%, Huntingdonshire at 3.6%, and East Cambridgeshire at 2.8% cycling levels have decreased. [134]

11.22 Across Cambridgeshire and Peterborough provision of cycling infrastructure varies in terms of the extent of the network and its integration and connectivity. It is most extensive and well connected in Peterborough and Cambridge:

- **Peterborough:** The city's Primary Cycle Network is a series of 11 strategic cycleways. These routes are complemented by the Peterborough Green Wheel: a circular regional route created from cycleways, bridleways and footpaths[135]. Peterborough has developed a network of 250 kilometres of dedicated cycleways with many of these segregated.
- **Cambridge:** Much of the historic city core has traffic restrictions in place and many streets outside the centre have a 20 mile per hour limit. The city has a primary network of on-road and segregated cycle routes, no through routes for motor vehicles and designated local links to surrounding villages and key destinations.

11.23 The challenge is to increase cycling levels in Cambridge and around, where it is already very high, in order to accommodate the predicted growth in trips into and around the city and to encourage and spread the Cambridge cycling phenomena to the surrounding area and beyond. It is also to reverse the decline in cycling to work in Peterborough and the rest of the County with the provision and promotion of high-quality cycle networks which encourage the use of bikes for short trips and provide much needed access to training, employment and public transport for those without access to a car in rural areas.

11.24 At a local level the impacts of physical inactivity and poor air quality are evident. In 2013, the British Heart Foundation Health Promotion Research Group at Oxford University prepared estimates of the primary and secondary care costs attributable to physical inactivity. The total costs for Cambridgeshire amounted to £9.5 million (or about £11 a person each year)[136]. In 2010, Public Health England estimated that long term exposure to $PM_{2.5}$ in Peterborough accounted for 829 years of life lost due to $PM_{2.5}$.

[134] Source: **2011 Census: Method of travel to work, Population: All usual residents aged 16 to 74** (ONS, 2011)

[135] Source: **Peterborough Local Transport Plan 4** (Peterborough City Council, 2016)

[136] Source: **Transport and Health, Cambridgeshire Transport and Health JSNA - Active Transport: Key Findings** (Cambridgeshire County Council, 2017)

Local Priorities

11.25 Local priorities for cycling differ across the Combined Authority area due to the large difference between levels of cycling in the city of Cambridge compared to other areas and the needs of those cycling in urban environments in the cities and market towns compared to cycling in rural environments.

11.26 In the Greater Cambridge Partnership area, where cycling already accounts for a 29% mode share, the following are seen as a priority:

- high quality cycle provision, bringing in Dutch-style segregation along the main radial and orbital roads, where carriageway width permits;
- cycle safety measures at major junctions which could include innovative solutions such as advanced green or separate signals for cyclists and Dutch-style roundabout designs;
- review of on road car parking on roads forming part of the city cycle network to improve cycle provision;
- using the opportunity that the new developments in and around the city present to create a step-change in the level and quality of cycling facilities, especially segregated cycling infrastructure, that are provided, which can in turn be plugged into the wider network;
- use filtered permeability where possible to make cycling and walking the obvious mode of choice for new and existing residential areas;
- provision of additional links on the existing network to join up key destinations that are already partially served by the network (for example the Chisholm Trail);
- as part of the wider corridor treatment, seek to widen existing cycle and pedestrian paths and introduce new segregated paths where appropriate. (Seek to ensure bus/cycle lanes are wide enough for a bus to overtake a cyclist without leaving the lane where space constraints allow);
- provision of high quality, direct and segregated links from villages into the city and to transport interchanges (including Park & Rides) along the main transport corridors with similarly high-quality and segregated links alongside any new transport corridor such as the Cambridgeshire Autonomous Metro (CAM);
- increasing cycle parking capacity so this does not present a barrier to certain cycling trips;
- managing and supporting bike sharing schemes which promote cycling but ensure that the public realm is not negatively affected;
- supporting and encouraging last mile freight delivery by cargo bikes;
- improving publicity and the legibility of the cycle network – in particular improving signage, providing information to tourists/visitors and marketing and promotion to new residents;
- working with partners such as the NHS to publicise the health benefits associated with cycling; and
- work with workplaces to ensure high quality ‘end of journey’ facilities, not just safe and secure parking, but showers and other facilities are provided.

11.27 In Peterborough and surrounding areas, the following is seen as a priority:

- expansion and improvement of the Primary Cycle Network including provision of a north-south cycle route through the city;
- investigating the provision of a cycle hub in the city centre;
- improving cycle links to the railway station and other key destinations;
- improving cycle parking at transport interchanges, including rural bus stops;
- investigating the possibility of giving cycles priority where practicable;
- implementing improvements to the Green Wheel;
- improving cycling connections to district centres;
- ensuring new developments include high quality cycle provision, especially segregated links, and good linkages to the existing network;
- encouraging businesses to provide secure, high quality, cycle parking for employees and visitors, as well as other 'end of journey' facilities such as showers; and
- to promote cycling through training, travel planning, events and information such as the city cycle map.

11.28 Within and around the Market Towns the following are priorities:

- enhancing, improving and adding to the cycle network within each town, particularly to key destinations and core infrastructure;
- ensuring new developments include cycle provision to a minimum standard, especially segregated link, looking to the Department for Transport's good practice guidelines, that provide excellent linkages to the surrounding cycle and road network and key destinations;
- encouraging cycling by measures including personalised travel planning, smarter choices promotion, education and technology; and
- increasing cycle parking capacity and 'end of journey' facilities and workplaces.

11.29 Priorities for cycling in rural parts of the Combined Authority are as follows:

- considering the reduction of speed limits on all roads that aren't major routes or within settlements in order to improve the environment on country roads, whilst continuing to prioritise segregated cycleways where possible;
- creating a cycle network that connects major employment sites, transport interchanges, secondary schools and key visitor sites;
- working with landowners to formally designate new routes; and
- provision of cycle parking at stations, bus stops, schools and local centres.

Policy Summary

11.30 The policies to support cycling in the region aim to increase the number of cycling trips through the establishment of safe and interconnected cycling links across the region's cities, towns and settlements. This will be supported by other necessary infrastructure, such as cycle parking. Our Local Walking and Cycling Infrastructure Plans for Cambridgeshire and Peterborough will ensure that cycling (and walking) infrastructure investment is done so based on evidence and prioritised for greatest impact; and by ensuring cycling (and walking) are at the top of the Combined Authority's transport user hierarchy for the planning of our transport networks.

Policy 12.1: Enhance and expand the existing cycle networks in Cambridge and Peterborough and develop or improve cycling links to the surrounding settlements

11.31 The Combined Authority will work with local partners to:

- adopt a common standard for cycling infrastructure across Cambridgeshire and Peterborough in accordance with national guidance;
- support development of the strategic and local cycle route networks to better connect residential areas, key destinations and other sustainable transport options (e.g. stations);
- develop high quality cycle provision, bringing in Dutch-style segregation along the main radial and orbital roads;
- improve cycling connections to district centres;
- work with Highways England to identify where and how safe crossing points can be introduced on busy roads, to improve permeability;
- develop effective and innovative measures to improve cycle safety at major junctions;
- review on-street car parking on routes forming part of the city cycle network to re-allocate road space for cyclists where appropriate;
- provision additional links on the existing network to join up key destinations that are already partially served by the network (for example the Chisholm Trail);
- seek to widen existing cycle and pedestrian paths and introduce new segregated paths where appropriate, as part of wider corridor treatment;
- investigate the possibility of giving cycles priority where practicable;
- expand and improve the Primary Cycle Network in Peterborough including provision of a north-south cycle route through the city;
- investigate the provision of a cycle hub in the Peterborough City Centre;
- improve cycle links to the railway station and other key destinations in Peterborough; and
- implement improvements to the Green Wheel in Peterborough.

Policy 12.2: Enhance the cycle network within market towns with high quality links to key destinations and in rural areas provide cycle routes which connect to public transport hubs as well as key destinations such as major employment sites and secondary schools.

11.32 The Combined Authority will work with local partners to:

- provide high quality, direct and segregated links from villages into the city and to transport interchanges along the main transport corridors with similarly high quality and segregated links alongside any new transport corridor such as the Cambridgeshire Autonomous Metro (CAM);
- enhancing, improve and add to the cycle network within each town, particularly to key destinations as identified by the Local Cycling and Walking Implementation Plan process;
- consider the reduction of speed limits on all roads that are not major routes or within settlements, in order to improve the cycle environment on country roads, whilst continuing to prioritise segregated cycleways where possible;
- create a cycle network that connects major employment sites, transport interchanges, secondary schools and key visitor sites; and
- working with landowners to formally designate new routes.

Policy 12.3: Ensure that cycle parking is secure, conveniently located and meets demand

11.33 The Combined Authority will work with local partners to:

- identify suitable new areas for cycle parking, and increase capacity of existing parking locations, so that availability does not present a barrier to certain cycling trips;
- encourage organisations to provide secure, high quality, cycle parking for employees and visitors;
- provide and improve cycle parking at stations and bus stops (including rural bus stops to facilitate multi-modal journeys; and
- improve cycle parking and cycle hubs at strategic locations including schools and local centres.

Policy 12.4: Ensure that new developments provide a high-quality cycling environment as well as linkages into the existing cycle network and new links to key destinations where needed

11.34 The Combined Authority will work with local partners to:

- use the opportunity that the new developments in and around our cities present to create a step-change in the level and quality of cycling facilities that are provided, which can in turn be plugged into the wider network;
- will work with developers, through the Non-Statutory Spatial Framework, to prioritise installation of walking and cycling infrastructure early in development and harness the behaviour change opportunities resulting from new movers;
- use filtered permeability where possible to make cycling and walking the obvious mode of choice for new and existing residential developments;
- ensure new developments include high quality cycle provision and good linkages to the surrounding cycle and road network;
- ensure that cyclists' needs are considered at the design stage of any highways and transport improvement schemes, such as Cambridgeshire Autonomous Metro (CAM); and
- continue to integrate good design principles for cyclists into the design of infrastructure and developments, including identification of how cycling can be best prioritised in the context of location (such as segregation of cycle paths).

Policy 12.5: Promote cycling as a healthy, convenient and environmentally friendly mode of transport to residents, businesses and visitors

11.35 The Combined Authority will work with local partners to:

- support and encourage last mile freight delivery by cargo bikes, supporting and building on existing schemes in Cambridge;
- support the introduction of new, innovative opportunities for cycling such as dockless bike share, e-bikes (and associated charging infrastructure) and electric freight bikes, while ensuring the public realm is not negatively affected;
- support community-led cycling projects that promote cycling among groups that are traditionally under-represented, including women, those from Black, Asian and Minority Ethnic (BAME) backgrounds and people with disabilities;
- improve publicity and the legibility of the cycle (and walking) network - in particular improving signage and wayfinding, cycle maps, online information and journey planning, information for tourists/visitors, and marketing and promotion to new residents;
- work with partners such as the NHS to publicise the health benefits associated with cycling;
- promote the provision of 'end of trip' facilities, including secure cycle parking, showers and lockers among businesses;
- continue to promote cycling as a safe and healthy alternative to shorter distance car journeys; and
- encourage and promote cycling through Smarter Choices activities such as training to Bikeability standard, travel planning, personal travel planning, and events and improved digital technology and information.

Policy theme 13: Delivering a seamless public transport system

Overview

11.36 Public transport, including bus, rail, mass transit and demand-responsive transit is most effective, and attractive to passengers, when seamless and easy-to-use. Poorly integrated public transport services deter their use amongst residents and visitors, making it difficult to understand which service to use, where to change buses or onto other services, or the best way to pay for journeys.

11.37 Ensuring that Cambridgeshire and Peterborough's public transport system is seamless and well-integrated is therefore key to both enabling our residents to travel easily and with confidence, as well as ensuring it offers an attractive alternative to the car.

Ticketing and journey information

11.38 Although Cambridgeshire and Peterborough's public transport networks are extensive, including both rail services and a number of overlapping urban, inter-urban and rural bus networks, it does not always provide the seamless experience that passengers expect. Bus services are run by multiple operators, offer limited multi-modal or multi-operator ticketing, and it can be difficult to understand which services are best suited for the many different types of journeys we make.

11.39 The introduction of smartcard, contactless card and mobile ticketing has begun on Stagecoach and Go Whippet bus services, but better integration between all providers would simplify journeys. Integrated ticketing will be a component of scheme development and the business case development for new bus operating models, such as enhanced partnership or franchising. This will build on existing feasibility work being carried out by the Greater Cambridge Partnership.

11.40 Rail journeys could also benefit from greater use of pay-as-you-go smartcard or smart-phone / tablet device or contactless ticketing, reducing the hassle of buying paper tickets prior to travel.

Transport Hubs and Park & Ride

11.41 Good quality transport hubs are key to ensuring that passengers can interchange between bus, rail and demand responsive transport services seamlessly, and hence ensure that the wider transport network is attractive to passengers. However, many interchanges currently lack sufficient facilities, such as real time information provision, allowing people to make multi-modal or multi-stage journeys with confidence.

11.42 Park & Ride services provide for many public transport journeys into Cambridge, and for which there is often little alternative to the car for the entire journey, can be poorly linked into the wider transport network. This means that using Park & Ride bus services is not a realistic choice for those without access to a car, and can worsen traffic congestion surrounding Park & Ride sites. Better onward connectivity at these sites – switching them from out-of-town car parks to integrated travel hubs, in development with Cambridgeshire Autonomous Metro (CAM) – will help to provide a more integrated transport system.

Policy summary

11.43 In order to develop a seamless, integrated network that meets the needs of the travelling public, the Combined Authority will:

- explore new methods of ticketing to improve the ease and affordability of travel, including across transport modes and operators, learning from best practice elsewhere;
- improve journey information to maximise the ease of travelling by public transport;
- support the delivery of new and improved integrated, multi-modal transport hubs; and
- support additional Park & Ride provision, in conjunction with Cambridgeshire Autonomous Metro (CAM), where fully integrated into local transport networks.

11.44 The Combined Authority will also explore new methods of bus operation to support these ambitions, including new Enhanced Partnership or franchising arrangements, as recommended in the Cambridgeshire and Peterborough Bus Review. This is set out in more detail in policy theme 14 (Rural transport services) and policy theme 15 (Improving public transport in our towns and cities).

Policy 13.1: Explore new methods of ticketing to improve the ease and affordability of travel, including across transport modes and operators

11.45 Bus and rail services in Cambridgeshire and Peterborough are operated by multiple operators. Each operator covers different journeys and markets. For example, 'Stagecoach' cover most local and medium-distance journeys around Peterborough, but specific routes are serviced by other providers such as 'Delaine', who run three routes terminating in Peterborough, and 'Excel' who run a long-distance connection along the A47 to Norwich. Broadly, each bus operator offers their own range of tickets for different journeys – a complex system which can be difficult to understand.

11.46 Passengers can find it difficult to understand the most affordable way to travel, or the cost of travel in advance. Some bus operators publish limited information online, and when travelling by rail it can be difficult to understand what ticket is best suited to one's journey. Ticketing can also poorly reflect modern travel patterns and ways of working – significant discounts can be available for season tickets for those travelling regularly five days a week, but represent poor value for money for part-time or 'agile' workers. Such workers are often on lower incomes with fewer travel options, yet since they travel to and from work less often, occasionally work-at-home or travel to different locations, can pay significantly more per journey for their travel.

11.47 Longer-distance journeys, or those requiring interchanges between different transport modes and operators, can be especially difficult. Tickets only valid on one operator may mean that passengers cannot take the first service to their destination, increasing the cost of travel and acting as a barrier to using public transport. The Combined Authority will therefore encourage operators to:

- simplify – and make more transparent – their ticketing and the cost of travel;
- help make travel more affordable for regular travellers by offering a greater range of tickets, such as carnets or 'part-time' season tickets;
- offer attractive multi-operator tickets to make journeys cheaper and easier for passengers; and
- support the continuation and expansion of 'PlusBus' tickets to make travelling by rail and bus easier.

11.48 New technology, such as smart ticketing and contactless bank cards, offer significant potential to make travelling by public transport easier, quicker and more attractive, reducing the need to carry change or buy a paper ticket in advance. Many operators have already adopted such new methods of ticketing, including:

- All Stagecoach and Delaine bus services accept contactless cards, removing the need to worry about change and reducing bus dwell times; and
- Season tickets for rail journeys between Kings Lynn / Ely / Cambridge and Peterborough to London will soon be able to be uploaded by smartcard, a feature already available on Stagecoach buses;

11.49 The Combined Authority will work with operators to continue the expansion of innovative, new methods of ticketing that improve the ease of travelling by public transport. We will:

- continue to encourage the rollout of Pay-As-You-Go contactless and mobile ticketing on all bus services in Cambridgeshire and Peterborough;
- work with the Department for Transport, Network Rail and train operating companies to explore the potential for Pay-As-You-Go ticketing (such as smartcards and/or Contactless) for rail journeys, eliminating the need to buy a paper ticket in advance for occasional travellers;
- support proposals to extend smartcard ticketing for season tickets to our rural railways; and
- explore how to better integrate bus and rail tickets using new technology (such as PlusBus on smartcards).

11.50 Future technology also has the potential to significantly change the way that journeys are planned, made and paid for in future. Mobility as a Service (MaaS), which involves integration of on-demand shared services in conjunction with existing mass transit, and paid for as one ‘subscription’ package, is expected to become increasingly popular and has already been trialled in Gothenburg, Sweden. The Combined Authority will seek to provide a policy environment that encourages such innovation, and helps to create new transport options for residents and visitors.

11.51 This could include supporting new technology-led ‘demand responsive’ shared transport services, using small minibuses or shared taxis. Users could book in advance with a specific pick-up and drop-off point, either by phone, online or through a smartphone app, with services operating across a broad area or along a semi-fixed route that can divert to pick up individual passengers. Such services have already been trialled in Oxford: ‘PickMeUp’ service operates as an ‘on demand’ bus service, with passengers arranging their trip via an ‘Uber-style’ app and typically being picked up within 10 minutes of arranging a booking.

11.52 Development of these services will be led by the private sector, and the Combined Authority will carefully consider how it can best incorporate such new types of transit into the wider public transport network to maximise benefits for passengers. This could include supporting the development of joint ticketing or integrated services, such as passengers able to combine a journey on the Cambridgeshire Autonomous Metro (CAM) network with a ‘last mile’ on-demand service, paid for on one ticket.

Policy 13.2: Improve journey information to maximise the ease of travelling by public transport

11.53 Ensuring that users can easily understand the coverage and extent of the public transport network, including walking and cycling, is key to ensuring it is attractive to use. Anyone, and particularly those with limited options, should be able to quickly understand – online, by phone or at a stop or station – where services run to and from, from which stops or stations, and how frequently they operate.

11.54 Provision of real-time service information can also play a key role in giving users the confidence that their service is on its way, and help them better predict when to travel and how long it will take. Journey planning software, such as Google Maps and Citymapper, has transformed the ability to make journeys across the country, particularly for longer-distance, multi-modal journeys which would otherwise be difficult to plan.

11.55 The Combined Authority will therefore work with transport operators to:

- ensure that high-quality service information, and where appropriate service maps, are readily and easily available through a variety of sources, both online and physically at bus stops and railway stations;
- support efforts to operate frequent 'turn up and go' services that do not require checking timetables or, where demand does not support this, regular services operating to a memorable 'clockface' timetable;
- help ensure that scheduled and real-time data, where appropriate, is publicly available and shared with:
  - software developers and innovators to best allow them to develop new tools for passengers to plan their journeys, including real-time information on the location of bus services, how busy specific rail services are, and / or what fares are best suited to their journey; and
  - the Combined Authority, the GCP and / or local councils to help plan bus networks and frequencies to best serve local communities. Sharing such data may also be a condition of any *Enhanced Partnership* delivery model for bus services, as outlined in policy theme 15 (Improving public transport in our towns and cities).

11.56 Smart Cambridge illustrate the potential for technology and 'digital' platforms to support the user experience, by providing easy access to real-time information on bus services, traffic and parking, and innovative 'SmartPanels' at major transport interchanges and at key destinations which provide up-to-the-minute travel information clearly to users. The Combined Authority will continue to support efforts to roll out such technology across a wider geography, to help residents and visitors help plan their journeys more effectively.

Policy 13.3: Support the delivery of new and improved integrated, multi-modal transport hubs

11.57 Many journeys require interchanging between different services or different modes of transport. Interchange, however, is typically unattractive for users, especially where they are unfamiliar with which service to catch or where, and can deter use of public transport. Better transport 'hubs' – with different services under one roof, high-quality waiting facilities and real-time information provision – can significantly improve the ease of travel, and encourage people to make journeys for work or leisure that they would not otherwise have made.

11.58 Working in partnership with transport operators, local councils and the Greater Cambridge Partnership, the Combined Authority will work to deliver improvements to major transport interchanges in our cities and market towns to help deliver a seamless transport network. Interchanges should be inclusive and secure by design, with suitable waiting areas, real-time travel information, and clear signage so that all users can easily and quickly find where their service departs from.

11.59 The Combined Authority will also support the Greater Cambridge Partnership in developing intermediate-scale Travel Hubs (Foxton and Whittlesford) and smaller-scale rural travel hubs within South Cambridgeshire, located close to existing transport corridors (served by reliable and relatively frequent public transport services) where residents can walk, cycle or drive to and continue their onward journey by a sustainable mode of travel. Initial public engagement has taken place on piloting these in the villages of Sawston and Oakington, and each hub includes car and cycle parking, bus shelters with real-time information, and space for passengers to interchange. The Combined Authority will seek to roll out such hubs across rural Cambridgeshire, linked to our proposals for the rural bus network, as set out in policy theme 14 (Rural transport services).

Policy 13.4: Support additional Park & Ride provision, in conjunction with Cambridgeshire Autonomous Metro (CAM), where fully integrated into local transport networks

11.60 Park & Ride currently provides an essential service for journeys to and from Cambridge, particularly during peak hours, with more than three million trips annually. It plays a key role in enabling commuters and visitors to access the city sustainably, where public transport is not available or attractive for their entire journey.

11.61 However, Cambridge's Park & Ride sites are, in some respects, a victim of their own success. Several are located too close to the city they serve, attracting significant local traffic flows and, in some cases, contributing to local congestion on the city fringe. This contributes to poor air quality, and leads to some users simply driving for their entire journey. Sites typically consist of large car parks linked to Cambridge City Centre by shuttle services, and are not necessarily optimised for onward connectivity to surrounding rural communities. Such settlements – perhaps only located a mile or two away – could be better connected to Park & Ride sites by public transport as well as walking and cycling routes.

11.62 The delivery of Cambridgeshire Autonomous Metro (CAM), together with new segregated public transport links on the corridors surrounding Cambridge, offers an opportunity to rethink the role of Park & Ride provision. CAM will provide fast, frequent and reliable public transport access direct from Park & Ride sites to multiple destinations in Cambridge, offering an attractive option for users. Ensuring that future Park & Ride provision best meets both the requirements of users, and supports Cambridge's growth sustainably is, therefore, a key priority.

11.63 We propose to move towards a new model of Park & Ride provision, in coordination with CAM, whereby new Park & Ride sites are located further from Cambridge and closer to key highway corridors, thereby enabling users to seamlessly access Park & Ride facilities without contributing to congestion on the city fringes. Where practicable, and existing road networks allow, sites should have direct access to the strategic highway network, enabling those making longer-distance journeys by car to access Cambridge via CAM without impacting on the local road network. As CAM is rolled out, it is likely to result in a larger number of smaller, more local sites.

11.64 Park & Ride sites will become multi-modal transport hubs – akin to larger 'rural travel hubs' – providing good onward connectivity to local communities through better walking and cycling access, connecting bus services, and – when technology allows – future-proofed to facilitate access via on-demand mobility services, rather than simply catering for access via private car. These hubs also encapsulate integrating Park & Ride sites with the railway network ("Park and Rail"), such as that being explored by the Greater Cambridge Partnership at Foxton, south of Cambridge.

11.65 Our proposals will:

- facilitate the expansion of Park & Ride facilities, providing additional capacity for those with no alternative to the car to access Cambridge sustainably;
- maximise the benefits of CAM by providing the greatest opportunities for those able and willing to walk, cycle or use connecting public transport to access CAM services; and
- best support Cambridge's growth, alleviate congestion, and provide more sustainable travel options for those without access to a car.

11.66 Over the longer-term, the increased scope for more on-demand services, and better public transport accessibility to such travel hubs, is expected to reduce the need for large volumes of surface parking, as more users access sites via sustainable means. Sites could, therefore, develop 'flexibly' in future, with passive provision for surface parking to be converted to new uses subject to the roll-out of new technology. This could include the following features, while also ensuring that basic requirements such as personal and vehicle safety are maintained:

- improved waiting facilities for new, on-demand services;
- additional, higher-quality cycle parking, such as dedicated 'cycle park' buildings with maintenance shops and facilities (such as at Cambridge station)
- charging infrastructure for CAM or other transit vehicles; and

facilities to support 'last mile' distribution of freight, with freight transported by Heavy Commercial Vehicles accessing via the strategic road network to smaller electric vans and cargo-bikes for 'last mile' sustainable distribution.

Policy theme 14: Rural transport services

Overview

11.67 Approximately 40 percent of Cambridgeshire and Peterborough's population – more than 300,000 people – live in rural communities outside of our cities and market towns. Residents of these areas, particularly the 10% of rural households without access to a car[137], rely on public transport, cycling and walking for their journeys. Rural public transport, including rural buses, community transport and local rail services, play an essential role in allowing residents to travel to work, access local shops, services and healthcare facilities, make journeys to school or college, or access other amenities.

11.68 Serving rural areas effectively presents unique challenges for public transport systems. Rural bus services, by virtue of serving smaller communities, often transport fewer passengers than their urban counterparts, yet due to longer distances and journey times cost more, per journey, to operate. Services can be infrequent, and since rural roads are typically less prone to congestion, they can be particularly slow compared to travelling by car. These factors mean that rural bus services are comparatively unattractive to those who have the choice of travelling by car for their journey, and combined with recent reductions in financial support for rural services, mean that patronage has been in long-term decline.

11.69 Provision of high-quality rural public transport, however, is essential for social inclusion and providing equal opportunity for all, together with supporting the environment and reducing congestion. Rural areas often have older populations, with limited or no access to private transport; many younger people rely on public transport to access education and employment. Our plans will ensure that all rural areas have a public transport service that provides access to employment, education, shopping and recreation, operating at least six days a week at a reasonable frequency.

11.70 The Cambridgeshire and Peterborough Strategic Bus Review[138] highlighted that, both nationally, regionally and locally, there has been little overall strategy and vision for the rural public transport network. Vital community links have typically been provided by a network of subsidised services, many operating very infrequently, sometimes only a few times per week, or operating via complex lengthy routes, overlaid by a network of demand-responsive and community transport services designed to 'fill the gaps'. Declines in patronage and local government funding means that a new, more holistic, network-based approach is needed.

11.71 Our plans will deliver a more comprehensive, efficient rural public transport system; help to seamlessly connect our rural areas; ensure social inclusion and opportunity for all our residents, and help to guarantee the long-term future of our rural public transport network.

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[137]Source: **Car Ownership by Rural-Urban Classification.** (Office for National Statistics, 2011) Figure refers only to rural areas within Cambridgeshire and Peterborough.

[138] Source: **Cambridgeshire and Peterborough Strategic Bus Review: Options Report** (Cambridgeshire & Peterborough Combined Authority 2019)

Policy Summary

11.72 Improving public transport in rural areas is key to supporting successful, thriving rural towns and villages, and providing a genuine alternative to the car which ensures access to opportunity for all. Our policies are designed to ensure the delivery of a comprehensive, integrated rural public transport system, which serves the needs of our rural residents wherever they live. The Combined Authority will:

- explore different mechanisms to help deliver a more integrated, coherent rural transport network, in collaboration with operators, local councils, communities and stakeholders;
- work with operators to develop a frequent, attractive rural bus network, forming the backbone of the rural public transport network; and
- support local community transport, fully integrated into the rural public transport network, for communities not served by the bus or rail network.

Policy 14.1: Explore different mechanisms to help deliver a more integrated, coherent rural transport network, in collaboration with operators, local councils, communities and stakeholders

11.73 The Cambridgeshire and Peterborough Strategic Bus Review clearly set out the challenges facing rural bus services, including declining patronage and reduced local government subsidy, and highlighted the need for a new approach to delivering an integrated rural public transport network: bold but practicable and affordable, offering stability and opportunities to achieve economies of scale. This included a number of fundamental principles, recognising that:

- there is a continued need for good quality rural public transport, which will require adequate financial support;
- a holistic view of urban and rural public transport network should be taken, with the Combined Authority exerting some form of considered, central planning over rural networks to ensure they develop as an integrated, efficient 'network', while leaving room for tailoring solutions to local needs;
- a range of different operators and types of service will be necessary to find the most effective solutions for different areas, including (but not limited to) private bus, taxi and private hire vehicles, community transport, public sector inhouse vehicles, car clubs and car share schemes, all promoted across a single integrated service;
- it will be important to involve rural communities throughout, both to articulate needs and to assist in the formulation and implementation of solutions; and
- collaboration by all interested parties is vital to achieve the required service integration, economies of scale and effective use of resources. This will form the basis of an integrated approach, potentially using the powers of the Bus Services Act 2017[139] may help.

[139] See: **Bus Services Act** (HM Government, 2017)

11.74 The Combined Authority will therefore explore the best operating and delivery model for our rural public transport network, with the aim of ensuring that all rural areas have a public transport service that provides access to employment, education, shopping and recreation, operating at least six days per week at reasonable frequency. We will move towards delivering a network, as outlined in the Strategic Bus Review, where:

- inter-urban bus services, combined with rail services, form the framework for the rural public transport network, operating at attractive high frequencies; and
- there is a presumption against low frequency fixed bus routes, which should be replaced by more flexible demand responsive services feeding into a network of rural travel hubs.

Developing a future delivery model for our bus network

11.75 Delivering this network 'on the ground' is set out below, in terms of our proposed improvements to rural bus and demand-responsive transport services. However, it will also require a new model of operation for our rural transport network, where the Combined Authority plays a central role in planning a holistic, coordinated rural transport network. While many rural bus services are contracted directly by Cambridgeshire County Council or Peterborough City Council, most inter-urban and Busway services are not, and there is little control over their routes, frequencies or quality of service. This undermines the ability to create a comprehensive, integrated rural transport network.

11.76 The Combined Authority, in line with the recommendations of the Strategic Bus Review, is therefore beginning engagement with local operators on how to improve service provision and integration through 'Enhanced Partnerships'. Subject to successful engagement with operators, and mutual agreement on a future vision for the network, this would allow the delivery of minimum standards for service quality, vehicles and ticketing, and allow the Combined Authority to jointly specify the routes and frequencies of our bus services in partnership with operators to deliver our plans for the network.

11.77 If high-quality Enhanced Partnerships could not successfully be negotiated with operators, the Combined Authority will explore alternative franchising options for the bus network, allowing them to directly control routes, services and fares, in line with the requirements under the Bus Services Act 2017.

Ensuring sustainable, long-term funding for our rural public transport network

11.78 Delivering our plans for rural transport will require secure, ongoing financial support. The Cambridgeshire and Peterborough Strategic Bus Review sets out potential funding sources, including additional support from the public sector, new revenue streams, and better sharing of revenues from operators under new Enhanced Partnership arrangements. Total Transport pilots have also indicated that enhancements to rural transport may be deliverable within existing budgets, if these are pooled and deployed more effectively (as discussed in policy theme 14 (Rural transport services).

11.79 The Combined Authority will therefore continue to explore sustainable, long-term funding sources for our rural transport network, in partnership with local councils and other public bodies responsible for funding community transport. Securing such funding is essential to deliver our ambitions for rural transport, and ensuring social mobility and access to opportunity for all.

Working in partnership to drive outcomes

11.80 Key to ensuring the continued success of the rural public transport network will be successful engagement with communities and stakeholders, to identify and implement service improvements.

11.81 In keeping with the findings of the Strategic Bus Review, the Combined Authority will therefore continue to work closely with local councils, communities and stakeholders to expand and develop our rural transport network. A Bus Reform Task Force has been established to implement the recommendations of the Strategic Bus Review. Their remit will include exploring new ways to work in partnership to deliver better services, including examining the potential for establishing 'community bus partnerships', similar to those for rail, as a means of connecting local communities with their bus services and those that operate them. Through the work of the Task Force, local communities will have the opportunity to influence and inform the routes and services provided in their area.

Policy 14.2: Work with operators to develop a frequent, attractive rural bus network, forming the backbone of the rural public transport network

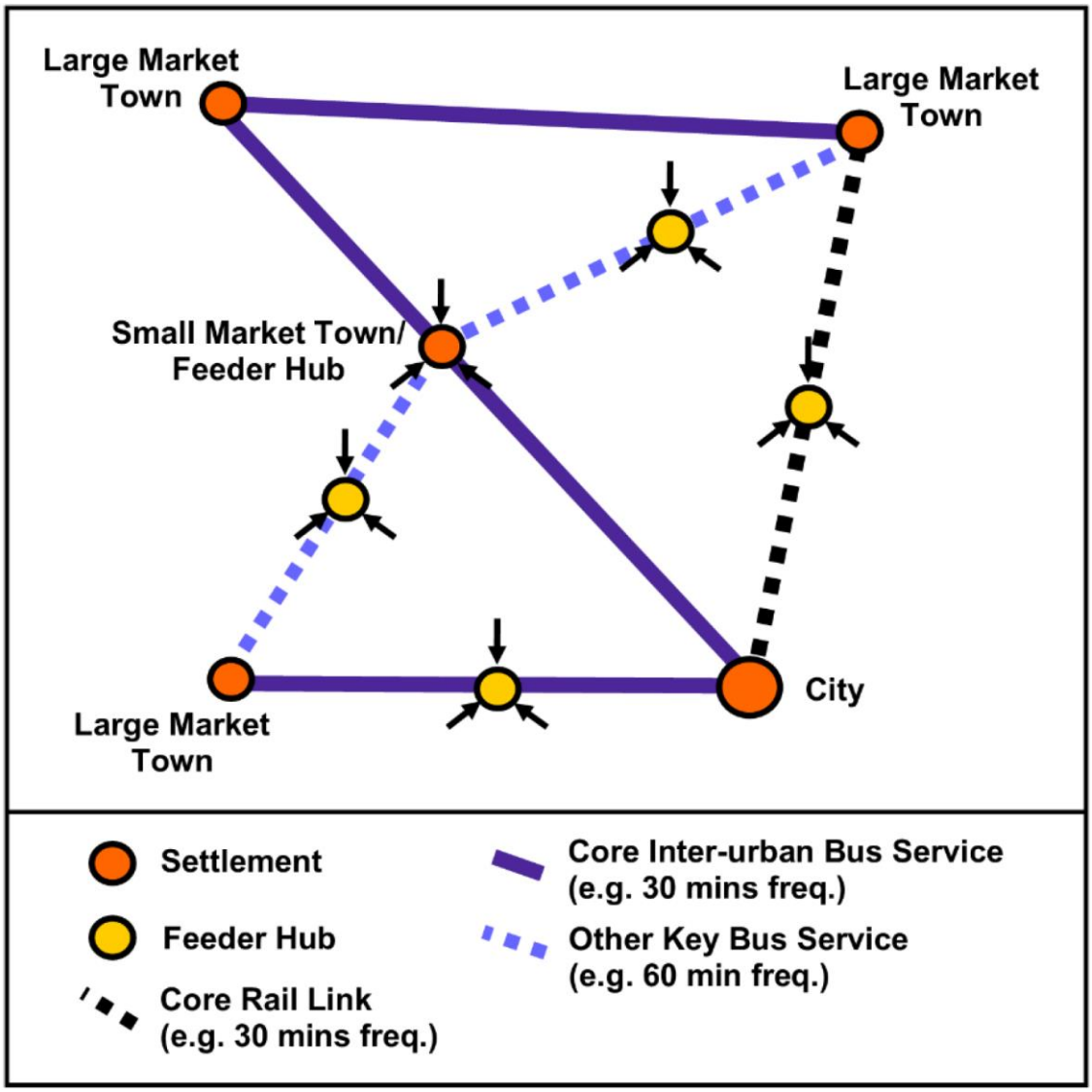
11.82 Rural bus services provide essential transport linkages for those living in rural areas, connecting them to local services, education and employment opportunities. Inter-urban services within our region, such as the X1 between Peterborough, Wisbech and Norwich and the X5 between Cambridge and St Neots (continuing to Bedford, Milton Keynes and Oxford) have gone from strength-to-strength, with more frequent, higher-quality services and continued patronage growth. Conversely, as highlighted in the Strategic Bus Review, many rural services serving local towns and villages have struggled, operating more infrequently with indirect routes, with both patronage and financial support declining.

11.83 The Combined Authority, reflecting the recommendations of the Strategic Bus Review, will work with operators to place inter-urban bus services, combined with local rail services, at the centre of an integrated rural public transport network. Rural bus services will be designed to serve corridors of recognised bulk demand at attractive frequencies, with local fixed or flexible bus and demand-responsive transport feeding into these services at identified hubs. This will include:

- a set of 'core' inter-urban routes between cities and large towns, where links are not provided by the rail network (for example, this could include the Norwich – Wisbech – Peterborough and Cambridge – Cambourne – St Neots corridor;
- a set of 'local' rural routes, with a sustainable but attractive and consistent frequency, linking larger market towns and some smaller towns (for example, this could include Cambridge – Linton – Haverhill and March – Chatteris – Sutton – Ely); and
- bus services integrated with local rail (and, in the longer-term, Cambridgeshire Autonomous Metro (CAM)) services, seeking to complement them by providing links not served by rail with high-quality services, rather than competing where no additional benefit is added.

11.84 These services will be designed to provide the backbone of the rural public transport network, which would be integrated with demand-responsive and community-led services at connecting rural travel hubs in large villages and towns, as discussed below. These hubs would include waiting facilities, real-time information provision, and / or cycle and car parking, would be designed to create recognisable gateways to the rural transport network that help to attract patronage.

Figure 11.1: Illustrative bus network concept



Source: Cambridgeshire and Peterborough Strategic Bus Review: Options Report (January 2019)

11.85 The Combined Authority will work with bus operators to ensure that these 'core' and 'local' bus routes best serve their communities en route and meet the needs of local people. In particular, we will:

- work with operators to ensure that services best serve corridors of high demand, connecting to the places that users wish to travel, and ensuring that interchanges (where required) take place in dedicated hubs between frequent or dedicated connecting services;
- support efforts to market and promote the bus network, and connecting public transport services (such as the approach taken in Lincolnshire, with their network of frequent 'InterConnect' inter-urban services integrated with connecting demand-responsive 'CallConnect'[140] services);
- consider the potential for localised bus priority measures (such as junction and signal priority) for such services to improve journey times and reliability;
- continue to improve information provision, service quality and reliability, and ensure provision of adequate bus stop infrastructure across all routes; and
- support dedicated provision for 'core' services in bus stations in our larger towns and cities (e.g. dedicated, clearly advertised stops).

11.86 Approximately 10% of services in Cambridgeshire and Peterborough currently operate with a subsidy from Cambridgeshire County Council or Peterborough City Council, raised via a levy by the Combined Authority. The subsidy provides the financial support required to ensure connectivity to some of our rural towns and villages.

11.87 The Combined Authority will work with local councils and bus operators to ensure that available funding is focused on services that best meet the needs of rural communities, and provide a comprehensive network. This will involve working with both Local Highway Authorities to develop a robust, transparent and evidence-based methodology for allocating subsidy, ensuring that the largest communities most in need of frequent, fixed bus links benefit from them.

Policy 14.3: Support local community transport, fully integrated into the rural public transport network, for communities not served by the bus or rail network

11.88 Everyone living within Cambridgeshire and Peterborough, irrespective of where they live, their level of mobility or whether they have access to a car, should be able to access the services and facilities they need to fully participate in the community. Ensuring that our rural public transport network provides access to opportunity for all and tackles social exclusion in our rural communities is therefore a key priority of the Combined Authority.

11.89 Traditional bus services are often not viable in our most rural villages and hamlets, and other types of public transport provision are more suitable, connecting into higher-volume bus and rail services for longer-distance journeys at transit hubs. The Combined Authority is keen to support communities to develop their own 'social infrastructure' solutions, to best meet local need. For example, demand-responsive solutions match transport service provision more closely to demand, allowing public and private transport to be provided more effectively at typically lower cost.

[140] See: **CallConnect** (Lincolnshire County Council)

11.90 Several types of demand-responsive transport services are currently in operation in Cambridgeshire and Peterborough:

- flexible 'Dial-a-Ride' minibus services, where individuals who live in an area with limited or no public transport are able to book a minibus that provides a door-to-door service. Dial-a-Ride services are predominately used by the elderly, although often there is no eligibility criteria except for an inability to make the journey in question by public transport; and
- community car schemes, where a door-to-door service is provided at low cost by voluntary drivers, booked through a coordinator, typically organised at a local level (e.g. a number of small villages).

11.91 Flexible 'Dial-a-Ride' services are available in each of the Local Planning Authority areas within Cambridgeshire and Peterborough except South Cambridgeshire, and provide a bookable, flexible service for those unable to access bus or rail services. The Combined Authority will work to ensure that such services form an integral part of the wider rural public transport network, by:

- supporting district councils, and the voluntary sector in providing such services, and exploring options to expand coverage to South Cambridgeshire to ensure provision for all Combined Authority residents, irrespective of location;
- improving the attractiveness, service coverage and availability of such services, so that DRT provides a high-quality service to passengers – and not simply the elderly – rather than being viewed simply a 'last resort' mode of transport for those who lack access to a car; and
- explore how services can be better integrated into the wider rural transport network, allowing rural residents to make longer-distance journeys to and from our larger towns and cities more easily, including:
  - how Demand Responsive Transport services can better connect with bus and rail corridors at dedicated rural travel hubs; and
  - how fares and ticketing for Demand Responsive Transport can be better integrated with bus and rail.

11.92 The Combined Authority will also continue to support community car schemes, supplementing the service provided by demand-responsive services. Community car schemes, organised locally by volunteers, provide invaluable transport links for those in rural communities, and the Combined Authority will continue to promote such services, support efforts to attract volunteers to operate them, and explore how they can better integrate within the wider rural public transport system. We will also work with our Local Highway and Planning Authority partners to identify 'gaps' in the coverage of community car schemes, and explore how coverage can expanded across a wider geography.

11.93 The Combined Authority will also support the continued development of the 'Total Transport' approach, in collaboration with Cambridgeshire County Council, to maximise the value-for-money of delivering the rural public transport network and ensure that funding can be best targeted to improving services. This refers to combining the organisation of DRT services with other road transport services, such as school transport. Pooling funding, trip planning and vehicles, such as using buses for school transport for demand-responsive services during the middle of the day, can provide a significantly more integrated, higher-quality transport service network at better value-for-money to the public purse.

11.94 We will continue to adopt and expand this approach while planning rural transport services, with savings reinvested in the wider transport network to provide the best service for passengers. This will include, for example, exploring how other forms of public transport subsidised by other government agencies (such as NHS non-emergency patient transport, currently commissioned by the Cambridgeshire and Peterborough CCG) can be integrated into the delivery of local DRT services to deliver greater operating efficiencies.

11.95 We will also explore the potential for new demand-responsive services currently being trialled in urban areas, such as ArrivaClick[141], Oxford 'PickMeUp'[142] or UberPool[143] which offer a shared mobility service commercially, to be introduced in our rural areas. The Combined Authority will work with those developing such services to better understand how they could support our aspirations for a more integrated, comprehensive transport network in our rural areas.

Related policies

11.96 Related policies can be found for rural rail services in policy theme 17 (Travelling by train), with plans for providing key links for some of our rural communities, providing high-quality connectivity to larger market towns, Peterborough, Cambridge and London.

[141] See: **ArrivaClick** (Arriva Buses, accessed 2019)

[142] See: **PickMeUp** (Oxford Bus Company, accessed 2019)

[143] See: **UberPool** (Uber, accessed 2019)

Policy theme 15: Improving public transport in our towns and cities

Overview

11.97 Approximately 300,000 people live in the cities of Cambridge and Peterborough. Both cities act as major destinations for business and tourism and attract commuters from far afield, and hence rely on efficient, high-capacity transport connectivity for their success. Residents of these cities are less likely to own a car than other residents of the Combined Authority and, hence, are more likely to rely on public transport – to access vital jobs and services[144]. Reflecting the geographic extent of Cambridge and Peterborough, comprehensive, high-quality bus networks – together with good longer-distance rail services – are critical to providing an attractive, high-quality public transport system within our cities.

11.98 Both Peterborough and Cambridge have expansive urban bus networks and are well-served by the rail network for longer-distance journeys to the wider region, particularly to London and northwards along the East Coast Mainline. However, bus networks within both cities suffer from significant challenges which can limit their attractiveness to passengers, as highlighted in the Combined Authority's Strategic Bus Review[145]. These include poor journey time reliability, lengthy journey times, (perceived) high fares and a network coverage and frequency which does not always suit current travel patterns.

11.99 National transport policy explicitly identifies the need to "*create a transport network that works for users, wherever they live*"[146]. Our proposals aim to deliver a comprehensive, reliable, and safe to use public transport network within our cities, which connects people effectively to where they wish to travel with frequent, high-quality and affordable services, and acts as an attractive, viable alternative to the private car.

Policy Summary

11.100 Improved public transport within our towns and cities will help meet the expectations of residents, visitors and businesses, and ensure that our cities reach their economic potential. Our proposals focus upon transforming the coverage, frequency and reliability of our urban bus networks, supplemented and integrated with a new rapid transit network, Cambridgeshire Autonomous Metro (CAM), within Greater Cambridge, and improvements to rail services for longer-distance journeys to and within our cities.

11.101 Our policies reflect this, and will:

- support the continued development of urban bus networks by working in partnership with bus operators and Local Highway Authorities to improve service quality, reliability and frequency;
- deliver transformational mass transit within our cities to support growth and deliver a step-change in accessibility; and
- support measures to better manage demand for road space following the provision of high-quality public transport infrastructure.

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[144] 34% and 25% of households in Cambridge and Peterborough respectively do not have access to a car, compared to 19% across the Combined Authority as a whole. Source: **Car or Van Availability** (Office for National Statistics, 2011)

[145] Source: **Cambridgeshire and Peterborough Strategic Bus Review: Options Report** (Cambridgeshire & Peterborough Combined Authority 2019)

[146] Source: **Transport Investment Strategy** (Department for Transport, 2017)

11.102 It is acknowledged that delivering these significant improvements are likely to require increased financial support for public transport, which would need to be delivered through additional revenue funding. The Cambridgeshire and Peterborough Strategic Bus Review sets out potential funding sources, including additional support from the public sector, new revenue streams (such as workplace parking levies), a reduction in operating costs and / or better sharing of revenues from operators under new Enhanced Partnership arrangements. Securing such funding is essential to deliver our ambitions for transforming public transport in our cities, and ensuring that the transport network adequately delivers on wider objectives (such as ensuring social equity, improving air quality and supporting sustainable growth) to ensure the continued success of Cambridgeshire and Peterborough.

11.103 Improvements to public transport within our rural and market towns are discussed in policy theme 14 (Rural transport services); rail services between our cities, including new stations, is discussed in policy theme 17 (Travelling by train); and continued investment in more integrated, multi-modal transport hubs and interchanges is discussed in policy theme 13 (Delivering a seamless public transport system).

Policy 15.1: Support the continued development of urban bus networks by working in partnership with bus operators and local authorities to improve service quality, reliability and frequency

11.104 Buses form the backbone of Cambridgeshire and Peterborough's transport network, with over 30 million journeys per year within the Combined Authority area in 2016/17[147]. Buses are especially important for those who lack access to a car: 49% of journeys on local buses in 2016 were carried out by individuals without access to a private car[148]. The bus network connects these people to jobs, services and social opportunities, offering an attractive alternative to the car that also helps to reduce traffic congestion.

11.105 Urban bus networks within both Cambridge and Peterborough are extensive, including both 'conventional', guided, and Park & Ride services. However, as highlighted in the Combined Authority's Strategic Bus Review[149], our bus networks suffer from significant challenges which can limit their attractiveness to passengers, amplified by recent declines in local financial support for local bus services. These challenges include:

- poor journey time reliability, particularly within Cambridge, as traffic congestion means it can be difficult to predict how long journeys will take;
- limited service frequencies on some routes, particularly at evenings and on weekends, which mean the network does not provide a 'turn-up-and-go' level of service required to provide an attractive alternative to the car;
- a network which does not always suit desired traffic patterns, such as adequately serving deprived communities, out-of-town employment locations or major development sites.

[147] Source: **Annual Bus Statistics – England** (Department for Transport, 2017)

[148] Source: *ibid.*

[149] Source: **Strategic Bus Review** (Cambridgeshire & Peterborough Combined Authority, 2019)

11.106 Our approach will be to work in partnership with both bus operators and Peterborough City Council, Cambridgeshire County Council, Cambridge City Council, all district Councils, and the Greater Cambridge Partnership to improve services, in line with the recommendations in the Strategic Bus Review.

11.107 These include working with operators to improve the frequency and coverage of the network, to help provide a consistent offer to passengers, better support economic activity at all times (e.g. industries with extended shift patterns), and provide a genuine alternative to the car for all but a small minority of car trips, so that residents of our cities do not feel that the private car forms the only option for their mobility. This includes:

- developing an Integrated Assessment Framework for the prioritisation and allocation of subsidy;
- working with bus operators to maximise the opportunity to enhance service frequencies to a 'turn up and go' level of service;
- reviewing levels of service at evenings and weekends, linked to service provision during the day;
- exploring options to improve network coverage, with particular respect to:
  - providing better cross-city links to major destinations outside city centres, reducing the need to interchange;
  - providing orbital routes that avoid city centres, where practical;
  - ensure that services are reconfigured, as appropriate, to serve new development sites and employment locations;
- supporting investment in bus priority measures and segregated public transport corridors to help reduce journey times, improve journey reliability, and hence improve the attractiveness of bus travel, including:
  - quality bus corridors, including bus lanes and separate segregated cycle facilities, removal of pavement parking and smart traffic control, such as currently being delivered by the Greater Cambridge Partnership on the Milton and Histon Road corridors;
  - dedicated, wholly segregated public transport corridors, including those currently being developed by the GCP linking Cambourne, Waterbeach New Town and Granta Park to Cambridge, which will be incorporated into the Cambridgeshire Autonomous Metro (CAM) network upon completion;
- supporting efforts by operators to improve the quality of services, such as cleaner buses with improved facilities such as wireless internet and plug sockets;
- supporting investment in waiting facilities, including bus stops with real-time bus information;
- specify, through bus operating models, the requirement for ultra-low emission hybrid and zero emission electric vehicles, to improve local air quality;
- seek funding from central Government sources e.g. Ultra-low emission bus scheme, to help buy ultra-low emission buses and the infrastructure needed to support them; and
- support establishment of a 'Clean Air Zone' within Cambridge and/or Peterborough City Centre, if pursued by local councils.

11.108 First and foremost, our aim is to support the highest possible frequency of service with fast, reliable journey times, with a simple, intuitive network that provides good direct links while presenting good opportunities to interchange between high-frequency services. It should seek to avoid overly complex routings, and prioritising service coverage (e.g. providing many indirect, infrequent services which appear to 'cover the map' with bus routes) over attractiveness.

A future delivery model for our bus network

11.109 Cambridgeshire and Peterborough require a model for delivering bus services which facilitates radical enhancements to service frequency, coverage and quality. The Strategic Bus Review, however, highlights that the existing model of deregulated, commercial operation, combined with a network of supported services, faces significant challenges in being able to support the delivery of these enhancements and our vision for the network.

11.110 The Combined Authority, in line with the recommendations of the Strategic Bus Review, is therefore beginning engagement with local operators on how to improve service provision through 'Enhanced Partnerships'. Subject to successful engagement with operators, and mutual agreement on a future vision for the network, this would allow the delivery of minimum standards for service quality, vehicles and ticketing, together with new minimum levels of service and a comprehensive network geography.

11.111 If high-quality Enhanced Partnerships could not successfully be negotiated with operators, the Combined Authority will explore alternative franchising options for the bus network, allowing them to directly control routes, services and fares, in line with the requirements under the Bus Services Act 2017.

Policy 15.2: Deliver transformational mass transit within our cities to support growth and deliver a step-change in accessibility

11.112 Extensive growth in Cambridge in particular, combined with the historic constraints of the city's transport network, mean that improvements to the bus network will be insufficient to deliver the integrated, world-class public transport network required to support further growth and meet the expectations of residents and businesses. Simply, Cambridge's streets are too constrained to accommodate the significant increase in bus services required to both meet future forecast demand, and facilitate modal shift away from the private car, even with significant demand management within the city.

11.113 The Combined Authority will, therefore, continue to develop proposals for a mass transit network – the Cambridgeshire Autonomous Metro (CAM). This would include approximately 12km of tunnelling under Central Cambridge to provide a wholly segregated route for new CAM services, to:

- guarantee reliable services, unaffected by traffic congestion;
- facilitate faster significantly journey times, particularly for 'cross-city' journeys such as Cambourne to the Cambridge Biomedical Campus, by avoiding the need to interchange; and
- provide a step-change in transport capacity and accessibility required to support growth.

Cambridgeshire Autonomous Metro (CAM)

11.114 CAM will link key destinations in Cambridge, such as the Cambridge Biomedical Campus, City Centre and Northern Fringe, to each other and key corridors from the city, including to St Ives, Cambourne, Waterbeach, Trumpington, Haverhill (via Granta Park) and Mildenhall. It is envisaged to operate with bespoke, electric vehicles, which can operate on existing busway corridors and future segregated public transport links without the need for steel rails. It will be largely segregated from traffic – achieved in the city centre through tunnelling – with dedicated stops and real-time information, to offer a world-leading user experience attractive to car users.

11.115 CAM will help to create a high-quality, high-frequency, reliable network which meets and exceeds the expectations of residents, businesses and residents. It will be seamlessly integrated into the surrounding bus, Park & Ride, and rail network to ensure that the benefits of the system are maximised. This is outlined further in policy theme 13 (Delivering a seamless transport system).

11.116 Peterborough City Council are leading a feasibility study of mass transit and supporting travel hub along radial corridors to better connect new and existing residential to key employments sites, services, such as the hospital, amenities and possible new Park & Ride hubs. The study will look into the future growth in travel demand and what the potential would be to transfer these journeys onto mass rapid transit. It will look at what new transport corridors are needed in order to connect new developments to other key centres and the opportunities and constraints involved.

Policy 15.3: Support measures to better manage demand for road space following the provision of high-quality public transport infrastructure

11.117 Improving public transport in our cities, together with delivering an effective highway network and attractive, liveable cities, rely on the effective management of traffic congestion. High levels of traffic congestion – particularly in and around our cities – act to:

- worsen air quality, and create the impression of traffic-dominated streets which reduce the attractiveness of our cities as places to live and work;
- lengthen journey times and worsen reliability for bus services, undermining the attractiveness of the bus network and making it more expensive to operate services;
- lengthen journey times for essential highway trips and imposing additional costs on businesses, such as delivery firms, which reduces the region's productivity; and
- deter people from walking and cycling.

11.118 The Combined Authority will work with local councils and the Greater Cambridge Partnership to tackle congestion in our cities, in order to improve the attractiveness of the public transport network and create more pleasant, liveable cities to live and work. Our proposals to transform public transport – as set out throughout this document – will create an attractive alternative to the car, delivering modal shift which reduces pressure on the highway network in our cities.

11.119 Providing high-quality alternatives to the car may not, however, reduce congestion sufficiently to create the liveable streets that make our cities great places to live. Once plans are fully developed to transform public transport in our cities through an enhanced bus and rail network, together with new CAM services, we will further explore additional measures to manage highway demand if required.

11.120 These could include, subject to engagement with local councils, measures such as controlled parking zones, a workplace parking levy, or a 'pollution' or 'congestion' charge. These measures would help to tackle congestion, improve air quality and make the most effective use of road space, helping to facilitate the improved public transport, walking and cycling infrastructure outlined elsewhere in the Local Transport Plan, but would only be delivered where required and where public transport alternatives are in place.

11.121 These measures would be developed in partnership with Local Highway and Planning Authorities and the Greater Cambridge Partnership, and be subject to detailed further study – such as the Choices for Better Journeys study, currently being developed by the Greater Cambridge Partnership. This study has identified a number of potential measures to assist in tackling congestion, including:

- more widespread traffic management, including restricting access for cars to specific roads or areas at busy times and/or charging motor vehicles to drive into and around Cambridge at peak times;
- parking controls, for example reducing parking availability or increasing charges;
- a workplace parking levy; and
- a "pollution charge".

11.122 Before any of these options can be introduced, it will be important that an improved public transport system in place so people have alternative options. The measures above could be used independently or in combination, and all examples given are for illustrative purposes only at this time.

11.123 We will work with the Greater Cambridge Partnership to help develop and deliver the Choices for Better Journeys programme within Cambridge, and will work with Peterborough City Council regarding a similar package if required and supported by local stakeholders.

Policy theme 16: Travelling by coach

Overview

Filling a distance and affordability gap

11.124 Coaches play an important role in enabling people to access the Combined Authority area for tourism and leisure, and to reach other parts of the UK. They are an affordable mode of travel, can be efficient for some group travel, such as school trips, and provide an alternative to medium and long-distance trips where direct rail links are unavailable, such as between Peterborough and Northampton, or Cambridge and Oxford. To make travelling by coach an attractive option and to enhance local, national and international connectivity (via airports), it is important that coaches within the Combined Authority area are able to:

- operate efficiently, with sufficient stop facilities provided in appropriate locations (for example at dedicated terminals, in city centres and close to attractions); and
- be integrated into the wider public transport and street networks.

11.125 Broad categories of coach services operating in the Combined Authority area are described in Table 11.1.

Table 11.1: Categories of coach services[150]

Type	Definition	Typical examples	Passenger profile
Regular services	Services that provide for the transport of passengers at specific times along specified routes, with passengers being picked up and set down at predetermined stopping points.	Regular, scheduled services open to all passengers, provided by companies such as National Express, Stagecoach and Megabus.	Typically, young adults and students, looking for an affordable alternative to rail or the private car.
Special regular services	Services that provide for the transport of specified categories of passengers (to the exclusion of other passengers) at specified times along specified routes, with passengers being picked up and set down at predetermined stopping points.	Regular, scheduled services not open to all passengers, such as: • school services serving only those attending a school; and • staff services serving only those working at a location.	Typically, school-age children and working professionals.
Occasional services	All other services, the main characteristic of which is the transport of groups of passengers by a coach provider or tour operator.	Single or multi-day visit/tour requested by a customer or offered by an operator.	Typically, older and retired travellers looking to spend time on recreational and leisure activities.

[150] Source: Derived from Table 2.1, Comprehensive Study on Passenger Transport by Coach in Europe (Steer, on behalf of the European Commission, 2016)

11.126 Coaches are a flexible transport mode and, unlike trains and aircraft, are broadly able to pick up and set down passengers anywhere with minimal provision of fixed infrastructure. Some regular services make use of on-street stops to provide a range of pick-up and set-down points.

Services and demand

11.127 Cambridge and Peterborough are important destinations for scheduled coach services. Both cities have regular, scheduled coach connections with London and Stansted Airport, while Cambridge also has regular services to the airports at Gatwick and Heathrow. These services typically serve Peterborough Queensgate Bus Station, Drummer St Bus Station in Cambridge, Cambridge Parkside (on Parker's Piece) or the Park & Ride sites on the outskirts of the city. These locations do not currently provide the breadth or quality of facilities that might be expected by coach passengers and drivers, including refreshment outlets, driver facilities and rest rooms. While the provision of coach services is solely within the control of the operators, the Combined Authority can play a role in improving the attractiveness of travelling by coach and in encouraging new approaches such as crowdsourced 'on-demand' services.

11.128 Cambridge, Peterborough, Ely, Newmarket and the Imperial War Museum at Duxford are all significant destinations for occasional coach services, which benefit the visitor economy but require coach parking and driver break facilities to be available near stopping points. In future, coach travel has the potential to bring tourism benefits to areas of the Combined Authority less accessible by public transport, including Fenland. The Combined Authority will work with Local Highway and Planning Authorities and coach operators to provide the necessary space and facilities to accommodate existing and proposed regular and occasional coach services.

Policy Summary

11.129 The policies to support coach travel to and from the Combined Authority area aim to:

- provide sufficient space and appropriate infrastructure for picking-up and setting-down passengers; and
- integrate coach services with wider public transport and highway networks.

Policy 16.1: Providing sufficient space and appropriate infrastructure for coach services

11.130 The Combined Authority will:

- continue to work with Local Highway and Planning Authorities and the coach industry to enable the provision of adequate on-street and off-street coach infrastructure, plus designated driver facilities, in appropriate locations for regular and occasional coach services, and to allow for their safe and efficient operation; and
- engage with disabled user groups, including people with limiting long-term illness, impairment or reduced mobility[151] (PRM), to understand how coach provision could be improved to serve their safety and wider needs.

[151] In the UK, the Public Service Vehicles Accessibility Requirements (PSVAR) 2000 requires that new vehicles carrying 22 passengers or more have facilities such as low floor boarding devices, space for wheelchair users, highlighting of steps, handrails for visually impaired people and priority seating.

Policy 16.2: Integrating coach services with wider public transport and highway networks

11.131 The Combined Authority will:

- investigate options to integrate coach services with local bus services, Park & Ride sites and proposed future transport provision such as the Cambridgeshire Autonomous Metro;
- work with the two Local Highway Authorities to ensure that there is clear and suitable signage along the preferred route(s) to the area's key destinations and attractions;
- encourage coordination between businesses that are interested in providing special regular services for their employees; and
- encourage coach operators to investigate the potential for 'on-demand' coach services through crowdsourcing platforms or similar technology-based approaches.

Policy theme 17: Travelling by train

Overview

11.132 Cambridgeshire and Peterborough benefit from twenty railway stations, with services stretching across our region and to the rest of the country. Both Cambridge and Peterborough respectively form major rail hubs, with 11.5 and 4.9 million trips to and from each station annually, representing more than 60% of total rail demand.

11.133 Peterborough benefits from excellent strategic connectivity to London, Yorkshire and the North East of England, as well as cross-country links, and Cambridge from a non-stop service to London, rural links to Suffolk and Norfolk, together with a local commuter rail network. New Thameslink services, linking Cambridge and Peterborough directly to the City of London, Gatwick Airport and Brighton, have recently commenced, and new trains are gradually being introduced across much of the network.

11.134 Our plans for the rail network will help to alleviate the constraints in the network, providing improved services for passengers. Track capacity and layouts at Ely currently act as a key constraint on services that operate across our network, and improving the complex junctions to the north of the city will help us operate more trains across the Combined Authority area. Cambridge Biomedical Campus, despite being directly adjacent to a rail line, requires a new station to be better accessible by rail. The Department for Transport are currently leading a piece of work to deliver a station at the Campus.

11.135 Services between Cambridge and Newmarket – a key commuting corridor – also cannot be increased without additional infrastructure, and journey times between our two cities are currently slow, and uncompetitive with car. Our planned improvements, including longer, more frequent trains, faster journey times and better ticketing, will deliver a more integrated, easy-to-use rail network, helping us to create a more attractive rail network which meets the expectations of passengers and supports Cambridgeshire and Peterborough's growth.

Policy Summary

11.136 Rail services provide key links for commuters, businesses and leisure passengers, and our plans will help to improve rail services for passengers, and reduce congestion on our highway network. Our policies will therefore:

- support measures to deliver a more reliable, integrated, passenger-friendly rail network;
- facilitate improvements to stations to improve the experience of travelling by train;
- explore options to expand the rail network to link to new settlements, corridors and growth areas; and
- support frequency and journey time enhancements on our rural and intercity rail links to improve connectivity and capacity.

11.137 Additional detail on our proposals to improve ticketing, and make rail travel more affordable in conjunction with other transport modes, are detailed under Policy Theme Transport Pricing and Affordability.

Policy 17.1: Support measures to deliver a more reliable, integrated, passenger-friendly rail network

11.138 Ensuring that our rail network is reliable, integrated and easy-to-use is essential for providing the high-quality public transport network that residents, businesses and visitors expect. Travellers should be able to access their station, buy a ticket and catch their train with ease, with rail services operating at 'clockface' intervals with reliable connections between them. The Combined Authority will therefore work with operators, Local Highway and Planning Authorities, Sub-National Transport Bodies and the wider rail industry, to ensure that:

- there is enough support for, and influence over, long-term planning and franchising, including service provision, frequency, comfort and facilities;
- services operate to a reliable timetable, so that passengers can plan and predict their journeys without worrying about whether about whether their train will be on time. This will involve working with the rail industry to:
  - prioritise investment in maintenance and renewals of our track, signals and infrastructure to reduce faults and delays;
  - ensure that rail operators have sufficient staff, and trains, to operate the timetable reliably; and
  - continue to invest in schemes which improve capacity and reduce congestion, such as at Ely North Junction.
- services operate at regular 'clockface' intervals, so that passengers can easily learn their train times and do not have to consult a timetable prior to travelling;
- passengers are able to easily buy a ticket for their journey and feel confident to choose which ticket best suits the requirements for their journey;
- accurate real-time information of services is readily available, both online and at the station, particularly during times of disruption;
- connections between services, and especially between operators, are well-planned to best avoid the need for extended waits while interchanging between services; and
- trains have sufficient space to carry bicycles outside of peak hours, and do not require pre-booking to travel.

Policy 17.2: Facilitate improvements to our rail stations to improve the experience of travelling by train

11.139 Ensuring that rail stations act as attractive 'gateways', both to the rail network and the communities they serve, is key to encouraging people to travel by train, and presenting a positive image of our towns and cities. Stations should have modern facilities for their size, such as waiting rooms, toilets and ticket offices, and be easy to navigate, clean and well-maintained throughout. Stations should be accessible for all users, including those with a limiting long-term illness, impairment or disability, and connect to bike and public transport networks, with secure cycle storage and appropriate interchange and car parking facilities.

11.140 While most passengers are satisfied with the station at which they start and end their journey – research by Transport Focus indicates that 87% and 85% of passengers at Cambridge and Peterborough respectively are satisfied with travelling through them[152] – some of our stations do not meet the expectations of passengers, particularly in rural areas and in Fenland.

[152] Source: **Best train stations according to passengers, revealed** (Transport Focus, 2018)

11.141 We will therefore continue to work with the Department for Transport and Network Rail to deliver enhancements to Fenland stations, including building refurbishments and improved waiting facilities at March and Manea. We will also continue to work with the Greater Cambridge Partnership to deliver improvements to rural stations in South Cambridgeshire, with better waiting, car and cycle parking and interchange facilities as part of the Rural Travel Hubs programme, as outlined in policy theme 14 (Rural transport services).

11.142 Peterborough in particular acts as key interchange for those travelling to and from the Combined Authority, providing onward connectivity to Leeds, Newcastle and Edinburgh on the East Coast, and to the Midlands, Sheffield and Manchester. We will work with Network Rail, and the station operator LNER, to explore opportunities to enhance Peterborough station so that it is fully fit-for-purpose. This could include supporting investment in multi-story parking provision to free up land for development, reinvesting the proceeds in the station and our rail network.

Policy 17.3: Explore options to expand the rail network to link to new settlements, corridors and growth areas

11.143 While our rail network is expansive, combining both intercity links to London and other major cities with cross-country and rural services, some areas of the Combined Authority lack good rail connectivity. Our plans will help ensure that our key settlements and employment areas are well-connected, enabling residents and businesses to easily travel by train.

11.144 More than 26,000 jobs will be located at the Cambridge Biomedical Campus by 2031, but despite an adjacent rail line, the Campus lacks direct rail access. Delivering rail access and a new station is required as soon as possible, to ensure the site is served sustainably and to mitigate negative impacts on the local road network. We will work with the Department for Transport, Network Rail and the Greater Cambridge Partnership to deliver a station at Cambridge South by the mid to late 2020s, with a possible interim solution being brought forward sooner. We will also work to ensure four-tracking of the line south of Cambridge station and a grade-separated junction at Shelford in the longer-term to provide sufficient future capacity for East-West Rail.

11.145 We will also seek to expand access to the rail network at major growth sites, together with smaller communities not currently served by the network. This will include:

- a new rail station at Soham (served by Ipswich to Peterborough services), reconnecting the town with the rail network;
- an upgraded, relocated station at Waterbeach (to better support development at Waterbeach), with provision for longer, eight to twelve coach platforms;
- investigating the potential for new travel hubs at Alconbury Weald and Peterborough South to support future development, subject to value-for-money; and
- promoting a western gateway to Peterborough Station aligned to development to the west of the station.

11.146 Wisbech is one of the largest towns in the country without direct access to the railway network, with the nearest station – March – a twenty-minute drive away and difficult to access by bus. Direct rail services to the town would support future development, including the Wisbech Garden Town, and open up new employment opportunities for residents of Wisbech in Cambridge by rail. The Combined Authority is exploring how to better integrate

Wisbech into the rail network, including how a new service to March, Ely and Cambridge could support the town's future growth and prosperity.

11.147 The Oxford to Cambridge Arc, and wider England's Economic Heartland area is one of the most productive and dynamic regions in Europe, but travel across the arc is currently difficult to make by rail without an expensive and inconvenient route via Central London.

11.148 Major growth is planned along this corridor, reinforcing the need for improved connectivity along the Arc. The Combined Authority strongly supports the delivery of East West Rail along this corridor, including bringing forward proposals and delivery of the central (Bedford to Cambridge) and eastern (Cambridge to Norwich/Ipswich and beyond) sections at the earliest possible opportunities. We will continue to work with the East West Rail Company, Central Government, Local Highway and Planning Authorities, Local Enterprise Partnerships, and two emerging Sub-National Transport Bodies - England's Economic Heartland and Transport East to ensure that the aspirations for this corridor are realised.

Policy 17.4: Support frequency and journey time enhancements on our rural and intercity rail links to improve connectivity and capacity

11.149 Ensuring rail links operate to a sufficiently regular frequency is key to ensuring that the rail network is attractive to passengers and provides sufficient capacity to cater for travel demand. Infrequent services deter the use of rail, especially compared to travelling by car, as passengers are forced to waste time waiting for their service or plan their day around specific rail services.

11.150 While many of our rail services, particularly to London from Cambridge and Peterborough, operate at attractive frequencies of half-hourly or better, many key links between our cities and market towns, and rural links to Suffolk and Norfolk, operate hourly or less. Some services, particularly on key commuter routes into and out of Cambridge in the peak, and to London, suffer from overcrowding, which deters people from travelling by train and does not provide the quality of travel that passengers expect.

11.151 The Combined Authority will therefore work with operators, Network Rail and the Department for Transport to increase the frequency of our key regional rail links to half-hourly or better[153], improving connectivity and providing more seats. This will include the following routes:

- *Peterborough to Cambridge (and Stansted)* – increasing the frequency and capacity of the essential link between our two cities, and our key international gateway at Stansted, is a top priority. We will explore the potential to increase the frequency of the existing CrossCountry service to Birmingham, or deliver a new service, to enhance connectivity.
- *Norwich to Cambridge (and Stansted)* – services between Norfolk and Cambridge will be extended to Stansted Airport in 2019, which will increase the frequency between Cambridge and Stansted to two trains per hour. We will also explore how the frequency of links to Norfolk, the city of Norwich, and to Stansted Airport, can be enhanced further.
- *Cambridge to Ipswich* – increasing the frequency between these two important centres, and in particular providing a more frequent service at Newmarket to improve capacity and connectivity, is key.

[153] For longer-distance journeys of more than 90 minutes in duration, such from Peterborough to Leeds, Newcastle and Edinburgh, an hourly frequency is sufficiently attractive since passengers typically do not make such journeys on a 'turn-up-and-go' basis.

- *Peterborough to Ipswich* – under the Greater Anglia franchise this service, which provides an important link to the important rail hub of Peterborough, will be increased in frequency to hourly. We will explore how the frequency can be increased further.
- *Kings Lynn to Ely, Cambridge and London* – under the Greater Northern franchise this service, which provides a key link from East Cambridgeshire and West Norfolk to Cambridge and London, will be increased in frequency to half-hourly, dependent on infrastructure improvements. We will ensure that these improvements are prioritised by Network Rail to benefit passengers as quickly as possible.

11.152 Many of these improvements rely on an upgrade to Ely North Junction as part of the Ely Area Capacity Enhancement scheme, currently being led by Network Rail. We will support this upgrade, working with Network Rail to develop scheme options which maximise the opportunities to operate more services between destinations in the Combined Authority and elsewhere. Where additional capacity is required that cannot be delivered by increasing the frequency of trains, we will work with the rail industry to lengthen trains to provide sufficient space for passengers.

11.153 The Combined Authority will also continue to explore opportunities to reduce journey times on key rail routes. Greater frequencies can facilitate an improved balance between fast and stopping services, helping to deliver fast journey times between our largest cities while maintaining local connectivity. In particular, we will focus on journeys:

- between Cambridge and Peterborough, where the hourly service takes 49 minutes to cover 40 miles, an average speed of less than 50 mph and uncompetitive with private car; and
- between Peterborough and London, where there is a long-term goal for journey times of less than 40 minutes to support the city's growth agenda.

11.154 Some areas, such as within Fenland, also lack services in the early morning and at late evenings, which are vital to ensuring shift workers can access employment elsewhere and for supporting the night-time economy. The Combined Authority, in collaboration with Cambridgeshire County and Fenland District Council, will therefore lobby for better service provision at the start and end of the day, together with more services to stop at Cambridge North to improve access to employment at the Cambridge Science Park.

Ensuring that residents and businesses are aware of the opportunities to travel by rail, and the wide range of services that are available, is an integral part of increasing rail patronage. The Combined Authority will therefore work with local communities and the wider rail industry to promote our rail services, and in particular the opportunities for multi-modal travel.

Policy theme 18: The local road network

Overview

Managing the network

11.155 Having an effective local road network is important for the efficient and reliable movement of people and goods across our region – not just for cars but for all road users, including pedestrians and cyclists. It is important, therefore, to our economy, and an efficient network can also support stronger and more inclusive communities, positive health and wellbeing outcomes, and help minimise the negative impacts of transport and travel on the environment. This is impeded when there is disruption or congestion on the road network – affecting us all through longer and less reliable journey times, reduced road safety, severance in our communities, worsened air quality, increased carbon emissions, and negative local environmental impacts. Congestion can make us miss a hospital appointment, be late for a job interview or work, make running a business more difficult, or act as a disincentive to an investor who is looking to expand or locate in the local area.

11.156 Traffic levels are increasing everywhere in the country, but the rate of increase is higher in Cambridgeshire and Peterborough[154]. These pressures are most acute in and around Cambridge and in the south of Cambridgeshire in its market towns. To reduce congestion, many trips could be removed from the roads by several means – reducing the need for people to travel; encouraging people to travel more sustainably or by shifting road freight onto rail, where possible; or even re-routing or re-timing journeys to where and when there is spare capacity in the network.

11.157 Our two Local Highway Authorities, Cambridgeshire County Council and Peterborough City Council, have responsibility for "securing the expeditious movement of traffic on the authority's road network" under the Traffic Management Act 2004. The Local Highway Authorities must secure "more efficient use of their road network" or "the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on their road network…".

Ensuring our local roads are safe

11.158 As part of Local Government's approach to "expeditious movement" safety must be at the core. Our policy for safety is in policy theme 5.1 (Safety for all – a safe systems approach) – in addition to engineering interventions at specific sites, a risk-based approach assessing and identifying options to manage risks along a corridor will be taken, supported by road safety education, training and promotion.

[154] Source: **Motor Vehicle traffic (vehicle miles) by local authority in Great Britain**, (Department for Transport, 2019)

Maintaining the network

11.159 Alongside approximately 400 kilometres of Motorway and A Road network managed by Highways England as part of the national Strategic Road Network (A11, M11, A1(M), A14, A428 and A47), in Cambridgeshire there are:

- 426 kilometres of A roads
- 581 kilometres of B roads
- 1,115 kilometres of C roads
- 2,263 kilometres of unclassified roads
- 25 kilometres of bus ways
- 3,243 kilometres of Rights of Way
- 1,372 bridges and structures
- 52,800 street lights and 380 traffic signals

11.160 In Peterborough, alongside approximately 80 kilometres of Motorway and A Road network managed by Highways England (A1(M) and A47), there are:

- 122 kilometres of A roads
- 56 kilometres of B roads
- 203 kilometres of C roads
- 550 kilometres of unclassified roads
- 2 kilometres of bus ways
- 450 kilometres of on and off-road cycle routes
- 259 kilometres of Rights of Way
- 360 bridges and structures
- 26,000 street lights and 120 traffic signals

11.161 This local road network and wider portfolio of assets requires maintenance. Maintenance includes the general and winter maintenance of road surfaces, as well as maintenance of structures, signage, lighting, and maintenance and clearance of drainage, gullies and verges. Each Local Highway Authority has its own approaches to maintenance. The Combined Authority will work with both Local Highway Authorities – Peterborough City Council and Cambridgeshire County Council – as well as with Highways England, to continue to ensure a comprehensive and co-ordinated approach to managing the local road network.

11.162 Part of the responsibility of Local Highway Authorities is the co-ordination of road and street works. Overrunning or poor planned works can result in congestion and frustration of residents, workers, businesses, and visitors alike. As well as aligning highway maintenance policies and guideline, approaches to road and street work management will also be aligned. Similarly, for events, both planned and unplanned, an aligned set of guidelines will be supported.

A Key Road Network

11.163 As part of the powers devolved to the Cambridgeshire & Peterborough Combined Authority, there is a responsibility to identify a Key Road Network. This is the network of primary roads that together with the Strategic Road Network of motorways and A roads listed above, form the road-based ‘arteries’ of the region. They are the routes that have the highest traffic flows, that are most important for businesses and the economy, and for which safety and maintenance are the highest priority.

11.164 The funding for highway maintenance is transferred from Central Government to the Combined Authority. In agreement with the two Local Highway Authorities, and through engagement with other key stakeholders, the funding will be 'top-sliced' to prioritise investment for maintenance and road safety in the Key Road Network. Many parts of the proposed Key Road Network serve as both key inter-urban routes as well as part of the local network for providing shorter distance and, particularly, rural journeys. Beyond the top slicing of highway maintenance budgets for the key road network, rural road safety is a high priority for the Combined Authority.

11.165 In parallel, Combined Authorities and Local Transport and Highway Authorities across the country have been asked by the Department for Transport and Highways England to identify a Major Road Network. The aim of which is to appreciate that there are parts pf the local road network which provide a more strategic function in terms of capacity, traffic levels, importance of locations served, and the role of local roads in providing resilience, working with the Local Resilience Forum[155], for when there is disruption or severe congestion on the Strategic Road Network. In order to not duplicate work, identification of and consultation on both the Key Road Network and Major Road Network will happen in parallel, with an aim to identify the same roads for each.

Policy Summary

11.166 The Combined Authority will support Local Highway Authority partners in:

- identifying a Key Road Network;
- promoting more efficient use of the existing network; and
- aligning approaches.

Policy 18.1: Identifying a Key Road Network

11.167 The Combined Authority will consult with Local Highway Authority partners and Highways England on its requirement to develop proposals for a Key Road Network and the management and maintenance of the region's most important local roads.

Policy 18.2: Promoting more efficient use of the existing road network

11.168 The Combined Authority will support Local Highway Authority partners to:

- reduce the need to travel and support the use of additional demand management measures to reduce the number of vehicles, particularly single (or zero) occupancy vehicles on our roads, where sustainable alternatives exist. This could be through parking restraint, the reallocation of road space to non-car modes and physical restraint, enforcement, or new mechanisms such as charging or levies;
- promote the use of more sustainable modes of transport, including powered two-wheelers (e.g. motorbikes and motor-scooters), through new infrastructure; improving the quality of existing infrastructure and the improved integration of services; and through education, training, and promotions;
- use Intelligent Mobility solutions to actively manage traffic and make more efficient use of existing assets and services, through connected signals and travel information (see policy theme 6.4 (The future of mobility));
- encourage the use of rail freight instead of road freight (see policy theme 3.4 (Freight)).

[155] See: **Cambridgeshire and Peterborough Local Resilience Forum**

Policy 18.3: Aligning approaches to management and maintenance

The Combined Authority will work with Local Highway Authority partners and the Department for Transport and Highways England to continue to ensure a comprehensive and co-ordinated approach to managing the local road network; securing additional funding; and working towards an aligned and single set of policies, guidelines and approaches to highway maintenance and transport asset management as well as network management duties.

Policy theme 19: Parking

Overview

Parking and the transport network – balancing the supply and demand for parking

11.169 Every journey made using a vehicle or by bicycle starts and ends with a parking space, be it in a designated public or private space, 'bay' or 'rack' or an informal location. Parking is an important part of our transport network. Being able to travel easily to key locations is a fundamental part of our society and quality of life, and for many of our journeys, this requires parking. Put another way, by providing parking of different types, for different forms of transport – car, motorcycle, bicycle – travel by those forms or 'modes' is incentivised.

11.170 Different parking locations near each other also work as a network, where people using parking facilities have a choice. This may be based on a range of factors including local knowledge and preference, signage and location, price, and availability. These factors might, for example, influence whether we choose to use town or city centre parking, rather than edge of centre parking, or even Park & Ride facilities where they are available. By disincentivising parking by amending the number of spaces, their location and price, and ensuring that alternative modes of transport are available, more sustainable travel patterns can be achieved. This can help reduce congestion, improve air quality, reduce carbon emissions, and at the same time be affordable and provide good access to key services and amenities. Reducing parking demand also provides an opportunity in terms of creating more space for improved public realm and other development opportunities.

Parking as a land use and alternative land uses

11.171 Given the number of journeys made each day, particularly journeys made using cars and commercial vehicles, the space in our communities given to parking is considerable. Parking is a major land use. In our cities where land available for development is scarce, it is also a land use that has competing demands. Cars are typically parked for 96 percent of the day[156]. Whilst useful for those who have driven, the land use is relatively 'inert'. Finding suitable locations for development, be it housing, commercial space, or more mixed-use development, needs to be balanced with the existing demand for parking and the future demand the development will generate.

11.172 With an innovative approach to parking, with more efficient management of existing assets and careful planning of new parking facilities, parking provision could be reduced and land otherwise used for this purpose allocated to a wider range of valuable, productive purposes which would create safer, healthier, greener and more economically vibrant communities.

The cost of parking

11.173 Parking provision has costs – the cost of purchasing land and construction. Construction costs per space are highest where parking is built underground, followed by above ground multi-storey parking. However, these options may reduce the amount of land that is required. Surface parking is least expensive to construct, but may require more land to be acquired like-for-like. Parking is also a land use and amenity that needs maintaining, and parking systems

[156] Source: **Spaced out: perspectives on parking policy** (RAC Foundation, 2012)

have operating costs for their day-to-day management – for example for security, permitting and enforcement, lighting, drainage, and cleaning.

11.174 As such, parking is often charged for to cover the capital costs of construction and maintenance as well as its operating costs. As we become increasingly aware of some of the more negative impacts of driving, particularly from the impacts of congestion and from using conventionally fuelled vehicles, charges for parking are being levied further to cover the wider economic, social and environmental costs.

11.175 In short, is parking paying its way and performing how it should? We will work with partners to manage the supply and demand for parking through optimising the supply, location, and pricing of parking to provide access to key locations. We will also work with partners such as hospitals and other key employment sites to manage demand by encouraging ride sharing. We will also to address the negative impacts of parking such as congestion, impacts on air quality, and the opportunity cost of parking not being used for alternative land uses. If demand is going to be managed downwards, for example through Residents Parking Schemes, then other forms of transport will be supported to provide accessible and affordable alternatives.

Parking design and standards

11.176 The amount of parking provided within developments is controlled by Local Planning Authorities' parking standards. Parking standards typically consider the maximum and minimum amount of parking that should be provided per new house or apartment, or unit of other land uses (e.g. office, hotel, restaurant, light industrial estate). It should also be noted that some Local Planning Authority policy recognises that in some cases there may be opportunities to lower parking below standards, where there are strong alternatives coupled with congestion challenges.

11.177 Parking standards also typically consider provision for different modes, including bicycles, powered two wheelers (e.g. motorbikes and motor-scooters), electric vehicles and type of charging point, and for people parking with limited mobility who hold Blue Badges. Minimum standards for the volume of parking provision for different non-car modes and user groups can be varied by the availability of alternatives. For example, more parking can be provided in rural areas or in areas where bus provision is infrequent or the range of destinations served is low.

11.178 We will promote parking standards that are right for the needs of our local communities, that promote a better quality of life in our communities, that encourage more sustainable travel behaviours, and that do not have adverse safety or operational impacts on other road users, particularly the emergency services, buses, and more vulnerable road users such as cyclists. We will also promote the use of electric and other ultra-low emission vehicles, through advocating lower tariffs in the short term, and through the provision of prioritised spaces with charging infrastructure. In the medium to long term, as the majority of vehicles become electric or ultra-low emission, it will not be possible to provide free or subsidised parking due to adverse cost, revenue and congestion impacts, and charging regimes will be reviewed to ensure parking provision continues to provide an efficient resource.

11.179 National policy for parking is contained within the National Planning Policy Framework[157], specifically with regards to the setting of parking standards. It states, "*If setting local parking standards for residential and non-residential development, policies should take into account:*

- *the accessibility of the development;*
- *the type, mix, and use of the development;*
- *the availability of and opportunities for public transport;*
- *local car ownership levels; and*
- *the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles."*

11.180 And continues, *"Maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town centres and other locations that are well served by public transport…. In town centres, local authorities should seek to improve the quality of parking so that it is convenient, safe and secure, alongside measures to promote accessibility for pedestrians and cyclists."*

Governance – operation and enforcement

11.181 The number of organisations that influence parking policy, provision and enforcement is complex:

- **Central government:** sets the National Planning Policy Framework.
- **Local Planning Authorities:** sets parking standards (i.e. permitted volumes of parking) and ultimately decides whether to consent to the amount of parking permissible; operates public off-street parking (which it might out-source to a third-party operator) and enforce off-street parking controls.
- **Developers:** assess the likely need and ultimately build parking provision.
- **Local Highway Authorities:** provide on-street parking controls and charging; often comments on parking as a statutory consultee; and can oversee Park & Ride provision.
- **Police:** largely responsible for on-street parking enforcement.
- **Greater Cambridge Partnership:** has identified requirements and new locations for travel hubs, particularly Park & Ride sites, in Cambridge and South Cambridgeshire.

11.182 Put another way, across Cambridgeshire and Peterborough parking is provided by multiple owners and operators:

- Off-street parking in car parks is often owned and operated by a combination of District and City Councils and private land owners and operators. Privately owned and operated parking can be publicly accessible or for private or commercial uses (e.g. workplace parking).
- Off-street parking at Park & Ride sites is provided by Cambridgeshire County Council.
- On-street parking is the responsibility of the two Local Highway Authorities – Cambridgeshire County Council and Peterborough City Council. The enforcement of parking restrictions for on-street parking is typically a responsibility of the Police, but Civil Parking Enforcement has been implemented by Cambridgeshire County Council (within

[157] Source: **National Planning Policy Framework** (Ministry of Housing, Communities & Local Government, 2018)

Cambridge in agreement with Cambridge City Council) and Peterborough City Council. It is not currently being pursued by any other parts of the Combined Authority area.

11.183 Parking charges are set by the operators of the parking. For publicly operated parking, whether on- or off-street, charges are contained within Traffic Regulation Orders, which must be consulted upon publicly and approved by their respective Councils. Payment methods vary from:

- Pay & Display: paying for a pre-determined period;
- Pay on Foot: paying for the amount of time parking is used;
- flat rate: a fixed rate for a longer period of time (e.g. £1.00 all day Sunday); and
- dynamic parking pricing: the ability to charge prices in a more dynamic way, more akin to the booking of hotel rooms or flights, in real-time and in response to demand levels, is being investigated.

11.184 Whilst Pay on Foot and dynamic parking pricing may better represent the usage and true costs of parking, they both require more advanced technological solutions and operating systems. The feasibility of dynamic parking charges is being investigated by some Local Planning Authorities in the UK and cities internationally, however, it is difficult to implement dynamic pricing within the current system and requirements of Traffic Regulation Orders.

Parking technology and implications of disruptive technology

11.185 In Peterborough and Cambridge, Variable Message Signs on key approach roads provide information on the availability of multi-storey parking in different locations, supported by a network of static, fixed signs. There is increasing uncertainty over the effectiveness of Variable Messaging Signs for city centre parking given the use of satellite / digital navigation systems. There may be a better way to encourage use of Park & Ride over city centre parking in Cambridge, for example; or for a resident in Wisbech to be able to compare options for travel to March which consider travel and parking prices and journey times between modes; or for a driver in Peterborough to be made aware of parking options between different off- and on-street locations and the availability of spaces (e.g. through sensors and a digital navigation system). To address these possibilities, we will explore the best ways to ensure our parking options are used most effectively.

11.186 As vehicles are manufactured with an ever-greater degree of automation, we will need to reconsider how parking is provided. Parking facilities that are provided, could be located on the edge of our towns and cities, rather than in city centres, for either: transfer to public transport and other shared mobility options; or for residents, workers and visitors who need to or who are willing to pay a premium to ‘be driven’ into our town and city centres and for their vehicle to drive itself to an edge of centre parking location to return to ‘pick up’ their passenger when required. In the second scenario, there could be many cars on our roads with no driver or passenger in at all. Any provision for autonomous vehicles will need to prevent against adding to congestion on our road network from such trips.

11.187 We will research attitudes to different modes of travel and parking location choices, and consider alternative signage and navigation systems, and different pricing and payment mechanisms. This will include working closely with Smart Cambridge and our programme of roll-out across Cambridgeshire and Peterborough, to consider how this might differ with the advance of autonomous vehicles.

Policy Summary

11.188 In short, the policies to support the optimised supply of parking and to manage the demand for parking across the region are:

- the design of parking;
- parking provision, standards and managing demand;
- parking enforcement; and
- parking technology and implications of disruptive technology.

Policy 19.1: The design of parking

11.189 The Combined Authority will:

- promote the ongoing provision of parking spaces for Blue Badge holders in safe and accessible locations in close proximity to key services and amenities, in line with minimum standards;
- promote parking design, working in partnership with local highway and planning authorities, that is safe, secure and considers the parking needs of all road users, including cyclists, motorcyclists, car drivers, coach operators, and Heavy and Light Commercial Vehicles operators and drivers;
- that promote a better quality of life in our communities, that encourage more sustainable travel behaviours; and that do not have adverse safety or operational impacts on other road users;
- support Local Planning Authority partners to promote maximums and minimum standards and supporting guidelines, in line with the National Planning Policy Framework, for different modes and complementary facilities, that ensure that all developers assess and make appropriate provision for the travel needs of development proposals taking into account:
  - the type, mix and use of development;
  - the accessibility and availability of existing public transport and safe walking and cycling infrastructure;
  - the opportunities for developers to provide improved safe walking and cycling infrastructure, and public transport infrastructure and subsidy;
  - the existing available parking provision close to the development site; and
  - predicted local car ownership levels.
- promote the use of electric and other ultra-low emission vehicles, through advocating lower tariffs in the short term, and through a requirement on developers to provide a minim standard of spaces with suitable charging infrastructure.

Policy 19.2: Managing parking demand

11.190 The Combined Authority will:

- work with Local Highway and Planning Authorities to seek to reduce the demand for parking, particularly in town and city centres, workplaces, healthcare sites and educational establishments, through the provision and promotion of more sustainable alternatives (including powered two-wheelers) and alternative pricing mechanisms;
- support Cambridgeshire County Council and the Greater Cambridge Partnership in the roll-out of its City Access Strategy in Cambridge and residential parking schemes, as requested by local residential communities; and
- work with Local Planning Authorities to rationalise off-street parking to support other, more productive land uses that provide employment or housing.

Policy 19.3: Parking technology and implications of disruptive technology

The Combined Authority will research attitudes to different modes of travel and choices of parking location, consider alternative navigation systems and pricing and payment mechanisms for parking, and develop a programme for technology investment aligned to the roll-out of the Smart Cambridge and Peterborough Smart City initiative.

Policy theme 20: Making long-distance journeys by car

Overview

11.191 Whilst rail, bus and coach provide sustainable alternatives, travelling by car is an important mode for longer-distance journeys. Our highway network – in particular our key route network, together with routes managed nationally by Highways England – is a key means of enabling residents, businesses and visitors to travel across the Combined Authority.

11.192 The A14 and A1(M) link our two major cities of Cambridge and Peterborough; the A47 links Peterborough to the A1(M) to the West and Wisbech, and on to Norwich to the East; the A10 and A11 link Cambridge to Ely and East Cambridgeshire, and the A14 and A142 provide key links to the Fens from Ely, Wisbech and Huntingdon. These highway corridors provide key links not only between our towns and cities, but together with the M11, A1 and A505, provide essential access to the rest of the country and key international gateways, such as Stansted Airport, for our residents travelling by car, van, bus and coach.

11.193 Whilst much of our highway network supports fast, reliable and safe journeys by car, there are a number of 'pinch points' which constrain traffic flow, slowing journey times and worsening reliability. Key junctions such as the Milton Interchange in Cambridge, or the Wansford Roundabouts near Peterborough, and single-carriageway routes or sections of routes, such as the A47 and A10, suffer from severe peak-time congestion, lengthening journey times for long-distance journeys, reducing reliability, and contributing to poor air quality.

11.194 Future housing and employment growth, such as at Alconbury Weald and Waterbeach New Town, together with the future university precinct in Peterborough and growth at our ports and airports, will also place new pressures on the highway network. Without investment, additional traffic flows to and from new developments will result in worsening journey times and reliability.

11.195 In addition, there are disparities across the Combined Authority area in relation to major road access. The north of Cambridgeshire, including parts of the Fens, has more limited connectivity to the wider highway network. These areas already rank poorly within the Combined Authority on multiple measures of economic and social deprivation. The lack of connectivity acts to constrain growth and undermines the ability for residents to commute to employment opportunities elsewhere.

11.196 Better road links, complemented by public transport investment, will therefore help to make it easier for residents and visitors to make longer-distance journeys by car, alleviating congestion and supporting the region's economy.

Policy Summary

11.197 Our proposals for our highway network, working in partnership with the highway authorities of Cambridgeshire County Council, Peterborough City Council and Highways England, will seek to:

- improve our highway network to alleviate congestion, improve reliability and enhance our region's accessibility;
- develop new road corridors where required to support development and housing growth; and
- support improvements on regional and national corridors to improve accessibility to the rest of the UK and abroad.

11.198 Our policies for improving safety on the highway network are discussed in policy theme 5.1 (Safety for all – a safe systems approach), and for highway maintenance in policy theme 18 (The local road network). We will also continue to work to encourage modal shift away from longer-distance car journeys to rail where feasible, and our plans for the rail network to encourage such shift are outlined in policy theme 17 (Travelling by train).

Policy 20.1: Improve our highway network to alleviate congestion, improve reliability and enhance our region's accessibility.

11.199 Cambridgeshire and Peterborough require a highway network which provides the capacity, connectivity and resilience required to allow people to travel conveniently, quickly and safely by car, and supports efficient bus and coach services. Good long-distance connectivity, such as provided by the A14 and A1(M), is essential to allowing individuals and businesses to travel seamlessly across the Combined Authority area, together with the rest of the country. Our residents rely on highway connectivity, as well as our rail services, to see friends and family elsewhere, for travelling to work or for leisure, as well as businesses for access to customers, attending meetings or exporting their products. It is also key for freight movements, as detailed in policy theme 3.4 (Freight).

11.200 Whilst our highway network generally performs well, there are several key 'pinch points' on the network which suffer from limited capacity, with the resultant traffic congestion resulting in slow, unreliable journeys, particularly in peak periods, and contributing to poor air quality. Some key highway links remain predominately single-carriageway, despite their important strategic nature. Such routes disproportionately suffer from traffic congestion and a poor safety record, as vehicles of different speeds have limited opportunities to overtake one another and proceed at the speed of the 'slowest' vehicle, resulting in unpredictable journey times. Some areas – in particular the Fens – also lack efficient access to the wider highway network. Travel between Chatteris and March towards Cambridge, for example, is largely reliant on slow, single-carriageway routes.

11.201 The Combined Authority will continue to prioritise investment in our railways and bus services, as outlined in policy theme 13 (Delivering a seamless public transport system), policy theme 17 (Travelling by train) and policy theme 6.4 (The future of mobility), in order to alleviate congestion and deliver a viable alternative to the car. However, it is important to note that, in a rural region such as ours, this can never replace the need for efficient, high-quality long-distance highway links. Many journeys, particularly in our rural areas and outside our city centres, are well-suited to travel by road, and we will ensure that the highway network is of sufficient standard to support these trips.

Key 'pinch points' and highway improvements

11.202 The A14 between Cambridge and Huntingdon is currently one of the most congested routes not only in the Combined Authority area, but the entire country. It is currently being improved as part of a £1.5 billion upgrade, delivered through Highways England, which will widen the route to increase capacity, provide relief at key junctions, particularly to the east of Cambridge (J36-J38), and include a new bypass of Huntingdon and Godmanchester, expected to open in 2020. Other constraints in the region include:

- the A47 between Peterborough, Wisbech and King's Lynn, a predominately single-carriageway route which acts as the key link to the Fens, with congestion expected to worsen as a result of development at Wisbech Garden Town without further investment;
- the A1139 Fletton Parkway and A1260 Nene Parkway, which form an important radial route around Peterborough and provide access from the A47 to the A1 (south) and to the Fens, which suffer from peak period congestion;
- the A16 to the north of Peterborough, a single-carriageway route which acts as a key link from Cambridge and Peterborough to Lincolnshire;
- the A10 between Cambridge and Ely, a single-carriageway route with significant peak-time commuter traffic, and a key link from East Cambridgeshire to the wider national highway network;
- the A505, which provides key links across the south of the Combined Authority to the south of Cambridge, and onwards to Hertfordshire, Norfolk and Suffolk; and
- the two-lane section of the M11 to the west of Cambridge, which suffers from peak-time congestion and a poor safety record.

11.203 Some of these routes are managed locally, and form part of the Combined Authority's Key Route Network (KRN)[158], and are currently managed by Cambridgeshire County Council and/or Peterborough City Council, and others by Highways England as part of the national Strategic Road Network (SRN). The Combined Authority will therefore work with its partners to deliver much-needed upgrades to these routes, to alleviate congestion, improve reliability and improve accessibility to areas poorly served by the highway network. This will include, as first priorities,

- working with the Greater Cambridge Partnership to dual the A10 between the Milton Interchange and Waterbeach New Town, in conjunction with a new segregated public transport link along this corridor. This will improve journey times and reduce congestion along this key link to Cambridge, and help to improve accessibility to East Cambridgeshire and the Fens. We will also work to develop the case for extending the dual carriageway to Ely in the longer term, subject to a suitable business case;
- working with Highways England to upgrade the A47 between Wisbech, Peterborough and the A1. Upgrading of the A47 / A141 Guyhirn Junction and dualling of the A47 between Wansford and Sutton is expected to be completed by 2021, and we will continue to work with Highways England to deliver dualling of the route throughout to improve accessibility to the Fens and support development at Wisbech Garden Town; and
- continue working with Highways England, Network Rail and Kier to complete the **A**605 Kings Dyke Improvement Scheme which will relieve congestion at the level crossing and provide future economic expansion and housing stimulation within the Whittlesey area.

[158] The majority of these routes are also part of the Department for Transport's 'Key Road Network' of nationally-important Local Highway Authority-managed A-roads, which are specifically targeted for investment within the Government's Transport Investment Strategy.

11.204 In the longer-term, we will also work with Highways England and Cambridgeshire County Council to upgrade the A505 corridor. We will also support an upgrade of the M11 to three-lane 'smart motorway' standard between Stansted Airport and the Girton Interchange, as currently proposed by the Greater Cambridge Partnership, in conjunction with Highways England.

Policy 20.2: Develop new road corridors where required to support development and housing growth

11.205 Major growth is currently occurring across the Combined Authority area, including a combination of new settlements (such as at Alconbury Weald), urban extensions (such as at the Cambridge Biomedical Campus) and new educational and health facilities (such as the future Peterborough University). Such growth will deliver tens of thousands of new homes and jobs over the coming years, helping to make the Combined Authority a more affordable place to live and helping meet our aspirations to double Gross Value Added by 2050.

11.206 Our proposals for connecting new developments sustainably is outlined in policy theme 1.1 (Enabling development). New transport infrastructure – both highway and public transport – will be needed to support development, where required, since future development is largely dependent on good highway links to allow new residents to access key services, education and employment, and for businesses to have access to the region's labour markets and trade with firms elsewhere. Without improved highway connectivity, there is a risk that future growth could be put at risk – or of congestion and reliability worsening, undermining the region's economy and quality-of-life.

11.207 Together with the highway schemes outlined in policy theme 18 (The local road network), the Combined Authority will therefore support the development of new highway corridors where required to support the region's sustainable growth. Several small-scale schemes have recently been completed, or are under construction:

- upgrading of the B1050 to provide access between Northstowe and the A14;
- widening of Nature's Way in Peterborough, supporting the development of new communities at Hampton Hargate and Hampton Vale; and
- local highway investment in Huntingdon, including the completion of Edison Bell Way, and local improvements in the town following completion of the A14 upgrade.

11.208 The Combined Authority will focus on delivering a Third River Crossing at Huntingdon, which is key to unlocking significant housing growth in Huntingdonshire by providing an efficient connection to the A14, together with improved linkages between the A141 at Huntingdon and the Alconbury Weald development. The first phase of this link, a new roundabout on the A141, is expected to begin construction shortly, to be followed with a new link road from the junction to the heart of the Alconbury Weald site. We will also focus efforts to improve accessibility of the future site of Peterborough University, located at Bishops' Road to the south of the City Centre, through local road widening and/or junction improvements focusing on Southern Fengate.

11.209 These schemes, together with those outlined under policy theme 18 (The Local road network) will support significant levels of additional growth, and significantly improve the accessibility of the region. Through alleviating local traffic congestion, they will also help to improve air quality by reducing emissions from idling vehicles. However, areas in the central Fens such as Chatteris and March will remain some distance from the strategic highway network, and hence will not be able to support large-scale growth in the short-term.

11.210 The Combined Authority will therefore also explore the case for an extension to the M11, or a new dual-carriageway standard route, from Cambridge to Chatteris, March and Wisbech, which would transform access to the Fens and could help to reduce social and economic inequalities, broaden access to trade and labour markets, and unlock significant additional growth. Ongoing work is exploring the feasibility and affordability of the scheme which, subject to development of a business case, would be developed in the longer-term, post 2030.

Policy 20.3: Support improvements on regional and national corridors to improve accessibility to the rest of the UK and abroad

11.211 Cambridgeshire and Peterborough rely on access to the wider, national highway network to travel to destinations elsewhere (such as London and the West Midlands), together with key international gateways such as Stansted Airport and the Port of Felixstowe. These onward linkages are important for allowing our residents to travel to other parts of the country for work and leisure, and key to allowing our businesses to export their goods and trade elsewhere in the country and abroad.

11.212 Highways England are responsible for the national strategic highway network, and the Combined Authority will support their proposals to improve access to our region. This includes:

- dualling of the A428 between Cambourne / Caxton Gibbet and St Neots / Black Cat, which will alleviate a key point in our highway network and improve links between St Neots and Cambridge, and is expected to open in the mid-2020s. This will form an initial phase of the Oxford to Cambridge Expressway, significantly improving links from the Combined Authority to the rapidly-growing Oxford to Cambridge Arc, such as to Milton Keynes, Oxford and the west of England;
- upgrading the A1 between Baldock (near Biggleswade) and Brampton (near Huntingdon), which will improve links between Peterborough and the west of the Combined Authority with London, and the wider national highway network. It will also alleviate congestion on the M11 via Cambridge, and support housing growth along the A1 and East Coast Main Line corridor; and
- improvements to the A1 Wittering junction**,** by grade-separating an important local junction, which suffers from peak-time congestion and a poor safety record on a key national trunk road.

11.213 These upgrades, delivered by Highways England, will help to improve wider connectivity to the Combined Authority area and increase the overall resilience of the highway network. They also support our plans for moving goods around the region, as outlined in policy theme 3.4 (Freight).

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