

## 7 Transport

### Introduction

- 7.1** Transport is a key issue in the District with above average long distance car commuting and impacts on strategic and local transport infrastructure. There are also noticeable strategic and local congestion hotspots around the District, for example Junction 8 of the M11 and Saffron Walden that has an Air Quality Management Area (AQMA).
- 7.2** The Uttlesford District Council Transport Study 2017 provides an up to date evidence base to inform the overall approach to transport in the District. The study sets out a sustainable approach to travel in the District based on:
- Implementing national and local transport policies to encourage sustainable travel;
  - Traffic impact of different scenarios, patterns of growth and accessibility; and
  - Impact on strategic infrastructure and measures needed.
- 7.3** Account has been taken of development in other districts and the Local Transport Plans for Essex, Cambridgeshire and Hertfordshire County Councils.
- 7.4** The study shows that even with no Local Plan development congestion increases due to:
- Committed developments within the District and adjacent Districts; and
  - Attractiveness of distant employment locations by car
- 7.5** It is important that the pattern of Local Plan growth minimises the need to travel and offers the best opportunities for sustainable transport modes. Saffron Walden and Great Dunmow both provide key services to a wide rural hinterland but have constraints to how much further growth can be accommodated especially the former. New garden communities have therefore been identified along with some growth in towns and villages to provide a sustainable pattern of growth and minimise the need to travel. However, it is acknowledged the bridleway network is fragmented with opportunities for improvement including non-motorised multi-user paths. For sustainable travel modes the Study found:
- Average rail use with most use on rail corridors;
  - Low bus use and bus services that are challenging to operate on a commercial basis with most services centred on London Stansted Airport, Saffron Walden and Great Dunmow;
  - Low cycle use and limited cycling infrastructure but with some planned improvement including Saffron Walden and the Flich Way; and
  - Walking mode share reasonably high with a well-connected network in the towns.

- The UDC transport study notes the opportunities for more rail use including access to rail in the Garden Community accessibility criteria.
- 7.6** The work builds on the Uttlesford Cycling strategy 2014<sup>1</sup> and the 2018 draft that has guided development and infrastructure provision in the plan. This includes cycling measures that would provide a core network in Saffron Walden and improve cycling on the A120 corridor.
- 7.7** The UDC Transport Study and the Saffron Walden Transport Assessment 2013/14 [Updated 2017]<sup>2</sup> consider the more detailed impacts of development on the transport network including the towns of Saffron Walden and Great Dunmow. For Saffron Walden it identifies an alternative to the present cross town route along B1052 London Road/ B1053 Radwinter Road/ B184 Thaxted Road route, thus providing increased opportunities for traffic to avoid the town centre. Measures to divert traffic from the centre will help to reduce vehicular pollution and manage air quality in the AQMA. However, the eastern link road that was originally envisaged is now challenging to deliver. Some elements of the strategy, such as Peaslands Road corridor, do remain beneficial measures.
- 7.8** The update in 2017 explains that more traffic would be expected on an eastern link that would make the Lindens site unsuitable for that purpose anticipated in the 2014 work. A number of other options were tested involving an eastern link but in each case unacceptable traffic impacts were found.
- 7.9** The update also indicates that without a link road development on part of the Kier site (150 dwellings) Land East of Thaxted Road would have acceptable impacts. This location complements the specific measures that will be delivered from existing Section 106 contributions and relevant future Section 106s contributions. A transport assessment and air quality assessment would be required to confirm these assumptions as part of the planning application process. Beyond this scale of development more sophisticated traffic modelling would be required. The scale and cost of further work is beyond the current round of plan making and will be a matter for a Local Plan review. As a result, the County Council and the Council are exploring ways of looking at longer term growth via a separate Saffron Walden Town Transport Study that would inform a future review of the Local Plan ~~review~~.
- 7.10** The Transport Study found that the new garden communities at North Uttlesford, Easton Park and West of Braintree have the least traffic impact, the best accessibility and have the most potential for sustainable transport compared with other alternatives. Impacts on the Strategic Road Network, including that outside the District, is considered including the need for a proportionate approach to improvements.
- 7.11** Car ownership in the District is high. In a rural District like Uttlesford where many people live in smaller settlements and facilities are concentrated in centres outside of the

<sup>1</sup> Uttlesford Cycling Strategy (ECC, 2014). Available:

<http://www.uttlesford.gov.uk/CHttpHandler.ashx?id=4625&p=0>

<sup>2</sup> Uttlesford Local Plan Transport Study Addendum Report (2017) Available:

<http://uttlesford.moderngov.co.uk/Data/Planning%20Policy%20Working%20Group/201706221900/Agenda/Document%206.pdf>

District and in Saffron Walden, Great Dunmow and the larger villages the strategy needs to provide access to alternative modes of travel while at the same time recognising that the car will continue to play an essential role in the daily lives of most residents. Equally the use of active sustainable travel modes varies greatly across the District. The District Transport Study Technical Notes (2017)<sup>3</sup> highlights that on average for travel to work 11% is by active mode of which 91% is walking. However 22% is by active modes in Saffron Walden 13% in Great Dunmow with 5% in most villages and less in more isolated parts of the district. Walking is by far the most popular active travel mode. Cycling is however more popular for recreational use.

- 7.12** Areas for growth are identified where people will have the best access to facilities and the opportunity to make best use of public transport. The Council will work with developers, the bus and rail operators and Essex County Council to ensure that existing services are improved in terms of frequency, penetration and timetable information and that public transport provides a realistic and convenient form of travel for residents which is self-sustaining in the long term.
- 7.13** New development should be linked to existing services and facilities including workplaces, schools, town centres, greenspaces and the countryside beyond by well designed, attractive and safe cycle and pedestrian routes. Where segregated paths cannot be delivered due to, for example funding or land availability multi user paths will be encouraged for pedestrians, cyclists, and where appropriate horse riders in consultation with the British Horse Society.
- 7.14** The Flitch Way is a linear country park which runs east west through the District along the old railway line from Hatfield Forest to Braintree. The Flitch Way is, for the majority of its length, a Bridleway where walking, cycling and horse riding is allowed. The park provides safe, off road, cycling and walking for most of its length but there is a gap in the old railway through Great Dunmow and cyclists and walkers have to find an alternative route through the town. Cyclists are expected to cycle along the B1256 through the High Street and down Chelmsford Road. The walkers' route is along Highfield and down Chelmsford Road. The Council will work with the developers of sites to the west and south of Great Dunmow and other partners like Great Dunmow Town Council, Essex County Council and the Flitch Way Action Group to develop quieter, more attractive routes for walking and cycling to link the two parts of the Flitch Way.

### **Modal Shift**

- 7.15** The dominant mode of travel in Uttlesford is the car. Travel to work is heavily car based at 71% of trips, with journeys by train and by foot around 10% each, and levels of cycling and bus journey are negligible. The existing modal share reflects the predominantly rural nature of the district with a disperse pattern of small settlements, relatively long journey distances precluding walking and cycling and limited sustainable travel infrastructure. The Local Plan will ensure that developments that generate significant movement such as the new garden communities are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. The new garden communities will be required to deliver a mix of uses and key facilities such

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<sup>3</sup> Uttlesford Transport Study - Technical Notes (2017) Available: <http://passthrough.fw-notify.net/download/220945/http://uttlesford.moderngov.co.uk/Data/Planning%20Policy%20Working%20Group/201706221900/Agenda/Document%205.pdf>

as employment, education and retail within walking distance of most residential properties to minimise the need to travel. Change in travel mode will be delivered through planning conditions and travel monitoring in accordance with Local Plan policies. Given the predominantly rural characteristics of the district, aspirations for the future level of use of sustainable modes need to be realistic and achievable. Essex County Council's Guidance Notes for a Residential Travel Plan identifies targets between a 5% and 10% reduction in single occupancy car use over a set period. Alternatively, where baseline data is already considered to be at a reasonable level, it may be accepted that the target should aim to maintain the baseline. For employment ECC targets 3-5% reduction in drive alone commuting. For Garden Communities a more ambitious shift away from single occupancy vehicle trip is required to reduce the impact on the highway network. Travel plans must be supported by a robust series of measures, infrastructure, incentives and penalties to ensure delivery.

### Travel Plans

- 7.16** Applications for major new development sites will be required to submit clear proposals in a travel plan for reducing travel to work by car; for Garden Communities such plans should address a step change in non-car use including the masterplan process. Demand responsive travel options like taxi buses and car pools will be supported and the Council will continue to work in partnership to provide community transport schemes like Uttlesford Community Travel which provides transport for people who, through age, disability or rural isolation find it difficult to access public transport.
- 7.17** As part of the travel planning process developers will be required to provide a Travel Plan Coordinator and make financial contributions for the annual monitoring of travel plan performance against agreed targets for an agreed time period following occupation of the development. In addition, bond payments will also be sought to cover the provision of supplementary sustainable travel infrastructure and measures in the event that agreed targets are not met. The detailed content of Travel Plans will be site specific and will need to be agreed with the highway and planning authorities at the planning application stage but generally set out the process for monitoring future travel behaviour and the site-specific strategies and measures to influence modal choice with a view to reducing dependency upon the private car. Developers will be required to fund (via S106 Agreements) measures and/ or infrastructure improvements required to mitigate the direct transport impacts of developments. This will include funding for items such as Smarter Choices as set out below.
- 7.18** Travel Plans should address the following:
- Encourage the use of alternative modes of transport to the private car and better manage private car usage in order to reduce environmental impacts for all journeys associated with the proposed development;
  - Include 'smarter choices' (e.g. car sharing, car clubs, teleworking, teleconferencing, home shopping, electric vehicle infrastructure, etc) to help change the way people travel;
  - Deliver long-term commitments to changing travel habits by minimising the percentage of single occupancy car journeys associated with the proposal and maximising the proportion of trips made by public transport and community vehicles, by car share, on foot and by cycle;

- Identify and achieve the support of stakeholders for the Travel Plan and encourage a sustainable transport culture, which will develop and grow with time;
- To educate residents and employees regarding the health benefits of walking and cycling;
- To seek to reduce traffic generated by development to a lower level of car trips than would occur without the implementation of a Travel Plan; and
- Promote healthy lifestyles and vibrant communities.

**7.19** Applications should comply with the current Essex County Council Highways Development Management Policies (ECC,2011)<sup>4</sup> and Essex Parking Standards Design and Good Practice (ECC, 2009)<sup>5</sup>. Applications also need to take account of; Essex Design Guide, Developer Guide to Infrastructure contributions, Public Rights of Way Guide and Bus strategy documents.

**7.20** Passenger transport arrangements outlined at a high level in the transport evidence done in conjunction with ECC will be pursued further in more detailed Transport Assessments accompanying the planning application for the Garden Communities.

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<sup>4</sup> Essex County Council Highways Development Management Policies (ECC, 2011). Available: [https://www.essex.gov.uk/Environment%20Planning/Development-in-Essex/Documents/Development\\_Management\\_Policies.pdf](https://www.essex.gov.uk/Environment%20Planning/Development-in-Essex/Documents/Development_Management_Policies.pdf)

<sup>5</sup> Essex Parking Standards Design and Good Practice (ECC, 2009). Available: [https://www.essex.gov.uk/Environment%20Planning/Development-in-Essex/Documents/Parking\\_Standards.pdf](https://www.essex.gov.uk/Environment%20Planning/Development-in-Essex/Documents/Parking_Standards.pdf)

## **Policy TA1 - Accessible Development**

**Development and transport planning will be co-ordinated to reduce the need to travel by car, increase public transport use, cycling and walking and improve accessibility and safety in the District while accepting the rural nature of the District. The overall need to travel (especially by car) to meet the day to day service needs will be minimised. Development proposals will be located in close proximity to services and make use of sustainable forms of travel (walking, cycling and public transport) to fulfil day to day travel needs as a first requirement. To achieve this:**

- **The capacity of the access to the main road network and the capacity of the road network itself must be capable of accommodating the development safely and without causing severe congestion;**
- **Development will maintain or improve road safety and take account of the needs of all users, including mobility impaired users;**
- **New development should be located where it can be linked to services and facilities by a range of transport options including safe and well designed footpaths and cycle networks, public transport and the private car;**
- **Development should be located where it can provide safe, attractive, direct walking and cycling routes between new developments and schools / other community infrastructure, together with appropriate design for these new facilities that encourages and delivers sustainable travel.**
- **Existing rights of way, cycling and equestrian routes (designated and non-designated routes and, where there is evidence of regular public usage, informal provision) will be protected and, should diversion prove unavoidable, provide suitable, appealing replacement routes to equal or enhanced standards ensuring provision for the long-term maintenance of any of the above**
- **A Transport Assessment will be required on all developments creating significant impact on the highway to assess the impact and potential mitigation required.**
- **Travel Plans will be required for major development proposals to encourage a reduction in single occupancy car travel will be achieved through a series of measures and targets, on larger developments a travel plan co-ordinator will be required.**
- **Appropriate and safe networks, as defined by the Essex Local Transport Plan, will be provided to allow for increasingly independent travel by vulnerable road users to allow such individuals to provide for their own travel needs.**

## **Policy TA2 - Sustainable Transport**

**Sustainable modes of transport should be facilitated through new developments to promote accessibility and integration into the wider community and existing networks. Priority should be given to cycle and pedestrian movements and access to public transport. Development proposals should provide appropriate provision to maximise modal shift potential for all the following transport modes:**

**Pedestrian (including disabled persons and those with impaired mobility), through safe, accessible, direct and convenient design and layout of routes within the new development and wider pedestrian network. Safeguarding existing Public Rights of Way and promoting enhancements to the network, where appropriate, to offer appropriate routes for walking, cycling, horse riders and recreational opportunities;**

**Cycling, through safe design and layout of routes integrated into the new development and contributing towards the development and enhancement of the cycle network and provision of secure cycle parking and where appropriate, changing and shower facilities;**

**Public transport, through measures that will improve and support public transport and provide new public transport routes;**

**Community transport, through measures that will promote car pools, car sharing and voluntary community buses, community services and cycle schemes;**

**Servicing, refuse and emergency vehicles where viable and practical; and**

**Facilities for charging plug-in and other ultra-low emission vehicles (see Policy TA3 below)**

### **Electric Charging Provision in Development**

**7.21** Although rural in character the District suffers from traffic congestion and air pollution. Saffron Walden has an Air Quality Management Area (AQMA) with an Air Quality Action Plan. This Plan encourages new development to deliver high standards of sustainable design. Opportunities to minimise the adverse impacts on the environment by all development should be encouraged, especially where they minimise impacts on air quality. The Office for Low Emission Vehicles (OLEV) have set out a UK strategy to ensure that by 2050 nearly every new vehicle purchased in the UK will be an ultra-low emission vehicle. Pure electric and plug-in hybrid vehicles are therefore anticipated to take an increasing share of the new car and van market over the next 40 years. The Government's new air quality plan says it will end the sale of all "conventional petrol and diesel cars" by 2040. The car industry anticipate that the uptake will increase rapidly before then with further measures rolled out under the Automated and Electric Vehicles Bill. The use of electric vehicles is an important measure in reducing emissions locally with provision of necessary infrastructure

essential. It is important therefore that new development seeks to encourage continued growth and respond to such change.

**7.22** Paragraph 35 of the National Planning Policy Framework (NPPF) states that developments should be 'designed where practical to incorporate facilities for charging and plug-in and other ultra-low emission vehicles'. Planning policies should sustain compliance with, and contribute towards, EU limit values and national objectives for pollutants, taking account of Air Quality Management Areas and the cumulative impacts on air quality from individual sites (paragraph 124, NPPF).

**7.23** In order to promote a greater role for plug-in vehicles the Council will support development proposals which seek to encourage the use of electric vehicles. To assist understanding on how this could be achieved in new development the table below sets out how infrastructure could be provided in new development. For flatted development a minimum provision is needed to ensure access to charging facilities. This would normally be 10% subject to demand. If demand is limited, provision should take the form of future proofing measures such as appropriate wiring.



### Policy TA3 - Provision of Electric Charging Points for Vehicles

The following provision of charging points will be required:

Provision of Charging Points/ Parking Bays in New Development (including Conversions)	
Houses	One charging point per house with garage or driveway
Flats (<50 units)	One parking bay marked out for use by electric vehicles only, together with charging infrastructure and cabling (subject to minimum provision as above).
Flats (>50 units)	Further dedicated charging bays totalling 2% of the total provision.
Other Development (<50 Bays)	One parking bay marked out for use by electric vehicles only, together with charging infrastructure and cabling.
Other Development (>50 Bays)	Further dedicated charging bays totalling 2% of the total provision.
Phasing	Standard provision (as set out above) could be supplemented by the installation of groundwork/ passive wiring at the commencement of development in order to enable further installation to match demand.

It should be noted that where charging facilities are shared (for example through the development of flats) that any provision of infrastructure should also include arrangements for the future operation and maintenance of the facility.

In addition for new flat schemes need to provide future proofing measures, such as appropriate wiring (i.e. wired ready to fit) to ensure that demand for electric vehicles can be met as this increases over time.

#### Vehicle Parking Standards

**7.24** A realistic approach is needed. Many communities within the District do not have access to regular and frequent public transport and using the car is the only practical way of getting to work, accessing services and making leisure trips. Car ownership levels are relatively high and limiting parking within residential development will not necessarily discourage car ownership and is more likely to displace parking onto the road and/or encourage parking on pavements, verges etc which detracts from the street scene and can be an obstruction to buses, waste collection and emergency vehicles and cause problems for pedestrians, particularly those with limited mobility. It is important that adequate car parking is provided in new developments. The Council approved the Essex County Council document "Parking Standards, Design and Good Practice" in January 2010 with further amendments in February 2013 for use in development

management and parking provision for new development will be expected to meet these or any other standards approved by the Council.

### **Policy TA4 - Vehicle Parking Standards**

Development will be permitted where the number, design, location, size and layout of vehicle parking spaces proposed is appropriate for the use and location, as set out in relevant parking standards approved by the Council. If the proposal is a use for which there is no relevant approved standard the applicant will be required to demonstrate that the number of parking spaces being provided is appropriate for the use and location.

**7.25** The District requires improvements in transport infrastructure to cope with the impacts of growth. The strategic elements of these are listed in the above studies and are summarised below.

### **Policy TA5 - New Transport Infrastructure or Measures**

The provision of new or enhanced transport infrastructure and initiatives will be pursued and implemented in partnership with the relevant transport providers. Developer funding for or provision of highway and transportation works and measures will be sought as appropriate. The following measures have been identified and others will come forward through assessment of specific sites.

#### **Walking and Cycling Improvements**

Wenden Road Cycle Route Scheme - Saffron Walden to Audley End station cycle route improvements were delivered in 2015.

**Great Chesterford to Saffron Walden Cycle Route Scheme: with the aim of connecting Saffron Walden via Littlebury to Great Chesterford and then on to Hinxton providing a link to cycle routes to Cambridge.**

Flich Way Improvements – New walking and cycling connections planned south of Great Dunmow.

M11 Junction 8 – Walking and cycling routes and crossing facilities to be incorporated as part of planned junction improvement scheme to improve connectivity for these modes.

Schemes within the Essex Cycling Strategy and Uttlesford Cycling Strategy.

#### **Rapid Transit corridors**

Support sustainable transportation connectivity between Braintree – Great Dunmow, Stansted Airport and Bishop Stortford. **Support connectivity to Cambridge from the north of the district.**

#### **Rail Improvements**

West Anglia Mainline - Cambridge to Stansted Improvements:- **Abellio West-Greater** Anglia recently secured new long-term franchise to operate services. **Introducing n**New rolling stock to increase capacity of existing services into London.—, **L**imited additional services (although outside of peak periods), Wifi and customer service enhancements **will be introduced**. Improved accessibility for and to rail stations that will serve new developments including cycle parking in those developments (Policy TA4), cycle and pedestrian routes and bus infrastructure.

Braintree Branch line - Cressing Loop:- Network Rail has accepted the need for a passing loop at Cressing to allow two trains to pass on the single line thereby doubling service capacity between Braintree and London. Work is expected to commence during Control Period 6 (2019 to 2024). An additional passing loop north of Witham station is also included in Control Period 6 investment.

**Continued Overleaf**

### **Strategic Highway Improvements**

Essex County Council in conjunction with Highways England produced a short to medium term improvement to increase traffic capacity at M11 Junction 8. A scheme is planned for joint funding by Highways England's Growth & Housing Fund and the Local Economic Partnership. **A p**reliminary scheme **has been** approved by Highways England for further detailed business case assessment. A longer term major improvement is also being developed by the Essex and Hertfordshire County Councils with Highways England for a Road Infrastructure Strategy bid. ECC have produced and validated a sophisticated traffic model to test options from which a scheme can be derived.

**Cambridgeshire County Council are currently undertaking a detailed Study of the A505 regards future improvements.**

### **Local Highway Improvements**

**The District Council will continue to work with Essex County Council to deliver T**ransport measures in Saffron Walden to support movement across town and more sustainable travel behaviour especially to provide opportunities for traffic to avoid the centre.

New developments will be assessed for their impacts on the network and where necessary, capacity, safety and enhancements to transport provision will be required from the developer to mitigate the impact on the network or linking to the network, this may include schemes within the Uttlesford Transport Study.