Supporting information / evidence

The Transport Evidence Report (TER) uses the CSRM

The TER presents an analysis of the modelling that has been undertaken to investigate the cumulative impact on the transport network of the Local Plan's proposed growth as a whole; (Agenda Paper, Greater Cambridge Transport Strategy, CPCA Transport Committee, 9 Sep 2026, pp5-6). Part 4 of the TER is included in the document library for the Proposed Submission Greater Cambridge Local Plan. It is to be read alongside Parts 1 to 3 of the TER, which date from 2021 (TER Part 4, p3). The bulk of the modelling is therefore nearly five years old. The modelling in these documents uses Cambridgeshire County Council's Cambridge Sub-Regional Model (CSRM), not the newer CPCA Strategic Transport Model (TER, 2021, p8; TER, 2025, p6). A report on the CSRM model is here. A report on the CPCA Strategic Transport Model (CaPCAM), can be found in agenda item 8 and appendix 1 Transport Model PID from the Agenda Pack for the July 2022 CPCA Transport and Infrastructure Committee meeting).

Transport analysis and evidence for some strategic sites has been prepared using CaPCAM

The transport analysis and evidence for Grange Farm prepared by KMC uses CaPCAM.
The Cambourne North Addendum Transport Strategy Report (2026) uses CaPCAM.

Preliminary modelling has been undertaken for the draft Greater Cambridge Transport Strategy using CaPCAM

> "*Several revisions have been made to the draft interim GCTS that was considered by Transport Committee in June 2026, and the CPCA Board in July 2026. These revisions take into account work undertaken on the supporting deliverables noted above, stakeholder feedback including that received from this Committee in June 2026, and ongoing analytical work based on connectivity assessments and preliminary outputs from recent CaPCAM transport modelling*" (Greater Cambridge Transport Strategy update, CPCA Transport Committee, 9 Sep 2026).

The transport modelling required for the GCTS is incomplete

The update on the Greater Cambridge Transport strategy provided to CPCA's Transport Committee indicates that the transport modelling is incomplete:

> *"Following consideration of this paper by Transport Committee, the conclusion of the Greater Cambridge Local Plan consultation and* ***completion of the outstanding connectivity and transport modelling work,*** *the GCTS will be further refined to reflect the latest evidence, stakeholder feedback and emerging planning position. A final draft GCTS will be presented to Transport Committee in November 2026 for consideration and recommendation to the Combined Authority Board."* (Greater Cambridge Transport Strategy update, CPCA Transport Committee, 9 Sep 2026, *paragraph 3.6) [our emphasis in bold]*

The latest draft of the Greater Cambridge Transport Strategy states that further modelling work is ongoing/will be undertaken with the newer CPCA CaPCAM model to support the Local Plan.

- "*The Strategy will be complemented by further transport modelling in CaPCAM (Cambridgeshire and Peterborough Combined Authority Strategic Transport Model) to understand travel patterns, the number of trips by different modes and journey purposes, congestion and delay, and tailpipe carbon emissions. This will inform the next iteration of the Strategy and further support the tests of soundness for the emerging Local Plan"* (Draft Greater Cambridge Transport Strategy, p8)

- "F*urther transport modelling of the Strategy and its interventions will provide additional testing and refinement by improving understanding of travel patterns, the number of trips by different modes and journey purposes, congestion and delay, and tailpipe carbon emissions,* ***and will be available in September 2026"*** (Draft Greater Cambridge Transport Strategy, p 12 **[our emphasis]**
- "Next steps include….*Undertaking further transport modelling to understand travel patterns, trips by different modes and journey purposes, congestion and delay, and tailpipe carbon emissions*' (Draft Greater Cambridge Transport Strategy, p5)

- *Further technical refinement will be undertaken as the Greater Cambridge Local Plan progresses to its next stages, including through Regulation 19. Additional work will also be required to refine corridor strategies and to undertake further transport modelling to understand travel patterns, the number of trips by different modes and journey purposes, the potential impact of congestion and delay on connectivity, and tailpipe carbon emissions. This will form supporting material for Local Plan Examination and future transport funding decisions, thereby helping to provide a platform for delivery of the growth ambitions of the Local Growth Plan and Greater Cambridge Development Corporation* (Draft Greater Cambridge Transport Strategy, p9)

- *"the Strategy already translates the current evidence base into a clear set of objectives, policy principles, thematic strategies, supporting policies and a draft delivery programme, while further work including transport modelling to understand travel patterns, the number of trips by different modes and journey purposes, congestion and delay, and tailpipe carbon emissions, consultation-led refinement and subsequent business case development will continue to strengthen that position as the Local Plan progresses"*. (Draft Greater Cambridge Transport Strategy, p11)

Tim Bellamy, Assistant Director, Transport, at Cambridgeshire and Peterborough Combined Authority also confirmed that more transport modelling will be published in response to Cambridgeshire Sustainable Travel Alliance's follow up public questions at the Combined Authority's Transport Committee meeting on 9 September 2026 (Webcast of 9 Sep 2026 CPCA Transport Committee Meeting, c 30").

<u>The TER is unfinished</u>

The conclusion to Part 4 of the TER states:

- *'there is scope for more refinement of mitigation measures to further address congestion and delay. Policy mitigation for the strategic sites such as setting vehicular trip budgets has also been identified as required, but not yet included in the mitigation runs. This is particularly important where reduced congestion – due to some switching away from the car – results in 'backfilling' of the freed-up highway capacity by others whose trips become easier by car*." (Part 4 of the TER, p42)

- "*There is further work needed to refine the mitigation package, but there is nothing in the modelling results to suggest that the development locations and quantum included in the Emerging Preferred Development Strategy for Draft Plan cannot be accommodated on the transport network providing mitigation commensurate with the city access proxy within the model runs is delivered*." (Part 4 of the TER, p43).

The draft Greater Cambridge Transport Strategy is incomplete

A final version of the Greater Cambridge Transport Strategy will not be submitted to CPCA's Transport Committee until November 2026 Greater Cambridge Transport Strategy update, CPCA Transport Committee, 9 Sep 2026, paragraph 1.1). This will be at least five weeks after the Regulation 19 consultation on the Proposed Submission Greater Cambridge Local Plan has closed on 25 September 2026.

Modelling is ongoing to support the strategy (see section 'Further transport modelling is being prepared for the GCTS' above)

Key annexes to the GCTS are unavailable for appraisal during the Regulation 19 consultation:

- The Connectivity Analysis Report
- The Need for Intervention Report
- Equality Impact Assessment

> "*The Strategy helps show that the Local Plan is justified because it is grounded in proportionate transport evidence, policy alignment, and quantitative assessment, and because it explains why the proposed transport approach is the most appropriate in light of the alternatives, local constraints and the wider objectives of the plan. In particular, the Connectivity Analysis Report (see Annex A – to be included with final GCTS) establishes the current transport context and patterns of access, while the Need for Intervention Report (see Annex B – to be included with final GCTS) identifies the key problems, pressures and opportunities to which the Strategy responds. These are then carried through into the Strategy's objectives, policy principles, thematic strategies and supporting policies, including the Movement and Place Framework*". (Draft Greater Cambridge Transport Strategy, p12)

A public consultation on the GCTS was anticipated

CPCA's 4 November 2024 report on the GCTS stated:

> "*It is anticipated that a draft strategy will be brought to TIC for approval before a period of public consultation alongside a draft Greater Cambridge Local Plan, given the close interaction between the two. The programme will need to be flexible to reflect the statutory Local Plan development process ... This will be during mid 2025*." (CPCA Transport Committee Meeting, November 2024, p97)

The response by the Chair of the Committee to James Littlewood's Public Question at the same meeting also makes clear a consultation was anticipated:

> *We are still at an early planning stage, but to ensure we are aligned with best practice, I can confirm that the GCTS will be closely aligned with the Local Plan process. As a former leader of Cambridge City Council, I know how much work lead members and officers alike put into shaping a trailblazing approach to consultation.*
>
> *So as lead member for transport, I absolutely recognise the importance of engagement. We are committed to a consultation approach that offers the community and stakeholders the opportunity to provide input at formative stages. We will not only echo the excellent approach to the local plan consultation, but we will also be able to learn much from the submissions already made. This alignment will enable a comprehensive strategy that not only considers, but also reflects, the values and aspirations of our community.*
>
> *Our aim is to develop a robust, consultative process that coincides with the Greater Cambridge Local Plan's engagement approach – allowing the public and stakeholders to contribute meaningfully. We are working to establish consultation stages that will ensure diverse perspectives shape the plan, helping us avoid that "plan and defend" approach you rightly warn against.* (CPCA Transport Committee Meeting, November 2024, p21)

The modelling reported on in the TER is out-of-date

The 2041 baseline model used in the TER includes the transport schemes that in 2021 were considered likely to be in place by 2041 to mitigate the levels of development proposed (see section 2.2.12 and Figure 3 in Parts 1-3). These include measures that are not being progressed, including City Access and the Foxton Travel Hub. The inclusion of City Access is particularly concerning, because the core City Access schemes aimed to significantly depress the numbers of cars and vans on the road network and significantly boost the numbers of people travelling by bus. The Cambridge Sustainable Travel Zone road charge, for example, would have reduced traffic on Cambridge's streets by up to 50% and doubled the hours of service and miles covered of the pre-Covid Greater Cambridge bus network (Making Connections 2022 consultation brochure, available via the Internet Archive site Wayback Machine or at https://cambstravelalliance.org/wp-content/uploads/2026/09/Making-connections-brochure-1.pdf). The transport evidence could therefore give an overly positive picture of the Plan's impacts on the road network.

What is City Access?

City Access is a Greater Cambridge Partnership programme. While its projects evolved over time, it revolved around projects to bring about: a) an expanded bus network, made feasible by bringing in measures to fund it on an ongoing basis (e.g. a road charge, workplace parking levy) and b) demand management measures to obtain space on Cambridge's roads so buses can run freely and more priority can be given to walking, wheeling and cycling (e.g. a circulation plan, traffic filters, a road charge). The objectives of City Access for the period 2021 to early 2024 are described on p87 of the Agenda Pack for the 7 March 2024 GCP Executive Board Meeting.

For example, in 2021, when the Greater Cambridge Local Plan Transport Evidence Report: Preferred Option Update was published, the GCP ran a public consultation under its City Access programme called Making Connections 2021. The measures consulted on included an expanded bus network, a zonal road charge and higher parking charges (Making Connections 2021 Consultation Report).

The following iteration of Making Connections under the City Access programme was the Cambridge Sustainable Travel Zone road charge, which was predicted to provide £50 million per year to fund a transformed bus network and cut the number of car journeys in Cambridge by up to 50% (Making Connections 2022 consultation brochure p4; available via the Internet Archive site Wayback Machine or at https://cambstravelalliance.org/wp-content/uploads/2026/09/Making-connections-brochure-1.pdf).

'City Access' and 'City access proxy' in the Transport Evidence Report therefore likely refer to a package of measures including a) a scheme to generate ongoing funding for an expanded bus network and services and b) demand management schemes which reduce the overall numbers of motor vehicles on Cambridge's streets.

Why is City Access unlikely to come about?

The major projects under development in the GCP's City Access programme were:

- the Cambridge Sustainable Travel Zone road charge (the end point of the Making Connections consultations). This fell away in 2023, when the GCP's Executive Board took the decision to stop developing the Making Connections proposals.
- Plans for a new road hierarchy for Cambridge. This also fell away as well in February 2024

Since early 2024, the GCP has ceased work under its City Access programme on large-scale, transformative, city-wide projects such as road charging and reclassifying the road network, and reduced the City Access budget. The revised objectives for the City Access Programme can be found on p101 of the Agenda Pack for 7 March 2024 GCP Executive Board meeting. Little meaningful progress has also been reported on other aspects of the City Access programme, e.g. a freight consolidation pilot.

What is the Foxton Travel Hub?

The Foxton Travel Hub was a proposal for a transport interchange off the A10 near Foxton Station designed to reduce highway congestion along the Royston-to-Cambridge corridor. A

decision was taken no longer to develop the Foxton Travel Hub at the 28 September 2023 GCP Executive Board meeting (Agenda Pack; Decision Notice).