

A428 Black Cat to Caxton Gibbet improvements

TR010044

Volume 9

9.94 Applicant's comments on the submissions made at
Deadline 6 by the British Horse Society [REP6-101, REP6-102,
REP6-103]

Planning Act 2008

Rule 8(1)(k)

Infrastructure Planning (Examination Procedure) Rules 2010

January 2022

Infrastructure Planning

Planning Act 2008

**The Infrastructure Planning
(Examination Procedure) Rules 2010**

**A428 Black Cat to Caxton Gibbet
improvements
Development Consent Order 202[]**

**9.94 Applicant's comments on the submissions made at Deadline 6
by the British Horse Society [REP6-101, REP6-102, REP6-103]**

Regulation Reference:	Rule 8(1)(k)
Planning Inspectorate Scheme Reference	TR010044
Application Document Reference	TR010044/EXAM/9.94
Author	A428 Black Cat to Caxton Gibbet improvements Project Team, National Highways

Version	Date	Status of Version
Rev 1	14 January 2022	Deadline 8

Table of contents

Chapter	Pages
1 Introduction	1
2 Applicant's comments on submission made at Deadline 6 by the British Horse Society	2

1 Introduction

- 1.1.1 The Development Consent Order (DCO) application for the A428 Black Cat to Caxton Gibbet improvements scheme (the Scheme) was submitted by National Highways (the Applicant) to the Secretary of State for Transport via the Planning Inspectorate on 26 February 2021 and accepted for Examination on 23 March 2021.
- 1.1.2 The purpose of this document is to set out the Applicant's comments on submissions made by the British Horse Society at Deadline 6 of the Examination.
- 1.1.3 The following representations are addressed in this document:
 - a. REP6-101 – The British Horse Society
 - b. REP6-102 – The British Horse Society
 - c. REP6-103 – The British Horse Society

2 Applicant's comments on submission made at Deadline 6 by the British Horse Society

REP6-101 – British Horse Society

Comments on the British Horse Society's Deadline 6 submissions

Reference Number	Submission by the British Horse Society's/Applicant's Comments
REP6-101a	<p>Application by National Highways for an Order Granting Development Consent for the A428 Black Cat to Caxton Gibbet Project Submission of additional information by the British Horse Society (BHS) to inform the Planning Inspector as requested</p> <p>1. Inclusion of equestrian on all NMU paths</p> <p>The Ministerial Statements, referred to below and delivered over a number of years, demonstrate the intention that LCWIPs and other projects to improve modal shift are also intended to include for equestrians. These are supported by local policies.</p> <p>The Cambridgeshire and Peterborough Combined Authority Local Transport Plan defines Active travel as walking, cycling and horse riding.</p> <p>The Cambridgeshire Rights of Way Improvement Plan SOA A5 Filling in the Gaps – Guiding Principle G5: 'Prioritise bridleway improvements on grounds that bridleway users currently suffer highest risk on roads and bridleway network is currently most disjointed.'</p> <p>And at SOA2: A safer and health-enhancing activity</p> <p>Guiding principle GP2 specifically states</p> <p>2/11: Improve future road development including A1, A428., A14</p> <p>CCC Working with Highways England to plan better ROW provision</p>

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p>If a safe, segregated pedestrian / cycle provision is included but full NMU access is not provided, horses will be forced to use the carriageway which is unsafe in itself, but with the potential danger of fast moving cyclists on their inside, as well as cars and lorries on their outside, which Alan Hiscox's statement below 'should not be planned'.</p> <p>Email from Alan Hiscox, Director of Safety, British Horse Society</p> <p>Regarding the danger of cyclists passing horses on their inside:</p> <p>From: Alan Hiscox Sent: 09 December 2021 11:25 To: Lynda Warth Subject: Safety Advice - Horses being passed on the Nearside.</p> <p>Dear Lynda,</p> <p>You have asked me for my advice regarding cycle tracks/paths alongside the highway and ridden horses having to use the highway with cyclists either passing them (from either direction) on the nearside and vehicles passing them on their offside.</p> <p>I think the risk to horse riders having cyclists pass them on the nearside and vehicles pass them on the offside is very high and is a significant safety issue.</p> <p>A cyclist suddenly appearing on the nearside of the ridden horse has the very real potential, (even for a well trained horse), to cause the horse to move the other way into the path of a vehicle on the road. This arrangement should never be planned.</p> <p>I am very happy to answer further questions or concerns regarding this issue.</p> <p>Kind regards,</p> <p>Alan Hiscox.</p> <p>Alan Hiscox Director of Safety</p> <p>The British Horse Society</p> <p>Abbey Park, Stareton, Warwickshire CV8 2XZ</p>

A428 Black Cat to Caxton Gibbet improvements

Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p>Telephone: Mobile: Email: Website:</p> <p>At every level, National and local Cambridgeshire, policies call for the improved provision of safe access for all NMU's through transport projects. This principle should be applied to every opportunity throughout this scheme. Ann Kennedy, has submitted information, on behalf of the British Horse Society, for Bedfordshire, and a copy of their relevant local policies is attached below.</p>
Applicant's comments	<p>The Applicant would refer back to its previous responses to matters raised by the British Horse Society and in particular the responses provided to [RR-108] included in 9.1 Applicant's Response to Relevant Representations [REP1-021].</p> <p>In the delivery of the Scheme, the Applicant is required to re-provide NMU routes that are severed or disrupted as a result of the Scheme. Where considered appropriate, new and additional provision for equestrians has been proposed.</p> <p>The Applicant is aware that Cambridgeshire County Council is seeking to designate the proposed shared use footways/cycleways adjacent to carriageways and within their authority as NMU routes, which would allow their use by horses. The Applicant does not consider that such a change is needed or appropriate. As identified in the email from the Director of Safety for the British Horse Society, there are fundamental risks associated with vehicles, cyclists, walkers and horse riders using the same route. Even if horses were able to travel on the shared use facility instead of the carriageway the issues identified with vehicles and cyclists passing horses would still occur and be heightened due to the restricted space available on the shared use facility.</p> <p>The development of the bridleway network in the wider area of the Scheme should be undertaken by the local authorities in consultation with the local community and interested parties. The Applicant believes that its proposals as part of the Scheme will not adversely impact on or preclude the wider development of the bridleway network being taken forward in the future.</p>
REP6-101b	<p>2. Bridleway Facilities Provided within the A14 Scheme</p> <p>As requested by the Inspector at the A428 Planning Inquiry hearing on Wednesday, 1st December, the BHS is pleased to submit photographs of the roadside bridleway facilities which have been provided alongside the detrunked A14 now known as the A1307. This information is being provided to demonstrate that a de trunked road (which the existing A428 to St. Neots will become) can provide an excellent safe, off road facility for all NMU's for both modal shift and leisure purposes.</p>


A428 Black Cat to Caxton Gibbet improvements

Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]


Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p>Whilst these photographs show what has been achieved, the 'missed opportunities' must also be noted and used as 'lessons learned'. It is essential that all proposed NMU routes are linked to secure the network. Cambridgeshire County Council Asset Information Department have highlighted a number of gaps in the scheme which could easily be connected e.g. the roadside NMU has a 600 metre gap between the Eltisley North Roundabout and the Caxton Gibbet North roundabouts. Such omissions render the whole route useless.</p>
	<p>Photo: Swavesey-Fen Drayton A1307</p>  <p>A great example of good provision - this length of bridleway between Cambridge Road (Fen Drayton) which almost reaches to Scotland Drove Public Bridleway (Swavesey) is set back from the A1307 (70mph dual carriageway), screened by an old established hedge, with a substantial width of soft vegetative surface alongside the (approx. 3m) tarmac route. Once settled, the soft surface should be good enough to walk/ride a horse/off road cycle on. The tarmac used by the contractors appears to have a 'rubberyness' to it and seems grippy (tested with shod and barefoot horses just post construction).</p>

A428 Black Cat to Caxton Gibbet improvements

Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]


Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p data-bbox="331 368 851 400">Photo: Swavesey-Fen Drayton 13072 –</p>  <p data-bbox="331 1043 2038 1171">Stretch of bridleway between (just short of) Scotland Drove public bridleway (see the hedge in far distance which runs parallel to Scotland Drove going off to the left) and the Cambridge Services multi-roundabout junction. This path runs around the perimeter of Cambridge Services roundabout. Width approx. 4m. Again, a vast expanse of soft vegetative surface for most of its length on the inside (away from the traffic) which over time should be good enough to walk/ride a horse/off road cycle on. Same tarmac as above.</p>

A428 Black Cat to Caxton Gibbet improvements
 Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p data-bbox="338 368 779 400">Photo: A1307 roadside NMU path</p>  <p data-bbox="338 1046 2007 1142">The stretch between Lolworth junction looking towards Herbies Diner/Cambridge Services. The tall fence on the right is a sound-screen as there are 8 houses behind it. There is now an armco running along base of that fence (this photo was taken some months ago when constructors were still on site - all their temporary furniture has now been removed).</p>


A428 Black Cat to Caxton Gibbet improvements

Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]


Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p data-bbox="331 368 987 400">Photo: Lolworth road bridge over A14 and A1307</p>  <p data-bbox="331 1043 2033 1206">The new road bridge crossing at Lolworth junction. All the new road bridges (Conington, Hilton, Dry Drayton and this one) feature this width (approx. 3-4m) of roadside path, same tarmac as above, signed for horse riders as well as cyclists and walkers, even though two of these bridges dovetail into public footpaths (roadside) at their bases. It is annoying/frustrating and a missed opportunity that the Conington-Fenstanton cross-field public footpath was rerouted to be roadside but the orders drawn up between CCC and HE keep it as footpath when this type of lovely new provision, inclusive of horse riders, connects directly into it at base of bridge on both sides.</p>

A428 Black Cat to Caxton Gibbet improvements

Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]


Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p data-bbox="338 368 748 400">Photo: Girton bridleway bridge</p>  <p data-bbox="338 1043 2029 1171">Ex farm accommodation bridge which HE contractors refurbished to bridleway standards. Unfortunately CCC have not designated it as bridleway so it remains footpath only use, meaning horseriders/cyclists can legally ride almost the length of the A1307 roadside "bridleway" and then have to stop and look longingly towards Huntingdon Road Cambridge (far side of bridge) but are unable to get there – another missed opportunity.</p>

A428 Black Cat to Caxton Gibbet improvements
 Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]


Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p data-bbox="338 368 1010 400">Photo: Public bridleway Oakington towards Girton</p>  <p data-bbox="338 1046 2027 1142">A new single track "road2 giving the home/landowners alongside north side of A14 access to and from their property. It has a wide soft vegetative verges both sides and the tarmac is as above. It is well set back from and fenced from both the A1307 and A14 (to right in this photo).</p>

A428 Black Cat to Caxton Gibbet improvements

Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p data-bbox="338 368 1088 400">Photo: Swavybridge 1 shows the Swavesey NMU bridge.</p> 

A428 Black Cat to Caxton Gibbet improvements
Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p data-bbox="338 368 645 400">Photo: Mounting Block</p>  <p data-bbox="338 1043 2018 1107">Shows the roadside mounting blocks (which had to be provided to enable horses to be lead across the bridge after a miscommunication in the design – it should have been designed to DMRB standards to allow horses to be ridden across this bridge).</p>

A428 Black Cat to Caxton Gibbet improvements



Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p data-bbox="338 368 689 400">Photo: A1307 Fen Drayton</p>  <p data-bbox="338 1043 797 1075">Horses using the roadside bridleway.</p>
Applicant's comments	<p data-bbox="338 1110 2020 1238">The Applicant notes the examples presented of the roadside bridleway facilities which have been provided alongside the detrunked A14, now known as the A1307. The additional provision sought by the British Horse Society goes well beyond a level of provision which is reasonable for the Applicant to provide in the context of the requirement to mitigate the effects of the Scheme and to take reasonable opportunities to deliver improvements in NMU provision.</p> <p data-bbox="338 1257 2020 1347">Although geographically close there are fundamental differences between the A14 and A428 schemes which affect the degree of equestrian provision. The A14 scheme had a number of effects on bridleways and also sought to address the historic right for equestrians to use the A14. These historic rights were stopped up as part of the A14 scheme and replacement provision was created as a result. This</p>

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p>aim was reflected in the A14 scheme objectives, 'connect people: by placing the right traffic on the right roads and freeing up local capacity for all types of road user, including pedestrians, cyclists and equestrians'.</p> <p>Many of the offline NMU facilities highlighted by the BHS as part of the A14 scheme were created as part of other network provisions e.g. Private Means of Access, Maintenance routes and other public rights of way provisions. Additionally, the discrete side road crossings of the A14 scheme have provided discontinuous but greatly improved short sections of NMU provision. New provisions also included changes to address some historical safety concerns as it is standard practice for the Applicant to deliver to current safety standards when replacing or installing new highway. These improvements are not only for equestrian user benefits but provided for a multitude of co-existing reasons.</p> <p>Designated Funds is the current means of providing additional NMU provision beyond that which is considered necessary to make the Scheme acceptable in planning terms and to comply with policy requirements. Where the Applicant is able to provide additional facilities through the use of Designated Funds, this is progressed outside of the DCO process and should not be considered as a precedent for future schemes. The Applicant remains willing and resourced to support applications for Designated Funds schemes of this nature.</p>
REP6-101c	<p>3. Caxton Gibbet – additional information regarding status of Papworth to Caxton path A1198 Ermine Street to support the call for a full NMU crossing of this junction</p> <p>The original proposals for the A428 scheme included a safe, segregated route for all NMU's. This provision suddenly disappeared from the plans. Despite urgent calls for its reinstatement by horse riders, cyclists, pedestrians, Cambridgeshire County Council, this provision is not included in the current DCO submission. It is essential that this provision is included within any approval.</p> <p>One of the reasons given for excluding equestrians from any provision within the junction scheme was that there are no equestrian links since the path currently being constructed from Papworth to Caxton was a shared cycle / pedestrian only path. This is no longer the case.</p> <p>Confirmation email that the route from Papworth to Caxton Gibbet is to be a full NMU including equestrians:</p> <p>From: < > Sent: 15 October 2021 17:25 To: Subject: RE: Papworth to Caxton NMU path</p> <p>Dear,</p> <p>Thank you for your e mail of 26/09/2021 to the Highways Asset Management team which has been passed to me for reply. Apologies for the slight delay in responding but I wanted to check the design.</p>

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p>I can confirm that the new NMU route will be signed to permit use by pedestrians, cyclists and horse riders. The scheme has been challenging due to limited highway width and budgetary constraints. As part of the process to achieve a scheme that could be delivered within the available budget the width had to be carefully considered. Currently the route is overall 3m wide. It is planned that an edge line will be marked 0.5m from the new kerb line to act as a buffer, given the nature of the A1198 Ermine Street South. Unfortunately there is not enough width within the existing verge to provide a separate horse route with a grass surface. I recognise that in the absence of a separate horse route it would be preferable to widen the final surface. I have received a cost estimate to widen by 0.5m to provide a 3m wide surface with a 0.5m buffer adjacent to the carriageway. The cost estimate is currently being assessed by CCC colleagues. Clearly I have to retain some contingency for construction risk but if on balance the 0.5m extra can be achieved that would be my preference. You will appreciate that as this is a route alongside the A1198 Ermin Street South the surface of the route will be asphalt.</p> <p>We are also looking to provide temporary measures to continue the route from the Iway Inn Hotel to the Caxton Gibbet roundabout. You will appreciate that this section is within the area impacted by the National Highways A428 scheme and so a permanent route will be provided by the National Highways scheme. The design for the temporary measures is being prepared; again these will be for pedestrians, cyclists and horse riders but will only be implemented if again the budget is available at the time we would need to order the work.</p> <p>Kind regards</p> <p>The information in this email could be confidential and legally privileged. It is intended solely for the addressee and they will decide who to share this email with (if appropriate). If you receive this email by mistake please notify the sender and delete it immediately. Opinions expressed are those of the individual and do not necessarily represent the opinion of Cambridgeshire County Council. All sent and received email from Cambridgeshire County Council is automatically scanned for the presence of computer viruses and security issues. Any personal data will be processed in line with the Data Protection legislation, further details at Visit</p> <p>The housing development Cambourne West (Swansley Wood Farm area), includes an extension to the much used Cambourne peripheral bridleway which will encircle the new development and link back to the northern and southern sections of the Cambourne bridleway. The Bourn Airfield development east of Cambourne includes the same facilities along with links to the existing rights of way network. Safe crossing of the A428 to the new multiuser path from the A1198 Ermine Street, Papworth for NMU's is an essential part of this whole network.</p> <p>The post pandemic world, the need for modal shift, the increase in leisure time, the reduction in commuter traffic, all demonstrate the importance of NMU access provision.</p> <p>The paucity of bridleway provision from Papworth into the existing and future network, can be seen in this map. Safe crossing of the new Caxton Gibbet intersection would therefore create an important link and its provision should be reinstated as was originally agreed.</p>

A428 Black Cat to Caxton Gibbet improvements
 Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	 <p data-bbox="331 786 1921 850">Map of Proposed Access Cambourne West showing the peripheral bridleway network which needs to link up to the NMU path to Papworth via a new, safe full NMU crossing at Caxton Gibbet</p> 

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p>Further support for a full NMU crossing is highlighted by the British Horse Society Director of Access in the email referred to above. If a safe, segregated NMU crossing is not provided, horses will be forced to use the carriageway which unsafe in itself, but with the potential danger of fast moving cyclists on their inside which Alan Hiscox's statement clearly states 'should not be planned'.</p>
Applicant's comments	<p>As previously stated, in delivering the Scheme, the Applicant is required to re-provide NMU routes that are severed or disrupted as a result of the Scheme. Where considered reasonable and appropriate new and additional provision for equestrian use has also been included in the Scheme. The Applicant does not agree that the original NMU provision for the Scheme was amended as described by the British Horse Society above.</p> <p>The Applicant was also not aware that Cambridgeshire County Council intended to allow equestrians to use the shared use facility that it is currently constructing between Papworth and Caxton Gibbet junction. The Applicant does not consider that it is appropriate or safe for horses to be ridden or taken through the proposed Caxton Gibbet junction due to high volumes of traffic that will be passing through the junction and the associated risk of a horse being 'spooked'. The Applicant therefore has not considered making any specific provision for equestrians through the proposed Caxton Gibbet junction.</p> <p>In view of the fact that equestrians will be allowed to use the shared use facility along the A1198 from Papworth to the Caxton Gibbet junction the Applicant would recommend that this provision is only allowed up to and to link with the proposed bridleway running between the Caxton Gibbet junction northern roundabout and Brockley Road which would enable connections to Bridleway 73/4 and Cambourne. Any new provision for NMUs along Brockley Road would be the responsibility of the local authority to deliver. The Applicant does not consider that it is proportionate or reasonable for any such improvements to Brockley Road to form part of the Scheme, as has been suggested by some parties, as such provision is beyond that which is considered necessary to make the Scheme acceptable in planning terms and to comply with policy requirements.</p> <p>The Applicant notes the comments made in connection with the further development at Cambourne and the development of the Bourn Airfield which will deliver improvements to NMU facilities including connections to the wider PROW network. As previously stated, the Applicant strongly considers that it is unsafe and unnecessary for equestrians to be allowed to pass through the proposed Caxton Gibbet junction (the Applicant believes that this position is further corroborated by the evidence presented from the Director of Safety for The British Horse Society). The connection via the Cambourne junction, which has less traffic and existing equestrian 'Pegasus' crossings through the junction, is considered more suitable and much safer. The Applicant also notes that bridleway connections between Cambourne and Eltisley through Caxton village would be available via Bridleways 44/5 and 44/2. This would provide a much safer and more appropriate route for equestrians than competing with cyclists traveling between Caxton Gibbet junction and Eltisley via the de-trunked A428.</p>

Reference Number	Submission by the British Horse Society's/Applicant's Comments
REP6-101d	<p>4. Ministerial Statements regarding the inclusion of horse riders in Active Travel and Local Cycling and Walking Schemes.</p> <p>Richard Benyon MP, Minister for Natural Environment and Fisheries wrote to Anne Main MP in June 2011 concerning Alban Way, questioning why horse riders are not permitted to use it.</p> <p>He urged all local authorities to allow horse riders to use cycle trails, routes and any other ways where it is in their power to do so, and to encourage that permission or dedication to happen where it is not in their power. In the Government's view,</p> <p><i>"Unless there are good and specific reasons not to expressly allow horse riders to use such routes, local authorities should take steps to accommodate them. Local authorities should be making the most of their off-road networks through integration of use. Multi user routes have been shown to be readily adopted and well appreciated by local people. Where they are done well they bolster community cohesion and create a better understanding between users."</i></p> <p>Mr Benyon stated further that,</p> <p><i>"Horseriders are particularly vulnerable road users, and cycle routes can provide appropriate and important opportunities to avoid busy roads. There is potential for conflict in any situation where people share a public space, but the possibility of conflict is not reason enough to disregard ridden access; actual conflict could be resolved and any misplaced concerns reduced over time."</i></p> <p>Cycling and Walking Investment Strategy Safety Review</p> <p>The government's Cycling and Walking Investment Strategy Safety Review says:</p> <p>1.2 But safety has particular importance for vulnerable road users, such as walkers, cyclists and horse riders. All road users have an equal right to use the road, and safety and the perception of safety are key factors in determining how far people use these modes of transport.¹ The safer they feel, the more they will use these active modes of travel. The more people who use Active Travel, the fitter and healthier they will be, and the more their communities will benefit from lower congestion and better air quality, among a host of other benefits (Jesse Norman, p 4)</p> <p>Jesse Norman in House of Commons debate on Road Safety, 5 November 2018:</p> <p>We should be clear that the cycling and walking strategy may have that name but is absolutely targeted at vulnerable road users, including horse-riders. (end of this section before Sarah Wollaston)</p> <p>And final point by Jesse Norman in debate:</p> <p>Horse riders are vulnerable road users—there is no doubt about that, and there never has been— and they have been included in the work we are doing.</p>

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p>Cycling and Walking, Question asked by Dr David Drew (Stroud)</p> <p>To ask the Secretary of State for Transport, whether he plans to include (a) horse-riding and (b) horse-drawn carriages in his Department's support for the development of active travel and local walking and cycling infrastructure plans. (HC Daily Report, 15.07.2019)</p> <p>Answered by Michael Ellis</p> <p>The Government's Local Cycling and Walking Infrastructure Plan Guidance notes that local authorities should consider the needs of equestrians where they have access to walking and cycling infrastructure such as off-carriageway routes. However, the Government does not intend to specify that all measures to support active travel must include a horse-riding or horse drawn carriage element: decisions on this are a matter for local authorities. Nevertheless the Government does encourage local authorities to support equestrians in their active travel plans.</p> <p>Active Travel debate Westminster 9 July 2019</p> <p>The Active Travel and local walking and cycling infrastructure plans debate that took place in Westminster Hall on 9 July 2019, contained the following statements in respect of equestrian access:</p> <p>The Minister of State, Department for Transport (Michael Ellis)</p> <p>I congratulate my hon. Friend the Member for Witney (Robert Courts) on securing this popular debate about active travel, local walking and cycling infrastructure. I am delighted to have had the opportunity to hear the contributions of hon. Members from across the House, who spoke about how cycling improves productivity, health and even one's love life, according to the hon. Member for Totnes (Dr Wollaston). I need to do more cycling for all those reasons, all of which are acknowledged. I was also pleased that my hon. Friend and the hon. Member for Stroud (Dr Drew) mentioned equestrianism. Active travel includes horse riders and bridle paths—this debate includes them.</p> <p>Robert Courts</p> <p>I am grateful to my hon. Friend and neighbour for making that point. He is right. Those of us who are lawyers know that expunging a footpath is, rightly, one of the hardest things to do in the law. Footpaths are protected, and I agree that they must remain so when new developments are built, to ensure that our latticework of footpaths continues to exist. I would extend that to bridleways as well, which similarly have an historical provenance. I ask the House to bear in mind that, although we tend to think of cycling and walking in the context of the strategy I mentioned, horse riders in areas such as mine and my hon. Friend's are also vulnerable, and ought to be thought about in the context of active travel as well.</p>

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p>Dr David Drew (Stroud) (Lab/Co-op)</p> <p>It is a delight to serve under your chairmanship, Mr Bailey. I congratulate the hon. Member for Witney (Robert Courts) on securing the debate. Let me start by mentioning horse-riding. I have to say this, because my horse-riders have been on to me. Pat Harris of the Mid Cotswolds Tracks and Trails group tells me that there are 2.9 million regular horse riders and half a million carriage users. They do not like being left out of debates about cyclists and pedestrians, because they feel they are an important part of the group of non-motorists.</p> <p>I congratulate my hon. Friend the Member for Witney (Robert Courts) on securing this popular debate about active travel, local walking and cycling infrastructure. I am delighted to have had the opportunity to hear the contributions of hon. Members from across the House, who spoke about how cycling improves productivity, health and even one's love life, according to the hon. Member for Totnes (Dr Wollaston). I need to do more cycling for all those reasons, all of which are acknowledged. I was also pleased that my hon. Friend and the hon. Member for Stroud (Dr Drew) mentioned equestrianism. Active travel includes horse riders and bridle paths—this debate includes them.</p> <p>I welcome the contributions from hon. Members during our all too brief debate. I welcome the ideas proposed. As I stated at the outset, the Government are committed to increasing cycling and walking and to making our roads safer for vulnerable users such as cyclists, pedestrians and equestrians. As we start to develop the next phase of the cycling and walking investment strategy, I welcome all ideas for how we can achieve our collective ambition. In my view, there is a cross-party, nonpolitical, collective ambition to make cycling and walking the natural choice for short journeys, or as part of longer journeys, across the country.</p>
Applicant's comments	The Applicant notes the comments presented from Ministers as well as the various Members of Parliament. The Scheme does not preclude Local Authorities from making changes to the designation of their NMU routes.
REP6-101e	<p>Bedford Borough Local Policies Bedford Borough Local Plan 2030</p> <p>Policy 91 – Access to the countryside</p> <p>In considering proposals for development all of the following criteria will apply:</p> <ul style="list-style-type: none"> i. Safeguarding of existing public rights of way and ensuring the existing routes are incorporated into the proposed development or an appropriate diversion is provided. ii. Where diversions to the existing public rights of way are proposed, it should be demonstrated that there are no other alternatives and that the benefits of the development outweigh the harm resulting from the proposed diversion.

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p>iii. Development should where possible, provide improvements to the public rights of way network including more river crossings linked to the current Borough of Bedford Rights of Way Improvement Plan.</p> <p>iv. All new routes should be multiuser routes and dedicated as bridleways with a minimum width of 4 metres.</p> <p>v. All new rights of way and gates must be designed to be in compliance with the Disability Discrimination Act or relevant act as amended.</p> <p>vi. Incorporate new routes to extend the existing public rights of way network which are not fragmented by roads, railways and other infrastructure.</p> <p>vii. Ensure that all developments are designed to enable safe crossing of roads, railways and other infrastructure from new and existing public rights of way.</p> <p>viii. Public rights of way should retain their existing surface or an improved surface suitable for all users of the rights of way.</p> <p>ix. There should be no net loss of public rights of way as a result of any particular development.</p> <p>New permissive paths are encouraged as they can help to fill in gaps in the public rights of way network.</p> <p>Rights of Way Improvement Plan 2018 – 2023</p> <p>5.2 Network Development: Road Severance; equestrian and cycling provision; integration with wider highway infrastructure, public transport and car parks</p> <p>In the public consultation, users gave numerous requests and ideas for seamless networks of safe off-road routes enabling people of all ages, needs and abilities to walk/ride/cycle safely in and around their village/town, out to neighbouring settlements and into and about the wider countryside. The key issues cited preventing such networks are:</p> <ul style="list-style-type: none"> • Road severance • In some areas limited provision for equestrians and cyclists • Poor integration with wider highway infrastructure eg lack of pavement/cycle-lane, high kerbs. • Poor integration with public transport and car parks <p>Regardless of age, ability and/or experience, the pedestrian, horse-rider, cyclist and horse carriage driver often feel and often are vulnerable to the hazards associated with having to negotiate inconsiderate drivers and their vehicles. Disabled and visually impaired people, people using pushchairs and/or with young children and people supervising groups of children drew attention to their vulnerability when being forced onto roads. When walking/riding along a road, space can be limited with no adequate refuge. In addition, walkers, horse-riders, cyclists and horse carriage drivers highlighted that having to use roads can often reduce the enjoyment of the experience of being outdoors due to motorised traffic noise, pollution and spray. They can also feel anxious and pressurised when motorists feel they</p>

A428 Black Cat to Caxton Gibbet improvements

Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]

Reference Number	Submission by the British Horse Society's/Applicant's Comments
	<p>are inconveniently holding up traffic. These concerns are reinforced by the requests from equestrians and cyclists for more off-road routes. Where possible all new routes created will be to a multi user status (such as Bridleways) where there are appropriate linkages of the same status. Work is needed to effectively integrate PRow with the wider highway network. This will be achieved through links between the RoWIP and the LTP3 and LDF and subsequent work with new developments. Where a strong need to resolve road severance is identified improvement solutions will vary and depend on available resources. The use of public transport to link with the countryside will increase the usage of the PRow network especially for many local users and visitors.</p>
Applicant's comments	<p>The Applicant notes that the references presented from Bedford Borough Council relate to their Local Plan policy relating to Public Rights of Way (PROW) when they consider development proposals, as well as their Rights of Way Improvement Plan and do not relate to NMU provision along proposed or existing carriageways.</p> <p>As previously stated, in delivering the Scheme, the Applicant is required to re-provide NMU routes that are severed or disrupted as a result of the Scheme. Where considered reasonable and appropriate new and additional provision for equestrians has also been included in the Scheme. While NPS NN paragraph 5.212 explains that, "Schemes should be developed and options considered in the light of relevant local policies and local plans.....however the scheme must be determined in accordance with the NPS", paragraph 3.22 of the NPS NN requires applicants, where appropriate, to seek to deliver improvements that reduce community severance and improve accessibility. In its response to the Examining Authority's Second Written Question, Q2.11.6.1 in [REP4-037], the Applicant has provided a detailed analysis of all of the proposed replacement/upgraded/new NMU facilities included in the Scheme, demonstrating it is in line with policy in the NPSNN. The Applicant considers that the proposed replacements/upgrades and new NMU facilities reflect the principles of the local policies identified by Bedford Borough Council.</p>

REP6-102 – The British Horse Society


Comments on the other parties' Deadline 4 submissions

Reference Number	Submission by the Cambridgeshire Authorities/Applicant's Comments
REP6-102a	<p>Roxton 'cyclepath/footway' and bridge</p> <p>At the hearing on 1 December 2021, the BHS, represented by Mark Weston and Ann Kennedy, and the Wyboston, Chawston and Roxton Bridleways Group, represented by Kim Gubler, made the case for the inclusion of equestrian access on the proposed cyclepath/footway around Roxton and in particular over the new bridge. This proposed route features as a thicker red line on General Arrangements Plans Sheets 1 and 2.</p> <p>We note that Andrew Prigmore of Bedford Borough Council supported this position which is in accordance with the Council's policy that new routes should be bridleways: The Local Plan 2030 by states at Policy 91 iv) that "All new routes should be multiuser routes and dedicated as bridleways with a minimum width of 4 metres" . The Council's Rights of Way Improvement Plan recognises the need for improved connectivity of the network and that "Where possible all new routes created will be to a multi user status (such as Bridleways)" (para 5.2).</p> <p>We undertook to provide more information about the need for safe equestrian access over the Roxton bridge and the reasons why the new path should be a bridleway. This further information addresses three key issues:</p> <ul style="list-style-type: none"> • The extent of the equestrian access network in the area, given that there is no bridleway within the scheme area (although there are many in neighbourhood); • The demand from local equestrians for use of the bridge, given that surveys undertaken indicate very low or negligible current use; and • The safety issues arising from a failure to accept our case and to leave equestrians on the carriageway across the bridge.

Reference Number	Submission by the Cambridgeshire Authorities/Applicant's Comments
Applicant's comments	<p>The Applicant notes that the references made to the Bedford Borough Council Local Plan 2030, Policy 91 and the Council's Rights of Way Improvement Plan relate to Public Rights of Way (PROW) and do not relate to NMU provision along proposed or existing carriageways.</p> <p>As previously stated, in delivering the Scheme, the Applicant is required to re-provide NMU routes that are severed or disrupted as a result of the Scheme. Where considered reasonable and appropriate new and additional provision for equestrians has also been included in the Scheme.</p> <p>The development of the bridleway network in the wider area of the Scheme should be undertaken by the local authority in consultation with the local community and Interested Parties. The Applicant has developed its NMU proposals in the area of Roxton, including the provision for equestrians, in consultation with Bedford Borough Council. The Applicant believes that these proposals will fit with and complement the existing bridleway network in the area and will not adversely impact on or preclude the development of the wider bridleway network in the future.</p> <p>The commitment made by the Applicant to provide increased height (equestrian) parapets on the Roxton Bridge will help to mitigate the safety concerns raised by the BHS over crossing the bridge and will also not preclude its future use if this forms part of the wider bridleway strategy developed by the local authority in the future.</p>
REP6-102b	<p>Riding network in the area</p> <p>It is a fact of life that horse riders cannot just ride on bridleways and byways but are obliged to use roads to access such off-road riding. So only considering the bridleways does not give a full picture of the routes affected by any proposal. This is true in this area and of this scheme.</p> <p>We have attached a map which indicates the equestrian riding routes available to horse riders in the Wyboston, Chawston and Roxton area, which use (or would use) the bridge and the 'cyclepath/footway'. This map clearly shows that, whilst there are no bridleways within the scheme area, there are many bridleways in proximity which create circular routes if the Roxton bridge can be safely used. It is worth noting that riders (like walkers, dog walkers and cyclists) tend to prefer circular routes to out and back routes. Some horses can become rather excitable when asked to turn round.</p> <p>The routes illustrated include those referred to in Ann Kennedy's response to the consultation on 24 July 2020 on behalf of BHS Bedfordshire:</p> <p>"The use of the new 'footpath/cycleway' would allow riders to create safe routes on this path and on quieter side roads:</p> <ul style="list-style-type: none"> • A circuit of about 10 miles could be created using the new route to the connection with the Lane in Chawston and then to Colesden to pick up the bridleway that leads back to the bridleway bridge at 16E and return via Roxton High Street and School Lane. A 10 mile

Reference Number	Submission by the Cambridgeshire Authorities/Applicant's Comments
	<p>hack takes about 2 hours and would be considered an appropriate distance by experienced riders to maintain fitness and wellbeing of both horse and rider.</p> <ul style="list-style-type: none"> • There would be a very short circuit available within Roxton, using School Lane, the new route, part of Bedford Road and the High Street. At less than 2 miles this would be useful for a quick daily exercise route. • There would also be a 'lollipop' ride from Wyboston and Chawston down to join this circuit and back – another good daily exercise route.” <p>These routes are highlighted in yellow on the attached extract from the Bedford Borough online map of rights of way. The proposed 'cyclepath/footway' is shown on the map as a dotted green line.</p> <p>There are two further opportunities which may further increase the options available to local horse riders using these circuits:</p> <ul style="list-style-type: none"> • Bedford Borough is seeking funding to address the dead-end nature of BW22 alongside the great Ouse south of Roxton such that it would connect to the village and in particular to School Lane and thus to the new “cyclepath/footway” – this upgrade is highlighted in pink on the map • Should the northern of the two EWR route options be selected there is the opportunity to create an off road alternative to the road between Chawston and Colesden, in the form of a trackside or service road bridleway, which would significantly increase the attractiveness of the longer circuit above. Obviously, this is far from certain but the potential benefit is significant and the possibility should not be obstructed. The approximate line of the relevant section of the northern EWR route is shown in pale blue on the map <p>So whilst it is accepted that there are no bridleways within the scheme area, there most certainly are roads used by equestrians to access bridleways in the proximity of the scheme and the Roxton Bridge is a critical element.</p>
Applicant's comments	<p>The Applicant would refer to its comments above and whilst it is accepted that there are possible opportunities for the development of the bridleway network in the area of Roxton, Chawston and Wyboston it is considered that this is not required to mitigate the effects of the Scheme nor is it a reasonable opportunity for the Scheme to deliver. It should therefore be taken forward and coordinated by the local authority.</p> <p>As previously stated, the current proposals for the A428 Scheme do not preclude the implementation of the strategy outlined by the BHS in the future (including the suggested provision alongside East West Rail). The provisions being made for equestrians as part of the Scheme will align with and complement this strategy. This includes the commitment by the Applicant to increase the parapet height on the bridge at Roxton, east of the Black Cat junction. These parapets will make the bridge more suitable for equestrian use and address the 'critical</p>

A428 Black Cat to Caxton Gibbet improvements
 Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]

Reference Number	Submission by the Cambridgeshire Authorities/Applicant's Comments
	<p>element' referred to by the British Horse Society. It should be noted that this additional provision has been secured through a Designated Funds application outside of the DCO application process.</p>
<p>REP6-102c</p>	<p>Demand</p> <p>The Wyboston, Chawston and Roxton Bridleways Group, represented at the hearing by Kim Gubler, estimates that there are about 100 horse riders within the catchment area and that, between them, they have about 150 horses.</p> <p>Many of these, though by no means all, are based in Rookery Road to the north of The Lane in Wyboston (the road at the north of the attached map highlighted in yellow). The screen shot from Google Earth below shows the length of Rookery Road and it is striking that the majority of the properties have grass paddocks to their rear.</p> 

A428 Black Cat to Caxton Gibbet improvements

Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]

Reference Number	Submission by the Cambridgeshire Authorities/Applicant's Comments
	<p>It is true that, since the A421 was opened in 2006, only a few riders are brave enough to use the bridge in its current design with low parapets. But there is definitely demand to use a safe bridge and off-road route to access the routes described above.</p> <p>We reiterate that the lack of riders using the current bridge is not evidence of a lack of local riders who would use the bridge if they considered it safe enough.</p> <p>Note that these riders do not have access to other bridleways not shown on the map provided – there are no bridleways to the north of Wyboston, nor to the south of Roxton.</p>
Applicant's comments	<p>As explained above, the Applicant has secured the use of Designated Funds to increase the height of the parapets across the Roxton Bridge which will make the bridge more suitable for equestrian use and address the 'critical element' referred to by the British Horse Society.</p>
REP6-102d	<p>Safety</p> <p>As the proposals currently stand, any rider who wishes to cross the Roxton bridge will find themselves obliged to ride in the carriageway. It is acknowledged that this route will be used by vehicular traffic at significantly higher than present levels, due to the closure of other roads as part of this scheme. In particular the many HGVs based in Chawston will need to use this bridge. As a result, a horse being ridden across the bridge could find itself sandwiched between a passing HGV on the right and a cyclist on the cyclepath on the left - effectively being 'undertaken' by a cyclist whilst also being overtaken by a vehicle. This is exceedingly dangerous for all concerned, not just the horse and rider.</p> <p>The BHS Director of Safety's view is that "the risk to horse riders having cyclists pass them on the nearside and vehicles pass them on the offside is very high and is a significant safety issue. A cyclist suddenly appearing on the nearside of the ridden horse has the very real potential (even for a well trained horse) to cause the horse to move the other way into the path of a vehicle on the road. This arrangement should never be planned."¹</p> <p>In practice of course, the actual outcome of this proposed arrangement is that local riders would remain unable to use the bridge because they will deem it far too unsafe – they will be excluded when there is a perfectly feasible opportunity to include them within the non-motorised provision of this scheme.</p> <p>The suggestion that horses and other non-motorised users cannot safely share a route alongside a carriageway is refuted by the examples of the new routes alongside the de trunked A142 as well as by the Cambridge to St. Ives Guided Bus bridleway. Furthermore, the many bridleways, byways and restricted byways in the country are shared safely by all and we are not aware of any recorded incident of a horse injuring a third party.</p>

A428 Black Cat to Caxton Gibbet improvements

Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]

Reference Number	Submission by the Cambridgeshire Authorities/Applicant's Comments
Applicant's comments	<p>As previously noted and identified in the email from the Director of Safety for the British Horse Society, there are fundamental risks associated with vehicles, cyclists, walkers and horse riders using the same route. This would appear to be a contradiction because even if horses were able to travel on the shared use facility instead of the carriageway the issues identified with vehicles and cyclists passing horses would still occur and possibly be heightened due to the restricted space available on the shared use facility.</p> <p>Despite the foregoing, the Applicant would reiterate its position that the development of the bridleway network in the area of Roxton, Chawston and Wyboston is not required to mitigate the effects of the Scheme. Therefore, it should be taken forward and coordinated by the local authority following consultation with the local community and interest groups.</p>
REP6-102e	<p>Summary</p> <p>We contend that Roxton bridge is an important link in the local equestrian network, as shown in the map provided, notwithstanding the fact that there are no bridleways within the scheme area itself.</p> <p>Further, we argue that there is a significant, currently unfulfilled, demand from local riders to be able to use this bridge to access this equestrian network.</p> <p>The intention to exclude the horses from the new 'cyclepath/footway' increases the dangers to horse riders (notwithstanding the higher parapets now to be provided) and will prevent horse riders from using the bridge.</p> <p>We can see no legitimate reason for not designating the 'cyclepath/footway' a bridleway. There should be no additional cost involved (merely different signage) and indeed it might be possible to save funds as there would only be a need for higher parapets on the bridleway side of the bridge.</p> <p>Further, the provision of equestrian rights on this new route is in line with both national and local policy as further described in Mark Weston's submission of further information.</p> <p>Ann Kennedy The British Horse Society Bedfordshire Access and Bridleways Officer</p>

A428 Black Cat to Caxton Gibbet improvements

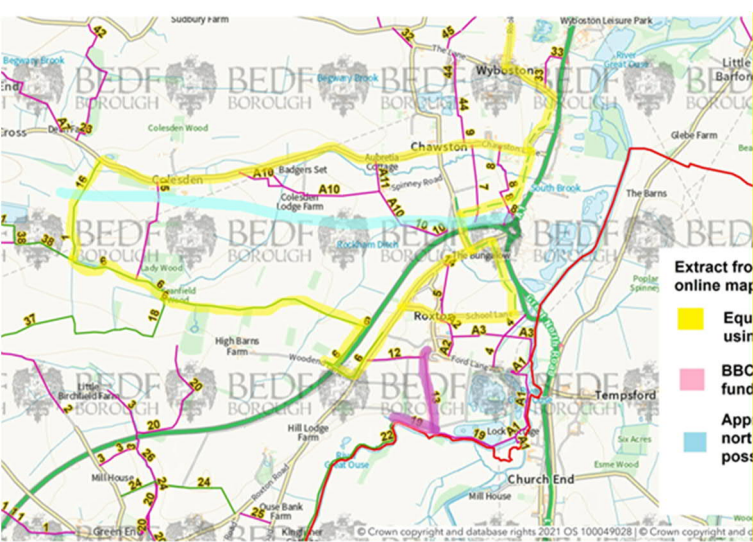
Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]

Reference Number	Submission by the Cambridgeshire Authorities/Applicant's Comments
Applicant's comments	<p>The Applicant would not dispute that the Roxton Road bridge could be an important link in the local equestrian network, however, this should be considered fully in the wider context of the area and in conjunction with the development, assessment and consultation of an area wide bridleway strategy.</p> <p>There are currently no bridleway routes linking directly to the Roxton Road bridge. The surveys that the Applicant has undertaken did not identify any equestrians crossing the existing bridge on the days that the surveys were undertaken. The Applicant would not question that there may be suppressed demand along the route, however, adoption of the route by horses needs to be considered thoroughly and should only be implemented following a thorough and appropriate assessment and consultation.</p> <p>The Applicant has developed its NMU proposals in the area of Roxton, including the provision for equestrians, in consultation with Bedford Borough Council. The Applicant believes that these proposals will align with and complement the existing bridleway network in the area and will not adversely impact on or preclude the development of the wider bridleway network in the future. This includes the commitment made by the Applicant to provide increased height (equestrian) parapets on the Roxton Bridge so as not to preclude its future use if this forms part of the wider strategy developed by the local authority in the future.</p>

A428 Black Cat to Caxton Gibbet improvements
 Applicant's comments on the submissions made at Deadline 6 by the British Horse Society [REP6-101, REP6-102, REP6-103]

REP6-103 – The British Horse Society

Comments on responses to Second Written Questions

Reference Number	Submission by the Cambridgeshire Authorities/Applicant's Comments
REP6-103a	
Applicant's comments	The Applicant has no comments on the extract of the outline map submitted by the British Horse Society.