

GREATER CAMBRIDGE CITY DEAL OUTLINE SCHEME PRIORITISATION

To: Economy and Environment Committee

Meeting Date: Tuesday 11 November 2014

From: Executive Director: Economy, Transport and Environment

Electoral division(s): Abbey; Arbury; Bar Hill; Bassingbourn; Bourn; Castle; Cherry Hinton; Coleridge; Cottenham, Histon and Impington; Duxford; East Chesterton; Fulbourn; Gamlingay; Hardwick; King's Hedges; Linton; Market; Melbourn; Newnham; Papworth and Swavesey; Petersfield; Queen Edith's; Romsey; Sawston; Trumpington; Waterbeach; West Chesterton; Willingham.

Forward Plan ref: Not applicable **Key decision:** No

Purpose: The purpose of this paper is to update the Committee on the current position regarding the infrastructure programme to be delivered through the Greater Cambridge City Deal, work undertaken to date, and next steps. This paper seeks the Committee's views on the options before a final decision is made on the programme to be delivered from 2015-20 by the new Greater Cambridge Joint Committee.

Recommendation: The Committee is recommended to note the work carried out to date and currently ongoing, and to comment on the programme of transport schemes that could form the first five years' City Deal programme and future work around the City Deal programme.

Officer contact:	
Name:	Graham Hughes
Post:	Executive Director: Economy, Transport and Environment
Email:	graham.hughes@cambridgeshire.gov.uk
Tel:	01223 715660

1. BACKGROUND

- 1.1 Since 1960, the Greater Cambridge area has been home to an ever-increasing cluster of technology, life sciences and services. The success to date has been widely celebrated, but the potential for further economic growth is now threatened by a shortage of housing and significant transport congestion.
- 1.2 As a result of the research-led ecosystem and, crucially, an exceptional degree of connectivity in the cluster, Cambridge and South Cambridgeshire now have one of the most dynamic and forward looking economies in the United Kingdom, and will lead economic growth in the wider economy. The growth in jobs and population that has helped fuel the economy is expected to continue if supply-side constraints in the local economy can be addressed. In the period between 2013 and 2031, some 44,000 jobs are expected to be created and around 33,000 new dwellings will be built in and around the city, including in the new town of Northstowe. Public examinations into draft local plans for Cambridge and South Cambridgeshire are due start by the end of this year and adoption is anticipated to follow in 2015.
- 1.3 The transport network will need to support this growth and provide capacity to allow for the additional transport demands of new businesses, residents and workers. It must also help protect Cambridge and South Cambridgeshire's distinctive character and environment. A transport strategy for the area has therefore been developed as a crucial counterpart to the Local Plans to ensure that these connections are made, that the planned growth is sustainable and that the essence of what makes the Cambridge area such a success can be maintained.
- 1.4 The Greater Cambridge City Deal that the three Councils, along with the University of Cambridge and Local Enterprise Partnership, signed with Government in May this year is a key part of delivering the transport strategy and supporting the economic and housing growth. Up to £500m of new investment, subject to meeting certain triggers, will be made available to help deliver a radical change in the transport network of the area. It should be noted that this funding is in 'nominal terms', i.e. not adjusted for inflation, therefore will ultimately have less spending power than £500m.

2. MAIN ISSUES

The vision

- 2.1 To achieve the growth that is planned in the Greater Cambridge area will require significant changes and enhancements to the transport system. With increasing employment and housing the need for connectivity will increase and this is the key theme of the strategy. At the same time, the way that we travel will also need to change. For example, where capacity is a major issue, there will need to be less emphasis on the private car and more emphasis on public transport, cycling and walking.
- 2.2 These principles are embodied within the Transport Strategy for Cambridge and South Cambridgeshire. The vision in the transport strategy is that more people will walk, cycle or use community or passenger transport as the more sustainable option when travelling. This will help to reduce car traffic and

congestion on key routes and protect the area's distinctive character and environment whilst supporting the continued growth of the area as an internationally important cluster for high tech industries and research and development.

- 2.3 There will be an extended network of dedicated passenger transport routes with fast and frequent links to and from key destinations. This will link up with community or local transport at hubs which will connect with some more rural parts of the area. An improved system of safe and direct cycle and walking routes will provide a viable alternative for journeys between key destinations. Information about sustainable travel options will be readily available and new technology will make this even easier to access. This enhanced accessibility will help to sustain and enhance the quality of life and well-being of residents.
- 2.4 Both the strategic and local road networks will operate efficiently and reliably, with most car traffic choosing to access the rural hubs or Park & Ride hubs. Accident clusters and congestion hotspots will be addressed and the impacts of congestion on the bus network will be reduced significantly. Although car trips to the city centre will still be possible, they will be channelled along routes away from buses and cyclists.
- 2.5 A frequent and reliable rail service with enhanced services and capacity to London, market towns and cities across the region will ensure that rail travel will continue to be a popular choice for a growing number of residents, commuters and visitors.
- 2.6 It is also expected that the need to access Cambridge at all will be much reduced through increased virtual working and better information to make informed choices. Through our investment in Connecting Cambridgeshire we are putting in place the digital infrastructure to allow people to work and carry out their business without having to travel so frequently.
- 2.7 To achieve this, a range of schemes such as the A14 improvement, the Addenbrooke's rail station, East West Rail and the Science Park rail station are planned and these will allow movement to and around Cambridge. Within Cambridge itself, it is expected that there will need to be further restrictions to travel within and on the ring road which in turn will free up movement on the radial routes. This, however, will increase journey reliability and increase capacity as more walking, cycling and public transport use takes place with people having more choice as to how and where they travel.
- 2.8 The City Deal will help to achieve a part of this vision. This, however, represents only a part of the funding that will be needed to provide all of the changes that are required. Other funding will come from developers, the private sector, through the Local Enterprise Partnership and other Government grants. In total, this funding will help to maintain economic growth in the area by allowing easy and reliable movement from homes to places of employment and in and between the major employment sites.
- 2.9 As an example of this strategy in practice, the combination of the Busway, improvements to the A14, capacity enhancements on the Cambridge to King's Lynn rail line and the Science Park Station will fundamentally change access and the way that people travel to the north and east of Cambridge. It will open up the reach of Cambridge to a much larger pool of potential employees,

providing economic benefits to the northern and eastern parts of the county and beyond. Journeys will be more reliable and there will be a wider range of travel modes to choose from and there will be a predominant use of public rather than private transport.

- 2.10 Changes of this nature require significant investment and whilst not the whole answer, the additional funding of up to £500m that will be made available through the City Deal will make a major contribution to this.
- 2.11 Drawn from the transport strategy, there are four key strands to proposed transport improvements through the City Deal.
- i. radial links to Cambridge such as the A10, A428 and A1307, principally connecting areas of population and growth sites with the City and its main employment locations;
 - ii. orbital capacity around the City to distribute movement from wherever it originates to where it is destined;
 - iii. links between key employment sites such as Science Parks to encourage agglomeration benefits by maintaining the connectivity that has been key to the Cambridge Phenomenon; and
 - iv. improvements within the city centre.
- 2.12 Implementation of these measures as early as possible is desirable if the maximum benefit is to be secured. The City Deal is, however, a programme of at least 15 years and therefore, it will be necessary to identify priorities for early delivery, with other schemes being delivered over the remaining years, phased to support the growth delivery trajectories envisaged in the Local Plans.

Developing priority transport schemes

- 2.13 As part of the City Deal the Greater Cambridge partners have committed to inform Government by the end of January 2015 of the programme for the first five years of the City Deal (i.e. 2015/16-2019/20). We have also committed to establish the governance framework by the end of 2014, which is subject to a separate paper at this meeting.
- 2.14 The starting point for this has been the long list of schemes that has formed the basis of negotiation of the Deal with Government. This programme of transport infrastructure schemes was developed at the start of the discussions with Government around the City Deal, illustrating the type and scale of programme necessary to plug the strategic funding gap in the area and support ambitious growth plans, and was drawn from the Transport Strategy for Cambridge and South Cambridgeshire. The Transport Strategy for Cambridge and South Cambridgeshire was developed through joint working between the Council, Cambridge City Council and South Cambridgeshire District Council in support of the emerging Cambridge and South Cambridgeshire Local Plans.
- 2.15 The overall programme of schemes has therefore been subject to considerable discussion and consultation. It is not, however, set in stone and will be subject to review throughout the City Deal period as circumstances change.

- 2.16 The programme has also been discussed with the Shadow City Deal Board over recent months as part of the development of the programme for the first five years of the Deal. This paper seeks to inform members how the work identifying the transport programme for the City Deal area is progressing and to seek views from Members on that work that can be considered as the final decisions on the programme are made.
- 2.17 Similar papers have been considered and are due to be considered at the following Member meetings:
- South Cambridgeshire District Council Cabinet: 16 October
 - Cambridge City Council Environment Scrutiny Committee: 17 October
 - Joint Strategic Transport and Spatial Planning Group: Date 28 October
- 2.18 The final decision on the programme of investments is expected to be made by the City Deal Executive Board in January. This is of course subject to Members approving the establishment of the City Deal governance framework at Full Council.
- 2.19 It should be noted that the City Deal funding is supplementary to other existing and anticipated funding sources, and is not intended to replace sources such as developer contributions or Local Growth Fund in any way – indeed it is intended to address a strategic funding gap that we will be unable to fill without this additional funding.

Potential first five year programme

- 2.20 In order to identify potential early deliverables and priorities, some high level technical assessment was undertaken earlier this year, with the support of a technical officer group comprising officers from the three Councils. This exercise was undertaken using the Department for Transport's Early Sifting and Assessment Tool (EAST), in line with the Assurance Framework that has been agreed with Government as part of the City Deal.
- 2.21 This exercise considered the programme and potential work packages at a high level in terms of their strategic, economic and financial cases, as well as deliverability, support for the early delivery of growth sites and connectivity between key destinations. The purpose was to develop a long list of schemes from the total proposed programme that could be subject to further assessment to inform the decision on the programme that will be made by the Executive Board in January.
- 2.22 The proposals that performed strongest in the EAST assessment in terms of being most deliverable in the first five years, delivering economic benefits and supporting the early growth sites are shaded in Table 1, below. The remainder of Table 1 comprises the full list of schemes that has been submitted to Government as the City Deal programme. The estimated costs shown in Table 1 represent early estimates, which will be refined over time as more detailed information becomes available. It should be noted that the total package exceeds the £500m that could be available through the City Deal so there will need to be some prioritisation of schemes over the full Deal period, and other funding sources will be needed.

Table 1: City Deal programme and shortlisted schemes

Programme area	Scheme	Est. cost (£m)
A428 corridor (Cambourne)	A428 to M11 segregated bus links	13.0
	A428 corridor Park & Ride	11.5
	Madingley Road bus priority	34.6
	Bourn Airfield/Cambourne busway	28.8
A1307 corridor (Haverhill)	A1307 bus priority	36.0
	Additional Park & Ride capacity – A1307	7.2
Pedestrian and cycle networks – City	Chisholm Trail links (cycle links parallel to the railway line north of Cambridge Station)	3.0
	Chisholm Trail bridge	4.5
	City centre capacity improvements	7.2
	Cross-city cycle improvements	15.5
Pedestrian and cycle networks – inter-urban	Bourn Airfield/Cambourne pedestrian/cycle route programme	8.4
	Saffron Walden and Haverhill pedestrian/cycle route programme	4.8
	Cambridge to Royston cycle link	7.2
	Waterbeach pedestrian/cycle route programme	14.4
Cambridge radials – Milton Road/Histon Road	Histon Road, Cambridge bus priority	4.3
	Milton Road, Cambridge bus priority	23.0
Cambridge radials – Hills Road	Project Cambridge, Hills Road	25.8
Cambridge radials – Newmarket Road	Newmarket Road bus priority phase 1, Elizabeth Way to Abbey Stadium	54.8
	Newmarket Road bus priority phase 2, Abbey Stadium to Airport Way	39.8
	Newmarket Road bus priority phase 3, Airport Way Park & Ride	17.3
A10 corridor south (Royston)	Foxton level crossing and interchange	21.6
	Hauxton Park & Ride	17.3
	Hauxton-Trumpington busway	15.8
Cambridge Orbital	Ring road bus priority – Addenbrooke's to Newmarket Road	18.7
	Newmarket Road to Cambridge Science Park Station busway	64.7
	Western Orbital	23.0
A10 corridor north (Waterbeach)	A10 dualling and junctions	63.4
	A14/A10 Milton Interchange	66.4
	Waterbeach Park & Ride	11.5
	Waterbeach Barracks to North Cambridge busway	46.1
	Waterbeach new station	33.1
Total		752.7

2.23 The schemes highlighted in Table 1 will link with key areas of development identified in the Local Plans but also provide greater accessibility to Cambridge from a wider area, for example Haverhill. They also need to be seen as part of the wider vision for how the transport network in the Greater Cambridge area will develop in the future are how they complement other schemes currently under way.

- 2.24 Specifically for the schemes highlighted in Table 1, the intention is to form a spine of improved transport infrastructure linking the Science Park to the north of Cambridge with the Biomedical Campus in the south via improved orbital capacity, thus allowing easy movement between the two. Both clusters of employment will be provided with improved links to surrounding areas of population and growth areas. The City Deal can, however, only provide a part of the total required infrastructure and so these improvements need to be seen in the wider context of the Busway providing high quality links to the west, including Northstowe where up to 10,000 houses are planned. The Busway is currently being extended to link into the Science Park Station that is expected to open in 2016.
- 2.25 Improving connectivity in this way will increase the potential for economic growth in the area and it is the achievement of increased economic growth that is one of the key triggers our area will be assessed against in order to unlock the full City Deal allocation.
- 2.26 The estimated cost of the schemes highlighted in Table 1 total £240m and so is greater than could be afforded in the first five years of the Deal – technical assessment on all of these schemes is therefore now underway to inform the final selection. It should be noted that the estimated costs shown in Table 1 should not be taken as final – as further details emerge about specific schemes these numbers will be revised to take into account the available information. This will focus particularly on the economic potential of the schemes, and will inform the Executive Board's decision in January on the prioritised programme.
- 2.27 Detailed work on the remainder of the long-list will be undertaken in due course to inform future decisions around the overall City Deal programme, which will cover a 15-20 year period. This work, alongside the schemes that are currently being worked up but do not form part of the years 1-5 programme, and any new schemes or projects emerging, will be considered for the years 6-10 and 11-15/20 programme.
- 2.28 While the combined officer recommendation will be to prioritise from the shaded list, the Executive Board Joint Committee may select schemes from the unshaded list, or other schemes if they believe those would deliver the City Deal objectives more effectively and increase the likelihood of achieving the triggers to future funding.

Cambridge Access Study

- 2.29 In addition to the work shown above, work is being undertaken on a Cambridge Access Study, for which a brief has been developed between the three Councils. This study will identify and develop a range of proposals for improvement capacity and access for Cambridge, improvement to the city centre, and innovative ways of managing the transport network. This is expected to inform the detail of some of the first phase projects, and may also bring forward ideas for further projects to improve the way people, goods and ideas move around Cambridge.

3. ALIGNMENT WITH CORPORATE PRIORITIES

3.1 Developing the local economy for the benefit of all

The report above sets out the implications for this priority in paragraphs 2.1-2.12.

3.2 Helping people live healthy and independent lives

The following bullet points set out details of implications identified by officers:

- As well as providing substantial economic benefits, it is expected that the programme of infrastructure investment that is ultimately decided upon will improve accessibility to jobs and services.

3.3 Supporting and protecting vulnerable people

There are no significant implications for this priority.

4. SIGNIFICANT IMPLICATIONS

4.1 Resource Implications

The following bullet points set out details of significant implications identified by officers:

- The decisions that this report informs, to be taken by the new Greater Cambridge Executive Board Joint Committee in January (subject to the creation of that new joint committee being agreed by the three Councils) will be to spend grant funding received from the Government, rather than the Council's own funds.
- £100m is expected to be available from 2015/16-2019/20 for investment in the infrastructure programme during that time – the availability of that funding depends upon the establishment of the proposed governance framework and the decision of a prioritised infrastructure programme for those years by the end of January 2015.

4.2 Statutory, Risk and Legal Implications

The following bullet points set out details of significant implications identified by officers:

- The delivery of a well considered and effective £100m infrastructure investment programme over five years would have a significant positive impact on the reputation of Greater Cambridge as a place to do business and on the partner organisations, given the substantially increased scale of investment that this would represent.
- Key risks are:
 - The funding is not made available due to the failure of local partners to establish the governance framework or agree on the programme – this is considered unlikely to occur given the consensus between the partners that has driven the work to date and the good will that exists.
 - Disagreement on the programme between local partners – again the good will and common intent that exists between the partners, along with the commitment to the City Deal vision, reduce the likelihood of this risk occurring, and efforts will

continuously be made to establish a consensus on programme decisions.

4.3 Equality and Diversity Implications

The following bullet points set out details of significant implications identified by officers:

- The delivery of the investment programme would be expected to improve access to services and jobs for residents of both Greater Cambridge and of the wider county.
- A Community Impact Assessment has not been carried out on the individual schemes to date. This is expected to happen closer to the point of final decisions on which schemes to prioritise.

4.4 Engagement and Consultation Implications

The following bullet points set out details of significant implications identified by officers:

- Public consultation and stakeholder engagement was carried out for the Transport Strategy for Cambridge and South Cambridgeshire, from which the long list is drawn, the consultation report for which is available online at the link shown under 'source documents' below.
- Once the projects have been decided, there will be appropriate consultation ahead of implementation.

4.5 Localism and Local Member Involvement

The following bullet points set out details of significant implications identified by officers:

- All Members from the three Councils have been invited to joint Member briefings on these proposals, scheduled to take place ahead of this meeting.
- Once the projects have been decided, there will be appropriate consultation ahead of implementation.

4.6 Public Health Implications

There are no significant implications for this priority.

Source Documents	Location
Greater Cambridge City Deal Document	https://www.gov.uk/government/publications/city-deals-greater-cambridge
Transport Strategy for Cambridge and South Cambridgeshire [content page]	http://www.cambridgeshire.gov.uk/info/2/0006/travel_roads_and_parking/66/transport_plans_and_policies/2