

## Greater Cambridge Partnership's City Access Strategy and Wider Collaboration with Cambridgeshire County Council

To: Highways and Transport

Meeting Date: 4 November 2021

From: Steve Cox - Executive Director, Place and Economy

Electoral division(s): All

Key decision: Yes

Forward Plan ref: 2021/073

Outcome: To agree key work streams in collaborating with the Greater Cambridge Partnership (GCP) to deliver City Access / City Deal.

Recommendation: The Committee is asked to:

- a) Note the process associated with 6 Experimental Traffic Regulation Orders (ETROs) delivered on the County Council's behalf by the Greater Cambridge Partnership;
- b) Agree to a further consultation on the Mill Road ETRO and ask GCP to carry it out within the context of its City Access proposals;
- c) Note the second tranche of County Council ETROs and agree that GCP consider relevant proposals as part of wider strategies, feeding into the Member Working Group (2.6);
- d) Note the process associated with restarting the programme of Residents' Parking schemes and request that GCP initiates delivery of the schemes when practicable; and
- e) Note the Transport and Works Act Order delegation previously made to the GCP and the future decision for full Council.

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# 1. Background

## The City Deal

- 1.1 The Greater Cambridge City Deal was signed on 19 June 2014 on behalf of all five local partners (Cambridgeshire County Council, Cambridge City Council, South Cambridgeshire District Council, the Greater Cambridge Greater Peterborough Enterprise Partnership and the University of Cambridge) and Government. The Deal was underpinned by a commitment to deliver transformative economic benefits through investment in infrastructure and through a collaborative governance framework.
- 1.2 An effective and efficient governance structure is recognised in the deal document as key to the delivery of the infrastructure programme and to planning effectively for future growth. The governance framework required some delegated authorities in order to fulfil its mandate, which was subject to a decision by Full Council.
- 1.3 A series of approvals and delegations by Full Council followed the formation of the Greater Cambridge City Deal, including agreement to delegate certain functions to the Executive Board as the decision-making body for the Greater Cambridge City Deal, these included:
  - delegated responsibility for making decisions regarding Traffic Regulation Orders for City Deal schemes;
  - delegated responsibility for making decisions around and exercising Compulsory Purchase Order powers for City Deal schemes;
  - delegated responsibility for making decisions around Side Roads Orders for City Deal schemes; and
  - delegated responsibility to promote Transport and Works Act Orders for City Deal schemes.
- 1.4 The Greater Cambridge City Deal was also empowered to develop a programme of works, approve projects, including the allocation of project funding, and approve plans and strategies necessary or incidental to the implementation of the City Deal agreement.
- 1.5 The City Deal has subsequently outlined its vision as:
  - Securing the continued economic success of the area;
  - Significant improvements to air quality, supporting a healthier population;
  - Reducing carbon emissions in line with the partners' zero carbon commitments;
  - Helping to address social inequalities where poor provision of transport is a contributing factor; and
  - Wellbeing and productivity benefits from improving people's journeys to and from employment.

## The City Access Strategy

- 1.6 As part of its programme of works, the GCP has developed a public transport improvements and a city access strategy that sits at the heart of the City Deal, aiming to address some of the major pressures on the local economy by reducing congestion and pollution, and by providing people with better, healthier, more sustainable options for their

journeys – key objectives of the Cambridgeshire and Peterborough Local Transport Plan.<sup>1</sup> Taking action on these issues is a key part of supporting a green recovery.

- 1.7 The GCP has undertaken detailed work to understand these issues, alongside comprehensive public and stakeholder engagement activities, and to develop a vision for the future that would include:
- A world-class, sustainable transport system that makes it easy to get into, out of, and around Greater Cambridge, giving people more choice about how they travel and better options for their journeys;
  - A transformed public transport network that better serves employment and residential areas, and offers people from across the travel to work area a reliable, competitive and sustainable alternative to travelling by car;
  - Significant enhancements to walking and cycling provision to develop and maintain a comprehensive network for the city and wider area;
  - Delivery of the current infrastructure programme and continued investment to address further priorities identified through the GCP's Future Investment Strategy; and
  - Investment in new digital technology to support the transport system by providing seamless journeys and better managing road traffic.
- 1.8 The City Access work encompasses a number of activities to support delivery of these objectives, including active travel, integrated parking and network hierarchy plans (in partnership with the County Council), traffic signals pilots, bus improvement projects and supporting the County Council in delivery of Experimental Traffic Regulation Orders (ETROs), as part of the Emergency Active Travel Schemes programme. The Committee and the GCP Executive Board will be asked to consider the network hierarchy plans in early 2022.
- 1.9 In September, the GCP Executive Board agreed to a roadmap for the city access strategy, commencing with a public consultation this autumn to assist with the development of a final package of options for improving bus services, funding an expansion of the cycling-plus network and managing road space in Cambridge. This will look in detail at the proposals to improve the wider bus network and consider options that deliver the space for new services and a funding source to ensure their ongoing viability. Key City Access milestones are as follows:
- GCP Executive Board Decision: Sep 2021
  - Strategic Business Case Consultation: public transport proposals and road space/revenue principles: Oct – December 2021
  - Executive Board Decision: June 2022
  - Consultation on Detailed City Access Scheme: June-July 2022
  - Executive Board Decision: Dec 2022
  - Implementation 2023+

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<sup>1</sup> [Cambridgeshire and Peterborough Local Transport Plan](#)

## 2. Main Issues

### Emergency Active Travel Programme ETROs

2.1 In response to the Covid-19 pandemic, the GCP supported the County Council, as the Highway Authority, in identifying and delivering measures to create more space for pedestrians and cyclists. The aim was to support the creation of a network of safe routes on key corridors to encourage walking and cycling within the Cambridge and nearby towns and villages. The measures fell into three categories:

- Temporary measures to support social distancing;
- Measures to support social distancing which may offer longer-term benefits which could be considered for a period beyond immediate social distancing needs; and
- Measures to create a better environment for active travel (walking and cycling) which could offer longer-term benefits.

2.2 The first tranche of measures was designed with the aim of creating low traffic streets through the removal of motorised through traffic movements to encourage walking and cycling as well as supporting social distancing. Six schemes were introduced using experimental traffic regulation orders (ETROs) made by the County Council, which give effect to the experimental closure schemes. It should be noted that powers to make *Experimental* Traffic Orders (or Temporary TROs) and determine objections to them were not delegated to the GCP and still lie with the County Council. The six schemes are shown in the table below.

**Table 1: Scheme Location Details and Scope**

Location	Scheme Details
Carlyle Road	Point road closure with access restricted to pedal cycles only
Luard Road	
Nightingale Avenue	
Newtown Area	Phase 1 (August 2020): Point road closure with access restricted to pedal cycles only in: <ul style="list-style-type: none"><li>• Bateman Street, west of Panton Street</li><li>• Coronation Street, west of Panton Street</li><li>• Pemberton Terrace, west of Panton Street</li></ul> Phase 2 (January 2021): Point road closure with access restricted to pedal cycles only in Panton Street mid-way between Union Road and Saxon Street Existing one-way flow for motor vehicles reversed in Norwich Street to operate in an eastbound direction (Panton Street towards Hills Road) with two-way cycle movements retained

Location	Scheme Details
Storey's Way	Conversion of existing width restriction to a point road closure with access restricted to pedal cycles only
Silver Street	Existing part day bus gate restriction extended to operate 24 hours a day, 7 days a week

- 2.3 Objections to all six schemes were received. These were reported to the GCP Joint Assembly and Executive Board on the 9<sup>th</sup> and 30<sup>th</sup> September respectively when support to make the orders permanent was given. As the final decision to make the ETROs permanent lies with the County Council, the objections are considered in a separate report on this agenda. (Agenda Item No. 8)
- 2.4 A second tranche of some 50+ Countywide Active Travel schemes was identified at the Highways and Transport Committee in September 2020 for further consideration and development. The list included a number of schemes that lie within the City and South Cambs area and share common objectives with GCP schemes. A number of these schemes sit on the strategic road network and will have broader impacts on network capacity, operation, public transport and displacing traffic, along with improving active travel opportunities. There are clear overlaps between these Active Travel schemes and GCP initiatives such as the City Access study, route hierarchy review and Eastern Area Access study. It is therefore considered that they would be better considered in a holistic manner which would consider the knock-on impacts of congestion, displaced traffic and mitigation measures required on routes affected by the schemes as part of GCP's more strategic work.
- 2.5 It is envisaged that the GCP will consider the results of the County consultation, they wish to build on this by packaging relevant schemes. There may be further consultation on the detail and wider area impacts – and the statutory consultations associated with delivery. In terms of delegations H&T would need to review any objections. A County Member workshop is to be scheduled (Dec/Jan) for the non-city ETROs to determine the way forward on these.

## Mill Road ETRO

- 2.6 At the meeting on 27 July 2021 the Highways and Transport Committee considered the Mill Road, Cambridge ETRO. The Committee resolved to remove the restriction and undertake a full review and consultation on the options and use of Mill Road, in the light of further work to manage city access, adopting the holistic approach as outlined in the report and to instruct officers to consider funding opportunities to carry out further consultation and development of a plan to address issues in Mill Road.
- 2.7 Considering the Mill Road ETRO as part of the GCP's City Access agenda would ensure a holistic approach to a future review of the traffic management on Mill Road is taken. The Committee is therefore requested to support a further consultation on the Mill Road ETRO and asks GCP to carry it out within the context of its City Access proposals in 2022, a new consultation, building on earlier work.

## Residents' Parking

- 2.8 At its meeting of 9 March 2021, the Highways and Transport Committee considered the Residents' Parking Delivery Review. The Committee agreed to Option 4 - Defer any decision on further Residents' Parking Schemes (RPSs). The GCP is proposing the development of an Integrated Parking Strategy, working closely with the County and City Councils, which would provide an opportunity to reflect on the future role of RPSs as part of a wider plan to manage parking.
- 2.9 The development of an Integrated Parking Strategy is a significant undertaking. Placing on hold the progress with further RPSs until such time as an Integrated Strategy is finalised does little to address the transport challenges faced across the Greater Cambridge area. Rather, continuing to develop and deliver RPS schemes in parallel offers the greatest benefit to local communities, signalling intent to tackle the congestion, air quality and climate challenges across the area.
- 2.10 The GCP has previously funded the development of RPS schemes, and further development of such schemes would be better considered as part of their wider City Access programme. We request that GCP initiates delivery of associated schemes when practicable. Note that powers for GCP to determine objections would need to go through Constitution and Ethics Committee, and Full Council.

## Transport and Works Act Order

- 2.11 A Transport and Works Act Order (TWAO) is a planning and consents process used for authorising new railways, tramways and busways. An application is made to the Secretary of State for Transport who ultimately makes the decision, although a Planning Inquiry is usually (but not always) undertaken as part of the process.
- 2.12 Full Council delegated responsibility for TWAOs under the City Deal to the City Deal Executive Board, rather than Highways and Transport Committee. The final decision rests with Full Council.
- 2.13 The GCP has been developing a number of Guided Busway projects, building upon the success of the existing Cambridge to St Ives scheme. The schemes have been developed in accordance with Department for Transport requirements. The first of these schemes, the Cambridge South East Transport scheme, connecting the A11 with the Cambridge Biomedical Campus and existing busway, was approved by the GCP Executive Board in June 2021 and will be referred to Full Council in December.

## 3. Alignment with corporate priorities

- 3.1 Communities at the heart of everything we do
- The City Deal and associated City Access Strategy seeks to reduce congestion and pollution, and by providing people with better, healthier, more sustainable options for their journeys.

- 3.2 A good quality of life for everyone
  - The City Deal and associated City Access Strategy seeks to reduce congestion and pollution, and by providing people with better, healthier, more sustainable options for their journeys
- 3.3 Helping our children learn, develop and live life to the full
  - There are no significant implications for this priority.
- 3.4 Cambridgeshire: a well-connected, safe, clean, green environment
  - The City Deal and associated City Access Strategy seeks to reduce congestion and pollution, improve air quality and contribute to net-zero, and by providing people with better, healthier, more sustainable options for their journeys.
- 3.5 Protecting and caring for those who need us
  - 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 paper sets out how County and GCP will collaborate to make best use of the resources available.
- ### 4.2 Procurement/Contractual/Council Contract Procedure Rules Implications
- No implications associated with this paper
- ### 4.3 Statutory, Legal and Risk Implications
- No implications associated with this paper
- ### 4.4 Equality and Diversity Implications
- There are no significant implications within this category. The GCP Mill Road consultation will be carried out in a way that promotes equality and diversity. Members have highlighted that the consultation should be holistic in its approach, considering the wider strategic picture and the needs of all users.
- ### 4.5 Engagement and Communications Implications
- The paper sets out the GCP will undertake consultation on Mill Road, and this will encompass close engagement and communication with the local community.
- ### 4.6 Localism and Local Member Involvement
- No implications associated with this paper
- ### 4.7 Public Health Implications
- No implications associated with this paper
- ### 4.8 Environment and Climate Change Implications on Priority Areas
- #### 4.8.1 Implication 1: Energy efficient, low carbon buildings.

Neutral Status:

Explanation: There are no significant implications within this category

4.8.2 Implication 2: Low carbon transport.

Positive Status:

Explanation: The City Deal proposals seek to deliver more sustainable transport solutions

4.8.3 Implication 3: Green spaces, peatland, afforestation, habitats and land management.

Neutral Status:

Explanation: There are no significant implications within this category

4.8.4 Implication 4: Waste Management and Tackling Plastic Pollution.

Neutral Status:

Explanation: There are no significant implications within this category

4.8.5 Implication 5: Water use, availability and management:

Neutral Status:

Explanation: There are no significant implications within this category

4.8.6 Implication 6: Air Pollution.

Positive Status:

Explanation: The City Deal proposals seek to tackle air pollution

4.8.7 Implication 7: Resilience of our services and infrastructure, and supporting vulnerable people to cope with climate change.

Neutral Status:

Explanation: There are no significant implications within this category

Have the resource implications been cleared by Finance? Yes

Name of Financial Officer: Sarah Heywood

Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the Head of Procurement? Yes

Name of Officer: Henry Swann

Has the impact on statutory, legal and risk implications been cleared by the Council's Monitoring Officer or LGSS Law? Yes

Name of Legal Officer: Fiona McMillan

Have the equality and diversity implications been cleared by your Service Contact?

Yes

Name of Officer: Elsa Evans

Have any engagement and communication implications been cleared by Communications?

Yes

Name of Officer: Sarah Silk

Have any localism and Local Member involvement issues been cleared by your Service Contact? Yes



Name of Officer: David Allatt

Have any Public Health implications been cleared by Public Health?

Yes

Name of Officer: Iain Green

If a Key decision, have any Environment and Climate Change implications been cleared by the Climate Change Officer?

Yes

Name of Officer: Emily Bolton

## 5. Source documents

- 5.1 [Governance - Greater Cambridge Partnership  
Highways and Transport Committee - Agendas and minutes](#)