

Cambridgeshire County Council's response to Network Rail's consultation on the Ely Area Capacity Enhancement Scheme

To: Highways and Transport Committee

Meeting Date: 10 November 2020

From: Steve Cox, Executive Director - Place and Economy

Electoral division(s): Ely North, Ely South, Littleport, Sutton, Soham North and Isleham, Southam South and Haddenham, Burwell, Woodditton

Forward Plan ref: Not applicable

Key decision: No

Outcome: To Agree the County Council's response the Network Rail Consultation on the Ely Area Capacity Enhancement Scheme Consultation

Recommendation: Committee is recommended to:

- a) Note and comment on the proposed response to Network Rail Consultation on the Ely Area Capacity Enhancement Scheme Consultation as set out in Appendix A;
- b) Agree the response to be submitted to Network Rail at the close of this meeting.
- c) Delegate the agreement of any minor changes to the response to the Executive Director, Place and Economy in consultation with the Chair and Vice Chair of the Highways and Transport Committee.

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1. Background

- 1.1 Network Rail are currently consulting over plans to increase rail capacity in the Ely area. The scheme is known as Ely Area Capacity Enhancement (EACE).
- 1.2 Network Rail stated the aims of the first round public consultation as being:
- An opportunity for people to learn more about the EACE programme and provide an opportunity for local communities to understand:
 - The aspiration are to increase capacity
 - The challenges that will have to be addressed to increase capacity
 - How the public will be consulted as options are progressed
 - The current funding position
- 1.3 The consultation materials are available online: <https://www.networkrail.co.uk/running-the-railway/our-routes/anglia/ely-area-capacity-enhancement-scheme>

2. Main Issues

- 2.1 Network Rail state that the “(EACE) programme is a proposal to upgrade the railway to allow more trains to run through Ely. The aim is to improve connectivity and reliability for passenger services and meet the demand for more rail freight between the Port of Felixstowe, the West Midlands and the North to support sustainable, long-term economic growth.”
- 2.2 The consultation documents provide details to the challenges of increasing rail capacity in the Ely Area and also details the elements of the scheme:
- removing existing speed restrictions across key bridges to allow trains to run more efficiently
 - remodelling the track layout at Ely station to accommodate more train services
 - modifying Ely station platforms to accommodate more train services
 - remodelling the track layout at Ely North Junction to allow more trains per hour to pass through safely and efficiently
 - upgrading the signalling system in line with any changes to the track layout
 - upgrading or closing existing level crossings while maintaining connectivity of the road network.
- 2.3 The consultation documents state how Network Rail want to work with the local community, local stakeholders and statutory bodies to better understand the areas they are working in.
- 2.4 Network Rail also outline the authorisation process they are planning to go through subject to funding being available.

“To improve rail capacity, it is likely that we will need to undertake work on railway land and beyond the existing boundary of Network Rail.

Works required within the railway boundary are likely to be undertaken using Network Rail’s permitted development rights.

However, where we propose to use land or build outside of these boundaries, we will need to prepare a Transport and Works Act Order (TWAO) application for submission to the Secretary of State for Transport to obtain the necessary consent.

We will need to prepare a detailed Environmental Impact Assessment (EIA) of the proposals to identify potential significant impacts on the environment and local communities as a result of the construction of the scheme and operation of the upgraded railway.

Completing this work will also help to identify mitigation measures to address construction and operational impacts.

The findings of the assessment will be presented in an Environmental Statement and Non-Technical Summary that will (subject to funding) be submitted with our application for a Transport and Works Act Order.”

2.5 This consultation also sets out Network Rail’s proposed consultation timeline:

- Autumn 2020 public engagement about the EACE programme (this current engagement)
- Early 2021 Public consultation on Ely south area (currently funded)
- Summer/Autumn 2021 Public consultation on the options in the rest of the Ely area
- Autumn/Winter 2022 preferred options with the EACE programme (currently unfunded)
- Winter/Spring 2023 TWAO submitted (currently unfunded)
- Autumn winter 2024 TWAO decision (currently unfunded)

2.6 On the 8 February 2018 the Economy and Environment Committee at the County Council considered a report on a traffic study carried out in Queen Adelaide.
<https://cambridgeshire.cmis.uk.com/ccclive/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/678/Committee/5/Default.aspx>

The Committee resolved to:

- a) Note the proposals for wider regional and national benefits, of increased rail capacity through Ely North Junction;
- b) Note the potential impact on the whole community, residents and local businesses of increased frequency and duration of level crossing closures;
- c) Agree to oppose any measures that restrict traffic flow across the level crossings to the detriment of residents and local businesses until alternative solutions are put in place;
- d) Note the intention to explore opportunities with the Cambridgeshire and Peterborough Combined Authority to fund the options development for a road and / or rail solution and;
- e) Agree to continue to work with the Combined Authority, Network Rail and the Ely Area Task Force to develop a comprehensive solution that meets the needs of all

Cambridgeshire residents and in particular the communities of Queen Adelaide, Prickwillow and Ely.

- 2.7 These resolutions will form the basis of the consultation response. Another key element of the consultation response is the requirement for a greater number of additional train paths to be created by the EACE improvement scheme. Currently the proposals for increased passenger service appear to only cater for current outstanding franchise commitments. It is vital that the number of paths created by EACE fully caters fully for future demand.
- 2.8 The proposed consultation response is detailed in Appendix A

3. Alignment with corporate priorities

- 3.1 A good quality of life for everyone

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

- An increase in freight on rail would lead to a better quality of life due to a reduction in road noise and transport related emissions
- An increase in passenger rail service would have the benefits of improving access to key services and also reduce road transport related emissions.
- It is likely that the scheme could impact on residents and business in the Queen Adelaide area. The proposed response highlights the County Council's position to oppose any measures that restrict traffic flow across the level crossings to the detriment of residents and local businesses until alternative solutions are put in place.

- 3.2 Thriving places for people to live

The report above sets out the implications for this priority in paragraph 3.1

- 3.3 The best start for Cambridgeshire's children

There are no significant implications for this priority.

- 3.4 Net zero carbon emissions for Cambridgeshire by 2050

The report above sets out the implications for this priority in paragraph 3.1

4. Significant Implications

- 4.1 Resource Implications

There are no significant implications within this category.

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

There are no significant implications within this category. Network Rail will be responsible for all the procurement of this project and Network Rail is a sole supplier leading this work.

4.3 Statutory, Legal and Risk Implications

There are no significant implications within this category.

4.4 Equality and Diversity Implications

There are no significant implications within this category.

4.5 Engagement and Communications Implications

There are no significant implications within this category.

4.6 Localism and Local Member Involvement

There are no significant implications within this category. All Local Members were emailed a draft of this report and comments received were used to update it.

4.7 Public Health Implications

There is a requirement that the Public Health Team are involved in the scoping of the Environmental Impact Assessment to ensure the health impacts are adequately addressed and mitigated.

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 LGSS Head of Procurement? Yes
Name of Officer: Gus De Silva

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: Andrew Preston

Have any Public Health implications been cleared by Public Health Yes
Name of Officer: Iain Green

5. Source documents

5.1 Source documents

Network Rail's consultation documents: <https://www.networkrail.co.uk/running-the-railway/our-routes/anglia/ely-area-capacity-enhancement-scheme> and <https://elyareacapacity.com/>

Minutes of Economy and Environment Committee held on 8 February 2018:
https://cambridgeshire.cmis.uk.com/CCC_live/Document.ashx?czJKcaeAi5tUFL1DTL2UE4zNRBcoShgo=eZJtmaZaQGE%2bt9YmDhmJLiyvD6Ldq7OeKi9s3ys4btJcqBz7BHmhbw%3d%3d&rUzwRPf%2bZ3zd4E7lkn8Lyw%3d%3d=pwRE6AGJFLDNIh225F5QMaQWCtPHwdhUfCZ%2fLUQzqA2uL5jNRG4jdQ%3d%3d&mCTIbCubSFfXsDGW9IXnlg%3d%3d=hFfIUdN3100%3d&kCx1AnS9%2fpWZQ40DXFvdEw%3d%3d=hFfIUdN3100%3d&uJovDxwdjMPoYv%2bAJvYtyA%3d%3d=ctNJFf55vVA%3d&FgPIIEJYlotS%2bYGoBi5oIA%3d%3d=NHdURQburHA%3d&d9Qjj0ag1Pd993jsyOJqFvmyB7X0CSQK=ctNJFf55vVA%3d&WGewmoAfeNR9xqBux0r1Q8Za60lavYmz=ctNJFf55vVA%3d&WGewmoAfeNQ16B2MHuCPMRKZMwaG1PaO=ctNJFf55vVA%3d

Queen Adelaide Traffic Study Report presented to Economy and Environment Committee held on 8 February 2018
https://cambridgeshire.cmis.uk.com/CCC_live/Document.ashx?czJKcaeAi5tUFL1DTL2UE4

[zNRBcoShgo=%2fNXM3pn1khRyHWq41BTZngmdKcr7ikJxxeHha6U3P4uDLAKpHc%2fNiA%3d%3d&rUzwRPf%2bZ3zd4E7lkn8Lyw%3d%3d=pwRE6AGJFLDNih225F5QMaQWCtPHwdhUfCZ%2fLUQzgA2uL5jNRG4jdQ%3d%3d&mCTIbCubSffXsDGW9IXnlg%3d%3d=hFflUdN3100%3d&kCx1AnS9%2fpWZQ40DXFvdEw%3d%3d=hFflUdN3100%3d&uJovDxwdjMPoYv%2bAJvYtyA%3d%3d=ctNJff55vVA%3d&FgPIIEJYlotS%2bYGoBi5oIA%3d%3d=NHdURQburHA%3d&d9Qjj0ag1Pd993jsyOjqFvmyB7X0CSQK=ctNJff55vVA%3d&WGewmoAfeNR9xqBux0r1Q8Za60lavYmz=ctNJff55vVA%3d&WGewmoAfeNQ16B2MHuCpMRKzMwaG1PaO=ctNJff55vVA%3d](https://www.fox.com/2017/08/17/fox-41-bt-zngmd-kcr7ik-jxxe-hha6u3p4u-dlakp-hc-2f-ni-a-3d-3d-r-uzw-rpf-2b-z3zd4e7lkn8lyw-3d-3d-pw-re6agjfldnih225f5qmaqwcpt-hwdhufcz-2f-luqzg-a2u-l5j-nrg4jdq-3d-3d-mctib-cub-sffxs-dgw9ixnlg-3d-3d-hf-fludn3100-3d-kcx1-an-s9-2fp-wzq40dx-fvdew-3d-3d-hf-fludn3100-3d-u-jov-dxwdj-mpoyv-2b-ajv-yty-a-3d-3d-ct-njff55vva-3d-fg-piie-jy-lot-s-2b-ygo-bi5oia-3d-3d-n-hd-urqbur-ha-3d-d9-qjj-0ag-1pd-993jsy-ojq-fvmy-b7x0c-sqk-ct-njff55vva-3d-w-gewmo-afe-nr9xq-bux-0r1-q8-za60lav-ymz-ct-njff55vva-3d-w-gewmo-afe-nq16b2mhu-cp-mrkz-mwa-g1pa-o-ct-njff55vva-3d)

5.2 Location

Reports are available online weblinks provided in section 5.1

Appendix A:

Proposed Response to Network Rail's Consultation on the Ely Area Capacity Enhancement Scheme.

Network Rail's consultation asks a number of questions so the response has been laid out in this way.

1	What is your name?
	This response is submitted from Cambridgeshire County Council and was approved by the Highways and Transport Committee held on the 10 November 2020
2	What is your email address?
	Transport.Plan@Cambridgeshire.gov.uk and Jack.Eagle@Cambridgeshire.gov.uk
3	Postcode (to identify concerns/opportunities by location)
	Not applicable
4	How do you feel about our proposal to increase the capacity for passenger and freight rail services through the Ely area?
	<u>Strongly support</u> , support, undecided, Do not support, Strongly do not support
	Please give a reason for your choice
	<p>Please note that this strong support is caveated on the basis that the County Council will oppose any measures that restrict traffic flow (including but not limited to motorists, pedestrians, cyclists and equestrians) across the level crossings to the detriment of residents and local businesses in Queen Adelaide, Prickwillow and surrounding area until alternative solutions are put in place.</p> <p>Cambridgeshire County Council is strongly committed to increases in both passenger and freight rail service and improvement in the Ely area will allow for these service to come forwards. Increasing both freight and passenger services is in line with many of the County Councils objectives such as reducing carbon emissions, improving air quality, creating better access to services and delivery of housing growth. It should be noted that the County Council's Economy and Environment Committee resolved on the 8 February 2018: to Note the proposals for wider regional and national benefits, of increased rail capacity through Ely North Junction.</p> <p>However, it should be noted that the protection of the communities of Queen Adelaide and Prickwillow MUST be at the forefront of any considerations, this is referred to later in our response.</p> <p>We understand the scope of works of the EACE is much wider than Ely and the surrounding area and involves a large number of level crossings. The County Council will need to be fully involved as proposals for improvements at all level crossings are developed. To ensure that</p>

the needs of residents, business and other crossing users are fully considered and addressed in any new proposals.

Capacity provided by EACE

It is vital however that the additional capacity proposed through the EACE scheme is enough to cater for future demand. It is not clear from the current consultation material how many train paths are currently available through the Ely area and what the proposals are for the future. It is vital that a large range of stakeholders including but not limited to the County Council and the Cambridgeshire and Peterborough Combined Authority are involved in these discussions. It appears that there has been no work carried out to investigate what future train paths may be required. This piece of work is required urgently.

Moreover it is important to note that the County Council is strongly supportive of the CPCA led project of Wisbech Rail reconnection and it is vital that train paths through Ely are provided for this service.

From the material in this consultation it is not clear how future aspirations for passenger rail services are going to be catered for by the EACE scheme. From the material presented it appears that only current outstanding franchise commitments will be delivered.

Given the significant funding that local funders have provided to this project, £9.3m funding from the Cambridgeshire and Peterborough Combined Authority, New Anglia Local Enterprise Partnership (LEP) and the Strategic Freight Network. Network Rail has secured £13.1m funding from the Department for Transport. This total level of funding £22.4m is close to the original total capital cost for the scheme¹. It is vitally important that EACE caters for the full future demand of rail capacity in the Ely area and not just the existing outstanding franchise commitments. Given the likely disruption and the 'once in a lifetime' nature of EACE it really does need to capture for the long term needs of rail capacity through the Ely area.

Increases in passenger services relevant to the EACE that the County Council wishes to see and are required to ensure future sustainable development are outlined below:

- Increases in frequency of Kings Cross-Cambridge-Ely-King Lynn service to half hourly (current undelivered franchise commitment)
- Increase in frequency of Ipswich to Peterborough Service current undelivered (franchise commitment)
- Increases in frequency of Norwich to Cambridge service to half hourly- currently hourly
- Increase in frequency of Birmingham New Street to Stansted Airport service (Cross Country) to half hourly. (Possibly only between Birmingham and Cambridge for additional trains).
- Half hourly service between Cambridge and Stansted Airport. Outputs sought:
 - Either by improving frequency of Birmingham New Street to Stansted Airport service to half hourly, or
 - Extension of Norwich to Cambridge service to Stansted Airport hourly.

¹ <https://www.newcivilengineer.com/latest/ely-rail-upgrade-could-cost-20-times-more-than-original-proposal-network-rail-confirms-22-09-2020/>

- Improved reliability / frequency of direct services between Cambridge and Peterborough. Outputs sought:
 - Ideally by improving the frequency of the Birmingham New Street to Stansted Airport service to half hourly, and improving the reliability of that service.
 - Alternatively, by provision of a new hourly service.
- Additional services to stop at Whittlesea and Manea. Outputs sought:
 - At least hourly stopping pattern in each direction throughout the day at Whittlesea
 - At least two hourly stopping pattern in each direction throughout the day at Manea.
- Increase capacity for a Wisbech to Cambridge service.

The benefits that would be created by delivering the above train services are numerous and are detailed by a number of studies and reports that are available. A report produced by Mott MacDonald² highlights the wider economic benefits of EACE. It is vital that this are considered as Network Rail develop the business case. The report estimates “show that increased connectivity in the station settlements may lead to a range of primary benefits which in total amounts to £119,700,000 over the 60 year appraisals period”. These are summarised in more detail as:

WITA-Wider Agglomeration impacts results for Core 60-year appraisal 2016 prices

Element	Amount
Manufacturing	£2.5m
Construction	£2.4m
Consumer services	£8.9m
Producer services	£32.9m
Labour supply impact	£11.3m
Move to more productive jobs	£39.5m
Reducing spatial inequality	£22.2m
Total Primary Benefits	£119.7m

There are further secondary indirect benefits which are less direct and attribution is less tangible such as potential for 1,080 new dwelling, £104m property value uplift, 1,080 jobs around stations settlements, £44m GVA p.a. It should be noted that this work was based on the following rail service improvements: Ipswich to Peterborough becoming hourly and both the Kings Lynn to London and Norwich to Cambridge services become half hourly. If more train paths were enabled by the EACE these benefits would increase.

It is therefore vital that Network Rail urgently confirm the number of train paths that will be created by EACE scheme and secondly ensure that all future demand is catered for by the scheme. Currently the County Council does not believe this is the case and therefore demands an urgent conversation with both Network Rail and the Department for Transport.

² Ely Area Capacity Enhancement Wider Economic Benefits January 2017 Mott MacDonald all prices 2016.

Impact on Local Community

Given the likely changes needed to level crossings in the Queen Adelaide Area it is vital to take account Cambridgeshire County Council's position as resolved at the Economy and Environment Committee 8 February 2018.

b) Note the potential impact on the whole community, residents and local businesses of increased frequency and duration of level crossing closures; c) Agree to oppose any measures that restrict traffic flow across the level crossings to the detriment of residents and local businesses until alternative solutions are put in place.

It is vital that the communities and businesses affected by the EACE are fully engaged and consulted as the proposals move forwards. In particular these are the areas of Queen Adelaide and Prickwillow, but all affected will need to be fully involved.

The County Council's position is that it will oppose any measures that restrict traffic flow across the level crossing to the detriment of residents and local business until a suitable alternative solution is put in place. As noted below there is also a need to consider accessibility for pedestrians, cyclists and equestrians as well as those with reduced mobility in the Queen Adelaide area and their needs have to be catered for.

Highways Authority Role

As the Highways Authority the County Council will also have to be fully engaged. As it is likely that proposals will affect highways, various teams at the County Council will have to be involved and there will be a requirement for Network Rail to cover costs through this process.

Team included but are not limited to are:

- Asset Management
- Transport Management
- Transport Strategy
- Transport Assessment
- Rights of Way
- Bridges
- Historic Environment Archaeology
- Street lighting
- Floods and Water
- Traffic signals (if applicable)

There is also a need to consider accessibility for pedestrians, cyclists and equestrians as well as those with reduced mobility in the Queen Adelaide area and their needs have to be catered for. Through negotiation and in accordance with its Rights of Way Improvement Plan, the County Council will seek to protect and, where possible, achieve enhancements to the public right of way and non-motorised user network in the affected area. The County Council will be pleased to enter discussions with Network Rail to secure positive outcomes for local residents and rights of way user groups affected by the scheme.

As Highway Authority, the County Council will require that it is consulted upon any changes to the existing highway network. If there are any resultant increased highways maintenance liabilities imposed upon the Council as a result of changes to the existing highway network or

	<p>the adoption of new highways infrastructure, the Council will require appropriate compensations, via the provision of commuted sums and/or other means.</p> <p>It is key that funding for the construction of the scheme is gained and confirmed as soon as possible so that the scheme can be constructed and the benefits of it gained as soon as possible. The timescales layout in the consultation materials are not ambitious enough and need to be reconsidered. It should be noted that the scheme was previously confirmed for delivery before the Hendy review in 2016.</p> <p>Public Health Implications There is a requirement that the Public Health Team are involved in the scoping of the Environmental Impact Assessment to ensure the health impacts are adequately addressed and mitigated.</p>
5	How do you feel about our public consultation proposals?
	<u>Strongly support</u> , support, undecided, Do not support, Strongly do not support
	Please give a reason for your choice
	<p>There is a clear consultation and engagement plan presented. As long as the engagement continues and the local communities and business affected are fully engaged the County Council is happy with the plan for consultation. The County Council is assuming that Network Rail has followed the correct guidance and law related to the consultation process.</p> <p>Any information that is likely to directly to impact on Cambridgeshire residents should be shared as soon as possible. It is recommended that details on the proposals for the Queen Adelaide area are shared as soon as possible. If the EACE scheme delivery is accelerated as desired there will be a need to review to consultation plan to make sure this is taken account off.</p> <p>As outlined in response to question 4 above the number of train paths created by EACE is not clear. It would help with engagement and consultation if this could be clearly provided as the benefits to the scheme have yet to be clearly presented to the public.</p>
6	How do you feel about the factors that we propose to use to help inform identification of the preferred options?
	<u>Strongly support</u> , support, undecided, Do not support, Strongly do not support
	Please give a reason for your choice
	The consultation material highlights the key areas that need to be taken account of when developing any major construction project. The Local Community element could feature more prominently. There are clear processes laid out by the Department for Transport and Treasury for development of schemes and the County Council is assuming that Network Rail has followed these correctly.

7	Do you have any further comments or other ideas for the Ely area capacity enhancement programme?
	<p>The County Council would like to thank Network Rail for the opportunity to comment on the EACE scheme. The key elements of the response can be summarised as:</p> <ul style="list-style-type: none">• The County Council is strongly supportive of increased rail capacity in the Ely area, it should be noted that this support is caveated on the basis that the County Council will oppose any measures that restrict traffic flow across the level crossings to the detriment of residents and local businesses business in Queen Adelaide, Prickwillow and surrounding area until alternative solutions are put in place.• The need for EACE to deliver a higher number of train paths for both passenger and freight services and for Network Rail to present these clearly to stakeholders• The need for the EACE scheme to be accelerated so the benefits can be realised as soon as possible• The need to engage with different teams within CCC as the detail develops for proposals that affect the Highway Network <p>The County Council looks forward to working with Network Rail going forwards to deliver this vital scheme.</p>