

**Report To:** Greater Cambridge City Deal Executive Board

27 March 2015

**Lead Officer:** Graham Hughes – Cambridgeshire County Council

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## **Proposal for developing the next stages of the Greater Cambridge City Deal transport programme and city centre congestion**

### **Purpose**

1. To outline for the Board the proposed process for developing the transport programme for the next stages of the City Deal and specifically, to identify how the Cambridge congestion issues will be dealt with in the context of the wider transport strategy for the Greater Cambridge area. This work will contribute towards the City Deal objective of delivering £1bn of additional transport infrastructure and thus facilitating growth in the local economy.

### **Recommendations**

2. It is recommended that the Board:
  - a) Approves the process for developing the transport programme for the next stage of the City Deal and to address congestion in Cambridge; and
  - b) Approves the process to commence the development of proposals to address congestion in Cambridge

### **Reasons for Recommendations**

3. The City Deal is a programme of at least 15 years and has an important role, alongside other measures, to develop improved transport infrastructure to support growth in the Greater Cambridge area. The Executive Board has selected the schemes to be promoted in the first five years of the City Deal and to ensure a continuous pipeline of schemes, it is necessary now to consider the process for developing the programme of measures to be delivered in the period from year five of the Deal onwards.
4. As part of this process, there is a requirement to consider more radical measures for managing congestion in Cambridge City and the process for developing such measures needs to be understood and integrate with the wider transport strategy for the area.

### **Background**

5. The Executive Board at its meeting on 28 January 2015 agreed the prioritised tranche 1 transport programme to be worked up in further detail, drawing upon the advice of the Joint Assembly from its 12 January 2015 meeting. Within that prioritised programme was an allocation for year 6-10 programme development, recognising the importance of working up detail around the schemes to be delivered from 2020 onwards as well.
6. Tranche 2 of the City Deal funding will amount to up to £200 million in five annual instalments from 2020/21-2025/26. The precise allocation will be determined by an assessment undertaken in 2019 of the tranche 1 programme and the achievement of agreed triggers. There is an ongoing requirement that the schemes that are prioritised are those that deliver the greatest economic benefits for the city-region.

### **Process of developing major schemes and tranche 2 of the City Deal**

7. The development of transport schemes, particularly of a complex nature, is a long process and typically includes the following stages:
  - (a) High-level sift of schemes using DfT's Early Assessment and Sifting Tool (EAST)
  - (b) Decision on corridors/schemes to investigate (e.g. the decision taken by the Executive Board on 28 January 2015)
  - (c) Options development
  - (d) Public consultation on options
  - (e) Decision on preferred option to develop
  - (f) Full Business Case development
  - (g) Public consultation on detailed scheme proposal
  - (h) Statutory processes (e.g. planning, Traffic Regulation Orders, etc.)
  - (i) Final approval to deliver the scheme
  - (j) Construction
8. Now that the programme for the first five years has been identified, most of the available officer resource will be focussed on taking the chosen schemes through these stages of development towards delivery, which for most schemes is likely to be from at least year 3 onwards.
9. There is, however, also a need to start to generate the project pipeline of schemes such that as soon as the second tranche of City Deal funding is confirmed, schemes are ready for implementation and there is not a gap in delivery as schemes go through the above processes of preparation. This is important for the growth of the local economy and particularly so in order to assist in the achievement of the second of the likely City Deal triggers.
10. There are two broad areas of work that need to be completed to develop this project pipeline (1) agreeing the list of schemes to be delivered as part of the second tranche of the City Deal programme and (2) developing those schemes to a point where they can be implemented, using most of the stages of work noted in paragraph 7.
11. For the first of these areas of work and in order to develop the programme of schemes for delivery in the second tranche of the City Deal, it is proposed that all of the schemes not so far prioritised be reconsidered using the prioritisation tool developed for the Councils by Cambridge Econometrics and SQW. This would involve considering the impact of the schemes on housing delivery and the ability to promote jobs growth in the area. This assessment would take account of the schemes that have already been prioritised and the planned developments emerging through Cambridge City and South Cambridgeshire District Council's Local Plans. It

is proposed that this prioritisation work is undertaken over the summer and is reported to the Assembly for consideration in the Autumn before proceeding to the Board.

12. During this period of work, should opportunities arise, outside of the City Deal process to deliver schemes not prioritised for the first tranche of delivery, these will be investigated. For example, some of the rural cycle schemes that are included in the overall City Deal list are also the subject of a Cycle City Ambition Grant bid, the outcome of which will be known shortly. If funding is secured through that mechanism, the schemes can be delivered in that way. Otherwise, they will need to be considered through the above prioritisation process alongside all of the other schemes.
13. The second of these areas of work is to undertake the detailed processes of scheme development that will enable the schemes to be delivered. It is proposed in the short term, that officer capacity be focussed on the prioritisation work and the detailed development of the tranche 1 schemes. Detailed development of the tranche 2 schemes can then commence from mid 2017 onwards. This will mean that these schemes will be ready for implementation as soon as the second tranche of City Deal funding is secured. The exception to this is the schemes in tranche 1 where there is a clear link to schemes that may be prioritised in tranche 2. For example, improvements to bus priority on Madingley Road were prioritised for tranche 1 of the programme, but because this scheme needs to be seen as part of a wider A428 package, the details of the whole route are currently being worked up although a significant amount of this will not actually be implemented until at least tranche 2.
14. As well as making the most effective use of the available resources, this approach will also allow for any changes in circumstances that will have emerged through the Local Plan examination process to be taken into account.

### **Addressing congestion issues in Cambridge**

15. The full City Deal programme of transport schemes is based on a mix of objectives that will link areas of housing with jobs, improve radial movement into Cambridge, improve orbital movement around Cambridge and free up movement within Cambridge. The tranche 1 allocation of schemes focuses largely on the first two of these objectives although in that package a significant allocation of £22.6m was also made towards City Centre capacity improvements. The Councils have commissioned consultants to undertake this work and it is proposed that this looks at a wide range of measures to free up movement within Cambridge and thus connect with the other schemes being developed through the City Deal.
16. Over the last 20 years, a lot of schemes have been completed within the city centre that have been focussed on tackling congestion and improving capacity for sustainable transport. Whilst there are still congestion issues to be addressed, it is considered that the primary focus for the City Deal programme should be in the remaining part of the central area between the inner and outer ring roads, along with some selected key routes linking the radial routes, which are likely to be well used by bus services and other sustainable forms of transport.
17. There are various themes that it is suggested should be explored in undertaking this work. Officers suggest that these could be categorised as:
  - (a) More restrictions on movement – such as the current access controls through the Core Traffic Scheme (e.g. rising bollards);

- (b) Demand management – which could be fiscal (such as workplace parking levies) or physical (such as additional parking restrictions);
  - (c) Capacity enhancement – for example further bus priorities, which are likely to be at the expense of capacity for cars in the most central areas; and
  - (d) Behavioural measures – to encourage use of other modes of transport.
18. To commence this work, it is suggested to the Board that officers undertake some initial work to develop in a little more detail potential options under each of these themes. This would not at this stage, be a list of schemes to be implemented but more the range of options available to enable a debate to take place on measures that could be undertaken. This work would take account of the wider transport strategy for the area in the *Transport Strategy for Cambridge and South Cambridgeshire* and the expected impact of other schemes that are currently being developed such as the A14 improvements and the proposed improvements to the A428.
19. Once this initial work has been undertaken it is suggested that the Assembly and Board be involved in discussion around the options to influence the more detailed work which would then follow.
20. The key to delivering what is likely to be a challenging set of schemes is to ensure that there is full public and stakeholder engagement throughout the process. It is therefore proposed that initial public engagement and consultation on these themes and potential options be undertaken during the summer to scope the more detailed work that will follow in the latter part of this year. Engagement with a range of other key stakeholders will also be undertaken to seek their views on what is important for the continued growth of the Cambridge area. The Assembly will have an important role in shaping these options and advising the Board throughout this process.

### **Implications**

21. In the writing of this report, taking into account financial, legal, staffing, risk management, equality and diversity, climate change, community safety and any other key issues, the following implications have been considered:

#### **Financial**

Funding for the development of later stages of the City Deal transport provision has been identified by the Executive Board. It is important that this is used effectively and that resources are deployed to in the most effective way if a full programme of schemes for tranche 2 of the deal is to be developed.

#### **Staffing**

Additional staff are likely to be required to deliver this work but that can be minimised if the tranche 2 and tranche 1 scheme development is programmed to avoid unnecessary peaks in workload.

#### **Risk Management**

It is necessary to develop a robust and effective package of schemes for the remainder of the City Deal if the full level of potential funding is to be drawn down and the greatest impact on economic growth are to be realised. In the long term, as identified in the original City Deal bid, if congestion problems in and around Cambridge are not addressed, the level of economic growth may diminish and the full potential of the area may not be realised.

In terms of delivery, it is vital that full engagement with stakeholders is undertaken to ensure the vision that is developed matches the needs of local people and

businesses. If this work is not undertaken, schemes may be delayed or may not be deliverable.

### ***Climate Change***

The City Deal programme is based on the development of sustainable modes of transport which should deliver climate change benefits.

### **Background Papers**

Greater Cambridge City Deal Joint Assembly 12 January 2015 paper and appendices on 2015-20 prioritised infrastructure investment programme:

<http://scambs.moderngov.co.uk/ieListDocuments.aspx?CId=1073&MId=6512&Ver=4>

Greater Cambridge City Deal Joint Assembly 12 January 2015 draft minutes:

<http://scambs.moderngov.co.uk/documents/g6527/Printed%20minutes%20Monday%2012-Jan-2015%2015.30%20Greater%20Cambridge%20City%20Deal%20Joint%20Assembly.pdf?T=1>

Greater Cambridge City Deal Executive Board 28 January 2015 draft minutes:

<http://scambs.moderngov.co.uk/documents/g6529/Printed%20minutes%20Wednesday%2028-Jan-2015%2014.00%20Greater%20Cambridge%20City%20Deal%20Executive%20Board.pdf?T=1>

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