



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

3 March 2016

**Lead Officer:** Graham Hughes, Executive Director of Economy, Transport and Environment, Cambridgeshire County Council

## **A428/A1303 Better Bus Journeys Scheme – Public Consultation Outcomes and Next Steps**

### **Purpose**

- 1 This report summarises the outcome of the consultation on high level options for bus and cycle infrastructure improvements along the Cambourne to Cambridge corridor. Further more detailed analysis of the public consultation response can be found in **Background Paper 1**. Links to all Background Papers are provided on the final page of this report.
- 2 The public consultation generated significant public interest including 2193 survey responses, 8 letters, 123 email submissions and key stakeholder representations. These responses included alternative proposals or variations to the options which will be fully assessed as part of the ongoing work. A summary of all the representations is provided in **Background Paper 2**. A petition was also received with over 3600 signatures opposing Option 1 South. There was significant support for transport improvement along the corridor.
- 3 This initial public consultation is one of a number of considerations which form part of the development and assessment of the high level options. This work identifies the constraints and investment requirements to inform an outline business case to ensure the most effective use of public investment. This work will be drawn together in a report containing recommendations to be presented to the Executive Board in September 2016.

Subject to the Board's decision in September the next stages will then be:

- (i) to consult the public on that option(s) in early 2017; and then
- (ii) bring forward a single scheme to the May 2017 Executive Board, which will be asked to progress that scheme through the planning process.

### **Recommendations**

4. The Board is asked to:-
  - i. Note the responses to the consultation on the A428/A1303 bus infrastructure improvement scheme, including the alternative and hybrid options suggested, and to include these and other comments received, in the ongoing development

and assessment appraisal to allow the Board to select a recommended option or options in September 2016. The process and timetable set out in Table 2 below would then be followed.

### Joint Assembly recommendations

The Joint Assembly noted the responses to the consultation on the A428/A1303 bus infrastructure improvement scheme, including the alternative and hybrid options suggested and recommended that the Executive Board includes these and other comments received in the ongoing development and assessment appraisal to allow the Board to select a recommended option or options in September 2016.

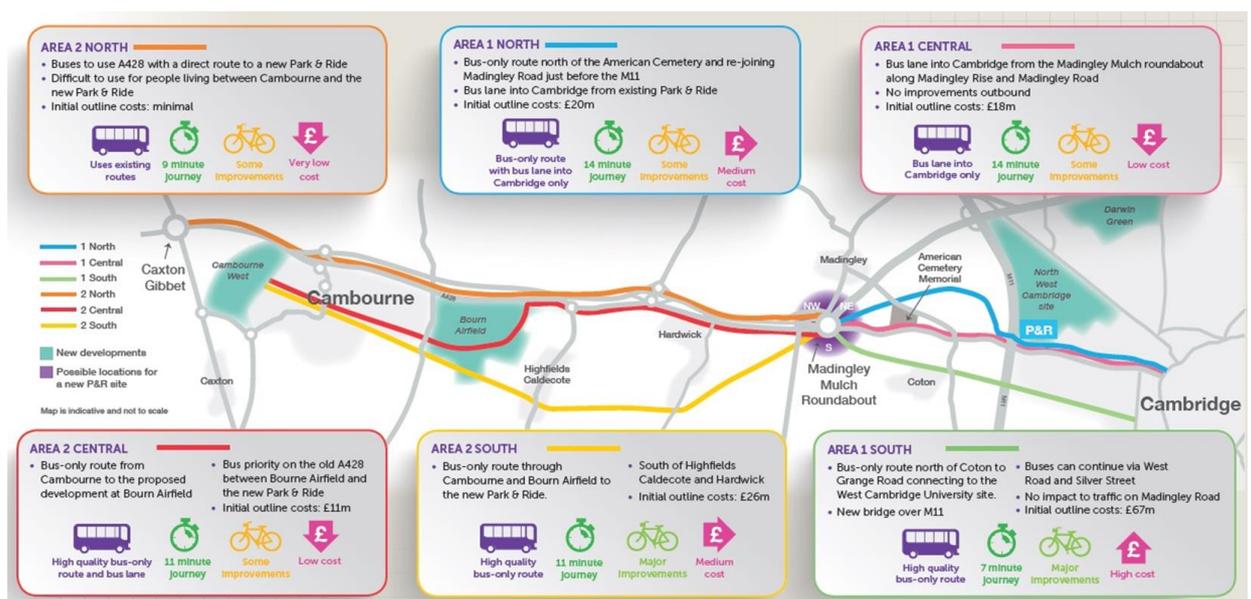
### Reasons for Recommendation

- 5 To progress with the project

### Summary of the project and the consultation

- 6 The concepts presented in the consultation provide for better bus journeys by means of new or improved transport infrastructure. This contributes towards the Greater Cambridge City Deal’s priorities by supporting the operation of fast, frequent and reliable bus services from the areas of housing growth along the A428 corridor to the major employment locations within Cambridge and its western approaches. The Transport Strategy for Cambridge and South Cambridgeshire and the submitted Local Plans also support the need for transport proposals along the corridor which currently suffers from heavy congestion, slow journey times and furthermore is anticipated to have increased future travel demand as a result of development plans.
- 7 The public consultation for this initial stage of the option development process was held between 5<sup>th</sup> October and 23<sup>rd</sup> November 2015. For reference the options are set out in Figure 1.

**Figure 1: The 6 Options Published for Consultation**



- 8 The consultation was carried out in accordance with the consultation principles of the Greater Cambridge City Deal partnership and encouraged public engagement, achieving a very good level of response that identified a wide range of views and ideas. A detailed quantitative and qualitative analysis of the consultation responses is set out in Background Paper 1. In addition, all written representations received during the public consultation are available on the Greater Cambridge City Deal website.
- 9 The consultation was held at an early stage of option development and based on concepts rather than detail proposals both to ensure that all ideas, opportunities and constraints that may impact the delivery and operation of a future scheme can be fed into the appraisal and assessment process, and to obtain a broad view of the public support for the proposals.
- 10 A number of alternative and hybrid options were put forward by members of the public in response to the consultation. Table 1 sets out how it is proposed to incorporate the evaluation of these alternatives into the assessment process. An initial assessment of the alternative proposals is provided in Background Paper 2.
- 11 It is important that all the options are objectively considered through the appraisal and assessment process, which will now be undertaken before a recommended option(s) is selected.

### **Background**

- 12 In June 2015, the Executive Board agreed to consult on six conceptual options. These options had already undergone a feasibility assessment. The consultation used nominal routes, ('North', 'Central' and 'South') in order to engage the public as widely as possible with the issues and link them to the key City Deal transport objectives. The routes were divided into east and west of Madingley Mulch roundabout in line with the prioritisation of the eastern section of the route in Tranche 1 City Deal funding. In addition, a possible Park & Ride was proposed and included in the consultation.
- 13 The public consultation was in line with the Department for Transport major scheme development method. This method seeks to prioritise public investment in schemes that deliver the greatest economic impact by use of standard criteria for appraising transport proposals. This provides a well-tested means of identifying the overall costs and benefits for each option that informs an 'outline business case' that is used to provide recommendations to the Greater Cambridge City Deal Board for its recommended option(s). The consideration of a recommended option(s) may also include external factors to the business case including wider Greater Cambridge City Deal strategic issues. Once selected the recommended option(s) undergoes a 'full business case' involving more detailed assessment and further consultation, the objective being the final recommendation of a defined and detailed scheme for implementation with a clear case for public investment.
- 14 As part of the consultation 7,840 leaflets including the options map and reply paid survey were sent out to areas immediately in and around the corridor and 20,238 postcards signposting people to the online survey were sent out to a wider catchment area. The distribution area is set out in Background Paper 1. Upon further request an additional 600 leaflets and postcards were sent out by direct mail.

- 15 The postcode analysis of responses (see Background Paper 1) confirmed the expectation that those people closest to the corridor were more likely to respond to the survey and therefore supported the strategy of focusing limited resources on providing the printed material to the corridor itself. The consultation material was also made available at a number of locations around the Greater Cambridge area.
- 16 In terms of Facebook and Twitter, the main objectives were toward raising awareness of the consultation through the use of links and also informally through 'likes' and the 'following' the relevant Twitter account. A summary of how people heard about the consultation is set out in Background Paper 1.
- 17 In addition 4 member and stakeholder briefings were held in advance of the consultation and during the consultation itself a series of roadshows were held to allow people to ask specific questions and raise issues of concern. 300 people were recorded as having attended the exhibitions. The Coton exhibition attracted a very large attendance which was not fully recorded in the attendance log.

### **Considerations**

- 18 The public consultation provided the opportunity for respondents to submit additional proposals. These will be reviewed as part of the ongoing technical assessment. Initially some proposals have been identified as out of scope of this project although they may be considered through other City Deal projects. Those within scope will be included in the ongoing option appraisal and assessment before recommendation of a recommended option. Initial analysis is found in Background Paper 2 and Table 1 sets out a summary:

**Table 1 – Proposals Received and initial response**

<b>Categorisation</b>	<b>Proposal received</b>	<b>Response to proposal</b>
<i>These proposals were considered to be clearly aligned to the core objectives of the project to improve bus infrastructure between Cambourne and Cambridge</i>	Substituting proposed P&R at Madingley Mulch with a P&R at Scotland Farm	Considered as part of further evaluation of all concepts
	Specific objections to Madingley Mulch P&R	Considered as part of further evaluation of all concepts
	Route north of Cambridge Road and bridge across M11	Considered as part of further evaluation of Concept 1 Central and 1 North
	Alternative options east of J13 M11	Considered as part of further evaluation of all concepts
	Tidal bus lane for Option 1 Central	Considered as part of further evaluation of Concept 1 Central
	Option 1 central and 1 north with a route through West Cambridge	Considered as part of further evaluation of Concept 1 Central and 1 North
	Smart Traffic Management	Considered as part of further evaluation of all concepts
	Transport Hubs at Cambourne, Bourn and between Highfields and Caldecote	Considered as part of further evaluation of all Tranche 2 concepts
	Additional P&R north of Cambourne	Considered as part of further evaluation of all Tranche 2 concepts
	Closing Madingley Rise to through-traffic	Considered as part of further evaluation of all concepts
<i>These proposals were considered to be outside of the core objectives of the project but may form part of parallel initiatives either within Greater Cambridge City Deal or wider proposals taken forward by other agencies</i>	<i>A428 Upgrade and connection to A14</i>	<i>Highways England related matter to be considered as part of their A428 route strategy</i>
	<i>Development of cloverleaf junction at Girton</i>	<i>“Highways England related matter to be considered as part of their A428 route strategy</i>
	<i>Construction of Park and Ride site at Barton</i>	<i>Western Orbital scheme considered P&amp;R concepts to west of Cambridge</i>
	<i>Construction of Park and Ride sites at Girton, Huntingdon Road or Bar Hill</i>	<i>Would form part of future P&amp;R study subject to Highways England upgrading Girton interchange</i>
	<i>Relocate Madingley Road P&amp;R to north west of J13</i>	<i>Location of P&amp;R along the M11 corridor itself is part of the Western Orbital scheme considerations however assessment of any new P&amp;R along the A428 corridor will need to consider the impacts on the existing P&amp;R at Madingley Road</i>
	<i>Include Northampton Street in the Core Traffic Scheme, limiting through traffic</i>	<i>Forms part of City Centre Access and Citywide demand management study considerations</i>
	<i>Madingley Village Road Closures / Existing Traffic Management Arrangements</i>	<i>Not directly part of A428/A1303 scheme but any impacts on Madingley Village would be mitigated as part of a Recommended option proposal</i>
	<i>Development policy closer to the City</i>	<i>Forms part of Local Plan considerations</i>
<i>Congestion charge policy</i>	<i>Forms part of City Centre Access and Citywide demand management study considerations</i>	

- 19 The summary of other comments, including key stakeholder comments, are found in Background Paper 1 and are provided in full in the Background Papers 3 and 4. The following provides a brief summary of the main points raised and is not exhaustive. The comments are organised by subject area under which they will be considered in the ongoing technical assessment process.

**Transport and accessibility related issues:**

People expressed the following concerns:

- The overall need for the levels of investment discussed is not clear and congestion is limited to short periods in the morning and evening peak
- Bus based solutions will not have sufficient capacity to deal with proposed passenger growth along the corridor
- Bus journey time benefits across the route will be lost due to congestion in the city centre and inner ring road
- On road bus measures will impact cycling and pedestrian safety and accessibility
- Lack of regulation of bus services and fares means that new infrastructure investment will not be effectively utilised
- Tram or other rail based schemes will present a better long term option for Cambridge
- Corridor options are not joined up with other emerging proposals across the City Deal programme

**Economy and growth:**

People expressed the following concerns:

- No evidence that proposals will increase housing or growth along corridor
- Proposals are insufficient or not ambitious enough to address the scale of growth envisaged in Local Plan
- Potential cost of schemes is prohibitively expensive given the likely benefits
- Major negative impact on local business during construction of scheme

**Planning:**

People expressed the following concerns:

- Routes through green belt or close to sites of special scientific interest will harm the ecological balance of those areas which will result in planning refusal
- Restrictive covenants in the areas in question will prevent or seriously delay off road alignments coming forward

**Property Considerations:**

People expressed the following concerns:

- No agreements in place for use of private property in these concept proposals and this will delay or make scheme unfeasibly expensive
- Negative impact on property values due to cumulative negative impacts of bus infrastructure

**Ecology:**

People expressed the following concerns:

- Negative Impact on specific habitats and wildlife due to the impact of new off road infrastructure

**Heritage:**

People expressed the following concerns:

- Additional bus infrastructure close to areas of cultural, historical or archaeological importance will cause damage and or detract from the enjoyment and setting of these assets to the long term harm of Cambridge.

**Landscape and visual:**

People expressed the following concerns:

- Routes or associated infrastructure will be a negative visual intrusion on areas of natural beauty

**Air Quality:**

People expressed the following concerns:

- Off road alignments will result in negative air quality impacts and increased pollution.

**Lighting:**

People expressed the following concerns:

- Lighting on alignments close to areas of ecological importance will be disruptive and damage local biodiversity
- Lighting on rural sections on options should be sufficient to allow for safe walking and cycling at night

**Noise and Vibration:**

People expressed the following concerns:

- Movement of buses through areas currently not used for these purposes will increase noise to the detriment of local residents and wildlife

**Water Quality, Flood Risk and Drainage:**

People expressed the following concerns:

- Construction on land not currently used as roadway will have impacts on balance of flood risk in the area

**Ground Conditions:**

- No comments received but this will form part of the ongoing assessment

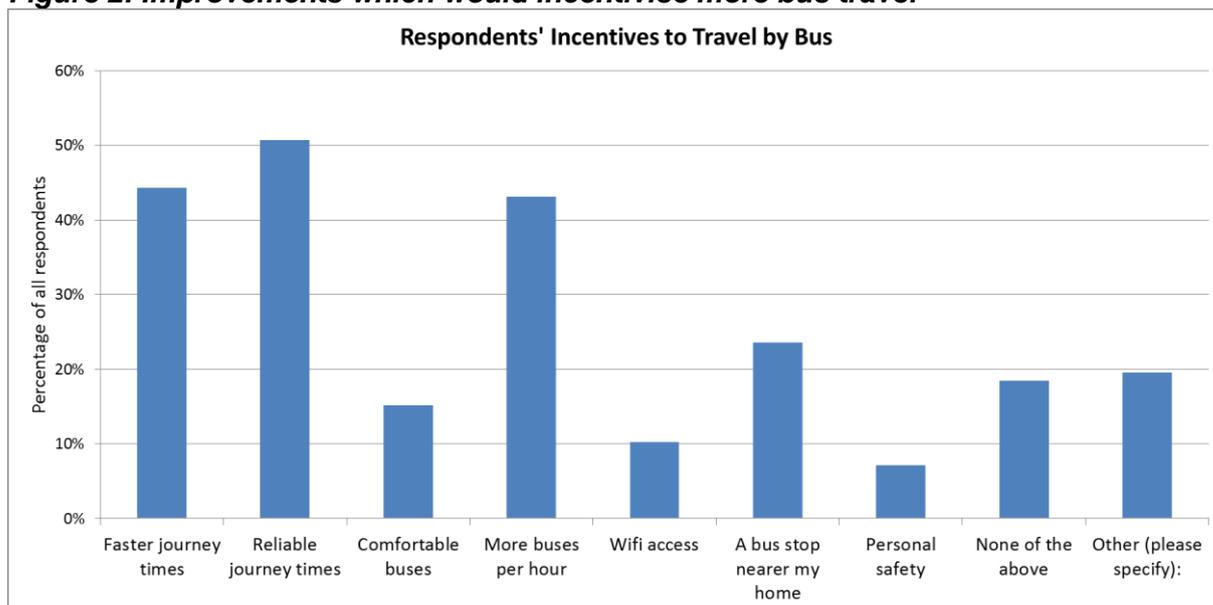
**Waste:**

- No comments received but this will form part of the ongoing assessment

20 In summary, whilst important, these issues do not raise any additional new risks or constraints which would otherwise fall outside the ongoing appraisal and assessment methodology.

21 Over 77% of respondents indicated their usual mode of travel was by car as a driver. A quarter indicated they travel by bus, similar to the percentage indicating they would cycle (23.4%). The public were asked what would incentivise them to use the bus or use it more often. The responses are summarised in **Figure 2**.

**Figure 2: Improvements which would incentivise more bus travel**

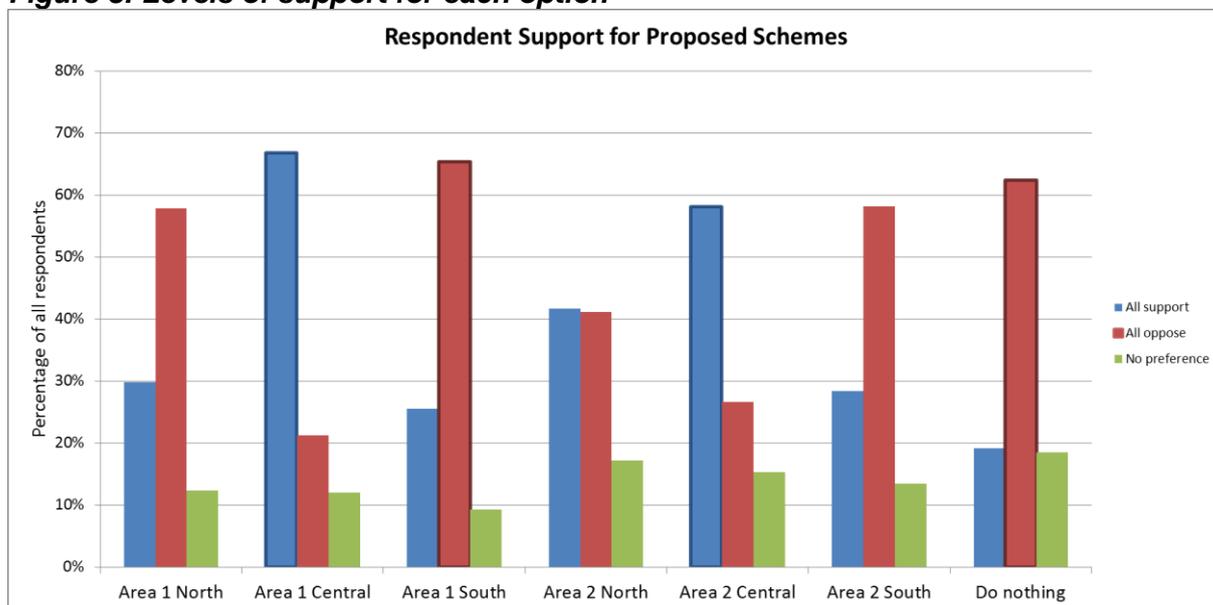


22 Most respondents agreed that the provision of fast, reliable and frequent journeys was most likely to persuade them to make use of buses. This is consistent with surveys of passengers on the Busway.

23 Over 66% of respondents felt it was important or very important that cycling and pedestrian facilities are improved within this scheme

24 Figure 3 summarises the overall levels of support for each option based only on the quantitative analysis.

**Figure 3: Levels of support for each option**



25 Over 60% of respondents supported the need for public transport improvements along the corridor and less than 20% considered that nothing needed to be done.

26 In terms of the options themselves, overall there was a high level of support for the central alignments on the existing highway alignment and high level of

opposition to the segregated options, in particular those to the south of the corridor.

27 For Tranche 1 the following key points are highlighted:

**Area 1 North:**

- Significant (almost 60%) levels of opposition,
- Concerns included impact on the possible visual setting of American Cemetery,
- Environmental concern over the degree of impact on green belt areas particularly the '800' wood

**Area 1 Central**

- High levels (Almost 67%) of support
- Concerns include environmental impact on Madingley Rise and Madingley Road
- Concern regarding potential impact on existing cycling facilities
- Concerns in relation to property and land take along Madingley Road

**Area 1 South**

- Highest level of opposition of around 65%
- Concerns include environmental impact on Coton and West Fields.
- High cost was also mentioned as a consideration

28 For Tranche 2 the following key points are highlighted:

**Area 2 North:**

- Similar levels of support and opposition (around 40%)
- Concerns included long term effectiveness of this option in terms of serving new developments

**Area 2 Central**

- High level of support and lowest level of opposition
- Impacts on Old St Neots Road are of concern

**Area 2 South**

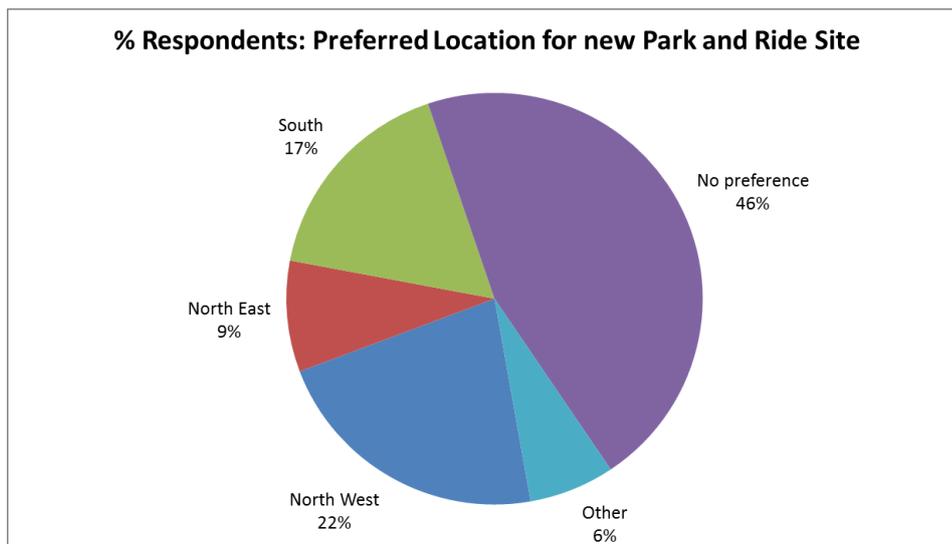
- Lowest level of support
- Concerns include environmental impact between Cambourne and Madingley Mulch
- High cost was also mentioned as a consideration

29 Further analysis of the location of respondents by postcode and their support or opposition to each option has been undertaken with details provided in Background Paper 1. This analysis suggests that levels of opposition to proposals may reflect concerns about how a potential scheme could impact the immediate area in which people live.

30 46% of respondents supported a new Park & Ride at Madingley Mulch roundabout and 28% opposed this.

31 The consultation also asked respondents to indicate any preference for the site of a Park & Ride (P&R) facility around the Madingley Mulch roundabout. The results are summarised in Figure 4.

**Figure 4: Recommended location of P&R at Madingley Mulch**



- 32 Most respondents have no preference for a location. Of those who do express a preference the North West to the roundabout has most support. Additional comments received included concerns on the environmental and traffic impacts of a P&R around Madingley Mulch as well as proposals for alternative sites such as closer to Cambourne at Scotland Farm.

#### **Next Steps**

- 33 The public consultation forms part of the ongoing assessment of options. As anticipated the public consultation has generated new and alternative proposals which will help inform this process.
- 34 Further technical work by consultants to complete the assessment will inform the City Deal Board report in September 2016. This will include the following:
- Additional 'desktop' assessment of transport and access impacts of existing options and new concepts
  - Further strategic modelling refinement to look at the modal shift and travel time issues
  - Further environmental assessments such as landscaping and ecological impacts
  - Production of outline business case for whole route options as modified by any additional concepts setting out the cost and benefits
- 35 Members should note that the outline business case work may suggest that more than one option is taken forward for more detailed development.
- 36 The recommended option could be a combination or hybrid of the existing options and also include new ideas gained through the consultation. It will also take into account the outcomes of the City Centre Access and Citywide demand management study that will be considered by the Board in June.
- 37 The level of detail presented at recommended option stage in September 2016 will be greater than that of the high level concepts set out in this consultation but without detailed alignments. Further detailed development will then be undertaken prior to the next consultation in early 2017.

- 38 The milestones for the project are set out in Table 2. The target dates assume that all recommended option will requires some formal planning consent process The duration of this consent period will determined by the extent of the powers required to deliver the recommended scheme and this will be a consideration in the recommendation of a recommended option,

**Table 2: Summary of key stages in project**

Stage	Target Completion Date
Report to GCCD Board on recommended options for determination of recommended option (s) for further development and consultation	September 2016
Refinement of recommended option (s) detail to ensure sufficient public information available during next consultation	End 2016
Consult on recommended option(s)	Early 2017
Report to GCCD Executive Board on recommended option (s) consultation and to seek authority to commence statutory processes required for a recommended scheme for example Planning Permission or a Development Consent Order, and to commence procurement.	May 2017
Substantially advanced statutory Approvals	April 2018
Report to GCCD Board on final scheme for authority to construct	June 2018
Start construction of scheme	August 2018
Substantially complete construction	September 2020

### Options

- 39 The recommended approach is for officers, now informed by the public consultation, to complete the ongoing assessment and appraisal process in line with the recognised Department of Transport method in order to provide a recommended option recommendation report in September 2016.
- 40 Ruling out any of the existing options or parts of options at this stage would not be recommended as it would not be in line with the standard major scheme development approach and therefore could result in prematurely rejecting the most advantageous options. Moreover the recommended option must be robust and defensible both in terms of future consultations and any possible challenge throughout the process of obtaining statutory approvals. Such challenges could delay the project timetable.

- 41 It is possible to re-introduce discounted or out of scope ideas for more detailed assessment at this stage before proceeding to a recommended option.
- 42 This option is not recommended because earlier discounted ideas have already undergone an assessment process using established criteria. Discounting this assessment process would undermine the basis of the scheme development methodology and therefore also leave any future recommended option open to similar questioning on first principles. In addition this would delay the process of achieving a recommended option as further unplanned technical work would need to be undertaken. Out of scope ideas will also result in unplanned extension of the technical assessment processes and introduce more risk to the project.

### **Implications**

- 43 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: Resources are allocated as part City Deal Tranche 1
  - Legal: There are no legal implications in this report.
  - Staffing: Project management undertaken by the Cambridgeshire County Council Major Infrastructure Delivery team.
  - Risk; A project risk register has been developed.
  - Equality & Diversity There are no equality or diversity implications in this report.
  - Climate Change: There are no climate change implications in this report.
  - Community Safety: There are no community safety implications in this report.

### **BACKGROUND PAPERS**

*1: CAMBOURNE TO CAMBRIDGE BETTER BUSES CONSULTATION REPORT – CAMBRIDGESHIRE RESEARCH GROUP*

*2: INITIAL ASSESSMENT OF ALTERNATIVE COMPONENTS PROPOSED DURING CONSULTION OCTOBER NOVEMBER 2015 – WS AITKINS*

*3: WRITTEN COMMENTS (RECEIVED VIA E-MAIL, POST, FACEBOOK AND FROM EXHIBITIONS)*

*4: DATA EXTRACT FROM ONLINE SURVEY*

### **LINK TO BACKGROUND PAPERS**

[www.gccitydeal.co.uk/cambourne-to-cambridge](http://www.gccitydeal.co.uk/cambourne-to-cambridge)

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