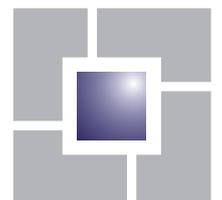


**PROPOSED SUBMISSION DRAFT OF THE SOUTH  
CAMBRIDGESHIRE LOCAL PLAN, JULY 2013**

**REPRESENTATIONS ON BEHALF OF BLOOR HOMES  
EASTERN**

*MATTER 7A: STRATEGIC TRANSPORT ISSUES*



david tucker associates  
transport planning consultants



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9<sup>th</sup> January 2015  
SKP/15209-01

***Prepared by:***

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## **1.0 INTRODUCTION**

1.1 This statement has been prepared on behalf of Bloor Homes Eastern.

1.2 Bloor Homes Eastern has an interest in two sites within South Cambs District that have not been allocated for housing despite earlier representations and promotion through the SHLAA. These sites are Land at Mill Road, Over (SHLAA Ref: 127) and Land at Fen Drayton Road, Swavesey (SHLAA Ref: 065).



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## 2.0 REPRESENTATIONS

### QUESTIONS

#### **Q7A(i) Are all essential transport schemes/improvements identified in the Plans and is it clear how they will be delivered?**

- 2.1 It is not possible to conclude the appropriateness or comprehensiveness of the transport schemes/improvements given the summarised nature of the transport evidence base. The modelling report does not clearly set out the impact of the development proposals and the implementation of the individual mitigation schemes or overall transport package. The justification available for scrutiny sits within the 2013 CSRM Modelling Report (RD/Strat/160). Within the Executive Summary and the main body of the report emphasis is placed on comparative assumptions between dispersed rural development and focussed new settlements. No consideration is provided for a combination of the two.
- 2.2 The fundamental shortcoming with the extent of the identified package is the lack of confidence in linking timetable, funding, development delivery and infrastructure delivery.
- 2.3 The infrastructure uncertainty is illustrated by taking the example of the A10, including A14 Milton Interchange. This section of the A10 and the A14 junction have over the years been the subject of extensive appraisal in terms of development potential along the A10 corridor towards Ely. Despite the reasoning that highway capacity would be relieved by public transport corridor enhancement, the phasing of such future enhancement is not demonstrated to meet the highway capacity shortfall, and significant complementary highway infrastructure on the A10 and at the A10/A14 junction is therefore still envisaged. Highways enhancements along this section have again been extensively researched in the past and no schemes have materialised. There remains therefore significant doubt as to how the pattern of such major infrastructure can be delivered in the time frames identified as necessary to meet Local Plan requirements.



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- 2.4 There is therefore no technical clarity, and there can therefore be no confidence that the developer funded schemes can be delivered during, or even beyond the Local Plan period.
- 2.5 If the costs, risks and uncertainty of the major infrastructure programmes were more critically appraised, this would demonstrate that a revised strategy is required. This would be likely to still see major settlement development as the basis of meeting long term housing targets, but supplemented with small scale readily delivered sites in locations where complementary infrastructure delivery is already committed (i.e. A14 enhancement) and non-car modes already well catered for, i.e. in close proximity to the Cambridge Guided Bus.
- 2.6 The financial mismatch between necessary works and infrastructure delivery can be illustrated with reference to Figure 4.3 in the Long Term Transport Strategy document (Appendix Ref: RD/T/095) which sets out schemes required to support major development allocations. Taking Waterbeach as an example, indicative transport infrastructure costs of £162m (plus local impact mitigation to be determined) are itemised for delivery by mid to late 2020's. These include a relocated rail station and a new busway link crossing the A14. It is explained within the RD/Strat/160 CSRMM modelling document that appraisals are undertaken in 2031 assuming all works are in place, but it recognises on page 2 of that document that only approximately 3,100 homes are anticipated to be built in combination across both the Waterbeach and Bourn Airfield sites.
- 2.7 Speculatively, if it is assumed that an even level of build would occur between the two sites i.e. 1,550 dwellings each and that by 2028 (mid to late 2020's date for infrastructure delivery) perhaps this reduced to 1,200 dwellings on each site. This would then see the Waterbeach site front load funding in excess of £162m of essential infrastructure to deliver 1,200 dwellings. With the expectation to deliver essential infrastructure so early in the development, the advanced costs will deter development and the plan put forward does not reflect the advice of NPPF Para 173. There, therefore has to be significant doubt about:



- 
- (i) The deliverability of each of the transport initiatives;
  - (ii) The timelines of delivery of at least part of the infrastructure;
  - (iii) The affordability of that infrastructure.
- 2.8 Whether it be in terms of total cost or advertised timetable for infrastructure delivery, each of the major settlements, probably with the exception of Northstowe can be similarly envisaged. In terms of Northstowe, with the Development Consent Order application for the A14 Cambridge to Huntingdon Improvement Scheme having been submitted on 31<sup>st</sup> December 2014, there can be a measure of confidence of the highway scheme coming forward. Based on examples of major highway scheme delivery elsewhere and the complexity of the scheme, the anticipated opening date of 2019/2020 is optimistic, with a date of 2021/2022 considered to be more robust.
- 2.9 City Deal Funding is a further element on which the delivery of infrastructure relies. This would initially see £100m made available for transport improvements in the period 2015-2020, with potentially a further £200m available for 2020-2025 and £200m from 2025 onwards, these future payments of £400m are dependent on as yet unknown triggers.
- 2.10 City Deal money is not intended to be used to bridge shortfalls in developer contributions.
- 2.11 Within the “2015-20 prioritised infrastructure investment programme” itemised within the Greater Cambridge City Deal Joint Assembly agenda (dated 12/1/15), consideration is given to how to allocate City Deal funding. This is attached as **Appendix A**. The programme recognises that the identified prioritised schemes give rise to a value significantly in excess of the first tranche of the City Deal funding. It goes on to refer to additional funding sources, some in place, others to be secured to deliver infrastructure improvements.
- 2.12 The programme goes on to say that “At the current time there is not a great deal of specific information for the various schemes” (Para 7 of the agenda item referred



- 
- above). There therefore clearly remains a lack of clarity as to the means of financial and technical delivery of both developer- funded initiatives and local authority schemes.
- 2.13 Without confirmation of the City Deal triggers beyond the first tranche, it is not possible to determine the likelihood of achieving the future funding. There therefore remains doubt as to the future availability of this funding source, which is required to deliver some of the proposed transport infrastructure, whether that be as a standalone investment or as a package to make up shortfalls in developer contributions.

**Q7A(ii) Do the Plans adequately reflect the Local Transport Plan (LTP) and the Transport Strategy for Cambridge and South Cambridgeshire (TSCSC)?**

- 2.14 The chronology of the publication of the transport infrastructure evidence base documents demonstrates that it has not been possible for this evidence to be used to objectively assess development and infrastructure requirements in the preparation of the Local Plans. Rather than the Draft Transport Strategy informing the spatial allocation of development, the proposed package of transport infrastructure schemes is a retrofit of transport schemes resulting from the residual travel demands associated with the spatial allocations as set out in the Local Plan.
1. Local Plans Proposed Submission – July 2013.
  2. Draft Transport Strategy (DTS) for Cambridge and South Cambridgeshire, Cambridgeshire County Council – July 2013.
  3. Cambridge and South Cambridgeshire Infrastructure Delivery Study Update (Final Report – Amended), Peter Brett Associates – August 2013.
  4. Transport Strategy for Cambridge and South Cambridgeshire, Cambridgeshire County Council – April 2014.
  5. Long Term Transport Strategy – Consultation Draft, Cambridgeshire County Council – April 2014.
  6. Long Term Transport Strategy – November 2014.



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- 2.15 The Plans rely on the Cambridgeshire County Council Draft Transport Strategy (DTS) for Cambridge and South Cambridgeshire as an evidence base to identify the essential elements of transport infrastructure needed to deliver development as proposed.
- 2.16 However, at the time the Draft Local Plan submissions were published, there was an absence of proportionate technical work required to identify whether elements of infrastructure are “needed” to deliver development as proposed or would deliver the necessary outcomes.
- 2.17 Similarly in terms of my client’s position, the CSRM transport modelling appears to pay no regard to the sustainable credentials of the villages located within walking and cycling distance of the Cambridge Guided Bus stops (including Swavesey and Over), despite the opportunity to use the CGB being set out elsewhere in the evidence base. This is a clear omission in terms of the determination of the Plan, and contrary to the sustainable transport policies and objectives within the Local Transport Plan and the TSCSC.
- 2.18 The Cambridge and South Cambridgeshire Infrastructure Delivery Study Update (Final Report – Amended) and the Long Term Transport Strategy (Consultation Draft) – April 2014 each identify a number of high cost Transport and Access Infrastructure Schemes that are essential to the delivery of proposed development. There is no equivalent technical evidence in the evidence base that demonstrates that these schemes deliver the necessary sustainable transport outcomes or that they are viable, or indeed that they can be delivered in the timescales needed to deliver the housing forecasts.
- 2.19 The LTTS provides more definition on transport schemes, including estimated delivery costs and dates although they appear to remain largely as retrofitted solutions to a proposed spatial strategy, rather than as part of an iterative transport and land-use planning approach.



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**Q7A(iii) Does the transport evidence base, comply with paragraphs 54-001-20141010 to 54-011-20141010 of Planning Practice Guidance?**

- 2.20 There is insufficient detail provided within the transport evidence base to establish compliance with the Planning Practice Guidance, but it would appear that it is not.
- 2.21 Para 54-003 requires that short, medium and long term transport proposals are evaluated. The evidence base documentation only identifies the end of Plan period date (2031). This is a significant omission. The consequential reliance of the Local Plan on major settlement delivery, ignores in transport terms the historic delays in delivering new settlements; and to not pay due regard to financial infrastructure delivery questions to achieve housing in the short and medium terms.
- 2.22 Similarly, Para 54-005 requires that the short, medium and long terms impacts are evaluated. For similar reasons, this is of equal concern, as there can be no confidence that technical design or service enhancement solutions to effect short or medium sustainable transport outcomes or highway capacity outcomes are achievable. The expectations of the PPG are not therefore demonstrable.
- 2.23 Detailed technical matters are referred throughout the cited PPG paragraphs. Whilst it is difficult to envisage that matters such as a detailed safety appraisal would not have been carried out, there is no clear evidence of this.

**Q7A(iv) Will the Plans encourage the use of sustainable modes of transport?**

- 2.24 The Plans place so much emphasis upon new settlement delivery, where that delivery is open to so much financial, technical and chronological doubt, that overall it is concluded that the Plans do not encourage the use of sustainable modes of transport in a way that can be reliably achieved.
- 2.25 Similarly, local authority funding is not definitively demonstrable. So, whilst the first tranche of City Deal funding should assist in the prioritisation and delivery of sustainable schemes, the timing and availability of the later tranches is not clear.



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- 2.26 The results of assessments seemingly undertaken with the evidence base are not provided for scrutiny as to how effective individual sites or transport schemes/enhancements are in terms of sustainable transport use. This absence is heightened by the shortcomings identified in terms of the absence of short and medium term appraisals. Local Plan over-reliance on the major settlements to deliver sustainable transport benefits comes with phasing and viability questions. The Plans have not given appropriate regard to those village communities already benefitting from sustainable credentials. Page 13 of The Village Classification Report (Appeal Ref: RD/Strat/240) makes reference to the Impact of the Cambridge Guided Bus (CGB). The sustainable potential for development in the communities of Swavesey and Over to benefit from the CGB is recognised. It does not appear however that the benefit of such has been incorporated within the transport evidence base. This benefit accords to journeys made not just into Cambridge City but also Huntingdon.
- 2.27 The South Cambridgeshire Village Service and Facilities Study (RD/Strat/250) similarly refers to the benefits of Swavesey in particular. Misleadingly however, the referred distance in the document is of a 2.5km walk from the southern part of the village to the CGB. The centre of the village is significantly less than half this distance. Whilst the emphasis placed on future major settlements in terms of principal public transport corridors can be rationalised in the long term if the delivery of those settlements is clear cut. This is not the case in South Cambs. The stumbling blocks for each of the new settlements but Northstowe is the deliverability of providing similar corridor opportunities within the Local Plan period or indeed beyond.
- 2.28 To meet sustainable transport opportunities in the short (and medium) terms, the Plan should give due regard to the sustainable benefit in delivering development at locations such as Swavesey (within easy walking distance of the CGB) and Over (within easy cycling distance of the CGB).



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- 2.29 Sites within each community are not hindered by the same sustainable infrastructure delivery issues as the major settlements (apart from Northstowe). Whilst Northstowe expansion is dependent upon the A14 improvement, this scheme appears now to be a matter of when, rather than if.
- 2.30 Sites within the CGB corridor, within communities such as Swavesey and Over, meet sustainable expectations, and should be more meaningfully represented in the Plan to allow a consistent level of housing delivery throughout the Local Plan period.

SKP/15209-01  
9<sup>th</sup> January 2015



## Appendix A



C:  
ENTERPRISE PARTNERSHIP



GREATER CAMBRIDGE  
GREATER PETERBOROUGH



UNIVERSITY OF  
CAMBRIDGE



**Report To:** Greater Cambridge City Deal Joint  
Assembly

12 January 2015

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

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## 2015-20 prioritised infrastructure investment programme

### Purpose

1. To consider proposals for the transport infrastructure investment programme for delivery from 2015/16-2019/20 as part of the Greater Cambridge City Deal, supported by economic assessment work, and to provide advice to the Executive Board on recommendations for a robust and deliverable programme to 2020.

### Recommendations

2. It is recommended that the Assembly:
  - (a) Consider the outcomes of the work undertaken to help identify a recommended prioritised programme for 2015/16-2019/20; and
  - (b) Endorse the prioritised programme set out in Table 1 and explained in paragraphs 50-52, to be recommended to the Executive Board for consideration at its 28 January 2015 meeting.

### Reasons for Recommendations

3. Following the steer of the Shadow Board, relevant Committees at the three partner Councils and feedback from Member and stakeholder briefing sessions, officers commissioned an independent economic assessment and prioritisation of the proposed City Deal infrastructure schemes to help assess their anticipated economic impacts. This has been paired with an evaluation of the deliverability of the various schemes.
4. The recommended prioritised infrastructure investment programme for tranche 1 of the City Deal (2015/16-2019/20) is the result of this combination of prioritisation according to economic impact and deliverability, and is therefore considered to represent a robust and deliverable programme for this period.

### Executive Summary

5. The local partners committed as part of the City Deal to decide by the end of January 2015 on the prioritised infrastructure investment programme for tranche 1 of the City Deal. Work has been commissioned to assess economic impacts and develop a model to test the likely benefits of the proposed schemes. Alongside this, officers have evaluated the deliverability of those schemes. The recommended tranche 1 programme included in this paper is drawn from a combination of this work around prioritisation and deliverability. The prioritised list reflects the current situation and

the submitted Local Plans. The list will be kept under review as the Local Plans continue through the examination process.

6. The model allows an analysis of the relative housing and employment effects of the various schemes. In order to evaluate the direct impact of the various schemes on development sites, consideration is given to the criticality of the various schemes to each key development site. The methodology, data sources and assumptions are explained in the Transport Economic Appraisal Report (TEAR) in Appendix A.
7. At the current time there is not a great deal of specific information available for the various schemes – that information will emerge as scheme development work is undertaken – so officers have estimated using all available information how long the various schemes are likely to take between the decision to begin scheme development and the opening of the scheme. Each scheme has an evaluation made of the risk of delay to start, considering its contentiousness and complexity. Those schemes that are not considered to be deliverable until the end of the tranche 1 programme period, if not later, are therefore not recommended to be progressed as part of tranche 1.
8. It should be recognised that the scheme cost estimates in this programme are outline and indicative at this point. More work is needed to develop the options and detailed business cases to clarify cost estimates. This paper recommends significantly more than £100 million of schemes, recognising additional known funding already in place, and that other sources of funding will contribute towards the programme in line with the terms of the overall City Deal. Funding will be required from a mix of funding sources to support the delivery of infrastructure improvements.
9. The recommended tranche 1 programme is shown in Table 1 below. This draws upon the prioritisation shown in Appendix B, weighted by scheme cost to recognise the anticipated value for money of the various schemes, and the evaluation of deliverability. The priority schemes are recommended to be agreed as the tranche 1 programme, subject to review as the Local Plans continue through the examination process.
10. Further reserve schemes are proposed to be worked up as part of the tranche 1 programme, which would enable them to be delivered in place of a prioritised scheme if considered appropriate at a later date.
11. In addition it is proposed during the tranche 1 period to undertake scheme development work for schemes that are likely to form part of the tranche 2 programme. An allocation for programme management and early scheme development and study work is therefore also included.

**Table 1: Prioritised City Deal programme**

Weighted Rank	Scheme	Indexed score	Est. cost (£m)	Earliest start on site	Risk of delay to start	Earliest completion
<b>Priority schemes – City Deal Years 1 to 5</b>						
1	Histon Road bus priority	133.5	4.28	2017	Medium	2018
2	Saffron Walden & Haverhill cycle / pedestrian routes	45.9	4.80	2015	Low	2016
3	Milton Road bus priority	188.3	23.04	2017	High	2019
4	Chisholm Trail cycle links / Chisholm Trail bridge	47.1	8.40	2015	Medium	2016
5	A428 to M11 segregated bus route / A428 corridor Park & Ride	127.3	24.48	2017	High	2019
6	Madingley Road bus priority	158.9	34.56	2017	High	2019
7	Bourn Airfield/ Cambourne cycle / pedestrian routes (phase 1)	29.8	5.00	2015	Low	Rolling programme
8	City centre capacity improvements / cross-city cycle improvements (phase 1)	75.1	7.00	2015	Low	Rolling programme
11	Bourn Airfield / Cambourne busway	59.5	28.80	2017	Medium	2018
12	Cambridge to Royston cycle link	13.4	7.20	2015	Low	2016
22	Foxton level crossing and interchange*	7.4	14.00	2016	Medium	2017
-	Year 1 to 5 reserve scheme development	-	10.60	-	-	-
-	Year 6-10 programme development	-	9.00	-	-	-
-	Programme management and early scheme development	-	4.50	-	--	-
<b>Total (year 1 to 5 priority schemes)</b>			<b>185.66</b>			
<b>Year 1-5 reserve schemes</b>						
7	Bourn Airfield / Cambourne cycle / pedestrian routes (phase 2)	29.8	3.40	2015	Low	Rolling
8	City centre capacity improvements / cross-city cycle improvements (phase 2)	75.1	15.66	2015	Low	Rolling
9	Airport Way Park & Ride	49.7	15.58	2018	Medium	2020
13	Western orbital	37.8	20.74	2017	Medium	2019
14	A1307 bus priority / A1307 additional Park & Ride	63.4	39.00	2018	Medium	2020
16	Project Cambridge – Hills Road	31.9	23.35	2018	High	2019
<b>Total (year 1 to 5 reserve schemes)</b>			<b>117.73</b>			

\* Foxton level crossing scheme included in Year 1 to 5 programme as it is likely to be funded by Network Rail.

## Background

12. The Greater Cambridge City Deal aims to enable a new wave of innovation-led growth by investing in the infrastructure, housing and skills that will facilitate the continued growth of the Cambridge Phenomenon.
13. In order to deliver more jobs and economic growth, the city-region has to accommodate new and growing businesses and research centres and the people who work in them whilst enabling efficient movement between key economic hubs. To achieve this, Greater Cambridge will undertake an ambitious programme to enhance transport capacity in the area. This capacity is needed along key strategic corridors to and from the city (particularly along those corridors where significant new housing or employment growth is planned) as well as within the built up area of the city.
14. As part of the Greater Cambridge City Deal, the local partners are due to receive up to £500 million of funding for infrastructure investment, to be paid in annual instalments over three tranches (with tranches 2 and 3 dependent on the outcome of independent economic assessments undertaken in 2019 and 2024 respectively). Tranche 1 amounts to £100 million from 2015/16-2019/20, with £20 million being paid on 1 April in each of those financial years.
15. The local partners committed as part of the City Deal to decide by the end of January 2015 on the prioritised infrastructure investment programme and to report that to Government. This needs to be decided upon in this timeframe in order to allow delivery to begin as soon as possible. This paper therefore seeks the Assembly's views on, and endorsement of, the recommended tranche 1 programme, to be recommended to and considered by the Executive Board on 28 January 2015.
16. This programme contributes to the wider City Deal vision by substantially enhancing connectivity and improving capacity and movement in the city-region, particularly for more people to walk, cycle or take a bus. A coherent package of schemes is proposed to improve capacity and movement on the key corridors from the key growth locations, principally from the north, west and south, and improve movement around the city and the way the city works in access and capacity terms. This includes proposals to improve access for sustainable travel on the Histon Road and Milton Road corridors as well as the Chisholm Trail to improve access between the north, south and centre of the city-region, and enable journeys to become much easier, quicker and more reliable. This links in with and helps to maximise the benefits of key transport improvements such as the Cambridge Science Park Station, the Busway and the A14 upgrade, which in turn helps to achieve transformative improvements to connectivity and the network effect that will benefit people and businesses all over Greater Cambridge.
17. During the negotiations around the City Deal, a programme was used to illustrate the type and scale of schemes that would need to be delivered in order to deliver the transformative network-wide improvements that need to be experienced in order to underpin and strengthen the economic growth potential of Greater Cambridge. This programme was drawn from the Transport Strategy for Cambridge and South Cambridgeshire, which was developed alongside the submitted Cambridge and South Cambridgeshire Local Plans. Brief descriptions of the individual schemes are shown in Appendix C.
18. This investment programme will transform connectivity within and beyond the City Deal area, and will allow significant increases in bus and cycle use, particularly within Cambridge, that will maximise the capacity for movement, particularly within the

historic core. This strategy supports carbon objectives and promotes high quality of life for local communities by minimising the environmental impact of transport whilst enabling the area to grow.

19. The City Deal Shadow Board at its meeting on 14 August 2014 considered a paper that set out the outcome of a high-level assessment of that programme, undertaken by officers using the Department for Transport's (DfT's) Early Assessment and Sifting Tool (EAST). This is the table that was included in the Committee reports in October and November, and published in October. The Shadow Board at this meeting endorsed the proposed approach and agreed that more detailed work should be undertaken to assess the economic impacts of the various schemes and deliverability. This would help to inform the programme to 2020 and identify a ranking of schemes on the basis of this work, paired with an assessment of deliverability to recommend a deliverable programme for 2015/16-2019/20 to be considered by the Assembly and Executive Board in January 2015.
20. Since that time, work has been commissioned to assess economic impacts and develop a model to test the likely benefits of the proposed schemes. This has been undertaken by Cambridge Econometrics and SQW, with peer review provided by Steer Davies Gleave. The methodology for this model and the outputs are explained below, and in more detail in the TEAR in Appendix A.
21. Member meetings at Cambridge City Council, Cambridgeshire County Council and South Cambridgeshire District Council have considered papers on the process and inputted into these recommendations. Papers have been considered at the following meetings:
  - South Cambridgeshire District Council Cabinet – 16 October 2014
  - Cambridge City Council Environment Scrutiny Committee – 17 October 2014
  - Cambridgeshire County Council Economy and Environment Committee – 11 November 2014
22. Briefings were also held for Members of all three Councils and representatives of the Greater Cambridge Greater Peterborough Enterprise Partnership and University of Cambridge on 2 October 2014 and 10 October 2014. Stakeholder briefings have been held throughout December 2014.
23. Following the agreement of the prioritised tranche 1 programme, substantial work will need to be undertaken by officers and consultants to develop the schemes to the point where a firm decision can be made on each individual scheme. The timescales for this work will vary substantially depending on a range of factors, such as complexity of schemes, levels of support or contentiousness, scale and nature of the schemes.
24. There will be the flexibility in the programme to allow schemes to rise and fall on the priority list – or indeed to enter and be removed from that list – according to this scheme development work and any other significant changes in circumstances. The case for altering the programme will need to be strong and will require agreement from the Executive Board, considering the advice of the Assembly.
25. It should be noted that some schemes may be shown as being among the most beneficial in the long-run, however, they may be omitted from the recommended tranche 1 programme – this is because the evaluation of deliverability suggests that they cannot be delivered in that timeframe, rather than suggesting that they are not considered a priority. These are likely to be the schemes that warrant the most

attention in terms of early scheme development to inform investment plans for tranches 2 and 3.

### **Prioritisation model - methodology**

26. The model provides an analysis of the relative housing and employment effects of the various schemes. This has been undertaken simply to show the relative merits of the proposed transport schemes, one against another, based on currently available information. The methodology of the model is explained in the TEAR in Appendix A.
27. In order to compare the relative housing and employment impacts of the schemes, it is necessary to index the figures. To do this the top-performing scheme for direct housing is given a score of 100.0, with the scores of the remaining schemes prorated from that. The same logic was applied to the total employment impacts. This allows these to be brought together on an equal basis, as shown in Appendix B.
28. It should be noted that the prioritisation model looks at economic benefits of the City Deal programme. It does not:
  - Consider the deliverability or cost of schemes.
  - Seek to specify the direct infrastructure needs for key sites
  - Preclude the need for detailed transport assessments for development sites to identify their likely transport impacts and how these will be mitigated in line with the policies in the Local Plans and in the Transport Strategy for Cambridge and South Cambridgeshire.

### **Prioritisation model – data sources**

29. For each development site, a time profile of how that site is expected to be developed is specified in the model. For housing developments, these are as set out in the housing trajectories contained in the Annual Monitoring Reports for Cambridge City<sup>1</sup> and South Cambridgeshire<sup>2</sup>. These are updated annually in consultation with the development industry and take account of the Local Plans and current planning permissions. For employment sites, the time profiles are those underlying the emerging Local Plans for Cambridge City and South Cambridgeshire.
30. It should be noted that the model only considers the likely economic impacts of planned growth to 2031 based on the current trajectories for the submitted Local Plans. For example, whilst the Waterbeach New Town development is expected to include some 8,000-9,000 new homes, the model only considers the likely economic benefits of the 1,400 homes identified in the submitted South Cambridgeshire Local Plan to be built by 2031. However, it should be noted that this growth is inextricably linked and planned as part of the larger development. Indeed the Transport Strategy, which is based on both Local Plans' growth aims and trajectories, includes the proposed strategic transport requirements for the full development. Therefore, if timing or pace of development changes, there is some flexibility to consider likely impacts and related infrastructure requirements, where the evidence supports this.
31. No estimate is made of a level of development that could come forward without the delivery of certain infrastructure schemes, because a) that level of information is not available for any development sites; and b) there is no local planning policy basis to

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<sup>1</sup> <https://www.cambridge.gov.uk/sites/www.cambridge.gov.uk/files/documents/FINAL%20AMR.pdf>

<sup>2</sup>

<https://www.scambs.gov.uk/sites/www.scambs.gov.uk/files/documents/South%20Cambs%20AMR%202012-2013.pdf>

suggest that part of a site could be granted permission in place of the full site if the necessary supporting infrastructure is not delivered.

### **Prioritisation model - assumptions**

32. As with any model there was a need to make several assumptions, based on all available information. For instance in order to ensure that the schemes are evaluated on an equal basis it has been assumed for the purposes of the model that all schemes are delivered by the end of March 2015, allowing the full benefits of the schemes to be evaluated. Details of this and other assumptions made in the model are explained in the TEAR in Appendix A.

### **Prioritisation model - outputs**

33. The model produces various outputs that are important in terms of growth and economic impacts, assessing these impacts in the time up to 2031 (i.e. within the timeframe of the Local Plans). These do not make any allowance for deliverability. It should be noted that the numbers shown in the tables are indicative of the relative strength of impacts, rather than specific numbers of houses and jobs that can be attributed to individual schemes in isolation. Sensitivity tests have been undertaken to test the robustness of these outputs. These are all shown in the TEAR in Appendix A.

### **Deliverability - methodology**

34. It is important in the decision on the tranche 1 programme to consider deliverability alongside the pure economic prioritisation to ensure that a balanced and deliverable programme can be agreed which delivers the economic benefits as far as possible. Given that tranche 1 runs from 2015/16-2019/20, and the complexity and contentiousness of some of the schemes contained within the programme, it will simply not be possible to deliver some schemes during this timeframe. This should be seen in the context of:
- the desire to deliver the greatest possible benefits during this time; and
  - the need to demonstrate an ability to deliver major schemes to inform the 2019 economic assessment.
35. It may however, be the case that the Executive Board decides to invest in some schemes that begin to be delivered in tranche 1 but are not expected to be completed until tranche 2. In doing this, the Board will need to recognise that the final allocation of funding for 2020 onwards will only be known in 2019.
36. At the current time there is not a great deal of specific information available for the various schemes – that information will emerge as scheme development work is undertaken – so officers have estimated using available information how long the various schemes are likely to take between the decision to begin scheme development and the opening of the scheme. This is informed by experience of similar types and scales of projects, drawing upon the expertise of relevant officers with experience of capital transport infrastructure delivery.
37. For some of the smaller schemes, particularly including pedestrian/cycling schemes, the processes involved are generally shorter and may require less by way of statutory processes than the larger major schemes. These will therefore by their nature be shown to be more deliverable in the short-term. For the larger schemes in the programme, the process that needs to be followed is set out below, with several

decision points and consultations along the way – this is the process used to inform this evaluation of deliverability:

- Data gathering
- Options report
- Outline Business Case
- Full Business Case
- Statutory processes, e.g. planning permission, Traffic Regulation Orders, etc.
- Construction

### **Deliverability of individual schemes**

38. Officers' evaluation of the deliverability of the various schemes is shown in Appendix D. This demonstrates which schemes are considered to be deliverable within the period 2015/16-2019/20, and which are not. As explained above, this is the best estimate available at this time – information may be forthcoming through the scheme development process that suggests schemes are more or less deliverable than currently estimated, which will need to be taken into account by the Executive Board at the appropriate times.
39. This is based around current trajectories for development sites, so makes no allowance for the potential acceleration of certain sites. It may be that schemes within the programme would enable some development sites to come forward more quickly, but to make a decision on that basis would require a firm commitment from the developers to bring that site forward earlier and to repay the appropriate sum through developer contributions. Without having that commitment at this point, acceleration of development sites has not been considered in this evaluation. If such a commitment is forthcoming, that could change the priority of some schemes in future. The situation will also be kept under review as the Local Plans continue through the examination process.
40. Each scheme has an evaluation made of the risk of delay to start, considering the contentiousness and complexity of the schemes. Those schemes that therefore could not be delivered until the end of the tranche 1 programme period, if not later, are not recommended to be progressed as part of tranche 1. Scheme development work could, however, change this assessment of deliverability and/or provide Members with sufficient information to decide to invest in such a scheme before the beginning of the tranche 2 period.

### **Interface with other funding sources**

41. It should be noted that, whilst the tranche 1 funding allocation is for £100 million, with £20 million per annum, this is in nominal terms and does not take inflation into account. Construction price inflation typically outstrips the Consumer Price Index and Retail Price Index. This means that, whilst the tranche 1 funding will allow the delivery of a substantial package of investments, it will not quite have the spending power of £100 million in today's prices.
42. This paper makes recommendations for a programme in excess of the £100 million tranche 1 City Deal funding, in recognition of the fact that other sources of funding will contribute towards the programme in line with the terms of the overall City Deal.
43. Funding will be required from a mix of funding sources to support in delivering infrastructure improvements including;

- Private sector/ developer funding – contributions/Section 106 (to mitigate impacts) or Community Infrastructure Levy funding towards the non site specific infrastructure necessary to support growth.
  - Other sources such as Funding Bids from Growth Deal/Cycle City ambition funding where available.
  - Other Grant funding where available such as New Homes Bonus/Integrated Transport Block funding.
44. Developer contributions are expected to be a key source of funding to support the delivery of the City Deal Programme. This programme draws from the Transport Strategy for Cambridge and South Cambridgeshire, which in turn accounts for planned growth in the submitted Local Plans and identifies the infrastructure and improvements that are needed to facilitate and mitigate the impacts of development and the Developer contributions that will be required towards schemes to provide for the necessary infrastructure and mitigate the impacts of growth in the same manner as would have been the case without City Deal funding.
45. In terms of funding anticipated from Section 106 and Community Infrastructure Levy funding towards offsite infrastructure, an initial estimate suggests some £50-80 million for the Cambridge, and South Cambridgeshire area towards infrastructure in the 10 years from 2015. This is estimated on the basis of the current legislative and funding situation and projections, and assumes developments come forward as planned.
46. While developer contributions typically come forward as triggers are reached, there may be some scope for discussions with developers around forward-funding key schemes from City Deal funding where this would deliver strong wider benefits. That would only happen on the basis of a firm agreement with the developers, and funding would need to be paid back as triggers are reached so that it can be used to continue to support delivery of the programme.
47. Alongside developer contributions, contributions could also be secured to support scheme delivery from other sources where available. This could include, Growth Fund, or Cycle City Ambition funding/Local Sustainable Transport Fund. In this case, funding availability is uncertain and officers will be expected to bid for opportunities as they arise.
48. Other sources which may have potential include Integrated Transport Block Funding which the County Council has (£3.2m for whole of Cambridgeshire during 2015/16) or New Homes Bonus receipts from the authorities. In line with the City Deal agreement, consideration will be given to pooling funding sources to ensure an integrated approach to supporting the delivery of the programme.
49. Therefore in terms of funding availability to 2020, the programme ranks schemes in priority order and then schemes can be progressed for delivery on the basis of funding available.

#### **Recommended 2015-20 infrastructure investment programme**

50. To devise the recommended tranche 1 programme, officers have overlaid deliverability onto the indexed priority list, which is explained in paragraph 27 and illustrated in Appendix B. Table 1 of this report shows those schemes that are considered to be deliverable within this period, in priority order. This shows a series of schemes that are recommended to be agreed as the tranche 1 programme, with the other schemes to be developed in further detail as 'reserve schemes', which can be delivered in place of a prioritised scheme if considered appropriate at a later date.

51. The scheme cost estimates in this programme are outline and indicative, particularly for the larger schemes. Most of the larger schemes are at a relatively early stage of development, and options and detailed business case work need to be developed.
52. It should be noted that the phasing and delivery of schemes will need to be considered over time, in order to avoid causing significant traffic problems by undertaking major works in tandem on neighbouring corridors for instance, and to avoid the delivery of a corridor improvement effectively exacerbating traffic issues within the city centre. The Cambridge Access Study will be key in identifying ways to address this risk.

### **Next steps**

53. Following discussion at this meeting, a paper will be presented to the Executive Board at its 28 January 2015 meeting, which will need to agree the programme for 2015/16-2019/20. The list will be kept under review as the Local Plans continue through the examination process and as a result of any other significant changes in circumstances. This will be reported to Government.
54. Once the Executive Board has made a decision, officers will commission and undertake work to develop those schemes that are included in the prioritised programme. Whilst the first payment from Government is due on 1 April 2015, this work needs to begin as soon as possible in order to ensure that these schemes can be delivered in what is a very tight timeframe. Waiting until April to do this is an option, but is not an attractive option due to the delays it would cause to programme delivery. Beginning this work immediately will require some short-term borrowing, on the understanding that it will be repaid from the 1 April 2015 payment, but that is not considered to be problematic given the certainty of a £20 million payment on 1 April 2015.
55. Where there are schemes that have been shown to have the potential to deliver substantial benefits, but are not considered to be deliverable during tranche 1, there may be a desire to undertake scheme development work to inform the tranche 2 programme and to ensure that those major schemes can be delivered from 2020/21-2024/25 where appropriate.
56. As noted earlier in this paper, there will be flexibility in the programme to allow for some schemes to be removed and others to be added where scheme development and/or external circumstances alter the situation. Any potential change for the programme will need to be brought to the Joint Assembly before going to the Executive Board for a decision.

### **Implications**

57. 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 and other resources***

58. The recommended programme will involve the expenditure of £100 million from the Greater Cambridge City Deal, alongside other appropriate funding as set out in paragraphs 41-49.

59. There is likely to be a need to undertake some short-term borrowing, over the coming months in order to begin scheme development, and during tranche 1 as the profile of expenditure is unlikely to mirror the profile of funding availability.

### ***Staffing***

60. There is a need to recruit staff immediately in order to undertake scheme development and delivery, given the scale of this programme in comparison to the scale of capital infrastructure that is typically delivered in this area. Formal agreement from the Executive Board to the principle of funding staff from the City Deal capital funding stream where those staff contribute to the delivery of a capital asset will need to be sought at its 28 January 2015 meeting. Existing staff are also expected to charge time spent on City Deal schemes to this funding stream.
61. Auditable timesheets will be used to ensure that expenditure on staff working on City Deal schemes is appropriate.

### ***Risk Management***

62. Whilst it is not recommended at this time that development work be undertaken on schemes to be delivered after tranche 1, if doing so is agreed that work will need to be undertaken at risk given the lack of certainty around the tranche 2 funding allocation.
63. The agreed Terms of Reference set out how any liabilities incurred are to be resolved. No such issues are currently anticipated.

### ***Climate Change and Environmental***

64. As much of the recommended programme is focused on sustainable transport modes, any environmental implications are expected to be positive.
65. One of the aims of the wider programme is to relieve the congestion in Greater Cambridge that has such negative impacts on climate change and the environment.

### **Consultation responses and Communication**

66. There has been no direct public consultation on this programme specifically within the context of the City Deal. However the programme was developed through the Transport Strategy for Cambridge and South Cambridgeshire and the Local Plans to support the planned development strategy to 2031.
67. The programme has been drawn from the Transport Strategy for Cambridge and South Cambridgeshire, which was consulted on in 2013 and received favourably.
68. The programme has been released into the public domain to raise awareness of the ongoing work and the decision that is to be taken. The decision on the tranche 1 programme needs to be driven by an evaluation of anticipated economic impacts in order to deliver the City Deal objectives and to unlock tranches 2 and 3 of funding (amounting to up to a further £400 million).
69. Member meetings at the partner Councils have been consulted for views on the programme, recognising that the decision is within the remit of the Executive Board rather than any individual Council. There have also been several all-Member and stakeholder briefings from October to December. The Member meetings that have considered a paper on the programme are:

- South Cambridgeshire District Council Cabinet – 16 October 2014

- Cambridge City Council Environment Scrutiny Committee – 17 October 2014
- Cambridgeshire County Council Economy and Environment Committee – 11 November 2014

70. Individual schemes that are delivered as part of this programme will be subject to consultation at appropriate points as they come forward.

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