

Cambridge City and South Cambridgeshire Local Plan Examinations Matters and Issues Statement

Representor **Commercial Estates Group**
CCLP ID **5423**
SCDC ID **17653**
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Date **[10 October 2014, v4]**

Matter 5 Infrastructure/Monitoring/Viability (Wednesday 19 November 2014)

1.0 **A. Do the Plans clearly identify the essential elements of infrastructure needed to deliver development as proposed?**

1.1 The Plans do not clearly identify the essential elements of infrastructure needed to deliver development as proposed because

- 1 The chronology of the publication of the transport infrastructure evidence base documents clearly demonstrates 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
- 2 The evidence in the transport infrastructure evidence base documents is inadequate and therefore does not allow essential elements of infrastructure to be objectively assessed and hence clearly identified to deliver Development as proposed.
- 3 The objectives of the emerging Cambridge County Council Transport Strategies do not align with the spatial development patterns in the Plans.

Chronology

1.2 The chronological publication order of various transport infrastructure evidence base documents summarised below shows clearly the proposed package of transport infrastructure schemes in the DTS is a retrofit of transport schemes

resulting from the residual travel demands associated with the spatial allocations as set out in the Local Plan, rather than the Draft Transport Strategy informing the spatial allocation of development using objectively assessed sequential testing methodologies. Some iterative testing was carried out as reported in the County Council modelling report, yet such testing appears to have focused on a comparison between dispersed rural development and new settlements.

- 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

Evidence Base and Misaligned Objectives

- 1.3 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. The DTS was published in July 2013 for consultation and CEG representation attached at Appendix 1 identified that the DTS did not align with the Local Plan: Patterns of Development and there was a significant lack of robust evidence in relation to transport infrastructure costs and deliverability.
- 1.4 The misalignment of the DTS with the Local Plan Spatial Strategy can be highlighted by the fact that the Strategy sets out a target to stabilise car trips. To achieve that target, the proportion of car trips in South Cambridgeshire must fall from 60.2% (current) to 47% (2031) of the forecast growth in trips. Such a target can only realistically be achieved by focussing a greater proportion of development in Cambridge and Cambridge fringe locations, where sustainable mode share is significantly higher, trip lengths are shorter and the prospect of capturing trips on foot, by bike and public transport are realistic and achievable. This strategy is supported in technical modelling work undertaken by WSP/Cambridgeshire County Council in March 2013 comparing the travel behaviour of residents in 'Fringe', 'Outer Fringe' and 'Rural Settlements'. The technical modelling evidence is summarised in Table 2.1 at Appendix 1. A similar level of detailed modelling has not been carried out to test the impact and effectiveness of the transport infrastructure identified.
- 1.5 At the time the Draft Local Plan submissions were published, there was a clear 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.

- 1.6 The Cambridge and South Cambridgeshire Infrastructure Delivery Study Update (Final Report – Amended), August 2013 identifies a significant number of high cost Transport and Access Infrastructure Schemes that are 'critical' to the delivery of proposed development. There is no proportionate technical evidence in the emerging Transport Strategies that demonstrates that these schemes deliver the necessary sustainable transport outcomes or indeed that they can be delivered in the timescales needed to deliver the housing trajectories.
- 1.7 In the DTS there is a complete lack of evidence on the timing of infrastructure and associated development. The timing of delivery of 'essential infrastructure' is inextricably linked with the timing of delivery of development proposed and the Local Plans do not identify what the trigger points are for development and infrastructure. Given that Cambridgeshire County Council (ref Pg 42 of Appendix 3) have identified severe capacity issues on the network, it is of critical importance that the Local Plan clearly identifies the trigger points for infrastructure schemes' completion delivery dates using a proportionate evidence base.
- 1.8 In April 2014 Cambridgeshire County Council published its Long Term Transport Strategy Consultation Draft (LTTS). Bryan G Hall submitted a representation on the consultation draft and a copy is attached at Appendix 2. The LTTS contains an Action Plan setting out the infrastructure requirements for development over time and will provide an evidence base and build a case for improvements to the rail network and other infrastructure. This is clear evidence that the Local Plans lack a credible evidence base to establish an objectively assessed need for infrastructure to deliver development as proposed. The soundness of the LTTS (in accordance with NPPF para 182), and its ability to be adopted at this stage, is also highly questionable given that it is acknowledged there will be a need to provide an evidence base to build a case for improvements that have already been identified as 'critical infrastructure' for development (Ref . Cambridge and South Cambridgeshire Infrastructure Delivery Study Update (Final Report – Amended), Peter Brett Associates – August 2013).
- 1.9 Whilst the LTTS does provide further detail on transport schemes, costs and deliverability that were absent in the Transport Strategy for Cambridge and South Cambridgeshire, 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. The LTTS Action Plan identifies schemes 'necessary' to deliver both the Cambridgeshire and Peterborough Long Term Transport Strategies, including schemes that are required to directly support the delivery of major development allocations in current and emerging Local Plans to 2031 (Huntingdonshire 2036). Figures 4.2 and 4.3 identify the A14

Cambridge to Huntingdon improvement scheme to be delivered by 2019. Due to the complexity of the scheme, we consider that a more realistic delivery timescale for the project is 2022/2023 for the reasons previously outlined in CEG's representations to the Cambridge City and South Cambridgeshire Local Plans dated September 2013, and the transport evidence base and appendices in particular. For these reasons it is concluded that the Plans are not positively prepared or justified.

1.10 We believe that if the costs, risks and uncertainty of the major infrastructure programmes are properly articulated then it would enable a more effective and objectively assessed appraisal of land-use options. This would again ensure that development opportunities on the edge of Cambridge are recognised for their relative low cost, high value contribution to the local sustainable transport network, that directly accords with the principles of sustainable development as set out in the NPPF.

1.11 In conclusion in the absence of a proportionate evidence base prepared in a positive manner, the Local Plans do not clearly identify the essential elements of infrastructure to deliver development as proposed. In our view any Plan for Cambridge and South Cambridgeshire must reflect a more sustainable pattern of urban extension development that focuses upon sustainable transport schemes in the Cambridge Area where the impact of the A14, A428 and A10 schemes will have less of an influence. This will increase the certainty of delivery of development and shorten delivery timescales for transport infrastructure schemes.

2.0 **B. How will these be funded and delivered in a coordinated manner?**

2.1 Page 5-1 of the LTTS acknowledges that securing funding to deliver the Transport Infrastructure Strategy may be difficult and will be challenging. An essential element of this funding strategy is the City Deal funding that could be delivered in three tranches with £100 million available in the period 2015-2020, up to £200 million available 2020-2025 and up to £200 million available post 2025. (Ref p 3-5, Transport Strategy, Pg 5-2 LTTS). The Greater Cambridge City Deal aims to create an infrastructure investment fund to accelerate delivery of planned houses and create new jobs by providing borrowing powers for the local authorities to invest in transport infrastructure and housing which is to be repaid through local retention of a share of additional tax revenue generated.

2.2 The various tranches of funding will be dependent upon meeting targets and there is no guarantee that funding will be granted for Tranches 2 and 3. The published City Deal documents are vague and there is a lack of transparency and detail on the triggers for obtaining funding. An example of this was

recently presented by Graham Hughes of Cambridgeshire County Council at the Chartered Institute of Highways and Transportation (CIHT) 'Growth from Recession' conference held on 11 September 2014. A copy of the presentation is attached at Appendix 3.

2.3

The key points on City Deal funding delivery risks are:

- 1 The methodology for establishing the targets to be met to secure funding Tranches 2 and 3 is yet to be determined and agreed between Cambridge City, South Cambridgeshire, Cambridge County Council and Central Government. Graham Hughes stated in his presentation to the CIHT Conference that demonstrating meeting trigger points to secure tranches 2 and 3 funding will be 'really difficult' as it will be necessary to demonstrate that the increases in economic growth are attributable to the City Deal funding. For example the authorities will have to provide clear economic assessment evidence that the City Deal has delivered economic growth that would not have occurred in the absence of the City Deal. This methodology is likely to be complex and increases the uncertainty over the chances of Tranches 2 and 3 funding being secured.
- 2 The Tranche 1 funding of £100m (i.e. £20m per year in the period 2015-2020) is still to be allocated to specific schemes. The 5 year period is a relatively short timescale for the delivery of major complex infrastructure schemes that will require a significant amount of resources, further feasibility work, demonstrating scheme value for money, planning permission, acquisition of land and construction programmes. For these reasons there is a high degree of risk and uncertainty that it will not be feasible to deliver infrastructure funded by unknown Tranche 1 let alone the housing that is dependent upon this infrastructure in the five year period.
- 3 The three Authorities party to the City Deal are Cambridge City, South Cambridgeshire and Cambridgeshire County Council and therefore joint decision making is needed on issues such as strategic planning and transport. In the absence of detail on this matter to date the Local Plans have not been formulated using a sound evidence base to demonstrate that transport infrastructure will be funded and delivered in a co-ordinated manner.

2.4

Page 5-3 of the LTTS acknowledges that future funding through the Local Growth Fund (LGF) will be subject to competing against other schemes at a national level and demonstrating a case of value for money, delivery and risk. The LGF is another high risk funding strategy and this alignment with the higher risk schemes associated with development outside of Cambridge, such as Waterbeach Barracks, in our view, does not provide a sound evidence base to demonstrate how transport infrastructure will be funded and delivered in a co-ordinated manner. An illustration of the challenging funding constraints through the LGF is that Cambridgeshire County Council received a settlement

of only £17million through the Growth Deal Stage 1 out of a bid of £119m (ref: Greater Cambridge Greater Peterborough Enterprise Partnership – Strategic Economic Delivery Plan). Graham Hughes in his presentation acknowledges the £17m allocation is ‘disappointing’.

- 2.5 The City Deal funding still includes a number of uncertainties over targets, trigger points and governance that will significantly increase the risk that this funding mechanism will not be effective in delivering ‘critical’ infrastructure in time to deliver the necessary housing and job trajectories that will deliver economic growth and hence increased tax revenues to offset against the borrowing for funding infrastructure. Furthermore the vagueness and lack of detail will not lead to an acceleration in delivery of new houses under the current spatial strategy.
- 2.6 Nevertheless even if it is assumed that funding will be available for all the transport infrastructure schemes identified as critical in the IDS, the scale and complexity of the infrastructure means its deliverability is incompatible with the Local Plans housing completion trajectories using the Councils’ own assumptions. Notwithstanding we do not agree with the Councils’ infrastructure delivery timescales for the reasons noted at para 1.10 and they are not compatible with City Deal Tranche 3 funding timetable of post 2025 to illustrate this point the housing trajectory (ref: SCLP Figure 3, p39), updated by reference to the SDC Annual Monitoring Report 2012-2013 (February 2014, Figure 4.1, P31) for the Northstowe, Waterbeach, Cambourne West and Bourn Airfield have been plotted against the transport infrastructure delivery timescales extracted from the IDS as shown in the Table at Appendix 4 with the plan at Appendix 5 showing the location of the sites and infrastructure
- 2.7 The Table shows the forecast housing completion trajectories for all 4 sites at the top with the ‘critical’ infrastructure necessary to support these sites listed below. The total cost of the transport infrastructure excluding the £1.5 billion A14 improvement scheme is some £537 million. With reference to the IDS each infrastructure scheme has been colour coded to show which site it is associated with (the A14 scheme is required for all the sites). For example all infrastructure schemes needed to support development at Northstowe are highlighted in blue. The earliest delivery dates of each infrastructure scheme are taken from Appendix C of the IDS(Final Report – Amended)
- 2.8 The Local Plans do not identify housing completion trigger points for infrastructure delivery and therefore to illustrate the compatibility or otherwise of infrastructure delivery with housing delivery, a judgement has been made on housing completion trigger points. As noted earlier at para 1.7 Cambridgeshire County Council have identified severe capacity constraints on the network serving the four strategic sites. It is therefore reasonable to conclude that necessary infrastructure should be in place before any development that adds a material number of trips to a network that is already experiencing severe capacity constraints. Technical guidance in Department for Transport

publication Guidance on Transport Assessment identifies as a starting point a threshold of 30 two-way vehicle trips generated by development should be used to establish the need for a Transport Assessment and hence it can be concluded this represents a material number of generated movements.

2.9 On the basis of this threshold, the number of houses that would generate and add this quantum of movements to the network with severe capacity issues is identified as a trigger point in a coloured dashed line and arrow in the table. For example the trigger points for implementation of necessary infrastructure for Cambourne West and Bourn Airfield is identified as 100 completions at the end of March 2019. The table clearly shows that the necessary infrastructure can only be delivered between 1 and 3 years later than the trigger point using the Councils assumptions that in our view are unrealistic.

2.10 It is therefore concluded that critical transport infrastructure will not be in place to meet the housing completion projections in the Plan. This clearly demonstrates that infrastructure will not be funded and delivered in a coordinated manner to deliver the housing. The table also shows that for Waterbeach the majority of the infrastructure could be in place before the trigger point is reached but there is little scope to bring forward the housing completions.

2.11 The table below summarises the housing completion trigger points for infrastructure delivery and the infrastructure delivery dates.

Site	Infrastructure Cost excl A14 Scheme	Housing completion Trigger date for Infrastructure	Infrastructure Delivery Dates
Northstowe	£31 million	End of March 2021	End of 2019
Waterbeach	£409 million	End of March 2027	End of 2026
Cambourne/Bourn Airfield	£97 million	End of March 2019	End of 2022
Total	£537 million		

2.12 The Table clearly shows the assumptions in the Plans on infrastructure are incompatible with the housing completion trajectories for the strategic sites

3.0 **C. Is there evidence that the combined requirements for developer contributions and/or CIL will not render development unviable (paragraph 173 of the Framework)?**

3.1 The draft SCDC CIL schedule provides a zero rate for new settlements. While this may help address any concerns regarding viability, these developments will not contribute to R123 List infrastructure. By contrast, the schedule

indicates that other development, and residential on the edge of the City in particular, is capable of supporting investment in R123 list infrastructure which will benefit the wider area.

4.0 **D. Is it clear how the Plans will be monitored. Are targets identified and is it clear what action will be taken if targets are not met?**

4.1 It is not clear how the Plans will be monitored. As noted in para 2.4 the City Deal is vague, lacks transparency and does not include proportionate detail on targets and what action is to be taken if targets are not met. The City deal funding is a critical element of the funding necessary to deliver infrastructure identified in the Plans. Other schemes such as the A14 are also identified as 'critical' to the new settlement strategy and if this is not delivered, or is delayed, the Plans do not clearly identify what course of action will be taken.

4.2 The Plans rely on major sites such as Bourn Airfield to come forward earlier if there is delay in the delivery in other major sites. It has already been demonstrated at paras 2.6 to 2.12 that bringing forward Bourn Airfield is not a realistic prospect. Furthermore the total estimated cost of the transport infrastructure alone required to support development at Bourn Airfield is £95 million (i.e. the equivalent City Deal Tranche 1 Funding for the entire Greater Cambridge Area). This clearly illustrates there is no realistic prospect of all these schemes being funded and delivered in the period 2015 to 2020 and hence development cannot come forward earlier in the Plan.

4.3 The Plans lack clear targets underpinned by an evidence base with no sound action plan if targets are not met and therefore the Plans are not effective.

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Appendix 1

Commercial Estates Group

Cambridge South East

FINAL

Transport Representation:

**Draft Transport Strategy
for Cambridge and
South Cambridgeshire**

September 2013



**Produced by:
Integrated Transport Planning Ltd
In partnership with
Bryan G Hall**

Commercial Estates Group

Cambridge South East

FINAL

Transport Representation:

Draft Transport Strategy for Cambridge and South Cambridgeshire

September 2013

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1 INTRODUCTION

Outlining the Transport Representation

- 1.1 This representation has been prepared by Integrated Transport Planning Ltd. (sustainable transport) and Bryan G Hall (highways and infrastructure), on behalf of Commercial Estates Group (CEG), and provides a consultation response to the 'Draft Transport Strategy for Cambridge and South Cambridgeshire'.

CEG Background and Interest

- 1.2 Commercial Estates Group (CEG) has been active for more than 10 years across the UK and currently manages over 47 projects comprising over 1,600 hectares of land and representing in excess of 22,000 houses and almost 800,000 sqm of commercial floorspace. CEG's approach to delivering successful schemes is based on developing strong relationships with local communities, identifying local needs and working with local authorities to deliver positive benefits. CEG invests for the long term, aiming to create future-proofed places with sustainable projects and mixed use developments based on enduring high quality design.

Background to Cambridge South East

- 1.3 CEG have identified an opportunity to make a significant contribution to meeting the economic development and associated housing needs of Cambridge City and the wider sub-region by promoting a sustainable extension on land to the South East of Cambridge.
- 1.4 CEG has worked with a team of professional advisors to assess both the suitability of the location and scale of the opportunity, as well as the form of sustainable development which could be accommodated in this area. The location and opportunities for sustainable development is shown on Figure 1.1.

Previous CEG Input into the Plan-Making Process

- 1.5 CEG submitted representations to the Cambridge and South Cambridgeshire Issues and Options Stage Consultation. These representations demonstrated the need for development, and the suitability of the Cambridge South East location to meet some of the identified needs. It also included specific representations on transport. These transport representations demonstrated how the proposed Cambridge South East development could best encourage and support sustainable transport options and reduce reliance upon the private car.

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Figure 1.1	-

The scaling of this drawing cannot be assured

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Drawn By: CC EW

LEGEND

- Site Boundary
- Proposed scope of residential and workplace Personal Travel Planning programme (to reduce existing levels of car trips)
- Existing Local Centres
- Existing District Employment Zones
- Existing Schools
- Allocated Sites (GB2)
- Key Green Spaces
- Cherry Hinton Hall Park
- Limelickin Close Nature Reserve
- Cherry Hinton Chalk Pits Nature Reserve (SSSI), West Pit Nature Reserve
- Beechwood Nature Reserve
- E2 European Long Distance Route
- Wandlebury Country Park
- Country Wildlife Site (Central MK9)
- Primary Roads
- Railway Line and Station
- Pedestrian Connections
- Proposed Safe Routes to School
- Green Connections
- Potential Bus Access
- Bus Stop Improvement
- Potential Bus Gate
- Proposed Local Centre
- Proposed School
- Existing Toucan Crossing
- Park and Ride
- Walkability Circle (5-10 minutes)
- Netherhall Farm, Worts Causeway, Cherry Hinton Development

SOUTH EAST CAMBRIDGE OPPORTUNITIES PLAN

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2 CONSULTATION RESPONSE – STRATEGIC MATTERS

- 2.1 We support the principles of building a sustainable transport network which facilitates walking, cycling, public transport and car sharing. Nevertheless, and despite explicitly stating that priority will be afforded to these modes of travel, over and above the private car, we do not believe that the Draft Transport Strategy will achieve the stated sustainable transport objectives.
- 2.2 We have two particular areas of concern, which jeopardise the soundness of the Draft Transport Strategy and the Draft Cambridge City and Draft South Cambridgeshire Local Plans. These are set out below.

1. Mis-alignment of the Transport Strategy and Local Plans: Patterns of Development

- 2.3 On Page 2-2, the Transport Strategy sets out a clear statement that '*transport is one of the critical factors in deciding where growth should occur*', and '*the development strategy itself is important in locating new development in sustainable locations*'. This - accords with the principles of sustainable development as set out in National Planning Policy Framework (NPPF, paras 29 – 41). It is also consistent with the recently published DfT Circular 02/2013 (paras 12 and 16).
- 2.4 However, we do not believe this approach has been adopted or followed in the development of the Draft Cambridge City or Draft South Cambridgeshire Local Plans to date, as the proposed package of measures in the Draft Transport Strategy appears to be a retrofit of transport schemes resulting from the residual travel demands associated with the spatial allocations as set out in the Local Plans, rather than the Draft Transport Strategy informing the spatial allocation of development using objectively assessed sequential testing processes. Some iterative testing was carried out as reported in the County Council modelling report, yet such testing appears to have focussed on a comparison between dispersed rural development and new settlements.
- 2.5 Similarly, the sustainability appraisal associated with both the Cambridge City and South Cambridgeshire Local Plans appears to have incorrectly placed 'Green Belt' above 'sustainable development', thus resulting in 'Cambridge Fringe' sites not being appropriately assessed in terms of the contributions they make in maximising the use of sustainable transport for local trips (as they were 'knocked out' of the initial sifting process on green belt grounds). This results in a transport strategy of good intention, and generally sound principles and policies, but that simply cannot be delivered in a sustainable way due to the dispersed pattern of development that it is trying to accommodate, as dictated by the proposed draft Local Plans.
- 2.6 To illustrate this, and at the request of Bryan G Hall on behalf of CEG, WSP/Cambridgeshire CC produced a draft technical note in March 2013, summarising the findings of a comparison of the travel behaviour of residents in 'Fringe', 'Outer Fringe' and 'Rural Settlements', for 2 separate future scenarios (one derived from Cambridge TIF study with forecast year of 2031, the other for an assessment of Cambridge Science Park with a forecast year of 2026). The findings reported in the draft technical note focused on overall

location types rather than individual sites¹, but provides verified modelling results that show the major differences in transport impact if a 'stand-alone' spatial policy is adopted, compared to building on the existing urban fabric of Cambridge. The headline results of this analysis are shown in Table 2.1 below (average of the 2 scenarios, rounded up to nearest percentage / kilometre for ease of illustration).

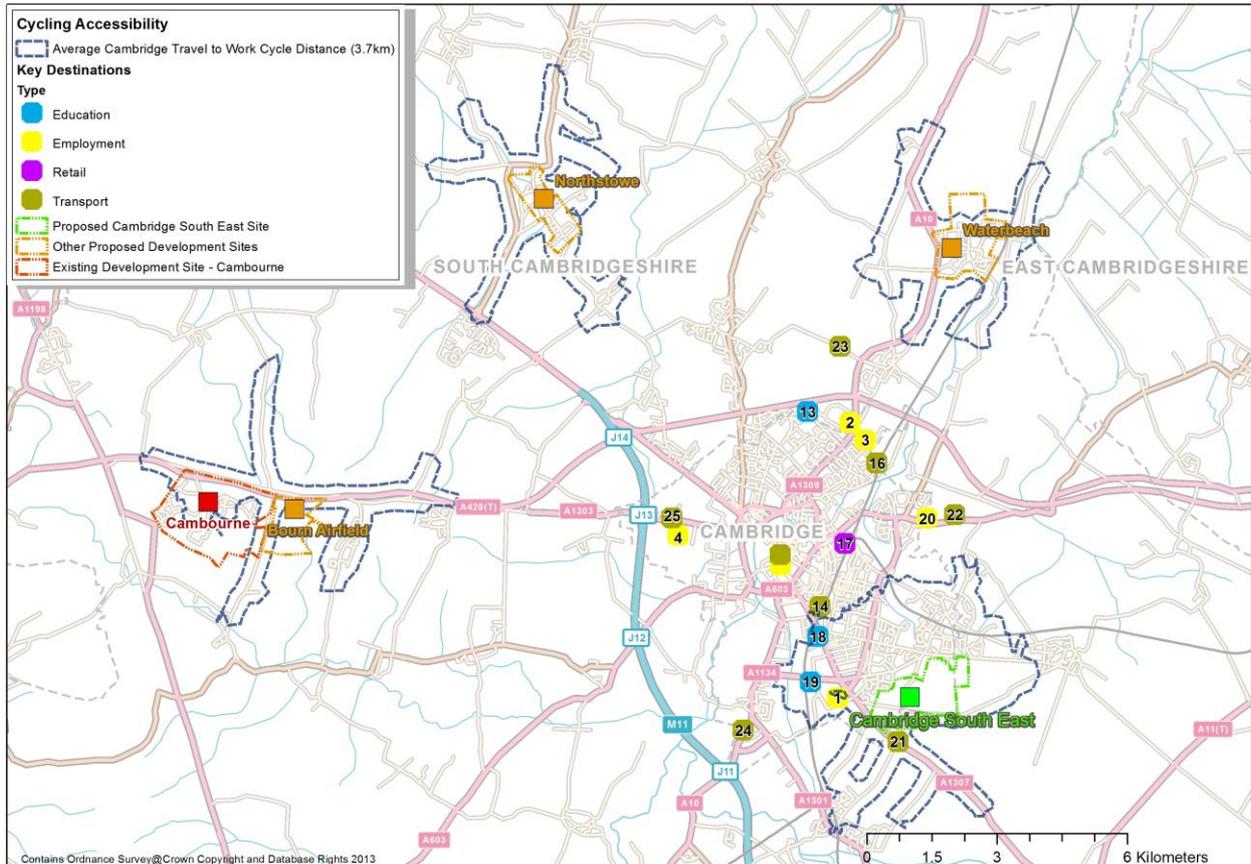
Table 2.1 Difference in travel behaviour between sites in Fringe, Outer Fringe and Rural

Settlement	AM Peak			Average Trip Distance (kms)
	Car	PT	Active Travel	
Fringe	35%	7%	59%	11
Outer Fringe	61%	7%	32%	16
Rural Settlement	66%	9%	26%	18

Source: Analysis of CSRM Projections for Fringe Sites and Rural Settlements (CCC/WSP, March 2013) – refer to Appendix A (iii) of CEG transport representation to Draft Local Plans for full information

- 2.7 This evidence shows that urban fringe locations will generate approximately half the number of car trips produced by the alternative 'outer fringe' or rural sites. In addition, the travel distances that residents will need to make for employment, services, education and other facilities are significantly shorter than those in 'stand-alone communities' elsewhere in the Greater Cambridge area.
- 2.8 The draft transport strategy sets out a target to stabilise car trips. To achieve that target the proportion of car trips in South Cambridgeshire must fall from 60.2% (current) to 47% (2031). This target does not appear to be supported by the evidence presented in the table above, or modelled outcomes of the strategy. In our view, such a target can only realistically be achieved by focussing a greater proportion of development in Cambridge and 'Cambridge Fringe' locations, where sustainable mode share is significantly higher, trip lengths are shorter, and the prospect of capturing trips on foot, by bike and public transport are realistic and achievable.
- 2.9 As an illustration of the challenge and disparity between the transport strategy wording and the spatial allocations with the Local Plans, the following map clearly shows the lack of connectivity between the proposed site allocations between Waterbeach, Northstowe and Bourn Airfield and Cambridge (walking and cycling) – Cambridge South East proposed development has also been included in this plan to show how it integrates with Cambridge.

¹ It should be noted that the draft report states 'It is important to note that all results presented are aggregate across a series of areas, and do not relate to individual sites. The transport characteristics of individual development proposals would be subject to more detailed transport assessment work before firm conclusions can be drawn'. Hence to aid interpretation we have included the full Draft Report in Appendix A (iii) of the transport evidence base to support the Local Plan response.

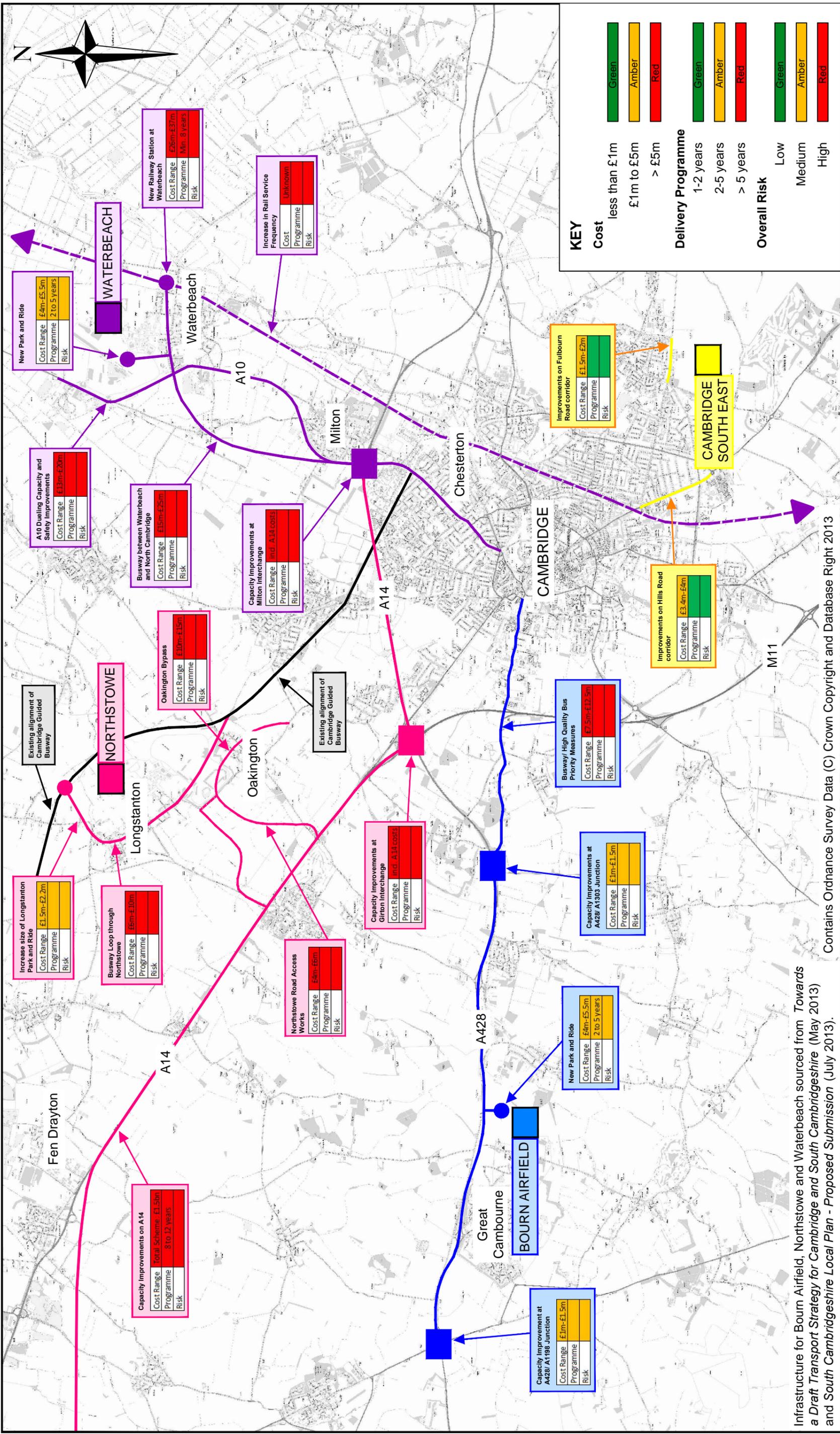


2.10 To illustrate this further we have carried out our own accessibility analysis of the proposed spatial distribution within the Cambridge and South Cambridgeshire Local Plans. The results of the assessment are shown in Table 2.2 below and are ranked according to the most accessible proposed development site for each destination type. Our assessment used an origin-based Relative Hansen technique for the proposed development sites and the Cambridge South East sites. This assessment provides an accessibility index with a value of between 0 and 1 for each of the proposed sites to existing facilities for comparison. The index is based on the sum of the service or activity offered in each destination set weighted by a function of cost between the given Origin-Destination pair (in this case travel time by PT or walking), divided by the total services of the destination set.

Table 2.2 Hanson Index Assessment of Accessibility

Origins	Assessment Destinations							
	Key Destinations		Employment (main employment)		Primary Schools		Further Education	
Score	Hansen Index	Rank	Hansen Index	Rank	Hansen Index	Rank	Hansen Index	Rank
Bourn Airfield	0.12	4	0.15	4	0.44	4	0.21	2
Northstowe	0.33	3	0.35	2	0.46	3	0.16	4
Waterbeach	0.41	2	0.43	2	0.73	2	0.19	3
Cambridge SE	0.44	1	0.53	1	0.75	1	0.24	1

- 2.14 Figure 2.1 is an illustration of our interpretation of the scale and complexity of these schemes which demonstrates the risk and uncertainty associated with all major schemes within the Draft Transport Strategy.
- 2.15 It is simply not possible to make an informed judgement on whether the Transport Strategy provides a sound and reasonable assessment of infrastructure and deliverability because the delivery tables with the Draft Transport Strategy provide no indication of costs, timescales or risks. The funding statements are not only vague and uncertain throughout, but they also appear out of line with the scale of measures proposed (for example, no costs, risks or committed funds are allocated to any of the proposed interventions in Figure 5.2).
- 2.16 Similarly there is no cost benefit analysis on which to base value for money, and importantly the Transport Strategy fails to address issues associated with revenue expenditure associated with public transport service delivery. There also appears to be a lack of comparator experience against which schemes are assessed. It would have been valuable to have undertaken a full post project appraisal of Cambourne in order to assess how Cambourne has performed on sustainable transport indicators (and car use) against the originally proposed strategy. Such lessons learnt have an invaluable role to play in informing future strategy, particularly in light of the proposed spatial distribution within the South Cambridgeshire Local Plan.
- 2.17 We believe that if the costs, risks and uncertainty of the major infrastructure programmes are considered alongside the revenue costs for long term public transport support and properly articulated then it would enable a more effective and objectively assessed appraisal of land-use options. This would again ensure that development opportunities on the Cambridge Fringe are recognised for their low cost, high value contribution to the local sustainable transport network, that directly accords with the principles of sustainable development as set out in the NPPF.



Infrastructure for Bourn Airfield, Northstowe and Waterbeach sourced from *Towards a Draft Transport Strategy for Cambridge and South Cambridgeshire* (May 2013) and *South Cambridgeshire Local Plan - Proposed Submission* (July 2013).

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Client:	CEG LAND PROMOTIONS LTD	Project:	CAMBRIDGE SOUTH EAST
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Job No:	12-167	Checked:	DB
Scale:	NTS	Date:	19/09/2013
	A3 - 420 x 297	Drawing No:	12-167-TR-001
		Revision:	

FIGURE 2.1
 MAIN TRANSPORT INFRASTRUCTURE IDENTIFIED IN DTS TO
 SUPPORT DEVELOPMENT AT ALTERNATIVE STRATEGIC SITES

Client: CEG LAND PROMOTIONS LTD

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3 DETAILED COMMENTS ON SPECIFIC ASPECTS OF THE STRATEGY

3.1 In addition to the two general areas of concern set out in Chapter 2, Table 3.1 provides detailed comments on specific elements of the draft transport strategy.

Table 3.1. Detailed Comments on Transport Strategy

Page	Comment
Exec Summ	This sets out a strong statement of support for a 'sustainable transport first' approach and promoting Cambridge as a 'sustainable city', whilst recognising that different approaches are necessary for tackling the transport issues in south Cambridgeshire. We believe this approach should have better informed the spatial allocations in the draft Local Plans making Fringe sites significantly more advantageous on sustainable transport grounds.
1-4	The last paragraph demonstrates an 'aspirational' approach to funding, which is likely to result in a strategy which is undeliverable and ineffective. The strategy is predicated on a small number of large scale (expensive and complex) highways and rail based programmes. The strategy should set out explicitly what the costs elements are for each component of the strategy (along with a total cost) and include a funding source and timetable for delivery. The funding strategy should have a greater emphasis on value for money schemes that are deliverable in the shorter term in order to continue delivering sustainable transport targets. The risk of the 'aspirational' approach to funding is that the benefits of previous/existing sustainable transport measures could be lost in the future as funding is set aside for undeliverable projects.
2-2	<i>'Transport is one of the critical factors in deciding where growth should occur'</i> 5 th para – it is difficult to see how the proposed Local Plans have been developed around this approach, and seems more likely that transport solutions have been retro-fitted, based on predict and provide principles. The first sentence of the last paragraph on this page is particularly important – 'the need to locate new development in sustainable locations which either reduces or removes the need to travel'. We fully support the wording of this statement but do not believe the current spatial strategy as set out in the Draft Local Plans has adopted this approach.
2-3	The last paragraph suggests further work will be done once the development focus has been fixed, but if <i>'Transport is a critical factor in deciding where growth should occur'</i> then the Transport Strategy should be much more proactive in identifying and prioritising the most favourable sites.
2-6	It is not clear why these specific adopted policies do not form the basis of the strategy given that the Local Transport Plan has gone through a formal process and serves to embrace sustainable development.
2-7	The strategy objectives appear to be positive and important challenges. It would be helpful for the strategy to demonstrate how they will be positively influenced by the

Page	Comment
	proposed measure and reasonable alternatives including Cambridge Fringe development opportunities.
2-9	The mode share targets in South Cambridgeshire appear to be unrealistic (reduce car travel to work mode share from 60% to 47%). There is no stated modelled evidence of the impact of proposed measures to support this claim. It would be helpful to directly reference the County Council transport model within the Transport Strategy to demonstrate what the impact will be, along with the testing of alternative land-use and transport options. Development on the Cambridge Fringe would have an important role to play in reducing the demand for car trips.
3-1 to 3-4	Strategy does not give answers around the funding gap issue – this should be explicitly stated such that consideration can be given to reasonable alternatives in terms of both transport and land-use options. Implies funding from S106 and CIL won't be sufficient, with shortfalls also identified from public purse. The strategy fails to articulate costs and hence it's not possible to judge whether it's affordable (or not), and specifically the costs associated with each element of the strategy (including long term revenue support).
3-4	Seems to rely on aspirational funding from City Deal – which will also be subject to enormous pressures from other service areas. No master list of funding sources and likely requirements has been assembled. Does not mention the value of low cost/high value return initiatives such as smarter choices.
4-5	The last paragraph accepts increasing congestion from Cambourne, which will worsen with Bourn Airfield, Cambourne and St. Neots corridor. This is clearly an identified problem and yet there is no detail of how this will be resolved for bus priority. No plan is provided to show how this critical link will be addressed and the modelled effects.
4-10	Explicitly states that it excludes the detail or costs associated with rail improvements, which undermines the deliverability and viability of the strategy.
4-16	Confirms that bus services are not commercially viable across the wider network, and yet the Transport Strategy appears to rely on both conventional and new forms of innovative rural transport services. It would be helpful to set out more detail of what is proposed to service each proposed development area, and how the phasing of development will be serviced.
4-21	We support the need for a step change in cycling and to integrate walking and cycling networks.
4-22	A key barrier to be addressed is 'distance' and 'topography' which directly influence actual and perceived ability to cycle. As such this should be assessed when considering spatial distributions.

Page	Comment
4-23	Suggests villages are an 'ideal cycling distance' from the City, which does not seem to accord with our analysis which demonstrates that the proposed new settlements are all outside the generally accepted 'travel to work by cycle' distance (for example current Cambridge City average cycle to work distance is 3.7 kilometres).
4-27	Seems to present a mixed message, as the strategy proposes several large scale highway improvements to accommodate future predicted demand (predict and provide), but also seeks to limit car use, with no clear strategy as to how this will be achieved.
4-28	Does not provide any detail as to how the A428 improvements will be delivered. Given the importance of this to facilitate sustainable development this should be included within the strategy.
4-29	It is unclear what is proposed as part of the 'Cambridge Southern Fringe' as it appears to run immediately through proposed development areas within the Cambridge Local Plan (GB1, GB2, GB3, GB4 and E/2). <u>This is an area of particular interest to CEG</u> and we would like to work with Cambridgeshire County Council on understanding the detail of what might be proposed and how a sustainable transport corridor could fit within the development opportunity at this location. The Cambridge South East sites provides an excellent opportunity to enhance the Draft Transport Strategy.
4-31	We understand that the Cambridge Cycle City bid has received funding to support cycling improvements on Hills Road, and we have also developed proposals to integrate cycling with bus priority along Hills Road which is included in our representation to the Cambridge Local Plan (see Transport Evidence Base Appendix B).
4-35 to 4-38	The support for smarter choices is welcomed and should form an important part of understanding the sustainability credentials of proposed development sites, including the ability to influence travel demand on the network adjacent to proposed sites.
5-1 onwards	See comments in Section 2 above, which predominantly relate to the lack of timescale, costs and risks within this section (hence uncertain deliverability).
Figure A.3	There is a mismatch between the spatial allocation of housing which is predominantly north and west of Cambridge, and significant employment areas which are to the South of Cambridge.

4 THE ROLE OF CAMBRIDGE SOUTH EAST

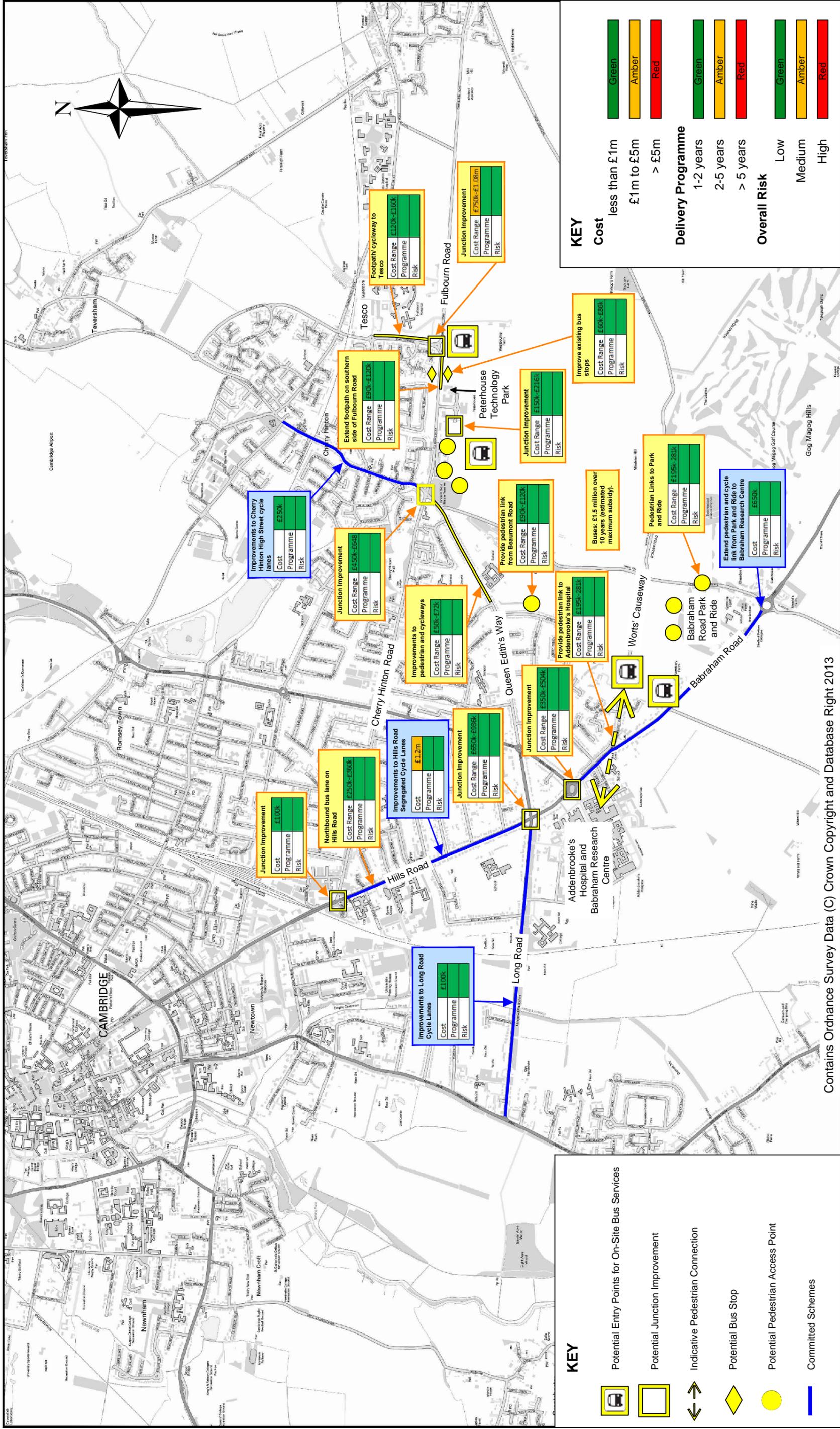
- 4.1 Chapters 2 and 3 have set out our response to the consultation exercise on the Draft Transport Strategy. Responses have also been provided on behalf of CEG to the consultation on both the Cambridge City and South Cambridgeshire Draft Local Plans.
- 4.2 As set out in the Introduction, CEG have identified an opportunity to make a significant contribution to meeting the economic development and associated housing needs of Cambridge City and the wider sub-region by promoting a sustainable extension on land South East of Cambridge. CEG have been working with a team of professional advisors to assess the suitability of the location, the scale of the opportunity, and form of sustainable development which could be accommodated in this area.
- 4.3 CEG submitted representations to the Cambridge and South Cambridgeshire Issues and Options Stage Consultation. These representations demonstrated the need for development, and the suitability of the Cambridge South East location to meeting some of the identified needs. It also included specific representations on transport, demonstrating how the proposed Cambridge South East development sites could best encourage and support sustainable transport options and reduce reliance upon the private car.
- 4.4 As such, the inclusion of additional development at Cambridge South East within both the Cambridge Local Plan and South Cambridgeshire Local Plan would address both of our main concerns about the soundness of the Transport Strategy, as set out below.

1. Mis-alignment of the Transport Strategy and Local Plans: Patterns of Development

- 4.5 It is important to note that some of the land being promoted by CEG in Cambridge South East has been included within the Draft Cambridge Local Plan, namely GB1, GB2, GB3, GB4 and ES/2. The principle of a sustainable urban extension has been secured but the true value of providing a sustainable community at this location has not been fully exploited. Our analysis of Census data, County Council Transport Model outputs, Travel to Work Data, and Accessibility Assessments, demonstrates that an extension to Cambridge South East would perform significantly better than the proposed approach, when tested against the NPPF principles and the objectives of both the Cambridge LTP and the Draft Transport Strategy. Full details of the strategy to promote sustainable growth at Cambridge South East is provided in our representation to the Draft Cambridge and South Cambridgeshire Local Plans. The proposed development at Cambridge South East sites provides an excellent opportunity to improve the Transport Strategy.

2. Deliverability

- 4.6 Cambridge South East sites are reliant on small scale, deliverable transport solutions (as shown in Figure 4.1). Providing additional development at Cambridge South East significantly reduces the risk associated with reliance on large scale and complex transport infrastructure programmes which currently dominates the spending associated with the transport strategy.
- 4.7 Cambridge South East embraces the key principles within the NPPF and results in significantly reduced numbers of car trips and distances travelled. It would also ensure that more people walk, cycle and use local bus services. We have discussed this approach with



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KEY

Cost

- less than £1m ■ Green
- £1m to £5m ■ Amber
- > £5m ■ Red

Delivery Programme

- 1-2 years ■ Green
- 2-5 years ■ Amber
- > 5 years ■ Red

Overall Risk

- Low ■ Green
- Medium ■ Amber
- High ■ Red

KEY

- Potential Entry Points for On-Site Bus Services
- Potential Junction Improvement
- Indicative Pedestrian Connection
- Potential Bus Stop
- Potential Pedestrian Access Point
- Committed Schemes

Client:	CEG LAND PROMOTIONS LTD		
Project:	CAMBRIDGE SOUTH EAST		
Rev:	Amendment:	Drawn:	Checked:
Job No:	12-167	RD	DB
Scale:	NTS	Drawing No:	12-167-TR-002
Date:	19/09/2013	Date:	19/09/2013
Revision:		Revision:	

FIGURE 4.1
CAMBRIDGE SOUTH EAST: COMMITTED AND POTENTIAL
OFF-SITE TRANSPORT INFRASTRUCTURE

Stagecoach as the main local operator, who are supportive of the principles, and we would be delighted to work with the County Council to demonstrate how the full site can be seamlessly integrated with the sustainable transport network of Cambridge for the benefit of both new communities and existing residents.

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itp
integrated transport planning

Appendix 2

Our ref: 12-167/DB/KJA

please reply to Leeds office

25 July 2014

Mr G Hughes
Executive Director, Economy, Transport and Environment
Cambridgeshire County Council
Shire Hall
Castle Hill
Cambridge
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Dear Mr Hughes

CONSULTATION RESPONSE TO LONG TERM TRANSPORT STRATEGY CONSULTATION DRAFT, APRIL 2014

- 1.0 Further to the publication of the Long Term Transport Strategy (LTTTS) – Consultation Draft, we outline below a consultation response on behalf of Commercial Estates Group (CEG) who are promoting growth at Cambridge South East through the Cambridge City and South Cambridgeshire Local Plan processes.

Background Information

- 2.0 As background information, on 26 September 2013, Integrated Transport Planning, in partnership with Bryan G Hall, submitted a Transport Representation to Cambridgeshire County Council to the Draft Transport Strategy for Cambridge and South Cambridgeshire. This representation outlines CEG's background and interest to the Cambridgeshire Local Transport Plan 2011-2031 and links to Cambridge City and South Cambridgeshire Plan-making process. This representation should be read alongside the September 2013 submission.
- 3.0 For ease of reference, this representation refers to the Chapter and sub-headings in the LTTTS Consultation Draft in italics where comments are made. For ease of reference in the future we suggest that the LTTTS would benefit from paragraph numbering in future.

Introduction

- 4.0 The third paragraph of page 1-1 notes that the purpose of the LTTTS is to provide a clear policy basis for investment decisions for strategic transport infrastructure and will be used to secure funding to deliver Cambridgeshire County Council's (CCC)

Continued

Continuation 1
Mr G Hughes
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25 July 2014

- priorities, particularly those related to growth. It is noted that the LTTS contains an Action Plan setting out the infrastructure requirements for development over time and will provide an evidence base and build a case for improvements to the rail network and other infrastructure.
- 5.0 We believe that it is premature for CCC to use the LTTS as a clear policy basis for investment decisions in advance of adoption of the emerging Local Plans as the quantum and spatial distribution of development will be critical to the identification of strategic transport infrastructure priorities. The soundness of the LTTS (in accordance with NPPF para 182), and its ability to be adopted at this stage, is also highly questionable given that it is acknowledged there will be a need to provide an evidence base to build a case for improvements.
- 6.0 The misalignment of the Transport Strategy for Cambridge and South Cambridgeshire with the emerging Local Plans was covered in the previous representation dated September 2013 at paragraphs 2.3 to 2.12. The same misalignment issues are also considered to apply to the LTTS Consultation Draft. Whilst the LTTS does provide further detail on transport schemes, costs and deliverability that were absent in the Transport Strategy for Cambridge and South Cambridgeshire, they appear to remain largely as retro fitted solutions to a proposed spatial strategy, rather than as part of an iterative transport and land-use planning approach.
- 7.0 Page 1-2 identifies that the six local authorities have worked together to create this Strategy and a range of organisations, including the Highways Agency amongst others, have contributed to the development of the Strategy. There is no evidence presented in the LTTS to support this assertion and it is our view that before the Strategy can be considered to be sound, evidence should be published demonstrating the input of other parties.
- 8.0 We support the principles of the LTTS sustainable Strategy objectives at page 1-5. However we also consider that there should be a greater emphasis in these objectives at promoting development in sustainable locations as this will be critical in achieving a sustainable strategy. For reasons noted earlier, however, we consider that adoption of the Long Term Transport Strategy should not take place until the soundness of the emerging Local Plans has been tested and certainly not in the summer of 2014 before the Cambridge City and South Cambridgeshire Local Plans have been tested and found to be sound.

Continued

Continuation 2
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The Challenge of Providing Continued Growth

9.0 With respect to growth location in and around Cambridge, page 2-10 notes that major employment growth is occurring on the northern and western fringes of the City, in the station area and on the Cambridge Biomedical Campus around Addenbrooke's Hospital, where around 10,500 new high value jobs are being created. The Strategy notes that this growth will create additional demand for trips in and to the Cambridge area which will need to be accommodated by sustainable modes, as part of the network, particularly on the approaches to Cambridge are at capacity. On page 2-11 it is noted that the A10 and the railway between Cambridge and Ely both suffer congestion and for development on this corridor, including at Waterbeach Barracks, new capacity for travel will be needed to avoid increasing congestion.

The Strategy Approach

The Road Network

10.0 The fourth paragraph of 3-4 states that the LTTS does not generally prioritise major increases in capacity for car trips but then acknowledges that the A14 and A428 Trunk Roads in Huntingdonshire and South Cambridgeshire require measures to be introduced for capacity reasons. The scale and cost of these schemes will be significant and will therefore have a substantial impact upon the overall strategy as these schemes alone will give priority to capacity for car trips and hence, may prejudice the viability of sustainable travel schemes identified in the Strategy coming forward. The A14 scheme is estimated to cost £1.5 billion and the A428 Black cat to Caxton Gibbet scheme could cost some £500 million. These two schemes alone will create additional capacity for car trips and hence will have a significant influence on trip patterns and are therefore inextricably linked to the LTTS. It is considered that the scale of impact that these schemes will have on the LTTS will prioritise capacity for car trips and in conjunction with the current new settlement draft allocations located close to these corridors, will undermine the sustainable strategy objectives identified on page 1-5. Therefore, it is considered that there is a significant risk that the sustainable transport measures identified outside Cambridge will not come forward for viability and value for money reasons. For those reasons we believe the LTTS should be modified to reflect a more sustainable pattern of development put forward in representations to the emerging Local Plans that focuses upon sustainable transport schemes in the Cambridge area where the impact of the A14 and A428 schemes will have less of an influence. This will increase the certainty and shorten delivery timescales for transport infrastructure schemes.

Continued

Continuation 3
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Action Plan

- 11.0 It is noted that the Action Plan identifies schemes 'necessary' to deliver both the Cambridgeshire and Peterborough Long Term Transport Strategies, including schemes that are required to directly support the delivery of major development allocations in current and emerging Local Plans to 2031 (Huntingdonshire 2036). The identification of specific schemes, delivery timescales and indicative costs is an important step forward and this exercise should have been undertaken to inform the spatial strategy of the emerging Local Plans. Notwithstanding this point, Figures 4.2 to 4.3 provide helpful information on delivery timescales and scheme costs. Figures 4.2 and 4.3 identify the A14 Cambridge to Huntingdon improvement scheme to be delivered by 2019. Due to the complexity of the scheme, we consider that a more realistic delivery timescale for the project is 2022/2023 for the reasons previously outlined in CEG's representations to the Cambridge City and South Cambridgeshire Local Plans dated September 2013.
- 12.0 For the schemes identified to support major development allocations in the Cambridge area, we agree that the majority of schemes can feasibly be delivered by 2020. Before these schemes can be adopted within the LTTS as a policy framework, however, we consider that further technical evidence is required to demonstrate that the schemes are 'necessary', 'justified' and 'effective' (including an assessment of affordability and 'value for money') and hence sound in accordance with the principles of NPPF Para 182..
- 12.0 Under 'Northstowe' development we note that the delivery timescale for the access roads and busway loop is 'to be determined' and the A14 delivery by 2019 is simply not realistic. The uncertainty over delivery timescales for the Northstowe transport infrastructure needs to feed into the testing of the emerging Local Plans and reinforces the prematurity point of CCC adopting LTTS as a policy framework in the summer of 2014.
- 13.0 Under the 'Waterbeach' development we agree with the delivery timescales of mid to late 2020s and note the indicative total costs of some £162 million. For Bourn Airfield and Cambourne development, it is noted that A428/A1198 Caxton Gibbet junction improvements are identified but the timescale and costs are to be determined.
- 14.0 In April 2014, the Highways Agency published a 'Felixstowe to the Midlands' Route Strategy Evidence report that includes the A428 corridor. The route strategies will be used to identify investment needs for the strategic road network for the period April

Continued

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2015 to March 2021. However, further substantial work will be required on scheme proposals post-identification of investment needs. In practice, subject to an investment need being identified, scheme design and delivery is likely to take place post 2021 as the A14 case study clearly illustrates. Therefore, firstly there is no certainty that an investment need will be identified and secondly, should a need be identified, delivery timescales are likely to be mid to late 2020s at the earliest. We also consider that the delivery timescales of other infrastructure such as A1303 bus priority measures with an indicative cost of £41 million are unrealistic and a more realistic timescale is post 2020.

- 15.0 It is noted that Figure 4.5 identifies further schemes that may be needed in the longer term but which the need for has not yet been established. The schemes identified include 'Cambridge orbital highway capacity' and highway capacity between Babraham Road and Cherry Hinton. It is important that the longer term schemes should not compromise opportunities for development on the edge of Cambridge and therefore this point should be reflected in the LTTS.

Funding Our Strategy

- 16.0 It is noted on page 5-1 that the LTTS acknowledges that securing funding to deliver the Strategy may be difficult and will be challenging. An important element of this funding strategy is the City Deal funding that is expected to be delivered in three tranches with the first £100 million available in the five year period from 2015/16 and future tranches will be dependent on the Council and its partners meeting targets that are likely to include growth and transport factors. It is concluded therefore that the LTTS should prioritise City Deal funding to schemes that are deliverable within the first five years such as those identified for the Cambridge area. This strategy will unlock development in the Cambridge area and help it meet growth and transport targets and hence, increase the chances of securing the second and third tranches of City Deal funding. It is therefore an important factor that the LTTS is not adopted at this stage but it should be influencing the Spatial Strategy of the emerging Plans to reflect secured funding streams.
- 17.0 Page 5-3 acknowledges that future funding through the Local Growth Fund (LGF) will be subject to competing against other schemes at a national level and demonstrating a case of value for money, delivery and risk. The LGF is a much higher risk funding strategy than the City Deal and this aligned with the higher risk schemes associated with development outside of Cambridge, such as Waterbeach Barracks, in our view reinforces the case for a spatial strategy that prioritises lower risk delivery of

Continued

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development in the Cambridge area and for the LTTS to inform and align with the emerging Local Plans.

Summary

- 18.0 In summary we support the principles of the LTTS objectives and it is an important step forward that it identifies scheme costs and delivery timescales. However, we also consider that there should be a greater emphasis in these objectives on promoting development in sustainable locations as this will be critical in achieving a sustainable strategy. We consider however that before the LTTS can be adopted further evidence is required to support the policy framework and to demonstrate its soundness for use as a decision making tool. Furthermore we consider the role of the LTTS should be to inform the emerging Cambridge City and Cambridgeshire Local Plans as part of an up to date evidence base and vice versa. For these reasons it is considered premature for CCC to adopt the LTTS as policy before the soundness of the Cambridge City and South Cambridgeshire Local Plans have been tested.
- 19.0 It is noted that the draft LTTS confirms that CCC consider that schemes associated with development sites that may come forward in Cambridge can be delivered in the early stages of the Plan period whereas infrastructure associated with development outside Cambridge such as Waterbeach are dependent upon schemes that are costly and complex with delivery timescales of mid to late 2020's with a high degree of uncertainty.
- 20.0 For these reasons we conclude that the transport schemes identified for the Cambridge areas subject to being supported by a more detailed evidence base are prioritised in the LTTS to reflect secured funding through the City Deal and the emerging LTTS should influence and be aligned more closely with the emerging local plans as the spatial development strategy is critical to the success of the LTTS meeting its sustainable objectives. Hence the LTTS should be updated and amended accordingly and it is not considered to be at a stage suitable for adoption by CCC in the summer of 2014 on prematurity grounds.

Yours Sincerely



David Bell

Appendix 3



Greater Cambridge City Deal

Graham Hughes

Executive Director, Cambridgeshire County Council

18th September 2014

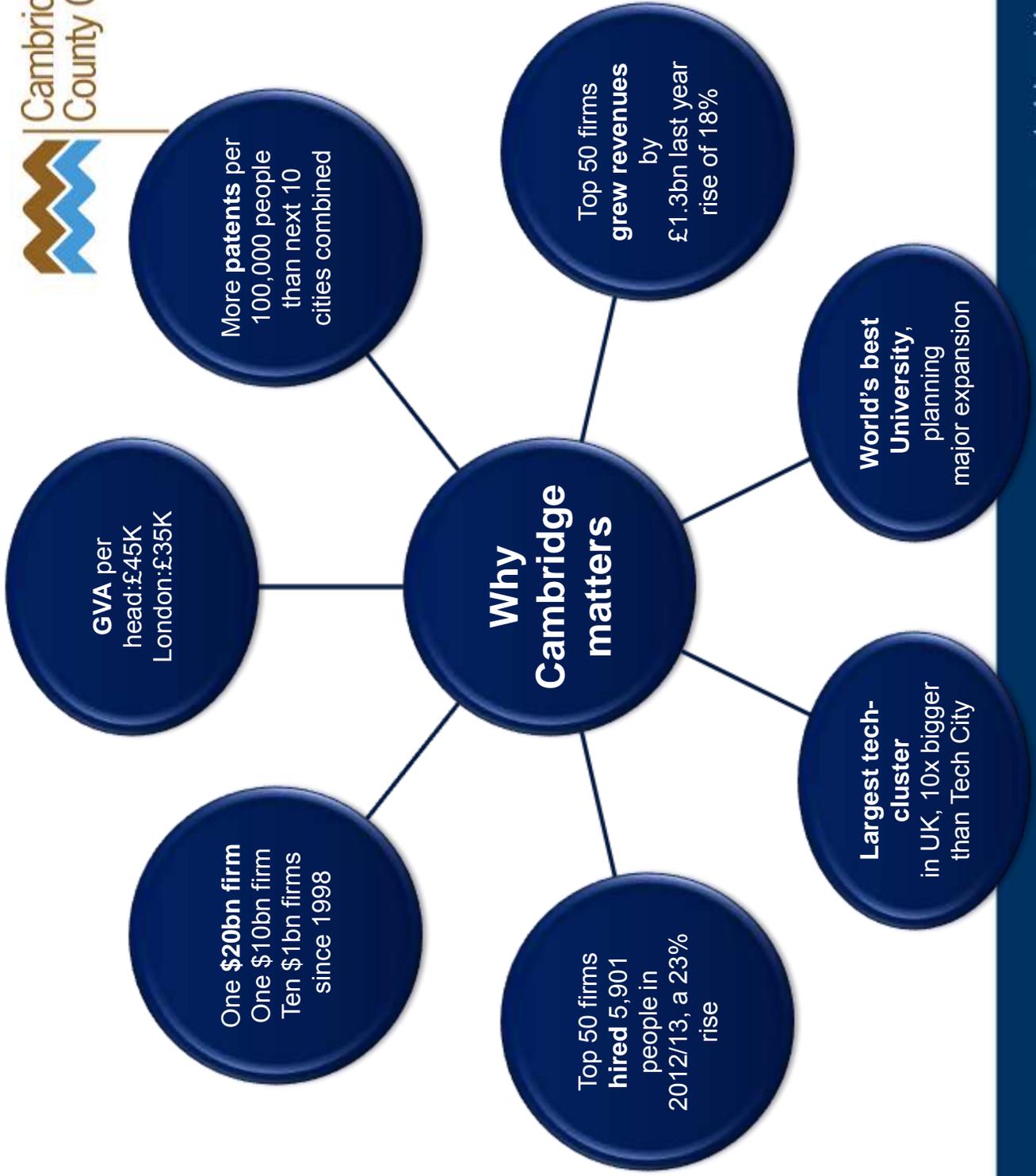


Background

- ◆ ‘Unlocking Growth in Cities’ white paper introduced City Deals in December 2011
- ◆ Devolution of funding and powers
- ◆ Greater Cambridge was invited to submit a ‘Second Wave’ proposal in summer 2012
- ◆ Expression of Interest - January 2013
- ◆ Extensive negotiation process
- ◆ Deal announced in 2014 Budget statement

Objectives

- ◆ Address barriers to growth
- ◆ Unleash the next wave of the ‘Cambridge Phenomenon’
- ◆ Ensure that Greater Cambridge is able to keep competing on an international stage
- ◆ Cambridge not Bangalore or Boston
- ◆ We set out to achieve a revolution in local government finance



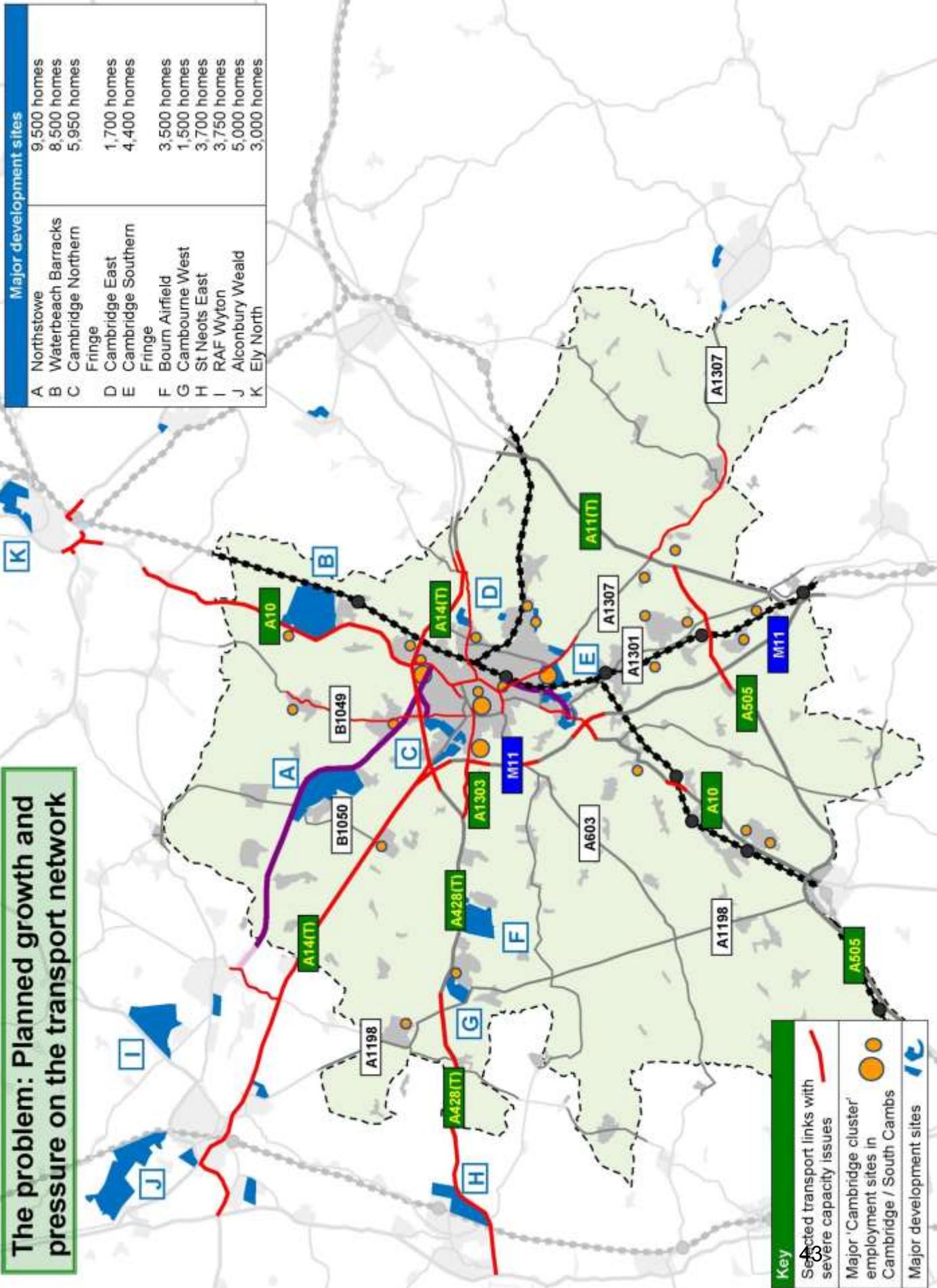
The local proposal



- ◆ Borrowing to invest in transport infrastructure
- ◆ Re-paid through 'Gainshare'
- ◆ Increase Housing Revenue Account (HRA)
debt cap by cumulative £200m
- ◆ Skills spend to meet local employers' needs
- ◆ Closer governance framework

The problem: Planned growth and pressure on the transport network

Major development sites	
A	Northstowe 9,500 homes
B	Waterbeach Barracks 8,500 homes
C	Cambridge Northern Fringe 5,950 homes
D	Cambridge East Fringe 1,700 homes
E	Cambridge Southern Fringe 4,400 homes
F	Bourn Airfield 3,500 homes
G	Camboorne West 1,500 homes
H	St Neots East 3,700 homes
I	RAF Wyton 3,750 homes
J	Aiconbury Weald 5,000 homes
K	Ely North 3,000 homes



Key

- Selected transport links with severe capacity issues
- Major 'Cambridge cluster' employment sites in Cambridge / South Cambs
- Major development sites

Gainshare



Invest in infrastructure

Unlock growth



Generate tax revenue



Repay borrowing

GREATER CAMBRIDGE

GOVERNMENT

The Deal

- ◆ Not quite what we asked for!
- ◆ £500m for transport, payable in 3 tranches
 - ◆ Tranche 1: £100m 2015-20
 - ◆ Tranche 2: Up to £200m 2020-25
 - ◆ Tranche 3: Up to £200m 2025+
- ◆ Triggers based on economic assessments
- ◆ Aligns with other local capital investment plans to support growth

The Deal

- ◆ Housing
 - ◆ Government did not agree to our proposal to increase Housing Revenue Account debt cap
 - ◆ Possibility of forming a Joint Venture to deliver affordable housing
- ◆ Skills – spending in Greater Cambridge to be tailored towards local needs, including the creation of new apprenticeships
- ◆ Changes to be made to local governance

Governance

- ◆ Propose to form a Combined Authority (pending legislative changes), with an interim Joint Committee until then
- ◆ Ultimately sharing certain strategic planning and transport powers and funding
- ◆ Executive Board and Assembly model

Fiscal Freedom and Devolution?

- ◆ No! City Deal is effectively just grant
- ◆ No significant change to processes
- ◆ Hasn't changed the local finance rules
- ◆ Treasury still firmly in control
- ◆ District Councils still prevented from further investment in housing
- ◆ Doesn't reflect our real needs

Fiscal Freedom and Devolution?

- ◆ Greater freedom = greater growth
- ◆ Cambridge – above average GVA
- ◆ Potential for national benefit
- ◆ Investment levels will hold this back
- ◆ Gainshare – 10:1 ratio tax to investment
- ◆ However, current Treasury approach wont deliver what we need
- ◆ What next?

Questions?

Appendix 4

Housing Completion Projectory (Ref: SCLP Housing Trajectory (SCLP Figure 3, p39), updated by reference to the SDCD Annual Monitoring Report 2012-2013 (February 2014, Figure 4.7, p31)

	Strategic New Settlement Sites												Total					
	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	Total
Northstowe	0	64	230	254	333	400	400	400	400	400	400	400	400	400	400	400	400	5681
Waterbeach New Town	0	0	0	0	0	0	0	0	0	0	0	0	0	100	200	300	400	1400
Bourn Airfield New Village	0	0	0	0	0	0	0	0	60	100	220	220	220	220	220	220	220	1700
Cambridge West	0	0	30	70	100	100	150	150	150	150	150	150	100	0	0	0	0	1200
Projected Completions Total	0	64	260	324	433	550	550	550	610	650	770	770	720	820	920	1020	1020	9981
Cumulative total	223	287	547	871	1304	1854	2404	2954	3564	4214	4984	5704	6424	7244	8164	9184	10204	

ID5 Appendix C Reference	Scheme	Infrastructure Costs	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	Total
60	A14 Ellington to Milton Improvements ¹	£1,500,000,000																		
n/a	Oakington Bypass (Northstowe) ²	£15,000,000																		
n/a	Northstowe Access Works ³	£6,000,000																		
1001	Busway Extension to Northstowe ²	£10,000,000																		
1006	L1000 space P&R at Waterbeach ³	£12,000,000																		
1004	Milton Road bus lane ³	£29,000,000																		
1004	A14/A11 Milton interchange works, including free flow slips between A10 north and A14 west ³	£86,000,000																		
1000	A2 platform 12 carriage railway station to serve Waterbeach village and the new town at Waterbeach Barracks ²	£42,000,000																		
1003	Dual carriageway, Waterbeach Barracks (Cambridge Research Park) to A14 Milton Interchange ³	£79,000,000																		
1002	8-10 km segregated busway - from new station to town centre and on to north Cambridge, with spur to Park and Ride Site ³	£125,000,000																		
1005	High quality pedestrian and cycle links to Cambridge and surrounding villages ³	£16,000,000																		
1502	Relocated railway station ³	£20,000,000																		
1008	A1303 inbound bus priority, A428 to M11 in Camboorne West, Camboorne and Bourn Airfield ³	£14,000,000																		
1009	A1303 Reaingley Road inbound bus priority, M11 to Queens Road in Camboorne and Bourn Airfield ³	£31,000,000																		
1010	1000 space Park & Ride site, Bourn Airfield/Camboorne area ³	£12,000,000																		
1007	Busway bus priority links from the A428/A1398 Caxton Gibbet junction through West Camboorne, Camboorne and Bourn Airfield, linking to the A1303 at its junction with the A428 ³	£30,000,000																		
1011	High quality pedestrian and cycle links to Cambridge and surrounding villages (Camboorne West, Camboorne and Bourn Airfield) ³	£10,000,000																		
	Total (Excluding A14 scheme)	£597,000,000																		

1 Infrastructure Costs taken from Highways Agency Website - A14 Cambridge to Huntingdon Improvement Scheme
 2 Infrastructure Costs taken from Table 6 Traffic Management and Infrastructure Assessment Note prepared by Bryan G Hall at Appendix F of Cambridge South East, Transport Evidence Base Appendices dated September 2013
 3 Infrastructure Costs taken from Cambridge and South Cambridgeshire Infrastructure Delivery Study Update (Final Report - Amended) dated August 2013 prepared by PBA

Key
 Estimated Earliest Opening dates of Transport and Access Infrastructure taken from Cambridge and South Cambridgeshire Infrastructure Delivery Study Update (Final Report - Amended)

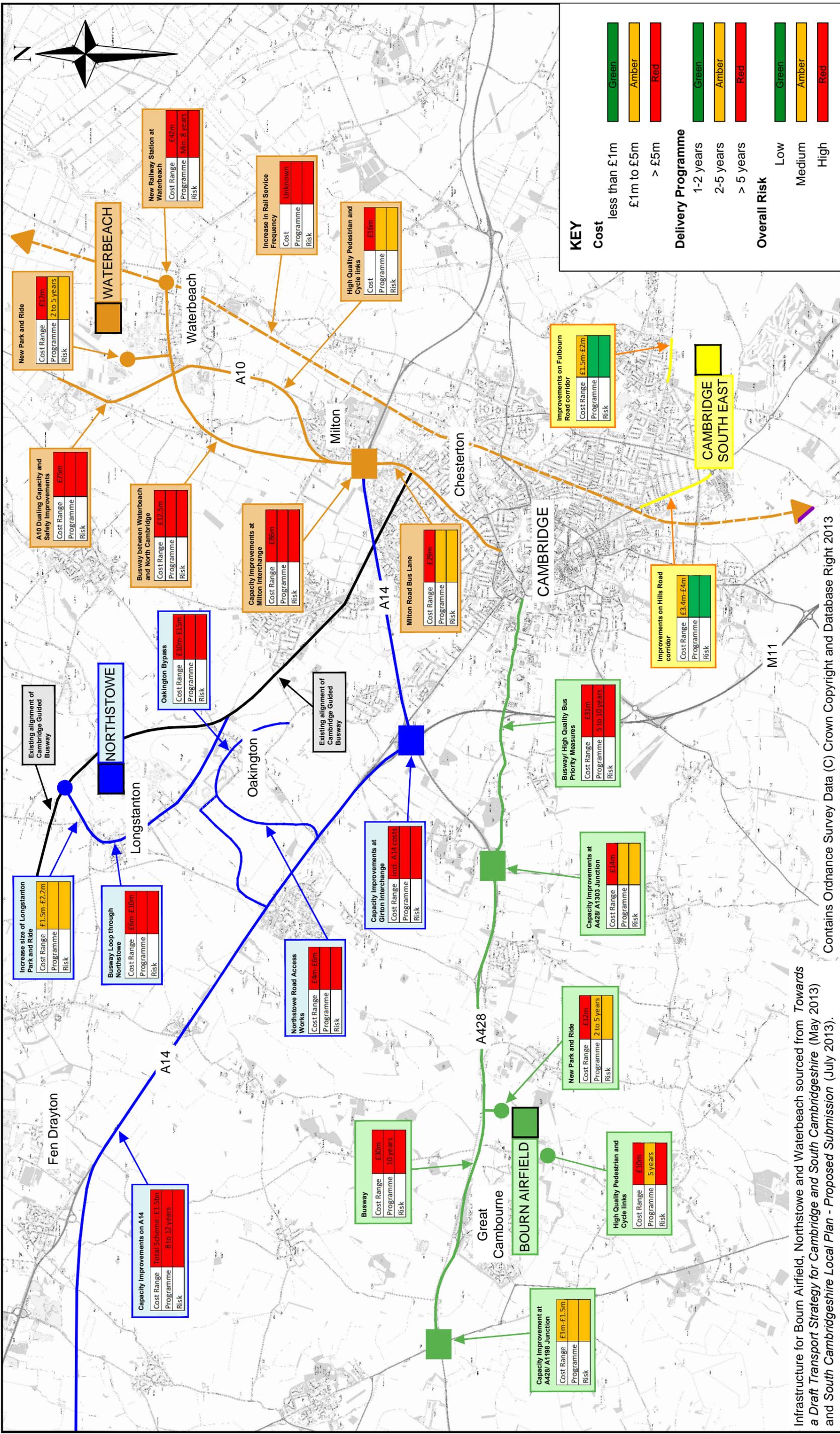
- Schemes required to support major development allocations at Northstowe that come forward before the trigger point
- Schemes required to support major development allocations at Waterbeach that come forward before the trigger point
- Schemes required to support major development allocations at Camboorne West and Bourn Airfield that come forward before the trigger point
- Schemes required to support major development allocations at Northstowe that come forward after the trigger point
- Schemes required to support major development allocations at Waterbeach that come forward after the trigger point
- Schemes required to support major development allocations at Camboorne West and Bourn Airfield that come forward after the trigger point

Estimated Housing Completion Trigger Points for supporting Transport and Access Infrastructure based upon development requiring planning permission adding greater than 30 two-way vehicle trips per hour to the network with severe capacity constraints⁴
 30 two way trips is the threshold above which it is recommended a Transport Assessment is carried out (Ref: Department for Transport - Guidance on Transport Assessment)

⁴ Pg 42 Of Appendix 3

Northstowe Waterbeach Camboorne West & Bourn Airfield
 * Further explanatory text to this table is provided in paras 2.6 to 2.12 of Matter 5 Statement

Appendix 5



Infrastructure for Bourn Airfield, Northstowe and Waterbeach sourced from *Towards a Draft Transport Strategy for Cambridge and South Cambridgeshire* (May 2013) and *South Cambridgeshire Local Plan - Proposed Submission* (July 2013).

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Rev: A	Amendment: Updated to reflect IDS update (final report amended) August 2013	RD	DB	Date: 10/10/2014
Job No: 12-167	Drawn: RD	Checked: DB	Date: 19/09/2013	
Scale: NTS	Drawing No: 12-167-TR-001		Revision: A	

Client: CEG LAND PROMOTIONS LTD

Project: CAMBRIDGE SOUTH EAST

Figure ES3
MAIN TRANSPORT INFRASTRUCTURE IDENTIFIED IN IDS TO SUPPORT DEVELOPMENT AT ALTERNATIVE STRATEGIC SITES

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