



To: Executive Councillor for Planning and Climate Change:
Councillor Tim Ward
Report by: Simon Payne Director of Environment
Relevant scrutiny Environment 14/5/2013
committee: Scrutiny
Committee
Wards affected: All Wards

A14 UPGRADE Non Key Decision

1. Executive summary

- 1.1 On 3 April 2013 members requested a special Environment Scrutiny Committee meeting to discuss the latest proposals for improvements to the A14 Scheme.
- 1.2 On 18 April 2013 Full Council debated a request from Cambridgeshire County Council for a financial contribution towards the cost of the proposed A14 Upgrade Scheme when it was resolved to abstain from making a funding contribution to the A14 and to continue contributing what funds the Council can make available providing for public transport and cycling within the city to help mitigate the impact of significantly easier commuting into the city, in particular by starting a "Keep Cambridge Moving Fund".
- 1.3 The report sets out the background to the debate at Full Council and also identifies key issues that will need to be taken forward through formal processes of the scheme. The report also sets out a process for considering the establishment of a 'Keep Cambridge Moving' Fund.

2. Recommendations

The Executive Councillor is recommended to:

1. Note the decision of Full Council on the scheme.
2. Agree the process set out in this report for future work in relation to the A14 Upgrade Scheme and the 'Keep Cambridge Moving Fund'.

3. Background

3.1 Request for this Report

- 3.1.1 On 3 April 2013 Councillors Herbert and Marchant-Daisley requested, under Council Procedure Rules 43 - special meetings of committees, that the City Council organise a special meeting of the Environment Scrutiny Committee at the

earliest practical opportunity to scrutinise the latest proposed plan for major improvements to the A14, particularly its benefit for, and impacts on, Cambridge and the Cambridge area including planned elements and design including additional local roads within 10 miles of the city, and measures including:

- § additional park and ride capacity;
- § traffic generation and any changes from the county's future forecasts;
- § relationship to current and planned housing delivery, and the Local Plan targets for both the city and South Cambridgeshire ; and
- § economic benefits and proposed funding, and the City and other Council responses.

3.2 Consideration by Full Council

3.2.1 Since that request for the special meeting the Full Council discussed the informal approach by the County Council requesting a financial contribution to the A14 scheme. The approach had been made by the County Council Leader to the leaders of various local authorities as an invitation to contribute. The attached presentation (Appendix 1) was prepared by officers of the County Council to support the request for a contribution.

3.2.2 Full Council on 18 April 2013 passed the following Motion:

- (i) After many years of talking about it, the government is set to proceed with improvements to the A14;
- (ii) Unprecedentedly for a key element of national infrastructure, the government has invited local councils to contribute to the funding of the scheme;
- (iii) Our transport authority, the County Council, has approached councils within Cambridgeshire requesting contributions, based on future payback from the financial gain that will accrue to them from unlocked development.

Council regrets that

- (i) The proposed A14 scheme is not based on our own case for faster, targeted safety improvements on the road combined with much more investment in east-west rail;
- (ii) The funding proposition is not accompanied by any opportunity to influence the design of the scheme and the project does not at this stage comprise any plans to address congestion within the city;
- (iii) The County Council has tried to impose on all councils a funding proposition that is only relevant to some of them.

Council believes that

- (i) The A14 upgrade is nevertheless likely now to happen and that it will bring some economic benefits to the city region, which it welcomes;
- (ii) Future funds will however not accrue to the City Council arising from the scheme, invalidating the County Council's payback proposition in our case;

- (iii) In addition to the advantages, the broader impact of the scheme is likely to bring additional pressure on traffic congestion within the city itself.

Council resolves to

- (i) Abstain from making a funding contribution to the A14 upgrade, based on the failure of the payback mechanism in the case of the City Council;
- (ii) Continue contributing what funds it can make available as a non-transport authority, towards providing for public transport and cycling within the city to help mitigate the impact of significantly easier commuting into the city, in particular by starting a "Keep Cambridge Moving Fund" enabling future partnering with the County Council on agreed measures.

3.3 Planned Elements and Design

- 3.3.1. The background to the A14 upgrade scheme and the current position is set out in Appendix 2.

3.4 Additional Park and Ride Capacity

- 3.4.1 As part of the public transport package of improvements in the A14 study, a new park and ride site (of as yet undefined capacity) is proposed at Alconbury. This is forecast to attract 60 vehicles in the morning (three hour period) in 2031, assuming a dedicated bus service between the site and central Cambridge. The forecasting reported in the "A14 Study: Output 3 Package Testing and Appraisal Report" indicates that the public transport package as a whole results in only a modest (1-2%) increase in net public transport demand in the study area. This 150 passengers equates to the removal of 120 vehicles (less than 1%) in the morning peak three hour period from the A14. The expectation is that the capital costs of the new park & ride facility would be funded through devolved Local Authority Major Scheme funding and/or contributions from the Local Enterprise Partnership and developers.

3.5 Traffic Impact

- 3.5.1 All of the six highway options in the study increase A14 capacity and so, as would be expected, traffic flows on the A14 would increase. There are two reasons for this:

- Reduced delays on the A14 make the route more attractive and so traffic re-routes from the surrounding road network to the A14;
- The general effect of congestion suppressing demand for road travel is reduced, i.e. more trips by road are made as congestion is reduced

- 3.5.2 Table 7 of the A14 Study: Output 3 Package Testing and Appraisal Report indicates an increase in flows (just north of Trinity Foot) in 2031 morning peak hour of around 20%.

- 3.5.3 Table 10 (Appendix 3) of the report shows the predicted changes in 2031 morning peak flows on key routes in Cambridge, and on a cordon drawn around the urban area, as a result of the transport schemes. It is careful to say that localised results should be treated with caution but identifies:

- A reduction in through-traffic through Cambridge;
- Increased traffic on Histon Road and Milton Road;
- Transfer of trips from local onto strategic roads (A14 and M11);
- Reduced traffic on Huntingdon, Newmarket, Barton and Madingley Roads;
- No change on Hauxton Road;
- Little (< 1%) overall change in traffic across the whole cordon

3.5.4 Further dialogue with the County Council about some of these reported results is needed to understand them more fully and identify if such impacts could be realised, especially increased traffic flows on Histon and Milton Roads, which are already perceived to be operating at or close to capacity during peak periods. Both the County Council and the Department for Transport have been asked repeatedly for the details of the modelling so that the results can be scrutinised fully. When these details are available then the City Council would wish to do this detailed analysis so that it is clear why traffic levels on certain radial routes decline even with the additional capacity on the upgraded A14.

3.6 Housing Targets and Relationship to Local Plans

3.6.1 The current housing targets for Cambridge City Council are set out in the 2006 adopted Cambridge Local Plan and are 12,500 between 2006 – 2021. The Local Plan does not have a specific policy on the A14 and none of the allocations in the Local Plan are directly contingent on an upgrade of the road. The position with the adopted South Cambridgeshire Core Strategy 2007 is that the housing target is 20,000 by 2016, of which 8,000 new houses at Northstowe are linked to the delivery of improvements to the A14. The adopted South Cambridgeshire Local Development Framework includes reference to the need for capacity improvements to the A14 linked to specific housing allocations.

3.6.2 Clearly these Development Plans are currently under review and consultation drafts are due to be published this summer. In the case of the Cambridge Local Plan the plan is due to be considered by Environment Scrutiny Committee on 10 June 2013.

3.7 Proposed Funding and Economic Benefits

3.7.1 The capital scheme cost of the Option 5 highway elements is £895m at 2011 prices and the County Council is currently in a dialogue with several local authorities about the possibility of contributions and an officer of the County Council has agreed to attend the Environment Scrutiny Committee to provide an update on the contributions issue.

3.7.2 There are no allocated sites in the Cambridge Local Plan that are contingent on the A14 upgrade, and the links to the allocated sites in South Cambridgeshire are described above. It should be noted that the wider 'Cambridge Cluster at 50' study reviewed the opportunities for the economy of the broader Cambridge area, with a focus on the high tech cluster. The Final Report noted (para 6.7) that: 'Infrastructure Delivery is vital and the highest priorities are probably the Cambridgeshire Guided Busway and the A14 improvements, both of which have come unstuck for different reasons, together with the development of a new station at Chesterton and the continued delivery of high quality and affordable housing.'

4. Way Forward

- 4.1 Key issues for the City Council in relation to impacts of the scheme on the city will be:
- (a) Impact on traffic flows along radial routes in Cambridge; and
 - (b) The impact on current and future residents of Cambridge, in particular with regards to noise pollution and air quality.
- 4.2 Further work needs to be done on these impacts and to fully understand the implications on the city. In some cases more information about detailed design will influence these impacts.
- 4.3 The timetable going forward is for a Development Consent Order (DCO), targeted for submission between December 2013 and June 2014. In relation to the formal processes around the A14 scheme design and implementation (for example the detailed design of the Girton Interchange), both before submission of and after the Order there will be opportunities for the City Council to be involved in the development of the scheme.
- 4.4 There is likely to be a Public Inquiry (some 12 –18 months after the DCO is submitted). It should be noted that work on site is provisionally targeted to begin in 2018.
- 4.5 The opportunities for the City Council to be involved in the A14 scheme development are summarised in the table below.

Stages	When the City Council can get involved	Opportunities
1	Pre-submission of DCO up to Dec 2013	Continue with discussions to shape the Cambridge related elements of the scheme
2	Further Testing of CSRM and Saturn Model	Input into modelling tests to understand greater detail within the City boundary and recommend design changes and/or mitigation measures for inclusion within the scheme
3	Provide comment on Outline Design	Prior to the DCO the City Council can seek to influence the design of the Cambridge Northern Bypass, and junctions
4	DCO process	Provide representations to the DCO process that are productive in delivering a suitable scheme for the region whilst also seeking to address local concerns within the City
5	Provide comment on Detailed Design	Following the DCO decision and during the detailed design stage there may be the ability to discuss emerging designs

- 4.6 It is recommended that officers continue to engage in discussions and negotiations with officers of the County Council and Department for Transport about the design of the scheme to ensure that additional traffic linked to the A14 scheme does not create unacceptable local environmental impacts for the city and that the scheme integrates with the emerging sustainable transport strategy for the city. The City Council will consider making formal representations at the Development Consent Order stage and will report to this Scrutiny Committee recommending an appropriate formal response.
- 4.7 The Full Council motion has given a commitment for the authority to establish a 'Keep Cambridge Moving Fund' to support additional public transport and cycling provision within the city to help mitigate the impact of significantly easier car commuting into the city (it should be noted that the City Council has invested over £2m in sustainable transport or access schemes during the last three financial years).
- 4.8 At this stage the scale, timing and detailed nature of the 'Keep Cambridge Moving Fund' investment has yet to be agreed. It is, however, expected that the Fund would comprise a seven figure sum to be accumulated over a number of years and it is therefore appropriate that provision for this level of expenditure is considered during the forthcoming 2013 Medium Term Strategy of the City Council for consideration at the Strategy and Resources Scrutiny Committee in the autumn. A more detailed report on proposals for the Fund would then be brought to this Scrutiny Committee in the later in 2013/14.

5. Implications

5.1 Financial Implications

- 5.1.1 The precise extent of the 'Keep Cambridge Moving Fund' has yet to be determined and will be subject to further consideration through the Medium Term Strategy process.

5.2 Staffing Implications

- 5.2.1 None

5.3 Equal Opportunities Implications

- 5.3.1 Any projects arising from the 'Keep Cambridge Moving Fund' will be subject to an Equality Impact Assessment.

5.4 Environmental Implications

- 5.4.1 The City Council has concerns about the impact the proposed scheme will have on carbon emissions in Cambridge and the sub region. The limited carbon emission data available in the 'A14 Study: Output 3' report confirms that, due to enabling higher speeds on the A14, the preferred Scheme Options would "lead to an increase in CO2 emissions" and therefore the scheme has to be assessed as 'adverse' to policies aimed at reducing greenhouse gas emissions and the impact of Climate Change. This means that any future targets the City Council has to meet with regards to carbon emission reductions (as detailed in the Cambridge

Climate Change Strategy and Action Plan) are likely to be more difficult to achieve if the scheme goes ahead.

5.4.2 Changes in carbon Dioxide (CO₂) emissions, relative to each A14 option, are shown below in Table 18 of the 'A14 Study: Output 3' report. The preferred Option identified within Output 3 is Option 5.

Table 18. Change in carbon dioxide (CO₂) emissions (compared to Do-Minimum, 2031, million tonnes per annum)

Highway option	CNB	HV	Light vehicles	Heavy vehicles	All vehicles
1	Yes	Retained	+1.50	+0.05	+1.55
2	No	Removed	+8.43	+5.86	+14.29
3	Yes	Removed	+9.65	+6.07	+15.71
4	Yes	Retained	+7.16	+3.70	+10.86
5	Yes	Retained	+5.73	+2.40	+8.13
6	Yes	Removed	+12.46	+7.63	+20.09

5.4.3 Proposals that form part of the Keep Cambridge Moving Fund will have a high positive impact on climate change.

5.5 Procurement

5.5.1 Any projects arising from the 'Keep Cambridge Moving Fund' will be subject to the City Council's Procurement Strategy.

5.6 Consultation and communication

5.6.1 Any projects arising from the 'Keep Cambridge Moving Fund' will be subject to consultation processes.

5.7 Community Safety

5.7 These proposals are intended to have a neutral impact on Community Safety.

6. Background papers

6.1 These background papers were used in the preparation of this report:

A14 Study: Output 3 Package Testing & Appraisal Report November 2012
 Cambridge Cluster at 50. The Cambridge Economy: Retrospect and Prospect.
 Final Report to EEDA and partners. March 2011.

7. Appendices

- a. Presentation by County Council Officers to A14 Summit, 7 February 2013
- b. A14 Upgrade Scheme Overview and Current Position
- c. A14 Percentage Change in Traffic Flows on Key Roads

8. Inspection of papers

To inspect the background papers or if you have a query on the report please contact:

Author's Name:	Simon Payne
Author's Phone Number:	01223 - 458517
Author's Email:	simon.payne@cambridge.gov.uk