



**CAMBRIDGESHIRE  
& PETERBOROUGH**  
COMBINED AUTHORITY

**JAMES PALMER**  
CAMBRIDGESHIRE &  
PETERBOROUGH MAYOR

## **COMBINED AUTHORITY BOARD**

**Date: Wednesday, 29 January 2020**

**10:30 AM**

**Democratic Services**  
Dermot Pearson  
Interim Monitoring Officer

The Incubator  
Alconbury Weald  
Cambridgeshire  
PE28 4WX

**Council Chamber, The Grange, Nutholt Ln, Ely CB7 4EE**  
**[Venue Address]**

## **AGENDA**

**Open to Public and Press**

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**Minutes of the meeting on 27 November 2019**

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Arrangements for public questions can be viewed in Chapter 5, Paragraphs 18 to 18.16 of the Constitution which can be viewed here  
- [Cambridgeshire and Peterborough Combined Authority: Constitution](#)

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The Combined Authority Board comprises the following members:

Mayor James Palmer

Councillor Anna Bailey

Councillor Chris Boden

Councillor Steve Count

Councillor Ryan Fuller

Councillor Lewis Herbert

Councillor John Holdich

Councillor Bridget Smith

Austen Adams

Jess Bawden

Councillor David Over

*For more information about this meeting, including access arrangements and facilities for people with disabilities, please contact*

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The Combined Authority is committed to open government and members of the public are welcome to attend Committee meetings. It supports the principle of transparency and encourages filming, recording and taking photographs at meetings that are open to the public. It also welcomes the use of social networking and micro-blogging websites (such as Twitter and Facebook) to communicate with people about what is happening, as it happens.



Public speaking on the agenda items above is encouraged. Speakers must register their wish to speak by making a request in writing to the Monitoring Officer (Dermot Pearson) no later than 12.00 noon three working days before the day of the meeting at [dermot.pearson@cambridgeshirepeterborough-ca.gov.uk](mailto:dermot.pearson@cambridgeshirepeterborough-ca.gov.uk). The request must include the name, address and contact details of the person wishing to speak, together with the full text of the question to be asked.

For more information about this meeting, please contact Richenda Greenhill at [Richenda.Greenhill@cambridgeshire.gov.uk](mailto:Richenda.Greenhill@cambridgeshire.gov.uk) or on 01223 699171.





**Agenda Item No: 1.2**

**CAMBRIDGESHIRE & PETERBOROUGH COMBINED AUTHORITY: MINUTES**

**Date:** Wednesday 27 November 2019

**Time:** 10.30am – 1:15pm

**Venue:** Open Area, Cambridgeshire and Peterborough Combined Authority (CPCA), Incubator 2, The Boulevard, Alconbury Weald, Enterprise Campus, Huntingdon, Cambridgeshire PE28 4XA

**Present:** J Palmer (Mayor)

Councillors A Bailey – East Cambridgeshire District Council, C Boden – Fenland District Council, S Count - Cambridgeshire County Council, R Fuller – Huntingdonshire District Council, L Herbert – Cambridge City Council, J Holdich – Peterborough City Council and B Smith – South Cambridgeshire District Council

A Adams – Interim Chair of the Business Board

**Co-opted Members:** J Bawden (Clinical Commissioning Group) (till 12:30pm) and Councillor D Over (Vice Chairman, Cambridgeshire and Peterborough Fire Authority)

**445. ANNOUNCEMENTS, APOLOGIES AND DECLARATIONS OF INTEREST**

There were no Mayoral announcements due to the proximity to the general election.

Apologies were received from Councillor G Bull (substituted by Councillor R Fuller). The Mayor noted that Councillor Bull had stepped down as Leader of Huntingdonshire District Council. He expressed his thanks to Councillor Bull for his diligence and calm and assured presence in his role as a member of the Combined Authority Board and the Chair of the Housing and Communities Committee. The post of Police and Crime Commissioner was vacant so no substitution was permissible. The Acting Police and Crime Commissioner would take up the role of co-opted member of the Board on their appointment.

There were no declarations of interest.

**446. MINUTES – 30 OCTOBER 2019**

The minutes of the meeting on 30 October 2019 were agreed as a correct record and signed by the Mayor. Councillor Smith clarified that there were currently community land trust groups in South Cambridgeshire, but that they had not yet built any houses.

**447. PETITIONS**

No petitions were received.

#### **448. PUBLIC QUESTIONS**

No public questions had been received, but a number of questions had been raised by the Overview and Scrutiny Committee. These would be taken when the relevant agenda item was reached.

#### **449. FORWARD PLAN**

The Forward Plan was published on the Combined Authority website and updated regularly. Board members were reminded that if there were any Executive Committee which they considered should be dealt with by the Combined Authority Board they could request that this be considered and voted on. No requests were made.

It was resolved to:

approve the Forward Plan

#### **450. PERFORMANCE REPORT**

The report set out proposals regarding the content and format of future reports. It had been a year since the Board had agreed the current format and the changes proposed reflected the new decision-making role of the Executive Committees. Performance information would be submitted regularly to the relevant Executive Committee whilst the Combined Authority Board would continue to receive RAG rating data on its 17 key projects.

Councillor Smith asked how and when key growth outcomes would be measured. She further asked why the separate exempt report containing a breakdown of projects rated red or amber was not made public and whether this reduced opportunities for openness and transparency. The Director of Delivery and Strategy stated that growth outcomes would include GVA, jobs and housing in addition to the comprehensive detail contained in each business case. The exempt report often contained commercially sensitive information relating to relationships with partners and contractors. The Board had previously taken the view that it was not appropriate to place that information in the public domain.

On being proposed by the Mayor, seconded by Councillor Holdich, it was resolved unanimously to:

Note and approve proposed changes to the Performance Reporting process.

#### **451. ASSURANCE FRAMEWORK**

The Combined Authority Board and Business Board had both approved the Assurance Framework at their respective meetings in May 2019. Further discussions had since taken place with Government and the amended Framework was submitted for approval. Additional detail around the two Board's decision-making processes had been included to provide greater assurance to Government. More information around increased flexibility on Benefit Cost Ratios (BCR) for transport schemes had also been included which made clear that there might be strategic reasons for funding projects with a lower BCR.

Councillor Smith welcomed the move to what she judged to be a more robust Assurance Framework. She asked whether the changes made at paragraph 3.4.9 of the Framework were consistent with the statement at paragraph 2.3(d) of the covering report. The Interim Monitoring Officer confirmed that this was the case. Councillor Smith further asked about the processes in place to ensure value for money (VFM) and the arrangements for assessment and scrutiny of proposals and projects. Officers stated that it was for the Chief Finance Officer (CFO) to assess VFM statements and to either approve or reject them. This could be done through a business case or an assessment, depending on the complexity of the scheme. The CFO continued to track projects over time and could bring these back to the Board if significant issues arose. Ms Sawyer, Chief Executive, offered to provide the Board with a flowchart setting out the processes relating to business cases and the arrangements by which these were scrutinised. This would also be included in officer training on the revised Assurance Framework.

The Interim Chair of the Business Board stated that the recruitment process for new members of the Business Board was now complete. It had attracted a strong field of candidates and the Business Board had resolved at its meeting on 27 November 2019 to recommend that the Constitution be amended to raise the maximum number of business representatives on the Business Board. This would improve the gender balance of the Board. Two further candidates would be held as reserves to address any churn in membership as the Board continued to evolve. The Interim Monitoring Officer stated that the Constitution currently allowed the Business Board to set its own number of business representatives up to a maximum of 10. The proposal was to increase this to a maximum of 12. The reference to seven business representatives in the Assurance Framework related to the number in post at the time the Framework was last approved. There was sufficient flexibility in the quoracy requirements to accommodate this change in membership if approved.

Councillor Boden stated that he was delighted to hear that the calibre of applicants had been so high and that he was happy to support the proposal to increase the membership, particularly as this would increase the gender diversity of the Board. He expressed the hope that Business Board membership would also reflect geographical and sector diversity and that small business would be adequately represented. The Interim Chair of the Business Board confirmed that the Business Board was fully cognisant of these considerations and commented that he did not feel that the small business sector, of which he was a representative, would feel under-represented.

Councillor Smith commented that it would be helpful for the Combined Authority Board to see details of Business Board membership including who members were, what sectors they represented and what geographical part of the county they covered.

The Mayor, seconded by Councillor Holdich, proposed that the resolution be amended as follows (additional text shown in bold type):

Agree the adoption of the single Assurance Framework as amended to meet the requirements of the Ministry of Housing, Communities & Local Government (the amended Assurance Framework forms the Appendix to this report - amendments are highlighted in bold) **with an additional amendment to paragraph 3.3.33 of the Assurance Framework to replace the word “nine” with the word “fourteen” and the word “seven” with the word “twelve” and to delegate authority to the Monitoring Officer to amend the Constitution accordingly.**

On being put to the vote, the amendment was passed unanimously.

The Mayor moved the amended motion, seconded by Councillor Holdich, and it was agreed unanimously to:

Agree the adoption of the single Assurance Framework as amended to meet the requirements of the Ministry of Housing, Communities & Local Government (the amended Assurance Framework forms the Appendix to this report - amendments are highlighted in bold) with an additional amendment to paragraph 3.3.33 of the Assurance Framework to replace the word “nine” with the word “fourteen” and the word “seven” with the word “twelve” and to delegate authority to the Monitoring Officer to amend the Constitution accordingly.

#### **452. CHANGE TO THE PUBLISHED AGENDA**

The Mayor stated his intention to change the order of the published agenda to take the Draft Budget 2020/21 and Medium Term Financial Plan 2020-2024 as the last item of business to enable that discussion to be informed by decisions on other items on the agenda. There were no objections.

#### **453. £100M AFFORDABLE HOUSING PROGRAMMES SCHEME APPROVALS (NON-GRANT) NOVEMBER 2019 – LINTON ROAD, GREAT ABINGTON**

The Mayor stated that the report contained an exempt appendix and asked whether any member of the Board wished to discuss the information it contained. No member expressed the wish to do so.

The Board was recommended to approve the provision of a loan facility of £5.78m to Linton Road (Great Abingdon) LLP for a scheme to deliver a minimum of 13 housing units. Planning permission had been granted in April 2018, but the developer had been unable to find a complete or reliable source of funding from the market. No less than five affordable housing units would be included in the development and this might be increased to eight affordable housing units if the necessary variation to the planning permission could be obtained. There was also the opportunity to negotiate a profit share of no less than £250k.

Councillor Herbert noted that this was the second large loan proposed to Laragh Homes and expressed the hope that the Combined Authority’s willingness to loan had been advertised to all developers to avoid any perception of favour. He further asked what percentage of the loan was guaranteed, commenting that he would not be happy with the proposal unless a substantial company was offering a 100% guarantee; from which part of the budget the money would come from; and whether, if agreed, this proposal would exceed the money available within the £40m revolving fund. The Director of Housing and Development confirmed that officers were actively talking to a range of developers in addition to more generalised communications around where blockages in the market existed. In his judgement it was appropriate for Laragh Homes to stand as guarantor for the Linton Road (Great Abingdon) LLP for 10% of the cost. If the developer failed the call would fall to the guarantor. If the guarantor failed the Combined Authority would step in, but would have the security of the charge over the land. In his judgement there was a low risk of this happening, but the final judgement would be for the Board. The quantum of loans within the revolving fund exceeded the £40m budget, but cash flow allowed a reasonable headroom on projects as they were delivered over time. This cash flow was monitored by the

Housing and Communities Committee. A 10% guarantee and charge over the land was standard practice. Councillor Herbert stated that he was not happy with this position.

Councillor Boden asked whether the charge over the land was a first charge and whether this information, together with whether there was any fixed or pertinent charge on the guarantor, could be included in future reports. He commented that he would welcome sight of the cumulative projected cash flow and asked how the use of the remaining monies within the £40m revolving fund was being prioritised. Councillor Boden expressed concern that funding was being sought when the private sector had presumably deemed the risk was too great. The Director for Housing and Development confirmed that the Linton Road proposal included a first charge over the land. The aim was to spread the benefit of the £40m revolving fund across the Combined Authority area. If possible, he wished to avoid rejecting suitable proposals whilst funding was available and unused. Banks would typically supply 50%-60% of the equity required by a developer. Developers would then look to a mezzanine lender to fund the balance and the interest rates could be very high, making their proposals unviable. The Combined Authority was able to offer more competitive rates which allowed suitable developments to proceed whilst retaining a 10% guarantee in addition to a charge over the land.

In his capacity as the Lead Member for Finance and Investment, Councillor Count stated that close attention was paid to security when a loan facility was set up. The Board had previously received a report setting out the basis on which it was proposed that loans should be made. This was accepted at that time and set the standard to which officers worked. In addition to the 10% guarantee there was a charge over the land which offered security. Risk was measured against set criteria as required by legislation. A clear commitment had been made to support small and medium sized enterprises and these were the developers most likely to need to look at mezzanine funding. The additional monies generated through the £40m revolving fund meant that the Combined Authority was now building affordable homes in excess of what could have been achieved solely through Government funding and where this would not otherwise have been possible.

Councillor Smith asked whether the proposed development was on green belt land and why the proposals were not considered by the Housing and Communities Committee. The Director of Housing and Development stated that he was not aware of whether the site was on green belt land, but that planning permission had been granted. Housing scheme proposals involving the £60m grant fund went to the Housing and Communities Committee for approval, but investment schemes from the £40m revolving fund required Board approval. Councillor Smith suggested looking again at whether the Housing and Communities Committee should have a role in relation to investment proposals given the knowledge and expertise of its members. The Mayor endorsed this suggestion. Ms Sawyer, Chief Executive, acknowledged this request, but noted that this might raise issues in relation to the speed of decision-making.

Councillor Count commented that his preference would be for investment proposals to continue to be decided by the Board at this stage to raise the profile of the opportunities available to developers. This could be reviewed in due course once the process had become more established.

Councillor Smith further asked whether the reference to £100k Homes in the exempt appendix might be perceived as giving de facto approval to this scheme before it had been considered by the Board. She had taken advice from the Chief Executive in

advance of the meeting to confirm that this question could be raised in public session. The Director of Housing and Development stated that the developer was aware that £100k Homes was something which the Board was considering from discussions at previous Board meetings and had referenced this, but that no commitment to £100k Homes was implied should the Board approve the specific development proposal contained in the report.

Councillor Herbert commented that there was a difference of opinion in relation to the £40m revolving fund. He remained concerned that tying up £40m of the £100m funds available in this way would only deliver a very small number of the 2,000 affordable homes required under the Devolution Deal at a high average cost. He accepted that the money invested in this way would be repaid and could be used to fund future developments, but this would take time and the Devolution Deal required homes to be delivered quickly. He was not against the business model, but commented that housing associations were already in existence and delivering affordable homes.

Councillor Boden commented that the Combined Authority was on track to deliver its commitment to provide 2,000 affordable homes, plus additional affordable housing funded through the money generated by the revolving fund.

Councillor Bailey commented that the Board had the choice of either spending the £100m affordable housing funding once to deliver the 2,000 homes required under the Devolution Deal or to use the revolving fund to finance additional affordable housing in excess of this number at no cost to the tax payer.

The Mayor stated that the Board faced a housing crisis. The options were either to continue to take the same measures to address this as had been tried in the past or to look at different ways of meeting this need. The need for additional affordable housing sat within the context of a wider housing deficit and it was his wish to see as many people as possible able to buy their own homes at affordable prices. The Linton Road proposal would offer between five and eight affordable homes in an area of Cambridgeshire with high property prices. His hope was to see many more similar projects come forward.

On being proposed by the Mayor seconded by Councillor Boden, it was resolved by a majority to:

- a) Approve the provision of a loan facility of £5.78m to Linton Road (Great Abingdon) LLP for a scheme of no less than 13 units based on the heads of terms detailed in the exempt Appendix 1.
- b) Authorise the Director of Housing and Development, in consultation with the Interim Legal Counsel and the Lead Member for Investment and Finance, to conclude any necessary legal documentation to secure the loan, to include taking a charge upon the land.

#### **454. APPOINTMENT OF THE CHAIR OF ANGLE HOLDINGS LTD AND ANGLE DEVELOPMENTS (EAST) LTD**

Following interview, Brian Steward OBE was recommended to the position of Chair of both Angle Holdings Limited and Angle Developments (East) Limited. A copy of his curriculum vitae had been circulated to Board members in advance of the meeting and published on the meeting page of the Combined Authority website.



Councillor Herbert asked about the overhead costs of the two companies. The Director of Housing and Development stated that a proportion of officer costs of around £60k would be charged to the Development Company. This did not include costs relating to the proposed site in Thorney as this was not now going ahead. Other sites were being considered and proposals would be brought forward in due course.

Councillor Boden asked about the extent of overhead costs associated with the limited companies over and above recharges to the Combined Authority. The Director of Housing and Development stated that these costs were minor.

On being proposed by the Mayor seconded by Councillor Fuller, it was resolved by a majority to:

Approve the appointment of Brian Steward OBE as the Chairman of both Angle Holdings Limited and Angle Developments (East) Limited.

#### **455. CLIMATE CHANGE**

The Mayor invited Councillor Dupré, Chair of the Overview and Scrutiny Committee, to share the questions raised by the Committee at its meeting on 25 November 2019.

Councillor Dupré asked how the Commission and its work would align with the work of the constituent authorities and of Cambridgeshire County Council's technical group on air quality. The Overview and Scrutiny Committee noted that Cambridgeshire County Council would publish its pre-consultation Climate Change and Environment Strategy the following month. The Mayor stated that the Commission's terms of reference asked it to provide independent advice addressed to business and the public sector. It would be a matter for the Commission to decide how to take existing and developing public sector plans and strategies into account as evidence, and whether to make recommendations about the content of future plans. The Commission's role was to create a narrative for the whole county to inform the Combined Authority's point of view. This would not replicate the work being done by others, but would provide a more complete picture.

Councillor Dupré asked how the Commission could effectively address the environmental effects of transport when the Local Transport Plan was going to the Combined Authority's Transport Committee in early January and would be considered by the Combined Authority Board at the end of January, given the importance of transport to climate change. The Mayor stated that the Commission's terms of reference asked it to provide independent advice addressed to business and the public sector. It would be a matter for the Commission to decide how to take existing and developing public sector plans and strategies into account as evidence, and whether to make recommendations about the content of future plans. Agreeing the Local Transport Plan or the Local Industrial Strategy now did not prevent them being refreshed in the future to take account of the Commission's findings if that was what the Board wished to do.

Councillor Dupré asked how the Commission would influence the decision-making processes of the Cambridgeshire and Peterborough Combined Authority. The Mayor stated that the Commission's terms of reference asked it to provide independent advice addressed to business and the public sector. It would then be for the Combined Authority to decide whether and how to take into account any recommendations the Commission might make.

Councillor Dupré asked whom the Commission would consult as part of its work. The Mayor stated that as an independent body that would be a matter for the Commission to decide.

Councillor Dupré asked how the Commission would work with the Executive Committees of the Combined Authority. The Mayor stated that this would be a matter for the Commission to decide.

Councillor Dupré asked whether the Commission's interim report would be made available before the pre-election period for the May 2020 elections. The Mayor stated that would be a matter for the Commission to decide, although he noted that local election purdah in 2020 was likely to begin in only 16 working weeks. Given the complexity of the work involved it seemed unlikely that the interim report would be produced in that time.

Councillor Dupré asked how the Combined Authority expected the panel to be recruited and hold its first meeting. The Mayor stated that subject to the Board agreeing to establish a Commission the recruitment of members would begin.

Councillor Dupré asked whether the Combined Authority would appoint a lead officer for climate change. The Mayor stated that climate change was a cross-cutting issue and the management team owned responsibility for acting collectively to ensure that it was reflected in every Combined Authority policy.

The Director of Delivery and Strategy stated that the Combined Authority had a key role to play in relation to climate change. Two fifths of carbon emissions in Cambridgeshire were transport related and as the Transport Authority the Combined Authority had a major role to play on this. A further one fifth related to business emissions. In addition, the Mayor had a convening and advocacy role for the county as a whole. Central Government policies tended to follow a one size fits all approach and it was for the Combined Authority to create an authoritative evidence base to inform its response and demonstrate the particular challenges and opportunities which existed in Cambridgeshire and Peterborough. The area had an abundance of world class academics and entrepreneurs which meant it was exceptionally well placed to respond to the demands of tackling climate change. Following the success of the Cambridgeshire and Peterborough Independent Economic Review (CPIER) model Professor Leslie had approached the Combined Authority with a proposal for a Climate Change Commission. Subject to the Board's approval the Mayor would write to a potential chair to enable work to start as quickly as possible. The Commission would initially be established for a year with an interim report delivered during spring 2020.

Councillor Herbert commented that Cambridge City Council welcomed the initiative. He accepted the recommendation not to have political representatives sitting on the Commission, but expressed the hope that the Commission would be open to listening to the views of all groups and organisations who could reflect the experience in different parts of the county. He further asked about the proposed budget of £125k and expressed the hope of broadening representation if these costs should rise. The Mayor acknowledged these points, noting that the members of the CPIER had represented a broad spectrum of opinion. The budget could be reviewed in the spring if this was considered appropriate when the interim report was received.

Ms Bawden expressed the hope that the Commission's work would take into account work which had already begun in relation to issues such as air pollution to avoid duplication. She noted that the terms of reference contained no reference to the

impact on health and asked whether this important aspect would be addressed in the Commission's work. The Director of Delivery and Strategy stated that there was an expectation that the Commission would draw on the existing evidence base to inform its work and undertook to ensure that the Chair of the Commission was seized of the importance to the Board of the health dimension to climate change.

Councillor Smith suggested a number of individuals and organisations which she felt might usefully contribute to the Commission and its work and expressed the hope that the Commission would tap into the valuable resource offered by those already actively engaged in this area.

Councillor Boden endorsed Councillor Herbert's comments regarding the benefit of obtaining perspectives from across the Combined Authority area and emphasised the value of the Commission engaging in challenging thinking. In his judgement there was a need avoid short-term solutions and to focus on removing fossil fuel dependency from the road transport system. To this end he welcomed the work on hydrogen power options which was suggested in the draft terms of reference. Fenland District Council would welcome the opportunity to input into this work, especially in relation to buses and heavy goods vehicles.

Councillor Count welcomed the proposals. Cambridgeshire County Council had already taken steps to address not only carbon reduction, but also plastic waste and biodiversity. The positive impact on health of reducing vehicle use was a key motivator. He emphasised the need to avoid duplicating existing work and stated that county council officers would engage fully with the Commission's work. Councillor Count acknowledged the comments in relation to hydrogen power options, but commented that positive changes which could be made quickly would have a bigger impact. The electrification of vehicles was at a more advanced stage now than hydrogen technology and he would not want to delay one to wait for the other. It did seem that potentially hydrogen power might be better for heavier vehicles, but the Commission would look at the evidence on this.

On being proposed by the Mayor seconded by Councillor Herbert, it was resolved unanimously to:

- a) Approve the establishment of an Independent Commission on Climate Change with a mandate to report within the next 12 months;
- b) Agree the proposed terms of reference of the Commission set out in the Annex to this paper;
- c) Authorise the chief executive, in consultation with the Mayor, to appoint a chairman and members of the Commission; and
- d) Approve a revenue budget of £125,000 to support the commission's work

#### **456. CHANGE TO THE PUBLISHED AGENDA**

The Interim Chair of the Business Board asked to take Item 4.3: Local Industrial Strategy Delivery Plan – Business Growth Service Outline Business Case as the next item of business as it formed the central pillar of the Business Board strategy. There were no objections.

#### **457. LOCAL INDUSTRIAL STRATEGY DELIVERY PLAN – BUSINESS GROWTH SERVICE OUTLINE BUSINESS CASE**

The Business Board's delivery plan for the Local Industrial Strategy comprised five elements:

- i. a growth coaching service;
- ii. an inward investment service;
- iii. a skills brokerage service;
- iv. a small business capital growth investment fund;
- v. an innovation and re-location grant.

The Business Board had developed a strategy to build a Growth Service Delivery Fund of £19.5m to deliver the Business Growth Service. Market Engagement meetings had been held with 30 supplier representatives as part of the early stages of procurement for these services, and it was agreed that a consortium approach to delivery of the five service-lines across the three sub-economies would be most effective. Governance would be addressed through the establishment of a Project Management Board to meet monthly with service providers. Directors of the Growth Service Management Company would be appointed by the Mayor and the chair would be accountable to the Skills Committee for the Skills Brokerage aspects of the service and the Business Board for the other four service-lines. After three years the Business Board would set up an independent review of the performance and impacts of the Growth service, and, subject to the outcome of that review, would consider rolling the programme forward with fresh funding from the planned Shared Prosperity Fund.

Councillor Herbert commented that he saw major virtue in the different work programmes and was impressed. There was a lot of information in the outline business case contained in the exempt appendix to the report which would benefit from wider input and he saw considerable benefit in this information being made public, excluding the financial information. He noted that there would be different priorities in different geographical areas and was keen to engage with and obtain input from businesses of all sizes beyond the Business Board. The Interim Chair of the Business Board stated that the intention was to place the Business Growth Service on a truly commercial footing and to form a contract with the procured service providers based on payment by results.

Councillor Bailey commented that she was supportive of the proposals which she judged to be to be both creative and to provide a great offer.

Councillor Count commented that he too was supportive of the proposals. He congratulated the Business Board on the innovative thinking which had generated the £19M of funding required, the methodology of which had been approved by the Chief Executives and Interim Monitoring Officer.

On being proposed by Mr Adams, seconded by Councillor Bailey, it was resolved to:

- a) Endorse the Outline Business Case and agree to establish a Growth Service Management Company initially to be a wholly owned subsidiary of Angle Holdings Limited as set out in Section 4 below.

- b) Approve the making of a bid for Local Growth Fund monies as set out in paragraph 4.3 below:
- c) Approve the making of a bid for European Regional Development Fund (ERDF) and European Social Fund (ESF) monies as set out in paragraph 4.4 below:
- d) On condition that recommendation (a) above is accepted and the bids referred to at recommendations (b) and (c) above are successful, agree to allocate £2.185m funding from a combination of Enterprise Zone receipts and funding within the Medium Term Financial Plan and from Enterprise Zone receipts, as set out in paragraph 4.5 of the report, to the Growth Service Management Company to part fund the procurement of the Business Growth Service.
- e) Note that the Skills Committee has resolved, subject to all the remaining public funding set out at paragraph 4.5 below being secured, to approve the allocation of £50,000 per annum for three years starting in 2020/21 from the £150,000 per annum Skills Strategy Implementation Budget set out in the Combined Authority's Medium Term Financial Plan, for the part funding of the Skills Brokerage element of the proposed new Business Growth Service
- f) Subject to all the remaining public funding set out at paragraph [4.5] being secured, to delegate to the Director for Business and Skills authority to manage the procurement process, to bring forward a Full Business Case in March 2020 and to contract with the successful bidder(s), subject to confirmation of award of the funding components from the Local Growth Fund, European Regional Development Fund and European Social Fund
- g) Delegate to the Director of Business and Skills authority to task the Business Growth Service with the administration of the Small Business Capital Growth Investment Fund, as set out at paragraph 5.4 below.

#### **458. FOR APPROVAL AS ACCOUNTABLE BODY – LOCAL GROWTH FUND PROJECT PROPOSALS NOVEMBER 2019**

The Interim Chair of the Business Board reported that there had been detailed discussion of the proposals at the Business Board meeting on 25 November 2019. Each project was scored against agreed criteria and scrutinised by a sub-committee of the Business Board at a 'Dragon's Den' style session. This had the benefit of identifying some good projects which had not been evident at the initial application stage. Conversely, some proposals which looked promising on paper were found to be lacking in substance or requiring more work when tested in this way. Following this rigorous examination the Business Board was recommending eight project proposals to the Combined Authority Board for approval in its role as Accountable Body. A further two proposals had been deferred in case proposals still in the pipeline for consideration should be scored more highly.

Councillor Smith commented that in her experience it was unusual for projects to be deferred in this way and asked about the reasoning behind this. The Interim Chair of the Business Board stated that the Board was reluctant to allow applicants the opportunity to adjust their pitch if initially unsuccessful. They would though be placed on a ranked list of applications and any funds remaining at the end of the current round would be allocated according to this. The Director of Business and Skills stated

that this ranking system was based on the practice of the European Commission. It had been adapted so that projects scoring above an agreed threshold would be funded immediately whilst those scored in the range below would be parked whilst other projects in the pipeline continued to be assessed. This ensured that top quality projects had the best opportunity to receive funding whilst ensuring that all of the available funding would be utilised.

Councillor Herbert commented that he had difficulty with a procedural aspect of the process whereby the Combined Authority Board was asked to approve decisions involving significant sums of money without seeing the detail of the proposals which lay behind them. Without wishing to detract from the work of the Business Board he could not for this reason support the proposals. The Director of Business and Skills stated that the guidance from the Department for Business, Energy and Industrial Strategy was clear that it was for the Business Board to make decisions about the merit of the project proposals and the Combined Authority Board's role to ensure due diligence around the process. Ms Sawyer, Chief Executive, stated that a review of Business Board governance was about to begin and that the way in which the Combined Authority Board discharged its Accountable Body role in relation to the Business Board would be considered as part of this review. Councillor Count commented that an Accountable Body had a specific role and it would be helpful if this was made clear. He asked that the Chief Finance Officer and the finance team should be involved in the review to look at how this might best be achieved. The Mayor stated that, as a non-voting member of the Business Board, he knew the detail in which each proposal was examined. The Interim Chair of the Business Board acknowledged Councillor Herbert's concerns and endorsed the suggestion that this should be explored as part of the Business Board governance review. In the meantime, he suggested developing a one page template to summarise the detailed project information available to provide additional assurance to the Combined Authority Board.

The Director of Business and Skills stated that the Business Board had resolved at its meeting on 25 November 2019 that approval of Project 1 should be subject to legal advice being taken to confirm that approval would be lawful in the context of the Bus Review. The project proposed a joint venture vehicle to invest in a transport technology accelerator. To reflect this decision the Mayor, seconded by Councillor Count, proposed the following amendments to the published recommendations:

- a) Approve projects number 4, 3 and 6 in the table at paragraph 2.8;
- b) Approve funding for the projects numbered 5, 7 and 8 in the table at paragraph 2.8;
- c) *Agree that the Director of Business and Skills be granted delegation to approve the application numbered 1 in the table at paragraph 2.8 in the report subject to legal advice to confirm that approval would be lawful in the context of the Bus Review.*

(Additions shown in *italics*. Deletions ~~struck through~~)

On being put to the vote, the amendments were passed by a majority.

On the substantive motion being proposed by Austin Adams, seconded by Councillor Count, it was resolved by a majority to:

- d) Approve projects number 3 and 6 in the table at paragraph 2.8;
- e) Approve funding for the projects numbered 5, 7 and 8 in the table at paragraph 2.8;
- f) Agree that the Director of Business and Skills be granted delegation to approve the application numbered 1 in the table at paragraph 2.8 in the report subject to legal advice to confirm that approval would be lawful in the context of the Bus Review.

#### **459. FOR APPROVAL AS ACCOUNTABLE BODY – LOCAL GROWTH FUND UPDATE**

The Interim Monitoring Officer stated that recommendations (e) and (f) had been endorsed by the Business Board on 25 November 2019, but as key decisions they needed to be included on the Forward Plan for a minimum of 28 days before they could be ratified by the Combined Authority Board in its role as Accountable Body. Both decisions would therefore be deferred to the Board's next meeting in January.

Councillor Smith noted that recommendation (b) related to former employees of Thomas Cook and asked how many people this might involve given her understanding that many had already secured alternative employment. The Mayor stated that it was difficult to give a precise figure. Whilst it was encouraging that many of those affected did already appear to have found alternative employment it was important to provide support to those who had not already done so and who might want to consider starting up a business. Any ring-fenced monies which were not required would be returned to the wider Small Business Capital Growth Grant Programme. Although Thomas Cook was no longer in the news headlines work was actively continuing to support those affected by its collapse.

Councillor Smith asked whether the Board might wish to consider setting up a similar fund now in case of any comparable situations in the future should another major local employer collapse. The Director of Business and Skills stated that one of the Business Board recommendations which had been deferred to January as a key decision related to the allocation of an additional £9m to the Small Business Capital Growth Grant Programme to create a total £12m budget. This would allow sufficient flexibility to respond should a similar event occur in the future.

Councillor Count commented that the Combined Authority Board had approved £16m for the Kings Dyke project in 2018, but that Cambridgeshire County Council was still waiting for the funding agreement to be signed off. He sought a commitment that this situation would be resolved. Councillor Count further commented that County Council and Combined Authority officers had been tasked to agree a way forward in relation to the Wisbech Access Strategy project and a funding package, but that no progress appeared to have been made and that it seemed that the County Council was being singled out for risk. He judged that the project was at risk of further delay if this was not signed off by the Combined Authority and suggested that the Audit and Governance Committee be involved if the matter could not be resolved. The Mayor acknowledged Councillor Count's comments, but stated that he had been advised that the delay was due to County Council officers not having signed off on the funding agreement. His wish remained for Combined Authority and County Council officers to work together to deliver this money and he offered an assurance to Wisbech residents that the funds would not be directed elsewhere. In relation to Kings Dyke he offered a further assurance that the money concerned was not at risk and would be available

for the King's Dyke project. The Mayor confirmed that he would be available to meet with Councillor Count and their respective officers to discuss matters further.

On being proposed by Austin Adams seconded by Councillor Bailey, it was resolved unanimously to:

- a) Delegate authority to the Director of Business and Skills, in consultation with the Chair of Business Board, to approve grants to SMEs under the Small Business Capital Grant Programme.
- b) Approve the allocation of £100,000 from the Small Business Capital Growth Grant Programme to a new Entrepreneurs' Accelerator Fund to be ring-fenced for Thomas Cook employees or affected supply chain companies' employees who have been made redundant and are exploring starting up a business.
- c) Approve delegated authority to the Director of Business and Skills, in consultation with the Chair of the Business Board, to adopt appropriate application evaluation criteria and award processes for the Entrepreneurs' Accelerator Fund.

#### **460. ENTERPRISE ZONES**

The Board received an overview on progress being made on each of the Enterprise Zone sites and the associated National Non-Domestic Rates income profiles for the Combined Authority.

On being proposed by Austin Adams seconded by Councillor Count, it was resolved unanimously to:

- a) Note the progress being made with delivery on each of the area's Enterprise Zone sites, and the associated Enterprise Zone National Non-Domestic Rates income profile for the Combined Authority as per table 1.
- b) Note the existing financial commitments and allocations from the Combined Authority share of Enterprise Zone National Non Domestic Rates income in supporting core Local Enterprise Partnership services as set out in table 2.

#### **459. A605 ALWALTON TO LYNCHWOOD**

The Board considered a request to approve £795k of additional funding required to progress with the construction of the A605 Alwalton to Lynchwood. The proposal was considered by the Transport and Infrastructure Committee on 8 November 2019 where it received unanimous support.

On being proposed by the Mayor, seconded by Councillor Fuller, it was resolved unanimously to:

Approve the additional £795,000 of funding required to progress with construction.



#### **460. 2020/21 DRAFT BUDGET AND MEDIUM TERM FINANCIAL PLAN 2020 TO 2024**

Councillor Count stated that the decisions made earlier in the meeting would be reflected in the final budget submitted to the Board in January 2020. It was proposed that the consultation period on the draft budget would open on 28 November 2019 and close on 21 December 2019, meeting the requirements set out in the Constitution. The draft budget and Medium Term Financial Plan (MTFP) set out the objectives and principles of the Mayor and the Combined Authority. The capital and revenue budgets set out expenditure which was already approved and that which was still to be approved. The overall position indicated a balanced and affordable budget. Details of the Mayor's draft budget were included for completeness, but this would be submitted separately to the Board in January 2020 in accordance with the process for determining the mayoral budget set out in the Combined Authorities (Finance) Order 2017. There was no proposal to precept councils in the 2020/21 financial year.

Councillor Herbert commented that he felt that the report conflated the draft budget with the MTFP and that he did not feel that commitments should be made against future years' budgets. Budget decisions needed to be made annually whereas the MTFP reflected agreed priorities.

On being proposed by Councillor Count, seconded by Councillor Boden it was resolved unanimously to:

- a) Approve the Draft Budget for 2020/21 and the Medium Term Financial Plan 2020/21 to 2023/24 for consultation purposes.
- b) Approve the timetable for consultation and those to be consulted.

#### **461. DATE OF THE NEXT MEETING**

The reserve meeting date on 18 December 2019 was not required so the Board would meet next on Wednesday 29 January 2020 in Ely.

(Mayor)





**CAMBRIDGESHIRE  
& PETERBOROUGH**  
COMBINED AUTHORITY

**JAMES PALMER**  
CAMBRIDGESHIRE &  
PETERBOROUGH MAYOR

Agenda Item No: 1.5

# **CAMBRIDGESHIRE & PETERBOROUGH COMBINED AUTHORITY'S FORWARD PLAN OF EXECUTIVE DECISIONS**

PUBLISHED FRIDAY 17 JANUARY 2020

## FORWARD PLAN

### PURPOSE

The Forward Plan sets out all of the key decisions which the Combined Authority Board and Executive Committees will be taking in the coming months. This makes sure that local residents and organisations know what key decisions are due to be taken and when.

The Forward Plan is a live document which is updated regularly and published on the [Combined Authority website](#) (click the Forward Plan' button to view). At least 28 clear days' notice will be given of any key decisions to be taken.

### WHAT IS A KEY DECISION?

A key decision is one which, in the view of the Overview and Scrutiny Committee, is likely to:

- i. result in the Combined Authority spending or saving a significant amount, compared with the budget for the service or function the decision relates to (usually £500,000 or more); or
- ii. have a significant effect on communities living or working in an area made up of two or more wards or electoral divisions in the area.

### NON-KEY DECISIONS

For transparency, the Forward Plan also includes all non-key decisions to be taken by the Combined Authority Board and Executive Committees.

### ACCESS TO REPORTS

A report will be available to view online one week before a decision is taken. You are entitled to view any documents listed on the Forward Plan after publication, or obtain extracts from any documents listed, subject to any restrictions on disclosure. There is no charge for viewing the documents, although charges may be made for photocopying or postage. Documents listed on this notice can be requested from Dermot Pearson, Interim Monitoring Officer for the Combined Authority at [Dermot.Pearson@cambridgeshirepeterborough-ca.gov.uk](mailto:Dermot.Pearson@cambridgeshirepeterborough-ca.gov.uk)

The Forward Plan will state if any reports or appendices are likely to be exempt from publication or confidential and may be discussed in private. If you want to make representations that a decision which it is proposed will be taken in private should instead be taken in public please contact Dermot Pearson, Interim Monitoring Officer at [Dermot.Pearson@cambridgeshirepeterborough-ca.gov.uk](mailto:Dermot.Pearson@cambridgeshirepeterborough-ca.gov.uk) at least five working days before the decision is due to be made. A definition of exempt and confidential information is set out at the end of this document.

### NOTICE OF DECISIONS

Notice of the Combined Authority Board's decisions and Executive Committee decisions will be published online within three days of a public meeting taking place.

### STANDARD ITEMS TO COMMITTEES

The following reports are standing items and will be considered by at each meeting of the relevant committee. The most recently published Forward Plan will also be included on the agenda for each Executive Committee meeting:

#### Housing and Communities Committee

1. £100m Affordable Housing Programme Update
2. £70m Cambridge City Council Affordable Housing Programme: Update
3. £100k Homes and Community Land Trusts Update

#### Skills Committee

1. Budget and Performance Report
2. Employment and Skills Board Update

#### Transport and Infrastructure Committee

1. Budget Monitor Update
2. Performance Report

DECISION REQUIRED		DECISION MAKER	DATE DECISION EXPECTED	KEY DECISION OR DECISION	PURPOSE OF REPORT	CONSULTATION	CONTACT DETAILS/ REPORT AUTHOR	LEAD MEMBER	DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER (INCLUDING EXEMPT APPENDICES)
1.	University of Peterborough Outline Business Case	Skills Committee	17 January 2020	Decision	To recommend the Outline Business Case for the new University of Peterborough to the Combined Authority Board for approval.	Relevant internal and external stakeholders	John T Hill Director of Business and Skills	Councillor John Holdich Lead Member for Skills	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
2.	Careers Progression and Work Readiness (Hampton Academies Trust pilot) – Update Paper	Skills Committee	17 January 2020	Decision	To receive an update on the Careers Progression and Work Readiness (Hampton Academies Trust pilot)	Relevant internal and external stakeholders	John T Hill Director of Business and Skills	Councillor John Holdich Lead Member for Skills	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
3.	Contract Extension for the Skills Brokerage Contract	Skills Committee	17 January 2020	Decision	To seek approval for an extension of the Skills Brokerage Contract from March to July 2020. This will support the continuation of the Brokerage Service to schools and businesses, while the CPCA await the decision on funding being approved via European Social Fund (ESF).	Relevant internal and external stakeholders	John T Hill Director of Business and Skills	Councillor John Holdich Lead Member for Skills	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
4.	Business Support Services Promotional Campaign	Skills Committee	17 January 2020	Decision	To approve the planned activities within 2020/2021 Business Support Services Promotional Campaign.	Relevant internal and external stakeholders	John T Hill Director of Business and Skills	Councillor John Holdich Lead Member for Skills	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
<b>Combined Authority Board Governance and Finance Items</b>									
5.	Minutes of the meeting on 18 December 2019	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Decision	To agree the minutes of the previous meeting.	Relevant internal and external stakeholders	Richenda Greenhill, Democratic Services Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
6.	Forward Plan	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Decision	To approve the latest version of the forward plan.	Relevant internal and external stakeholders	Richenda Greenhill, Democratic Services Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.

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7.	Membership of the Combined Authority Board and Appointment of the Lead Member for Housing and Chair of the Housing and Communities Committee	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Decision	To note changes to the membership of the Combined Authority Board and to appoint the Lead Member for Housing and Chair of the Housing and Communities Committee.	Relevant internal and external stakeholders	Dermot Pearson Interim Monitoring Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
8.	Revenue and Capital Budgets for 2020/21 and the Medium Term Financial Plan for 2020-2024	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Key Decision 2020/009	To recommend the revenue and capital budgets for 2020/21 and the Medium Term Financial Plan for 2020-2024 for approval.	Relevant internal and external stakeholders	Jon Alsop Section 73 Chief Finance Officer	Councillor Steve Count Lead Member for Finance	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
9.	Mayor's Budget 2020/21	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Key Decision 2020/010	To recommend the 2020/21 Mayor's budget for approval.	Relevant internal and external stakeholders	Jon Alsop Section 73 Chief Finance Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
10.	Combined Authority Business Plan 2020/21	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Decision	To secure Board agreement to the 2020/21 Combined Authority business plan.	Relevant internal and external stakeholders	Paul Raynes, Director of Strategy and Assurance	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
11.	Risk Management Strategy	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Decision	To consider the adoption of a revised Risk Management Strategy.	Audit and Governance Committee	Dermot Pearson Interim Monitoring Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
12.	Data Protection Policy	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Decision	To consider the adoption of a revised Data Protection Policy.	Audit and Governance Committee	Dermot Pearson Interim Monitoring Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
13.	Performance Monitoring Report	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Decision	To note performance reporting updates.	Relevant internal and external stakeholders	Paul Raynes, Director of Strategy and Assurance	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.

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14.	Budget Monitor Update	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Decision	To provide an update on the revenue and capital budgets for the year to date and seek approvals as necessary to any proposed changes.	Relevant internal and external stakeholders	Jon Alsop Chief Finance Officer	Councillor Steve Count Lead Member for Investment and Finance	It is not anticipated that there will be any documents other than the report and relevant appendices.
<b>Combined Authority Board Decisions</b>									
15.	£100m Affordable Housing Programme (Non-Grant): Proposed Acquisitions  i. Huntingdonshire ii. Fenland	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Key Decision 2020/011	Requesting Board approval of a scheme that forms a part of and will require an investment from the £40m revolving fund.	Relevant internal and external stakeholders	Roger Thompson, Director of Housing and Development	Lead Member for Housing	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
16.	£100k Homes Outline Business Case	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Decision	To update the board on the proposition for £100k Homes and Community Land Trusts	Relevant internal and external stakeholders	Roger Thompson, Director of Housing and Development	Lead Member for Housing	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
17.	Market Towns Programme - Approval of Masterplans for Fenland	Cambridgeshire and Peterborough Combined Authority Board	29 January 2019	Key Decision 2019/068	To approve Market Town Masterplans for Fenland (Wisbech, March, Chatteris and Whittlesey)	Relevant internal and external stakeholders	John T Hill, Director of Business & Skills	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
<b>BY RECOMMENDATION TO THE COMBINED AUTHORITY BOARD</b>									
<b>Recommendation/s from the Transport and Infrastructure Committee</b>									
18.	Local Transport Plan	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Key Decision 2020/008	To approve the Local Transport Plan.	Relevant internal and external stakeholders	Paul Raynes, Director of Delivery and Strategy	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
19.	Cambridge Autonomous Metro (CAM) Core Outline Business Case – Public Consultation	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Decision	To seek approval to undertake an initial non-statutory public consultation on the CAM Programme Outline Business Case for the core Cambridge city centre tunnelled sections.	Relevant internal and external stakeholders	Paul Raynes, Director of Delivery and Strategy	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices to be published

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20.	Cambridge Autonomous Metro (CAM) Programme: Regional Arms Strategic Outline Business Case Tender Document Preparation	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Decision	To seek approval and funding to commence with the development of the strategic outline business case (SOBC) brief and tender documents for the regional arms of the network.	Relevant internal and external stakeholders	Paul Raynes, Director of Strategy and Assurance	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
21.	Delegation of Passenger Transport Powers and the Transport Levy for 2020/21	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Key Decision 2020/019	To agree the 2020/21 Transport Levy and Delegations for the forthcoming year.	Relevant internal and external stakeholders	Paul Raynes, Director of Strategy and Assurance	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
<b>Recommendations from the Skills Committee</b>									
22.	University of Peterborough Outline Business Case	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Key Decision 2020/013	To approve the Outline Business Case for the new University of Peterborough.	Relevant internal and external stakeholders	John T Hill, Director of Business & Skills	Councillor John Holdich Lead Member for Skills	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
<b>Recommendation/s from the Business Board</b>									
23.	For approval as Accountable Body:  Local Growth Fund Project Proposals January 2020	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Key Decision 2020/005	To review and approve the recommendations from the Business Board for individual project funding.	Relevant internal and external stakeholders	John T Hill, Director of Business & Skills	Austen Adams, Interim Chair of the Business Board  Councillor John Holdich Lead Member for Economic Growth	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
24.	For approval as Accountable Body:  Local Growth Fund Programme Management: January 2020	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Key Decision 2020/020	To review the Local Growth Fund Budget and amend as necessary.	Relevant internal and external stakeholders	John T Hill, Director of Business & Skills	Austen Adams, Interim Chair of the Business Board  Councillor John Holdich Lead Member for Economic Growth	It is not anticipated that there will be any documents other than the report and relevant appendices to be published



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25.	Monitoring and Evaluation Plan	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Decision	To recommend the incorporation of the proposed Local Growth Fund Monitoring & Evaluation Plan into the Monitoring and Evaluation Framework.	Relevant internal and external stakeholders	John T Hill, Director of Business & Skills	Austen Adams, Interim Chair of the Business Board  Councillor John Holdich Lead Member for Economic Growth	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
26.	Eastern Agri-Tech Growth Initiative funding review	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Key Decision 2020/016	To approve a reduction in the Local Growth Fund allocated to the Eastern Agri-Tech Growth Initiative scheme of £3.5m.	Relevant internal and external stakeholders	John T Hill, Director of Business & Skills	Austen Adams, Interim Chair of the Business Board  Councillor John Holdich Lead Member for Economic Growth	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
27.	Small Business Capital Grant scheme funding allocation	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Key Decision 2020/017	To approve allocation from the recycled Local Growth Fund of £9m to the Small Business Capital Grant scheme.	Relevant internal and external stakeholders	John T Hill, Director of Business & Skills	Austen Adams, Interim Chair of the Business Board  Councillor John Holdich Lead Member for Economic Growth	Relevant internal and external stakeholders
28.	High Growth Small and Medium Sized Enterprises Observatory	Cambridgeshire and Peterborough Combined Authority Board	29 January 2020	Decision	To approve proposals to establish an Observatory function to identify high-growth small and medium sized enterprises for the new Business Growth Service.	Relevant internal and external stakeholders	John T Hill, Director of Business & Skills	Austen Adams, Interim Chair of the Business Board  Councillor John Holdich Lead Member for Economic Growth	Relevant internal and external stakeholders

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<b>Combined Authority Board Governance and Finance Items</b>									
29.	Minutes of the meeting on 29 January 2020	Cambridgeshire and Peterborough Combined Authority Board	26 February 2020 <i>[Reserve meeting date]</i>	Decision	To agree the minutes of the previous meeting.	Relevant internal and external stakeholders	Richenda Greenhill, Democratic Services Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
30.	Forward Plan	Cambridgeshire and Peterborough Combined Authority Board	26 February 2020 <i>[Reserve meeting date]</i>	Decision	To approve the latest version of the forward plan.	Relevant internal and external stakeholders	Richenda Greenhill, Democratic Services Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
31.	Budget Monitor Update	Cambridgeshire and Peterborough Combined Authority Board	26 February 2020 <i>[Reserve meeting date]</i>	Decision	To provide an update on the revenue and capital budgets for the year to date	Relevant internal and external stakeholders	Jon Alsop Section 73 Chief Finance Officer	Councillor Steve Count Lead Member for Finance	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
<b>Housing and Communities Committee</b>									
32.	£100m Affordable Housing Programme Scheme Approvals – March 2020  [May include exempt appendices]	Housing and Communities Committee	9 March 2019	Key Decision 2020/003	To consider and approve allocations to new schemes within the £100m Affordable House Programme	Relevant internal and external stakeholders	Roger Thompson, Director of Housing and Development	Lead Member for Housing	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
33.	Communities remit of the Housing and Communities Committee	Housing and Communities Committee	9 March 2019	Decision	To brief the committee on its communities remit.	Relevant internal and external stakeholders	Roger Thompson, Director of Housing and Development	Lead Member for Housing	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
34.	Standards for Residential Accommodation	Housing and Communities Committee	9 March 2019	Decision	To brief members on standards for residential accommodation and the Affordable Housing Programme.	Relevant internal and external stakeholders	Roger Thompson, Director of Housing and Development	Lead Member for Housing	It is not anticipated that there will be any documents other than the report and relevant appendices to be published

DECISION REQUIRED		DECISION MAKER	DATE DECISION EXPECTED	KEY DECISION OR DECISION	PURPOSE OF REPORT	CONSULTATION	CONTACT DETAILS/ REPORT AUTHOR	LEAD MEMBER	DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER (INCLUDING EXEMPT APPENDICES)
<b>Skills Committee</b>									
35.	Adult Education Budget Allocations for Academic Year 2020/21	Skills Committee	9 March 2019	Key Decision 2020/007	To outline and recommend approval of Grant and Procured Funding to Providers operating within the CPCA area for the provision of Adult Education Budget for academic year 2020/21.	Relevant internal and external stakeholders	John T Hill, Director of Business and Skills	Councillor John Holdich Lead Member for Skills	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
36.	Adult Education Budget Commissioning Strategy 2020/21 and Redistribution System	Skills Committee	9 March 2020	Key Decision 2019/055	To consider proposals for the Adult Education Budget Commissioning Strategy 2020/21 and Redistribution System.	Relevant internal and external stakeholders	John T Hill Director of Business and Skills	Councillor John Holdich Lead Member for Skills	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
37.	University of Peterborough – Future Funding Strategies for further phases of the University of Peterborough	Skills Committee	9 March 2020	Decision	To approve the development of future funding strategies for further phases of the University of Peterborough.	Relevant internal and external stakeholders	John T Hill Director of Business and Skills	Councillor John Holdich Lead Member for Skills	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
38.	Careers Progression and Work Readiness (Hampton Academies Trust pilot) – Update Paper	Skills Committee	9 March 2020	Decision	To receive an update on the Careers Progression and Work Readiness (Hampton Academies Trust pilot)	Relevant internal and external stakeholders	John T Hill Director of Business and Skills	Councillor John Holdich Lead Member for Skills	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
<b>Combined Authority Board Governance and Finance Items</b>									
39.	Minutes of the meeting on 26 February 2020	Cambridgeshire and Peterborough Combined Authority Board	25 March 2020	Decision	To agree the minutes of the previous meeting.	Relevant internal and external stakeholders	Richenda Greenhill, Democratic Services Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
40.	Forward Plan	Cambridgeshire and Peterborough Combined Authority Board	25 March 2020	Decision	To approve the latest version of the forward plan.	Relevant internal and external stakeholders	Richenda Greenhill, Democratic Services Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.

DECISION REQUIRED		DECISION MAKER	DATE DECISION EXPECTED	KEY DECISION OR DECISION	PURPOSE OF REPORT	CONSULTATION	CONTACT DETAILS/ REPORT AUTHOR	LEAD MEMBER	DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER (INCLUDING EXEMPT APPENDICES)
41.	Appointment of Monitoring Officer	Cambridgeshire and Peterborough Combined Authority Board	25 March 2020	Decision	To appoint the Monitoring Officer.	Relevant internal and external stakeholders	Dermot Pearson Interim Monitoring Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
42.	Budget Monitor Update	Cambridgeshire and Peterborough Combined Authority Board	25 March 2020	Decision	To provide an update on the revenue and capital budgets for the year to date	Relevant internal and external stakeholders	Jon Alsop Section 73 Chief Finance Officer	Councillor Steve Count Lead Member for Finance	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
43.	Performance Monitoring Report	Cambridgeshire and Peterborough Combined Authority Board	25 March 2020	Decision	To note performance reporting updates.	Relevant internal and external stakeholders	Paul Raynes, Director of Strategy and Assurance	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
<b>Combined Authority Decisions</b>									
44.	£100m Affordable Housing Programme (Non-Grant)	Cambridgeshire and Peterborough Combined Authority Board	25 March 2020	Key Decision 2020/012	Requesting Board approval of a scheme that forms a part of and will require an investment from the £40m revolving fund.	Relevant internal and external stakeholders	Roger Thompson Director of Housing and Development	Lead member for Housing	It is not anticipated that there will be any documents other than the report and relevant appendices.
45.	Market Towns Programme – Approval of Masterplans for Huntingdonshire	Cambridgeshire and Peterborough Combined Authority Board	25 March 2020	Key Decision 2020/015	To approve Market Town Masterplans for Huntingdonshire (Huntingdon, St Ives and Ramsey)	Relevant internal and external stakeholders	John T Hill Director of Business and Skills	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
46.	Innovation Body Outline Business Case	Cambridgeshire and Peterborough Combined Authority Board	25 March 2020	Key Decision 2020/022	To approve the Innovation Body outline business case.	Relevant internal and external stakeholders	Kim Sawyer Chief Executive	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
<b>BY RECOMMENDATION TO THE COMBINED AUTHORITY BOARD</b>									
<b>Recommendation/s from the Business Board</b>									
47.	For approval as Accountable Body:  Local Growth Fund Project Proposals March 2020	Cambridgeshire and Peterborough Combined Authority Board	25 March 2020	Key Decision 2020/006	To review and approve the recommendations from the Business Board for individual project funding.	Relevant internal and external stakeholders	John T Hill, Director of Business & Skills	Austen Adams, Interim Chair of the Business Board  Councillor John Holdich	It is not anticipated that there will be any documents other than the report and relevant appendices to be published

DECISION REQUIRED		DECISION MAKER	DATE DECISION EXPECTED	KEY DECISION OR DECISION	PURPOSE OF REPORT	CONSULTATION	CONTACT DETAILS/ REPORT AUTHOR	LEAD MEMBER	DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER (INCLUDING EXEMPT APPENDICES)
								Lead Member for Economic Growth	
48.	For approval as Accountable Body:  Local Growth Fund Programme Management: March 2020	Cambridgeshire and Peterborough Combined Authority Board	25 March 2020	Key Decision 2020/021	To review the Local Growth Fund Budget and amend as required.	Relevant internal and external stakeholders	John T Hill, Director of Business & Skills	Austen Adams, Interim Chair of the Business Board  Councillor John Holdich Lead Member for Economic Growth	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
49.	Local Enterprise Partnership Partnering Strategy	Cambridgeshire and Peterborough Combined Authority Board	25 March 2020	Decision	To approve the Local Enterprise Partnership Partnering Strategy	Relevant internal and external stakeholders	John T Hill, Director of Business & Skills	Austen Adams, Interim Chair of the Business Board  Councillor John Holdich Lead Member for Economic Growth	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
50.	Strategic Partnership Agreements: March 2020	Cambridgeshire and Peterborough Combined Authority Board	25 March 2020	Decision	To recommend Memorandums of Understanding with the remaining seven neighbouring Local Enterprise Partnerships.	Relevant internal and external stakeholders	John T Hill, Director of Business & Skills	Austen Adams, Interim Chair of the Business Board  Councillor John Holdich Lead Member for Economic Growth	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
<b>Skills Committee</b>									
51.	University of Peterborough – Full Business Case	Skills Committee	27 April 2020	Decision	To recommend the full business case for the new University of Peterborough to the Combined Authority Board for approval.	Relevant internal and external stakeholders	John T Hill Director of Business and Skills	Councillor John Holdich Lead Member for Skills	It is not anticipated that there will be any documents other than the report and relevant appendices to be published

DECISION REQUIRED		DECISION MAKER	DATE DECISION EXPECTED	KEY DECISION OR DECISION	PURPOSE OF REPORT	CONSULTATION	CONTACT DETAILS/ REPORT AUTHOR	LEAD MEMBER	DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER (INCLUDING EXEMPT APPENDICES)
<b>Housing and Communities Committee</b>									
52.	£100m Affordable Housing Programme Scheme Approvals – April 2020  [May include exempt appendices]	Housing and Communities Committee	27 April 2020	Key Decision 2020/004	To consider and approve allocations to new schemes within the £100m Affordable House Programme	Relevant internal and external stakeholders	Roger Thompson, Director of Housing and Development	Lead Member for Housing	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
53.	Housing Market Assessment Update	Housing and Communities Committee	27 April 2020	Non-Key	To receive an update on the study into the Housing Needs of Specific Groups commissioned by the local authorities.	Relevant internal and external stakeholders	Roger Thompson, Director of Housing and Development	Lead Member for Housing	It is not anticipated that there will be any documents other than the report and relevant appendices to be published
<b>Combined Authority Board Governance and Finance Items</b>									
54.	Minutes of the meeting on 25 March 2020	Cambridgeshire and Peterborough Combined Authority Board	29 April 2020 <i>[Reserve meeting date]</i>	Decision	To agree the minutes of the previous meeting.	Relevant internal and external stakeholders	Richenda Greenhill, Democratic Services Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
55.	Forward Plan	Cambridgeshire and Peterborough Combined Authority Board	29 April 2020 <i>[Reserve meeting date]</i>	Decision	To approve the latest version of the forward plan.	Relevant internal and external stakeholders	Richenda Greenhill, Democratic Services Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
56.	Budget Monitor Update	Cambridgeshire and Peterborough Combined Authority Board	29 April 2020 <i>[Reserve meeting date]</i>	Decision	To provide an update on the revenue and capital budgets for the year to date	Relevant internal and external stakeholders	Jon Alsop Section 73 Chief Finance Officer	Councillor Steve Count Lead Member for Finance	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
<b>Combined Authority Board Annual Meeting Governance Items</b>									
57.	Minutes of the meeting on 29 April 2020	Cambridgeshire and Peterborough Combined Authority Board	3 June 2020	Decision	To agree the minutes of the previous meeting.	Relevant internal and external stakeholders	Richenda Greenhill, Democratic Services Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
58.	Forward Plan	Cambridgeshire and Peterborough Combined Authority Board	3 June 2020	Decision	To approve the latest version of the forward plan.	Relevant internal and external stakeholders	Richenda Greenhill, Democratic Services Officer	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.



DECISION REQUIRED		DECISION MAKER	DATE DECISION EXPECTED	KEY DECISION OR DECISION	PURPOSE OF REPORT	CONSULTATION	CONTACT DETAILS/ REPORT AUTHOR	LEAD MEMBER	DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER (INCLUDING EXEMPT APPENDICES)
59.	Budget Monitor Update	Cambridgeshire and Peterborough Combined Authority Board	3 June 2020	Decision	To provide an update on the revenue and capital budgets for the year to date	Relevant internal and external stakeholders	Jon Alsop Section 73 Chief Finance Officer	Councillor Steve Count Lead Member for Finance	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
<b>Combined Authority Decisions</b>									
60.	Market Towns Programme – Approval of Masterplans for East Cambridgeshire	Cambridgeshire and Peterborough Combined Authority Board	3 June 2020	Key Decision 2020/018	To approve Market Town Masterplans for East Cambridgeshire (Littleport, Ely and Soham)	Relevant internal and external stakeholders	John T Hill Director of Business and Skills	Mayor James Palmer	It is not anticipated that there will be any documents other than the report and relevant appendices.
<b>BY RECOMMENDATION TO THE COMBINED AUTHORITY BOARD</b>									
<b>Recommendations from the Skills Committee</b>									
61.	University of Peterborough – Full Business Case	Cambridgeshire and Peterborough Combined Authority Board	3 June 2020	Key Decision 2020/014	To approve the full business case for the new University of Peterborough.	Relevant internal and external stakeholders	John T Hill Director of Business and Skills	Councillor John Holdich Lead Member for Skills	It is not anticipated that there will be any documents other than the report and relevant appendices to be published

**SUBMIT YOUR COMMENTS OR QUERIES TO  
CAMBRIDGESHIRE AND PETERBOROUGH COMBINED  
AUTHORITY**

Please send your comments or queries to Dermot Pearson, Interim Monitoring Officer at  
[Demot.Pearson@cambridgeshirepeterborough-ca.gov.uk](mailto:Demot.Pearson@cambridgeshirepeterborough-ca.gov.uk)

Your comment or query:

How can we contact you with a response?  
(please include a telephone number, postal and/or e-mail address)

Name .....

Address .....

Tel: .....

Email: .....

Who would you like to respond?





<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 1.6</b>
<b>27 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **MEMBERSHIP OF THE COMBINED AUTHORITY BOARD AND APPOINTMENT OF THE LEAD MEMBER FOR HOUSING AND THE CHAIR OF THE HOUSING AND COMMUNITIES COMMITTEE**

### **1.0 PURPOSE**

- 1.1. At its meeting on 30 October 2019 the Combined Authority Board agreed the nominations for membership of the Executive Committees, Chairs of Executive Committees and Lead Members for the remainder of the 2019/20 municipal year. Councillor Graham Bull, the former Leader of Huntingdonshire District Council (HDC) resigned from that role with effect from 4 December 2019 and Councillor Ryan Fuller was elected as the new Leader of HDC. Councillor Bull was the Combined Authority's Lead Member for Housing and Chair of the Housing and Communities Committee and it is therefore necessary for the Board to consider the Mayor's nomination for those roles.
- 1.2. It is also necessary for the Board to consider Huntingdonshire District Council's revised nominations for members and substitutes on the Combined Authority's Executive Committees.
- 1.3. On 27 November 2019 the Cambridgeshire and Peterborough Police and Crime Panel appointed Councillor Ray Bisby as the acting Police and Crime Commissioner. Councillor Bisby will hold the office until the scheduled Police and Crime Commissioner elections in May 2020. The Board is asked to note Councillor Bisby's membership of the Board as a co-opted member and that he does not have a substitute.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>James Palmer, Mayor</b>
<b>Lead Officer:</b>	<b>Dermot Pearson, Interim Legal Counsel and Monitoring Officer</b>
<b>Forward Plan Ref: n/a</b>	<b>Key Decision: No</b>
The Combined Authority Board is recommended to:	<b>Voting arrangements</b>

<p>(a) Note and agree the nominations for membership of the Executive Committees, Chairs and Lead Members for the remainder of the 2019/20 municipal year, as set out in Appendix 1.</p> <p>(b) Note that Councillor Ray Bisby has been appointed as the acting Police and Crime Commissioner for Cambridgeshire and Peterborough and is now a co-opted member of the Combined Authority Board.</p>	<p>(a) Simple majority of all Members.</p>
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## 2.0 BACKGROUND

- 2.1. At its meeting on 30 October 2019 the Combined Authority Board agreed the nominations for membership of the Executive Committees, Chairs of Executive Committees and Lead Members for the remainder of the 2019/20 municipal year. Councillor Graham Bull, the former Leader of Huntingdonshire District Council resigned from that role with effect from 4 December 2019 and Councillor Ryan Fuller was elected as the new Leader. Councillor Bull was the Combined Authority's Lead Member for Housing and Chair of the Housing and Communities Committee and it is therefore necessary for the Board to consider the Mayor's nomination for those roles.
- 2.2. It is also necessary for the Board to consider Huntingdonshire District Council's nominations for members and substitutes on the Combined Authority's executive committees. Under the Constitution the Monitoring Officer has delegated authority to accept changes to membership of committees notified by Board members during the municipal year to ensure there is a full complement of members or substitute members at committee meetings. Any such new appointments take effect after the nomination has been approved by the Monitoring Officer and shall be reported at the following Board meeting for ratification. In this case the Monitoring Officer accepted the nominations of Huntingdonshire District Council to ensure a full complement of members or substitute members at the Executive Committee meetings held in January 2020 and those nominations are now brought to the Combined Authority Board for ratification.
- 2.3. On 27 November 2019 the Cambridgeshire and Peterborough Police and Crime Panel appointed Councillor Ray Bisby as the acting Police and Crime Commissioner. Councillor Bisby will hold the office until the scheduled Police and Crime Commissioner elections in May 2020. The Board is asked to note Councillor Bisby's membership of the Board as a co-opted member and that he does not have a nominated substitute.
- 2.4. The members and substitute members of the Executive Committees are appointed by the Combined Authority Board. With the exception of the role of Chair, Board Members may nominate another member from their constituent council to be a member of an Executive Committee in their place, together with

a substitute member. Nominations are in consultation with the Mayor and subject to approval by the Board. In principle, neither the Mayor nor the Board will seek to exercise their voting rights to veto or vote against the appointment of constituent council members to Executive Committees.

2.5. The Mayor nominates Lead Member responsibilities subject to approval by the Combined Authority Board by a simple majority vote which must include the Mayor.

2.6. The nominations for membership of the Executive Committees, Chairs of the Executive Committees and Lead Members are set out in Appendix 1. The Board is asked to agree these nominations for the remainder of the 2019/20 municipal year.

2.7. The proposed changes to the arrangements agreed by the Board in October 2019 are as follows:

2.6.1 Councillor Chris Boden is nominated by the Mayor to be the Lead Member for Housing and the Chair of the Housing and Communities Committee;

2.6.2 Huntingdonshire District Council's revised nominations for the Executive Committees are:

2.6.2.1 Housing and Communities Committee - Councillor Ryan Fuller [Member], Councillor Jon Neish [Substitute];

2.6.2.2 Skills Committee - Councillor Jon Neish [Member], Councillor Ryan Fuller [Substitute]

2.6.2.3 Transport and Infrastructure Committee - Councillor Jon Neish [Member], Councillor Ryan Fuller [Substitute]

### **3.0 FINANCIAL IMPLICATIONS**

3.1. In accordance with the Cambridgeshire and Peterborough Combined Authority Order 2017 no remuneration is to be payable by the Combined Authority to its Members.

### **4.0 LEGAL IMPLICATIONS**

4.1. The requirements as to appointment to Executive Committees, Chairs and Lead Members are set out in the body of the report and the Executive Committees' terms of reference are set out in the Constitution.

### **5.0 SIGNIFICANT IMPLICATIONS**

5.1. There are no additional implications in this report.

## 6.0 APPENDICES

- 6.1. Appendix 1 – Nominations for Membership of Executive Committees, Chairs of Executive Committees and Lead Members.

<b><u>Background Papers</u></b>	<b><u>Location</u></b>
Report and decisions of the meeting of the Combined Authority Board held on 30 October 2019	<a href="#">Report to CA Board Oct 2019</a> <a href="#">Appendix to Report Oct 2019</a> <a href="#">Decision Summary Oct 2019</a> [See Item 1.7]

**Lead Member Responsibilities and Committee Membership: January 2020**

**Lead Member Responsibilities**

Changes shown in **red text**:

<b>Lead Member Responsibilities</b>	<b>Board Member</b>
Mayor, Chair of the Combined Authority Lead Member for Policy Lead Member for Governance	James Palmer, Mayor
Lead Member for Economic Growth	Cllr John Holdich, Deputy Mayor
Lead Member for Spatial Planning Chair of Land Commission	Cllr Chris Boden
Lead Member for Skills Chair of Skills Committee	Cllr John Holdich, Deputy Mayor
Lead Member for Investment & Finance	Cllr Steve Count
Lead Member for Housing Chair of Housing and Communities Committee	<del>Cllr Graham Bull</del> Cllr Chris Boden
Lead Member for Transport Chair of Transport Committee	James Palmer, Mayor

## Committee Allocation

### Transport Committee (8 seats)

		Lead Member Responsibilities/Member	Board Member	Substitute
1	Chair	Lead Member for Transport	James Palmer, Mayor	
2	Member	Member for Cambridge City Council	Cllr Nicky Massey	Cllr Mike Sargeant
3	Member	Member for Cambridgeshire County Council	Cllr Ian Bates	Cllr Roger Hickford
4	Member	Member for East Cambridgeshire District Council	Cllr Joshua Schumann	Cllr David Brown
5	Member	Member for Fenland District Council	Cllr Chris Seaton	Cllr Chris Boden
6	Member	Member for Huntingdonshire District Council	<del>Cllr Ryan Fuller</del> Cllr Jon Neish	<del>Cllr Graham Bull</del> Cllr Ryan Fuller
7	Member	Member for Peterborough City Council	Cllr Peter Hiller	Cllr Graham Casey
8	Member	Member for South Cambridgeshire District Council	Cllr Dr. Aidan Van de Weyer	Cllr Neil Gough

### Skills Committee (7 seats)

		Lead Member Responsibilities/Member	Board Member	Substitute
1	Chair	Lead Member for Skills	Cllr John Holdich	Cllr Lynne Ayres
2	Member	Member for Cambridge City Council	Cllr Mike Davey	Cllr Mike Sargeant
3	Member	Member for Cambridgeshire County Council	Cllr David Ambrose-Smith	Cllr Roger Hickford
4	Member	Member for East Cambridgeshire District Council	Cllr Lis Every	Cllr Joshua Schumann
5	Member	Member for Fenland District Council	Cllr Chris Seaton	Cllr David Mason

6	Member	Member for Huntingdonshire District Council	Cllr Jon Neish	Cllr Ryan Fuller
7	Member	Member for South Cambridgeshire District Council	Cllr Eileen Wilson	Cllr Neil Gough

### Housing and Communities Committee (7 seats)

		Lead Member Responsibilities/Member	Board Member	Substitute
1	Chair	Lead Member for Housing	<del>Cllr Dee Laws</del> Cllr Chris Boden	<del>Cllr Sam Hoy</del> Cllr Dee Laws
2	Member	Member for Cambridge City Council	Cllr Mike Sargeant	Cllr Mike Davey
3	Member	Member for Cambridgeshire County Council	Cllr Roger Hickford	Cllr Ian Bates
4	Member	Member for East Cambridgeshire District Council	Cllr David Ambrose -Smith	Cllr Anna Bailey
5	Member	Member for Huntingdon District Council	<del>Cllr Graham Bull</del> Cllr Ryan Fuller	<del>Cllr Ryan Fuller</del> Cllr Jon Neish
6	Member	Member for Peterborough City Council	Cllr Irene Walsh	Cllr Steve Allen
7	Member	Member for South Cambridgeshire District Council	Cllr Bridget Smith	Cllr Hazel Smith

### Notes

(a) Lead Member should also be Chair

(b) Vice Chair to be agreed by committee as and when required







<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 1.7</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **REVIEW OF THE CORPORATE RISK MANAGEMENT STRATEGY**

### **1.0 PURPOSE**

- 1.1 At its meeting on 16 December 2019 the Audit and Governance Committee considered a review of the Combined Authority's Corporate Risk Management Strategy and recommended to the Combined Authority Board the adoption of the proposed revised Corporate Risk Management Strategy.
- 1.2 This report recommends to the Combined Authority Board the adoption of the proposed revised Corporate Risk Management Strategy.

<b><u>RECOMMENDATIONS</u></b>	
<b>Lead Member:</b>	<b>Mayor James Palmer</b>
<b>Lead Officer:</b>	<b>Dermot Pearson, Interim Legal Counsel and Monitoring Officer</b>
<b>Forward Plan Ref: n/a</b>	<b>Key Decision: No</b>
The Combined Authority Board is recommended to:  (a) Adopt the proposed revised Risk Management Strategy [Appendix 2];	<b>Voting Arrangements</b>  Simple majority of all members

### **2.0 BACKGROUND**

#### **Corporate Risk Management Strategy**

- 2.1. The current Risk Management Strategy was adopted in February 2018 by the Combined Authority and forms Appendix 1 to this report. It is due for review to ensure it reflects current best practice.

2.2. The proposed revised Corporate Risk Management Strategy forms Appendix 2 to this report and differs from the current Risk Management Strategy in that it:

- Adopts a clearer hierarchy in dealing with Project, Programme, Portfolio and Corporate Risks with defined risk promotion and risk escalation processes.
- Provides greater and improved clarity on the aims and objective of the Strategy and its implementation within the Combined Authority.
- Clearly defines the roles and responsibilities of individuals, committees and the Combined Authority Board in their importance in managing and mitigating risk.
- Confirms how risks are to be managed, within appropriate measures and controls and how issues are to be mitigated when they do arise with clear processes to be followed.
- Addresses how risks can also be positive and create opportunities.
- Sets out the expectations of officers in relation to the understanding and management of risk.
- Aligns with the Assurance Framework and Constitution and relates to British Standard principles and guidelines.
- Provides an opportunity register and issue register to ensure all aspects of the management of risk is captured throughout the Project, Programme and Portfolio lifecycle.

2.3. The proposed revised Corporate Risk Management Strategy is recommended to the Combined Authority Board as a more effective approach to the management and mitigation of risk across the Combined Authority's activities. The recommendation is that the Board adopt the revised Corporate Risk Management Strategy.

### **3.0 FINANCIAL IMPLICATIONS**

3.1. All the work has been carried out in-house, therefore there are no significant financial implications to this activity.

### **4.0 LEGAL IMPLICATIONS**

4.1 The keeping of an up to date Risk Management Strategy and Corporate Risk Register is part of the process of appropriately identifying and managing risk within the Combined Authority. The keeping of a Corporate Risk Register is a requirement of the Assurance Framework.

### **5.0 APPENDICES**

5.1. Appendix 1 – The Risk Strategy adopted in February 2018.  
Appendix 2 - The Proposed Revised Corporate Risk Management Strategy.

<b><u>Background Documents</u></b>	<b><u>Location</u></b>
<ol style="list-style-type: none"> <li>1. Cambridgeshire &amp; Peterborough Combined Authority Constitution, September 2019.</li> <li>2. Cambridgeshire &amp; Peterborough Combined Authority Assurance Framework, November 2019.</li> </ol>	<ol style="list-style-type: none"> <li>1. <a href="https://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/Constitution-2019-10-24.pdf">https://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/Constitution-2019-10-24.pdf</a></li> <li>2. <a href="https://cambridgeshirepeterborough-ca.gov.uk/assets/Assurance-Framework-Publication-Nov-2019.pdf">https://cambridgeshirepeterborough-ca.gov.uk/assets/Assurance-Framework-Publication-Nov-2019.pdf</a></li> </ol>



**Agenda Item 1.7 - Appendix 1**



**CAMBRIDGE & PETERBOROUGH COMBINED AUTHORITY**

**CORPORATE RISK MANAGEMENT STRATEGY**

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**1. INTRODUCTION -What is Risk Management?**

**2. RISK POLICY - The Authority's Approach to Risk Management**

**3. RISK MANAGEMENT AIMS AND OBJECTIVES**

**4. ROLES AND RESPONSIBILITIES**

**5. ARRANGEMENTS FOR MANAGING RISKS**

**6. MONITORING ARRANGEMENTS**

**7. TRAINING & COMMUNICATION ARRANGEMENTS TO SUPPORT IMPLEMENTATION OF THE STRATEGY**

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**Appendix 2: Corporate and Project Risk Registers**

## CAMBRIDGE AND PETERBOROUGH COMBINED AUTHORITY RISK MANAGEMENT STRATEGY

### 1. INTRODUCTION

#### What is Risk Management?

1.1 Risk can be defined as uncertainty of outcome. Risk is ever present and a certain amount of risk-taking is inevitable if the CPCA is to achieve its objectives. Risk management implies adopting a planned and systematic approach to the identification, evaluation and control of the risks facing the Authority and is a means of minimising the costs and disruption caused by undesired events.

1.2 Risk management covers the whole spectrum of risks and not just those associated with finance, health and safety and insurance. It also includes risks associated with public image (reputation), the environment, technology, contracts/partnerships, projects etc.

1.3 The Authority also has a statutory responsibility to have in place arrangements for managing risks, as stated in the Accounts & Audit Regulations 2015:- *“A relevant body must ensure that it has a sound system of internal control which: (a) facilitates the effective exercise of its functions and the achievement of its aims and objectives; (b) ensures that the financial and operational management of the authority is effective; and (c) includes effective arrangements for the management of risk.”*

1.4 The benefits gained from effectively managing risk include:

#### Improved strategic management

- Greater ability to deliver against objectives and targets;
- Improved decision making

#### Improved operational management

- Reduction in managerial time spent dealing with the consequences of a risk event; having occurred;
- Improved service delivery

#### Improved financial management

- Better informed financial decision-making;
- Greater financial control;
- Minimising waste and poor value for money;
- Reduction in costly claims against the Authority

### **Improved customer service**

- Minimal service disruption to customers and a positive external image as a result

## **2. RISK POLICY**

### **2.1 The Authority's Approach to Risk Management**

The Authority recognises the need for risk management to feature as a consideration in our strategic and operational planning and decision making. The Authority is committed to managing and minimising risk by identifying, analysing, evaluating and treating risks that may impact the future success of the organisation. The approach is designed to ensuring that risk management is fit for purpose by applying the following:

- All staff obtain a sound understanding of the principles of risk management.
- Avoid surprises and reduce financial impact by generating an increased understanding of risk and quickly identifying mitigation response plans.
- Embed risk management as part of decision making by providing visibility of risks.
- Have plans in place on how to respond to an emergency or crisis, to carry on with business and recover from a disaster.

The approach is based on: thinking logically; identifying key risks and what to do about each risk; deciding who is responsible for the risk; recording the risks and changes in risk exposure; and monitoring the risks and learning from events.

## **3. RISK MANAGEMENT AIMS AND OBJECTIVES**

3.1 The aim of risk management is to ensure that the Authority has an effective process to support better decision making through good understanding of risks and their likely impact.

3.2 The objectives of the Authority's risk management strategy are to:-

- Raise awareness of the need for risk management;
- Minimise loss, disruption, damage and injury and reduce the cost of risk, thereby maximising resources;
- Inform policy and decision making by identifying risks and their likely impact.

3.3 These objectives will be achieved by:-

- Establishing clear roles, responsibilities and reporting lines within the Authority for risk management;



- Effective communication with, and the active involvement of, Service Managers and Directors;
- Monitoring progress in delivering the strategy and reviewing the risk management arrangements on an on-going basis.

#### 4. ROLES AND RESPONSIBILITIES

4.1 The table below outlines the key roles within the risk management strategy: -

Table 1: Roles and Responsibilities

<b>Chief Executive and Board</b>	<ul style="list-style-type: none"> <li>➤ To approve the Risk Management Policy and Strategy (including the Authority's risk appetite)</li> <li>➤ To approve the Corporate Risk Register</li> <li>➤ To monitor progress in the management of Strategic Risk</li> <li>➤ Understand the most significant risks</li> <li>➤ Manage the organisation in a crisis</li> </ul>
<b>Audit &amp; Governance Committee</b>	<ul style="list-style-type: none"> <li>➤ To ensure that the Authority has an effective risk management process in place</li> <li>➤ To monitor progress on the management of Strategic Risks</li> </ul>
<b>Head of Risk and Compliance</b>	<ul style="list-style-type: none"> <li>➤ To develop and review the risk management strategy and process in accordance with best practice</li> <li>➤ Build awareness culture</li> <li>➤ To provide advice and support to Management Team and Service Managers on the identification, analysis and prioritisation of risks</li> <li>➤ To report on the identification and progress of strategic risks to the Audit &amp; Governance Committee</li> <li>➤ To provide risk management training as</li> </ul>

	<p>required to officers and Members</p> <ul style="list-style-type: none"> <li>➤ Identify and report changes in the risk exposure to the organisation.</li> <li>➤ Develop the risk management policy and keep it updated.</li> <li>➤ Co-ordinate the risk control activities.</li> <li>➤ Develop specialist contingency and recovery plans</li> <li>➤ Support investigations of incidents and near misses</li> <li>➤ Provide assurance on the management of risk</li> </ul>
<b>Management Team</b>	<ul style="list-style-type: none"> <li>➤ To determine the Authority's risk appetite</li> <li>➤ To identify strategic risks</li> <li>➤ To determine actions to manage strategic risks</li> <li>➤ To monitor progress in managing strategic risks</li> <li>➤ Ensure implementation of risk improvement recommendations</li> <li>➤ Build awareness of risks within functions</li> <li>➤ Evaluation of reports from employees on identified risks</li> <li>➤ Identify and report on risk changes.</li> </ul>
<b>Service Managers</b>	<ul style="list-style-type: none"> <li>➤ To support the Management Team in the identification and management of Strategic Risks</li> <li>➤ To manage operational risks effectively in their particular service areas</li> <li>➤ To monitor and review risks at appropriate intervals</li> </ul>

Employees	<ul style="list-style-type: none"> <li>➤ To identify risks</li> <li>➤ To implement actions as instructed</li> <li>➤ Report inefficient, unnecessary or unworkable controls</li> <li>➤ Report loss events and near miss incidents</li> <li>➤ Co-operate with others in the investigation of risk incidents</li> <li>➤ Ensure that visitors and contractors comply with procedures</li> </ul>
Monitoring Officer	<ul style="list-style-type: none"> <li>➤ To ensure that the Authority has an effective risk management framework</li> </ul>
Internal Audit	<ul style="list-style-type: none"> <li>➤ Provide advice and guidance on the management of risk relating to the design, implementation and operation of systems of internal control.</li> </ul>

## 5. ARRANGEMENTS FOR MANAGING RISKS

5.1 The risk management methodology to be employed at the Authority is outlined in Appendix 1.

## 6. MONITORING ARRANGEMENTS

6.1 To ensure that informed decisions are made, it is essential to identify key strategic risks. Strategic risks will be identified at Management Team level as part of the Corporate Planning process and will be documented in the Corporate Risk Register which will be maintained by the Risk & Compliance Manager on behalf of the Monitoring Officer and the Management Team.

6.2 Progress in managing strategic risks will be monitored and reported on to ensure that intended actions are delivered and risks managed.

6.3 The Corporate Risk Register will form the basis of half yearly risk management reports to Board and the Audit & Governance Committee.

6.4 Internal Audit will carry out a periodic review of the Authority's risk management arrangements to provide independent assurance as to their effectiveness.

6.5 Internal Audit will also during the course of audits throughout the year:

- Identify and report weaknesses in the controls established by management to manage/monitor risks;
- Provide advice on the design/operation of the controls established by management to manage/monitor risk.

6.6 The Chief Internal Auditor will review the strategic risk register on an annual basis and incorporate strategic risk areas into the Internal Audit planning process as appropriate.

6.7 Service Managers should maintain a record of key operational risks within their service area relating to service change, projects and significant procurement. Progress in managing these risks should be monitored on a regular basis.

## **7. TRAINING & COMMUNICATION ARRANGEMENTS TO SUPPORT IMPLEMENTATION OF THE STRATEGY**

7.1 Training in the risk management methodology will be provided to those officers with direct responsibility for / involvement in the risk management process.

7.2 Training in the risk management methodology will be provided to:

- Board
- the Audit & Governance Committee;
- Management Team;
- Service Managers; and
- Other employees as appropriate.

## **8. REVIEW OF RISK MANAGEMENT STRATEGY**

8.1 This strategy will be reviewed every three years.

**APPENDICES:**

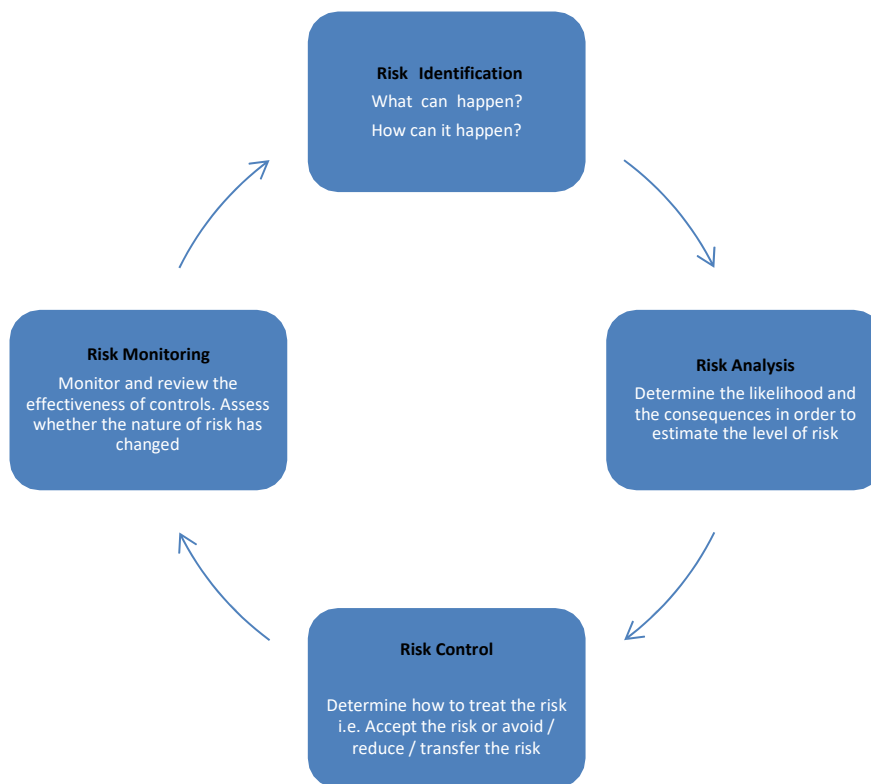
**Appendix 1: Risk Management Methodology**

**Appendix 2: Corporate Risk Register and Project Risk Registers**

## APPENDIX 1: RISK MANAGEMENT METHODOLOGY

### 1. The Risk Management Cycle

There are 4 key stages in the risk management cycle, as illustrated in the diagram below:-



The 4 stages of risk management are part of a cycle. Risk management is dynamic and so the identification phase needs to be carried out continuously.

### 2. Risk Identification

2.1 Risk assessment is the overall process of risk identification, risk analysis and risk evaluation.

**Table 3** below lists the main techniques being used and a brief description of each of these techniques. When completing risk assessments for General Data Protection Regulation (GDPR) purposes consideration should be given to whether a Data Protection Risk Assessment (DPIA) is needed

**Table 3 Risk Assessment Techniques**

Risk Assessment Techniques	
Technique	Description
Questionnaires and checklists	Use of structured questionnaires and checklists to collect information that will assist with the recognition of the significant risks.
Workshops and brainstorming	Collection and sharing of ideas at workshops to discuss the events that could impact the objectives, core processes or key dependencies.
Inspections and Audits	Physical inspections of premises and activities and audits of compliance with established systems and procedures.
Flowcharts and dependency analysis	Analysis of the processes and operations within the organisation to identify critical components that are the key to success.

The aim of the risk identification process is to generate a comprehensive list of risks be faced. Relevant and up to date information is important to identifying these risks and equally important is ensuring that our people with the appropriate knowledge are involved in our identification process. A variety of Risk Identification processes may be used as exemplified in the table below.

**Table 4: Risk Identification Techniques**

Risk Identification Techniques	
Technique	Description
Risk gap analysis	A list of common risks and uses these as a discussion point in risk reviews to facilitate risk thinking and identification
Workshops & brainstorming	Collection and sharing of ideas that could impact the objectives of the project/objective.
Audits and Inspections	Physical inspection of premises and audits of compliance with established systems and procedures
SWOT analysis	Strengths weaknesses opportunities Threats (SWOT)
PESTLE analysis	Political, Economic, Social, Technological, Legal & Environment

### 3. Risk Analysis and Scoring

3.1 Risk analysis involves completing a full investigation of the risk to develop an understanding of the likelihood and impact on the organisation. This analysis forms part of the risk evaluation process and helps to understand how the risks should be treated.

3.2 At this part of this risk analysis, risks are classified using the classification table below and recorded on the risk register which is stored in SharePoint. Once risks have been identified they need to be assessed. This process requires risk owners to assess the level of risk by considering:-

- The probability of an event occurring - “likelihood”; and
- The potential severity of the consequences should such an event occur – “impact”.

3.3 Not all factors are equally important and higher scores should be given to those risks considered to impact most on the achievement of objectives. The impact scores have therefore been weighted to reflect that more significance should be given to those risks with a medium or high impact than those with a medium or high likelihood.

3.4 The following table provides **Likelihood** and **Impact** descriptors to assist with this process:-

#### LIKELIHOOD

Score	Description	Indicative Guidelines
4	Very Likely	<ul style="list-style-type: none"> <li>▪ There is a high exposure to the risk</li> <li>▪ Event expected to occur</li> <li>▪ Has occurred and will continue to do so without action being taken</li> <li>▪ Indication of imminent occurrence</li> <li>▪ There are external influences which are likely to make our controls ineffective</li> </ul>
3	Probable	<ul style="list-style-type: none"> <li>▪ There is a moderate exposure to risk</li> <li>▪ Reasonable to expect event to occur</li> <li>▪ Has occurred in the past</li> <li>▪ Is likely to occur in the Authority’s planning cycle</li> <li>▪ There are external influences which may</li> </ul>



		reduce effectiveness of controls
<b>2</b>	<b>Possible</b>	<ul style="list-style-type: none"> <li>▪ There is low exposure to risk</li> <li>▪ Little likelihood of the event occurring</li> <li>▪ There is a potential for external influences which may reduce the effectiveness of controls</li> </ul>
<b>1</b>	<b>Unlikely</b>	<ul style="list-style-type: none"> <li>▪ Extremely remote</li> <li>▪ Not expected to occur but may do so in exceptional circumstances</li> <li>▪ There are few or no external influences which may reduce effectiveness of controls</li> </ul>
<b>IMPACT</b>		
<b>Score</b>	<b>Description</b>	<b>Indicative Guidelines</b>
<b>5</b>	<b>Major/ Serious Consequences</b>	<p>The consequence is so bad that urgent action must be taken to improve the situation or prevent it worsening. External support from the Government or other agencies is likely to be needed:</p> <ul style="list-style-type: none"> <li>• Major loss, delay or interruption to services</li> <li>• One off event which would de-stabilise the Authority</li> <li>• Financial loss, additional costs or loss of assets which would need an Authority decision as the scale of the loss would be outside the Authority's budget &amp; policy framework</li> <li>• The risk will cause the objective not to be reached, causing damage to the organisation's reputation.</li> <li>• Will attract medium to long-term attention of legislative or regulatory bodies</li> <li>• Major complaints</li> <li>• Significant adverse media interest</li> <li>• Death or life-threatening injury</li> </ul>

<b>3</b>	<b>Moderate/Disruptive</b>	<p>The consequence is sufficiently serious to require attention by Management Team and / or the Board:</p> <ul style="list-style-type: none"> <li>• Significant loss, delay or interruption to services</li> <li>• Medium term impact on operational efficiency or performance</li> <li>• Financial loss, additional costs or loss of assets that is within the Authority's budget and policy framework but needs a Statutory Officer decision, Management Team decision, or to be drawn to the attention of the Board.</li> <li>• The risk will cause some elements of the objective to be delayed or not achieved, causing potential damage to the organisation's reputation.</li> <li>• May attract medium to short term attention of legislative or regulatory bodies</li> <li>• Significant complaints</li> <li>• Serious accident / injury (but not life threatening)</li> </ul>
<b>1</b>	<b>Minor/Non Disruptive</b>	<p>The consequences can be dealt with as part of the normal day-to-day business by the Service Manager and the Director:</p> <ul style="list-style-type: none"> <li>• Minor loss, delay or interruption to services</li> <li>• Short term impact on operational efficiency or performance</li> <li>• Negligible financial loss</li> <li>• The risk will not substantively impede the achievement of the objective, causing minimal damage to the organisation's reputation</li> <li>• No or minimal external interest</li> <li>• Isolated complaints</li> <li>• Minor accident / injury</li> </ul>

3.5 Both gross and residual scores should be identified to effectively review and monitor the effectiveness of the controls in place.

- **Gross Score**-The level of risk faced before internal controls/mitigating actions have been applied / implemented.
- **Residual Score**-The level of risk faced after any internal controls/mitigating actions have been applied/considered.

3.6 Internal controls are the Authority's policies, procedures and processes or any additional controls or mitigating actions taken to deal with a risk. Judgement must be made by the risk owner/facilitator as to the numerical reduction to the gross risk score to produce the residual risk score. The residual scores are then plotted onto the risk matrix, see below, which will determine the risk priority.

RISK		IMPACT		
L I K E L Y H O O D		Minor/Non-Disruptive(1)	Moderate/Disruptive (3)	Major/Serious Consequences(5)
	Very Likely (4)	4	12	20
	Probable (3)	3	9	15
	Possible (2)	2	6	10
	Unlikely (1)	1	3	5

#### 4. Risk Control

4.1 Having identified and analysed the risks, it is necessary to decide what to do and who will do it. Priority will be given to the High (red) risks which will require immediate action plans.

4.2 Medium (Amber) risks will require actions plans and / or to be closely monitored as appropriate.

4.3 Low-scoring (Green) risks can be “accepted” and will not require actions plans. However, these risks will need to be monitored to ensure that controls remain operational to manage them and that such risks do not run out of control and become Medium (Amber) or High (Red) risks.

4.4 Where it is not deemed appropriate to accept the risk, the risk will need to be controlled. Risk control is the process of taking action to minimise the likelihood of the risk event occurring and/or reducing the severity of the consequences should it occur. There are 3 main options for controlling risk; avoidance, reduction and risk transfer.

4.5 **Risk avoidance** involves the Authority opting not to undertake a current or proposed activity because it is considered to be too risky.

4.6 **Risk reduction** is dependent on implementing actions which will minimise the likelihood of an event occurring or limit the severity of the consequences should it occur.

4.7 **Risk transfer** involves transferring liability for the consequences of an event to another body. This may be done in two ways: -

- Cost, delivery or legal liability may be transferred to an alternative provider under contractual/partnership arrangements for service delivery; however, it should be remembered that some responsibility may be retained for ensuring that the risk is managed e.g. Health & Safety.
- The costs associated with a damaging event may be reduced by transferring some or all of the financial risk to external insurance companies however; it should be remembered that many risks are uninsurable.

## 5. Risk Treatment

5.1 Risk treatment is the activity of selecting and implementing appropriate control measures to modify the risk. The Authority’s system of risk treatment provides the development of efficient and

effective internal controls. Effectiveness of internal control is the degree to which the risk will either be eliminated or reduced by the proposed control measures.

5.2 The cost effectiveness of internal control relates to the cost of implementing the control compared to the risk reduction benefits achieved.

5.3 Controls are defined as actions that are taken to reduce the likelihood and/or magnitude of a risk. Controls can be preventive, corrective, directive or detective as set out in the table below.

**Table 1: Types of Control**

Types of Control	
Control Type	Description
Preventive	Designed to limit the risk from occurring
Corrective	Designed to limit the scope for loss
Directive	Type of control based on giving instruction
Detective	Designed to identify a risk that has occurred to minimise the loss

## 6. Risk Response

6.1 The risk management responses used can be a mix of five main actions; transfer, tolerate, treat, terminate or take the opportunity.

- **Transfer;** for some risks, the best response may be to transfer them. This might be achieved by conventional insurance or by supporting a third party to take the risk in another way.
- **Tolerate;** the ability for us to do anything about some risks may be limited, or the cost of taking any action may be disproportionate to the potential benefit gained. This course of action will commonly be used for large external risks.
- **Treat;** by far the greater number of our risks will belong to this category. The purpose of treating a risk is to reduce the chance of the risk occurring and is not necessarily to obviate the risk, but to contain it to an acceptable level.
- **Terminate** the risk by doing things differently thus removing the risk where it is feasible to do so.

## **7. Risk Mitigation and Management**

7.1 The mitigating actions are the key to successful risk management. These focus on the risk and are actions which make it less likely that the risk will occur, or which will reduce its impact, probability or both. They are designed to be as Specific Measurable Achievable Realistic, and Time bound (SMART) as possible. Any mitigating actions which stay the same over a long period are reviewed as they may not be effective, although they might still be necessary.

7.2 Most risks can be managed – either by minimising the likelihood of the risk occurring and / or reducing the severity of the consequences should the risk occur. Relatively few risks have to be avoided or transferred. Managers must judge which courses of control action are the most appropriate to address each of the risks they have identified, taking advice from the Risk & Compliance Manager and other support services where appropriate.

7.4 The cost/benefit of each control act is assessed. The benefits will not always be solely financial. Managers need to use their own professional knowledge and experience to judge whether the financial cost of risk control is justified in terms of non-financial benefit to the Authority. On occasions, managers may conclude that the cost of the control action may outweigh the benefits which will accrue to the Authority as a result of the action being taken. In such instances, all or an element of the risk is retained. However, no statute should be breached when making this decision.

7.5 For each risk actions should be identified, the officer responsible and timescales. Responsibility for drawing up the action plans lies with the Management Team (for strategic risks) and with service managers for service / operational risks

## **8. Risk Monitoring**

8.1 To complete the risk management cycle, there must be monitoring and review of:-

- The implementation of the agreed risk control action plan;
- The effectiveness of the action in controlling the risk; and
- How the risk has changed over time.

Monitoring and review ensures that we continually learn from experience. The objectives of our monitoring and review process are as follows:

- Ensuring the controls are effective in both design and operation
- Obtaining further information to improve risk assessment
- Analysing and learning lessons from previous event
- Detecting changes in the external and internal context
- Identifying emerging risks

## **9. Risk assurance**

Successful management of risk depends on four important risk based outputs which have been identified as follows:

Mandatory as required by laws, customers/clients and standards

- Assurance for our Management Team and other stakeholders
- Decision making based on the best information available

Effective and efficient core processes through our organisation.

## **10. Communication and Consultation**

Communication and consultation with external and internal stakeholders takes place during all stages of risk management. In addition, as part of the communication process, the reporting of risks to management and the Board is most important. The reporting pattern is shown in the diagram below.

**Figure 1 Risk Reporting Structure**



## 11. Adding value

Risk management provides extra value to the Authority. In particular it is important to emphasize that employees will

- only take risks where there are likely to be benefits from doing so; and
- focus on risks where benefits could be enhanced, or the likelihood of success could be improved, or the likelihood of negative impact reduced.

It is important to ensure that risk management is having an impact – and change it if it is not doing so. It is also necessary to be proportionate paying more attention may be appropriate for larger interventions.

## 12. Revision History

A record should be maintained of all revisions to the Corporate Risk Strategy as shown below.

Version	Date	Summary	Name



## Appendix 2: Corporate Risk Register and Project Risk Registers

### Format of Risk Registers

Risk registers are commonly prepared either as tables in Word format or in Excel spreadsheet format. The Word format generally includes more narrative descriptions and response actions to provide a one-stop approach to the document whereas the Excel format often provides a tabular listing with reference to other documentation outlining further details of the issues.

### Project Risk Register Templates

Risk management register templates are readily adaptable to include the corporate risk strategy risks and the project risks in the respective portfolios. There are clear advantages of using this approach principally because of the interactive facility, common approach and accessibility through Share point.

The complete **Corporate Risk Register** and the **project risks** identified in the Transportation and **Housing portfolios** are shown in Appendix 2 and have been transferred to the risk issue template can be viewed through the following link:

<https://cambridgeshirepeterborough.sharepoint.com/:x/s/CPCATeamSite/ERL7V3hljeJNn6zjBg9wMR4BpYQhx34-30Ls0mfYGMtxzQ?e=0FdOg3>





# Risk Management Strategy

Cambridgeshire and Peterborough Combined  
Authority (CPCA)





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## 1. Introduction

This Risk Management Strategy outlines the approach taken by Cambridgeshire and Peterborough Combined Authority (CPCA). This guide describes the specific management activities that will be undertaken for the organisation and the individual portfolios within CPCA.

Risk management is the effective way to manage risk before it becomes an issue. It also implements processes to deal with risk escalation, promotion and issue management.

A risk can be either a threat (i.e. uncertain event that could have a negative impact on objectives or benefits) or an opportunity (i.e. an uncertain event that could have a favourable impact on objectives or benefits)

The benefits gained from effectively managing risk include:

- Encouraged proactive management – strategic, operational and financial;
- Increased likelihood to deliver against objectives and targets;
- Improved identification of opportunities and threats;
- Improved operational effectiveness and efficiency;
- Improved CPCA learning;
- Improved CPCA resilience.

Issues are risk events that have happened. These were not planned and require immediate management actions. Risks when they occur become issues or as otherwise known “become realised”.

The Risk Management Strategy implements section 6.3 of the Assurance Framework. “It is important that the level of risk taken on any project and programme is understood from an early stage alongside the associated cost implications. Project managers are required to include risk as part of funding requests”.

## 2. Risk Policy

CPCA recognises the need for risk management to feature in our strategic, operational planning and decision-making governance. CPCA is committed to managing and minimising risk by identifying, analysing, evaluating and treating risks that may impact the future success of the organisation. The approach has the following aims:

- All staff obtain a sound understanding of the principles of risk management;
- Issues are avoided or if realised they have a reduced financial impact by an increased understanding of risk and quickly identifying mitigation responses;
- Risk management is embedded in decision making by providing visibility of risks.

The approach is based on: thinking logically; identifying key risks and what to do about each risk; deciding who is responsible and accountable for the risk; recording the risks and changes in risk exposure; monitoring the risks and learning from events.

CPCA is a complex organisation with different portfolios, these include:

- Business & Skills.

- Corporate Services.
- Housing.
- Transport & Strategy.

When dealing with particular projects within these portfolios, guidance is used through Supplementary Green Book Guidance for Optimism Bias.

### 3. Risk Management Aims and Objectives

The aim of risk management is to ensure that CPCA has an effective process to support better decision making through good understanding of risks and the likely impact these risks may have. In general terms, “risk management” refers to the architecture (principles, framework and process) for managing risks effectively, while “managing risk” refers to applying that architecture to particular risks.

In order for CPCA’s Risk Management Strategy to be effective, all employees at CPCA should understand risk management. The core principles of the Risk Management Strategy are:

- Integral part of all CPCA processes.
- Part of decision making.
- Explicitly addresses uncertainty.
- Based on the best available information.
- Tailored approach.
- Takes human and cultural factors into account.
- Transparent and inclusive.
- Dynamic, iterative and responsive to change.
- Facilitates continual improvement of CPCA.

These principles will be achieved by:

- Establishing clear roles, responsibilities and reporting lines within CPCA for risk management;
- Following the Risk Management Methodology (Appendix 1);
- Effective communication with all CPCA employees;
- Monitoring progress in implementing the strategy and reviewing the risk management arrangements on an on-going basis.

As stated within the Assurance Framework, “at project level, all projects are expected to outline, in detail, any identified risks during the business case development and due diligence processes. Once in delivery, ongoing risk registers are maintained and incorporated into the monthly highlight report”.

Within CPCA, we have defined risk into four groups. This is to effectively implement the risk management strategy. The four risk groups are:

- Project
- Programme
- Portfolio
- Corporate



## 4. Roles and Responsibilities

The table below outlines the key roles within the Risk Management Strategy: -

Table 1: Roles and Responsibilities – Project Level

Role	Responsibility / Action
<b>Corporate Risk Owner / Chief Executive</b>	<ul style="list-style-type: none"> <li>• Authorises the risk and issue management strategy and its adjustment, improvement and enforcement</li> <li>• Ownership of strategic / corporate risks and issues, ensuring mitigation actions are dealt with at the appropriate senior level.</li> <li>• In charge of monitoring the strategy / corporate risk register.</li> <li>• Define clear rules for escalation and promotion.</li> <li>• Deploys a consistent language of risk management across the corporate, portfolio, programme and its projects.</li> </ul>
<b>Portfolio Director</b>	<ul style="list-style-type: none"> <li>• Ownership of portfolio-level risk and issues.</li> <li>• Assures portfolio adherence to the risk management principles</li> <li>• Define clear rules for escalation and promotion.</li> <li>• Deploys a consistent language of risk management across the portfolio, programme and its projects.</li> <li>• Escalates items across the programme boundaries to Corporate Risk Owner for resolution where necessary.</li> <li>• Communicates the progress of the resolution of issues in a clear and timely fashion across the portfolio.</li> <li>• Coordinates risk and issue management interfaces with programmes.</li> <li>• Provides support and advice on risks and issues to programmes.</li> <li>• Allocates risk and issues as appropriate.</li> </ul>
<b>Programme Risk Owner</b>	<ul style="list-style-type: none"> <li>• Ownership of programme-level risk and issues.</li> <li>• Assures programme adherence to the risk management principles.</li> <li>• Deploys a consistent language of risk management across the programme and its projects.</li> <li>• Escalates items across the programme boundaries to Portfolio Director for resolution where necessary.</li> <li>• Communicates the progress of the resolution of issues in a clear and timely fashion across the programme.</li> <li>• Coordinates risk and issue management interfaces with projects.</li> <li>• Provides support and advice on risks and issues to projects.</li> <li>• Allocates risk and issues as appropriate.</li> </ul>
<b>Project Risk Owner</b>	<ul style="list-style-type: none"> <li>• Ownership of project-level risk and issues.</li> <li>• Assures the project adherence to the risk management principles.</li> <li>• Deploys a consistent language of risk management across the projects.</li> </ul>

	<ul style="list-style-type: none"> <li>• Escalates items across the programme boundaries to Programme Risk Owner for resolution where necessary.</li> <li>• Communicates the progress of the resolution of issues in a clear and timely fashion across the project.</li> <li>• Allocates risk and issues as appropriate.</li> </ul>
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Table 2: Roles and Responsibilities – Governance Level

Role	Responsibility / Action
<b>Combined Authority Board</b>	<ul style="list-style-type: none"> <li>• Adopt and review the Risk Management Strategy.</li> <li>• Receive recommendations from the Audit and Governance Committee as to the Authority's arrangements for the management of risk and on the any concerns that risks are being accepted which the Authority may find unacceptable.</li> </ul>
<b>Business Board</b>	<ul style="list-style-type: none"> <li>• Review and challenge mitigation and exploitations at the appropriate level (in relation to matters directly controlled or indirectly accessible by the Business Board).</li> </ul>
<b>Audit and Governance Committee</b>	<ul style="list-style-type: none"> <li>• Initiates assurance reviews of risk and issue management effectiveness.</li> <li>• Reviews the Authority's risk management arrangements. The Committee will consider the Risk Management Strategy on an annual basis and will make appropriate recommendations to the Combined Authority Board.</li> <li>• Monitors the Authority's risk and performance management arrangements including reviewing the corporate risk register on a quarterly basis together with progress with mitigating actions and assurances.</li> </ul>
<b>Internal Audit</b>	<ul style="list-style-type: none"> <li>• Responsibility to undertake sufficient work to establish whether the CA has "adequate and effective" risk management, control and governance processes.</li> <li>• The Chief Internal Auditor provides an annual opinion on the overall systems of internal control and their effectiveness.</li> </ul>
<b>Monitoring Officer</b>	<ul style="list-style-type: none"> <li>• Manages and coordinates the resolution of risks relating to operational performance and benefits achievement.</li> <li>• Ensures that risk management cycle includes operational risks.</li> <li>• Manages risks that impact on business performance and transition.</li> <li>• Identifies operational issues and ensures that they are managed by the programme.</li> <li>• Identifies opportunities from the business operations and raises them for inclusion in the programme.</li> <li>• Contributes to impact assessments and change control.</li> <li>• Monitors and reports on business performance issues that may require the attention of the programme during transition.</li> </ul>
<b>Section 73 Officer</b>	<ul style="list-style-type: none"> <li>• The Chief Finance Officer is appointed under Section 73 Officer of the Local Government Act 1985 to ensure that proper administration of the financial affairs of the Combined Authority and Business Board. The Section 73 Officer is</li> </ul>

	<p>responsible for providing the final sign off for funding decisions. The Section 73 Officer will provide a letter of assurance to government by 28th February each year regarding the appropriate administration of government funds under the Cambridgeshire and Peterborough Investment.</p> <ul style="list-style-type: none"> <li>• The S73 office is also required to report to, and provide assurances to, the Audit and Governance Committee in relation to the Combined Authority's risk management and assurance mapping arrangements and has overall responsibility for maintaining adequate and effective internal control arrangements.</li> </ul>
<b>Project Management Office (PMO)</b>	<ul style="list-style-type: none"> <li>• Manages and coordinates the information and support systems to enable efficient handling of the programmes risk and issues.</li> <li>• Maintains the risk register for each programme.</li> <li>• Maintains the issue register for each programme.</li> <li>• Establishes, facilitates and maintains the risk management cycle.</li> <li>• Establishes, facilitates and maintains the issue management cycle.</li> <li>• Maintains the configuration management system (document control).</li> <li>• Facilitates the change control steps.</li> </ul>

The Assurance Framework states that "Senior Officers of the Combined Authority (Chief Executive and S73 Officer) are responsible for the identification and management of risk. The Combined Authority has an Assurance Manager, to support this activity".

## 5. Arrangements for Managing Risk

The Risk Management Methodology to be employed at CPCA is outlined in Appendix 1, with a copy of the Issue Management Strategy within Appendix 2. The project risk and opportunity templates and guidance notes can also be found in Appendix 3 and Appendix 4. Dealing with risk events that have become issues are documented in Issue Log Appendix 5.

## 6. Monitoring Arrangements

To ensure that informed decisions are made, it is essential to identify key strategic risks. Strategic risks will be reviewed monthly by the Combined Authority Management Team, as per the Assurance framework and will be documented in the Corporate Risk Register.

Progress in managing strategic risks will be monitored and reported on to ensure that identified actions are delivered and risks managed.

The Corporate Risk Register will be reviewed by the Audit & Governance Committee on a quarterly basis as per the Assurance Framework.

Internal Audit will carry out a periodic review of the CPCA's risk management arrangements to provide independent assurance as to their effectiveness.

In carrying out audits throughout the year, Internal Audit will also:

- Identify and report weaknesses in the controls established by management to manage/monitor risks;
- Provide advice on the design/operation of the controls established by management to manage/monitor risk.

In order to ensure risk management is effective, CPCA will:

- Measure risk management performance against indicators, which are periodically reviewed for appropriateness.
- Periodically measure progress against, and deviation from the risk management plan.
- Periodically review whether the Risk Management Methodology, policy and plan are still appropriate given CPCA internal and external context.
- Report on risk, progress with the risk management plan and how well the risk management policy is being followed.
- Review effectiveness of Risk Management Methodology.

## 7. Training and Communication Arrangements to Support Implementation of the Strategy

Training of the Risk Management Methodology (Appendix 1) will be provided to those employees with direct responsibility for involvement in the risk management process:

- Corporate Risk Owner;
- Portfolio Director;
- Programme Risk Owner;
- Project Risk Owner;
- PMO;
- Board;
- Internal Auditor;
- Monitoring Officer;
- Section 73 Officer;
- All employees.

## 8. Review of the Risk Management Strategy

This strategy will be reviewed every three years.

## 9. Appendices:

Appendix 1: Risk Management Methodology

Appendix 2: Issue Management Strategy

Appendix 3: Risk Register and Guidance Notes

Appendix 4: Opportunity Register and Guidance Notes

Appendix 5: Issue Log and Guidance Notes

## 10. Version Control

Any amendments to the Risk Management Strategy should all be logged in the box below:

Version	Date	Comments
1.0	07/11/2019	First draft of Risk Management Strategy
2.0	05/12/2019	Finalised for inclusion to Audit and Governance Committee for 16 <sup>th</sup> December 2019

## 11. References

1. Association for Project Management (APM) Book of Knowledge, 2014.
2. Managing Successful Programmes (MSP) Best Practice Management, 2011.
3. Cambridgeshire & Peterborough Combined Authority (CPCA) Risk Management Strategy, 2018.
4. British Standard – Risk Management – Principles and guidelines, BS ISO 31000:2009.
5. Supplementary Green Book Guidance, Optimism Bias, HM Treasury.
6. Cambridgeshire & Peterborough Combined Authority (CPCA) Constitution, 2019.
7. Cambridgeshire & Peterborough Combined Authority (CPCA) Assurance Framework, 2019.

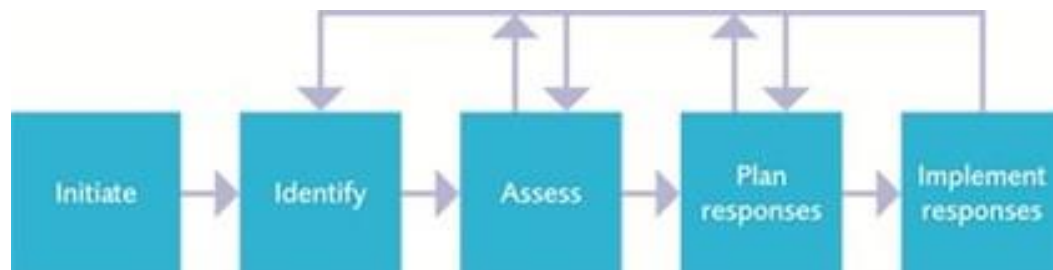


## Appendix 1. Risk Management Methodology

### 1. The Risk Management Cycle

There are 5 key stages in the risk management cycle, Initiate, Identify, Assess, Plan and Implement (IIAPI) as illustrated in the diagram below:

Diagram 1: Risk Management Cycle (IIAPI)



The 5 stages of risk management are part of a cycle. Risk management is dynamic and so the identification phase needs to be carried out continually. As the process is repeated throughout the project/programme/portfolio lifecycle, the assessment or response planning can lead to the identification of further risks and planning and implementing responses can trigger a need for further analysis and so on.

A key output from the initiation step is the risk management plan, which details how risk will be managed throughout the life cycle.

An individual risk is defined as “either a threat (i.e. uncertain event that could have a negative impact on objectives or benefits) or an opportunity (i.e. an uncertain event that could have a favourable impact on objectives or benefits)”

### 2. Initiate

The main output for the initiation phase is the Risk Management Plan or Risk Management Strategy which is available on the Combined Authority website.

This describes the key elements on how risk management will be implemented:

1. Scope;
2. Objectives;
3. Roles and Responsibilities;
4. Process;
5. Tools.

### 3. Risk Identification (what can happen and how can it happen?)

Risk identification starts with uncertain events being articulated as threats and opportunities. To help identify whether an uncertain event is a project, programme, portfolio or corporate risk, definition for these risk groups can be found below:

**Project** – has a specific impact on a single project only.

**Programme** – has common attributes across multiple projects (within an interdependent group of projects) and may affect the delivery of those associated projects.

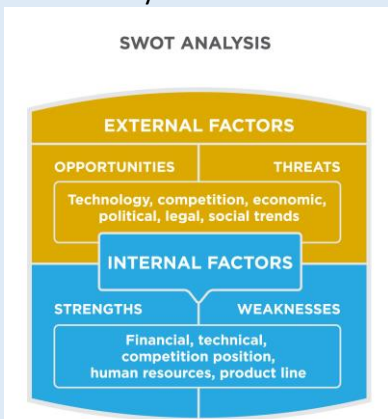
**Portfolio** – distinct directorial area, made up of a collection of individual projects and programmes that are not necessarily interdependent of each other e.g. Business & Skills, Housing, Transport & Strategy.

**Corporate** – refers to the liabilities and opportunities that positively or negatively impact CPCA as an organisation.

Identification techniques draw on various sources of information. Identification of risks from previous projects, programmes and portfolios involves looking at lessons learned reports and risk registers.

The aim of the risk identification process is to generate a comprehensive list of risks, with relevant and up to date information important in identifying these risks. A variety of risk identification processes may be used as exemplified in the table below.

Table 1: Risk Identification Techniques

Risk Identification Techniques	
Technique	Description
<b>Risk Gap Analysis</b>	Using a list of common risks as a discussion point in risk reviews.
<b>Workshops &amp; Brainstorming</b>	Collection and sharing of ideas that could impact the objectives of the project / objective.
<b>Audits and Inspections</b>	Physical inspections of premises and activities and audits of compliance with established systems and procedures. Flowcharts and dependency analysis of the processes and operations within the organisation to identify critical components that are the key to success.
<b>SWOT analysis</b>	<p>Considering a project/programme/organisation's Strengths Weaknesses Opportunities Threats (SWOT) – opportunities and threats are usually external risks, while strengths and weakness are normally internal risks.</p>  <p>The diagram is titled 'SWOT ANALYSIS'. It features a central blue box labeled 'INTERNAL FACTORS' which is divided into two sections: 'STRENGTHS' on the left and 'WEAKNESSES' on the right. Below these sections is a list of internal factors: 'Financial, technical, competition position, human resources, product line'. Above the central box is a yellow box labeled 'EXTERNAL FACTORS', which is divided into 'OPPORTUNITIES' on the left and 'THREATS' on the right. Below these sections is a list of external factors: 'Technology, competition, economic, political, legal, social trends'.</p>



## PESTLE analysis

Considering potential sources of risk arising from six possible elements: Political, Economic, Social, Technological, Legal & Environment (PESTLE)



## 4. Risk Assessments (Determine the likelihood and impact)

The assessment of risk can be broken down into how likely it is that a risk might become an issue, and what impact that issue would have. These are defined as likelihood and impact:

- The probability of an event occurring and when they might happen – **likelihood**.
- The potential severity of the consequences (positive and negative) should such an event occur – **impact**.

The following table below provides likelihood and impact descriptors to assist with this process:

Table 2: Likelihood vs Impact definitions

Likelihood	
1	Rare – This event may occur but only in exceptional circumstances (0-5%)
2	Unlikely – Not likely to not occur under normal circumstances (6-20%)
3	Moderate - Given time likely to occur (21-50%)
4	Likely – The event will probably occur in most circumstances (51-80%)
5	Almost Certain – This event is expected to occur soon (81-99%)

Impact	
1	Negligible – Risks may have minimal damage / gain or long-term effect
2	Marginal – Risks may have minor loss / gain but little overall effect
3	Significant – Risks may have considerable loss / gain.
4	Major – Risks may have significant loss / gain.
5	Monumental – Risks may have extensive loss / gain and long-term effect.

When discussing the impact of risks, it is important that we are not just focusing on the impact to the individual project/programme and that we also consider the impact that can affect the strategic objectives of CPCA. It should be noted that, while the likelihood assessment should not change, the

impact assessment may change when risks are escalated from project to programme to portfolio to corporate risks: this reflects that a risk may be critical to a project's outcomes, but that project may not be critical to the CPCA's outcomes as a whole.

When discussing the impact (positive or negative) a risk can have on a project, programme, portfolio or corporate, it is important to remember to use the following criteria. These are:

- Cost
- Time
- Quality
- Safety
- Operational Impact
- Reputation

Once every risk has been given a score for its likelihood x Impact, it is given an overall score and corresponding RAG status (Red Amber Green Rating).

Table 3: Overall RAG Status

Overall RAG Status		Impact				
		1	2	3	4	5
Likelihood		Negligible	Marginal	Significant	Major	Monumental
5	Almost Certain	5	10	15	20	25
4	Likely	4	8	12	16	20
3	Moderate	3	6	9	12	15
2	Unlikely	2	4	6	8	10
1	Rare	1	2	3	4	5

The RAG rating is an indicator to determine the severity of a risk.

Priority will be given according to the RAG Status:

- Red – Require immediate action plans
- Amber – Require action plans and / or to be closely monitored as appropriate.
- Green – Can be “Accepted” and may not require action plans.

This determines the Risk Tolerance. Risk Tolerance is the measure of the degree of uncertainty that a stakeholder/organisation accepts in respect of the project/programme/portfolio risk assessment.

However, these risks will need to be monitored to ensure that controls remain operational in order to manage them. Just because a risk is deemed as “Accepted” does not mean that this risk is forgotten about. For example, risks are to be monitored and reviewed to ensure that a green risk does not escalate to an amber risk and therefore would require more action. Similarly, it is also important to ensure that amber risk does not escalate to a red risk.

Just as risks can increase in RAG status, they can also decrease with the right mitigation or change in circumstance. A risk that was deemed as red at the beginning of the project can be moved down to green throughout the project lifecycle. The current RAG rating is called the Project/Programme/Portfolio/Corporate Risk Status.

Risks are recorded on the Risk and Opportunity Register for that project, programme or portfolio. Templates and guidance for this is found in Appendix 3 and 4. Corporate Risks are stored on the Corporate Risk Register (Appendix 6).

## 5. Mitigation and Risk Control

Having prioritised the risk, it is now necessary to determine a potential response for the higher risk events. There are two things to do here:

1. Determine what can be done to reduce the probability of the risk occurring (therefore, reducing its likelihood).
2. Determine a plan and set aside contingencies to deal with if it does become realised. (therefore, reducing its impact)

This process is called mitigation. An example of risk events and planned responses are shown below:

Table 4: Risk Events and Responses

Risk Event	Consequences	Mitigation action to reduce probability	Contingency actions to deal with the event if it occurs
<b>Bad weather happens on a key date</b>	There may be delays in replacing the roof, thereby causing delays and potential overspend	Do roofing work during drier months	Erect protective sheeting above roof while work takes place.  Stop work and move workers inside during bad weather
<b>The new server does not arrive in time</b>	The software testing cannot take place	Make sure it is purchased from a reputable supplier	Provide a delay between planned delivery and testing starting  Purchase two as a spare
<b>The staff do not accept the new working practices</b>	Poor customer service and morale	Make sure staff are communicated with early in the process	Have a long transition phase  Hire temporary staff while changes and alterations are made

Risk Control is the process of acting to minimise the likelihood of the risk event occurring and/or reducing the severity of the consequences should it occur. This will be applied on risk and opportunities. There are 8 main options to consider, 4 for risk and 4 for opportunities.

### Risk

1. **Accept** – Here we accept the risk and take no proactive action other than putting monitoring processes in place to make sure that the potential for damage does not change. Once the risk is accepted it is generally necessary to provide for some form of contingency to provide funds / time to accommodate the risk should it happen (despite its lower likelihood / impact)

2. **Avoid** – The only real way to avoid a risk is to change the project scope or approach – what we do or the way we do it.
3. **Transfer** – We seek to move the risk from our risk register onto someone else’s risk register. We seek to transfer the potential for harm to another. Usually through an insurance policy or a contract.
4. **Reduce** – either the likelihood or impact.

### **Opportunity**

1. **Reject** – Choose not to take the advantage of the opportunity, possibly because it is worth too little or requires too much work to capitalise on.
2. **Enhance** – Take proactive steps to try and enhance the probability of the opportunity being able to be exploited.
3. **Exploit** – This involves changing the scope of the project /programme to encompass some aspect that wasn’t previously discussed that will achieve some extra benefit.
4. **Share** – Seek partners with whom can actively capitalise on the circumstances such as a Joint Venture.

Care is needed when arriving at any response to risk because regardless of what action is taken, it has the potential to generate other risks.

When a risk can no longer be mitigated and the risk becomes realised, it is then called an “Issue”. This requires a different management strategy, and this can be found in Issue Management Strategy (Appendix 5).

## 6. Implement Risk Responses

The primary goal of the implement element is to ensure that the planned risk management (mitigation and control) actions are monitored as to their effectiveness and corrective action is taken where responses do not match expectation.

An important part of this is to understand the roles and responsibilities outlined in Table 1 of the Risk Management Strategy. This ensures that at least one individual is always clearly identified as the risk owner, and another individual is identified as the risk actioner. The key roles are:

- **Risk Owner** – Responsible for the management and control of all aspects of risk assigned to them, including managing, tracking and reporting the implementation of the selected actions to address the threats or to maximise the opportunities.
- **Risk Actioner** – Responsible for the implementation of risk response actions. They support and take direction from the risk owner.

Anyone can raise a risk. Just because an employee and or stakeholder raises a risk, this does not necessarily make them the Risk Owner. A Risk Register can have many risk owners.

## 7. Risk Promotion from Project to Corporate

Risk Promotion is the term used when a project risk is deemed to be a programme/portfolio or even a corporate risk. The decision to promote a project risk to a programme risk is taken by the

Programme Risk Owner. A risk should be promoted from a project to a programme risk when the project risk is deemed to have an impact on a programme.

For example, if a project needs to deliver a particular output in order for another project within that programme to be completed. This also works the same for when a programme risk has impact on a portfolio. The risk will then be promoted by the Portfolio Risk Owner. Another example is that at project level, a small risk can have limited effect, but when a project risk is combined with other risks in adjacent projects, it can produce a significant impact on a programme or portfolio.

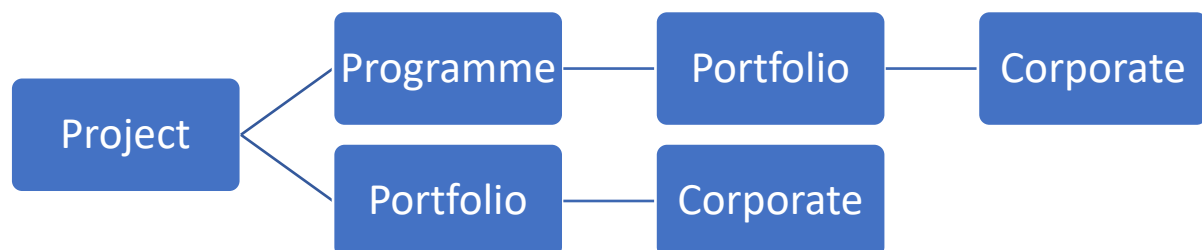
Therefore project, programme, portfolio and corporate risks can:

- Accumulate to critical loss and or damages
- Grow (where the sum of the risks is bigger than individual parts)
- Reduce (where the sum of the risks is smaller than individual parts)

As project risks can move up the promotion process to programme then to portfolio and then to corporate risk, there is also opportunity for a project risk to go direct to portfolio level. As previously defined the difference between a programme and a portfolio is that a programme is a collection of projects which have an interdependent link; while a portfolio is a collection of individual projects and programmes not necessarily having that interdependent link. Therefore, a project risk can have significance on that individual project but also have the opportunity to affect the delivery of the portfolio.

Below is a diagram showing this Risk Promotion process.

Diagram 2: Risk Promotion Process



It is the decision of the relevant Risk Owner (as per the Roles and Responsibility table within the Risk Management Strategy) to decide to promote the risk. A risk can be deemed to have project, programme, portfolio and corporate significance and therefore might stay on all three risk registers with different levels of action / mitigation and different risk owners.

It is important to remember that no matter which level the risk sits, that the risk is managed effectively and review on a regular basis to ensure no escalation.

## 8. Review Monitoring and Review

Risk is managed as a cycle as it's a continual process. It should involve regular checking or surveillance, and this will be done periodically (via meeting such as Risk Reviews, Programme Reviews etc) or ad hoc. A combination of both ensures that risks are reviewed regularly, and the mitigation and action plan are up to date.

Monitoring and review ensures that we continually learn from experience. The objectives of our monitoring and review process are as follows:

- Ensuring the controls are effective in both design and operation;
- Obtaining further information to improve risk assessment;
- Analysing and learning lessons from previous event;
- Detecting changes in the external and internal context;
- Identifying emerging risks.

Open culture tool for improvement – good mission statement.

## Appendix 2: Issue Management Strategy

### 1. Introduction

An issue is a relevant event that has happened, was not planned and requires management actions. The action may be to fix the problem that has caused the event to happen in the first place, or to change the boundary of the project/programme.

Issue management is the process of identifying and resolving issues. Problems with staff or suppliers, technical failures, material shortages for example all have a negative impact on your project. If the issue goes unresolved, you risk creating unnecessary conflicts, delays, or even failure to produce project objectives.

Issues and risks are not quite the same thing, however the exact nature of both is largely unknown at the start of a project. The Risk Management Methodology (Appendix 1) highlights how to identify and assess all potential risks. Issues, however, have to deal with as they happen. Issue management is therefore a planned process for dealing with an unexpected issue – whatever that issue may be – if and when one arises.

Issues can typically be classified into one of the following three types:

1. A previously identified risk that has now materialised and requires appropriate issue management action.
2. A request for change to some aspect of the programme, an operation or a project
3. A problem affected all or part of the programme/project in some way.

### 2. Issue Register

Issues are recorded in the Issue Register (Appendix 5). The Issue Register is similar to the Risk Register and is a repository that focuses on all identified issues that have occurred. It includes former risks if they have materialised from previous projects / programmes / programmes to ensure a Lessons Learned approach. On the Project Risk Register template (Appendix 3), under column “Risk Status” it allows the risk status to be updated to “realised”. Once the risk becomes realised, these are then migrated to the Issue Register (Appendix 5).

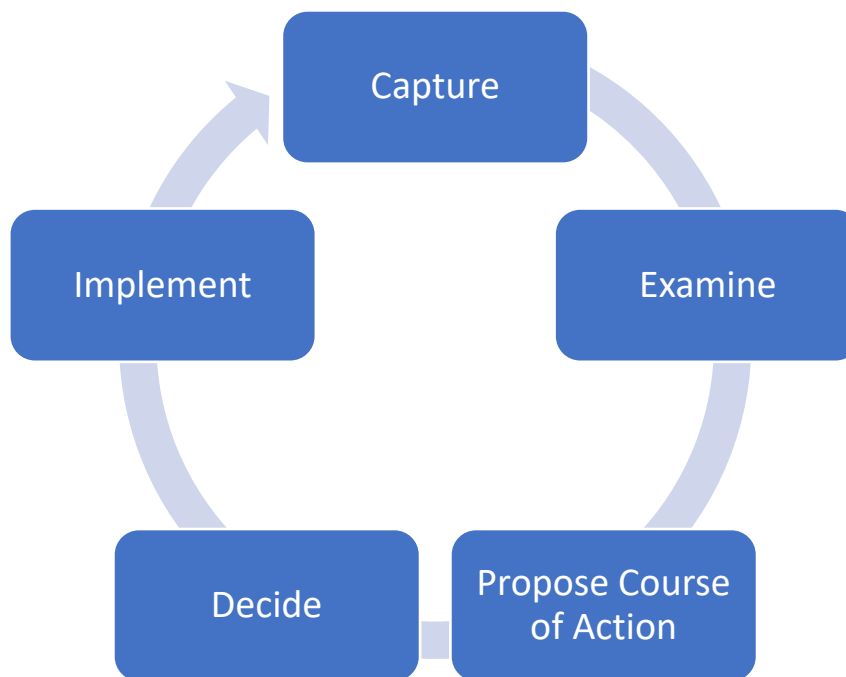
Having an Issue Register allows CPCA to:

- Have a safe and reliable method for the team to raise issues.
- Track and assign responsibility to specific people for each issue.
- Analyse and prioritize issues more easily.
- Record issue resolution for future reference and project learning.

### 3. Issue Management Methodology

Like the Risk Management Methodology (Appendix 1) the Issue Management Methodology is a cycle with 5 steps, shown below:

Diagram 1: Issue Management Cycle



Within these 5 steps there are two ongoing activities. These are:

1. **Monitor and Control** ensures that the decision can be achieved within the estimates of time and cost and that the impact of the overall risk profile is not greater than anticipated.
2. **Embed and Review** ensures that issue management is being appropriately and successfully handled within each programme and ultimately across the organisation. It looks at each individual step of the cycle to determine its contribution to the overall quality of issue management.

## 1. Capture

The first step is to undertake an initial analysis to determine the type of issue that has been raised. When capturing the issue, it should be assessed by its severity and impact on the portfolio/programme/project and also allocated to an individual or group of people for examination.

When allocating an issue, the initial decision might be to direct the issue to where it can most appropriately be managed. Some issues will be managed by the Programme, and major issues might need to be managed at Portfolio level when outside the authority of the programme. Smaller issues might need to be managed at project level.

## 2. Examine

The next step is to examine the issue by undertaking impact analysis. The analysis should consider the impact that the issue, and the options for its resolution, will have on:

- The portfolio/programmes performance, especially how benefits are realisation will be affected.
- The portfolio/programmes/projects business case.



- The portfolio/programme risk profile – the impact on the overall risk exposure.
- The operational performance of the organisation and existing plans.
- Supplier contact or service level agreements.

Impact analysis must include a broader view, the portfolio, the programme, its projects, operations and strategic objectives. As a minimum, an issue should always be assessed against the impact on the projects/programmes objects and benefits.

### 3. Propose Course of Action

Alternative options should be considered before proposing a course of action to take. The action chosen should maintain an acceptable balance between the advantage to be gained (benefits) and the impact on cost, time and risk. When the concurrent change initiatives affect the same operational areas, this acceptable balance may require an assessment across these other portfolio, programme and projects.

Some changes may be mandatory, for example to comply with new legislation. Therefore, the action might be to then achieve compliance with minimum impact. However, in such cases the analysis work should explore where the mandatory change opens up other opportunities to improve the portfolio/programmes/projects performance and benefits.

### 4. Decide

As per the Risk Management Strategy Section 4, the roles and responsibilities in terms of Risk and Issues have been defined. A table below demonstrates these roles and responsibilities set out relating to Issue Management:

Table 1: Roles and Responsibilities

Role	Responsibility / Action
<b>Corporate Risk Owner</b>	<ul style="list-style-type: none"> <li>• Authorises the risk and issue management strategy and its adjustment, improvement and enforcement</li> <li>• Ownership of strategic / corporate risks and issues, ensuring mitigation actions are dealt with at the appropriate senior level.</li> <li>• In charge of monitoring the strategy / corporate risk register.</li> <li>• Define clear rules for escalation and promotion.</li> <li>• Deploys a consistent language of risk management across the corporate, portfolio, programme and its projects.</li> </ul>
<b>Portfolio Director</b>	<ul style="list-style-type: none"> <li>• Ownership of portfolio-level risk and issues.</li> <li>• Assures portfolio adherence to the risk management principles</li> <li>• Define clear rules for escalation and promotion.</li> <li>• Deploys a consistent language of risk management across the portfolio, programme and its projects.</li> <li>• Escalates items across the programme boundaries to Corporate Risk Owner for resolution where necessary.</li> <li>• Communicates the progress of the resolution of issues in a clear and timely fashion across the portfolio.</li> </ul>

	<ul style="list-style-type: none"> <li>• Coordinates risk and issue management interfaces with programmes.</li> <li>• Provides support and advice on risks and issues to programmes.</li> <li>• Allocates risk and issues as appropriate.</li> </ul>
<b>Programme Risk Owner</b>	<ul style="list-style-type: none"> <li>• Ownership of programme-level risk and issues.</li> <li>• Assures programme adherence to the risk management principles.</li> <li>• Deploys a consistent language of risk management across the programme and its projects.</li> <li>• Escalates items across the programme boundaries to Portfolio Director for resolution where necessary.</li> <li>• Communicates the progress of the resolution of issues in a clear and timely fashion across the programme.</li> <li>• Coordinates risk and issue management interfaces with projects.</li> <li>• Provides support and advice on risks and issues to projects.</li> <li>• Allocates risk and issues as appropriate.</li> </ul>
<b>Project Risk Owner</b>	<ul style="list-style-type: none"> <li>• Ownership of project-level risk and issues.</li> <li>• Assures the project adherence to the risk management principles.</li> <li>• Deploys a consistent language of risk management across the projects.</li> <li>• Escalates items across the programme boundaries to Programme Risk Owner for resolution where necessary.</li> <li>• Communicates the progress of the resolution of issues in a clear and timely fashion across the project.</li> <li>• Allocates risk and issues as appropriate.</li> </ul>

The Programme / Project Risk Owner may be able to resolve or delegate minor issues without reference to any other role for a decision. Some issues however, may need to be referred to the Corporate Risk Owner or Portfolio Director or the proposal may need to be referred to a specialist role (monitoring officer or Section 73) when it involves business change.

If a decision for change is made, then this change should be planned with appropriate recognition of the need for contingency, additional resources and a fall-back plan should the change cause unexpected problems.

When a decision is made there will also need to be an issue owner, issue actioner and a response action plan identified. The Issue Register should also be updated.

## 5. Implement

The decision and response action plan will be communicated to the appropriate stakeholder for several reasons:

- So that personnel, especially each issue actioner, are aware of changes to their work schedules and can undertake their assigned tasks to fix the problems and implement the changes.

- To inform those who raised the issue and what course of action is being perused.
- To inform stakeholders who may be affected by the change (suppliers, contractors etc)
- To demonstrate effective management of the project/programme/portfolio.

The issue register is updated, and all other documents are revised whether the decision affects the content. In majority of cases the programme plan will need to be updated as well.

The change is then applied, and the impact of the change monitored, and lessons learned from its introduction. The impact of these should be used for the assessment of future changes/issue management.

As stated previously this a continual cycle and should be monitored and reviewed regularly to ensure compliance.





<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 1.8</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## REVIEW OF THE DATA PROTECTION POLICY

### 1.0 PURPOSE

- 1.1 At its meeting on 18 December 2017 the Audit and Governance Committee reviewed the Combined Authority's Data Protection Policy which was then adopted by the Combined Authority Board at its meeting on 31 January 2018. As set out in more detail in the report, the Data Protection Act 2018 requires the Data Protection Policy to be reviewed and, if appropriate updated, from time to time.
- 1.2 At its meeting on 16 December 2019 the Audit and Governance Committee considered a proposed revised Data Protection Policy and recommended its adoption by the Combined Authority Board. This report recommends that the Combined Authority Board adopts the proposed revised Data Protection Policy.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Mayor James Palmer</b>
<b>Lead Officer:</b>	<b>Dermot Pearson, Interim Legal Counsel and Monitoring Officer</b>
<b>Forward Plan Ref: n/a</b>	<b>Key Decision: No</b>
<p>The Combined Authority Board is recommended to:</p> <p>(a) Adopt the revised Data Protection Policy [Appendix 2]</p>	<p><b>Voting Arrangements:</b></p> <p>Simple majority of all members</p>

## **2.0 BACKGROUND**

- 2.1. The current Data Protection Policy forms Appendix 1 to this report and was reviewed by the Committee at its meeting on 18 December 2017 before being adopted by the Combined Authority Board at its meeting on 31 January 2018.
- 2.2. The Data Protection Act 2018 [the Act] requires the Combined Authority to have an “appropriate policy document in place” when certain types of processing of personal data are carried out. The document must:
  - 2.2.1 Explain the Authority’s procedures for securing compliance with the principles in the General Data Protection Regulation relating to the processing of personal data in reliance on specified conditions; and
  - 2.2.2 Explain the Authority’s policies as regards the retention and erasure of personal data processed in reliance on the conditions, giving an indication of how long such personal data is likely to be retained.
- 2.3. The specified conditions which can only be relied upon when there is an appropriate policy document in place include:
  - 2.3.1 Where the processing is necessary for the purposes of performing or exercising obligations or rights which are imposed or conferred by law on the controller or the data subject in connection with employment, social security or social protection;
  - 2.3.2 Where the processing is for the purpose of the exercise of a function conferred on a person by an enactment or rule of law;
  - 2.3.3 Where the processing is necessary for the administration of justice;
  - 2.3.4 Where the processing is of personal data revealing racial or ethnic origin, revealing religious or philosophical beliefs, concerning health or an individual’s sexual orientation;
  - 2.3.5 Where the processing is necessary for the purposes of the prevention or detection of an unlawful act;
  - 2.3.6 Where the processing is necessary for the purposes of protecting the public against dishonesty;
  - 2.3.7 Where the processing is necessary for the purposes of preventing fraud; and
  - 2.3.8 Where the processing is necessary for the purposes of is necessary for the purpose of, or in connection with, any legal proceedings (including prospective legal proceedings);

- 2.4. The Act also requires the document to be retained for the period of 6 months after the Authority ceased to carry out the processing, to be reviewed and (if appropriate) updated from time to time and made available to the Information Commissioner, on request, without charge. The purpose of this report is to review and update the Data Protection Policy.
- 2.5. Officers have reviewed the policies of other combined authorities to help identify best practice on data protection policies. The policy of the West Midlands Combined Authority has been identified as a good example and, with their consent, has been adapted for use by the Combined Authority. The proposed revised Data Protection Policy forms Appendix 2 to this report.
- 2.6. The proposed revised Data Protection Policy addresses the principles relating to processing of personal data set out in the General Data Protection Regulation and clearly sets out the rights of data subjects.

### **3.0 FINANCIAL IMPLICATIONS**

- 3.1. All the work has been carried out in-house, therefore there are no significant financial implications to this activity.

### **4.0 LEGAL IMPLICATIONS**

- 4.1 As set out in the body of the report, if the Combined Authority is to rely on conditions for processing set out in the Data Protection Act 2018, it must have an appropriate policy document in place and that document must be kept under review. The proposed revised Data Protection Policy is intended to be that policy.

### **5.0 APPENDICES**

- 5.1. Appendix 1 – Data Protection Policy adopted in January 2018.  
Appendix 2 - The Proposed Revised Data Protection Policy.

<b><u>Background Documents</u></b>	<b><u>Location</u></b>
West Midlands Combined Authority Privacy Policy	<a href="https://www.wmca.org.uk/policies">https://www.wmca.org.uk/policies</a>







**Agenda Item No: 1.8 – Appendix 1**

**DATA PROTECTION POLICY**

1. Cambridgeshire and Peterborough Combined Authority ("CPCA") shall take all necessary steps to ensure that the personal data it holds about its customers, suppliers, employees and all other individuals is processed fairly and lawfully.
2. CPCA shall ensure that all relevant statutory requirements are complied with and that its internal data protection procedures are monitored regularly.
3. CPCA shall implement and comply with the eight Data Protection Principles contained in the Data Protection Act 1998 ("the Act") which promotes good conduct in relation to processing personal information.
4. These Principles are:
  - (1) Personal data shall be processed fairly and lawfully. Individuals will not be misled as to the uses to which CPCA will put the information given.
  - (2) Personal data shall be obtained only for one or more specified and lawful purposes and shall not be further processed in any manner incompatible with that purpose or those purposes. CPCA ensures that individuals whose data is processed will be informed as fully as possible about the purposes for which the information is being processed.
  - (3) Personal data shall be adequate, relevant and not excessive in relation to the purpose or purposes for which it is processed. The information obtained by CPCA will be sufficient to ensure accurate processing.
  - (4) Personal data shall be accurate and where necessary, kept up to date. Errors will be corrected as soon as discovered or notified.
  - (5) Personal data processed for any purpose or purposes shall not be kept for longer than is necessary for that purpose or those purposes. Data which is no longer required will be securely destroyed.
  - (6) Personal data shall be processed in accordance with the rights of data subjects outlined in the Act. CPCA will attempt to reply to subject access requests as quickly as possible and in all cases within the 40 day timeframe allowed by the Act.
  - (7) Appropriate technical and organisational measures shall be taken against unauthorised or unlawful processing of personal data and against accidental loss, destruction or damage. In particular, unauthorised staff and other individuals will be prevented from gaining access to personal information. Appropriate physical security will be in place with visitors being received and supervised at all times within CPCA's premises where information about individuals is stored.

(8) Personal data shall not be transferred to a country or territory outside the European Economic Area unless that country or territory ensures an adequate level of protection for the rights and freedoms of data subjects in relation to the processing of personal data.

5. CPCA shall ensure that the Information Commissioner's Office is informed of all its uses of personal information and will review and update those entries from time to time.

6. CPCA shall take such measures as may be necessary to ensure the proper training, supervision and instruction of all relevant employees in matters concerning data protection and to provide any necessary information.

7. CPCA shall consult with its employees periodically to ascertain what measures should be taken to increase awareness of data protection issues and to ensure that all necessary measures are in place to make this Policy effective.

8. Where reasonable and practicable personal data shared with any partner, associate or other organisation shall be the subject either of a protocol or confidentiality agreement which will define the context and limits of the data exchange.

9. CPCA's Legal Counsel & Monitoring Officer shall have overall responsibility for data protection issues within the organisation.

10. CPCA will keep this Policy under review taking account of changes in legislation, advice from the Information Commissioner's Office, decisions of the Courts, changes in technology, experience in practice and relevant guidance from other representatives.

November 2017



**Agenda Item No: 1.8 – Appendix 2**

# Data Protection Policy

(December 2019)

The Cambridgeshire and Peterborough Combined Authority is a controller for the purposes of the Data Protection Act 2018. We collect, process and store a wide range of information, including personal information to deliver our services efficiently.

We are responsible for managing the information that we hold and we recognise that this information is important to you. We take our responsibilities seriously and use personal information fairly, correctly and safely in line with the UK's data protection laws.

Anyone who receives information from us is also under a legal obligation to do the same and will have a set of data protection clauses included in any contract with us.

Where we need to share sensitive or confidential information, we will do so only with your consent, or where we are legally able to do so.

## **Why we need to collect information about you**

We collect and process various categories of personal information at the start of, and for the duration of your relationship with us. We will limit the collection and processing of information to what is necessary to achieve one or more legitimate purposes as identified in this notice.

We will use your personal information for a limited number of purposes and always in line with our responsibilities, and where reasonable your wishes, where there is a legal basis to use your personal information and in relation to your rights.

We process personal information:

- For the purpose for which you provided the information, for example services we have provided in relation to transport, public service reform, business & skills and housing.
- To enable us to communicate with you and for the provision of services to you.
- To monitor our performance in providing services to you, to gather statistical information to allow us to plan future provision of services to and to obtain your opinion about our services.
- To meet various legal requirements.
- For the prevention and/or detection of crime.



- To process financial transactions including grants and payments directly involving us or where we are acting on behalf of other government bodies.
- For general processing where you have given your consent for us to do so.
- Where it is permitted under the Data Protection Act, for example, to comply with legal obligations, or for us to seek legal advice or undertake legal proceedings.
- For marketing purposes to keep you updated on the latest news and services.

We may not be able to provide you with a service if we do not have enough information and, in some instances, your consent to use that information.

We aim to keep your information accurate and up to date. You can help us to do this by letting us know if any of the information you have given us, such as your address changes. Our contact details can be found later in this document.

Schedule A, below explains the lawful basis we process your information.

## **Ways in which we collect your information**

### Face to Face

We may keep a record of your visit to us to assist us in the delivery and improvement of the services that we provide to you and to others. Any such records that include personal information will be kept securely.

### Telephone calls

Ordinarily we will inform you if we record or monitor any telephone calls you make to us. We may do this to increase your security; so that we have a record of a call taking place and/or for training and quality purposes.

### Emails

If you email us, we may keep your email as record that you have made contact. This includes your email address. We will not include any personal or otherwise confidential information in any email we send to you unless it is sent securely or you have agreed to us contacting you with this information. We would also recommend that you keep the amount of personal or confidential information you send to us via email to a minimum.

### Online

- Other websites – On our website you may find links to other external websites which we have provided for your information and convenience. This data protection policy applies solely to Cambridgeshire and Peterborough Combined Authority. We are not responsible for the content of those sites. When you visit other websites, we recommend that you take time to read their own privacy notices.



## **What we will do with your information**

When deciding what personal information to collect, use and hold, we are committed to making sure that we:

- Only collect, hold and use personal information where it is necessary and fair to do so.
- Keep your personal information secure and safe.
- Securely dispose of any personal information when it is no longer needed.
- Be open with you about how we use your information and who we share it with.
- Adopt and maintain high standards in handling any personal information.

We may disclose personal information to a third party, but only where it is required by law, where that third party needs that information to provide you with a service on our behalf or where it is otherwise allowed under the Data Protection Act. We will strive to make sure that the third party has sufficiently robust system and procedures in place to protect your personal information.

## **How long we will hold your information**

By providing you with a service, we create records that contain information. We manage our records to help us provide a service to you. The retention periods we will hold records are determined based on the type of record, the nature of the activity, product or service. We will not retain records for any longer than necessary, or as required by law.

When we dispose of personal information, we will do so in a secure way.

## **Who we may share your information with**

We will not share your information with anyone outside of the Cambridgeshire and Peterborough Combined Authority except:

- a. Where we have your permission.
- b. Where required for the service we are providing you.
- c. Where we are required by law and by law enforcement agencies, judicial bodies, government, tax authorities or other regulatory bodies.
- d. With third parties, external partners, and agencies assisting us in delivering our service to you.
- e. With external partners to improve, and advance, the service we provide to you.



Information will only be shared where it is necessary, and permitted under the Data Protection Act. Any information shared will be proportionate and limited only to what is necessary.

The Cambridgeshire and Peterborough Combined Authority will ensure that the third party, external partner, or agency have sufficient systems and procedures in place to prevent the loss or misuse of personal information. Sharing will only take place under strict contractual agreements and/or sharing agreements.

### **Transferring information overseas**

If you're personal information is transferred outside the European Economic Area (EEA) for processing or storage purposes the Cambridgeshire and Peterborough Combined Authority will ensure that safeguards are in place to protect it to the same standard we apply. We will ensure that any transfer only takes place if:

- a. The European Commission has decided that the country or the organisation we are sharing your information with will protect your information adequately.
- b. The transfer has been authorised by the relevant data protection authority, and/or
- c. We have entered into a contract with the organisation with which we are sharing (on terms approved by the European Commission), to ensure your information is adequately protected.

### **Communications about our service**

We will contact you with information relevant to the service we are providing you. By a variety of means including via email, text message, post and/or telephone.

We may monitor or record calls, emails, text messages, or other communications in accordance with applicable laws.

### **Your rights**

Under the Data Protection Act, you as the Data Subject, have the following rights. Each request will be reviewed and actioned wherever possible. However, you should be aware that, due to the reasons that the Cambridgeshire and Peterborough Combined Authority may be processing your information we may not be able to comply with some requests due to legal obligations. You have the right to:

<b>Rights</b>	<b>Description</b>
<b>Access</b> – You have a right to get access to the personal information we hold about you	If you would like a copy of the personal information we hold about you please contact us at: <ul style="list-style-type: none"><li>• Email: <a href="mailto:contactus@cambridgeshirepeterborough-ca.gov.uk">contactus@cambridgeshirepeterborough-ca.gov.uk</a></li></ul>



	<ul style="list-style-type: none"><li>• Telephone: 01480 277180</li><li>• Address: Data Protection Officer, Cambridgeshire and Peterborough Combined Authority, Incubator 2, The Boulevard, Enterprise Campus, Alconbury Weald, Huntingdon. PE28 4XA</li></ul>
<b>Rectification</b> – You have a right to rectification of inaccurate personal information and to update incomplete personal information	<p>If you believe that any of the information that we hold about you is inaccurate, you have a right to request that we restrict the processing of that information and to rectify the inaccurate personal information.</p> <p>Please note that if you request us to restrict processing your information, we may have to suspend the services we provide to you</p>
<b>Erasure</b> – You have a right to request that we delete your personal information.	<p>You may request that we delete your personal information if you believe that:</p> <ul style="list-style-type: none"><li>• we no longer need to process your information for the purposes for which it was provided;</li><li>• we have requested your permission to process your personal information and you wish to withdraw your consent; or</li><li>• we are not using your information in a lawful manner.</li><li>• Please note that if you request us to restrict processing your information, we may have to suspend the services we provide to you</li></ul>
<b>Restriction</b> – You have a right to request us to restrict the processing of your personal information	<p>You may request us to restrict processing your personal information if you believe that:</p> <ul style="list-style-type: none"><li>• any of the information that we hold about you is inaccurate;</li><li>• we no longer need to process your information for the purposes for which it was provided, but you require the information to establish, exercise or defend legal claims; or</li><li>• we are not using your information in a lawful manner.</li></ul>





	Please note that if you request us to restrict processing your information, we may have to suspend the services we provide to you.
<b>Portability</b> – You have a right to data portability	Where we have requested your permission to process your personal information or you have provided us with information for the purposes of entering into a contract with us, you have a right to receive the personal information you provided to us in a portable format.
<b>Objection</b>  You have a right to object to the processing of your personal information.	<p>You have a right to object to us processing your personal information (and to request us to restrict processing) unless we can demonstrate compelling and legitimate grounds for the processing, which may override your own interests, or where we need to process your information to investigate and protect us or others from legal claims.</p> <p>Please note that if you request us to restrict processing your information, we may have to suspend the services we provide to you.</p>
<b>Withdraw consent</b>  You have a right to withdraw your consent	<p>Where we rely on your permission to process your personal information, you have a right to withdraw your consent at any time.</p> <p>We will always make it clear where we need your permission to undertake specific processing activities.</p>
<b>Lodge complaints</b>  You have a right to lodge a complaint with the regulator.	<p>If you wish to raise a complaint on how we have handled your personal information, you can contact our Data Protection Officer who will investigate the matter.</p> <p>We hope that we can address any concerns you may have, but if you remain unhappy you can contact the Information Commissioner's Office (ICO). For more information, visit: <a href="https://ico.org.uk">ico.org.uk</a></p>

### Using personal information for marketing

We will only send you information about our services if you have asked us to do so or, based on the information we hold, and those services are considered of benefit to you. Your information may also be shared with other service providers who may





contact you if they provide services to help you. You can opt out of this at any time by letting us know.

### **Prevention and detection of fraud**

The Cambridgeshire and Peterborough Combined Authority is required by law to protect the public funds it administers. Therefore, we may use any of the information you provide to us for the prevention and detection of fraud, or to comply with the law.

As well as conducting our own 'data matching' exercise, we may also share your information with other public bodies. These include (but are not limited to):

- The Audit Commission
- Other Local Authorities
- Her Majesty's Revenue & Customs
- The Police
- Other bodies responsible for auditing or administration of public funds.

We may also share information with service providers or contractors and partner organisations, where the sharing of information is necessary, proportionate and lawful.

### **How to contact us**

For more information about either requesting access, to stop processing of your personal information or to raise a concern please contact us at:

- Email: [contactus@cambridgeshirepeterborough-ca.gov.uk](mailto:contactus@cambridgeshirepeterborough-ca.gov.uk)
- Telephone: 01480 277180
- Address: Data Protection Officer, Cambridgeshire and Peterborough Combined Authority, Incubator 2, The Boulevard, Enterprise Campus, Alconbury Weald, Huntingdon. PE28 4XA

### **Complaints**

If you wish to raise a complaint on how we have handled your personal information, you can contact our Data Protection Officer who will investigate the matter. Contact details are provided above.

We hope that we can address any concerns you may have, but if you remain unhappy you can contact the Information Commissioner's Office (ICO). For more information, visit: [ico.org.uk](https://ico.org.uk)

### **Equalities Information**



We may use information such as your ethnic background, first language, gender, sexual orientation and age gap to gather statistics about the population of the area and the take up of our services. This is to help comply with our legal obligations and to plan the provision of services in the future.

Such analysis will not identify individuals or have impact on entitlement to services and facilities.

### **Changes to the way we use information**

If we change the way we use your information, and we believe you may not reasonably expect such a change we will notify you and will allow a period of time to raise any objections before the change is made. However, please note that in some cases, if you do not agree to such changes it may not be possible for us to continue to operate your account and/or provide our service to you.

### **Changes to this Data Protection Policy**

We keep our Data Protection Policy under regular review.

## **Schedule A – Schedule of Purposes of Processing**

We will only use and share your information where it is necessary for us to carry out our lawful activities. We want to ensure that you fully understand how your information may be used. We have described the legal purposes for which your information may be used in detail below:

### **A. Contractual necessity**

We may process your information where it is necessary to enter into a contract with you for the provision of a services or to perform our obligations under that contract. This may include processing to:

- a. Assess and process applications for products or services.
- b. Provide and administer those products and services throughout your relationship with us, including opening, setting up, updating, or closing the service or product; collecting and issuing all necessary documentation; executing your instructions; processing transactions, resolving any queries or discrepancies and administering any changes.

Calls to the Cambridgeshire and Peterborough Combined Authority may be recorded and monitored for these purposes;

- a. Manage and maintain our relationship with you and for ongoing customer service. This may involve sharing your information with our partner organisations to improve the availability of our services.



- b. Communicate with you about the service or the products and services you receive from us.
- c. Undertake any processing necessary to provide, deliver, or improve the service to you.

**B. Legal obligation**

When we provide a product or service (and throughout your relationship with us), we are required by law to collect and process certain personal information about you.

Please note that if you do not agree to provide us with the requested information, it may not be possible for us to continue to provide products and services to you.

**C. Legitimate interests of Cambridgeshire and Peterborough Combined Authority**

We may process your information where it is in our legitimate interests do so as an organisation, and without prejudicing your interests or fundamental rights and freedoms.

We may process your information in the day-to-day running of Cambridgeshire and Peterborough Combined Authority, to manage our services and financial affairs and to protect our customers, employees and property. It is in our interests to ensure that our processes and systems operate effectively and that we can continue operating. This may include processing your information to:

- i. monitor, maintain and improve internal processes, information and data, technology and communications solutions and services;
- ii. ensure business continuity and disaster recovery and responding to information technology and business incidents and emergencies;
- iii. ensure network and information security, including monitoring authorised users' access to our information technology for the purpose of preventing cyber-attacks, unauthorised use of our telecommunications systems and websites, prevention or detection of crime and protection of your personal data;
- iv. provide assurance on our material risks and reporting to internal management and supervisory authorities on whether we are managing them effectively;
- v. perform general, financial and regulatory accounting and reporting;
- vi. protect our legal rights and interests;
- vii. enable a sale, reorganisation, transfer or other transaction relating to Cambridgeshire and Peterborough Combined Authority.



**D. Processing is necessary for the performance of a task carried out in the public interest or in the exercise of official authority vested in Cambridgeshire and Peterborough Combined Authority;**

We may process your information where:

- a. we are exercising an official authority set out in law
- b. to perform a specific task the public interest that is set out in law

**E. Consent**

For some work, we undertake we may only process your information with your consent. If we are processing information with consent, we will ensure you are clearly informed of this, and you have the opportunity to provide clear unambiguous consent.



<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 1.9</b>
<b>DATE OF MEETING 29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## PERFORMANCE REPORTING

### 1.0 PURPOSE

- 1.1. This report provides the first of the new performance reporting updates for January.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Mayor James Palmer</b>
<b>Lead Officer:</b>	<b>Paul Raynes, Director of Delivery and Strategy</b>
<b>Forward Plan Ref: n/a</b>	<b>Key Decision: No</b>
To note the January Delivery Dashboard.	<b>Voting arrangements</b>  Simple majority of all Members

### 2.0 BACKGROUND

- 2.1. At the November 2019 Combined Authority Board meeting, Members approved a revised performance reporting format.
- 2.2. This is the first report in this new format.

#### Reporting arrangements

- 2.3. The January Delivery Dashboard is at Appendix 1.
- 2.4. The trajectory is derived from the Devolution Deal. The baseline is the previous trend. The outturn/actuals data is from the Office for National Statistics (ONS) and Council Annual Monitoring Reports.
- 2.5. Also included within Appendix 1 is a report on the Combined Authority's key projects with a rating on a Red/Amber/Green (RAG) scale, and a summary of movement across the entire portfolio.

- 2.6. There was a net upward movement of three projects across the portfolio in December.
- 2.7. The project RAG ratings continue to be updated monthly as part of our standard management processes.
- 2.8. This Performance Dashboard reports on the key projects agreed as part of the half year Business Plan refresh.

### **3.0 SIGNIFICANT IMPLICATIONS**

- 3.1. None

### **4.0 FINANCIAL IMPLICATIONS**

- 4.1. None.

### **5.0 LEGAL IMPLICATIONS**

- 5.1 It was a commitment in the Cambridgeshire and Peterborough Devolution Deal that the Combined Authority would agree a locally resourced monitoring and evaluation framework that meets local needs and helps to support future learning. The Combined Authority's Monitoring and Evaluation Framework sets out how this is to be achieved.
- 5.2 Effective performance management arrangements are a key part of good governance.

### **6.0 SIGNIFICANT IMPLICATIONS**

- 6.1 None not mentioned above.

### **7.0 APPENDICES**

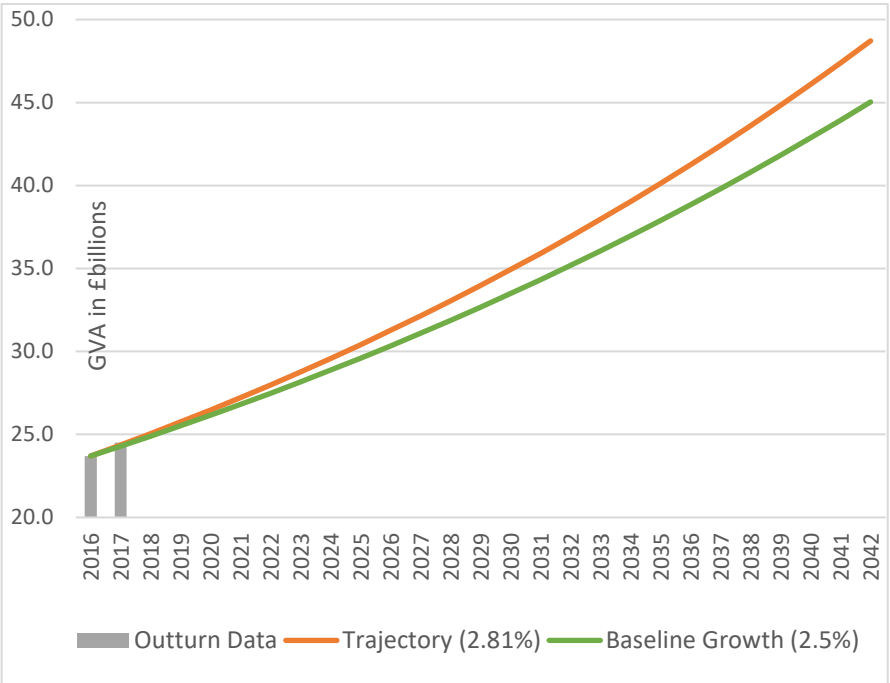
- 7.1. Appendix 1 – January Performance Dashboard

<b><u>Background Information</u></b>	<b><u>Location</u></b>
Monitoring and Evaluation Framework [March 2019]	<a href="https://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/ME-Framework-Mar-2019.pdf">https://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/ME-Framework-Mar-2019.pdf</a>

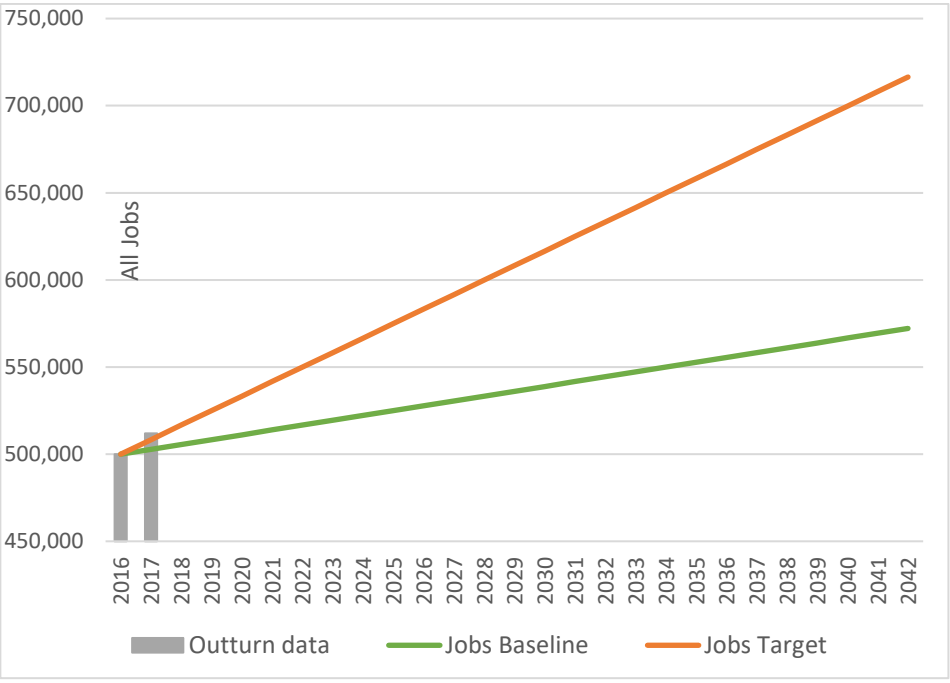
CAMBRIDGESHIRE & PETERBOROUGH COMBINED AUTHORITY  
PERFORMANCE DASHBOARD

Combined Authority Devolution Deal Trajectory

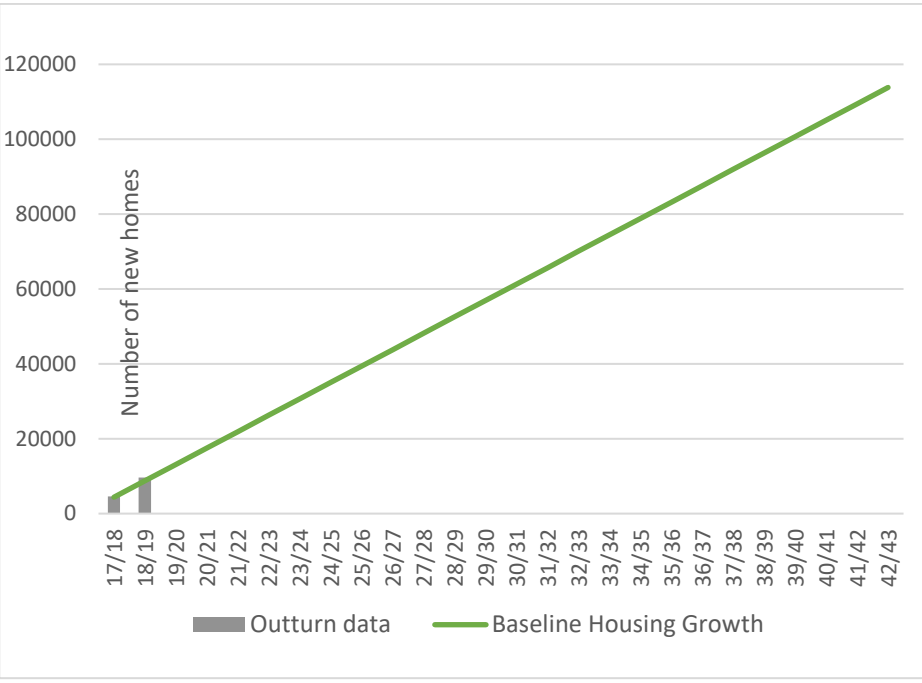
GVA TRAJECTORY V BASELINE



JOBS TRAJECTORY V BASELINE

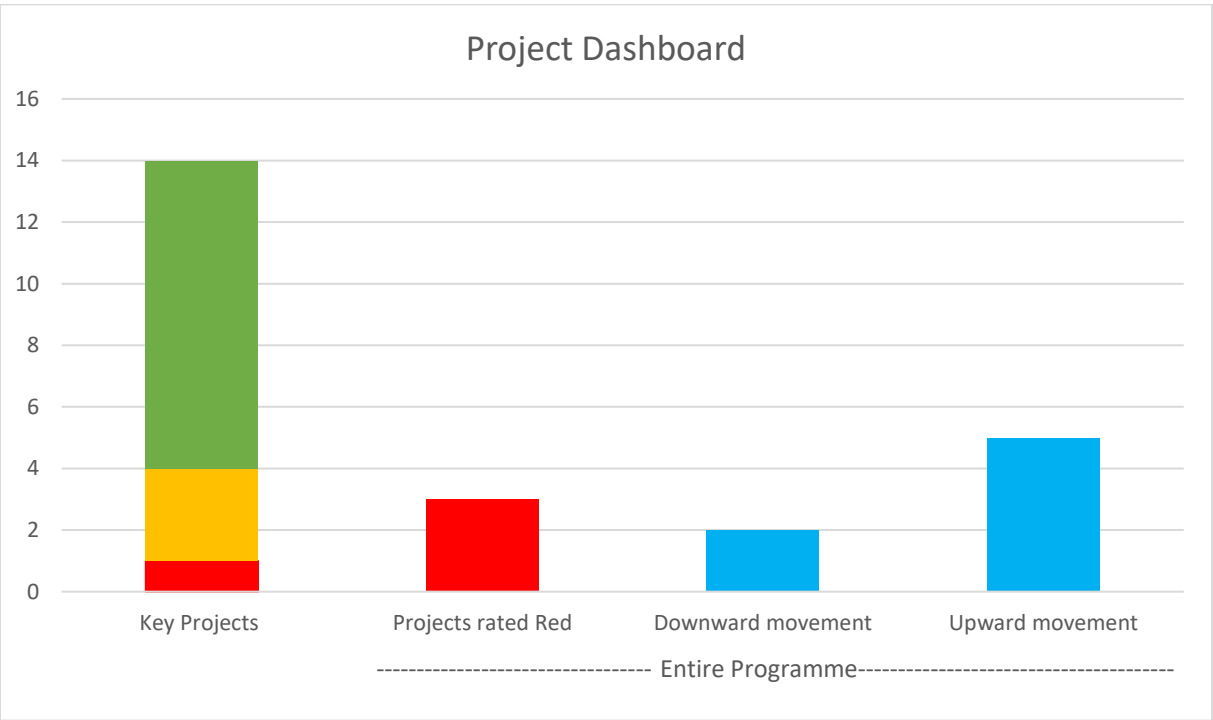


HOUSING PERFORMANCE (\*cumulative figures)



Trajectory: CPIER/Devolution Deal doubling GVA and housing/jobs implications  
Baseline: Current trend without Devolution Deal interventions  
Outturn data: Source – GVA and Job: Office of National Statistics (ONS); Housing: Council Annual Monitoring Reports/CambridgeshireInsights.

Combined Authority Key Project Profile:



Key projects	
Name of project	RAG status
£70m Affordable Housing	Green
A10	Green
Adult Education Budget	Green
A47 Dualling	Green
Bus Reform Task Force	Green
Cambridge South Station (interim)	Green
Peterborough University	Green
Regeneration of Market Towns	Green
Soham Station	Green
Wisbech Rail	Green
£100m Affordable Housing	Amber
CAM	Amber
Regeneration of Fenland Stations	Amber
Kings Dyke	Red







<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 2.1</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **BUDGET 2020-21 (MAYOR'S BUDGET)**

### **1.0 PURPOSE**

1.1. This report requests the Board to approve the Mayor's draft budget for 2020/21.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>James Palmer, Mayor</b>
<b>Lead Officer:</b>	<b>Jon Alsop, Head of Finance (S73)</b>
<b>Forward Plan Ref: 2020/010</b>	<b>Key Decision: Yes</b>
The Combined Authority Board is recommended to approve the Mayor's draft budget for 2020/21.	<b>Voting arrangements</b>  Simple majority of all Members.  This is a recorded vote.

### **2.0 BACKGROUND**

- 2.1. In accordance with the Combined Authorities (Finance) Order 2017, the Mayor must, before 1 February in any financial year, notify the Combined Authority of the Mayor's draft budget in relation to the following financial year.
- 2.2. The process and timetable for approving the Mayor's budget is set out in the appendix.
- 2.3. The draft Mayor's Office budget is shown within the 2020/21 Draft Budget and Medium-Term Financial Plan (MTFP) report and is set out below.

## Mayor's Office Draft Budget

2019/20	2020/21	2021/22	2022/23	2023/24
£k	£k	£k	£k	£k
<b>Income</b>				
(379.9) Revenue Single Pot Funding	(466.8)	(482.5)	(489.6)	(496.9)
<b>(379.9) Total Revenue Funding</b>	<b>(466.8)</b>	<b>(482.5)</b>	<b>(489.6)</b>	<b>(496.9)</b>
<b>Expenditure</b>				
85.0 Mayor's Allowance	85.0	95.6	97.5	99.5
0.0 Mayor's Conference Attendance	10.0	10.0	10.0	10.0
25.0 Mayor's Office Expenses	40.0	40.0	40.0	40.0
52.4 Mayor's Office Accommodation	77.4	77.4	77.4	77.4
217.5 Mayor's Office Staff	254.4	259.5	264.7	270.0
<b>379.9 Total Expenditure</b>	<b>466.8</b>	<b>482.5</b>	<b>489.6</b>	<b>496.9</b>

- 2.4. The Mayoral allowance is based on the original recommendation made by the Independent Remuneration Panel for an allowance of £75,000, as approved by the Board on 28th June 2017. The total of £85,000 is made up of the allowance itself, plus an on-cost for employer's national insurance contributions.
- 2.5. The recommendation of the Independent Remuneration Panel for the Mayor's allowance to be increased to £80,000 to reflect the change in the role and responsibilities of the Mayor was discussed at the CA Board on 29th May 2019.
- 2.6. The Mayor stated at that meeting that if the Board chose to accept the recommendations relating to the Mayoral allowance he would not take the proposed £5,000 increase in allowance during his current term of office.
- 2.7. The draft budget and MTFP for 2021/22 reflects the recommendation of the Independent Remuneration Panel plus indexation and on-costs. The increase over previous years is due to the Mayor choosing not to take the recommended increase during the current Mayoral term.
- 2.8. The Mayor's Office expenses reflects the budget required for the Mayor and the Mayor's Office staff to properly carry out their duties.
- 2.9. The Mayor's Office accommodation costs allows for a full year's costs of the Mayor's offices in Ely.
- 2.10. The Mayor's Office staff budget includes the salary costs plus on-costs of five members of staff.
- 2.11. The Mayor's draft budget will be deemed to be approved if the Combined Authority does not make a report to the Mayor by 8th February 2020.

- 2.12. The costs of the mayoral functions for 2020/21 will be funded from Revenue Gainshare. There will be no precepts issued by the authority to fund the costs of mayoral functions for 2020/21.

### **3.0 FINANCIAL IMPLICATIONS**

- 3.1. There are no other matters to bring to the Board's attention other than those highlighted in other sections of the report.

### **4.0 LEGAL IMPLICATIONS**

- 4.1. The Combined Authority is required to prepare a balanced budget each financial year in accordance with statutory timelines.
- 4.2. The process for the setting of the mayor's budget is contained within the Combined Authorities (Finance) Order 2017.

### **5.0 SIGNIFICANT IMPLICATIONS**

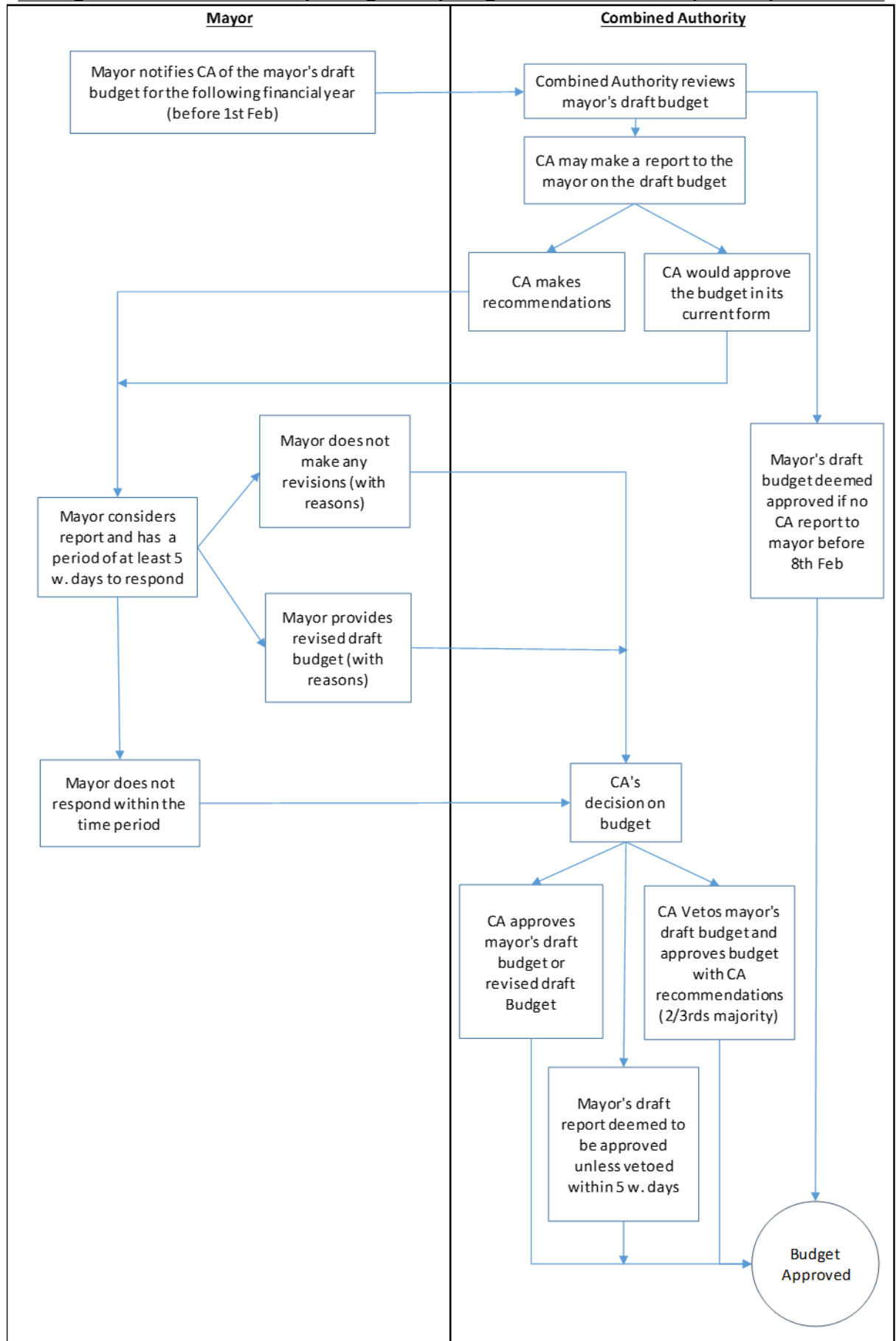
- 5.1. There are no other significant implications to bring to the Board's attention.

### **6.0 APPENDICES**

- 6.1. The process workflow for the setting of the Mayor's Budget is shown at Appendix A.

<b><u>Source Documents</u></b>	<b><u>Location</u></b>
Combined Authorities (Finance) Order 2017	<a href="http://www.legislation.gov.uk/uksi/2017/611/pdfs/uksi_20170611_en.pdf">http://www.legislation.gov.uk/uksi/2017/611/pdfs/uksi_20170611_en.pdf</a>

**Setting of a Combined Authority's budget: Mayor's general functions - CA (Finance) Order 2017**





<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 2.2</b>
<b>DATE OF MEETING 29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **COMBINED AUTHORITY BUSINESS PLAN 2020/21**

### **1.0 PURPOSE**

- 1.1. This report recommends the 2020-21 Business Plan for adoption by the Combined Authority Board.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Mayor James Palmer</b>
<b>Lead Officer:</b>	<b>Paul Raynes, Director of Delivery and Strategy</b>
<b>Forward Plan Ref: n/a</b>	<b>Key Decision: No</b>
(a) To review the draft 2020-21 Combined Authority Business Plan attached at Appendix 1 and consider any appropriate amendments.  (b) To delegate to the Chief Executives the authority to finalise the Business Plan for publication in the light of the views of the Combined Authority Board.	<b>Voting arrangements</b>  Simple majority of all Members

### **2.0 BACKGROUND**

- 2.1. In January 2019, the Board adopted the first Combined Authority Business Plan, which covered the 2019-20 financial year. This followed a steer from the Board that budgeting and activity planning should be seen in the round.
- 2.2. This document has now been updated for the 2020/21 financial year, and Appendix 1 contains a draft version of this new document. The new business plan continues to set out the progress expected on our key projects over the coming year and will also review what we delivered during the 2019-20 financial year.

- 2.3. As well as monitoring performance against the Business Plan, officers will review the Plan at the mid-year in parallel with the mid-year review of the Budget and Medium-Term Financial Plan (MTFP).
- 2.4. Board Members are asked to note and approve the 2020/21 Business Plan, which, subject to minor non-substantive amendments, will be released in February 2020.

### **3.0 FINANCIAL IMPLICATIONS**

- 3.1. There are no direct financial implications

### **4.0 LEGAL IMPLICATIONS**

- 4.1. Adopting a Business Plan alongside the budget is good practice but not a legal obligation.

### **5.0 SIGNIFICANT IMPLICATIONS**

- 5.1 None not mentioned above.

### **6.0 APPENDICES**

- 6.1. Appendix 1 – Draft Combined Authority Business Plan 2020-21

<u>Source Documents</u>	<u>Location</u>
None	

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# COMBINED AUTHORITY BUSINESS PLAN 2020-21

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Delivering for the best place in the world to live, learn and work

## MAYOR'S INTRODUCTION –

### Standfirst panel

### photo

At the Combined Authority, we are driving forward a slew of plans to keep Cambridgeshire and Peterborough at the cutting edge of national growth. As we build on the devolution deal that gives our region the power to determine its direction and shape its own future, this year's challenge is to step up momentum, accelerating projects towards delivery.

We have shown that the Combined Authority does things differently. We catalyse and enable. Unlocking, unblocking, we're about turning vision into action, removing obstacles to transform the way people live, work and travel.

By harnessing the powerful partnerships and expertise made possible by being 'combined', we are revolutionising our region's out-of-date transport and digital connectivity, pioneering solutions to housing shortages, and upskilling workers to seize opportunity across our region's evolving economy.

So welcome to this, our 2020-21 business plan. It spells out what we've achieved already, and what comes next. It's a plan with community at its heart, aiming to make life better and more prosperous for more people in more places. A plan to attract the investors and employers who can keep us where we want to be, a global go-to for business and leisure.

This year is about pushing projects to the next decisive stage - the new University of Peterborough, the new railway stations, the world-class Cambridgeshire Autonomous Metro, bus service reform - and about delivery. Delivering the revolutionary £100k Home. Delivering the adult learning, training and retraining that can make our workforce one of the most technically skilled in the world.

Last year, we launched our Local Industrial Strategy - and this year, its impact will be felt as the newly-expanded Business Board actions it across every sub-region of Cambridgeshire & Peterborough. We also set up an independent Climate Change Commission to guide our area's development in a green and responsible way. Its report, delivered this year, will help us build sustainable thinking into everything we do.

It's an exciting year ahead. We're transforming journeys for commuters - breaking ground on Soham's long-awaited railway station, bringing forward our planned Cambridge South stop, and keeping the shake-up of Fenland rail services top of our agenda. Last year, St Neots blazed the Masterplan trail, and this year, Masterplans for the unique market towns of Fenland and East Cambridgeshire are ready to go, helping communities develop and futureproof the infrastructure that suits them.

In the short life of the Combined Authority, we have already approved 1200 affordable houses. But this year we are proud and excited to launch our life-changing 100k Home, giving people the chance to buy a freehold house at a price they can afford. The first owners will get their front door keys later this year in this bold innovation to tackle the housing famine in a smart new way

Just as exciting, the new University of Peterborough moves on towards the construction stage that will see its doors opening to generations of students. This new university is a keystone of our partnership with Peterborough and our commitment to helping the historic city realise its incredible potential as a place to live, earn and learn.

2020 will see us dialling up pressure for the dualling of the A10 and A47, supporting the communities and businesses in their demand for improvement to these dangerous roads. We will not slacken our efforts to see this work delivered.



So, this business plan maps the latest stage of our journey to deliver a joined-up region that can compete globally for decades to come. It's our to-do list of the projects to keep Cambridgeshire and Peterborough up there, the best place in the world to live, learn and work.

Signature Facsimile - James Palmer

## 1. INTRODUCTION

### The Combined Authority

The Cambridgeshire and Peterborough Combined Authority was established in 2017 under a Devolution Deal with the Government. Its purpose is to make Cambridgeshire and Peterborough the leading place in the world to live, learn and work.

The Cambridgeshire and Peterborough Combined Authority brings together the area's seven local councils and is chaired by a directly-elected Mayor.

The Mayor and Combined Authority have statutory powers and a budget for transport, affordable housing, skills and economic development, made up of money devolved from central government. The Mayor also has powers to raise money from local taxes, although these have not so far been used.

The Combined Authority and its committees meet in public and take questions from members of the public at its meetings. Details of meetings and agendas are published on the Combined Authority's website.

### The Combined Authority Board

*[Names and photos of the Board]*

The Combined Authority's Board brings together the Leaders of the seven councils across the region under the Chairmanship of the directly-elected Mayor. It is also attended by the Police and Crime Commissioner, the Chairman of the Fire Authority, and a representative of the National Health Service.

### The Business Board

*[Board member names and photos.]*

The Business Board is now firmly established as the Local Enterprise Partnership (LEP) for the region. It has a large and diverse Board representation from the business community and integrates with its accountable body: the Cambridgeshire and Peterborough Combined Authority.

The Business Board provides a strong business voice in developing and delivering the Combined Authority's plans and decision making, especially the implementation of the Local Industrial Strategy and the Combined Authority's Growth Ambition. The Business Board is committed to driving forward new projects across the LEP area with a clear business perspective. It seeks to utilise existing funding streams and, more specifically, any future Government funding that underlines the Combined Authority is at the forefront of accelerating delivery and securing new innovative investment models in concert with Government, the private sector, and the local area stakeholders.

## The Devolution Deal and our growth ambition

The Devolution Deal for Peterborough and Cambridgeshire, obtained in 2017, set out key ambitions for the Combined Authority in pursuit of the goal of making the area a leading place in the world to live, learn and work. These include:

- doubling the size of the local economy
- accelerating house building rates to meet local and UK need
- delivering outstanding and much needed connectivity in terms of transport and digital links
- providing the UK's most technically skilled workforce
- transforming public service delivery to be much more seamless and responsive to local need
- growing international recognition for our knowledge-based economy
- improving the quality of life by tackling areas suffering from deprivation.

The Deal, which runs for 30 years, also sets out a list of specific projects which the Combined Authority and its member councils will support over that time.

The Combined Authority is publicly accountable for how it uses the devolved money voted by Parliament to meet the Devolution Deal commitments.

The Mayor commissioned the Cambridgeshire and Peterborough Independent Economic Review (CPIER), which reported in late 2018.

The CPIER developed an authoritative evidence base on the economic performance and potential of our area, to test our ambition and guide our choices about priorities and strategic investment. This provided a powerful economic evidence base to underpin the Combined Authority's decision-making and priorities.

The CPIER's robust evidence and analysis endorsed the ambition of doubling GVA over 25 years. It also said that growth in Cambridgeshire and Peterborough is of strategic importance for the future global competitiveness of a Britain that must prosper outside the EU. International investment is making choices between Cambridge and overseas. The report also emphasised the diversity of the region's economy and the difference between the challenges the strongly-growing large cities and other parts of the area face, a consideration at the core of everything the Combined Authority seeks to do.

### *[Three economic geographies map from CPIER]*

The CPIER also threw down a challenge by saying that without a major targeted investment programme, current efforts will not be enough to secure projected growth. It highlighted the risk that the Greater Cambridge economy may decelerate unless there is investment in transport infrastructure and housing. It provided clear evidence that we need to do more to develop the productivity of firms, raise skill levels, make home ownership affordable, address health and educational inequalities, and generate revenue to pay for public services in the future.

The economic evidence sets us two major challenges:

First, we need to ensure that Cambridge's recent stellar growth can be sustained, keeping the city both attractive to global business, and liveable and affordable for its residents, through critically needed improvements to transport infrastructure and housing.

Secondly, we need to stimulate and foster business growth and productivity in the Fen and Greater Peterborough economies, where economic educational and health outcomes are underperforming.

We will do this by expanding and building upon the clusters and networks in the same way that have enabled Cambridge to become a global leader in innovative growth.

Both challenges require new solutions to investing in housing, infrastructure and business support, and mean that the Combined Authority must try and get things done differently.

The Mayor set out his strategic approach to these issues in a Growth Ambition Statement which the Combined Authority adopted in November 2018. Over the last year, the Combined Authority has further developed its strategy through adopting the Local Industrial Strategy, the Local Transport Plan and the Skills Strategy.

### Our partners

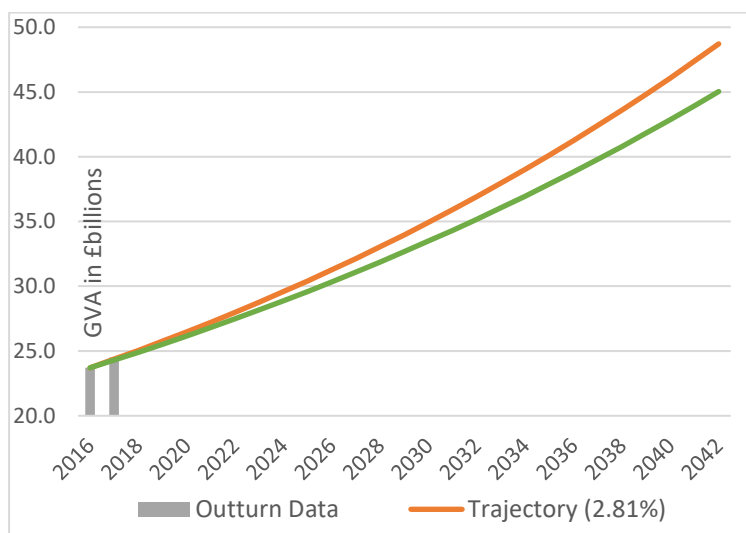
The Combined Authority is founded on partnership, and we work in partnership to deliver our key projects. Our core partnerships are with constituent authorities, with The Business Board and employers in the area, with the Greater Cambridge Partnership, and those involving cross-border working with neighbouring councils. We also work closely with a range of other local and national organisations.

*[add logos]*

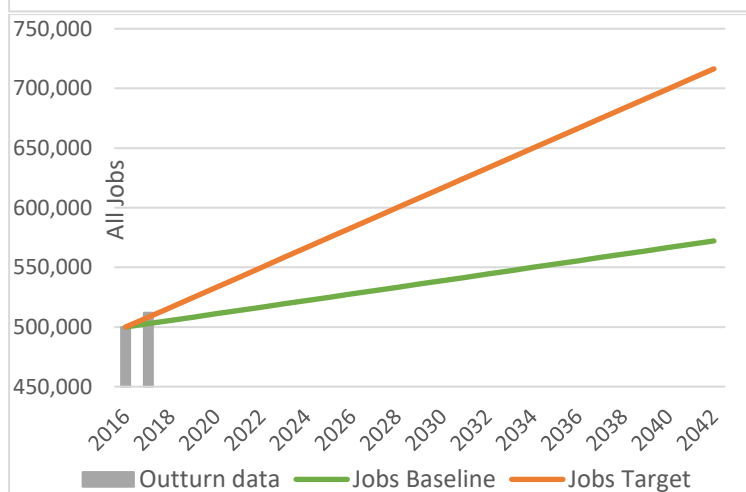
## 2. How we are doing

The Combined Authority has established some key metrics to help show progress and more detailed monitoring is undertaken as part of our commitment under the Devolution Deal.

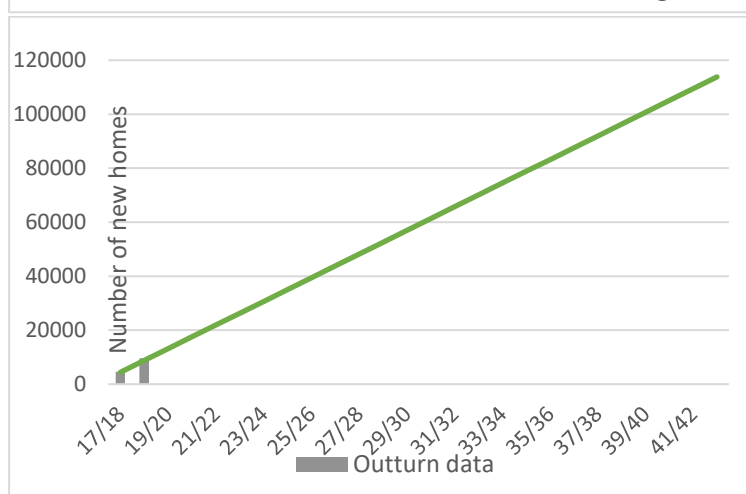
Progress on our three metrics is shown below and these are updated and presented to the Combined Authority Board on a regular basis:



GVA TRAJECTORY V BASELINE



JOBS TRAJECTORY V BASELINE



HOUSING PERFORMANCE (\*cumulative figures)

### 3. What we have achieved so far in 2019/20 - our key projects

The first Combined Authority Business Plan set out the 12 key priority projects for the authority and what actions were expected during the 2019/20 financial year. See below for the progress made on these:

Project name	What we said we would do:	Progress:
<b>A10</b>	- Strategic Outlines Business Case to be brought forward, which would support an application for funding for the Government's Major Road Networks and Large Local Majors programme.	We procured a supplier to undertake the SOBC for both dualling and junction improvements. We submitted an application to the Government's Major Road Network and Large Local Majors funding programme.
<b>A47</b>	- A suite of Project Control Framework Documents to enable Highways England to assess the viability of the A47 dualling proposal, between the A16 Peterborough and Walton Highway for inclusion into the Roads Investment Strategy Period 2 (RIS2) programme.	We collaborated with Highways England to produce the Project Control Framework (PCF) documents and the A47 dualling proposal is under consideration for the RIS2 Programme.
<b>Alconbury Train Station</b>	- Lobbying for a mainline station at Alconbury would progress, and the Combined Authority would aim to formalise partnership structures with the developer	The Combined Authority decided to prioritise and fund short-and medium-term improvements to public transport at Alconbury within the scope of the Cambridgeshire Autonomous Metro Project. Lobbying of Network Rail and Department for Transport, and collaboration with the developer of Alconbury Weald, will continue.
<b>Affordable Housing</b>	- A Combined Authority development and delivery vehicle would be created, to enhance, and in some cases, take control of the delivery of residential developments that includes affordable housing that the market would not otherwise deliver.	The CPCA board has approved funding for over 1,200 homes through partnership working with developers to achieve our target of 2,000 units started on site by March 2022. We have established our own development company to deliver housing, encouraging collaborative working with Community Land Trusts and potential joint ventures partners.

<b>Project name</b>	<b>What we said we would do:</b>	<b>Progress:</b>
<b>CAM</b>	<ul style="list-style-type: none"> <li>- The next 12 months for the Cambridgeshire Autonomous Metro (CAM) would involve the Combined Authority commencing work on an Outline Business Case.</li> </ul>	In March 2019, the CPCA board approved the Strategic Outline Business Case for the City Tunnel Section of the CAM, allowing work on the City Tunnel Section Outline Business Case to commence.
<b>Cambridge South Station</b>	<ul style="list-style-type: none"> <li>- The Combined Authority will work with the Department for Transport (DfT) to address challenges surrounding delivery, timetabling and operations.</li> <li>- Integrating the emerging proposals for the interim solution would commence, which could be available as early as 2021-23, with the permanent station due after 2025.</li> </ul>	We have collaborated with other funders to progress a station solution as early as possible. After successful negotiations, Network Rail begun consulting with the public on a station for Cambridge South in January 2020. In addition, we have commissioned and undertaken a study to develop a two-platform solution and identify potential services within the current train timetabling constraints.
<b>Huntingdon Third River Crossing</b>	<ul style="list-style-type: none"> <li>- An initial feasibility report, to identify and understand how the highway network north of the Greater River Ouse can be more effectively connected with the wider strategic road network would be undertaken.</li> </ul>	The Combined Authority decided to merge the Huntingdon Third River Crossing study with other ongoing studies including the A141 Huntingdon Capacity Study to ensure that a robustly evidenced solution is proposed to accommodate future growth in the Huntingdon area.
<b>Kings Dyke Level Crossing</b>	<ul style="list-style-type: none"> <li>- Activity on site will commence in November 2018.</li> </ul>	Due to increased contractor costs, Cambridge County Council have carried out a further procurement exercise to deliver this scheme which is still ongoing. The Combined Authority remains committed to supporting the scheme financially.

Project name	What we said we would do:	Progress:
<b>Market Town Masterplans</b>	<ul style="list-style-type: none"> <li>- By the end of 2019, each Market Town would have a plan setting out future economic growth potential and highlighting the strategic interventions that are needed to achieve that. These interventions would vary in nature, reflecting local characteristics.</li> <li>- The Combined Authority would work towards implementing strategic interventions directly where appropriate, and possible.</li> </ul>	In Fenland, all four Masterplans (Wisbech, March, Chatteris and Whittlesey) have been developing and progressing, and are scheduled for approval at the Combined Authority Board in January 2020. In East Cambridgeshire (Ely, Littleport and Soham) Masterplans are due to be finalised by May 2020.
<b>The New University of Peterborough</b>	<ul style="list-style-type: none"> <li>- The project would move forward in addressing the priority workstreams to deliver the project, including buildings and infrastructure.</li> <li>- A project management team would be appointed, and procurement of the Higher Education selection process would commence.</li> <li>- The business case would be completed in 2019/20.</li> <li>- Public consultation on the design and build of Phase 1 ahead of the Planning Permission Application would occur.</li> </ul>	The Outline Business Case for the new University was completed in December 2019 and will go to approval in January 2020. A project management team were appointed in Summer 2019 and procurement commenced in August 2019. Public Consultation will take place in early February.
<b>Soham Station</b>	A 'Guide to Rail Investment Process' (GRIP 3) report would be created, which will allow the project to proceed into delivery with full knowledge of the construction costs and timescales.	We completed the GRIP3 study stage and have agreed to fund GRIP 4-8 for the development and construction of the station and single platform as phase 1. We have also negotiated with Network Rail to reopen the two-track study from Ely to Soham.
<b>Wisbech Rail</b>	- A GRIP 3 Study and Strategic Outline Business Case would be completed.	The GRIP3 hybrid study to identify an engineering solution to reopen the disused line between Wisbech and March with a potential direct service to Cambridge will be completed by the end of the 2019/20 financial year.



#### 4. Last year, we also promised to bring forward a number of key strategic documents

##### **\*\* SEPARATE BOX \*\* LOCAL INDUSTRIAL STRATEGY**

The Local Industrial Strategy (LIS) was published in July 2019 and subsequently the Local Growth Fund Investment Prospectus call for projects was launched. This was based on the LIS priorities which elicited 24 exciting project proposals, of which the Combined Authority Board prioritised those delivering the strongest outcomes to be funded and delivered during 2020-21.

The LIS Implementation plan was drawn up in consultation with partners in the 3 Sub-Economies featured in the strategy.

The Business Board has approved business cases and funding on key items of delivery from the LIS including a new business support Growth Service; Skills, Training, Apprenticeships and Recruitment (STAR) Hub; Inward Investment service, Growth Grants for businesses and a new University for Peterborough. Already in delivery are our Priority Sector Strategies, which focus on Agri-Tech, Digital and ICT, Advanced Materials and Manufacturing and Life Sciences and Health Care. These strategies identify what our key interventions should be for those industries and will guide future investment.

As outlined in the LIS, we will enable the delivery of Launch Pads in the area, to catalyse clustered development with businesses and Skills delivery, overlaid with supply chain development and innovation on each key location.

##### **\*\* SEPARATE BOX \*\* LOCAL TRANSPORT PLAN**

The Local Transport Plan (LTP) sets the vision, goals and objectives for transport within the Cambridgeshire and Peterborough area, supporting the region's overarching Growth Ambitions.

During 2019, a draft LTP and supporting statutory documents (Environmental Assessment, Habitats Regulation Assessment, and Community Impact Assessment) were produced. This followed a comprehensive public consultation exercise that included over twenty public events where feedback was sought on the strategy. Overall, 88% of respondents understood why an LTP was required, with well over 50% agreeing or strongly agreeing with the proposed strategy. The LTP also includes a Delivery Plan that outlines which schemes and projects the Authority expect to deliver in the future. The Authority's first LTP was agreed by the Board in January 2020.

##### **\*\* SEPARATE BOX \*\* SKILLS STRATEGY**

The Skills Strategy is the strategic key document which articulates the interventions we are currently working on, to enable us to mobilise our vision of a local skills ecosystem to create systems that are world-class in matching the needs of our employers, learners and communities.

The Progression and Apprenticeship Market Place continues to support business and local employers to identify their apprenticeship need and, by adopting methodology that has been developed by the CPCA to raise the number of apprenticeships. The development of the digital platform and Skills Hub will be a pivotal intervention to ensuring that apprenticeships, careers advice and skills brokerage responds to the changing needs of local businesses. The new University of Peterborough and Adult Education Budget are both strategic priorities within the Skills Strategy to ensure local provision is matched to industry need, as well as making sure people are work-ready through appropriate qualifications and employability skills.

## 5. Our key projects – delivery for 2020/21

When the Board conducted its mid-year review of the Combined Authority's budget and business plan, it agreed a revised and expanded set of Key Projects. This section sets out our ambitions for those projects in 2020-21.

### £100,000 HOMES

The Combined Authority recognises the challenges that are faced by individuals that are struggling to enter the housing market. Due to the increase of property prices against wages, those on an average salary are struggling to save the necessary deposit to take the first step on the housing ladder.

The Combined Authority is now preparing to launch a bold, new housing initiative: £100k Homes. The scheme is a 1-bedroom affordable housing unit that falls within the National Planning Policy Framework definition of discounted market sale with a resale price covenant. The ambition is to have a £100k home delivered in every CPCA area; Cambridge, East Cambridgeshire, Fenland, Huntingdon, Peterborough and South Cambridgeshire. During 2020/21 the Combined Authority will work with developers to develop a pipeline of schemes that will deliver the £100k Home.

### A10

A project looking at improvements to the Ely-Cambridge Transport Corridor, to unlock key opportunities in the area. Over the coming year, we will conduct public consultation on options for the dualling of the A10 between the Milton interchange and Ely and will complete the Strategic Outline Business Case for the project. We will also continue to work with the government on the funding bid for the dualling and junction improvements. Next steps will be subject to the outcome of those discussions with the government.

### A47

Having successfully collaborated with Highways England, the feasibility stage of dualling the A47 from Peterborough to Walton Highways and the production of the Project Control Framework (PCF) Feasibility Stage 0 suite of business case documents, achieved a Green Stage Gate Assessment Review.

The next year will see us taking the project into the Options Identification Stage with the intention to work collaboratively with Highways England to identify a long list of potential route options, and reducing this to a short list of routes for future consultation. Developing the Project Control Framework 1 suite of products will also take place to influence the inclusion of this project for construction within the Highways England Roads Investment Strategy Period 3 (RIS3) programme.

### ADULT EDUCATION BUDGET

In 2020/21, the Combined Authority will enter its second year of operation for the Adult Education Budget (AEB) after it was devolved from central government in 2019/20. The allocation of £11.53m for Cambridgeshire & Peterborough will be used to continue to transform adult learning with a

greater emphasis on the outcomes and impacts upon the local economy and communities from the education and training participation of residents and the achievement of learning aims.

A new commissioning approach for the Adult Education Budget has been developed to ensure that courses lead to employment and that more learners from Peterborough and The Fens. This year, the Combined Authority will deliver a transformational digital skills programme and increase the scale, quality and accessibility of adult skills provision across the region.

#### AFFORDABLE HOUSING

As part of the Devolution Deal, the Combined Authority was allocated £170 million to deliver 2,000 new affordable homes by 31 March 2022.

The money was split into two parts. Cambridge City were awarded £70m to deliver 500 units. The remaining £100m was for the rest of the Combined Authority. Of the £100m, the objective is to allocate £60m as grant to registered providers and £40m is to be invested as a revolving fund to support the delivery of additional affordable housing well beyond March 2022. The CPCA board has approved funding for over 1,200 homes through partnership working with partners and developers to achieve our target. We are also starting to deliver housing using our own development company, encouraging the work with Community Land Trusts and working on joint ventures. We have had great progress and expect to meet the 2,000-unit start on site target by March 2022.

By the end of 2020/21, we expect to have at least 1,100 units started on site.

#### BUS REFORM TASK FORCE

In the summer of 2020, the Bus Reform Task Force will receive the business cases for a range of options for procuring bus services in the future. These range from partnerships with several bus operators with legally binding fare and frequency guarantees, to a franchising model where the bus routes are fully integrated with the CAM and buses that connect with each other across the whole of the Authority's area to improve transport links and reduce car dependency. The business cases will be subject to public consultation and independent audit during the summer and autumn, allowing the Mayor to take a decision on the future model early in 2021. The Task Force will also be overseeing shorter-term tactical work to rapidly improve elements of the bus service.

#### BUSINESS BOARD/TRACKING OF THE LOCAL INDUSTRIAL STRATEGY

In 2020-21, the Business Board will deliver 12 key interventions as defined in the LIS utilising remaining strategic funds, invested against LIS priorities, to create a world-leading business growth support eco-system for high-growth potential firms. The idea is to develop an economy where business ideas and business leaders can establish, grow to scale and find innovative routes into global markets.

This Business Growth Service will bring together five of the interventions into a new, targeted approach to business growth support. This is evolution of the Growth Hub which will continue to operate within the new service. Additionally, interventions being delivered during 2020-21 will be a new University for Peterborough, Innovation Launchpads, Stronger Towns masterplans and investments, Scale-up business space, Growth grants/investments for businesses, Adult Education and Apprenticeships.

## CAM

The Cambridgeshire Autonomous Metro (CAM) is a pioneering transport scheme which combines rubber-tyred electric vehicles with tunnels underneath Cambridge, seamlessly connecting Cambridge with key railway stations, major city fringe employment sites and key satellite growth areas across the Greater Cambridgeshire region and beyond.

The CAM continues to be a key component of the Combined Authority's vision and in January 2020 its Transport and Infrastructure Committee authorised an initial non-statutory public consultation to occur in early 2020 to inform the Outline Business Case of the City Tunnel Section. The Outline Business Case is due to be completed in 2020 and if approved will be progressed to the Full Business Case, paving the way for the multi-billion pound expansive network.

Additionally, the Transport and Infrastructure Committee approved funding of £100,000 to progress business cases for the Regional Routes of the CAM. Work will commence with development of briefing and tender documents for the Regional Routes, with the intention of commencing the production of the Strategic Outline Business Case for the Alconbury Regional Route in Summer 2020.

## CAMBRIDGE SOUTH STATION

The Combined Authority will continue collaboration with our funding partners to influence Network Rail and the Department of Transport to continue to develop a station solution to serve the Cambridge Biomedical Campus on accelerated timescales against the originally planned 2025 date.

## COMMUNITY LAND TRUSTS

Community Land Trusts are a mechanism to deliver community-led housing, an attractive and affordable alternative to conventional housing where communities come together to design and build affordable homes for the benefit of local households most in need.

The vision for Cambridgeshire and Peterborough is to have the most advanced community-led housing sector in the UK, where local people in confident and resilient communities have access to attractive local homes that they can genuinely afford. Housing plays an important role in the growth of our local economy but across Cambridgeshire and Peterborough, too many young people and families are unable to stay in their communities, close to their place of work, because they cannot access decent housing that they can genuinely afford on their incomes.

In 2020/21, to support the 'scaling up' of community-led housing across Cambridgeshire and Peterborough, the Combined Authority will mobilise public support for new homes; widen the range of housing products that are available, including homes for local people that are priced out of home ownership; boost community ownership of assets; diversify the local housebuilding market, building collaboration, innovation, skills and local supply chains, and inspire stronger local communities with increased confidence, capacity and control.

## FENLAND STATIONS REGENERATION PROGRAMME

This is a programme of improvement works at March, Manea and Whittlesea stations, which includes new car parks for all stations. In addition, a new footpath and improvements to the lighting will be made at Whittlesea, new shelters will be implemented at Manea and Whittlesea, and for March there are plans to refurbish the platform 1 building. There are also plans for a heritage project to refurbish the wall and canopy along with provision of a mural at the station.

## KING'S DYKE

The King's Dyke Level Crossing project is aimed at creating a new road crossing over the existing King's Dyke railway line, to allow for the existing level crossing on the A605 to be closed. This will significantly reduce the delays experienced by users of the A605

The preferred option is for a new alignment to the south of the A605 with a new roundabout at either end to link to the A605. A new supplier will be approved by June 2020/21 and work will commence shortly after.

## MARKET TOWN MASTERPLANS

Work is continuing with masterplans for each of our key Market Towns, with progress detailed below:

### **Fenland**

All four Masterplans (Wisbech, March, Chatteris and Whittlesey) are scheduled for approval at the Combined Authority Board in January. Following approval, they will each be bidding for Combined Authority capital funding to implement the plans.

### **Huntingdonshire**

Further local town team consultation is being planned for Ramsey, whilst Huntingdon and St Ives are scheduled for Thurs 30th Jan 2020. The Huntingdon Masterplan is expected to be finalised by the end of February and will go to the Combined Authority Board in March 2020 for approval.

### **East Cambridgeshire**

Consultants are being appointed to undertake Ely and Soham Masterplans (including the completion of Littleport). It is expected these Masterplans will be finalised by May 2020 and will go to the Combined Authority Board in early June 2020 for approval.

## THE NEW UNIVERSITY OF PETERBOROUGH

Work will continue on the University of Peterborough, which will promote a technical technology-based curriculum developed to meet the needs of local employers and businesses. Progress to date includes the appointment of MACE as project management consultants working in line with the strategic brief agreed by the CPCA, who were commissioned in June 2019.

Procurement to select a Higher Education Partner also commenced in August 2019 and is on-going, with the aim to award a HE Partner by the end of March 2020. The development of the curriculum and the design and build for the Phase 1 building is running parallel to the HE partner selection process and the public consultation on the design and build for Phase 1 will take place in February 2020. The planning application is due to be submitted before the end of March 2020.

Following approval of the Outline Business Case, the Full Business Case will be submitted by the end of March 2020.

## SOHAM STATION

Following the Combined Authority assuming direct responsibility for the new Soham railway station, work has been progressing with a GRIP3 report completed. We will continue to develop the GRIP4 study with Network Rail and commence development of traffic management options on the Local Road Network. Now that the contract for the delivery phase of this project has been signed with

Network Rail, advanced design work is under way. Network Rail have committed to begin early advanced works in September 2020 and the main station works in early 2021.

#### WISBECH RAIL

The Wisbech Rail project is looking to produce a single option public transport solution, primarily between Wisbech and March and linking March to the wider region. During the next 12 months of delivery, we will complete the GRIP3 hybrid study and seek funding support to develop a GRIP 4-8 development and delivery solution.

## 6. Other projects in 2020/21

In addition to these key projects, other projects which have been identified, costed and funded in the Medium-Term Financial Plan, are shown below:

#### A1260 NENE PARKWAY JUNCTION 15

An OBC and preliminary design to improve congestion and journey times reliability linking the A1260 to the A47.

#### A1260 NENE PARKWAY JUNCTION 32-3

An OBC and preliminary design to develop infrastructure improvements to improve congestion and journey time reliability on this vital crossing of the Nene.

#### A141 HUNTINGDON CAPACITY STUDY

This study will now include the Huntingdon Third River Crossing project with high level environmental desk top study. It will deliver a range of options to reduce congestion and improve journey times in the Huntingdon area.

#### A16 NORWOOD DUALLING

We are funding an SOBC and OAR for infrastructure on the A16 and the A47 roundabout to facilitate a housing development.

#### A505 STUDY

A study to consider multimodal transport solutions in the Royston to Grant Park corridor.

#### A605 OUNDLE ROAD WIDENING – ALWALTON-LYNCH WOOD

This scheme provides infrastructure improvements to the important Lynch-wood Business Park, promoting easier access and attracting new business.

#### A605 STANGROUND - WHITTLESEA

This is a reconstruction of a key junction, improving access and safety.

#### COLDHAM'S LANE ROUNDABOUT IMPROVEMENTS

This is a roundabout improvement scheme to improve pedestrian/cycling and vehicular movement. Consultation will be undertaken to identify a preferred solution.

#### ELY RAIL GRIP 4

A Strategic Outline Business Case to identify solutions to the constraints to both road and rail at Ely and improve passenger and freight services between Peterborough and Cambridge.

#### FENGATE ACCESS STUDY – EASTERN INDUSTRIES ACCESS – PHASE 1

A study to assess improvements for a large employment area at Red Brick Farm within Eastern Industries at Fengate.

#### JUNCTION 18 – A47 IMPROVEMENTS

Junction improvement scheme to reduce congestion at the junction between A47 and A15. This includes improvements to pedestrian and cycle facilities along with refurbishment of the existing overbridge.

#### M11 JUNCTION 8

The Combined Authority is providing £1m of Growth Deal funding as a contribution for the preliminary design, construction phase plan and tender preparation of the M11 Junction 8 project, with construction planned to begin in March 2020.

#### MARCH AREA TRANSPORT STUDY

This study is identifying a variety of potential transport and infrastructure interventions to improve movement in and around March.

#### ST NEOTS CYCLE BRIDGE

A project that will deliver a new foot and cycling bridge as part of the St Neots Masterplan. The project also includes improvements in the Rivera Waterfront for enhanced walking and cycling paths

#### PETERBOROUGH'S UNIVERSITY ACCESS

A study to investigate potential access options for the proposed university, including walking, cycling and public transport measures.

#### WISBECH ACCESS STRATEGY

Preliminary design has been completed and we will commence detailed design to identify and engage with land owners to purchase required land packages. We will also engage with Statutory Undertakers to develop an advanced programme of delivery.

## 7. Ongoing delivery programmes

In 2020/21 the Combined Authority will also be delivering programmes relating to skills, infrastructure, growth and business support:

### APPRENTICESHIPS

The Combined Authority is committed to supporting businesses and individuals into Apprenticeships by using a strong partnership approach. The Apprenticeship Levy has put employers in control of Apprenticeships and now levy payers can share funds with other organisations. The Combined Authority is encouraging this sharing of levy funds to ensure funding stays in the region to support growth, underpinned by a skilled workforce.

A holistic approach to skills development is being championed, by engaging with all stakeholder groups to increase the availability of Apprenticeship opportunities whilst ensuring high calibre applicants are available to fill them. Progression opportunities and inclusivity of Apprenticeships allow for meaningful outcome driven skills solutions for the region.

The Combined Authority will use its proposed Skills, Talent, Recruitment and Apprenticeship Hub to support these activities. Research intelligence and the CPIER indicates that an increasing percentage of new jobs growth in Cambridgeshire and Peterborough will require higher level skills and we are committed to supporting the development and delivery of Apprenticeships from level 2 – 7 to ensure our region is equipped for this.

### BUSINESS GROWTH SERVICE

Working across the whole economy, the LIS proposes to develop and deliver a Business Growth Service, which aims to connect resources for growth, investment and skills support to firms across the economy. In doing so, this aims to create a world-leading business growth support eco-system for high-growth potential firms, where business ideas and business leaders can establish, grow and find innovative routes into global markets.

This inclusive growth strategy is designed to shift more of our future growth into the wider economy and diversify our economic base to mitigate the current place-concentration risks to our economy.

### AGRI-TECH

The Eastern Agri-Tech Growth Initiative is managed by the Combined Authority with support from New Anglia LEP, Norfolk County Council, and the local authorities covering the two LEP areas and featured in both the CPIER report and our Local Industrial Strategy. Grants are available to businesses, employing less than 500 employees, looking to invest in specialist equipment, new market and supply chain development, ways to improve productivity and efficiency, and the application and commercialisation of Research and Development. The Eastern Agri-Tech Growth Initiative will run to March 2021.

### CAREERS AND ENTERPRISE COMPANY (CEC)

The Combined Authority holds a 3-year contract with the Careers and Enterprise Company (CEC) whereby a team of enterprise co-ordinators and enterprise advisers support schools with the development of their career's programmes. The Enterprise Adviser Network sits at the heart of this contract encouraging senior business personnel to support individual schools to develop career strategies and employer engagement.



Fenland and East Cambridgeshire is one of the Department of Education's twelve 'opportunity areas' and is identified as an area of poor social mobility. CEC is one of the stakeholders responsible for the delivery of Priority 3 of the delivery plan – 'to raise the aspiration and increase access for young people to a wide range of career choices and post-16 routes'.

#### DIGITAL INFRASTRUCTURE THROUGH CONNECTING CAMBRIDGESHIRE

The Combined Authority's Digital Connectivity Strategy, delivered through the Connecting Cambridgeshire programme, sets out the ambition for a world class digital infrastructure to support businesses and communities.

The aim is to remain 'ahead of the curve' and to influence the government agenda by being at the forefront of national initiatives for mobile and fixed connectivity and emerging technology.

The next year will see progress towards the full fibre coverage target of over 30% by 2022, as well as working with mobile operators and government to improve mobile coverage as part of the new Shared Rural Network Programme.

#### GROWTH HUB

One of 38 Government funded Growth Hubs providing nationally recognised unbiased business support at SME business at all stages. The Growth Hub continues to work with businesses to ensure they are accessing the relevant grant funding that is available to them (signposting). In 2020, this service will be upgraded to the Business Growth Service, delivering a £19.4m project, which will offer more direct grants for consultancy work to help the business growth across the region.

#### HEALTH AND CARE SECTOR WORK ACADEMY

To help address a specific local labour and skills shortage in health and care, the Combined Authority will continue to run the Health and Care Sector Work Academy, a £5.2m project funded by the Department for Work and Pensions. The Academy is simultaneously creating a recruitment pipeline of newly skilled local people into the sector while upskilling those already working in health and care across Cambridgeshire and Peterborough. The Academy is working closely with local employers to encourage staff development and progression opportunities and to increase the number of people gaining employment in the health and care sector.

#### BUSINESS BOARD LOCAL GROWTH FUND

In 2020/21, the Business Board will ensure delivery of its recommendations on the Local Growth Fund grant as well as Loan and Equity support to businesses approved under the growth prospectus launched in 2019.

This is the final year of the Local Growth Fund, meaning a total of £146.7m has been invested into the Business Board area. This will deliver improvements in productivity, new jobs, skills, transport and homes.

#### **\*\* SEPARATE BOX \*\*** INDEPENDENT COMMISSION ON CLIMATE CHANGE

The Climate Change Commission for Cambridgeshire and Peterborough will provide independent advice on meeting carbon reduction targets and preparing for climate change in our area. The Commission will consider both risks and opportunities, including opportunities for economic sectors with a strength in Cambridgeshire and Peterborough. Where necessary it will conduct independent analysis into climate change science, economics and policy. It will engage widely to understand and

share evidence. It is established in the first instance for a year, with a full report with recommendations by Autumn 2020.

**\*\* SEPARATE BOX \*\* PUBLIC SERVICE REFORM COMMISSION**

The Independent Commission on Public Service Reform, chaired by Dr Andy Wood OBE, was established by the Mayor to examine options for reforming the public sector to make it closer to citizens and more efficient. It has begun its work by looking at reform of health and social care. It submitted an interim report to Combined Authority leaders in the autumn. The members of the Commission plan to engage further with stakeholders and conduct further research over the coming months. They aim to make a final report in spring 2020.

## 8. Managing ourselves

The Combined Authority continues to be committed to transparency, accountability and good financial management.

The Board receives regular performance management reports.

Internal reviews of staffing structures and costs were implemented during the summer of 2019 and were virtually complete by the end of 2019. The next phase, focussed on delivery of objectives and monitoring performance, will commence in April 2020, ready for a formal appraisal performance review in March 2021. A programme of training and development to cover the next 12 months is also underway.

The Combined Authority's first joint Assurance Framework was signed off by the Combined Authority and Business Board in November 2019.

The Combined Authority's Monitoring and Evaluation Framework is also being updated to reflect member decisions about project prioritisation.

## 9. The Combined Authority Budget and MTFP

[Budget tables as presented to the January Board]



<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 2.3</b>
<b>29 JANUARY 2019</b>	<b>PUBLIC REPORT</b>

## **BUDGET MONITOR UPDATE**

### **1.0 PURPOSE**

- 1.1 This report provides an update of the 2019/20 financial position as at 30<sup>th</sup> November 2019 and recommends the Board to approve a virement between two capital budget lines.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Councillor Steve Count, Portfolio for Investment and Finance</b>
<b>Lead Officer:</b>	<b>Jon Alsop, Head of Finance (Section 73 Officer)</b>
<b>Forward Plan Ref: n/a</b>	<b>Key Decision: No</b>
The Combined Authority Board is recommended to:  a) note the updated financial position of the Combined Authority for the year.	<b>Voting arrangements</b> N/A

### **2.0 BACKGROUND**

#### **Budget 2019/20 Update**

- 2.1. At its September 2019 meeting, the Board approved a refreshed Medium-Term Financial Plan (MTFP), including balanced revenue and capital budgets for 2019/20. This report presents the progress made against these budgets along with any changes in line with subsequent Executive Committee and Board decisions.

- 2.2. The outturn forecast reflects costs incurred to date, accrued expenditure and the impact on the current year of assumptions made on staffing, overheads and workstream programme delivery costs as set out in the revised MTFP.

## REVENUE BUDGET

- 2.3. A summary of the financial position of the Authority, showing 'Revenue' income and expenditure for the eight-month period to 30 November 2019, is set out in the table below. A more detailed breakdown of income and expenditure for the year to date is shown at **Appendix 1**.

<b>2019/20 Revenue</b>	<b>19-20 Budget (Nov) £'000</b>	<b>Actuals to 30 November 2019 £000</b>	<b>Forecast Outturn (Nov) £'000</b>	<b>Forecast Outturn Variance £'000</b>	<b>Para ref:</b>
<b>Income</b>					
Grant Income	(30,213.0)	(22,447.3)	(30,213.0)	0.0	2.6
<b>Total Income</b>	<b>(30,213.0)</b>	<b>(22,447.3)</b>	<b>(30,213.0)</b>	<b>0.0</b>	
<b>Expenditure</b>					
Mayor's Office	379.9	238.9	368.0	(11.9)	2.7 (a)
<b>Operational Budget:</b>					
Combined Authority Staffing	5,122.1	3,341.4	5,081.8	(40.3)	2.7 (b)
External Support Services	505.0	255.6	363.7	(141.3)	2.7 (c)
Corporate Overheads	748.7	554.9	803.7	55.0	2.7 (d)
Governance	205.0	85.0	143.3	(61.7)	2.7 (e)
Election Provision	260.0	0.0	260.0	0.0	
Capacity Funding	125.0	81.6	125.0	0.0	
Financing Costs/(Income)	(1,480.0)	(1,116.2)	(1,600.9)	(120.9)	2.7 (f)
<b>Workstream/Programme Budget:</b>					
Transport	16,252.7	9,827.1	15,852.7	(400.0)	2.7 (g)
Business and Skills	9,669.0	4,238.6	9,324.6	(344.4)	2.7 (h)
Economic Strategy	2,907.0	213.3	2,319.1	(587.9)	2.7 (i)
Strategy and Performance	498.0	232.0	405.9	(92.1)	2.7 (j)
Housing	957.5	90.9	457.5	(500.0)	2.7 (k)
<b>Total Expenditure</b>	<b>36,149.9</b>	<b>18,043.0</b>	<b>33,904.5</b>	<b>(2,245.4)</b>	

- 2.4. The Forecast Outturn as set out in the table above shows a 'favourable' variance of Total expenditure against budget of £2.2m. 'Actual' figures for the period to 30 November 2019 are based on payments made and accrued expenditure where known. The year to date costs may therefore be understated due to the delay between goods and services being provided by suppliers, and invoices being raised and paid.
- 2.5. The current approved budget shows total revenue expenditure for the year of £36.1m against grant income receivable in year of £30.2m. The difference of £5.9m was to be funded by £4.8m from specific reserves, including funds received in the previous financial year in advance of need, and £1.1m which was approved to be drawn down from the 'non-specific' revenue reserve.

The forecast outturn predicts an improved revenue position for the year of £2.2m.

- 2.6. The majority of revenue grant income has been received 'in advance'. These funds have been apportioned to show the amount relevant to the eight-month period to 30th November 2019.

## Operational Budgets

2.7. Variances between the predicted revenue outturn position and the annual budget for the main budget headings are set out below:

- (a) Mayor's budget: In year savings are expected due mainly to the departure of the Chief of Staff.
- (b) Staffing Costs: Combined Authority Staffing expenditure currently shows a favourable variance of £40.3k at year end due to the timing of recruitment to vacant posts in the 'Delivery and Strategy' and 'Housing' staffing budgets.
- (c) External support services: The favourable variance in this area (£141.3k) is due to the lower than expected costs to date of external legal and professional fees. The majority of these costs have been charged directly to projects.
- (d) Corporate Overheads are expected to be c£55k overspent at year end due to ongoing recruitment costs and corporate subscriptions.
- (e) Governance: There is a predicted underspend of £61.7k on corporate governance costs as the Business Board allowances budget was originally based on 12 private sector members for the full financial year. That the delay in recruitment to 6 of these posts will create a saving against budget.
- (f) Financing costs/(income): There is an anticipated £120.9k favourable outturn against the budget for the year. This is due to cash balances currently held by the Authority available for investment being greater than expected.
- (g) Transport and Infrastructure: The actual expenditure to date reflects the expected cost profile of the transport programme throughout the year. Increased costs against the Cambridgeshire Autonomous Metro (CAM), Strategic Bus Review and Huntingdon Third River Crossing are expected in the second half of the financial year.

The Board approved the CAM outline business case (OBC) procurement exercise in July. This process has now been concluded with contractors appointed for each element of the OBC. Expenditure against these elements is expected to increase throughout the year resulting in spend to profile by year end.

- (h) Business and Skills: The variance in Business and Skills includes the reprofiling of the Work Readiness Programme according to academic years. A recommendation will come to the Board at year end to carry forward any unspent balance on this activity for use in 2020/21.

Adult Education Budget (AEB) funding is provided in line with the academic year, with grant funded providers having their first payment made in August and the tendered providers not drawing down until September. As the 2019-20 academic year is the first year of AEB devolution, 100% of the AEB expenditure for this financial year is expected between August and March. Hence there is limited expenditure shown against these budget lines for the year to date.

For clarity the AEB programme budget line has been split into two parts, one for 'grant funded' providers who are paid in advance according to an agreed payment profile, and 'procured' providers who are paid in arrears based on actual performance. This separation is designed to make it clear whether the tendered providers are delivering to profile.

The delivery body for the Health and Social Care Work Academy received their first tranche of funding in the previous financial year and have been delivering within this funding envelope to date. Based on the programme's current spend profile, drawdown of new funding commenced from November 2019.

The budget for the 19-20 revenue elements of the St Neots Masterplan implementation were rolled into the Market Town Masterplan implementation line in the MTFP refresh. For clarity, these budgets have been separated here.

- (i) Economic Strategy: The Rural Communities Energy Fund is a grant fund awarded by the Energy Hub. The governance arrangements were approved at the September Board and the programme made its first awarding decisions in October.
- (j) Strategy and Performance (£92.1k): A revised timetable for phase two of the Strategic Spatial Framework is being prepared to reflect the Board's requirement for the Non-Statutory Spatial Framework to incorporate the recommendations of the Independent Economic Commission's CPIER review and the Local Transport Plan. It is anticipated that changes to the timetable will result in a reported underspend for the year, but that this 'slippage' will be required to continue the work into 2020/21.
- (k) Housing: There is a £500k reduction in planned spend on the Garden Villages budget in 2019-20 due to a delay in contract negotiation. Expenditure is now expected in the early part of 2020-21.

The Community Land Trust and £100k homes budgets were established via the MTFP refresh in September and has not incurred limited expenditure to date.

- 2.8. The year to date 'Capital' position of the Combined Authority (as at 30 November) is shown at **Appendix 2**.

- 2.9. Many of the capital programmes show little or limited spend to date. These apparent underspends are due mainly to suppliers not yet having charged for services provided, or where commissioned activities are work in progress.
- 2.10. Capital underspends may also be due to differences from assumptions made in the profiling of expenditure forecasts across multi-year projects. Specific variances of forecast outturn against the revised 2019/20 budget are as follows:
- 2.11. Coldhams Lane roundabout improvements (£0.40m under): The outturn forecast being dependent on the approval of the next tranche of funding for the project.
- 2.12. A1260 Nene Parkway (£0.38m under): Spend to date has been on the development of the Strategic Outline Business Case (SOBC). Further costs will be dependent on the outcome of the SOBC.
- 2.13. A505 Corridor (£0.83m under): The outturn forecast reflects the revised expenditure profile against the project. Costs are now expected to be incurred in 20/21 and 21/22.
- 2.14. Highways Maintenance Capital Grants (£0.46m over): This reflects the actual balances which have been received and passed over to the Local Highways Authorities in year.
- 2.15. Ely Area Capital Enhancements (£0.82 under): The outturn forecast is based on Network Rail advising that expenditure will continue into 2020/21.
- 2.16. The budget for St Neots Masterplan Capital has been increased in line with the business plan approved by the July 2019 CA Board.

### **3.0 FINANCIAL IMPLICATIONS**

- 3.1. There are no other financial implications other than those included in the main body of the report.

### **4.0 LEGAL IMPLICATIONS**

- 4.1. The Combined Authority is required to prepare a balanced budget in accordance with statutory requirements.

### **5.0 SIGNIFICANT IMPLICATIONS**

- 5.1. There are no other significant implications.

### **6.0 APPENDICES**

- 6.1 Appendix 1 - Detailed breakdown of the revenue position for the year to 30<sup>th</sup> November 2019.

6.2 Appendix 2 – Capital position for the year to 30<sup>th</sup> November 2019

<u>Source Documents</u>	<u>Location</u>
None	n/a



**Appendix 1: CPCA Revenue 2019/20**

	<b>19-20 Budget (Nov)</b>	<b>Actuals to 30 November 2019</b>	<b>Forecast Outturn (Nov)</b>	<b>Forecast Outturn Variance</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Expenditure</b>				
<b>Mayor's Office</b>				
Mayor's Allowance	85.0	69.5	85.0	0.0
Mayor's Office Expenses	25.0	16.4	25.0	0.0
Mayor's Office Accommodation	52.4	36.0	52.4	0.0
Mayor's Office Staff	217.5	117.0	205.6	(11.9)
<b>Total Mayoral Costs</b>	<b>379.9</b>	<b>238.9</b>	<b>368.0</b>	<b>(11.9)</b>
<b>Combined Authority Staffing Costs</b>				
Salaries				
Chief Executive	269.0	227.5	272.1	3.1
Business and Skills	1,655.2	995.0	1,615.2	(40.0)
Delivery and Strategy	1,217.6	643.8	1,153.0	(64.6)
Housing	362.0	212.0	315.9	(46.1)
Corporate Services	1,408.3	1,164.1	1,515.6	107.3
Travel	100.0	68.6	100.0	0.0
Apprenticeship Levy	10.0	0.0	10.0	0.0
Training, Conferences & Seminars	100.0	30.4	100.0	0.0
<b>Total Combined Authority Staffing Costs</b>	<b>5,122.1</b>	<b>3,341.4</b>	<b>5,081.8</b>	<b>(40.3)</b>
<b>Externally Commissioned Support Services</b>				
External Legal Counsel	200.0	33.8	60.0	(140.0)
Finance Service	90.0	69.7	90.0	0.0
Democratic Services	90.0	69.0	90.0	0.0
Payroll	10.0	5.0	8.0	(2.0)
HR	25.0	11.2	25.0	0.0
Procurement	25.0	17.0	25.0	0.0
Finance System	15.0	15.7	15.7	0.7
ICT external support	50.0	34.1	50.0	0.0
<b>Total Externally Commissioned Support Ser</b>	<b>505.0</b>	<b>255.6</b>	<b>363.7</b>	<b>(141.3)</b>
<b>Corporate Overheads</b>				
Accommodation Costs	339.2	259.2	339.2	0.0
Software Licences, Mobile Phones cost etc.	20.0	7.7	20.0	0.0
Communications	50.0	23.5	50.0	0.0
Website Development	29.5	0.0	29.5	0.0
Recruitment Costs	160.0	151.0	185.0	25.0
Insurance	30.0	25.5	30.0	0.0
Audit Costs	85.0	34.0	85.0	0.0
Office running costs	25.0	17.6	25.0	0.0
Corporate Subscriptions	10.0	36.4	40.0	30.0
<b>Total Corporate Overheads</b>	<b>748.7</b>	<b>554.9</b>	<b>803.7</b>	<b>55.0</b>
<b>Governance Costs</b>				
Committee/Business Board Allowances	185.0	85.0	123.3	(61.7)
Meeting Costs	0.0	0.0	0.0	0.0
Governance Projects	20.0	0.0	20.0	0.0
<b>Total Governance Costs</b>	<b>205.0</b>	<b>85.0</b>	<b>143.3</b>	<b>(61.7)</b>
<b>Election Costs</b>				
Election costs	260.0	0.0	260.0	0.0
<b>Total Election Costs</b>	<b>260.0</b>	<b>0.0</b>	<b>260.0</b>	<b>0.0</b>
<b>Capacity Funding</b>				
Capacity Funding	125.0	81.6	125.0	0.0
<b>Total Capacity Funding</b>	<b>125.0</b>	<b>81.6</b>	<b>125.0</b>	<b>0.0</b>
<b>Financing Costs</b>				
Interest Receivable on Investments	(1,480.0)	(1,116.2)	(1,600.9)	(120.9)
<b>Total Financing Costs</b>	<b>(1,480.0)</b>	<b>(1,116.2)</b>	<b>(1,600.9)</b>	<b>(120.9)</b>
<b>Total Operational Expenditure</b>	<b>5,485.8</b>	<b>3,202.2</b>	<b>5,176.6</b>	<b>(309.2)</b>

	<b>19-20 Budget (Nov)</b>	<b>Actuals to 30 November 2019</b>	<b>Forecast Outturn (Nov)</b>	<b>Forecast Outturn Variance</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b><u>Transport</u></b>				
CAM	1,907	808	1,907	0.0
A14 Revenue Feasibility	150	0	0	(150.0)
Huntingdon 3rd River Crossing	300	9	50	(250.0)
Bus Review Implementation	800	150	800	0.0
Cambridge South - Interim Concept	100	97	100	0.0
Transport Levy PCC	3,631	2,421	3,631	0.0
Transport Levy CCC	8,738	5,825	8,738	0.0
Local Transport Plan	377	320	377	0.0
Sustainable Travel	150	99	150	0.0
Schemes, Studies and Monitoring	100	100	100	0.0
<b>Total Transport</b>	<b>16,253</b>	<b>9,827</b>	<b>15,853</b>	<b>(400.0)</b>
<b><u>Business and Skills</u></b>				
Work Readiness Programme (Hamptons)	110.0	83.2	83.2	(26.8)
Skills Brokerage	344.2	61.4	344.2	0.0
University of Peterborough Taught Degree Aw	201.9	92.8	190.0	(11.9)
University of Peterborough	235.0	110.2	235.0	0.0
Skills Strategy Programme Delivery	150.0	154.0	150.0	0.0
AEB Devolution programme - Grant	5,576.3	3,451.5	5,576.3	0.0
AEB Devolution programme - ITP	1,282.3	136.1	1,000.0	(282.3)
AEB Programme Costs	115.4	46.1	100.0	(15.4)
Health and Social Care Work Academy	1,500.0	-	1,500.0	0.0
EU Exit Funding	90.9	82.7	90.9	0.0
Growth Company Development	63.0	20.7	55.0	(8.0)
<b>Total Business and Skills</b>	<b>9,669.0</b>	<b>4,238.6</b>	<b>9,324.6</b>	<b>(344.4)</b>
<b><u>Economic Strategy</u></b>				
Growth Hub	92.2	35.6	92.2	0.0
Market Town Strategy Implementation	200.0	61.7	150.0	(50.0)
Energy Hub	615.4	12.9	500.0	(115.4)
Rural Communities Energy Fund	1,052.5	0.0	800.0	(252.5)
St Neots Masterplan Revenue	171.9	2.7	171.9	0.0
Trade and Investment Programme	100.0	7.7	80.0	(20.0)
CPCA LIS Implementation	200.0	67.3	150.0	(50.0)
LEP Capacity Funding	400.0	14.8	300.0	(100.0)
Skills Advisory Panel (SAP)	75.0	10.6	75.0	0.0
<b>Total Economic Strategy</b>	<b>2,907.0</b>	<b>213.3</b>	<b>2,319.1</b>	<b>(587.9)</b>
<b><u>Strategy, Planning and Performance</u></b>				
Monitoring and Evaluation Framework	163.0	116.9	163.0	0.0
Public Service Reform	100.0	77.3	100.0	0.0
Non-Statutory Spatial Framework (Phase 2)	130.0	37.9	112.9	(17.1)
Cambridgeshire and Peterborough Land Comr	105.0	0.0	30.0	(75.0)
<b>Total Strategy and Performance</b>	<b>498.0</b>	<b>232.0</b>	<b>405.9</b>	<b>(92.1)</b>
<b><u>Housing</u></b>				
War Veterans Homelessness Support Grant	90.9	90.9	90.9	0.0
CLT / £100k Housing	166.6	0.0	166.6	0.0
Garden Villages	700.0	0.0	200.0	(500.0)
<b>Total Housing</b>	<b>957.5</b>	<b>90.9</b>	<b>457.5</b>	<b>(500.0)</b>
<b>Total Workstream expenditure</b>	<b>30,729.6</b>	<b>14,511.0</b>	<b>28,805.3</b>	<b>639.3</b>
<b>Total Revenue Expenditure</b>	<b>36,595.3</b>	<b>18,043.0</b>	<b>34,349.9</b>	<b>(2,245.4)</b>

**Appendix 2: CPCA Capital Programme - 2019/20**

<b>Capital</b>	<b>19-20 Budget (Nov) £m</b>	<b>Actuals to 30 November 2019 £m</b>	<b>Forecast Outturn (Nov) £m</b>	<b>Forecast Outturn Variance £m</b>
Kings Dyke CPCA Contribution	2.50	0.35	0.46	(2.05)
Cambridge South Station	0.75	0.18	0.75	0.00
A10 SOBC Capital	0.25	0.02	0.15	(0.10)
Peterborough University - Business case	1.52	0.07	1.52	0.00
Soham Station	0.95	0.27	0.95	0.00
St Neots River Crossing Cycle Bridge	0.60	0.00	0.45	(0.15)
St Neots Masterplan Capital	0.33	0.05	0.33	0.00
Wisbech Garden Town	1.75	0.05	1.75	0.00
Wisbech Rail	1.48	0.76	1.48	0.00
Wisbech Access Strategy	0.30	0.30	0.30	0.00
Digital Connectivity Infrastructure	0.84	0.31	0.84	0.00
A47 Dualling	0.41	0.11	0.41	0.00
<b>Total Committed Direct Control Expenditure</b>	<b>11.67</b>	<b>2.46</b>	<b>9.38</b>	<b>(2.30)</b>
<b>Costed but not Committed</b>				
Ely Rail Capacity next stage	1.00	0.00	0.00	(1.00)
Market Town pump priming	0.50	0.00	0.50	0.00
Coldhams Lane roundabout improvements	0.53	0.07	0.13	(0.40)
Eastern Industries Access - Phase 1	0.43	0.01	0.15	(0.28)
University Access	0.10	0.02	0.03	(0.07)
March junction improvements	1.08	0.28	0.50	(0.58)
Investment into CAM Innovation Company	0.30	0.00	0.30	0.00
Regeneration of Fenland Railway Stations	0.09	0.00	0.09	0.00
Regeneration of Fenland Railway Stations - Non Platforms	0.61	0.11	0.61	0.00
A1260 Nene Parkway Junction 15	0.36	0.00	0.10	(0.26)
A1260 Nene Parkway Junction 32-3	0.32	0.05	0.19	(0.14)
A141 Capacity enhancements	1.27	0.11	0.50	(0.77)
A16 Norwood Dualling	0.05	0.00	0.13	0.08
A505 Corridor	1.00	0.06	0.17	(0.83)
A605 Oundle Rd Widening - Alwalton-Lynch Wood	0.51	0.04	0.40	(0.11)
<b>Schemes Previously Identified and Costed Total</b>	<b>8.15</b>	<b>0.74</b>	<b>3.80</b>	<b>(4.35)</b>
Cambridge City Housing Programme	20.61	7.37	20.61	0.00
Housing Investment Fund expenditure	34.18	24.35	34.18	0.00
Housing Infrastructure Programme	7.00	0.00	7.00	0.00
Highways Maintenance Capital Grants	23.08	15.69	23.54	0.46
A47 J18 improvements	3.85	1.94	3.00	(0.85)
A605 Stanground East (whittlesea Access)	2.80	0.14	0.36	(2.44)
<b>Passported/Ringfenced Total</b>	<b>91.52</b>	<b>49.50</b>	<b>88.69</b>	<b>(2.83)</b>
<b>Growth Funds</b>				
King's Dyke Crossing (Growth Fund)	0.78	0.00	0.45	(0.33)
A428 Cambourne to Cambridge	0.00	0.00	0.00	0.00
Ely Area Capacity Enhancements	2.32	1.05	1.50	(0.82)
In Collusion	0.02	0.02	0.02	0.00
Wisbech Access Strategy - Delivery Phase	1.00	0.43	1.00	0.00
Agri-tech	3.69	0.51	2.00	(1.69)
M11 Junction 8	0.00	0.00	0.00	0.00
Soham Station Feasibility	1.00	1.00	1.00	0.00
Haverhill Innovation Centre	1.35	0.26	1.60	0.25
Small Grants Programme	0.10	0.04	0.06	(0.04)
Whittlesea and Manea Railway Stations	0.03	0.00	0.03	0.00
iMET Phase 3	0.30	0.00	0.00	(0.30)
Lancaster Way Phase 2	0.15	0.00	0.15	0.00
TeraView Loan	0.12	0.12	0.12	0.00
Project Living Cell	1.35	0.00	1.35	0.00
Illumina Accelerator Global Expansion	1.00	0.00	0.00	(1.00)
<b>Growth Funds Total</b>	<b>13.21</b>	<b>3.44</b>	<b>9.28</b>	<b>(3.93)</b>
<b>Total</b>	<b>124.55</b>	<b>56.14</b>	<b>111.14</b>	<b>(13.41)</b>





<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 3.1.1</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b> <i>This report contains appendix 1 which is exempt from publication under Part 1 of Schedule 12A of the Local Government Act 1972, as amended, and it would not be in the public interest for this information to be disclosed - information relating to the financial or business affairs of any particular person (including the authority holding that information).</i>

## **£100M AFFORDABLE HOUSING PROGRAMME (NON-GRANT): PROPOSED ACQUISITION, HUNTINGDONSHIRE**

### **1.0 PURPOSE**

- 1.1. To seek approval from the Board for the grant of a loan to Angle Developments (East) Ltd to enable the acquisition of an appx 1.5 acre (0.6Ha) freehold residential development site in Huntingdonshire.
- 1.2. The loan monies being requested will come from the £40m revolving fund, within the £100m programme.
- 1.3. Although the property has an existing planning consent, the intention will be to secure a further planning consent, potentially for up to appx 24 units, including affordable housing for which the current planning consent does not provide.
- 1.4. Through this transaction Angle Developments (East) Ltd will control a significant residential development opportunity to be delivered for the benefit of local families and the community.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Lead Member for Housing</b>
<b>Lead Officer:</b>	<b>Nick Sweeney, CPCA Development Manager Housing &amp; Development</b>
<b>Forward Plan Ref: 2020/011</b>	<b>Key Decision: Yes</b>
	<b>Voting arrangements</b>

<p>The Combined Authority Board is recommended to:</p> <p>(a) Approve the lending of a sum of £1,400,000 from the Combined Authority to Angle Developments (East) Ltd to enable the acquisition and progression of a revised planning application on a site in Huntingdonshire (comprising £900,000 to acquire the site and £500,000 in costs) Heads of terms for the acquisition are detailed in the Business Case at Exempt Appendix 1. The purchase will be Conditional on satisfactory investigation and pricing of land contamination being within the £300,000 allowance provided for in the business case.</p> <p>(b) Grant delegated authority to the Development Manager Housing and Development, in consultation with the Deputy Monitoring Officer and the Lead Member for Investment and Finance, to conclude any necessary documentation to complete the loan with Angle Developments (East) Ltd.</p>	<p>Simple majority of all Members</p>
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## 2.0 BACKGROUND

- 2.1. In order to have a selection of tools and a flexible approach in which housing delivery can be achieved and accelerated, on the 26th September 2018 the Combined Authority Board approved a flexible multi toolkit housing strategy.
- 2.2. The strategy included the provision of a rolling fund from within the £100m housing programme to be used for toolkit opportunities over and above just issuing traditional grant, such as seeking out and delivering direct development opportunities that the market is not delivering of its own accord, as is being proposed in this report.

### A flexible multi-toolkit approach



2.3. The approved Housing Strategy included the following policy commitments:

- (a) under paragraph 3.17 to promote all housing that is in addition to the existing development pipeline.
- (b) Under section 3.18 there is a commitment to being creative and using a range of financial delivery mechanisms that have not traditionally been a public sector method to support and deliver housing.
- (c) This proposal is further supported by paragraph 3.23 to encourage the best use of all property assets
- (d) Under 3.24 to helping to accelerate schemes using financial mechanisms in the toolbox.
- (e) Under 3.25 to more enabling action including loans
- (f) Under 3.27 to taking the initiative on more direct interventions as exemplified in the toolbox above.

2.4. The site is vacant and was formerly used by a gas distributor. Remediation will be required to enable residential use. Parts of the site are within flood zones 2 and 3 so design will need to incorporate flood prevention measures.

2.5. The Huntingdonshire Local Plan allocates the site for residential development and a detailed planning consent for 11 units has been obtained, but this has yet to be implemented. The relevant extract from the Local Plan can be found in the Business Case at exempt Appendix 1.

2.6. The site has been marketed by local agents for over 6 months and has not sold. Other potential developers may have been deterred by planning

requirements as highlighted in the Local Plan extract in the Business Case at exempt Appendix 1 and their ability to secure enough profit.

- 2.7. The planning allocation incorporates measures to address contamination, flood prevention, conservation area status, biodiversity, and close proximity to a Site of Special Scientific Interest.
- 2.8. Angle Developments (East) Ltd will undertake pre-application dialogue with the local planning authority (LPA) to define acceptable development principles, with a view to achieving a higher density residential scheme with affordable housing.
- 2.9. The Local Planning Authority (LPA) is Huntingdonshire District Council which operates a Community Infrastructure levy.
- 2.10. Road improvement works are currently progressing in close-proximity to the site. Detail of the improvements can be seen from the Proposed Scheme drawing in the Business Case at exempt Appendix 1.
- 2.11. It is the intention that Angle Developments (East) Ltd shall acquire the property, secure a residential planning consent for an increased density, and initiate the subsequent development.
- 2.12. The site has an existing planning consent for 11 detached executive dwellings with no affordable housing.
- 2.13. The proposed purchase price for the site is £900,000 + VAT

### **3.0 FINANCIAL IMPLICATIONS**

- 3.1. It is proposed that the Combined Authority provides Angle Developments (East) Ltd with loan funding of £1,400,000 (£900,000 +VAT for the acquisition, the balance to cover the costs of the acquisition including stamp duty), to embark on site investigation/contamination works and to design, prepare, submit and secure a planning consent for a residential development with a greater number of units. The funding is to come from the £40m revolving fund within the £100m Affordable Housing Programme.
- 3.2. Once the final scheme to be built has been determined and priced, a further loan application to CPCA to request funding for the cost of construction is anticipated.
- 3.3. An initial development appraisal incorporating estimated costs has been undertaken and is attached in the Business Case at exempt Appendix 1.
- 3.4. It is proposed that the loan to Angle Development (East) Ltd will be at the interest rate of 3.14% per annum from drawdown, with repayment in full upon completion of the development and sale of the homes.



- 3.5. The impact of the proposed loan upon the cumulative cashflow forecast on the £40m revolving fund element of the £100m Affordable Housing Programme can be found in Appendix 2.

#### **4.0 LEGAL IMPLICATIONS**

- 4.1 The Combined Authority has the ability to lend under s.12 Local Government Act 2003 “power to invest” as well as under the general power of competence granted to it by the Cambridgeshire and Peterborough Combined Authority Order 2017 provided that the activity is compliant with European state aid rules.
- 4.2 In making any such investment the Authority is required to have regard to the government’s statutory guidance on Local Government Investment (section 15 Local Government Act 2003) and specific guidance published by the Chartered Institute of Public Finance and Accountancy.

#### **5.0 IMPLICATIONS FOR NATURE**

- 5.1. Site remediation is required to enable the site to serve for residential use.
- 5.2. The site is located in close proximity to a site of Special Scientific Interest. The proposed redevelopment will comply with planning requirements in respect of site remediation, ecology, biodiversity and flood risk.

#### **6.0 CONTRACT PROCEDURE RULES IMPLICATIONS**

- 6.1. The use of a team of expert professional advisors will be required, instructed by Angle Developments (East) Ltd, to proceed to design and submit a new planning application.

#### **7.0 RISK IMPLICATIONS**

- 7.1. Planning risks are present by the proposal to seek an increased density of residential development above that allocated by the Local Plan. This risk is mitigated as a planning consent exists for residential development, so Angle Developments (East) Limited will be able to implement the existing consent to recover its capital outlay if planning consent for a higher density scheme with affordable housing is not secured.
- 7.2. There are cost and viability risks associated with the requirement to address remediation and flood alleviation. The initial Development Appraisal has allowed a sum of £300,000 to address these issues and we intend to get more confidence that this sum will reflect the true remediation cost before exchanging contracts.

- 7.3. We will be undertaking the usual pre-contract due diligence on our ability to deliver the development before exchanging contracts.

## **8.0 OTHER SIGNIFICANT IMPLICATIONS**

- 8.1. If Board approval is secured then further investigative studies will be commissioned in respect of site remediation and flood alleviation alongside other pre-acquisition due diligence, before proceeding to exchange of contracts. Typical pre exchange expenditure would be in the region of £25,000.
- 8.2. Angle Developments (East) Ltd proposed acquisition of the site offers an opportunity to deliver additional affordable housing that the market will not otherwise deliver.

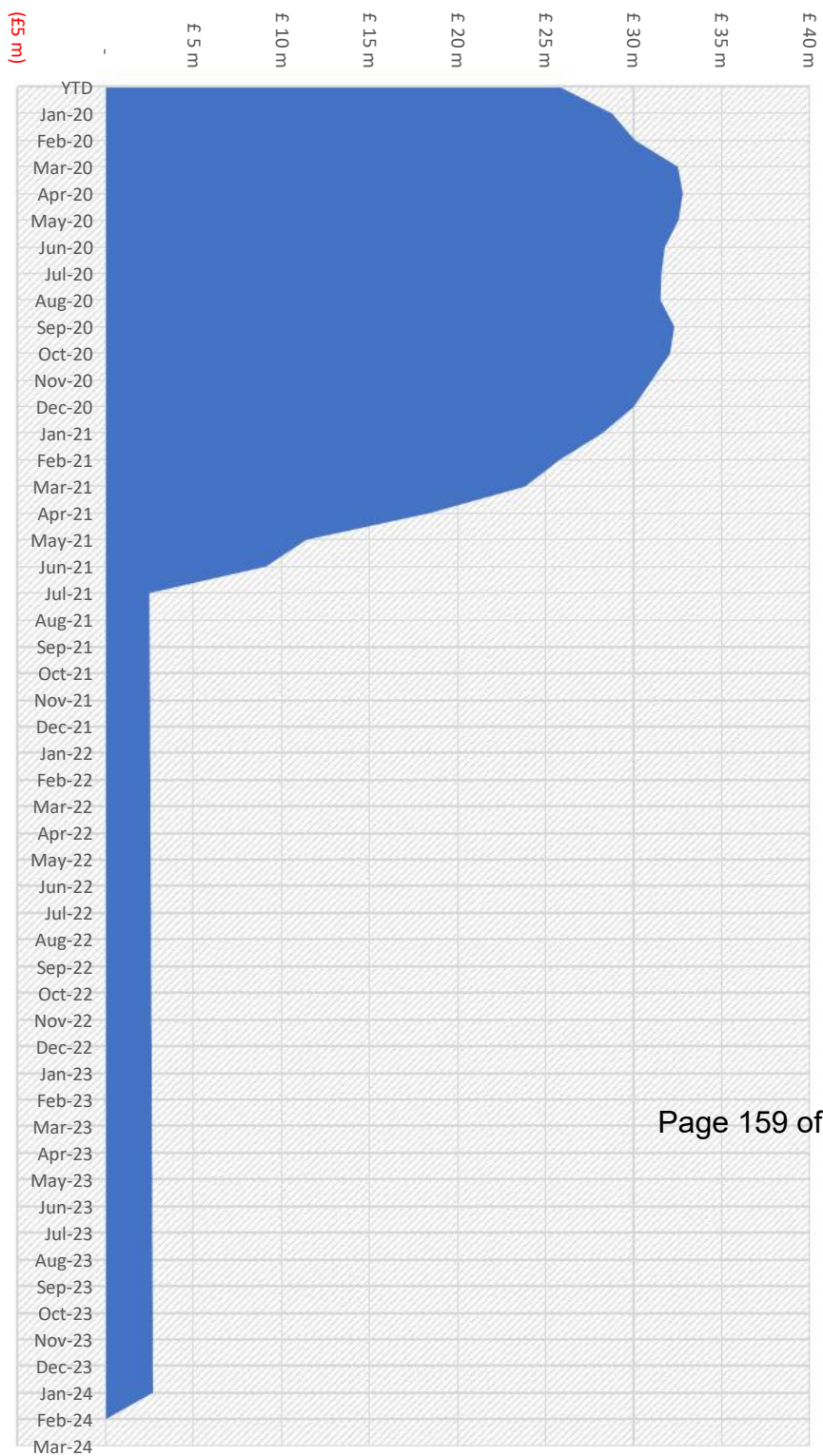
## **9.0 APPENDICES**

- 9.1. Appendix 1: Business Case EXEMPT NOT FOR PUBLICATION  
This appendix is exempt from publication under Part 1 of Schedule 12A of the Local Government Act 1972, as amended, in that it would not be in the public interest for this information to be disclosed - information relating to the financial or business affairs of any particular person (including the authority holding that information).

Appendix 2: £40m revolving fund cumulative cashflow forecast.

Appendix 3: Draft heads of terms for a funding agreement between CPCA and Angle Developments (East) Ltd.

# £40m Revolving Fund Cash Flow Projection (Net)





**CAMBRIDGESHIRE & PETERBOROUGH COMBINED AUTHORITY**

**Land at Huntingdonshire**

**Heads of terms - Loan Agreement to Angle Developments (East) Limited**

**The Borrower:**

**Angle Developments (East) Limited**

FAO: Roger Thompson  
Tel: 07796 274906  
Email: roger.thompson@cambridgeshirepeterborough-ca.gov.uk

**The Borrower's  
Solicitor:**

**TBC**

FAO:  
Tel:  
Fax:  
Mobile:  
Email:

**The Lender:**

**Cambridgeshire & Peterborough Combined Authority**

FAO: Jilur Hussain  
Tel:  
Email: jilur.hussain@cambridgeshirepeterborough-ca.gov.uk

**The Lender's Solicitor:**

FAO: Peter Geach  
Tel: 07825519636  
Fax:  
Email: peter.geach@cambridgeshirepeterborough-ca.gov.uk

**The Property:**

The freehold interest in land extending to circa approximately 0.605 hectares

**Land Value:**

£900,000.00 (Nine Hundred Thousand Pounds)

<b>Current Use:</b>	The Property is currently unused and vacant
<b>Planning:</b>	The Property has the benefit of planning consent.
<b>Proposed Development:</b>	The Borrower shall seek to obtain all relevant permissions including a full Planning Permission for a development at the Property of 24 homes.
<b>Transaction:</b>	The Lender shall provide a total loan facility of £1.4 Million (one million four hundred thousand pounds) to the Borrower who shall then use all reasonable endeavours to acquire the site and to prepare and submit a planning application for the proposed development.
<b>Conditionality:</b>	The Borrower shall determine the approximate cost of site remediation prior to acquiring the site, and it is anticipated that this cost shall not exceed £300,000. If remediation costs are then expected to exceed £300,000 then the Borrower shall produce a development appraisal for further approval by the Lender's representatives prior to acquiring the site.
<b>Imposition of Charge:</b>	<p>A first legal charge is to be placed on title to secure the total loan facility of £1.4m.</p> <p>If there is any difference of opinion or dispute on a statement of value that cannot be resolved between the parties, the matter will be referred to an appropriate independent expert in Valuation, to be appointed by the Lender. The costs of the expert to be shared equally by both parties.</p>
<b>Repayment of the Loan:</b>	The whole of the Loan amount borrowed shall be repaid within a period of 4 years from the first tranche of Loan being made (the loan may be repaid earlier in minimum repayment tranches)
<b>Interest</b>	The Loan Interest Rate shall be 3.14% per annum, compounded and rolled up.
<b>Default Interest Rate</b>	Shall be 7.5% above BOE base
<b>Completion and Determination:</b>	Legal completion of the loan agreement is to occur prior to 1 <sup>st</sup> July 2020, completion being defined as the time at which the first tranche of the loan agreement will be paid. If the first tranche is not called for and paid by this date, the loan agreement and provision of the facility will determine.
<b>Vacant Possession:</b>	The site is currently unoccupied, vacant and secure

**Inventory:**

The Property is currently cleared.

**VAT:**

The current landowner has elected to charge VAT on the sale to the Borrower. It is anticipated that VAT paid can be reclaimed by the Borrower and this shall not affect project viability.

**Subjections:**

The Parties shall ensure that the transaction does not breach rules surrounding State Aid nor EU Procurement rules.

These Heads of Terms are subject to internal approval processes and formal contract. No agreement is made or implied by approving the same.

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<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 3.1.2</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b> <i>This report contains appendix 1 which is exempt from publication under Part 1 of Schedule 12A of the Local Government Act 1972, as amended, and it would not be in the public interest for this information to be disclosed - information relating to the financial or business affairs of any particular person (including the authority holding that information).</i>

## **£100M AFFORDABLE HOUSING PROGRAMME (NON-GRANT): PROPOSED ACQUISITION – FENLAND**

### **1. PURPOSE**

- 1.1. To seek approval from the Board for the grant of a loan to Angle Developments (East) Ltd to enable the acquisition of an appx 2.7 acre (1.1 Ha) freehold residential development site in Fenland.
- 1.2. The loan monies being requested will come from the £40m revolving fund within the £100m affordable housing programme.
- 1.3. The purchase contract between Angle Developments (East) Limited and the current site owner shall be conditional upon the current owners securing a renewed planning consent for the previously consented residential development of 29 market housing units. The intention is for Angle Developments (East) Ltd to secure a further planning consent for a residential development of appx 40 units including affordable housing for which the previous consented scheme does not provide.
- 1.4. Through this transaction Angle Developments (East) Ltd will control a significant residential development opportunity to be delivered for the benefit of local families and the community.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Lead Member for Housing</b>
<b>Lead Officer:</b>	<b>Nick Sweeney, CPCA Development Manager, Housing &amp; Development</b>

<b>Forward Plan Ref: 2020/011                      Key Decision: Yes</b>	
<p>The Combined Authority Board is recommended to:</p> <p>(a) Approve the lending of a sum of £1,290,000 from the Combined Authority to Angle Developments (East) Ltd to enable the acquisition and progression of a revised planning application on a site in Fenland (comprising £790,000 to acquire the site and £500,000 in costs). Heads of terms for the acquisition are detailed in the Business Case at exempt Appendix 1.</p> <p>(b) Grant delegated authority to the Housing Development Manager, in consultation with the Deputy Monitoring Officer and the Portfolio Holder for Investment and Finance, to conclude any necessary legal documentation to complete the loan with Angle Developments (East) Ltd.</p>	<p><b>Voting arrangements</b></p> <p>Simple majority of all Members</p>

## **2. BACKGROUND**

- 2.1. In order to have a selection of tools and a flexible approach in which housing delivery can be achieved and accelerated, on the 26th September 2018 the Combined Authority Board approved a flexible multi toolkit housing strategy.
- 2.2. The strategy included the provision of a rolling fund from within the £100m housing programme to be used for toolkit opportunities over and above just issuing traditional grant, such as seeking out and delivering direct development opportunities that the market is not delivering of its own accord, as is being proposed in this paper.

### A flexible multi-toolkit approach



2.3. The approved Housing Strategy included the following policy commitments:

- 2.3.1. Under paragraph 3.17 to promote all housing that is in addition to the existing development pipeline.
- 2.3.2. Under section 3.18 there is a commitment to being creative and using a range of financial delivery mechanisms that have not traditionally been a public sector method to support and deliver housing.
- 2.3.3. This proposal is further supported by paragraph 3.23 to encourage the best use of all property assets.
- 2.3.4. Under 3.24 to helping to accelerate schemes using financial mechanisms in the toolbox.
- 2.3.5. Under 3.25 to more enabling action including loans
- 2.3.6. Under 3.27 to taking the initiative on more direct interventions as exemplified in the toolbox above.

2.4. The site is cleared, vacant and was formerly used as a mill and grain store.

2.5. The site has been marketed by local agents for over 12 months and has not sold.

2.6. The Local Planning Authority (LPA) Fenland District Council does not currently operate a Community Infrastructure Levy (CIL), but a S106 agreement will be required.

2.7. The intention is for the Combined Authority's Devco, Angle Holdings (East) Limited, to use the loan funding to acquire the property, secure a residential

planning consent for an increased density, and initiate the subsequent development.

- 2.8. Fenland District Council's Head of Housing and Community Support supports the proposal because it seeks to provide affordable housing that would not otherwise be provided within the development.
- 2.9. The site had a planning consent for 29 units with no affordable housing, which the current owner is renewing.
- 2.10. The proposed purchase price for the site is £790,000 + VAT

### **3. FINANCIAL IMPLICATIONS**

- 3.1. It is proposed that the Combined Authority provides Angle Developments (East) Ltd with loan funding of £1,290,000 (£790,000 plus VAT and stamp duty for the acquisition, the balance to cover costs of site investigation and works and to design, prepare, submit and secure a planning consent for a scheme of comprising appx 40 residential units.
- 3.2. Once the final scheme to be built has been determined and priced, a further loan application to CPCA to request funding for the cost of construction is anticipated.
- 3.3. An initial development appraisal incorporating estimated costs has been undertaken and is attached in the Business Case at exempt Appendix 1.
- 3.4. It is proposed that the loan to Angle Developments (East) Ltd will be at the interest rate of 3.14% per annum from drawdown, with repayment in full upon completion of the development and sale of the homes.
- 3.5. The impact of the proposed loan upon the cumulative cashflow forecast for the £40m revolving fund element of the £100m affordable housing programme can be found in appendix 2

### **4. LEGAL IMPLICATIONS**

- 4.1 The Combined Authority has the ability to lend under s.12 Local Government Act 2003 "power to invest" as well as under a general power of competence provided that it is compliant with European state aid rules.
- 4.2 In making any such investment the Authority is required to have regard to the government's statutory guidance on Local Government Investment (section 15 Local Government Act 2003) and specific guidance published by the Chartered Institute of Public Finance and Accountancy.

## **5. IMPLICATIONS FOR NATURE**

- 5.1 The site is currently cleared. Any new planning application will we anticipate require supporting reports on environment and habitat.

## **6. RISK IMPLICATIONS**

- 6.1. Planning risks are presented by the proposal to seek an increased density of residential development. This risk is mitigated as contracts will not exchange between Angle Developments (East) Limited and the current owner unless the lapsed planning consent for 29 homes is renewed. This planning application is currently being considered by the Local Planning Authority. If a new planning consent for 40 units with affordable housing is not secured then Angle Developments (East) Ltd will be able to implement the development of 29 market units and recover its capital outlay.
- 6.2. There are cost and viability risks associated with the requirement to address planning requirements in respect of highway improvements and other matters. These risks will be mitigated as the costs will be more accurately quantified prior to exchanging contracts.
- 6.3. Angle Developments (East) Limited will be undertaking the usual pre-contract due diligence on its ability to deliver the development before exchanging contracts.

## **7. OTHER SIGNIFICANT IMPLICATIONS**

- 7.1. If Board approval is secured, Angle Developments (East) Limited will undertake pre-acquisition due diligence before proceeding to exchange conditional contracts. Typical pre exchange expenditure would be £15,000.
- 7.2. Angle Developments (East) Ltd proposed acquisition of the site offers an opportunity to deliver additional affordable housing that the market will not otherwise deliver.

## **8. APPENDICES**

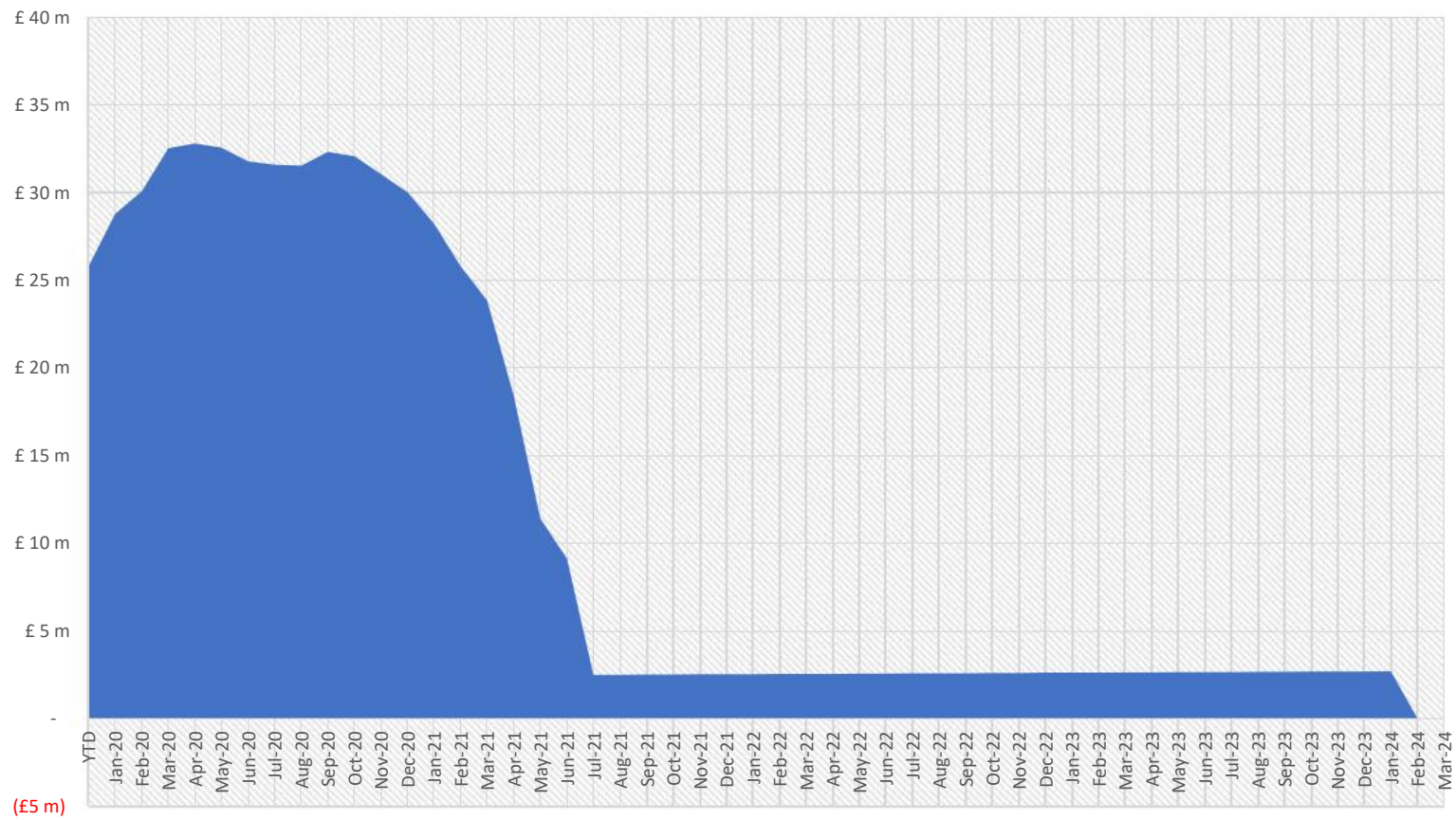
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Appendix 2: £40m revolving fund cumulative cashflow forecast.

Appendix 3: Draft heads of terms for a funding agreement between CPCA and Angle Developments (East) Ltd.



## £40m Revolving Fund Cash Flow Projection (Net)







**CAMBRIDGESHIRE & PETERBOROUGH COMBINED AUTHORITY**

**Land in Fenland**

**Heads of terms - Loan Agreement to Angle Developments (East) Limited**

**The Borrower:**

**Angle Developments (East) Limited**

FAO: Roger Thompson  
Tel: 07796 274906  
Email: roger.thompson@cambridgeshirepeterborough-ca.gov.uk

**The Borrower's  
Solicitor:**

**TBC**

FAO:  
Tel:  
Fax:  
Mobile:  
Email:

**The Lender:**

**Cambridgeshire & Peterborough Combined Authority**

FAO: Jilur Hussain  
Tel:  
Email: jilur.hussain@cambridgeshirepeterborough-ca.gov.uk

**The Lender's Solicitor:**

FAO: Peter Geach  
Tel: 07825519636  
Fax:  
Email: peter.geach@cambridgeshirepeterborough-ca.gov.uk

**The Property:**

The freehold interest in land extending to circa approximately 1.104 hectares

**Land Value:**

£790,000.00 (Seven Hundred and Ninety Thousand Pounds)

<b>Current Use:</b>	The Property is currently unused and vacant
<b>Planning:</b>	Planning application is currently under consideration by Fenland District Council.
<b>Proposed Development:</b>	The Borrower shall seek to obtain all relevant permissions including a full Planning Permission for a development at the Property of a of 40 homes.
<b>Transaction:</b>	The Lender shall provide a total loan facility of £1,290,000 (one million two hundred and ninety thousand pounds) to the Borrower who shall then use all reasonable endeavours to acquire the site and to prepare and submit a planning application for the proposed development.
<b>Conditionality:</b>	The loan is conditional Planning consent being approved with no conditions imposed that are considered to be more onerous to those imposed by the previous consent, nor any requirement to provide affordable housing being imposed.
<b>Imposition of Charge:</b>	A first legal charge is to be placed on title to secure the total loan facility of £1,290,000.
<b>Repayment of the Loan:</b>	The whole of the Loan amount borrowed shall be repaid within a period of 4 years from the first tranche of loan being made (the loan may be repaid earlier in minimum repayment tranches)
<b>Interest</b>	The Loan Interest Rate shall be 3.14% per annum, compounded and rolled up.
<b>Default Interest Rate</b>	Shall be 7.5% above BOE base rate.
<b>Completion and Determination:</b>	Legal completion of the loan agreement is to occur prior to 1 <sup>st</sup> July 2020, completion being defined as the time at which the first tranche of the loan agreement will be paid. If the first tranche is not called for and paid by this date, the loan agreement and provision of the facility will determine.
<b>Vacant Possession:</b>	The site is currently unoccupied, vacant and secure the total loan facility of £1.29m
<b>Inventory:</b>	The Property is currently cleared.
<b>VAT:</b>	The current landowner has elected to charge VAT on the sale to the Borrower. It is anticipated that VAT paid can be reclaimed by

the Borrower and this shall not affect project viability.

**Subjections:**

The Parties shall ensure that the transaction does not breach rules surrounding State Aid nor EU Procurement rules.

These Heads of Terms are subject to internal approval processes and formal contract. No agreement is made or implied by approving the same.

DRAFT





<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 3.2</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **£100k HOMES BUSINESS CASE**

### **1.0 PURPOSE**

1.1. To consider and approve the £100k Homes Business Case.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	
<b>Lead Officer:</b>	<b>Roger Thompson, Director of Housing</b>
<b>Forward Plan Ref: Insert ref no on FP</b>	<b>Key Decision: No</b>
The Combined Authority Board is recommended to:  (a) Approve the Business Case detailed in Appendix 1; and  (b) Authorise the Monitoring Officer to amend the terms of reference of the Housing & Communities Committee to include the responsibility for adopting the £100k Homes Allocations Policy.	<b>Voting arrangements</b>  Simple majority of all Members

### **2.0 BACKGROUND**

2.1 The Cambridgeshire and Peterborough Independent Economic Review (CPIER) has a chapter dedicated to the subject of housing. It reaches several conclusions:

- Not enough housing is being built at present. The CPIER notes that “It is not that supply has been unusually low, indeed the housing stock has increased by over 4% in this time [2012-2016]. But demand has been exceptionally high, causing the extreme affordability pressures in some parts of the area which we see today”. The review looks at recent delivery against Objectively Assessed Need- showing that it has fallen short by almost 1,000 houses over the years 2012/13 to 2016/17.
  - Targets need to be revised upwards. Based on a summary review of the figures, the review concludes that it is likely that between 6,000 to 8,000 dwellings need to be built per year to manage the pressure on housing caused by employment growth.
  - Lack of affordability is causing multiple problems. The review notes: “Local people are displaced from the area if they cannot afford the cost of accommodation. People’s quality of life deteriorates as too much of their income is swallowed up on rent or mortgage payments.” In future, it may also impose too much of a cost on business, causing a slowdown in growth in Cambridgeshire.
- 2.2 The Housing Strategy (2018) recognises that there is a need to delivery genuinely affordable housing across the Combined Authority area. It further recognises that there is a gap in the market that provides for those who do not qualify for traditional affordable housing and open market housing is out of reach.
- 2.3 £100k Homes is referenced as a mechanism that could enable the Combined Authority to make a contribution to meet the current demand. It is recommended within the strategy to explore and deliver the £100k Homes project.
- 2.4 On 25 September 2019 (Agenda Item 2.1 and 2.2) the Combined Authority Board approved the inclusion of the £100k Home project in the 2019/20 Business Plan and further allocated a budget to deliver the project.
- 2.5 The Combined Authority recognises the challenges that are faced by individuals that are struggling to enter the housing market. To some extent the existing market offer is catering for those in need and for those who are more established, through a range of different products; social rent, affordable rent, shared ownership, first time buyer schemes, discounted market sale and of course the open market.
- 2.6 There is a gap in the offer that is preventing individuals from entering the property market, particularly in an area where they have a strong local connection whether through family relationships or employment.
- 2.7 The Combined Authority is now preparing to launch the £100k Home. The scheme is an affordable housing unit that falls within the definition of discounted market sale with a resale price covenant.

- 2.8 The ambition is to have a £100k home delivered in every CPCA area; Cambridge, East Cambridgeshire, Fenland, Huntingdon, Peterborough and South Cambridgeshire.
- 2.9 In order to deliver this ambition, there is a need to tailor the mechanism to deliver the £100k Home. Each £100k Home scheme will have different requirements and as such a tailored approach will need to be taken.
- 2.10 The aim is to make a 1-bed property available to individuals that meet the criteria set out in the allocations policy. If the individual meets the approved criteria, they will be eligible to purchase the property for £100k. This will be a 100% freehold purchase with a resale price covenant.
- 2.11 For illustrative purposes let us assume that £100k home has an open market value of £200k. This would mean that the purchaser is receiving a 50% discount on the open market value.
- 2.12 The Combined Authority will secure this dwelling as an affordable dwelling in perpetuity. In achieving a balance of securing the affordable property in perpetuity and maintaining marketability (which includes ensuring that a mortgage could be raised) of the property in future years the Combined Authority will secure a resale price covenant.
- 2.13 When seeking to dispose of the property the seller will need to notify the Combined Authority of this intention. The seller will be able to sell the property at 50% below market value. If, for example, the property has a value of £240k at the time of disposal, the seller can sell the property for £120k.
- 2.14 Based on the illustration above the resale price covenant can achieve the following:
- Enables the qualifying individual to buy the freehold of the home for £100k
  - Secures a provision that the property must be the sole residence of the individual
  - Secures nomination rights for the beneficiary of the covenant
  - Secures the mechanism for the resale value of the property
  - Provides restrictions for how and when the property can be disposed of
  - Provides the methodology for how the property will be valued on resale
- 2.15 The Business Case is set out in Appendix 1 of this report. The Business Case addresses:
- The Strategic Case
  - The Economic Case
  - The Commercial Case
  - The Financial Case
  - The Management Case

### **3.0 FINANCIAL IMPLICATIONS**

- 3.1. £250,000 (which is to be utilised for the delivery of the Community Land Trust and £100k Homes project) has been allocated from the Non-Transport feasibility budget. This was approved by the Combined Authority Board on 25 September 2019 (Agenda Item 2.1). The expenditure identified within the Business Case is within this budget allocation.
- 3.2. The business case identifies mechanism available for funding the tangible delivery of the project. As identified in the financial case each scheme will be subject to the relevant approvals of the Combined Authority Board and/or Housing & Communities Committee. Such approvals will be subject to individual business plans as schemes arise.

### **4.0 LEGAL IMPLICATIONS**

- 4.1 The legal implications are discussed throughout the Business Case. External legal advice was sought from Capsticks in order to support the assumptions made in the Business Case.

### **5.0 GOVERNANCE AND CONTROL**

- 5.1. This is addressed throughout the Business Case.

### **6.0 EQUALITIES AND HEALTH AND SAFETY IMPLICATIONS**

- 6.1. Any equalities or health and safety implications will be addressed as they arise in the delivery phase of the project.

### **7.0 APPENDICES**

- 7.1. Appendix 1- £100k Homes Business Case

<b><u>Source Documents</u></b>	<b><u>Location</u></b>
Combined Authority Board reports and minutes 25 September 2019 (Item 2.1 refers)	<a href="#">CA Board 25 September 2019</a>



## **OUTLINE**

### **1.0 PROJECT OUTCOME**

The key outcome of this element of the project is to set the framework for the delivery of £100k homes in the Cambridgeshire and Peterborough area.

### **2.0 PROJECT OUTPUTS**

Adoption of Policy Framework that will facilitate the delivery of the £100k Home.

### **3.0 STRATEGIC FIT**

This project is a strategic priority and was included in the Business Plan 2019/20 in September 2019.

### **4.0 COSTS**

The cost of delivering the policy framework is estimated to be in the region of £50,000. These estimated costs including external legal advice, economic data and branding & promotion materials. Until the framework has been established and approved it is not known what the future cost liabilities are for the Combined Authority. Such expenditure will be subject to the relevant approvals that arise at the time of need.

### **5.0 SOURCE OF COMBINED AUTHORITY FUNDING**

A budget allocation was approved by the Board in September 2019. The allocation, which includes spend on Community Land Trusts is £250,000. Spend on the policy development element of the project can be met from this allocation.

### **6.0 PROCUREMENT ROUTE**

Much of the activity to date has already been instructed and has been under the EU procurement threshold. Where spend have been over £5,000 the authority financial procedure rules have been followed, including applying exemptions within the financial rules.

### **7.0 PROJECT PROGRAMME**

The policy development element of the scheme is time limited. The work commenced in July 2019 and is due to conclude in February 2020.

Tangible delivery of the project has a short, medium and long-term timetable. A pipeline of possible schemes is currently in development and will largely depend on the development industry response to project.

## **8.0 RISK REGISTER**

At this stage in the project high level risks have been identified:

- Local Authorities refusing to include the £100k home in their affordable housing mix
- Reputational risk if the development industry does not deliver in accordance with the policy framework

In order to mitigate these risks external legal advice has been sought to ensure that the project can be both practically and legally delivered. This element is addressed in the business case.

## **9.0 EVALUATION METHOD**

The success of the policy framework will be measured by tangible delivery of the £100k home. Once the project has been launched to the development industry Officers will use feedback from the launch and make the necessary changes or address concerns that have been raised in order to ensure that the £100k home is delivered.

## **10.0 COMBINED AUTHORITY DIRECTOR**

The £100k Homes project falls within the remit of the Housing & Communities Director

## **11.0 PROJECT MANAGER**

The project is being led and managed through special project support via a secondment agreement with a constituent Council.

## **12.0 OTHER STAFF AND RESOURCES**

Assessing the criteria for eligibility for a £100k Home will be undertaken by the Community Housing Team. Once project delivery is more established, it is likely that additional resources will be necessary; depending on the level of demand for the £100k home.

During the launch and initial implementation there is a requirement for the Communications Team to assist officer in ensuring the successful launch of a new website and production of materials that assist with the promotion of the £100k home.

External resources were utilised to develop the business case; Capsticks provided the legal advice and Metro Dynamics provided the economic data.

## **£100K HOMES BUSINESS CASE**

### **1.0 £100K HOME OVERVIEW**

- 1.1 The Combined Authority recognises the challenges that are faced by individuals that are struggling to enter the housing market. To some extent the existing market offer is catering for those in need and for those who are more established, through a range of different products; social rent, affordable rent, shared ownership, first time buyer schemes, discounted market sale and of course the open market.
- 1.2 There is a gap in the offer that is preventing individuals from entering the property market, particularly in an area where they have a strong local connection whether through family relationships or employment.
- 1.3 The Combined Authority is now preparing to launch the £100k Home. The scheme is an affordable housing unit that falls within the definition of discounted market sale with a resale price covenant.
- 1.4 The ambition is to have a £100k home delivered in every CPCA area; Cambridge, East Cambridgeshire, Fenland, Huntingdon, Peterborough and South Cambridgeshire.
- 1.5 In order to deliver this ambition, there is a need to tailor the mechanism to deliver the £100k Home. Each £100k Home scheme will have different requirements and as such a tailored approach will need to be taken.
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## **2.0 STRATEGIC CASE**

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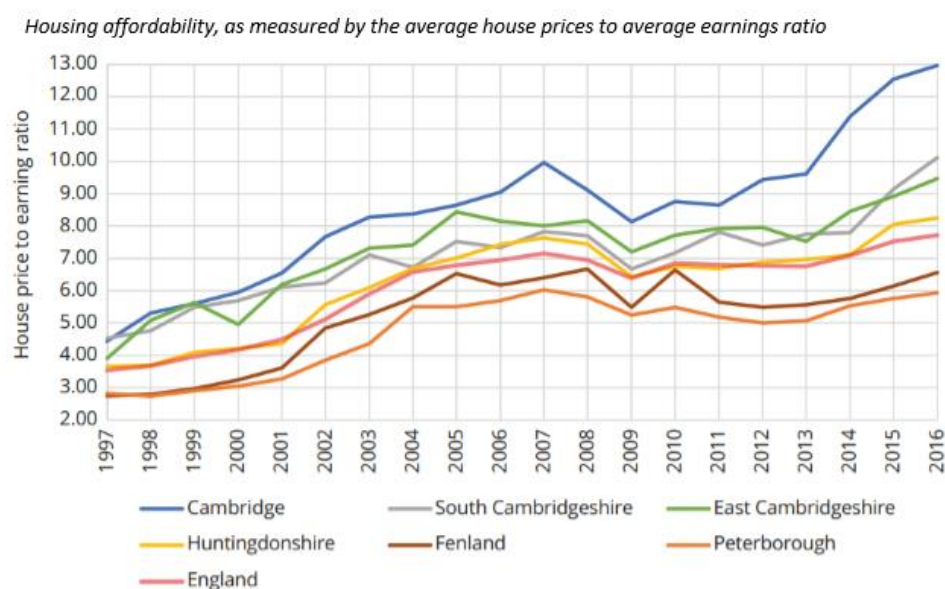
- Not enough housing is being built at present. The CPIER notes that “It is not that supply has been unusually low, indeed the housing stock has increased by over 4% in this time [2012-2016]. But demand has been exceptionally high, causing the extreme affordability pressures in some parts of the area which we see today”. The review looks at recent delivery against Objectively Assessed Need- showing that it has fallen short by almost 1,000 houses over the years 2012/13 to 2016/17.
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## 3.0 ECONOMIC CASE

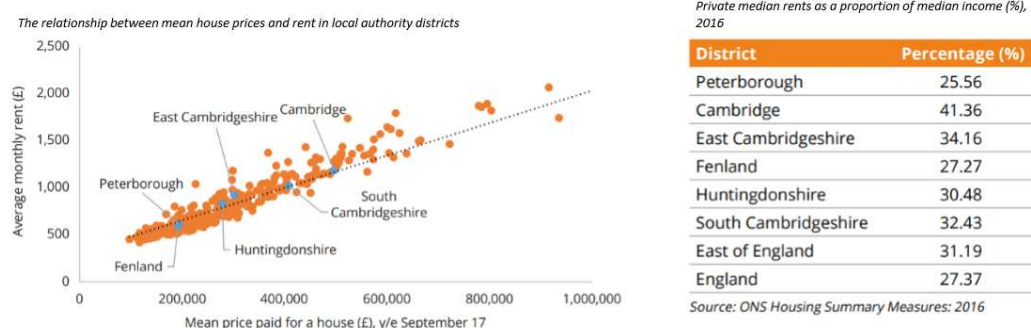
### 3.1 The CPIER identified that housing is becoming more unaffordable.



(Source: CPIER)

- 3.2 Compared to average earnings, average housing prices are rising more proportionally in Cambridgeshire and across England. In Fenland, Huntingdonshire and Peterborough, although the growth in house prices has outpaced the growth in earnings, the housing affordability ratio has grown at a slower rate than across Cambridge, East and South Cambridgeshire. On average, average house prices in Peterborough and Fenland were between six and seven times that of average incomes in 2016, whereas in Cambridge and South Cambridgeshire they were between ten and thirteen times.

**High and rising rents are preventing people saving towards home ownership.**



(Source: CPIER)

- 3.3 The right-hand chart demonstrates that rent payments command a large proportion of people's incomes. In all local authorities except Fenland and

Peterborough, private rents account for over the recommended level of 30% of income. Whilst this is problematic in the present, it's even more so in the long-term as it constrains people's ability to accumulate wealth needed for deposits, furnishings and other costs related to the purchase of property.

- 3.4 Rents are intrinsically connected to house prices. A rise in property prices is reflected in inflated rental values, illustrated in the left-hand table. As property values continue to rise, and private landlords continue to rent their mortgages properties, this will be reflected in rising rents- curtailing people's savings capacity further.

### **Employment is growing across all authorities and so will housing demand**

*Change in employment from 2013 to 2018*

	Employment 2013	Employment 2018	Employment Change (%)
South Cambridgeshire	69,000	86,500	25%
Peterborough	101,500	118,500	16%
Cambridge	96,500	108,500	12%
East Cambridgeshire	29,500	32,500	10%
Huntingdonshire	72,500	79,000	9%
Fenland	35,000	37,500	7%

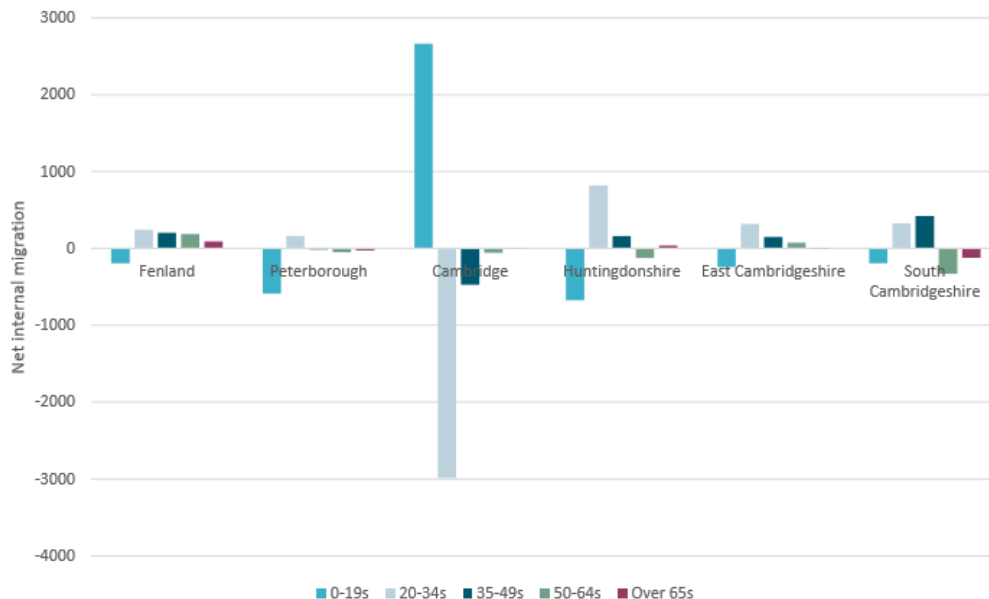
(Source: ONS Business Register and Employment Survey (BRES))

- 3.5 A higher demand for housing will cause an increase in house prices and rents. Demand is driven in a large part by work-related moves, and so the rising employment levels across all districts presents a challenge for the housing market.
- 3.6 South Cambridgeshire, Peterborough and Cambridge all have the highest level of employment and the highest growth in employment. More people working in these area is bringing more people to the authority of employment, but also to the surrounding authorities, seeking residence.
- 3.7 National trends show that people are willing to commute further than before for employment, reflected in the expansion of travel to work areas across the country. With house prices already high in the authorities surrounding Cambridge, houses are set to become more unaffordable as people search for cheaper alternatives.
- 3.8 In order to maintain and sustain the growth in employment, more affordable housing is required. As the CPIER argues: "house prices have soared and journey times have increased as congestion has intensified. This has meant

that many have been forced to endure unpleasant commutes, or been priced away from the city altogether due to the unaffordability of rents... We are rapidly approaching the point where even high-value businesses may decide that being based in Cambridge is no longer attractive. If nothing is done, the damage to society from the continuing drift away of less well-paid workers may become irreparable”.

### Outward migration from Cambridge is high among 20-34 year-olds

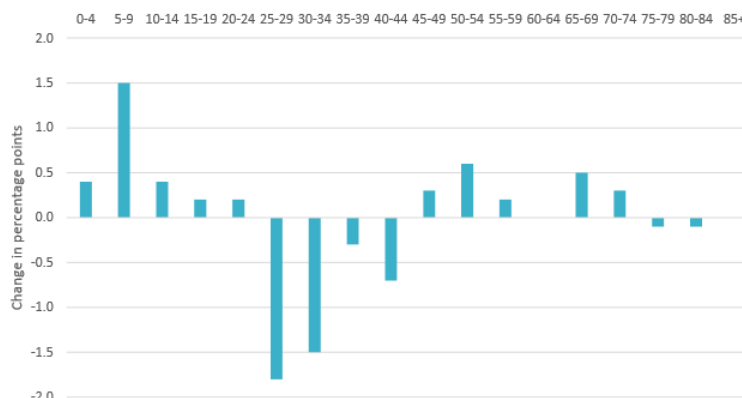
Net internal migration across the UK (year ending June 2018)



- 3.9 Cambridge has experienced large levels of outward migration in all age categories except the 0-19 year-olds- explained by its university presence. In all other areas, we expect to see a noticeable outflow among this age group.
- 3.10 Of more interest is the large levels of outward migration from Cambridge in the 20-34 age group. An estimated 2,985 people in this cohort left Cambridge between June 2017 and June 2018, representing a loss in the number of those new to work, young professionals and young families.
- 3.11 This group represents those in employment with the lowest levels of accumulated wealth, generally, and hence the most vulnerable in the housing market. As prices in Cambridge soar, more individuals are moving out of Cambridge in search of more affordable housing.

## This has resulted in a population decline within this age group

*Change in the proportion of the population by age group in Cambridge (2008-2017)*



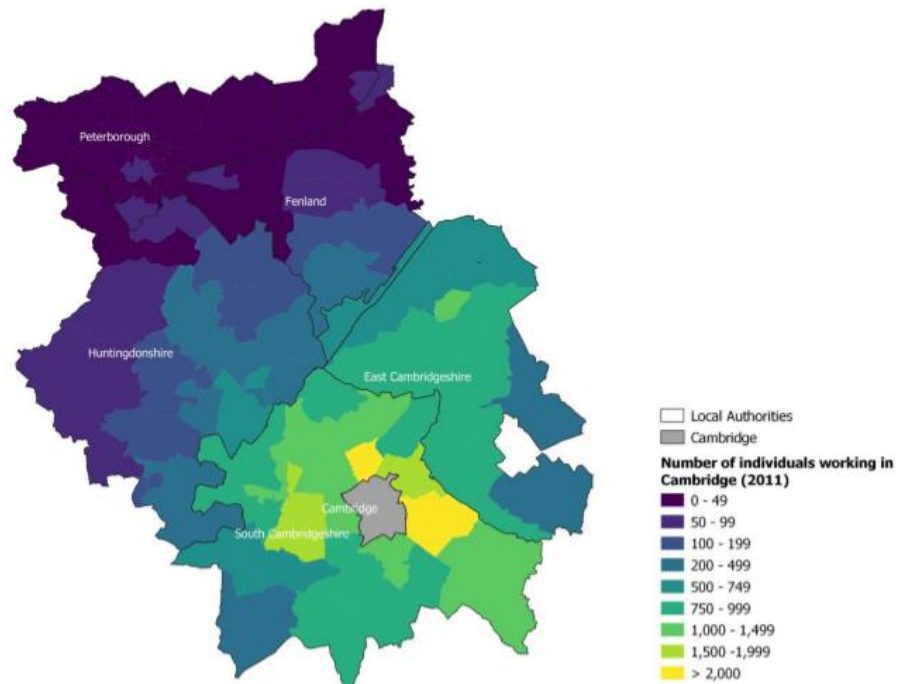
(Source: Analysis of ONS population data)

- 3.12 This same trend, over a number of years, has led to a population decline in this group within Cambridge, and threatens to do the same across Cambridgeshire as house prices rise and affordability declines.
- 3.13 Between 2008 and 2017, the number of people in their 20s and 30s in Cambridge has fallen, and so has the proportion of the population they represent. Those aged 25-34 accounted for 16.3% of Cambridge's population in 2017, down from 19.6% in 2008. This has contributed to a decline in the working age population living in the city from 73.5% to 70.7%.
- 3.14 A proportion of the individuals in this age bracket will be employed in lower-skilled, lower paid jobs, and these are the people being priced out of the market. While an economy needs high-skilled industries to sustain the functioning of the local economy.
- 3.15 Measures need to be put in place to retain, but to also recruit people within this age cohort and prevent the city, and the wider area from becoming more unaffordable.



## Those working in the area prefer to live locally

*Number of resident commuting into Cambridge for employment (2011)*

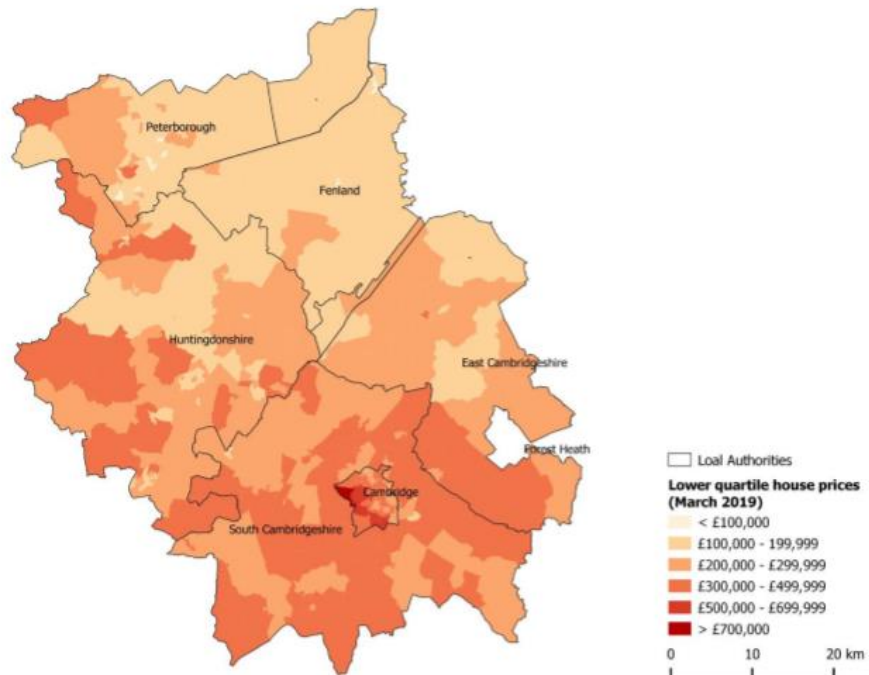


Source: Analysis of Census 2011 data

- 3.16 Within Cambridgeshire and Peterborough, we can see that those who work within the Combined Authority area also tend to want to be based there where possible.
- 3.17 For example, though housing in Cambridge is expensive we can see that it has a large draw for workers from its surrounding area.

## But even the lower-cost accommodation is priced high

*Lower quartile price paid for residential properties by LSOA (year ending March 2019)*



Source: Lower quartile house prices by lower layer super output area: HPSSA dataset 48

- 3.18 The closer a neighbourhood is to a city or large settlement, the higher the cost of housing, generally. Those working in Cambridge on low-wages will struggle to afford property in the surrounding area as demand rises and property prices soar from people being willing to commute into the city from further away.
- 3.19 Much of the lower quartile housing supply in Cambridge and South Cambridgeshire has been purchased for values in excess of £220k; this is the same for South Huntingdonshire.
- 3.20 The further you move away from Cambridge and the larger settlements, towards East Cambridgeshire (north-west), Fenland and Huntingdonshire (north), the lower quartile prices become lower. In some cases, falling below £100,000. Vast amounts of Fenland exhibit prices between £100-£200k, with neighbourhoods on the authority boundary generating prices closer to £200k.
- 3.21 Peterborough is an anomaly, homes to a city and yet low lower quartile property prices in areas bordering the Fenland and Huntingdonshire boundary.

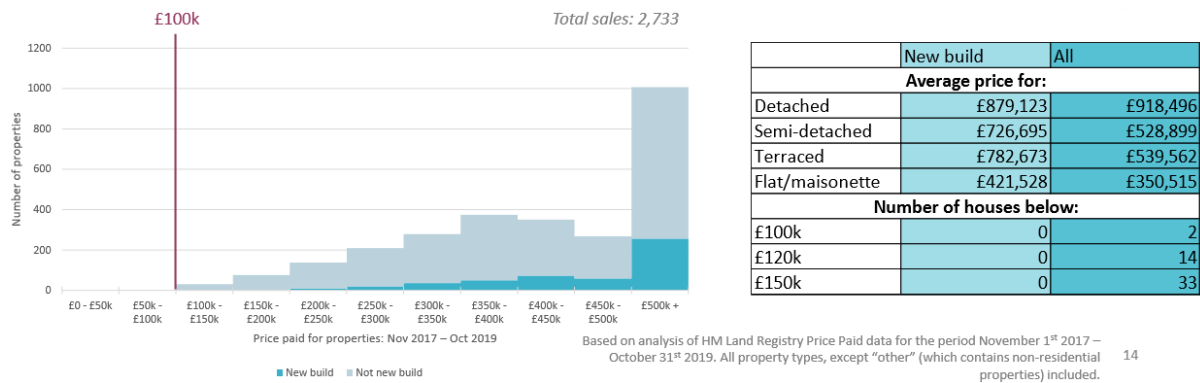
### Investigating the current supply of £100k homes

- 3.22 To assess the current provision of £100k homes across the Combined Authority, Metro Dynamics, has used HM Land Registry Price Paid Data. This captures every domestic property which has been sold in the area.
- 3.23 To understand the current provision, Metro Dynamics has looked back two years, to 1 November 2017. The following filters were applied:

- Reviewed detached, semi-detached, terraced, and flat/maisonette property types. Excluded “other” property types
- Allowed for both freehold and leasehold properties
- Set a maximum price paid value of £100,000 and then sensitivity tested against £120,000 and £150,000
- Filtered for new build properties only, as well as looking at data for all properties. New builds are more comparable to the £100k home product, but looking at all properties gives a sense of what can be bought if the minimum criteria is simply a place to dwell

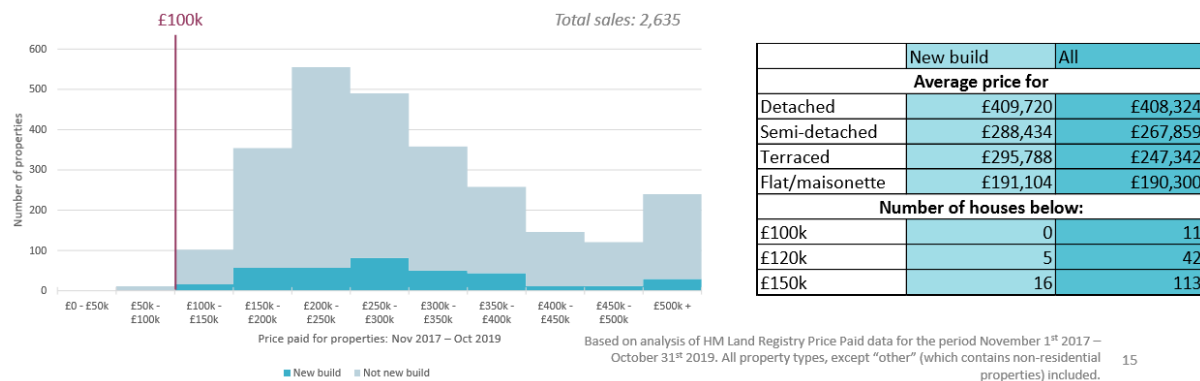
## Cambridge

- 3.24 Within Cambridge, there is virtually no provision of £100k homes. Only two properties have sold for less than this value over the last two years, both not being new builds. Average prices for all types of property are over three times that amount.



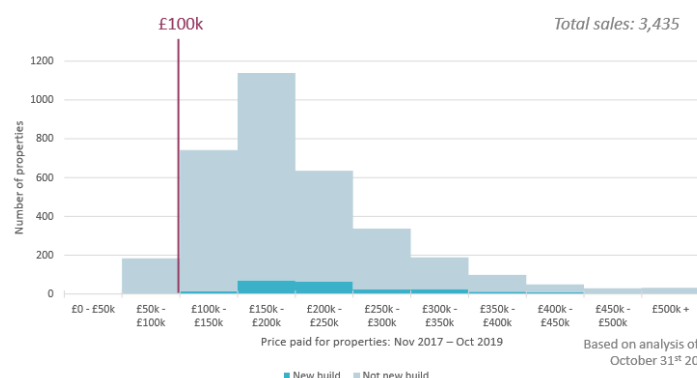
## East Cambridgeshire

- 3.25 East Cambridgeshire has very minimal provision of £100k homes. There have been no new build sales in this category over the last two years, and only eleven non-new builds. This is a fraction of the total number of sales. The average flat is almost twice this much.



## Fenland

- 3.26 Fenland has more £100k homes sold over the last two years than any other district, other than Peterborough. Nonetheless, with one exception, none of these are new builds. Flats have been on average selling below the £100k mark (though note that only one of these was a new build- the £79k flat in the table below)

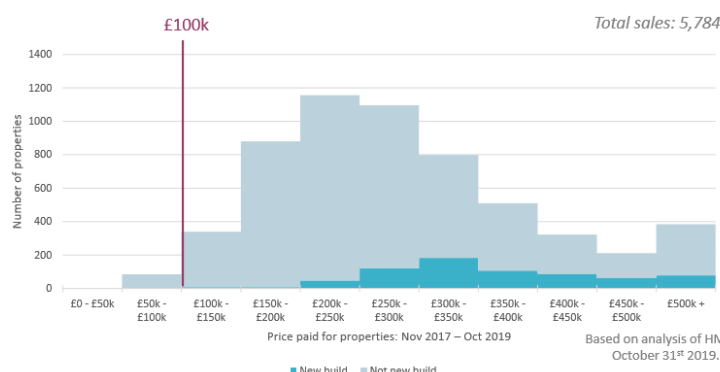


	New build	All
<b>Average price for</b>		
Detached	£304,329	£270,328
Semi-detached	£200,981	£173,499
Terraced	£173,588	£143,392
Flat/maisonette	£79,000	£91,827
<b>Number of houses below:</b>		
£100k	1	185
£120k	1	394
£150k	14	927

Based on analysis of HM Land Registry Price Paid data for the period November 1<sup>st</sup> 2017 – October 31<sup>st</sup> 2019. All property types, except "other" (which contains non-residential properties) included. 16

## Huntingdonshire

- 3.27 Huntingdonshire has a very low rate of £100k homes being sold- only 85, or 1.5% of all sales, only 2 of these were new build. Average property prices are well over the £100k mark, with flats selling at, on average, £165,000.

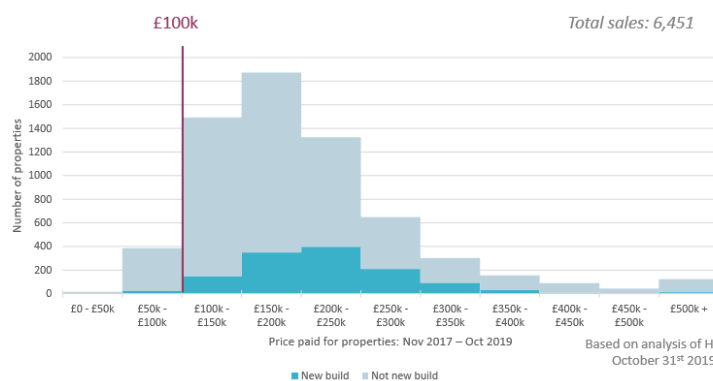


	New build	All
<b>Average price for</b>		
Detached	£419,638	£395,789
Semi-detached	£312,980	£262,321
Terraced	£287,677	£223,202
Flat/maisonette	£223,722	£164,853
<b>Number of houses below:</b>		
£100k	2	85
£120k	4	188
£150k	10	425

Based on analysis of HM Land Registry Price Paid data for the period November 1<sup>st</sup> 2017 – October 31<sup>st</sup> 2019. All property types, except "other" (which contains non-residential properties) included. 17

## Peterborough

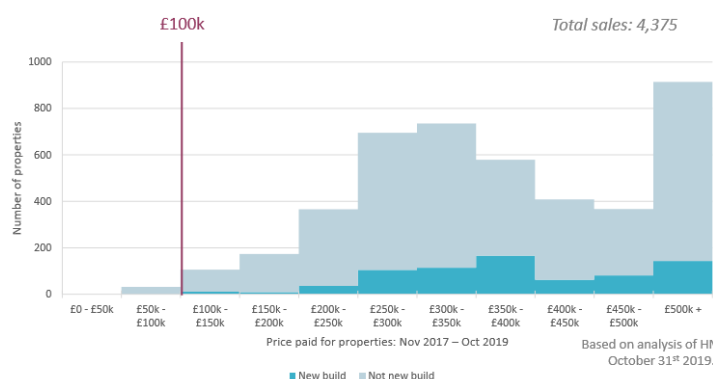
- 3.28 Peterborough has seen the highest rates of properties being sold for £100k or less, 401 homes sold in this category, the overwhelming majority of which were not new builds. In general, Peterborough's housing offer is most affordable, with 29% of properties selling at less than £150k, compared to Cambridge (1%), East Cambridgeshire (4%), Fenland (27%), Huntingdonshire (7%), and South Cambridgeshire (3%).



	New build	All
<b>Average price for</b>		
Detached	£287,616	£300,815
Semi-detached	£216,694	£205,023
Terraced	£200,328	£162,171
Flat/maisonette	£157,107	£124,080
<b>Number of houses below:</b>		
£100k	26	401
£120k	69	774
£150k	176	1893

## South Cambridgeshire

- 3.29 South Cambridgeshire has an extremely low provision of £100k houses, with only two new builds selling in this category in the last two years. Average prices paid for all property types are more than double this amount.



	New build	All
<b>Average price for</b>		
Detached	£486,040	£537,313
Semi-detached	£330,495	£348,482
Terraced	£338,194	£288,693
Flat/maisonette	£250,220	£212,595
<b>Number of houses below:</b>		
£100k	2	32
£120k	6	63
£150k	13	138

## What is affordability?

- 3.30 Affordability in this context refers to those on low incomes for which purchasing housing in the general market is a struggle- be that their ability to save for a deposit or service mortgage repayments. Affordability can be defined in two ways: Affordability in relation to income, and affordability in relation to the National Planning Policy Framework (NPPF) guidelines.

## Affordability relative to income

- 3.31 Local Housing should provide a mix of tenures, sizes and prices. Each property should have a target market, aimed at those on specific income levels. In the case of lower priced homes, these should be priced relative to the incomes of those in the lower income percentiles. Accepted definitions stipulate that an individual should spend a maximum of 30% of their income on rent/mortgages, and that anything above this eats into their housing and non-housing related consumption and their ability to save.

## **Affordability relative to the National Planning Policy Framework**

- 3.32 Affordability under the NPPF is defined as “housing for sale or rent for those whose needs are not met by the market”. It’s housing for people who cannot afford to purchase property in the general market. To be deemed as affordable, properties are usually sold at a discount rate of at least 20% below the local market value, and ones eligibility is determined with regard to local incomes and local house prices. Other affordable routes to home ownership are through shared ownership, equity loans and rent-to-buy. All three schemes reduce the amount a household has to borrow, reducing service payments.

## **Methodology for the affordability calculations**

- 3.33 The following analysis has been performed using data from ONS and Money Supermarket, and informed by the academic works of Professor Geoffrey Meen, formerly of the University of Reading, and now of the UK Collaborative for Housing Evidence.
- 3.34 The affordability of a £100k home has been calculated based on a number of assumptions:
- Firstly, assuming a 5% deposit, the mortgageable amount is assumed to be £95,000 over twenty-five years
  - The income necessary to service the mortgage is based on income repayments not exceeding 30% of one’s income
  - Calculations are based in the Annual Percentage Rate of Charge (APRC) interest rate. This gives the average interest rate per year of a mortgage over its lifetime, inclusive of fees and changes in mortgage type (fixed vs variable)
  - Based on comparing the market with the above credentials, the APRC ranged from 3% to 6.2%, which form the basis for the low and high market interest rates
  - Yearly repayments are based on the repayment of both the capital and the interest
  - An individual’s anticipated level of borrowing is based on the assumption that one can borrow an amount from three to five times their annual income. While these are not the terms of the CPCA proposed scheme, this constraint is included for reference
  - No account has been taken for the receipt of income or housing related benefits, and assumes there are no outstanding liabilities
  - For the minimum wage calculations, the hours worked in a week are based in the median hours worked across Cambridgeshire and Peterborough

### Scenario 1: Single occupancy at the lower interest rate

	£
Mortgageable amount	95,000
Yearly mortgage repayments at 3%	5,406
Annual income required to service mortgage repayments at 3%	18,020
Annual income required to borrow the full amount (3 times income)	31,667
Annual income required to borrow the full amount (5 times income)	19,000

- 3.35 The calculations outlined in the table illustrate the characteristics of a £100k home mortgage and the individual endowments necessary to service it. Based on a constant APRC, an individual would have to earn an annual income of £18,020 to service a mortgage at a 3% interest rate, based on mortgage repayments account for the recommended 30% of one's income.
- 3.36 In East and South Cambridgeshire, those earning the 10<sup>th</sup> percentile income would be able to afford the mortgage repayments at the lower interest rate. Individuals in all other authorities earning the 20<sup>th</sup> percentile income would be able to service the repayments, except in Peterborough, where an individual would need an income in the 30<sup>th</sup> percentile.
- 3.37 Assuming one is allowed to borrow at five times their annual income, residents in Huntingdonshire, Cambridge and East and South Cambridgeshire would be required to earn an income in the 20<sup>th</sup> percentile. Those in Fenland and Peterborough would be required to earn an income in the 30<sup>th</sup> percentile. Conversely, if one can only borrow an amount three times their income, only the former group would be able to borrow the full amount- but those people would need to earn the median wage.
- 3.38 Servicing the mortgage is less problematic than acquiring the full mortgage loan. The £100k homes is unaffordable for those on the lowest incomes, looking for single occupancy, without a scheme that reduces or relaxes the borrowing constraint.

## Scenario 2: single occupancy at the higher interest rate

	£
Mortgageable amount	95,000
Yearly mortgage repayments at 6.2%	7,485
Annual income required to service mortgage repayments at 6.2%	24,950
Annual income required to borrow the full amount (3 times income)	31,667
Annual income required to borrow the full amount (5 times income)	19,000

- 3.39 Based on a higher and constant ARPC, years repayments at 6.2% interest would be £7,485 a year- increasing the servicing costs by an extra £2,079 per year (£173.25 per month) based on assumptions at the 3% interest rate.
- 3.40 An individual would have to earn an annual income of £24,950, an annual difference of £6,930 (£578 per month) from the 3% mortgage. One's ability to service their mortgage repayments is very dependent upon the interest rate, and although the higher rate is double that of the lower, it illustrates the liquidity needed to absorb interest rate fluctuations.
- 3.41 Residents in Huntingdonshire, Cambridge and South Cambridgeshire would require annual incomes in the 30<sup>th</sup> percentile, in East Cambridgeshire, the 40<sup>th</sup> percentile, and those in Fenland and Peterborough would requires incomes in the 50<sup>th</sup> percentile (median) to service mortgage repayments at the higher rate.
- 3.42 The income required to service the repayments of a higher-rate mortgage is higher, but this makes the £100k home more unaffordable to those on the lowest incomes- the 10<sup>th</sup> and 20<sup>th</sup> percentiles. While those earning income in the 30<sup>th</sup> percentile in the first group (of three) can afford the mortgage repayments, residents of Huntingdonshire with incomes towards the lower end of this percentile will be more highly leveraged and prone to servicing problems in the event of a rate increase.



### Scenario 3: double occupancy at the lower interest rate

	£
Mortgageable amount	95,000
Yearly mortgage repayments at 3%	5,406
Annual (individual) income required to service mortgage repayments at 3%	9,010
Annual income (individual) required to borrow the full amount (3 times income)	15,833
Annual income (individual) required to borrow the full amount (5 times income)	9,500

- 3.43 With the repayments to service the mortgage remaining the same as under the single occupancy, it still requires the same income- £18,020- to afford the repayments. But this is now spread over two incomes at least £9,010 per annum, each.
- 3.44 Assuming that a prospective household's occupants fall within the same income percentile, the service payments for a £100k home are affordable for all individuals across all income percentiles in all local authorities across Cambridgeshire and Peterborough.
- 3.45 Borrowing at three times one's annual income is achievable across all authorities at the 10<sup>th</sup> income percentile, excluding in Fenland where annual income is £15,269. The difference in this case is minor, however, and can be assumed to still meet the criteria.
- 3.46 Servicing the mortgage as two occupants is more achievable for those on the lowest end of the income spectrum, leaving them more income to save against an increase in the interest rate. Prospective residents can also expect to be able to borrow the full £95,000 when entering into a multiple occupancy.

### Scenario 4: double occupancy at the higher interest rate

	£
Mortgageable amount	95,000
Yearly mortgage repayments at 6.2%	7,485
Annual (individual) income required to service mortgage repayments at 6.2%	12,475
Annual (individual) income required to borrow the full amount (3 times income)	15,833
Annual (individual) income required to borrow the full amount (5 times income)	9,500

- 3.47 To enter into a mortgage on a £100k home of shared occupancy requires an annual income per occupancy of £12,475 (or combined income of £24,950) to

meet the repayments. This is affordable for those with income in the 10<sup>th</sup> percentile across all local authorities. The annual repayments per individual (£3,742) are very affordable because they are split between two people.

- 3.48 6.2% is the highest interest rate found on the market, and so this is on the expensive end of the spectrum. This shows almost a “worst case scenario” in terms of affordability, illustrating how affordable a £100k home is at the highest interest rate.
- 3.49 Similarly, in all authorities except Fenland, individuals can borrow at three times their income and borrow the full amount. This makes the £100k home affordable to those on the lowest incomes when the occupancy is shared.

### Affordability on the minimum wage: single occupancy

	£
Mortgageable amount	95,000
Current hourly minimum wage (November 2019)	8.21
Weekly income (at 38.85 hours)	319
Yearly gross income (at 38.85 hours)	16,585
Income tax and national insurance payments	-2,807
Yearly net income (at 38.85 hours)	<b>13,778</b>
Yearly mortgage repayments at 3%	5,406 (39% of net income)
Yearly mortgage repayments at 6.2%	7,485 (54% of net income)
Annual income required to service mortgage repayments at 3%	18,020
Annual income required to service mortgage repayments at 6.2%	24,950
Amount that is borrowable (3 times income)	49,758
Amount that is borrowable (5 times income)	82,929

\*It is assumed that those on minimum wage receive an income during public and private holidays.

- 3.50 The table shows the credentials of an individual on minimum wage and the affordability of a £100k home relative to this income level.
- 3.51 Assuming a working week of 38.85 hours (median across Cambridgeshire and Peterborough), a weekly income of £319 and an annual gross income of £16,585 is anticipated at minimum wage. Annual (net) income is anticipated to be £13,778 when accounting for income tax and national insurance contributions.
- 3.52 With the same mortgage interest rate and the same annual repayment amounts as in the previous scenarios, one would require an annual income of £18,020 at the low, and £24,950 at the high interest rate to service the mortgage repayments. This is far in excess of the income available for those on minimum wage. Put another way, mortgage payments would be between 39% and 54% of net income.

- 3.53 One's borrowing capability is limited on such a low income, with the maximum borrowable amount being £82,929 at five times one's income. This still wouldn't constitute the maximum loan amount.
- 3.54 Therefore, the £100k home is not unaffordable in both ways: borrowing ability and repayment ability, for those earning the minimum wage in Cambridgeshire and Peterborough, assuming properties are sold in the conventional way of 100% ownership.

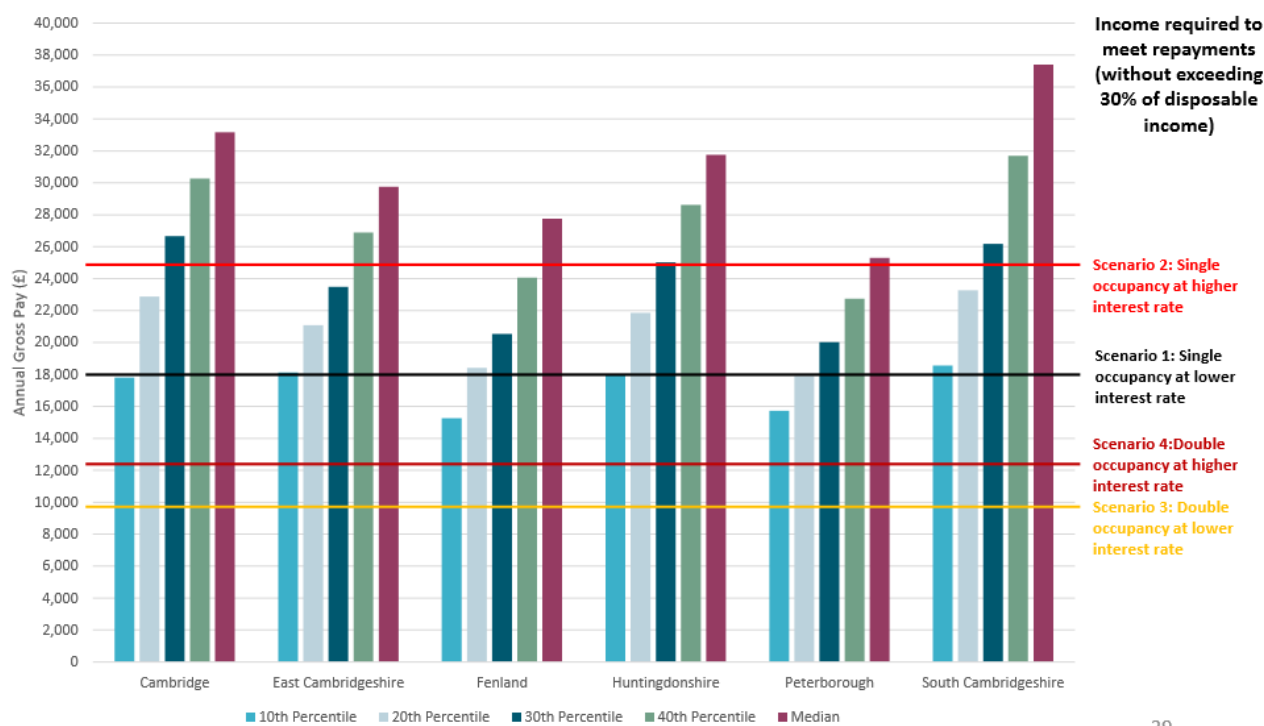
### **Affordability on the minimum wage: double occupancy**

	£
Mortgageable amount	95,000
Current hourly minimum wage (November 2019)	8.21
Weekly household income (at 38.85 hours)	638
Yearly gross income (at 38.85 hours)	33,172
Income tax and national insurance payments	-5,615
Yearly net income (at 38.85 hours)	<b>27,557</b>
Yearly mortgage repayments at 3%	5,406
Yearly mortgage repayments at 6.2%	7,485
Annual income required to service mortgage repayments at 3%	18,020
Annual income required to service mortgage repayments at 6.2%	24,950
Amount that is borrowable (3 times income)	99,515
Amount that is borrowable (5 times income)	165,858

- 3.55 In a prospective household with two occupants on minimum wage, annual household income is anticipated to be £33,172, but after accounting for tax and national insurance, £27,557. This is significantly greater than the income required to service the mortgage repayments of a £100k home at both the lower level and higher rate of interest- constituting 19.6% and 27.1% of annual net household income.
- 3.56 The borrowing capacity of a household is far and above that of a sole individual. A household on minimum wage can borrow the full loan amount at three times their collective income.
- 3.57 A £100k home is certainly affordable for two people living together on minimum wage. Their incomes also allow for some security in the event of an increase in the interest rate, meaning that savings and other expenditures don't have to be compromised.
- 3.58 The only area of reservation is the ability of these individuals to save for a deposit. For those living out, renting in the private sector, their incomes will be stretched and their savings capacity limited. As previously noted, other

affordable housing schemes that align with the NPPF can help to alleviate such barriers to home ownership.

## How this relates to local earnings



- 3.59 The graph shows how each scenario relates to earnings in each district. As can be seen, in the case of double occupancy at a lower interest rate (scenario 3), repayments are comfortably affordable even at the 10<sup>th</sup> percentile (where both partners are earning this much).
- 3.60 The least affordable scenario, single occupancy at higher interest rate, is still affordable for median earnings, but less affordable for many groups towards the bottom end of the earnings distribution.
- 3.61 Whilst not identified by Metro Dynamics, the Combined Authority should be mindful that there may be a need to review the £100k proposition in future years to ensure that the proposition reflects build costs, sales value, local earnings and other economic considerations that affect the housing industry. This review should be undertaken within three to five years, unless evidence suggests that a review should be undertaken sooner.

## 4.0 COMMERCIAL CASE

- 4.1 The tangible delivery of the £100k Home is, in part, outside of the control of the Combined Authority. This business case focuses on the policy framework that will facilitate the delivery of the £100k Home. That being said, there are opportunities for the Combined Authority to intervene in the delivery phase and this can be achieved through direct delivery by the 100% owned

Combined Authority owned Angle Developments (East) Limited. A decision to deliver directly will be one that can be taken by the development company and would be subject to its own approval process.

- 4.2 The Combined Authority has already committed financial resources to inform this business case. Spend to date has been to establish the legal framework, the evidence base and branding & promotion. Details of expenditure undertaken and future spend will be detailed in the financial case in section 5 of this business case.

#### 4.3 **Policy Framework Development**

##### **Planning Policy**

- 4.4 The starting point for determining any planning application is the relevant development plan (local plan) unless material considerations indicate otherwise (s38(6) Planning and Compulsory Purchase Act 2004).
- 4.5 Paragraph 11 of the National Planning Policy Framework (NPPF) identifies a presumption in favour of sustainable development. This confirms a decision maker should approve development proposals that accord with an up-to-date development plan without delay.
- 4.6 The NPPF is a material consideration in determining a planning application. This means the policies within the framework can be considered by the decision maker when determining a planning application. The weight to be attached to any of the policies is a matter for the decision maker.
- 4.7 It should be borne in mind that the NPPF does not displace the primacy given by the statute to the development plan in the “planning balance” i.e. the NPPF does not automatically override development plan policies.
- 4.8 Where the development plan is absent, silent or relevant policies are out-of-date, the NPPF (as a material consideration) can potentially override the development plan. The ability to override the development plan is dependent on two limitations:
- The disbenefits do not “significantly and demonstrably” outweigh the benefits; and
  - No restrictive policies apply
- 4.9 This is known as the tilted balance. Where a local planning authority cannot demonstrate a five-year land supply of deliverable housing sites, the development plan’s “relevant policies for the supply of housing” should be considered out of date and will trigger the engagement of “the tilted” balance.

##### **NPPF definition of Affordable Housing**

- 4.10 The NPPF has been through a number of revisions with the latest and current version being published in February 2019.

- 4.11 The forms of affordable housing as contained in the Glossary at Appendix 2 are as follows:

Affordable housing: housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

- a) Affordable housing for rent: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).
- b) Starter homes: is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.
- c) Discounted market sales housing: is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provision should be in place to ensure housing remains at a discount for future eligible households.
- d) Other affordable routes to home ownership: is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to Government or the relevant authority specified in the funding agreement.

- 4.12 Based on the NPPF definition the £100k Homes project meets the requirements of Discounted Market Sale Housing.

- 4.13 The restrictions to qualify as Discounted Market Sale Housing are quite loose, and will allow for flexibility across the product range, key requirements must be met:

- The home is sold at a discount of at least 20%; and
- Eligibility arrangements put in place regarding local incomes and local house prices; and
- There is a mechanism in place to ensure the homes will remain at a discount that will suffice to meet the definition

4.14 The precise requirement would be secured via a s106 planning obligation.

## **Local Housing Policy**

### **4.15 Cambridge City Council**

#### **Policy 45**

Table 6.2: Affordable Housing definition

Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80 per cent of the local market rent (including service charges, where applicable).

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the affordable housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.

#### **Glossary**

#### **Affordable Housing**

Housing provided for people whose income levels mean they cannot access suitable market properties to rent or buy locally to meet their housing needs. It includes social rented, affordable rented and intermediate housing.

Affordable housing should:

- meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices; and
- include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.

Intermediate housing

Homes for sale and rent provided at a cost above social rent, but below market levels, and which meet the criteria for affordable housing (above). These can include shared equity (shared ownership and equity loans), other low-cost homes for sale and intermediate rent, but not affordable rented housing.

Comments

The policy and glossary definition both replicate the definition of Affordable Housing as contained within Annex 2 of the NPPF 2012.

The NPPF has been revised (July 2018 and February 2019), consequently the definition of Affordable Housing in the February 2019 version now replaces the 2012 version.

The 2019 version encompasses the following types of affordable housing, notably the types of products considered by the 2012 version to be “intermediate housing” remain within the revised NPPF, albeit the term “intermediate housing” no longer appears in the 2019 version:

1. Affordable housing for rent – this incorporates both social rent and affordable rent as well as build to rent;
2. Starter Homes – to be provided in accordance with s2 & 3 Housing and Planning Act 2016 and any secondary legislation (but note at this stage there is no secondary legislation)
3. Discounted Market Sales Housing – to be sold at a discount of at least 20% below local market level, with eligibility to be determined with regard to local incomes and house prices and with provisions in place to ensure housing remains at a discount for future eligible households

Other affordable routes to home ownership – housing provided for sale that forms a route to ownership for those who could not achieve home ownership through the market and includes shared ownership, shared equity, other low



cost homes for sale (at a discount of at least 20% below local market value) and rent to buy

Any application would need to be considered initially against the existing local plan policies (rather than the 2019 NPPF which is a material consideration).

Based on the current local plan wording it is considered the £100k model as a discount market unit could be classified as a form of “low cost home for sale”, this is on the basis the units will be sold at a substantially reduced price and a mechanism will operate which will ensure the units are retained at a low cost in the future.

#### **4.16 East Cambridgeshire District Council**

Policy HOU3- extract

The precise mix in terms of tenure and house sizes of affordable housing within a scheme will be determined by local circumstances at the time of planning permission, including housing need, development costs and the availability of subsidy.

Glossary

The Government’s National Planning Policy Framework defines affordable housing as ‘Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market’.

Comments

The glossary does not contain a definition of affordable housing and instead reverts to the definitions within the NPPF. It does not specifically revert to the NPPF 2012 version albeit this would have been the version operative at the time the local plan was adopted.

On that basis when an application comes forward it will be considered against the latest government guidance. This is currently the revised NPPF (February 2019) which provides for the following tenure types:

- a. Affordable housing for rent – this incorporates both social rent and affordable rent as well as build to rent;
- b. Starter Homes – to be provided in accordance with s2 & 3 Housing and Planning Act 2016 and any secondary legislation (but note at this stage there is no secondary legislation)
- c. Discounted Market Sales Housing – to be sold at a discount of at least 20% below local market level, with eligibility to be determined with regard to local incomes and house prices and with provisions in place to ensure housing remains at a discount for future eligible households
- d. Other affordable routes to home ownership – housing provided for sale that forms a route to ownership for those who could not achieve home ownership through the market and includes shared ownership, shared

equity, other low cost homes for sale (at a discount of at least 20% below local market value) and rent to buy

The £100k model would be classed as “Discounted Market Sales Housing” which meets the current NPPF 2019 definition of affordable housing.

#### 4.17 Fenland District Council

Policy LP5 – extract

“Of the affordable dwellings provided, the exact tenure mix should be informed by and be compatible with the latest government guidance and an up-to-date local Strategic Housing Market Assessment (SHMA). This should form the basis of a S106 Agreement to accompany the submission.”

Glossary – does not contain any affordable housing definitions. The glossary states “the National Planning Policy Framework (NPPF) contains a detailed glossary of planning terms.”

Comments

The policy wording is flexible to meet the circumstances (both at government and local level) prevalent at the time of an application coming forward.

The glossary does not contain a definition of affordable housing and instead reverts to the definitions within the NPPF. It does not specifically revert to the NPPF 2012 version albeit this would have been the version operative at the time the local plan was adopted.

On that basis when an application comes forward it will be considered against the latest government guidance. This is currently the revised NPPF (February 2019) which provides for the following tenure types:

- e. Affordable housing for rent – this incorporates both social rent and affordable rent as well as build to rent;
- f. Starter Homes – to be provided in accordance with s2 & 3 Housing and Planning Act 2016 and any secondary legislation (but note at this stage there is no secondary legislation)
- g. Discounted Market Sales Housing – to be sold at a discount of at least 20% below local market level, with eligibility to be determined with regard to local incomes and house prices and with provisions in place to ensure housing remains at a discount for future eligible households
- h. Other affordable routes to home ownership – housing provided for sale that forms a route to ownership for those who could not achieve home ownership through the market and includes shared ownership, shared equity, other low cost homes for sale (at a discount of at least 20% below local market value) and rent to buy

The £100k model would be classed as “Discounted Market Sales Housing” which meets the current NPPF 2019 definition of affordable housing.

#### 4.18 **Huntingdonshire District Council**

Policy LP24 – para 7.7 reasoning

Affordable Housing is defined in the NPPF (replicated in the 'Glossary') and includes social rented, affordable rented and intermediate housing which are provided to eligible households whose needs are not met by the market.

Footnote 17 - The Glossary contains the definition set out in the NPPF 2012 as the Local Plan was examined against this version. The NPPF 2019 has amended this definition

##### Glossary - Affordable Housing

Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing.

Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.

##### Comments

In this instance the policy and the glossary definitions are as per the NPPF 2012.

Interestingly there is a footnote which highlights the fact the NPPF 2012 definition was used but this has been amended by the NPPF 2019 version.

The policy does not specifically state which version should be used going forward however one would argue that as the amendment has been deliberately noted the intent is for future applications to adhere to the affordable housing definition within the NPPF 2019.

The £100k model would be classed as “Discounted Market Sales Housing” which meets the current NPPF 2019 definition of affordable housing.

#### **4.19 Peterborough City Council**

Policy LP8 - extract

“The exact tenure mix on each site will be a matter for negotiation, informed by the latest evidence of housing need.

The council's preference and starting point for negotiations, as informed by the latest needs assessment, is for a greater part of affordable housing to be for affordable rent.”

Glossary – no definition of affordable housing, glossary states “Please see the NPPF for a comprehensive glossary of planning related words and phrases.”

Comments

The policy wording is flexible to meet the circumstances (at local level) prevalent at the time of an application coming forward, albeit it is made explicitly clear that there is a preference for affordable rented units (note this is a preference rather than strict adherence).

The glossary does not contain a definition of affordable housing and instead reverts to the definitions within the NPPF.

On that basis when an application comes forward it will be considered against the Council's latest needs assessment and the definition of affordable housing within the NPPF (February 2019). Note as the policy explicitly identifies a preference for affordable rented units the decision maker will need to evidence why they are departing from the policy preference and recommending a different form of tenure (given that the policy is identifying a preference rather than a strict requirement it should not be a major issue to overcome - provided the policy preference is noted and reasons given to overcome the preference in that instance).

The £100k model would be classed as “Discounted Market Sales Housing” which meets the current NPPF 2019 definition of affordable housing.

#### **4.20 South Cambridgeshire District Council**

Policy H/10

## Glossary – Affordable Housing

Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England.

Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing.

Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes. (Source: NPPF, 2012)

The policy and glossary definition both replicate the definition of Affordable Housing as contained within Annex 2 of the NPPF 2012.

The NPPF has been revised (July 2018 and February 2019), consequently the definition of Affordable Housing in the February 2019 version now replaces the 2012 version.

The 2019 version encompasses the following types of affordable housing, notably the types of products considered by the 2012 version to be “intermediate housing” remain within the revised NPPF, albeit the term “intermediate housing” no longer appears in the 2019 version:

Affordable housing for rent – this incorporates both social rent and affordable rent as well as build to rent;

Starter Homes – to be provided in accordance with s2 & 3 Housing and Planning Act 2016 and any secondary legislation (but note at this stage there is no secondary legislation)

Discounted Market Sales Housing – to be sold at a discount of at least 20% below local market level, with eligibility to be determined with regard to local incomes and house prices and with provisions in place to ensure housing remains at a discount for future eligible households

Other affordable routes to home ownership – housing provided for sale that forms a route to ownership for those who could not achieve home ownership through the market and includes shared ownership, shared equity, other low cost homes for sale (at a discount of at least 20% below local market value) and rent to buy

Any application would need to be considered initially against the existing local plan policies (rather than the 2019 NPPF which is a material consideration).

Based on the current local plan wording it is considered the £100k model as a discount market unit could be classified as a form of “low cost home for sale”, this is on the basis the units will be sold at a substantially reduced price and a mechanism will operate which will ensure the units are retained at a low cost in the future.

#### **4.21 Resale Price Covenant**

A restrictive covenant, which is a mechanism to ensure that the burden of the covenant attaches to the land and automatically transfers to any buyer of the property, has been drafted. The covenant is drafted to ensure that it binds anyone who buys the property (or inherits it) either:

- By a restriction at HM Land Registry; preventing the transfer or charging of the property without the consent of the party with the benefit of the covenant, or
- A legal charge over the property, which would rank in priority behind that of the buyer's own lender. The purpose of the legal charge is to protect the discount element provided by the Combined Authority, and which enables the property to be sold at the fraction of the market value;
- A combination of both depending on the exact nature of the deal that is made and any third party developer's agreement

A legal charge, provided this is acceptable to the funders would give the most security, although it is likely to be more costly because a Deed of Priority confirming the ranking of charges is also likely to be needed. This is quite commonplace and not dissimilar to the Help to Buy arrangement currently supporting first time buyers nationwide.

Leasehold properties (including those not in designated rural areas)

A covenant in a lease is usually binding on subsequent owners unlike with a freehold sale. If the resale price covenant is in a separate deed (rather than in the lease itself) and is protected, it will be possible to follow the same format for leasehold properties as for freehold houses.

#### **4.22 Beneficiary of the covenant**

The Combined Authority will utilise a separate vehicle to undertake the day to day responsibility of administering the obligations flowing from being the beneficiary of the resale price covenant.

Angle Holdings Limited will be the beneficiary of the covenant and Angle Developments (East) Limited will be responsible for the day to day administration of rights and responsibilities flowing from such covenants on behalf of Angle Holdings Limited.

This structure means that the Combined Authority can exercise the control flowing from its shareholder function over Angle Holdings Limited. Further, this ability will be beneficial in the event that the Combined Authority makes a decision to directly deliver projects in the Combined Authority area.

### **5.0 FINANCIAL CASE**

- 5.1 On 25 September 2019 (Agenda Item 2.1 and 2.2) the Combined Authority Board approved the inclusion of £100k Homes in the 2019/20 Business Plan and approved a budget allocation of £250,000. Note: a majority of the allocation is to be used towards Community Land Trusts.

#### **Policy Development**

- 5.2 In order to inform the policy development element of this project it has been necessary to seek external legal advice to support the initial assumptions on matters relating to planning policy, covenant drafting and overall delivery.
- 5.3 Project spend to date was reported to the Housing & Communities Committee on 13 January 2020 (Agenda Item 2.4). The update report provided that spend on external legal advice has been £6,950. It is anticipated that further legal advice may be required (to respond to feedback following the implementation of the policy) and as such a budget allocation of £5,000 should be made. This allocation can be met from the £250,000 allocation approved in September 2019.

#### **Promotion and Brand Development**

- 5.4 In order to establish a reputable brand it has been necessary to employ external designer to undertake this work.
- 5.5 Project spend to date was reported to the Housing & Communities Committee on 13 January 2020 (Agenda Item 2.4). The update report provided that

spend on brand development and promotion has been £10,069. Since this time further spend has been undertaken and includes:

- Finalising quick guides and other promotional material
- Presentation for developer forums
- Website development
- Video content

- 5.6 The cost of this commitment has been £10,000 and can be met through the existing allocation approved by the Board. It is anticipated that a further spend of £5,000 will be necessary to finalise the brand & promotion element of this scheme. This spend can be met by the existing budget allocation.

### **Economic data**

- 5.7 Metro Dynamics were commissioned to provide the economic evidence that supported the policy development element of this project. As reported to the Housing & Communities Committee on 13 January 2020 (Agenda Item 2.4) the cost of this work was £10,000. No further spend is anticipated to support the economic case for this project.

- 5.8 In summary, at the conclusion of the policy development element of this project the total spend will be an estimated £47,000.

### **Combined Authority Delivery Support**

- 5.9 Once the Combined Authority moves into the delivery element of this project there are several options that can be considered to facilitate the physical delivery of the £100k Home.

### **Land Value Capture**

- 5.10 Land value capture seeks to maximize the benefit from developing land that is being made willingly available for less than a full commercial open market value. This element will work where you have a collaborative group who are prepared to work together to meet a common objective. To succeed you will need to have a willing landowner, a willing developer, in some cases a willing community and finally a willing planning authority.
- 5.11 This model has the capability to work across the whole of the Combined Authority area and is akin to a rural exception site (which allows for market housing to provide cross subsidy for community benefit, in this case the £100k Home). In practice it would require the following mix:

<b>Party</b>	<b>Offer</b>
Community	Acceptance of development
Developer	Foregoing an element of traditional developer profit to cross subsidise the £100k home



Landowner	Foregoing seeking a full commercial open market land value. An objective to deliver a product, to cross subsidise to help create £100k home
Planning Authority	Support of development of schemes that incorporate and facilitate the delivery of £100k homes and accept the £100k home as an affordable housing dwelling in perpetuity

### **CPCA Development Loan Financing**

- 5.12 The provision of development loan financing from the Combined Authority could be offered as a benefit to the residential development community. Access to lower than full commercial and mezzanine rate finance would save a developer money due to lower banking fees and interest payments. This would mean that there would be improved financial performance in the developers appraisal within a scheme that could be used to help 'subsidy' the delivery of a number of £100k homes.
- 5.13 Each scheme will need to be approved by the Combined Authority Board and as such a business plan would be presented to the Board, accompanied by the relevant supporting information.

### **Direct Delivery by the CPCA Development Company - Angle Developments (East) Ltd**

- 5.14 The CPCA development company has the capability to undertake developments over which it has direct control, that can deliver within those schemes £100k homes. This is likely to be possible as the development company is not driven by making profit, but by delivering housing product where the market is not able or prepared to do so.

### **CPCA Grant**

- 5.14 Where an individual scheme is providing additional affordable housing (over the local planning policy requirement) there may be an opportunity for the Combined Authority to provide grant funding to bridge the gap between open market value and the £100k home, as it currently does with other schemes that offer additional affordable housing units.
- 5.15 Each scheme will need to be approved by the Combined Authority Housing & Communities Committee and as such a business plan would be presented to the Committee, accompanied by the relevant supporting information.
- 5.16 Each scheme will be determined on its own merits and it is recognised that each scheme will have its own requirements. There may be a need in some situations for the Combined Authority to support a development using a combination of the interventions available to it.

## **6.0 MANAGEMENT CASE**

- 6.1 The policy framework development element of this scheme commenced in August 2019 and is due to complete in January 2020. Once the policy framework has been established the Combined Authority will move into the delivery phase. There is no prescribed timetable for the delivery phase.
- 6.2 The ambition is to deliver as many £100k Homes across the entire Combined Authority area, as soon as is practicably possible. Officers are actively working with developers across the area to develop a pipeline of schemes that could be delivered.
- 6.3 An assessment of the barriers to delivery has been undertaken. The key areas of risk include:

- **Defining £100k Home as affordable housing**

Extensive external legal advice was sought to remove this risk. As identified in this business case, the £100k Home can be defined as an affordable housing unit under the NPPF definition of Discounted Market Sale Housing.

- **Development finance barriers to delivery**

The Combined Authority has a range of options at its disposal, subject to the appropriate individual approvals, that can be utilised to facilitate the delivery of the £100k Home. The Combined Authority will need to be mindful that the ambition could be limited by the funds that are currently available and will need to make the case for additional funds to ensure continued success.

- **Willingness of the Local Planning Authority**

Ultimately, the decision to include £100k Homes in the affordable housing mix will be a decision for a developer and the individual planning authority. We intend to undertake individual briefings with the Local Planning Authorities to provide confidence in the product that will enable delivery.

In order to provide this confidence, the Combined Authority has sought extensive legal advice on matters relating to planning policy, protecting the discount in perpetuity and has produced model Section 106 obligation clauses to make it easier for the Planning Authority to understand and secure the £100k Home product.

- **Willingness of the development industry**

The tangible delivery of the £100k Home will be down to the development industry. In order to assist the development industry to understand and have confidence in the product, the Combined Authority has produced model Section 106 obligation clauses, model resale price covenants (tailored for freehold and leasehold properties which includes drafting to overcome issues which could arise from the lending industry) and financing options.

The Combined Authority will host a developer forum to raise the profile of the £100k Home which will focus on the key elements for delivery:

- Planning
- Financing
- Delivery

The Combined Authority has also ensured that it has created a brand that will make the £100k Home product stand out from other affordable housing brands.

- **Lack of understanding from the buyer**

Information packs have been developed to assist with helping the buyer to understand the nature of the product, particularly focused on ensuring that the buyer understands the realities of owning a £100k home and what a resale price covenant really means. The buyer will be required to undertake a course that will be designed to ensure that they fully understand the obligations that arise from the product.

6.4 A website has been created and will be launched which will contain all of the relevant information necessary to inform all of the relevant stakeholders; buyers, sellers, developers, lenders and others.

6.5 The Combined Authority will listen to feedback from all relevant stakeholders to ensure that any, current unidentified, barriers have been removed.

6.6 **Allocations Policy**

6.7 An allocations policy is currently being drafted. The policy will include a requirement that eligibility will be contingent on the guiding principle that the purpose of the product is to enable access to affordable home ownership to those who work and/or live locally and is available for those who cannot access open market products but are not eligible for traditional affordable housing products. The policy is intended to be presented and adopted by the Housing & Communities Committee as soon as it is ready.

6.8 The allocations policy will be administered by the Community Housing Team. Officers will receive applications and score them against the criteria (as adopted by the Housing & Communities Committee). In the event that an individual seeks to appeal the decision of an Officer in the Community Housing Team this will be considered by the relevant Senior Officer.

6.9 **Resources**

6.10 This business case has relied on project management support from a constituent council (via a Secondment Agreement). This support is being provided until May 2021. Further support has been provided by Capsticks as external legal advisers (policy development), Metro Dynamics (Economic

Data), external design consultants (branding, promotion and website development) and the internal communications team (promotional content development).

- 6.11 As the project moves into the delivery element there will be a need to deploy the following resources:

<b>Resource</b>	<b>Internal</b>	<b>External</b>
Legal	Yes	Yes (time limited)
Allocations	Yes	
Pipeline Development	Yes	Yes
Communications	Yes	

- 6.12 The resources for the remainder of this financial year can be met through the existing budget allocation. Officers will need to ensure that there is sufficient budget for future liabilities and this will be done within the Combined Authorities usual budget setting process.
- 6.13 Updates will continue to be provided to the Housing & Communities Committee as required.

<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 3.3</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **MARKET TOWNS PROGRAMME – APPROVAL OF MASTERPLANS FOR FENLAND**

### **1.0 PURPOSE**

- 1.1. The Combined Authority is working closely with town councils, district councils and local partners across Fenland, Huntingdonshire and East Cambridgeshire to deliver 11 key market town masterplans. The Market Towns Programme is supported by revenue investment from the Combined Authority for each market town to commission new research and analysis required to deliver the bold growth ambitions.
- 1.2. The purpose of this paper is to request Combined Authority Board approval of the four Growing Fenland masterplans produced for the towns of March, Wisbech, Chatteris and Whittlesey.
- 1.3. Furthermore, the Combined Authority Board is asked to note the accompanying Strategic document produced to support mobilisation of the four masterplans and against which future investment proposals will be made.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>James Palmer, Mayor</b>
<b>Lead Officer:</b>	<b>John T Hill, Director for Business &amp; Skills</b>
<b>Forward Plan Ref: 2019/068</b>	<b>Key Decision: Yes</b>
The Combined Authority Board is recommended to:  (a) Approve the four Growing Fenland market town masterplans produced for March, Wisbech, Chatteris and Whittlesey.  (b) Note the Overarching Growing Fenland Strategic Report for the Fenland district (referenced in paragraphs 2.21 – 2.25).	<b>Voting arrangements</b>  Simple majority of all Members

## **2.0 BACKGROUND**

- 2.1. A third of the population in the Combined Authority's area lives in market towns, with nearly as many again living in surrounding areas and although links with our core cities are vital – investment and attention has often favoured cities and forgotten the role that market towns play for our region. Alongside this under-investment towns are facing many external pressures like the declining town centres and high streets, an ageing population, and a reduction of in-town job opportunities leading to more outward commuting.
- 2.2. The Combined Authority is committed to the future prosperity and success of every market town in its area and is investing in making this a reality by supporting market towns as economic and social hubs. This approach gives each town its own starting point, and the evidence base in order to tailor and customise interventions to meet the distinctive needs of each local economy.
- 2.3. There is no one-size-fits-all solution – and the Combined Authority is providing investment that adds value by helping towns clarify and reassess their priorities for future growth. In this way the identity and role of each town will be brought to prominence and enable each town to grow their economies and contribute to the overall doubling of our gross value added (GVA) over the next 25 years.
- 2.4. The strategic need, economic and commercial case for the projects will be examined and a programme of proposed interventions will be presented to the Combined Authority Board for each town. The Combined Authority are providing additional capital investment to mobilise each town masterplan and to act as a funding catalyst to securing additional investment
- 2.5. Following this process, the Combined Authority retains a strategic partner role – ensuring that county-wide decisions meet the needs of each town masterplan, and lobbying Government for further resource to deliver high-growth towns (and to promote the concept of place-based interlinked growth strategies).
- 2.6. This focus on market towns has been heralded by Government, by the Cambridgeshire and Peterborough Independent Economic Commission, and by other partners as a bold and progressive step towards inclusive growth.
- 2.7. Following a successful pilot scheme undertaken in St Neots, the Combined Authority Board agreed to provide funding to create a masterplan for 11 key market towns within the Combined Authority's area at the Board meeting held on 28<sup>th</sup> March 2018. The St Neots Masterplan has been completed and implementation is underway as the pilot. The remaining market town masterplans include: St Ives, Huntingdon, Ramsey, March, Wisbech, Chatteris, Whittlesey, Ely, Littleport and Soham.
- 2.8. With the aim of bringing jobs, infrastructure and growth, the masterplans would enable each town to become and remain "vibrant and thriving places" whilst helping to boost the local and regional economy. A commitment of £50k

revenue support was made by the Combined Authority to produce a masterplan for each of the key towns.

### **Growing Fenland Market Town Masterplans**

- 2.9. In Fenland, the four market towns include Wisbech, Chatteris, March and Whittlesey as part Fenland master planning project.
- 2.10. The master planning project was given a working title of 'Growing Fenland' which linked the proposed growth of the local economy to our important agricultural heritage.
- 2.11. In August 2018, a procurement exercise was undertaken to appoint economic specialists to help deliver the Growing Fenland market town project alongside a team of Fenland District Council (FDC) officers. Metro Dynamics were appointed having demonstrated substantial master planning experience. They also had in depth knowledge of the local area having been the lead consultant for producing the Cambridgeshire and Peterborough Independent Economic Review (CPIER).
- 2.12. Town Teams were convened for each market town, including representatives from Town, District and County Councils as well as community and business representatives, and students from local high schools.
- 2.13. The Town Teams were asked about the strengths in their towns and what improvements could be made. Metro Dynamics also carried out extensive research and data collection in relation to various factors including:
  - Population demographics
  - Retail information (including vacancy rates on the High Street)
  - Transport connectivity and commuter information
  - Occupation categories
  - Housing numbers and planned developments
  - Access to the countryside
  - Educational attainment
  - Job opportunities
  - Health statistics
- 2.14. The information was collated to produce an interim report for each of the towns (except for Wisbech) which were discussed with each town team.
- 2.15. Once the interim reports were agreed and published, public consultation was carried out through face to face interaction at public events and through online surveys except for Wisbech (due to ongoing consultation already being carried out as part of the 'I Love Wisbech' project). Stakeholders were also engaged through themed meetings and telephone interviews. The results of the consultation were used to further tailor the reports to ensure that they reflected the views of the local community.

- 2.16. The final Growing Fenland market town masterplans are attached as Appendices 1 to 4.
- 2.17. The Growing Fenland market town masterplans outline several proposals to drive economic growth whilst celebrating the unique character and strengths of each individual area.
- 2.18. The Growing Fenland market towns programme has the potential to drive a re-branding exercise for the Fenland area following success in other districts, where it has helped to drive economic growth.
- 2.19. Funding opportunities will be sought from the Combined Authority and other sources to deliver the proposals outlined in the masterplans. This will include staff resources to manage the projects and link to other initiatives being delivered in the local area.
- 2.20. Fenland market towns will be improved through attracting external funding to deliver the outlined projects whilst linking with other initiatives being delivered in the local area.

### **Overarching Growing Fenland Strategic Report for the Fenland District**

- 2.21. In addition to the four Growing Fenland market town masterplans, Metro Dynamics have also produced an Overarching Growing Fenland Strategic Report for the Fenland District which outlines proposals to tackle some the issues that are common to more than one Fenland market town.
- 2.22. This report is an independent think piece by Metro Dynamics and is submitted to the Combined Authority for their consideration. The report is attached as Appendix 5.
- 2.23. The themes included in the Overarch Strategic Report are:
- Infrastructure, transport and housing
  - People, education and health
  - Jobs and enterprise
- 2.24. Proposals include large scale projects which are already in train (e.g. Wisbech Garden Town, A47 dualling) along with new ideas such as a Health Action Area. The report also recommends the implementation of a Mayoral Task Force which would have the drive and resources to spearhead the delivery of these large scale and wide-reaching projects.
- 2.25. Assuming approval of the four Growing Fenland market town masterplans, funding opportunities will be sought from the Combined Authority and other providers to deliver the projects outlined in the Masterplans.



### 3.0 FINANCIAL IMPLICATIONS

- 3.1. There are Programme funds of £5m capital within the MTFP (Market Towns Pump Priming - subject to Board approval) to support implementation of the Market Town Masterplans across the additional 10 market towns. The development of the masterplans are funded from approved revenue budget.
- 3.3. The Programme funds are allocated to Market Towns but will be subject to a call process and made available for bidding from June 2020. In order to secure funds, local authority leads will be invited to submit funding applications against approved Masterplans. The process which will be published in due course, and all funding applications will be independently assessed in accordance with the call specification and recommendations made to the CA Board for approval.

### 4.0 LEGAL IMPLICATIONS

- 4.1. Market Town Masterplans are a key priority within the Combined Authority's Business Plan 2019-20 and the Constitution reserves to the Combined Authority Board decisions on the adoption, withdrawal or amendment of Market Town Masterplans.

### 5.0 CONSULTATION WITH TOWN COUNCILS

- 5.1. The individual Growing Fenland market town masterplans were tabled at local Town Council meetings as outlined below. The masterplans were either approved at the meeting or follow up emails were received stating that the reports had been agreed in the weeks following the meetings:
- Chatteris Town Council - 1 October 2019
  - March Town Council - 7 October 2019
  - Whittlesey Town Council - 9 October 2019
  - Wisbech Town Council – 21<sup>st</sup> October 2019

### 6.0 APPENDICES

- 6.1. Appendix 1 – Wisbech Growing Fenland Market Town Masterplan
- 6.2. Appendix 2 – March Growing Fenland Market Town Masterplan
- 6.3. Appendix 3 – Chatteris Growing Fenland Market Town Masterplan
- 6.4. Appendix 4 – Whittlesey Growing Fenland Market Town Masterplan
- 6.5. Appendix 5 – Overarching Growing Fenland Strategic Report for the Fenland District

<b><u>Background Papers</u></b>	<b><u>Location</u></b>
List background papers: <ul style="list-style-type: none"><li>• Cambridgeshire and Peterborough Independent Economic Review (CPIER)</li></ul>	List location of background papers. <ul style="list-style-type: none"><li>• <a href="http://www.cpier.org.uk">http://www.cpier.org.uk</a></li></ul>





# Wisbech:

## Market Town Masterplan



Wisbech Town Council



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## Introduction

This piece of work is a response to the Combined Authority's plans for Market Town Masterplans. These are being brought forward across the district.

This report is unlike the other three market town reports (Chatteris, March, Whittlesey). This is because Wisbech has done a lot of its strategic thinking already. Throughout the Wisbech 2020 Vision work, there has been extensive consultation of residents to understand the mood of the town. The Wisbech 2020 Vision work is currently being refreshed to create an action plan for the year 2019/20. The Wisbech Garden Town proposals have also been developed, and we are securing buy-in for these.

This document, then, does not represent another strategy, or a totally new set of ideas. Nor will it constitute a new workstream on top of the significant activity already going on in Wisbech.

However, we are excited about the new opportunities that the advent of the Combined Authority brings. We invite the Combined Authority to get involved in the work we are leading on to transform the town of Wisbech: focused on improving economic, social, and environmental outcomes for the benefit of all our residents. We have worked with the Wisbech 2020 Vision team to understand which of the long list of actions are the key proposals where Combined Authority support would be most helpful.

## A strategy that works across Fenland

As well as this report, we are also bringing forward a set of strategy proposals for the whole district. These will move the dial on many of the big challenges experienced right across the district.

It is at this level that we hope to tackle challenges around health and education, where the opportunities from acting at a district level are much greater.

[Include link to strategic document]

## A mandate to be bold

We are acting with courage to transform the town of Wisbech. This reflects our history. Thomas Clarkson was a leading abolitionist, who courageously challenged the dominant views of his day to bring about the end of the slave trade. The Peckovers were philanthropists who stood for improvements in education and pacifist causes. Octavia Hill was a pioneer in creating new models of social housing and founded the National Trust. We have never been cautious of embracing change, or speaking out against the consensus.

Now, more than ever, we need to draw on this tradition of doing things differently. There are many brilliant things about our town – but we have some serious challenges we need to work on, including education and health. And we need to think creatively about how we manage factors which are not directly under our control, such as land values, flood risk, and climate change. We want Wisbech to be a **resilient town of the future**, ready to adapt to whatever challenges come our way.

This call for resilience is in particular reflected in our longer-term ambitions for future housing growth. Our plans embrace the need to be resilient to the impacts of climate change, particularly flooding. This



reflects the recommendation in the Cambridgeshire and Peterborough Independent Economic Review (CPIER) that Wisbech becomes a “UK testbed for new flood-resistant approaches to development”<sup>1</sup>. And by being fully integrated within the Wisbech community, we can also strengthen community resilience.

Now is the time for those standing in the model of our radical past to embrace the opportunity.

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<sup>1</sup> <https://www.cpier.org.uk/media/1672/cpier-report-151118-lowres.pdf> p92

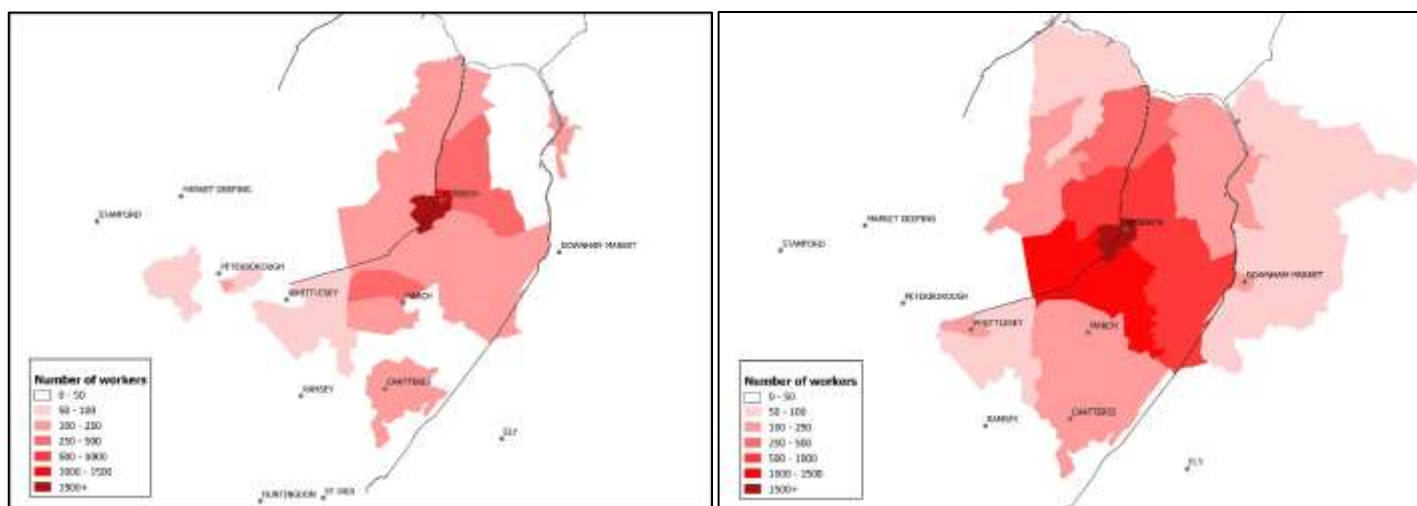
## Wisbech – what residents and the data is saying

### A strong local centre

Wisbech, unlike other towns in Fenland, acts as a magnet – it draws in more people than it sends out for work. We can see this by looking at commuting patterns for the town:

*Commuters out....*

*...and commuters in*



*Source: Analysis of Census 2011*

This is the result of a few things. Firstly, Wisbech<sup>2</sup> is by some margin the largest of the Fenland market towns. While it is still some way off city size, in the absence of another city nearby, this makes Wisbech an important local centre.

Secondly, Wisbech has high employment – with many larger firms. Total employment is 13,750 in Wisbech, and 15.2% of all business have ten or more staff – very high compared to Fenland (10.1%) and the England average (10.5%).

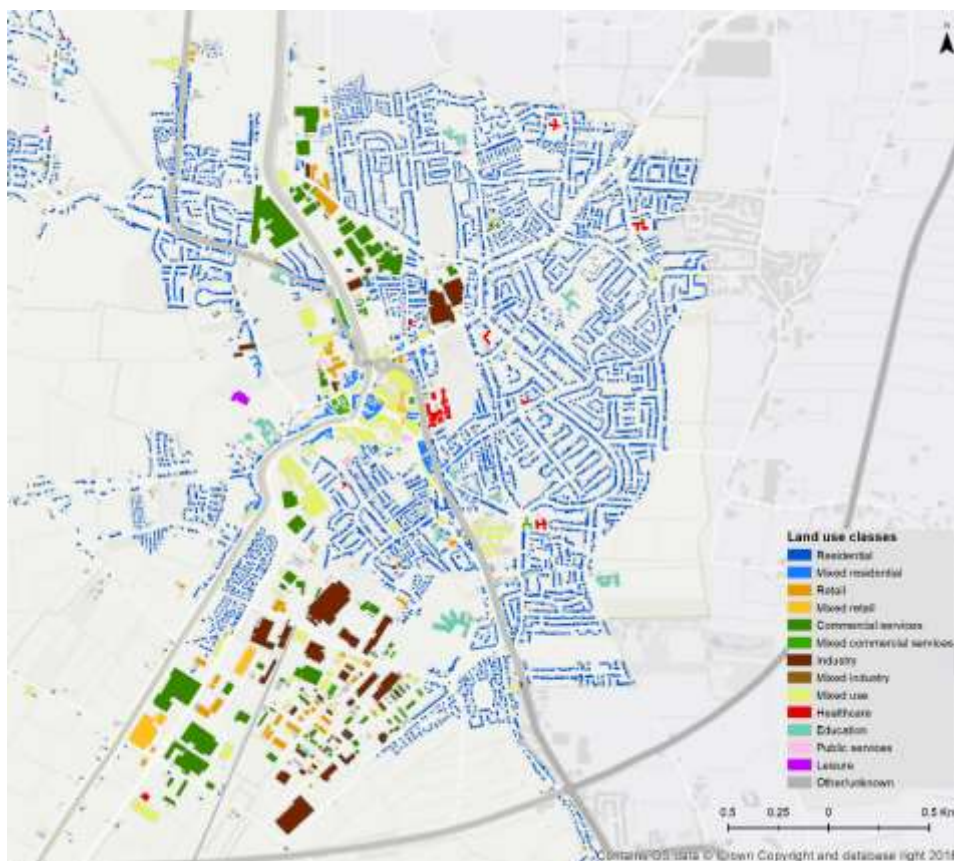
This can be seen in the large industrial clusters around the town. But Wisbech also offers significant retail and leisure services, as well as healthcare services at the North Cambridgeshire Hospital. The local importance of Wisbech can be seen from the variety of different land use types in the town.

***“We’re a bit in-betweeny in terms of size.” – Wisbech resident***

### *Land use in Wisbech*

<sup>2</sup> Our geographical definition is based upon ward boundaries. For more details, please see Appendix





Source: Metro Dynamics analysis of Ordnance Survey Points of Interest data

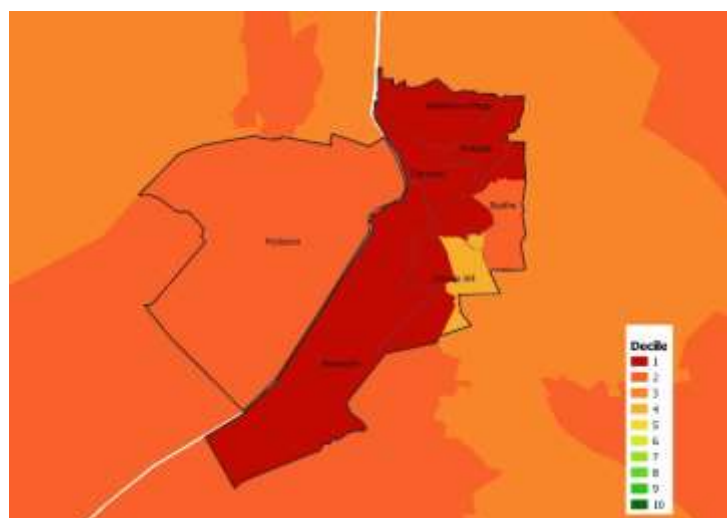
One cause for concern, though, is the lack of substantial amounts of people commuting west to Peterborough. While this may have grown since the data was recorded in 2011, Peterborough is our nearest city, which contains higher-paid employment. There is virtually no commuting south to Cambridge. Much of this comes down to issues with transport – inadequate road links which are prone to closure, and poor public transport provision.

## An educational offer that needs support

While recent improvements have been seen at several schools in Wisbech, educational deprivation remains a big challenge. There are a few elements to this. Firstly, when children arrive at primary school in Wisbech, they are generally performing less well than their peers elsewhere. Phonics skills among young children are among the worst in the country.

Secondly, rates of children staying on for sixth form have historically been low – though this has not been the case at the grammar school.

Educational Deprivation in Wisbech (2015)





Thirdly, there are many different cultures in Wisbech, which brings diversity to our town, but can also put extra pressure on resources – with the need to teach children who don’t have English as a first language, and who may come from a culture where schooling starts later.

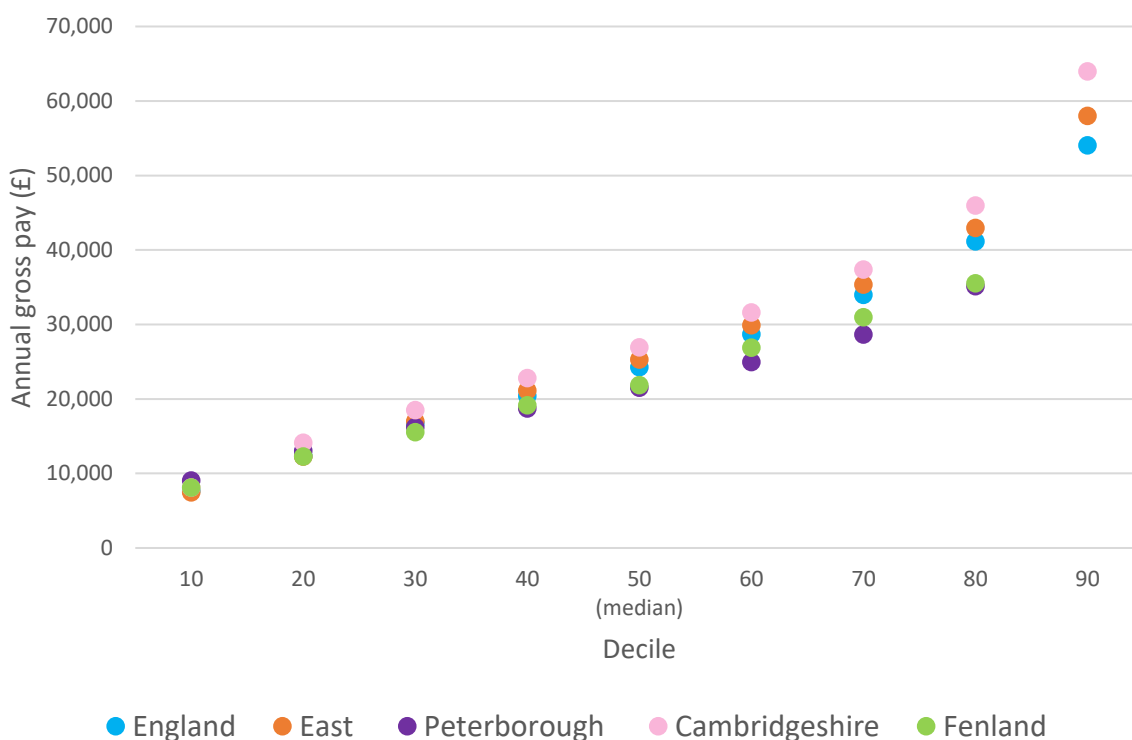
*Source: Analysis of Home Office data (2015)*

## Low unemployment – but also low wages

Unemployment is low in Wisbech – with only 2.2% of the working age population claiming Job Seekers’ Allowance (JSA). The large industrial cluster which has grown up around the town testifies to the fact that people work hard in Wisbech, and employers recognise this.

At the same time, much of this work is in lower skilled occupations. At the time of the last census (2011) **43% of Wisbech residents were in occupations that were either “Elementary Occupations” or “Process, plant, and machine operatives”**, compared to 29% in Fenland and 18% in England<sup>3</sup>. This lower skilled work is linked to generally low wages – which lag behind Cambridgeshire across Fenland as whole.

*Wages at different deciles for different areas*



*Source: ONS Annual Survey of Hours and Earnings. Data not available for Fenland and Peterborough at the 90<sup>th</sup> decile.*

<sup>3</sup> Analysis of ONS Annual Population Survey data

## A mixed picture on the high street

Wisbech High Street has seen conversions from shops to restaurants, cafés, pubs and bars over the last fifteen years – with the amount of floorspace for shops decreasing by 2,500m<sup>2</sup> between 2002 and 2017, while the amount of floorspace for eating and drinking increased by 2,350m<sup>2</sup> over the same period<sup>4</sup>.

*“There’s no real night time economy” – Wisbech business owner*

In many ways, this is in line with national trends, where retailers have struggled with the increase in online shopping. **But the increase in cafés, restaurants and pubs has not yet translated into a busy evening economy for the town, which generally feels quiet post 7pm.** This is probably in part due to the leisure and dining facilities which exist out to the west of the town (including the Light Cinema) which may draw people away from the town centre at this time. Wisbech also suffers somewhat from not having a “flagship store” to bring footfall to the town centre.

However, the town is weathering the declining retail trend well with a busy market and few vacant units. A recent report on the market commented that “the traditional market days are Thursday and Saturday which still appear to be strong trading days as does not unsurprisingly Friday”<sup>5</sup>.

At the same time, the town is blessed by a wealth of brilliant architecture and cultural attractions, including Peckover House, Wisbech Castle, and the Wisbech & Fenland Museum, meaning there is plenty for visitors and residents to see and do. There is a full calendar of events, and numerous community organisations.

## Some challenges with health

Health outcomes are generally worse in Wisbech than England averages (though not on every measure). Most notably, hospital stays for alcohol related harm are 46% above the England average, cancer incidence is 10.6% above the England average, and rates of emergency admissions for heart disease, heart attack, and Chronic Obstructive Pulmonary Disease (COPD) are all over 50% above England averages. As a consequence, premature mortality rates for those under 75 are 30.9% higher than in England, and for those under 65 are 43.8% higher – indicating a significant challenge here.

In terms of lifestyle factors, the available data is less detailed, but there is a notable gap with England in the rates of healthy eating adults – 22.7%, compared to 28.7% in England, and 32.4% in Cambridgeshire<sup>6</sup>.

## A town that is taking the initiative

Wisbech is very unusual for a market town in being very proactive about its future. Through the Wisbech 2020 Vision, the town has actively engaged with the Government, which has resulted in visits

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<sup>4</sup> Source: Cambridgeshire County Council. Based upon change of use applications for planning categories A1, A3 and A4. Figures rounded.

<sup>5</sup> NABMA: Market Health Check Report

<sup>6</sup> All figures taken from Public Health England data, available through the Local Health tool



from ministers and senior civil servants, signalling support. While cities tend to have more resources for this type of activity, Wisbech has used its assets to make a strong case for investment. A recent visit from Their Royal Highnesses The Prince of Wales and The Duchess of Cornwall has raised the profile of the town still further.

The town also benefits from a strong community spirit. In recent surveys undertaken for the 'I Love Wisbech' work, the friendliness of the town was frequently referenced, as well as voluntary sector organisations such as the Ferry Project and local churches. Wisbech Town Council have also tried to be as proactive as possible in enhancing community integration through their wide range of community events.



## **Our key asks of the Combined Authority**

We invite the Combined Authority to be a part of transforming our town. The Combined Authority has recognised, through its response to the CPIER, the importance of the Fens as a separate economic area to both the Greater Cambridge and Greater Peterborough economies. Wisbech is the largest town in the Cambridgeshire Fens – so realising the potential of this economy has to mean a prosperous and inclusive future for Wisbech.

Our key asks are:

- 1. Provide immediate connectivity to key employment centres**
- 2. A Town Centre Improvement Initiative**
- 3. Support cohesion and community shared space**
- 4. Open up countryside access, and develop the Wisbech Country Park**
- 5. Develop a workplace health award scheme**
- 6. Focus on Tourism**
- 7. Repair Derelict Buildings**
- 8. Commercialisation of Wisbech Port**

We now unpack each of these in turn.

## 1. Provide immediate connectivity to key employment centres

Wisbech suffers from poor transport connectivity. According to Wikipedia, it is among the twenty largest towns in England not to have a train station<sup>7</sup>. The fact that the A47 is single carriageway for much of its journey east and west from Wisbech makes it unsafe and slow. Cycle infrastructure to connect the town to other places is virtually non-existent. All of the above means that it is difficult to work in any of the East of England's primary employment centres – Peterborough, Cambridge, and Norwich – while living in Wisbech.

The economic impacts of this are clear. Within Wisbech there are low levels of professional employment, meaning that many who want to move on in their career feel they need to leave the town. This takes people and resources away. It is also a missed opportunity to bring more money in to flow around the town, which would help the high street immensely.

We know what the real “game-changers” are to make changes to this in the long run, which are covered in the strategy paper. The A47 needs to be fully dualled to open up employment opportunity. In the longer term a rail link to the town will mean young professionals, who are increasingly unlikely to drive, will base themselves in the town. A 45-minute link to Cambridge would increase employment and allow for people working in Cambridge to access more affordable housing. Further ahead, Wisbech may be able to become part of the Cambridge Autonomous Metro (CAM) network, which is initially being developed in the south of the county.

But, even if all goes as best as it possibly can on these projects, construction of heavy infrastructure inevitably takes a long time in both the planning and delivery. It is highly unlikely that either project will be complete before 2030. This is too long to wait – we need solutions now. Business cases for ambitious schemes will also stack up more readily if we can nurture patterns of commuting out of the town. Fenland Association for Community Transport (FACT) is working to help address this – but much more needs to be done, which goes beyond the limits of what a volunteer organisation can provide.

Some ideas which should be developed, tested, and if viable rolled out include:

- **A shuttle bus service to key transport hubs.** Both March and Watlington stations are within 25 minutes' drive from Wisbech. These enjoy quick connections to Cambridge (and Peterborough, in the case of March). A shuttle service which was designed to coincide with train departures would make public transport commuting a feasible option.
- **Testbed for the Cambridge Autonomous Metro (CAM).** The technology for the Cambridge Autonomous Metro will need to be trialled. According to the Strategic Outline Business Case, the CAM will use “high-quality, zero-emission ‘trackless metro’ vehicles, powered by electric batteries recharged overnight and at route termini throughout the day, without the need for overhead wires”. This technology could be trialled to connect Wisbech on the course of one of the old railway line connections. This would help as a proof of concept both for the CAM, and also for future connectivity to Wisbech.

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<sup>7</sup> [https://en.wikipedia.org/wiki/List\\_of\\_largest\\_towns\\_in\\_England\\_without\\_a\\_railway\\_station](https://en.wikipedia.org/wiki/List_of_largest_towns_in_England_without_a_railway_station)



These suggestions are fixes for the short term – but impetus must be kept up for Wisbech Rail and the dualling of the A47.

## 2. A Town Centre Improvement Initiative

Throughout the Growing Fenland project, among the normal rivalries between towns, one refrain has been clear from other towns that they believe Wisbech has been the focus an undue amount of resource and attention. That there has been real focus on Wisbech is clearly true. This is to a degree justified by the socio-economic and demographic statistics in the town which are particularly challenging.

In our view, a focus on Wisbech is justified over and above the proposals suggested by the town team, but the focus should be on giving the town the support it needs to capitalise on its assets and deal with its issues so that it has a momentum of its own going forward. We think it is possible and necessary to get Wisbech even more firmly on the right path. This is because the context has changed or is set to do so.

The strategy paper includes a range of transport proposals. Alongside the revenue proposals also considered for improvements to education and health, these capital proposals, if implemented, would change the potential of Wisbech Town Centre, making it both possible and necessary to improve the town's offer.

This is a project that other key stakeholders have a concern with. NPP, owners of the Horsefair Shopping Centre, have reported a marked decline in footfall and wish to work with the Town and District Council and others to develop proposals to improve footfall in the town centre. At the moment, footfall is not tracked in the Town Centre – but as this initiative is taken forward it will be important to do so.

Based on all of these factors, we propose a Wisbech Town Centre initiative.

Its aim should be to make Wisbech a venue of choice for retail, leisure and culture for the widest possible cross-section of local people as well as to a growing number and range of visitors.

The way this will be achieved is through a combination of measures designed to:

- increase footfall in the town centre, thereby embedding and sustaining the existing retail offer as well as creating new opportunities. Footfall counters to be introduced to monitor changes in footfall i.e. when events are held or if a new store is opened. It will be important to do so as anecdotal evidence suggests the market place and surrounding streets are doing better than the Horsefair shopping centre – the only place footfall is currently counted.
- improve the attractiveness of key gateways to the town centre including by potentially remodelling the Horsefair carpark
- improve the range of hotel accommodation on offer
- investigate the possibility of covering the market, or other creative approaches to maximising its potential, while exploring whether there is a case for more retail space in the town centre (or whether existing large retail space in the centre can be made more attractive for large retailers).
- develop a distinctive food and beverage offer which reflects the rich agricultural offer of the Fenland area

- develop the area around the Wisbech Castle and Museum as a cultural quarter, with space for artists to display and sell their products.
- create community owned and managed space as a home for community groups
- Fund and work with Wisbech Town Council to introduce their plans for Wisbech Market Place which includes pedestrianisation as well as visual features
- Introduce policies to encourage nightlife such as restaurants into the Town Centre

We believe that there is a valuable opportunity to take forward these proposals in a joint partnership between the Town and District Councils the owner of the Horsefair shopping centre, NPP, and potentially others including Elgood & Sons Brewery.

This approach would need to be accompanied by other policy changes, including a commitment to more effective policing of the Town Centre and a commitment on the part of the District Council to focus development on the Town Centre, curtailing further developments on the outskirts of town for activity that could reasonably find a location in the town centre.

King's Lynn was improved by a focus on a large retail offer, whilst this is difficult to do in the existing High Street, sites very close to the existing centre should be identified as possibilities to improve the shopping precinct.

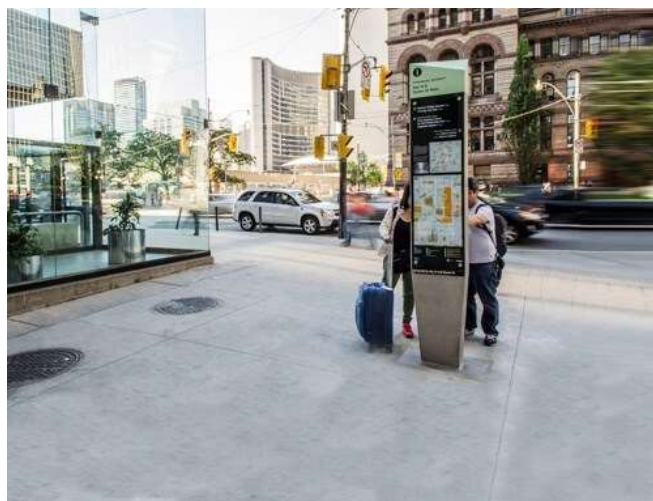
As well as improving the digital offering for the town, there is an important role for doing things around the town which will help to generally improve the “feel” of Wisbech.

But there are some smaller things we can do as well.

## Attractive Totem Signage to improve legibility

Wayfinding totems are smartly presented, with well-designed maps, clean text, and attractive colour palette. These will help to improve the town centre aesthetic. They also send a clear message that the town expects visitors to come and look around – which grows a sense that the town is “on the map” and reminds locals about reasons to take pride in their town. Including historical sections on the signs about key features of the town can also help connect people to the town’s heritage.

The importance of navigability, or “legibility” of places is becoming increasingly appreciated. People will spend longer, discover more, and have a more positive experience if a place has an effective wayfinding strategy.







## Support a “digitally-enabled” town centre which can thrive in the era of online shopping

Online sales as a percentage of total retail sales has grown from 3.4% to 18% between 2007 and 2018<sup>8</sup>. This has been blamed for the challenges we have seen on the high street in Wisbech. Retail space has fallen by 2,500m<sup>2</sup> between 2002 and 2017<sup>9</sup>, though much of this has been absorbed by another trend – towards café culture, pub, and restaurant space.

However, many town centres are thriving, which shows the link between growth in online shopping and high street decline is by no means cast in iron. Shops which are innovating to bring together their digital and physical offerings can continue to maintain a high street presence, where customers can continue to appreciate using the store, even if they then wait until returning home to order. **The integration of the physical and digital offering is a key trend** of the moment.

To adapt to this trend, we need to enact the following:

- **On-street Wi-Fi across the town centre.** This currently exists in Cambridge, and has recently been launched in Ely. As well as giving people a reason to be on the high street, it also increases digital inclusion, by supporting those who would be unable to afford a data-heavy phone contract. In Ely, it has also been shown to really boost the takings of local market stallholders – as it enables them to use contactless for payments, instead of having to take cash. More work needs to be undertaken to identify current Wi-Fi ‘white spots’ and provide coverage in these areas.
- Working with Wisbech Town Council, the potential for **enhancing the existing Town Council website** to be explored, using search engine optimisation to make it easier for potential visitors to see the main attractions in the town.

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<sup>8</sup> <https://www.ons.gov.uk/businessindustryandtrade/retailindustry/timeseries/j4mc/drsi>

<sup>9</sup> Cambridgeshire County Council data on changes of use

### 3. Support cohesion and community shared space

#### A cohesion programme, drawing on the example of Peterborough

Peterborough has been chosen by the Government as one of the UK's five "integration areas". This means it has had funding to respond to some of the challenges associated with high levels of international immigration, and develop responses accordingly. The interim strategy for the programme, "Belonging Together" has been developed, which sets out four key areas of work:

1. **Economic Opportunity** – which focuses on removing barriers to the labour market through interventions such as childcare support and careers fairs
2. **Bringing Communities Together** – which focuses on improving community relations, through support for community projects, and using planning approaches to improve cohesion and control the number of Houses of Multiple Occupancy (HMOs)
3. **Young People** – which focuses on how to develop a shared sense of citizenship among the young, and understand their perspectives on integration
4. **English Language** – with tailored English for Speakers of Other Languages training (ESOL), particularly focused on allowing those with skills to put them to use where English Language is a barrier, and developing a partnership of providers

Within the Belonging Together strategy, partners state that: "we welcome the opportunity to share our learning"<sup>10</sup>. We believe Wisbech could offer a great opportunity to apply many of the lessons learnt in Peterborough to our context – where we share many of the same challenges, as well as the same ambitions to ensure our town is inclusive, welcoming, and cohesive. We are already making progress, with mandatory licencing that came into effect in October 2018 is beginning to address the issue of the overabundance of HMOs.

We also believe that **some initiatives can be trialled most successfully within a town setting**, where the scale of the challenge is lessened. We would welcome the opportunity to be involved in conversations with government about the future of Peterborough's Integration Area – and by working with Peterborough we can evidence the benefits of the Integration Area being felt beyond the city itself.

#### A public indoor space to bring the community together

In order to deepen a sense of community in the town, we need to create spaces where people can come to dwell together. The historic market square is one such key space, which could undergo improvements while preserving the heritage. There is also work ongoing to bring in heritage funds to this area.

Another approach which some towns are taking across the UK is to create a new indoor shared space. Altringham, Cheshire (see example) has used a food court with independent traders to bring people into the town centre, helping to bring it back to life. In Great Yarmouth, a vacant M&S store has been transformed into an art gallery for showcasing work by local talent. An initiative which helps local entrepreneurs – be they artists, craftspeople, or chefs – to display and sell their work in an attractive

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<sup>10</sup> <https://pcc-live.storage.googleapis.com/upload/www.peterborough.gov.uk/council/strategies-polices-and-plans/BelongingTogether-AConversationAboutOurCommunitiesAndFuture-May2019v2.pdf?inline=true> p16

setting would make our town centre more vibrant. We also know that in and around Wisbech there are many affluent families – testified to by the popularity of the fee-paying grammar school and presence of numerous asset management firms. We need to give these people something unique which cannot be found online to bring them into the town centre and spend their disposable income.

This event space could also be used for town events – such as the annual Wisbech beer festival. **Elgood's brewery is one of the town's foremost assets** – a beautiful Georgian brewery on the North Brink with a long history of beer making. At a time when interesting beers are in vogue, we will use our association with beer making to attract people to spend time in the town and advertise our offer.

### Case Study: Reviving the town centre in Altrincham



Altrincham, in Cheshire, has managed to buck national trends by *reducing* its shop vacancy rate – from 25% in 2014 to 10% in 2018. This dramatic reversal of fortunes was sparked by a proactive market development strategy, which has looked to bring in independent “street food” suppliers, breweries, and other retailers. The market has become the new “anchor” for the town, in a way that department stores have traditionally acted in other towns.<sup>11</sup>

<sup>11</sup> <https://www.theguardian.com/uk-news/2018/sep/16/uk-market-towns-embrace-foodie-wave-to-revive-ailing-centres>

## A continuation of public events

As one of the Partners of Wisbech 2020 the Town Council was tasked with delivering community events to help cohesion. These events such as the Rock Festival and the WisBEACH Day are attended by thousands. Other organisations in the town are also putting on a number of great free events. We should aim to encourage these events to take place as frequently as possible and aim to reduce bureaucracy as much as possible to allow people to put on more events.

## 4. Open up countryside access, and develop the Wisbech Country Park

While Wisbech is well placed in a rural area, opportunities for access to the countryside are limited. This is due in part to the historic nature of the land – much of which was brought above water with the express purpose of farming it, and therefore doesn't have many rights of way across it (the Nene Way being the only footpath of any length that comes near the town).

Physical activity is one of the most effective ways to tackle the health problems our town faces. As a former Chief Medical Officer for the NHS has commented: "The potential benefits of physical activity to health are huge. If a medication existed which had a similar effect, it would be regarded as a 'wonder drug' or 'miracle cure'."<sup>12</sup> The Active Fenland programme is working to promote physical activity in various different forms across the District, but we need to join this up with making the countryside more accessible to people.

We will work with the Department for Farming, Environment, and Rural Affairs (DEFRA) and Cambridgeshire County Council to explore where we might be able to create extra rights of way to make it easier for residents to access the countryside. This process requires new creation orders, which it is within the power of the County Council to generate. We will use our relationships with local landowners where we have them to smooth this process.

We will explore the inhibiting factors around walking and cycling in the town with the aim of helping people to walk or cycle in a town where rates are currently low compared to Cambridgeshire averages. We could be a trial area for the use of new lightweight recycled plastic bike lanes. These have been developed in the Netherlands, where the geographical terrain is identical to our landscape. They have the added benefit of being much lighter than asphalt, and more durable, so don't need repairing anything like as often.



Within the town itself, a country park is central to the Garden Town vision. Work can begin on this now, even while we wait for support to come in around transport and housing. This will bring a

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<sup>12</sup> <http://nbhottopics.blogspot.com/2014/01/helping-gps-promote-exercise-motivate.html>



pleasant, green, shared space to the heart of Wisbech, increasing the presence of blue and green infrastructure. This will have numerous benefits:

- **The health and wellbeing of residents will be improved.** Extensive research has shown the benefits which greenery in the local environment provides for tackling stress and lifting mood. The World Health Organisation comments that: “Having access to green spaces can reduce health inequalities, improve well-being, and aid in treatment of mental illness. Some analysis suggests that physical activity in a natural environment can help remedy mild depression and reduce physiological stress indicators.”<sup>13</sup>
- **Social interaction will increase.** The Country Park will be a place to meet people and dwell together.
- **Attractive visitor facility.** As the town looks to become more attractive for visitors, having a Country Park will be a big part of the draw.
- **Flood attenuation.** The Country Park will serve as a basin for holding floodwater in the event that the River Nene floods. This will make construction of housing and infrastructure more viable.

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<sup>13</sup> <https://www.who.int/sustainable-development/cities/health-risks/urban-green-space/en/>



## 5. Develop a workplace health award scheme

Our big action on health is the **North Cambridgeshire Health Opportunity Area**. This is covered in the strategy paper and will hold across all four market towns.

However, one big opportunity here in Wisbech is to respond to challenges around workplace health. Many of Wisbech's biggest employers are factories where much of the labour is manual and heavy going, with long shifts. This increases health risks – therefore it is especially important here to guarantee good working conditions.

One of the most significant impacts on a person's health, both mental and physical, is their workplace. Employers need to recognise the responsibility they have for supporting the health of their workforce, and by doing so they can enjoy the benefits of more productive workers. Therefore, we propose to launch an occupational health award scheme, which employers can choose to sign up to if they want to make a priority of this issue. This has been developed successfully in Cornwall (see case study) and ties into our aim of developing the degree of networking between businesses in Wisbech. In order to support this, we will work with the health opportunity area, local Clinical Commissioning Group, and Cambridgeshire County Council to develop a clear set of health standards for the workplace.

### Case Study: Occupational Health in Cornwall

Ten years ago, Cornwall Council appointed a Workplace Health Co-ordinator with the sole remit of engaging businesses on this issue. After discussions with businesses about what could help, an award scheme was launched, where businesses would be recognised as bronze, silver, or gold for their contribution to worker health and well-being. A framework and toolkit are published, which is regularly updated to reflect new public health initiatives (such as the recent National Sugar Smart Campaign). Businesses who want to participate then assess themselves against criteria relating to ten key areas, including mental well-being, back pain, smoking, alcohol and substance misuse, and healthier eating, with the Co-ordinator visiting to confirm this assessment.

Companies have really seen the benefits – a director commented: “We recognise that employees perform at their best when they are happy and healthy, and that optimal employee performance is necessary for the company to be a leader in its field.” Another smaller company managed to reduce sickness rates by 10%, saving £20,000, which was put into further worker health initiatives. These examples demonstrate that an interest in worker health can have transformational productivity benefits for business, and transformative lifestyle impacts for workers.

## 6. Focus on Tourism

Wisbech has a very rich heritage with a number of significant buildings which many people come to see. Our history includes Clarkson and Wilberforce fighting against slavery, The Jesuit movement which has roots to Wisbech Castle, The Peckovers who were one of the founders of Barclays Bank and Octavia Hill who founded the National Trust. It also has an extensive network of underground tunnels that have had many uses such as smuggling. This is seen most clearly on Heritage Open Day, where people always come away pleasantly surprised about the amount of heritage the town has to offer.

A focus on tourism will help the town by bringing prosperity. We can do this by:-

- Developing a Cultural quarter in Museum Square and link to the proposed FDC Cultural Strategy
- Look to reopen the tunnels under the town as a tourist attraction
- Reinvigorating the Wisbech Tourism group, using it as a forum to bring together the different visitor attractions in Wisbech to co-ordinate on
- FDC Economic Development team try to focus on attracting hotel and leisure services
- FDC Economic Development Team and Wisbech Town Council to work together to push Wisbech Tourism nationally and increase dwell time in the town by promoting 'The Wisbech Experience'

## 7. Repair Derelict Buildings

Wisbech has a number of derelict buildings which have been caused by neglect and/or arson. It is highly unlikely that these will ever be bought back into use due to viability issues – in particular, the Phoenix Hotel. Work has been done to draw up a list of these buildings and develop approaches to each. With the Phoenix Hotel, a strategy which may succeed is to use a CPO and build flats at the back. Other buildings would simply look better with a fresh lick of paint or cleared gutters. A small fund that was tied to owners making improvements to their properties would incentivise the town being well kept, helping to attract visitors.

## 8. Commercialisation of Wisbech Port

Wisbech is unique in Fenland in the fact it is a port town – a fact which has played a key role in the town's history. The port supplies timber to a local business and has the potential to be more of a commercial opportunity. The land surrounding the Port has also been earmarked for development for a number of years and to begin this could bring up that whole area which is currently not very visually appealing. Providing attractive 1- and 2-bedroom apartments would give the area a big lift. This could be the ideal place for the Combined Authority to trial its plans for the £100k home.



Regarding the commercialisation of the port, it is currently hard for larger vessels to turn in the port due to the tight circle. We also need to think about how the port relates to a possible future Nene barrage – which may require creative solutions to maximise the benefits to the town as whole from both initiatives. The capital works to enhance this are in the region of £1 million. The actions falling out of this are for CPCA to help:

- Accelerate development round the port
- Fund, or help seek funds, to enable works to increase commercialisation

## What happens now?

We have set out a plan for Wisbech which, along with the Fenland-wide strategy document, can transform the town, showing which interventions can make a real difference.

We now look forward to working constructively with the Cambridgeshire and Peterborough Combined Authority (CPCA), and its Mayor, James Palmer, to implementing these ideas. This will require both direct support from the Combined Authority, and the resources needed to take these ideas to key government funds such as the Stronger Towns Fund, as and when they come forward.

This work will be overseen by Fenland District Council, working in conjunction with the town team that was put together for this work.





# March:

## A Destination Market Town

### Market Town Masterplan



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## Introduction

What is Growing Fenland? This Combined Authority sponsored report is part of a series of reports that together provide a master plan approach for Fenland through 4 town based plans and an overarching strategy report.

A lot of strategy has historically focused on making cities work well, and assuming the rest will follow. But because the Fenland area economy is recognised as separate, and in some ways quite isolated with sub-standard transport links, this approach won't work for us. We need a strategy for each of our towns, which helps them prosper, and delivers the best quality of life for the people who live here. This must acknowledge where we have links to other towns or cities, while seeking to build strength in our places. The Combined Authority is committed to doubling economic output across Cambridgeshire and Peterborough by 2040 – to do this, all areas are going to have to succeed, not just the city based economies.

To make this happen, the Combined Authority has decided to support a process of creating market town plans for each town in our district – Chatteris, March, Whittlesey, and Wisbech. These plans will be used to bid for funding from the Combined Authority and other funding providers, based on the vision for each town.

To develop these plans, each town has established a town team, consisting of representatives from business, local government, schools, and others. The town team has looked at life in the town from every angle, and has developed a vision for each town.

***“Our vision is that March will be a destination market town where people want to live and work. We will be a destination for shoppers and visitors looking to enjoy the revitalised high street. We will be a destination for employers looking for ambitious and highly skilled employees. We will be a destination for households looking for affordable homes in friendly, safe, attractive neighbourhoods.***

***We will do this by making the centre of town a high-quality destination for people looking to work, shop, eat, drink and relax. Shoppers will have a choice of prestigious brands and niche, locally rooted offers. The strength of the retail offer will be matched by the night-time economy, offering a wide variety of food, drink and entertainment venues.”***

## March – an overview of the town

***March is a friendly town with many assets and strengths. To continue to prosper we know that we need to improve the town centre, build the right homes in the right places, make best use of empty business premises, help businesses develop and grow, and keep hold of learners and workers.***

### Local assets and a friendly community

March is an attractive and popular place to live. The town's population continues to grow strongly as people are attracted by the offer of good quality housing, new community facilities, including a modern library and recently developed Academy, along with a low crime rate.

Residents take pride in March's strong sense of community and friendliness, its many voluntary groups and societies, and a range of popular events throughout the year, such as St George's Fayre, the Summer Festival, Memorial Service and the Christmas Market all held in the centre of town.

March grew up as a very significant railway town and has retained large railway sidings and network rail operations. The town has the potential for improved connectivity through the existing links by rail, road, and river to other towns and cities.

***"It's friendly, lovely. An amazing place to live."***

We have an active Town Team that includes local businesses who are keen to make a further contribution to the success and vitality of the town.

While the population overall is set to grow, by about a third to 2036, it is also set to grow older. **The proportion of the working age population will decline from 62% to 56%.** This points to one of the most significant challenges facing March.

### Need to boost access to education and job opportunities

**Too many of March's talented and ambitious young people have to leave the town to access the educational and employment opportunities to which they aspire.** We have heard directly from young people about the struggles they face when trying to take opportunities to develop their skills and ready themselves for the world of work.

In recent years, school performance at primary and secondary stages has also trailed behind local and national averages. We have heard that one of the reasons that schools sometimes struggle to deliver on a consistent basis is that there are not enough affordable homes for teachers and other key workers and young professionals.

***"People have to leave March to get a job or an apprenticeship."***

Compounding this problem, **opportunities in the town for apprenticeships, work experience and training from age 16 are limited**, while the opportunities that do exist are not reaching potential candidates. There appears to be a

mismatch between local people looking for apprenticeships, and employers looking for apprentices but struggling to find local candidates.

At the same time, opportunities to learn, work and train outside the town are often made difficult by **transport connections that are too expensive, uncoordinated, or simply not running at the time of the day** when people need them. This applies to both bus and train routes.

## A mixed skilled picture

In terms of adult education and skills, the town retains **the core of an educated professional workforce**. This includes a concentration of public sector jobs, with Fenland District Council offices and HMP Whitemoor nearby. We have a small cluster of high-tech engineering businesses, such as PCML, Qualitetch, Liberate Engineering, and Mundell. As set out in Figure 1 below, a fifth of the local population is educated to NVQ4 or above. This is another of March's strengths.

However, our overall skill levels are lower than the Cambridgeshire and national averages. Like the rest of Fenland, **nearly a third of the population has no qualifications**.

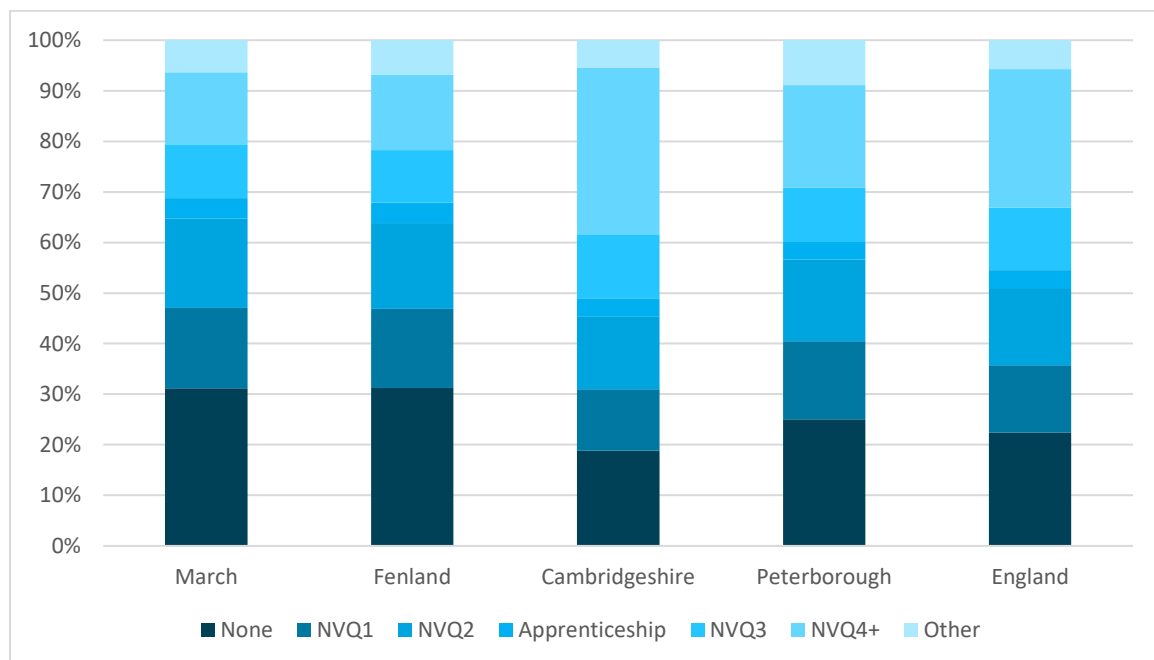


Fig 1: Highest level of academic qualifications

The new Academy, with its range of facilities, dynamic leadership and commitment to working with local partners is part of the answer to this challenge.

However, more effort and coordination are required to achieve three connected goals.

The first is the need to **better link up apprenticeships with potential candidates** within March and beyond. Together we will work closely with the Combined Authority on the implementation of the apprenticeship brokerage programme and bring forward local partners to pilot the scheme in March.

***"The challenge is to create a critical mass of hi-tech, high-value added companies."***

Second, we need to make it easier for people in March to **travel to places where they can further their education and career.**

Third, we need to nurture the **further development of a cluster of high-tech, high-skill jobs** that will retain more of the town's young people and attract new talent. The potential is there, but we need coordinated activity to build on what already exists.

## A high street with huge potential

**March's most under-utilised assets are the high street and the riverfront.**

The town's central shopping parade boasts some beautiful, historic architecture, the iconic war memorial and some popular, long-standing stores. However, **the retail offer as a whole is not as strong as it was – or could be in future.** When we spoke to local residents this was the biggest issue they raised, along with congestion, which we discuss below. Their words are borne out by available data. The retail vacancy rate for the area defined as March Town Centre is 3.3%, which has climbed steeply from 0.3% in 2015. This compares unfavourably to a UK rate of 2.3% and reflects a quite rapid decline. Relatedly, the "Months-on-the-Market" measure shows an average of 19.9 months for a retail property in March to be taken on – well above the UK average of 9.4 months.

**As much as the main thoroughfare needs revitalising, the river and Nene Parade in particular have huge but untapped potential.** Nene Parade is the iconic view of the town and already contains the oldest building in March (the Ship Inn pub) and a few restaurants. These look out over the bank down to the River Nene, and across the river to the historic Town Hall. The river attracts some narrowboaters, but there is much more we can do with this area.

While some of our local treasures are obscured from view, a few highly-visible derelict eyesores – such as the long-vacant Indoor Market, the dilapidated Collingwood's auction house at the top of Broad Street, and the long vacated Freezer Shop in Station Road – send a negative signal to residents and visitors alike.

Improving the appeal of the town centre could also **realise the potential of March's night-time economy.** The town's Pubwatch group attracts upwards of twenty landlords to its meetings. There appears to be an opportunity here to create more of an evening economy to bring additional expenditure and more of a buzz into the town.

In a bid to the government's Future High Street Fund, there is the aim to make a winning case for investment in an iconic new development that will breathe new life into the town. This could include improved leisure and retail opportunities as well as spaces for smaller businesses and start-ups to cluster and network on and around the high street and riverfront.

## Connected but congested

*"The car is King in March."*

*"It feels difficult and dangerous [to walk around]."*

**In some ways, March is a well-connected place.** We have a railway station, unlike other market towns. **However, traffic dominates the centre of town.** Overall, this can make shopping or simply strolling through town a stressful experience. Through initial engagement as part of this process, residents consistently identified traffic congestion as one of the main issues in the town.

The twelve-month average concentration of NO<sub>2</sub> on Broad Street for 2018 was 39.59µg/m<sup>3</sup>, pushing the European Union’s legal limit of 40µg/m<sup>3</sup> (though note, these figures can be subject to revision). This pollution is produced by idling vehicles on this congested stretch of road.

A Combined Authority sponsored Transport Study for March, which will be ready for public feedback early in 2020 is much anticipated. It is expected to provide some options around reduced congestion, an enhanced town centre and improved connectivity for the town. The town team look forward to supporting the outcomes of this study where they match the aims of this report.

The problem of congestion is also driven by the issue identified above. That too many people looking to work and learn have to travel out of town every day, putting great pressure on the road network. This is reflected in Fig 2 below, which shows how many workers currently travel to other parts of Fenland and beyond.

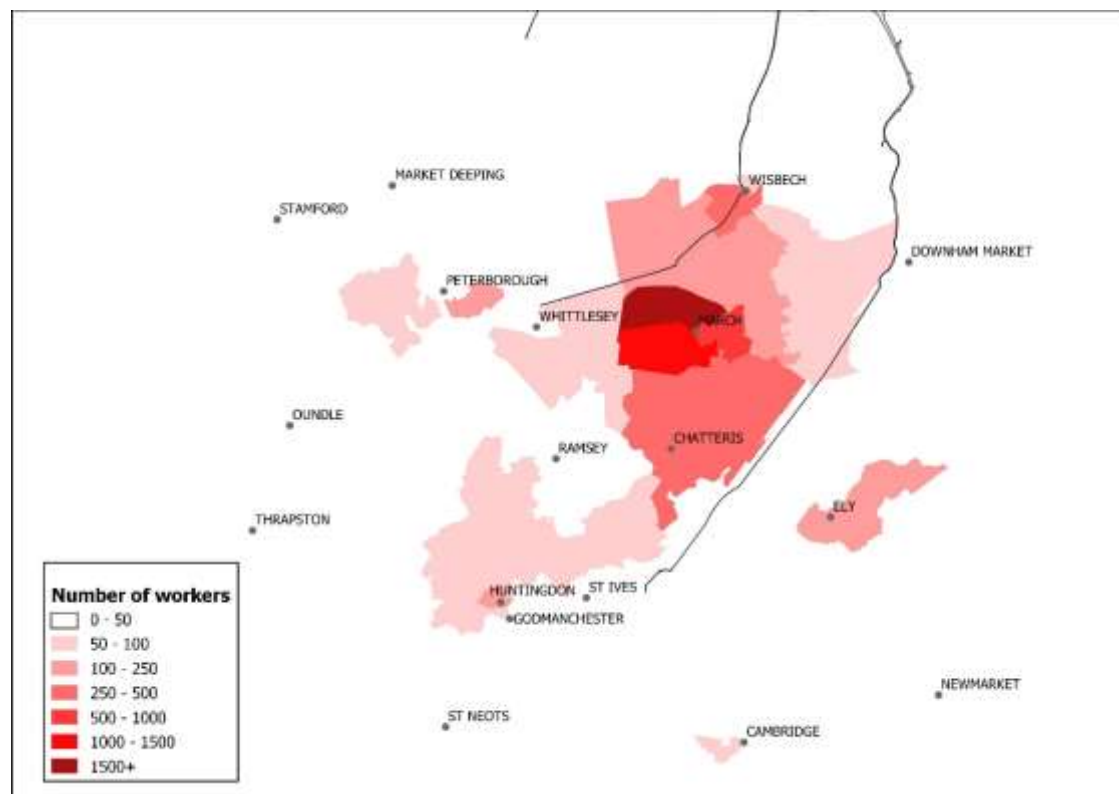


Fig 2: Where March residents work – commuting in all directions

*“The internet speed where we live is slower compared to where we used to live.”*

Whilst the majority of the town has good internet connectivity, a further brake on our connectivity, which also impacts on our ability to set the new skills agenda, is the **comparatively slow broadband speeds** in some parts of the town. This was an issue raised by residents in the early initial consultation for this work.

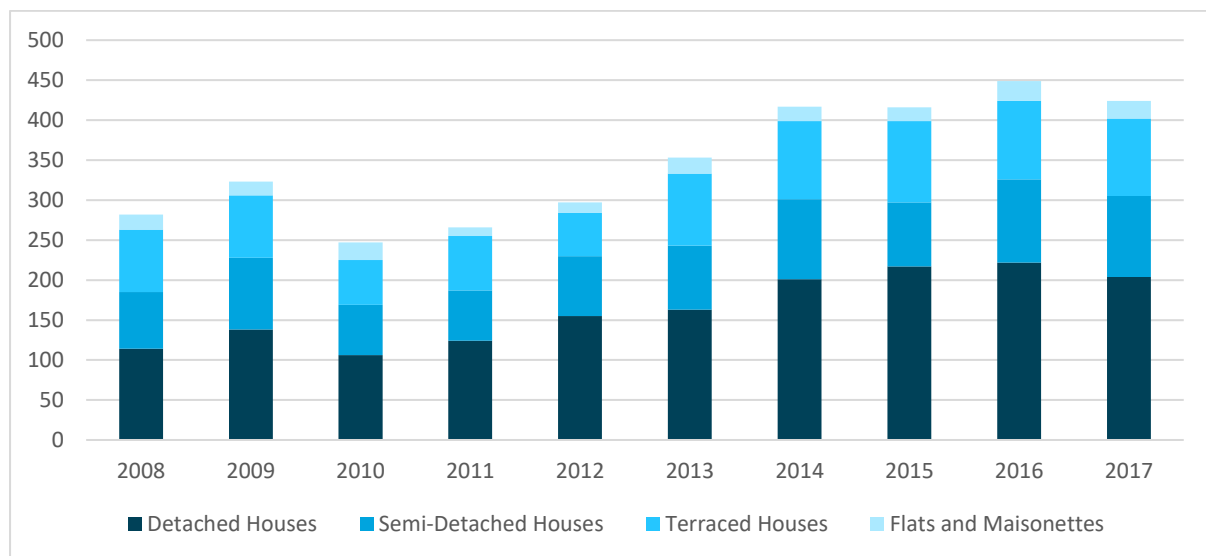
## An under-supply of new homes

While the quality of housing in March is high, **house sales have plateaued in recent years**, as illustrated in Fig. 3 below. Development sites have been identified, to the south east and south west

of the town, taking the western boundary of March closer to the A141. **However, progress through the planning process has been slow.**

**There is a growing risk that March's pipeline of affordable homes, especially for key workers such as teachers, will run dry.** This is particularly true of build types, especially flats and maisonettes, favoured by some young professionals – detached houses still dominate housing sales in the town.

Meanwhile, there are many areas in the vicinity that are building large numbers of homes and benefitting from wider investment as a result. For example, the North Ely development will deliver 3,000 homes alongside the development of a large new country park and the North Stowe new town development of 10,000 homes will include a range of transport and other opportunities



*Fig 3: Sales of housing types in March since 2008*

It is clear that March would benefit from a means of ensuring that the right properties are available for those who choose to live in March. It isn't clear where the barriers exist to releasing some of the areas already identified for development. For the town to continue to prosper, a range of options need to be considered and made available for decision makers, land owners and developers alongside the developing local plan process.



## March – what residents are telling us

Our work consulting the community on the initial ideas in the plan brought out the following key themes.

### *Likes*

The most common response to what people liked about the town was the ‘sense of community’, with respondents making reference to the friendliness of “good people”. Respondents also made reference to the smallness and quietness of the town, the rural setting / easy access to the countryside, and the pleasantness of having a river running through the centre of town. Events in the town, such as the Christmas Market and St George’s Fair, were also mentioned.

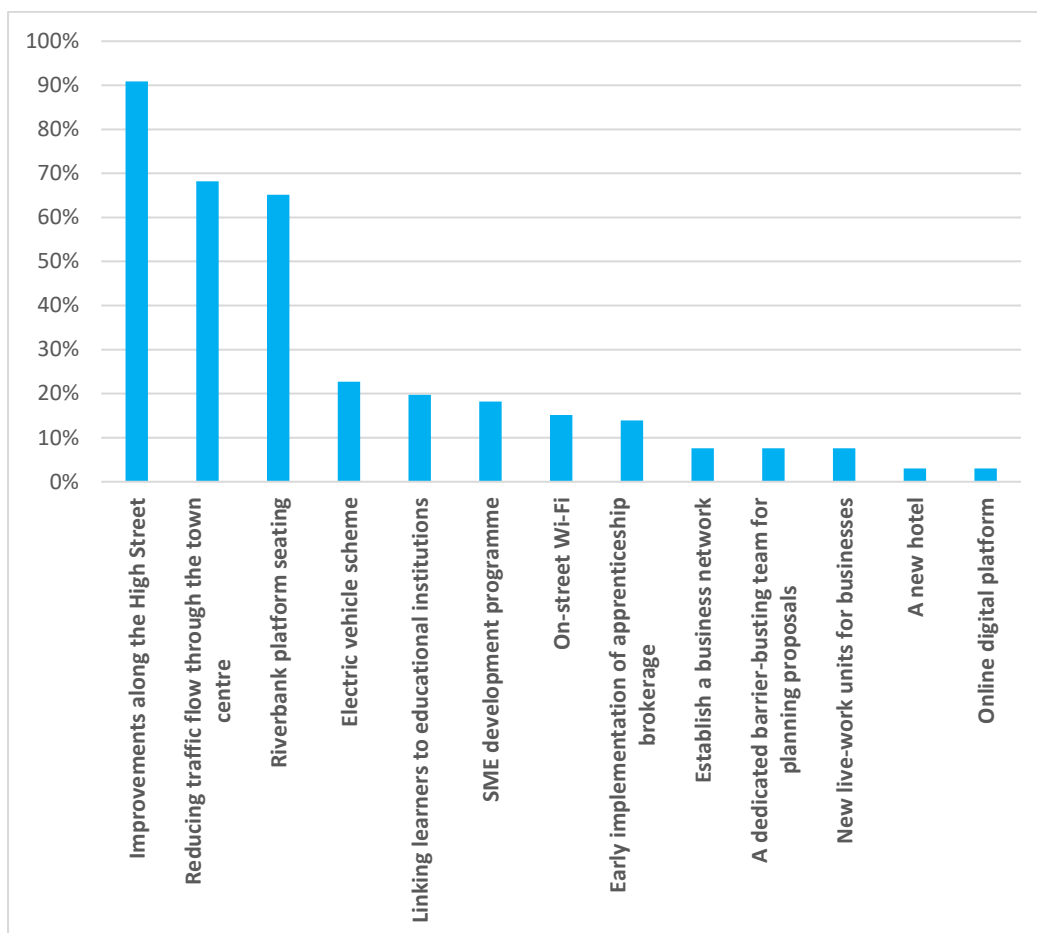
### *Dislikes*

Traffic emerged as the main dislike residents had. People felt there was “not enough room for pedestrians” and too much “traffic going through town centre”. As a result, these are the issues we aim to address in this document. The other issue often raised was the limited variety of local shops, with lots of the same type of shops and not enough known brands.

### *Improvements*

The main improvement people identified was the potential to do more with the high street and market square, generally improving the quality and appeal and tackling some of the derelict buildings identified in the profile.

### *Favourite ideas from the community consultation*



Source: Analysis of Fenland District Council data. Height of bars shows the proportion of residents who chose an idea in their top three.

**When asked to identify their favourite ideas, resident and visitors asked expressed some very clear preferences:**

- **Improvements along the High Street (91%)**
- **Reducing traffic flow through the centre of town (68%);**
- **Riverbank platform seating (65%).**

## March – A destination market town

**Our vision is that March will be a destination market town where people want to live and work.**

We will be a destination for shoppers and visitors looking to enjoy the revitalised high street. We will be a destination for employers looking for ambitious and highly skilled employees. We will be a destination for households looking for affordable homes in friendly, safe, attractive neighbourhoods.

We will do that by making the centre of town a high-quality destination for people looking to work, shop, eat, drink and relax. Shoppers will have a choice of prestigious brands and niche, locally rooted offers. The strength of the retail offer will be matched by the night-time economy, offering a wide variety of food, drink and entertainment venues. The 'star attraction' for March will be a redesign of the area around the River Nene to create a pleasant area to spend time and relax.

Unused buildings in the centre of town will be brought to life, for a range of uses, while street furniture and attractive shop frontages will give the centre a distinctive look and feel.

We will tackle congestion on Broad Street and make it easier and safer to walk and cycle in the centre of town. An in-depth transport study is under way at the moment, which will no doubt inform the final approach, but the ambition is to make the town centre feel less congested and as a result more attractive.

The strategy will support small and medium sized businesses to develop and grow in the town, through a programme of expert support, including access to funding, premises and networking.

Within our other proposals, a town website could promote all the ways that people can shop, have fun and relax in March. It could also be a place where local residents, community groups and enterprises can share and hear about what is going on in the town.

## Key proposals for March

We have identified a package of connected interventions that will make a lasting difference to March:

### 1. Improving the town centre

#### a. Appearance and appeal

Delivering a range of major changes that will remove or activate derelict or vacant buildings and improve the overall appearance and appeal of the high street.

#### b. Reducing traffic flow through the centre of town

We will support and inform the Combined Authority's Local Transport Strategy where it delivers an improved town centre that assists the development of the town centre economy, public transport improvements, and cycling and pedestrian access to the town.

#### c. Development of the riverbank asset

We will investigate the possibility to develop a tiered seating area and platform area on both sides of the town bridge to allow the asset of the river to be seen and enjoyed. The aim is to open access to the riverside and provide new areas for residents, workers and visitors to eat, relax and socialise.

#### d. On street Wi-Fi

To support the enhanced town centre we will install a zone of free to the user Wi-Fi access as a further addition to our high street offer.

#### e. Electric vehicle charging points

We will encourage the use of electric vehicles for those living, working or visiting the town centre by provide charging points within town centre car parks.

### 2. Small and medium sized enterprise development programme

We will invest in a new programme that will enable local small-to-medium sized enterprises to network, grow and develop new products and services, across different sectors.

### 3. Improving the availability of properties

To enable a coordinated solution to the broader development of the town, both minor and major developments, a Challenge Busting Team will bring together land owners, developers and the local councils to ensure that March can continue to deliver the range of properties that the town needs for future years, in line with local plans.

## 4. Other future options

### a. New town website

We will develop a brand new website that will promote everything we have to offer to visitors, and provide a single reference point for all information about the town.

### b. Develop a 'car club'

We will trial a new car club that makes available a pool of rechargeable electric or hybrid vehicles to be rented or used by the hour by residents and local small and medium sized enterprises.

We unpack each of these in more detail below.

## 1a. Improving the appearance and appeal of the town centre

### Strategic Case

A programme of targeted improvements to the appearance and overall appeal of our high street. This intervention would work well in conjunction with the riverside platform seating. In tandem, these would bring more activity and vibrancy to the centre of town.

As set out in the profile section of this masterplan, our High Street contains some beautiful and historic architecture, as well as some highly-visible derelict eyesores, such as the long-vacant indoor market, the old auction house at the top of Broad Street, and the old freezer shop on Station Road. Such sites send a negative signal to residents and visitors alike.

There is also a high level of first floor vacancy, where above-shop accommodation lies empty. This results in a deteriorating condition for many buildings along the High Street, including blocked gutters, vegetation in roofs and walls, failing or poor-quality windows, and unattractive shop fronts.

The retail vacancy rate for the area defined as March Town Centre is 3.3%, which has climbed steeply from 0.3% in 2015. This compares unfavourably to a UK rate of 2.3% and reflects a quite rapid decline. Relatedly, the “Months-on-the-Market” measure shows an average of 19.9 months for a retail property in March to be taken on – well above the UK average of 9.4 months.

This decline is driven by wider changes in retail habits, but there is more we can do to improve our high street. As well as making physical improvements to the high street, as described below, a programme of investment would send a strong signal of belief and be used as a powerful hook to attract both a wider range of shops and other activities and amenities.

Our proposal is for a programme of coordinated investment in the high street that would include:

- Dealing with the acknowledged eyesores and vacant buildings as part of the development of the town centre in line with the Future High Street Fund bid outlined below. This could be done through significant re-development to re-purpose, or demolition to make way for a new development.
- Installing eye-catching street furniture. This could be a mixture of traditional features such as benches, bins, water fountains and less conventional features such a ‘hang out space’ as well as electric vehicle re-charging points in nearby car parks.
- Improved signage around the high street and beyond that makes consistent reference to key landmarks (such as the Town Hall and War Memorial) and directs and encourages people to explore the distinct parts of the high street and the areas around it.
- A shop frontage improvement schemes, offering access to experts and a small amount of capital funding to create attractive and modern-looking frontages.
- Ensure local In Bloom and other volunteers are able to continue to make the town look great.
- Work with landlords to arrange obvious improvement work like gutter clearance.
- Bringing currently vacant first-floor units back into use. This could be a mixture of residential use, office or maker space, and live-work units. These would need to be modern, attractive and well-managed and marketed by a qualified agency, as well as being affordable to local businesses. This is in line with our ambition to create a cluster of high-tech, high-skill jobs in March.

- To support the March Area Transport Study in the re-designing of traffic flow through the town centre to encourage walking, cycling and town centre activities and events.
- Create 'space to breath' in the town centre.

The introduction of free wi-fi to the centre of town is also designed to encourage greater activity and interaction.

Whether funded as part of a wider Future High Streets Fund package or as a stand-alone set of improvements, these measures should boost the look and feel of the high street. From a place that is dominated by cars and feels, as per feedback in the overview, "difficult and dangerous" for pedestrians, to a place that is much more attractive and welcoming to shoppers, visitors and workers alike.

## Financial Case

Fenland District Council has included an outline proposal in its initial Future High Streets Fund bid. Funding has now been allocated to work this up into a full business case to attract further funding from government. The return on investment from a successful programme of improvements would be significant.

## Management Case

This is multi-layered project; the extent of which depends on the precise mixture of ingredients. It ranges from immediate, practical changes such as clearing gutters; through to more creative changes that require some design, such as wayfinding and improving shop frontages; to somewhat longer-term shifts, such as bringing vacant first-floor units back into use.

This project would likely to need to engage specialist advice on issues like wayfinding, where expert input could lead to more innovative proposals.

Contractors would be required to deliver certain elements such as the frontage improvement schemes.

Local businesses and retailers on the high street would of course be a core partner. They would need to be engaged early on and throughout, so they benefit from and contribute to the project, and understand the impact of any potential inconvenience.

Another important set of partners are the residents and businesses, some of whom may not currently live in March, who could be attracted to occupy first-floor units.

## 1b. Reducing traffic flow through the centre of town

### Strategic Case

The problem with traffic in March town centre is clear. Traffic data collected as part of the March Area Transport Study revealed speeds of under 10mph both north and southbound through the centre of town.

This heavy traffic has a negative effect on local air quality. The twelve-month average concentration of NO<sub>2</sub> recorded on Broad Street for 2018 was 39.59µg/m<sup>3</sup>. Even allowing for variability, this is pushing the European Union's legal limit of 40µg/m<sup>3</sup>. This pollution is produced by idling vehicles on this frequently congested stretch of road.

Within our public consultation, reducing traffic flow through the centre of town received the second most priority preferences, with 68% of respondents identifying it as one of their three favourite proposals.

Such an unpleasant situation makes it difficult to attract visitors, shoppers and businesses to the town centre and works against the positive impacts of the other proposals in this masterplan. Similar public consultation elsewhere ([Smarter Cambridge Transport](#)) has argued that it is necessary to go beyond minor changes and that we must design urban roads and streets to be attractive and convenient places to walk, cycle and use public transport.<sup>1</sup>

In the above context, it is clear we need to reduce the feel of the overall amount of traffic on Broad Street and make it more attractive to pedestrians and cyclists.

Any changes to traffic in Broad Street could improve other current traffic situations in the town and make it easier to drive out of the market square and similar junctions within the town.

An in-depth transport study supported by the Combined Authority is currently under way and will include public consultation in early 2020. We will support this where it meets our aim to make the town centre more walkable and give a boost to the shops here.

## Funding

Alongside the transport study, Fenland District Council has included an outline proposal in its Future High Streets Fund bid. This is under development, and will result in a business case which looks to government for funding.

## Management

The transport study will inform the final approach, but the changes are likely to require:

- Engagement and communication with residents and stakeholders – including engagement with businesses on the short-term impact of changes to the road.
- Further assessments of likely impact on traffic flow and potential modal shift.
- Detailed assessment of required engineering works.
- Identification of additional changes and modification required to adjoining roads, including signage, and the scope for inbound flow control.

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<sup>1</sup> <https://www.smartertransport.uk/smarter-cambridge-transport-urban-congestion-enquiry/>



## 1c. Development of the riverside asset

### Strategic Case

New platform or tiered seating on the riverbank, located on either side of the town bridge, will create a new focal point for residents, workers and visitors to eat, relax and socialise. This is part of the bid being submitted to central government's 'Future High Streets Fund'.

As set out in the profile of the town, March faces many of the same challenges encountered by other market towns. The town centre is congested, retail patterns are changing, and there are some empty, derelict and abandoned premises in the heart of the town centre.

Looking ahead, the high street of the future will be less a place where individuals shop, and more of a location for groups of people to socialise, relax and enjoy their leisure time.

March has the potential to become such a 'destination location'. The River Nene runs through the centre of town. We have a range of pubs, with an active and committed group of local landlords. The town has some beautiful and historic architecture; including the Town Hall, Fountain and War Memorial on Broad Street.

To realise that potential we need to do more with the assets we have and address the reasons why March, as it is today, isn't attracting more people.

In the bid to the Future High Streets Fund, this has been focussed upon to deliver the town centre growth of leisure, retail and culture.

The improved riverside seating would be the 'star attraction' of the area along Nene Parade offering an iconic view of the town, including the oldest building in March (the Ship Inn pub) and restaurants. These restaurants look out over the bank down to the River Nene, and across to the historic Town Hall.

The river is currently not accessible to residents of the town, due to the busy roads, high fences and steep banks. The river represents the connection of March to the old trading and access routes within this historic Fenland landscape. By improving access to the river bank, and to leisure options such as day boats, we hope to open up a new appreciation of this valuable asset within the heart of our town.

The seating would offer:

- Spaciously-designed seating arrangements so people can relax and use the space.
- Much easier access to and from the riverside for residents wanting to access the water and visitors to the town e.g. narrow boaters.
- Access to the free wi-fi that is also proposed in this masterplan.
- Safety features such as railings.

The proposal is scalable, but the development would need to be of sufficient size to become a recognised 'feature' and make a meaningful difference to the look, feel and appeal of this central part of town.

### Funding

Estimates are based on experience of a smaller project elsewhere, the Porter Brook Pocket Park, where it is estimated that Sheffield City Council spent £1.35m. There is already evidence that the Porter Brook Pocket Park has revitalised part of the city centre and increased local spend. It is therefore anticipated that this large scale project will cost between £3 and £5 million.

## Management

This would be a significant, but deliverable. Working with Middle Level Commissioners, the project would require several inputs:

- Geotechnical assessment including any flood risk implication
- Detailed design
- Consultation with local residents and stakeholders on potential uses, features and appearance
- Installation

### CASE STUDY

Sheffield's Porter Brook Pocket Park won the 'Contribution to the Built Environment' award at the Living Waterways Awards ceremony in 2016. The purpose of the project was to open up and utilise an under-used part of a small scale riverside space. The project involved removal of a culvert and the development a tiered new terrace that enables residents to access the riverside.

Video - <https://www.youtube.com/watch?v=oexE1N4WwvU>

## 1d. On street Wi-Fi

### Strategic Case

The development of digital technologies has had an inescapable impact on our high streets. However, prophecies of the total demise of the high street overlook the fact that humans are, and always will be, physical creatures, benefiting from face to face interaction. People will also often want to look at and assess goods before buying them. The fact that Amazon, one of the dominant forces in e-commerce, is now trialling pop-up shops on the UK High Street testifies to the continued importance of the physical high street, and the opportunity which exists to combine the digital and the physical.

Successful high streets of the future will be those which manage to do this. The towns in Fenland enjoy good broadband – with superfast or ultrafast broadband in most of March. The next step to future proof the high street will be the installation of free on-street Wi-Fi – this is one of the basics in providing an integrated digital/physical experience for the future, and may well become a criteria for national chains when deciding where to set up. Bill Grimsey, Former Chief Executive of Iceland and one of Wickes' subsidiary businesses, set out as a key recommendation in his second review of the High Street to "provide free public Wi-Fi and well-connected workplaces that support flexible working patterns and attract freelancers to high streets and town centres."

Our proposal for the Wi-Fi is deliberately constrained to the town centre is to encourage people in to it. It would encompass Broad Street to market square and the proposed new seating area.

## Financial

The estimated total cost for installing the Wi-Fi in March is around £20,000, followed by an annual charge of £2,000 for a seven-year period. We can access Cambridgeshire County Council funding through the Connecting Cambridgeshire programme.

## Management

The installation of the points for the on-street Wi-Fi would be managed by Connecting Cambridgeshire – who already have experience of successfully installing on-street Wi-Fi in Cambridge and Ely. The network could be supported by Cambs Wi-Fi. The Town Team will work with Connecting Cambridgeshire to ensure the user interface is optimised for a visitor to the town.

## 1e. Electric vehicle charging points

### Strategic Case

We will encourage the use of electric vehicles for those living, working or visiting the town centre by provide charging points within town centre car parks. Electric vehicles are becoming increasingly commonplace as awareness grows of the impact of air pollution on the health of current and future generations and the need to reduce CO<sub>2</sub> emissions from transport.

There are environmental, economic and social reasons for supporting the shift to electric vehicles. We want to drive this change.

We therefore propose to install **new electric charging points at key locations** in and around the town.

### Financial

Funding will be sought to install charging points within town centre car parks owned by Fenland District Council.

The work is scalable, but to be viable is expected to cost in the region of £35,000.

### Management

The new charging points will be managed by Fenland District Council, subject to resources available. There are local authority powers available to ensure that the charging points remain accessible to electric car users with usual parking enforcement penalties applicable.

## 2. Small and medium sized enterprise development programme

### Strategic Case

Small to Medium Enterprises (SMEs) are crucial to the long-term financial success of market towns and the UK economy as a whole. The programme would provide:

- Tailored packages for individual businesses;
- Generic, cross-business support such as sector networking; and
- Small-scale grant funding to help businesses access additional support.

The programme would be delivered with an experienced partner. It would be designed to become self-sustaining after an initial period of funding.

By their nature, most SMEs have limited access to funding and staff time to look ahead at future opportunities and threats to develop their businesses accordingly. They could, for example, invest in staff skills and develop new business projects if resources were available. Unlike larger companies, which can appoint staff or outside consultants to do this work, most SME are focused on getting by. We are also informed that business networking in Fenland is limited. In addition, nearby in Wisbech research shows that some SMEs that are operating profitably have limited interest or incentive to expand or do things differently.

The development of a project to address these gaps could include:

- Supporting SMEs to access public investment and private capital.
- Liaising between SMEs and educational providers to shape courses to match future skills needs.
- Increasing the amount and quality of networking between businesses.

We therefore propose a programme of work that would deliver:

- Tailored packages of support in individual SMEs across a range of support needs, including:
  - Business planning and financial management
  - Branding and management including online marketing e.g. how use LinkedIn effectively
  - New product / service development testing
  - Market analysis / horizon scanning
  - Applying for loans and other sources of finance
- A general programme of face-to-face and online networking opportunities, designed and facilitated to encourage SMEs to share information and identify opportunities.
- A transparent small grant programme to enable businesses to access further support outside the programme. Such support might be highly technical or sector-specific.

The following aspects would also need to be considered:

- Qualification criteria, such as company size and turnover.
- The amount of support available to companies and communicating that clearly from the beginning – with the option of SMEs purchasing further support as desired.
- Effective marketing and promotion and proactive engagement of businesses – this is a crucial element, given the current lack of networking and engagement from some SMEs.
- Arrangements for consulting on the detail of the programme with local SMEs.

- Which sectors are eligible and which, if any, should be a priority for support.
- Whether the programme should also look to engage SMEs outside of March with an eye to attracting them to locate to the town.
- The scale and assessment criteria for the small grant pot.
- Coordination of locally available premises in a portfolio format to allow growing businesses to relocate locally.

The programme should be coordinated with and signposted to other support opportunities. These should include the new Greater Cambridgeshire and Peterborough local Skills Support for the Workforce (SSW) contracts, which is aimed at SMEs.

## Financial

A three-year contract should give any delivery partners enough time to deliver the programme. The aim should be for the programme, or elements of it, to become self-sustaining after this period through:

- SMEs buying in tailored packages of support;
- Subscriptions to networking activities;
- SMEs undertaking some of the delivery themselves e.g. responsibility for organising network events.
- Link to any existing business groups, such as Chamber of Commerce.
- Coordination of empty premises to encourage use of empty and under used premises.

We would seek specific costings from suppliers, but could allocate £350,000 for a five-year package.

## Management

There are several providers of SME development programmes on the open market, including private companies and universities. The contract would need to be advertised and commissioned in line with Fenland District Council's procurement policies.

It would be advisable to build some element of local consultation with SMEs before the final detailed programme is agreed.

### 3. Improving the availability of properties

#### Strategic Case

We recognise that there is a lack of coordinated solutions to the broader development of the town. With both minor and major developments stalling or being delayed, there is a risk that the right properties will not be in place to fulfil the needs of the growing town. The town needs to bring together land owners, developers and the local councils to ensure that March can continue to deliver the range of properties that the town needs for future years. This could involve both enabling improved communication and myth busting, but also utilising pump-prime funding and drawing together funding sources and opportunities in line with existing and developing local plans, planning approval/requirements and funding opportunities.

#### Financial

This type of arrangement requires appropriately skilled resource to facilitate the change outlined.

An estimate of costs of this resource is in the region of £350,000 over a 5 year period to enable the appropriate facilitator and support to be provided.

#### Management

Either through a third party or by direct employment through Fenland District Council, the required employees are recruited on suitable contracts and arrangements.

Any resulting network would be well placed to be involved in any developing local plans.

## Other Future Options

### 4a. New town website

#### Strategic Case

Successful market towns have a positive, friendly ‘brand’ that they communicate to the world. Towns such as Skipton and Ludlow have used this approach to great effect with a town website.

The new town website will:

- Promote the brand of March as a destination, especially to outsiders.
- Provide a central repository for local information, such as forthcoming events, business opening hours, and local discounts. While this information is available, it is usually spread across different sources, such as local magazines and Facebook groups, which local residents may not be aware of or subscribe to and outside visitors are very unlikely to know about.
- Link to local organisations to raise their profile and connect them to new members, customers and users.
- Provide information to residents about how to access services online.

We therefore propose to create a new website, clearly branded in line with the vision set out in this master plan, which will provide the information described above. This could be done with a local professional web designer.

While setting up a website is technologically straightforward, with the tools to do so widely available, several factors need to be high quality:

- High quality design, including appropriate and high-quality images, well-written and accurate copy, and ease of navigation – it is vital that the site looks professional and reflects well on the town.
- Importantly, the site needs to be kept up to date to be of value and to avoid disappointing visitors with inaccurate information. This information would need sourcing from liaison with local group and businesses.
- Active management of any discussion boards or discussions forums, including developing a set of rules, and responding to any queries directed to the site.
- Search engine optimisation (known as SEO) so that site appears prominently in response to search terms.

As above, while it is easy to set up a website, setting up and maintaining a good quality site of which the town can be proud requires effort and commitment.

#### Financial

A small amount of funding would be needed at the beginning to design, test and launch the site. This can be between £5k and 10k depending on functionality and design.

Ongoing resources would be needed to maintain the site and volunteer involvement has been used elsewhere to successfully reduce the costs of maintaining such a service.

## Management

There would be huge value in engaging a small group of local stakeholders in the development and testing process. This is useful to the technical process of designing, but also generates buy-in to the idea of the site and generates momentum behind local organisations putting their information on the platform.

Each town team could initially work with a local website designer(s) to develop, test and launch the site. Different skills are required at different points in this process e.g. designing the look and navigation of the site is different from ongoing management. It may be possible to find an organisation with all these skills that can enter into a single contract. Alternatively, different arrangements could be made e.g. one contract to design, test and build up to the point of launch, and another to maintain and promote on an ongoing basis.

As above, there would need to be clear and agreed arrangements for keeping the site regularly up to date. This could be done as part of a contract, or through a local volunteer group.

### CASE STUDY

The first result to searching for “Ludlow” on Google is the town’s website <https://www.ludlow.org.uk/>. This presents high quality and attractive images from the town, has a single strapline – “A bustling market towns”, lists for forthcoming events, and provides two short paragraphs summarising the town’s assets and appealing features. It then then provides more detail on each of these aspects – where to stay, things to do, food and drink etc.

## 4b. Car Club

### Strategic Case

Pooled access to such vehicles also offers an affordable and flexible way for younger, older and lower-income people to get around without owning their own car. This is particularly beneficial to people who are looking to study and gain work experience out of town but are currently frustrated by bus and rail services that are inconvenient. We are aware that this is a problem across Fenland.

Car clubs also offer benefits to households who currently do have a car but, for whatever reason, rarely use them. According to [Comouk](#), car owners who drive fewer than 6-8,000 miles per year can save up to £3,500 each year.

Experience from elsewhere, as described below, suggests that once people are familiar with the idea of a car club, they tend to grow and become more popular. Our investment should therefore be seen as seed funding to germinate a long-term shift to a more accessible and sustainable form of transport for rural and semi-rural areas.

### Financial

Up front funding would cover the cost of purchasing a small fleet of suitable vehicles along with any garaging and charging requirements.

Members of the scheme pay a joining fee and a monthly or ad-hoc fee.

The cost of the scheme in the first year could be £100,000.



## Management

The scheme would need to be administered by an organisation with the requisite capacity and suitable rural, transport and community outreach experience.

An important option for the car club is to allow corporate membership for local businesses, so links to the formed SME network and similar are very important. Consideration could be given for small vans as well as cars should the need be established.

### CASE STUDY

In [Harbury, Warwickshire](#), a village of 3,000 people, they have managed to generate enough usage to support two electric vehicles. These are operated by a private company and come with insurance for drivers aged 19 and over. There is a one-off lifetime fee to begin with of £50, and then an hourly payment. This is used for community services, such as services to help the elderly get to appointments or the shops. The scheme was started with a grant from the Department for Transport worth £18k.

## Next steps

We have set out a vision for March and consulted upon the interventions that can make a real difference to the town.

We now look forward to working constructively with the Cambridgeshire and Peterborough Combined Authority (CPCA), and its Mayor, James Palmer, and other funders or partners to implement these ideas. This will require both direct support from the Combined Authority, and the resources needed to take these ideas to key government funds such as the Stronger Towns Fund as and when they come forward.

It is anticipated that this work will be overseen by Fenland District Council, working in conjunction with a continued team of representatives from the town and developed from those who put together this work.

## The Overall Strategy for Fenland

The recently published Cambridgeshire and Peterborough Independent Economic Review (CPIER) identified that within the Combined Authority there are three distinct sub-economies. There is the Greater Cambridge economy, which includes the many towns where people commute from into Cambridge. There is the Greater Peterborough economy, and its surroundings. But in an important classification, there is also the fen economy, which includes much of our district of Fenland, as well as parts of East Cambridgeshire and Huntingdonshire.

A lot of strategy has historically focused on making cities work well, and assuming the rest will follow. But because our economy is separate, and in some ways quite isolated with sub-standard transport links, this approach won't work for us. We need a strategy for each of our towns, which helps them prosper, and delivers best quality of life for people who live here. This must acknowledge where we have links to other towns or cities, while seeking to build strength in our places. The Combined Authority is committed to doubling economic output across Cambridgeshire and Peterborough by 2040 – to do this, all areas are going to have to succeed, not just the Cambridge economy.

To make this happen, following the CPIER analysis, the Combined Authority has decided to support a process of creating market town plans for each town in our district – Chatteris, March, Whittlesey, and Wisbech. These plans will be used to bid for funding from the Combined Authority and other funding providers, based on the vision for the town.

To develop these plans, each town has established a town team, consisting of representatives from business, local government, schools, and others. The town team has looked at life in the town from every angle, and has developed a vision for each town. They have also worked on ideas which could make a real difference.

The Growing Fenland project tries to capture a balance. On the one hand, each of these towns is unique, with its own particular opportunities, as well as challenges. On the other hand, there are some areas where by working together we can have more of an impact. Therefore, we are publishing a separate report for each of the towns under the same banner.

Because some of the challenges we face are common across all four towns, a Fenland-wide strategy has also been produced. This sets out interventions to tackle socio-economic challenges in our district through what could be real “game changers” for the local community and the local economy.

[Link to strategic document to be included].

## The process to produce this report

To produce this report, we have gone through several stages of information gathering to ensure our recommendations will work for March. These are:

- 1) Data collection, using a variety of sources
- 2) Meetings with the March town team, which has had representation from the town and district councils, businesses, and educational establishments.
- 3) Attending local events to allow residents to express views on the town, and ideas as they have developed
- 4) Interim reports, which set out a summary of key ideas for the town
- 5) Continued consultation and an online survey to refine and develop ideas, and production of final reports.



# Chatteris:

## An Aspirational Community

### Final Report



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## Introduction

### What is Growing Fenland?

The recently published Cambridgeshire and Peterborough Independent Economic Review (CPIER) identified that within the Combined Authority there are three distinct sub-economies. There is the Greater Cambridge economy, which includes the many towns where people commute from into Cambridge. There is the Greater Peterborough economy, and its surroundings. But in an important classification, there is also the fen economy, which includes much of our district of Fenland, as well as parts of East Cambridgeshire and Huntingdonshire.

A lot of strategy has historically focused on making cities work well, and assuming the rest will follow. But because our economy is separate, and in some ways quite isolated with sub-standard transport links, this approach won't work for us. We need a strategy for each of our towns, which helps them prosper, and delivers best quality of life for people who live here. This must acknowledge where we have links to other towns or cities, while seeking to build strength in our places. The Combined Authority is committed to doubling economic output across Cambridgeshire and Peterborough by 2040 – to do this, all areas are going to have to succeed, not just the Cambridge economy.

To make this happen, following the CPIER analysis, the Combined Authority has decided to support a process of creating market town plans for each town in our district – Chatteris, March, Whittlesey, and Wisbech. These plans will be used to bid for funding from the Combined Authority and other funding providers, based on the vision for the town.

To develop these plans, each town has established a town team, consisting of representatives from business, local government, schools, and others. The town team has looked at life in the town from every angle, and has developed a vision for each town. They have also worked on ideas which could make a real difference.

The Growing Fenland project tries to capture a balance. On the one hand, each of these towns is unique, with its own particular opportunities, as well as challenges. On the other hand, there are some areas where, by working together, we can have more of an impact. Therefore, we are publishing four separate reports for each of the towns, but under the same banner – and if you read all four, you will see some crossover.

### The Overall Strategy for Fenland

Because some of the challenges we face are common across all four towns, we have published alongside this a Fenland-wide strategy to set out what some of the real “game changers” will be for our district. They key ideas coming forward from this are:

1. Nene River Barrier
2. Opportunity for full bus franchising



3. A47 Dualling
4. Wisbech Garden Town
5. A New Deal for Education
6. A New Partnership for Skills
7. Early Years Support
8. A Health Action Area
9. An Advanced Manufacturing Launchpad
10. Cambridgeshire Jobs Compact
11. A Mayoral Implementation Taskforce

It is at this level that we hope to tackle challenges around some of the bigger, people-based factors, such as health and education, where the opportunities from acting at a district level are much greater.

### The process to produce this report

To produce this report, we have gone through several stages of information gathering to ensure our recommendations will work for Chatteris. These are:

- 1) Data collection, using a variety of sources.
- 2) Meetings with the Chatteris town team, which has had representation from the town and district councils, businesses, and educational establishments.
- 3) Public meetings to allow residents to express views on the town, and ideas as they have developed
- 4) Interim reports, which set out a summary of key ideas for the town
- 5) Continued consultation and an online survey to refine and develop ideas, and
- 6) Production of final reports, to generate support for our plans and leverage in funding from the Combined Authority and other funding providers.



## Chatteris – an overview of the town

### A Committed Community

A strong sense of community spirit is a defining feature of Chatteris. This can be seen most obviously at some of the bigger community events – like the Christmas light switch on, the midsummer festival, or last year’s Remembrance Parade – but also in the many interest groups and clubs we have in our town. Our local businesses are also very committed to our community – with two business groupings (Chatteris in Business, and the Chatteris Business Cluster).

Our population is growing – having increased by 5.4% (566 people) since 2012<sup>1</sup> – with some new developments around the fringes of our town. This is forecast to continue, though our population will continue to age – while over-65s are 20% of the population now, this is expected to rise to 25% in 2036<sup>2</sup>.

***“We’ve learned to stand on our own two feet” – Chatteris resident***

### A Struggling High Street

However, the High Street at the heart of our town has seen a decline in recent years. Local retailers have noticed a big decline in footfall, particularly since Budgens left the town. The weekly markets have become smaller, though committed traders remain. Banks have also moved away, now only visiting with temporary pop-up shop style provision. As the two major supermarkets in the town (Aldi and Jack’s) are out of the centre of the town, people use these more often, and don’t come into the town – we have also seen (like much of the UK) some of the damaging effects of increased online shopping.

***“The High Street is dying off” – Chatteris Business***

Some residents have perceived these changes to the High Street to reflect increasing levels of deprivation in the town. This is not necessarily correct, however – the evidence shows Chatteris is about average for a town in terms of levels of deprivation.

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<sup>1</sup> ONS population estimates

<sup>2</sup> Cambridgeshire County Council Population Forecasts

### *Chatteris – Index of Multiple Deprivation*



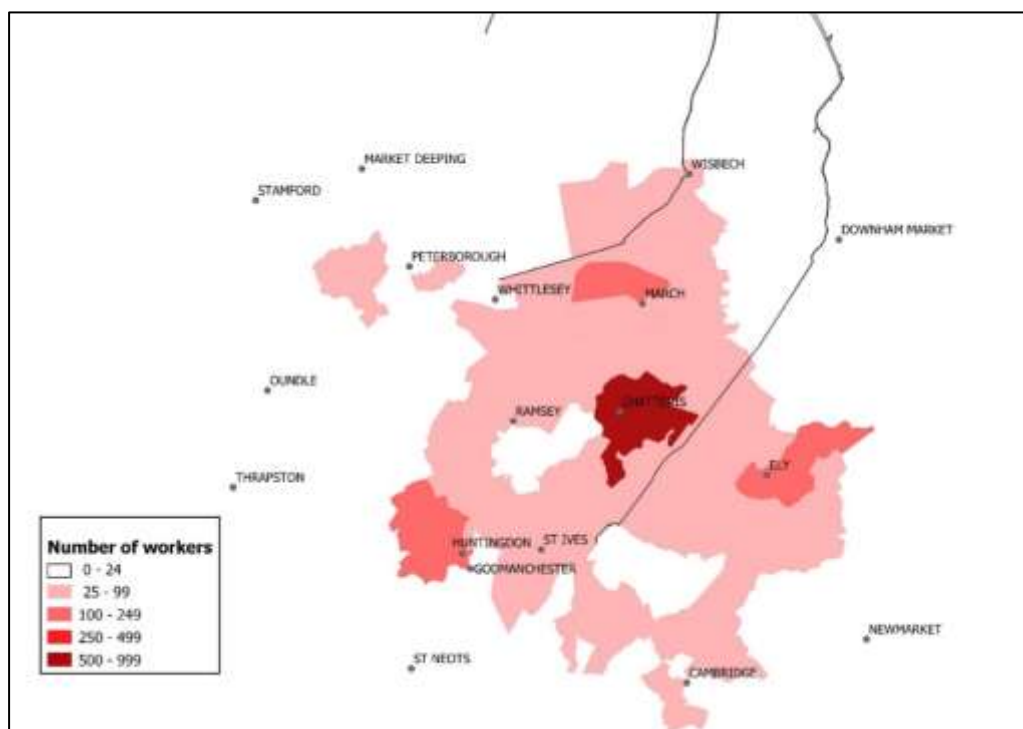
*Source: Analysis of Ministry of Housing, Communities, and Local Government Data (2015).*

While the proportion of households in poverty (20.3% after housing costs) is above Cambridgeshire levels, it is about average for England and Wales.

### **A central location, but poor transport connectivity**

Chatteris “looks in all directions” – with workers commuting to March, Ely, Huntingdon, and to a lesser extent, Cambridge and Peterborough.

*Where Chatteris Residents Work (Census 2011)*



*Source: Analysis of Census 2011 data*

This central location is a real strength for the town, but currently public transport options let Chatteris down. Buses are infrequent, and some key destinations (such as Peterborough) require changing, leading to lengthy journeys (over two hours). This makes commuting via public transport an impossibility in many ways. As a result, Chatteris is very car dependent – 74.7% of Chatteris workers use their cars to get to work, compared to 60.4% for Cambridgeshire and 57.0% for England.

Levels of cycling to work are also low (2.5%), with no good cycle lanes out of the town. Cars drive very quickly down our local A-roads, and they are very exposed to the wind, meaning it can feel unsafe to travel by bike.

More positively, stops at our closest station (Manea) have increased, meaning it is easier to get to Cambridge and Peterborough by rail than before (though we need to improve our links to Manea station).

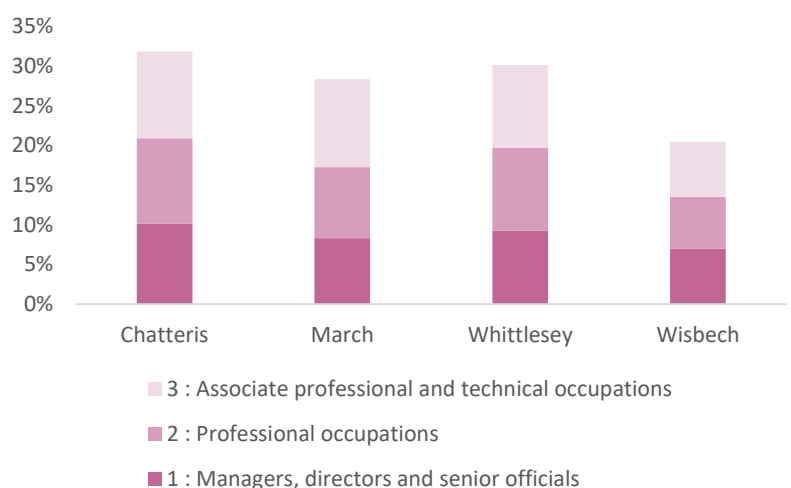
**“Overwhelmingly, the use of public transport was for non-work related activity such as shopping, leisure trips or medical appointments” – Chatteris Community Plan 2018**

## A highly skilled, professional class

Of the four market towns in Fenland, Chatteris has the largest proportions of residents working in the top three occupational categories. 20% of the local employment falls in the “Professional, Scientific, and Technical” sector (ONS Business Register and Employment Survey).

These jobs are provided by some of the high-end businesses around the town, including the emerging Advanced Manufacturing Cluster of high-end firms.

Similarly, 17.9% of Chatteris residents have degree-level qualifications – well above the Fenland average of 14.8%.

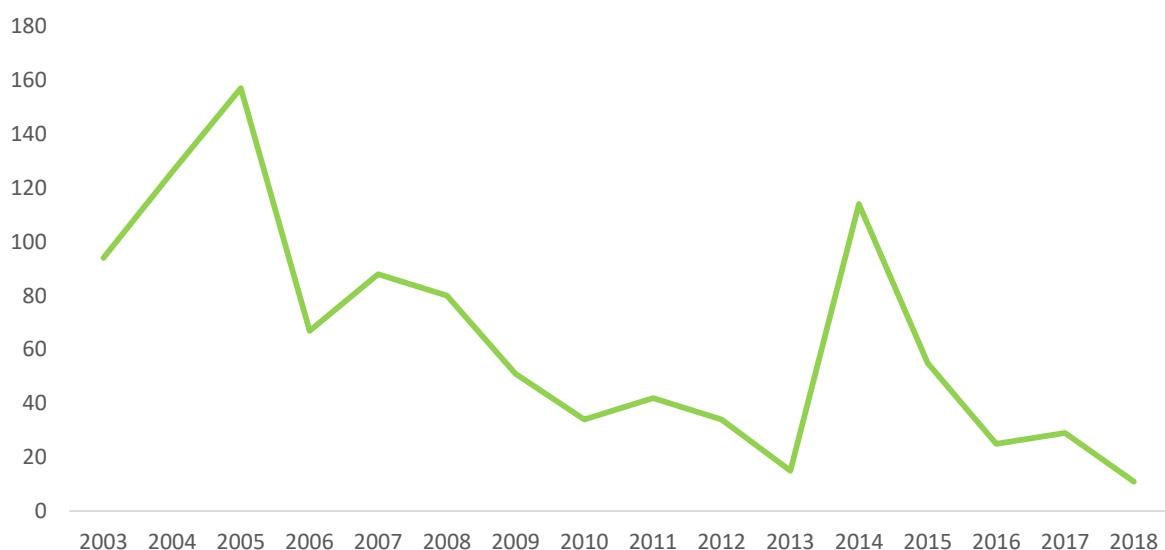


Source: Annual Population Survey

## Difficulties in bringing forward development, but affordable housing

There has been some building of new properties in Chatteris recently, however the general trend over the last fifteen years has been downward, with only a temporary recovery following the financial crisis.

*Housing completions in Chatteris, year ending March*



Source: Cambridgeshire County Council

What is behind this, when plenty of land has been allocated for housing in the Local Plan? The big issue is low land values, meaning there is less of an ‘uplift’ for a developer who wants to build. This also makes it challenging to get developer support for some of the infrastructure needed to build more houses – like roads and utilities. In the longer term, we may find we are also constrained by flood zones.

However, this does also feed through to lower house prices, which are an attractive factor to people – in the recent Chatteris Community Plan consultation, 234 people reported that they moved to Chatteris because housing costs were lower than elsewhere.

### Many outdoor activities, but difficulties accessing the countryside

There are many opportunities for outdoor pursuits in and around Chatteris, including fishing, boating, and walking. This is a real strength of the town which we can and should shout more loudly about. The recent Pocket Park initiative at Little Acre Fen is a great new space, which has had community involvement in its creation.

However, there are some challenges in accessing the local countryside. Generally, the number of rights of way is somewhat limited. In a recent consultation “access to more parks and green spaces” was highlighted as the biggest priority for local residents.

This may be connected to some health outcomes in Chatteris being worse than national and local averages:

	Healthy Eating Adults	Obese Adults
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Chatteris		24.8%	25.9%
Cambridgeshire		32.4%	20.9%
England	28.7%	24.1%	

## Education – a good, and improving picture

The town's high school – the Cromwell Community College – is a real asset for the town. It has a good reputation, and by September 2020 will be the county's first state school offering education all the way through from four to eighteen years. Rates of students achieving 5 A\*-Cs in their GCSEs, at 42% is above the national average of 40%. 97.1% of A-levels which are started are completed, above the England average of 95.4%.



However, the town's primary schools are performing slightly less well, with one being identified by Ofsted as requiring improvement at the most recent inspection, with only 33% of pupils meeting the expected standard (Cambridgeshire – 61%, England – 64%) – though these are improving.

## Chatteris – what residents are telling us

Our work consulting the community brought out the following key themes.

### *Likes*

People mostly express affection for the community spirit, and the aesthetic appeal of the town, with comments like “Sense of community” being common. One resident noted that the affordability of housing was an attractive feature of the town, something we have picked up elsewhere, while another commented the town was “positioned well” – again relating to feedback we have heard about the beneficial geography of the town.

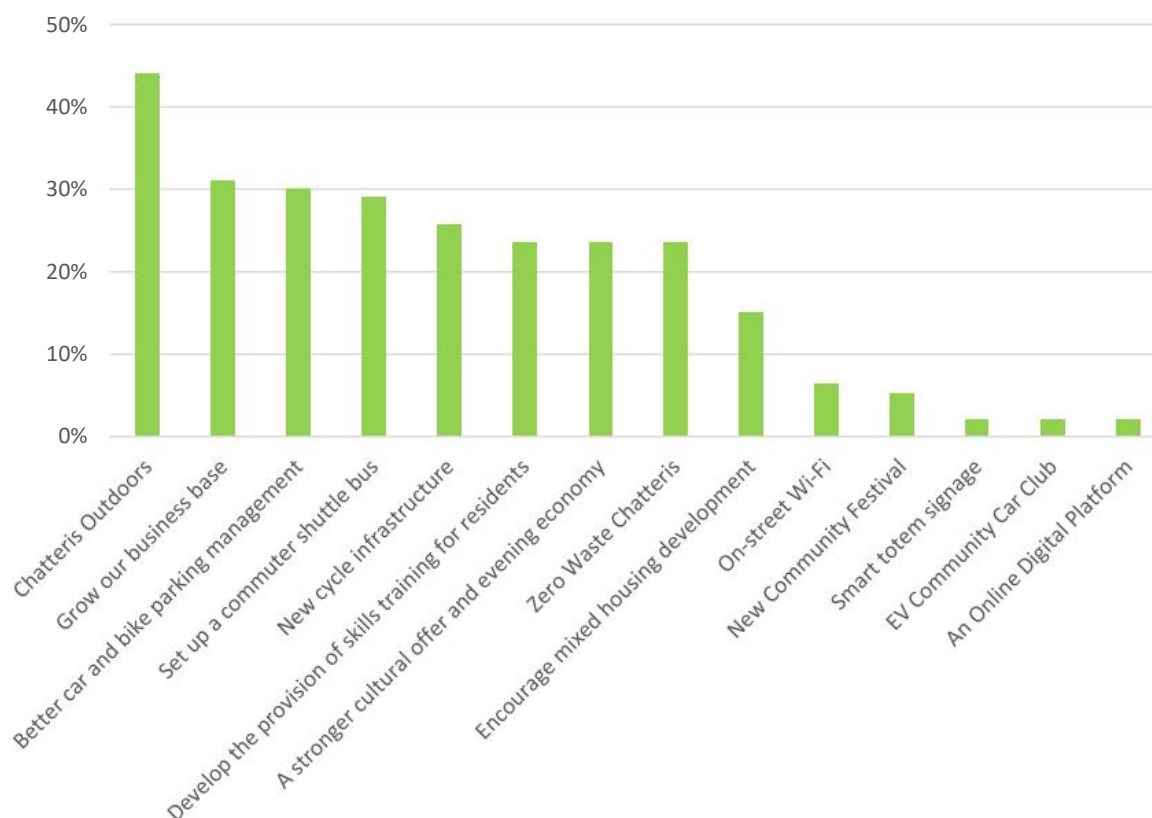
### *Dislikes*

These comments fell into a few categories. The High Street was the predominant concern: “No decent shops”, “demise of high street”, and “Could do with some good shops” were typical. Public transport was another major issue, people feeling the bus service had got “worse and worse”, and linking this to isolation. One commented that there was a real need for more cycleways. Finally, there were also those who felt the town was overlooked relative to other towns, with comments such as “It has not developed as much as surrounding Fenland towns”, and “lack of investment”.

### *Improvements*

This gave a very wide range of responses – with no clear agreement. Again, the high street was the most often mentioned. Improved doctor’s services, support for youth activities, police services, leisure services (including a concern about selling the swimming pool), and local transport were all mentioned.

## Favourite ideas from the interim report



Source: Analysis of Fenland District Council data. Height of bars shows the proportion of residents who chose an idea in their top three.

Clearly, the Chatteris Outdoors concept was the most popular of the ideas given, with almost half of respondents putting it in their top three. Many of the transportation-themed interventions were also popular, as well as those which focused on business and skills – helping our residents to access opportunity. We have taken forward the key ideas identified for development.

## Chatteris – A vision for an aspirational community

**Chatteris brings together high-tech manufacturing, glorious countryside, nationally significant agriculture, and a new national museum in one place.** Very few towns of our size can make such claims. We have grown our own industries, learned independence and worked hard to create a successful town.

Now, we need to combine these strengths to turbo charge our town and grow our prosperity, providing good jobs, excellent education and green access. It is time for a step change in how our town works, thinks about itself, and is thought about by others. We need to show people that Chatteris is the place to be to start a business, buy a home, and bring up a family.

At the centre of our vision for Chatteris is that it will be home to **an aspirational community**.

This captures two things. Firstly, we want our town to be full of aspirers, those who want to succeed, flourish, and make a difference. We want those who live here to have opportunities – and take them. We want to see high quality career pathways, a variety of activities, and excellent schools, making our town attractive for young families and entrepreneurs looking for a place to live.

But secondly, we want our town to be a community. Community spirit is already one of Chatteris' key strengths – we want this to continue to develop and grow. We want to see a bustling high street where people bump into each other, where cultural events give people the opportunity to throw themselves into the life of the community, and where people never feel lonely or unwelcome.



## Nine key proposals for Chatteris

We have nine areas where we know that interventions will make a transformative difference in Chatteris. We recognise that not all of these will be immediately deliverable. Some are areas where an immediate funding boost can help get things moving – others will take time. But over time, we need all of these to come to fruition for our town to prosper.

These ideas are:

### 1. Grow our business base

An Advanced Manufacturing Launchpad and a potential Agri-tech Launchpad facility with scope to support and grow our existing businesses and increased resource for economic development will help us bring more high quality employment to the town.

### 2. Develop the provision of skills training for residents

Local provision associated with industrial development, adult courses, and connections to other skills providers will make sure members of our aspirational community can access the opportunities on offer.

### 3. Promote mixed housing development

To grow and develop our town, we need places for people to live at different stages of their lives. Mixed housing development, along with support for necessary infrastructure to make it happen, will bring people to our town.

### 4. Set up a commuter shuttle bus

Chatteris suffers from poor public transport provision, particularly to centres of employment. A shuttle bus connecting into key transport nodes on the rail network (Ely, Manea) will help us connect residents to opportunity.

### 5. Develop the Chatteris Outdoors platform

Chatteris Outdoors was our most popular idea in the interim reports. We will improve access to and use of our countryside, and develop this as a key attractor for our town.

### 6. Develop a stronger cultural offer and evening economy

High streets are changing, we need to adapt. By encouraging business to trial early evening opening, and encouraging more creative uses in the town, we will restore the popularity of our high street.

### 7. Create new cycle infrastructure

People avoid active travel in the town because it is seen as dangerous. Links to Somersham and Ely will encourage people to exercise more, tackling our town's health challenges.

### 8. Provide better car and bike parking management

To make our high street more attractive and encourage cycle commuting, we need to better manage parking facilities.

## 9. Create a community project funding pot

Our community needs to take ownership of the town to drive improvements. By creating a small fund, we can support local projects, including improvements to the visual amenity of the town.

We unpack each of these below in a summary case for making the investment.

# 1. Grow our Business Base

We have excellent businesses. We need to support them, and attract other companies to make Chatteris their home.

## Strategic Case

### The Advanced Manufacturing Launchpad

The **advanced manufacturing launchpad** will build upon the presence of Metalcraft, a large business working in the nuclear and medical sectors. This can become the “anchor” by which to attract smaller companies to base themselves in the area, looking to tie into the manufacturing process here. By doing so we can create a dense web of supply chains, to create an innovation ecosystem here. This will increase efficiency, create jobs, and raise the profile of our town.

The mechanism we propose for this idea is to provide capital grants to firms in these sectors which can prove their offering qualifies as advanced manufacturing, and which offer high-paid, high-quality jobs. This will ensure funds are allocated to strengthening the local economy of the town.

This idea is of such significance that it has been recognised as one of the key strategic actions for Fenland District as a whole. This is because it will significantly raise the jobs profile of the district, and, by working with other manufacturing companies across the district, will help other manufacturing firms move up the value chain.

### Support for our Agri-Tech businesses

The land around Chatteris is of extremely high quality, and generates a significant proportion of the vegetables eaten by UK consumers. “Agri-Tech” is the big opportunity to drive up the value of this sector. But wafer-thin margins make it difficult for agricultural businesses to invest in better technology. The Cambridgeshire and Peterborough Local Industrial Strategy (LIS) states a key intervention as “expansion of the Eastern Agri-tech Research, Development and Prototyping Growth Initiative, enabling direct funding support to more firms”<sup>3</sup> and looks to develop an Agri-Tech launchpad facility or facilities within the Combined Authority.

We need to support our local agricultural businesses in applying the latest technologies and encouraging engagement with existing support and funding initiatives, such as the Agri-Tech fund. We know that with the right approaches we can improve crop yields by tailoring the application of water and fertiliser at the crop level. There have also been successful examples elsewhere of support for glass houses and water management to allow higher value crops, such as fruit and flowers, to be grown.

### More proactive economic development to bring companies to new sites

To bring businesses in, we need to tell them why Chatteris is a great place to invest. To do that, we need greater investment in economic development. The Combined Authority has set out plans to

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[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/818886/Cambridge\\_SINGLE\\_PAGE.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/818886/Cambridge_SINGLE_PAGE.pdf) p42

create a Cambridgeshire and Peterborough Growth Company, to support the growth of business in the district. This needs to promote Chatteris with the following key themes:

- A highly skilled workforce
- A network of leading companies in the advanced manufacturing and agricultural sectors
- A high quality of life offer, with good countryside and location
- Available land on which to develop

Related to this last point, we note there are key growth opportunities on the Jack's site, and land around the South Fens Business Park, which are primed for commercial development. We want this to come forward, in a way that doesn't take people away from our high street, but rather **creates high value jobs for people to then spend money on the high street.**

## Financial Case

The **advanced manufacturing launchpad** will, by creating new commercial sites on the launchpad, increase local business rates. As is being trialled at Alconbury Weald, it may be possible to split these benefits in order to include provision for marketing the site and attracting more companies. This will also help to offset the cost of small capital grants to move companies to the area.

**Support for Agri-Tech business** will involve finance on a project by project basis to develop key elements of infrastructure. This conversation needs to be taken forward with local agri-businesses to understand what can drive most value without causing damaging environmental impact.

**More proactive economic development** requires funding for extra staff for the District Council to promote the offer of the area.

## Management Case

We look to the Combined Authority to lead on the work on the first two points, as it takes forward work following the Local Industrial Strategy (LIS) process. Fenland District Council will lead on more proactive economic development, but we will use our local resources to frame the Chatteris offer in a way which can be clearly and easily promoted to interested parties.

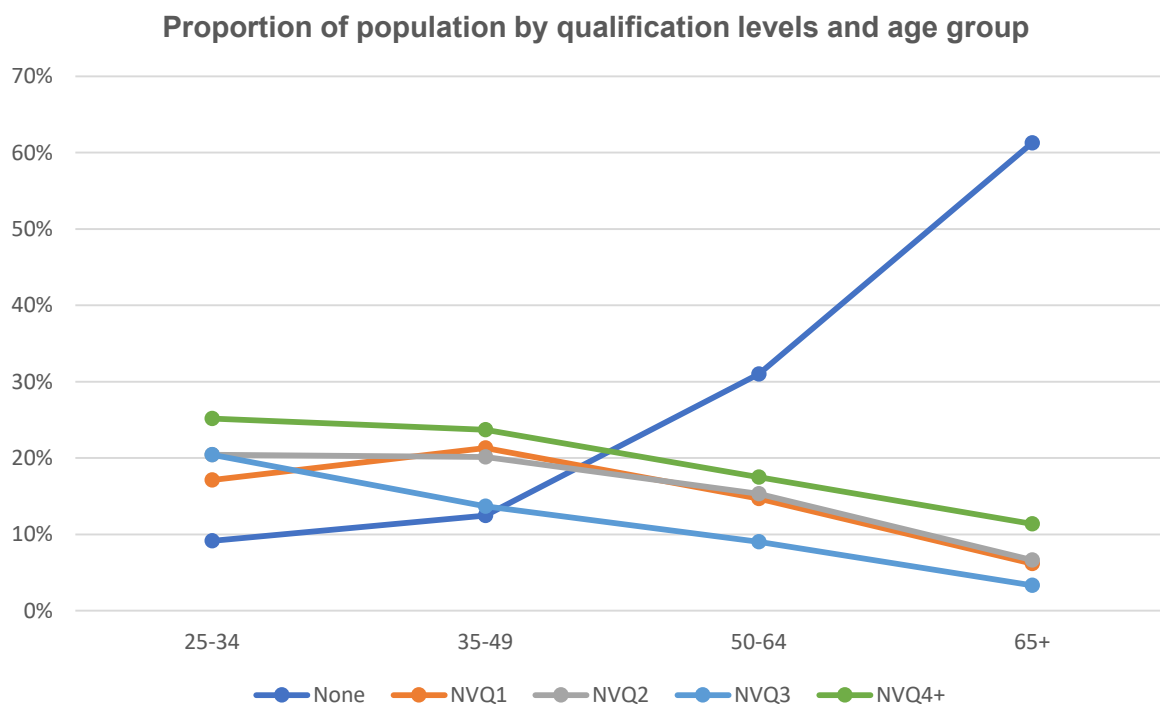
## 2. Develop the provision of skills training for residents

### Strategic Case

Attracting new companies to base themselves in Chatteris will help us provide highly skilled and well-paid employment. However, this, in and of itself, will not be enough to guarantee jobs for local people – if they lack the skills to take up this employment. Therefore, it is vital that we find ways of improving skills provision to our residents, so that they can share in the opportunities coming forward in the town.

Firstly, this means bringing new local provision associated with industrial development. The advanced manufacturing launchpad has training facilities “designed in” alongside a commitment from the companies involved to providing support for local people (particularly those entering the workforce) to get the training they need. The LIS includes a plan to “Create a Skills, Talent and Apprenticeship Hub: connecting employers, providers, and learners”. Our plans for provision on the launchpad must be embedded in this programme, and by working with the Cromwell Community College we can ensure there are good connections with our young people as they come to the end of their schooling.

We will also work with existing training providers in order to create more short courses within the town. These will include adult education courses to help those in older age brackets upskill. We have identified that skills levels in the town are lower among those of older age brackets – with more than three in ten of those aged 50-64 having no qualifications. At the same time people are working longer.



*Source: Analysis of ONS Annual Population Survey*

In addition to all of this, we realise that there are other excellent further and higher education facilities in our area, and that we will never be able to (nor should we aspire to) provide all the training which our people need within the town – however, efforts should focus on providing a broad mix of academic and vocational qualification pathways which will provide a much greater choice, currently lacking in the town. Other key providers include the College of West Anglia, Cambridge University, iMET at Alconbury Weald, and the forthcoming Technical University at Peterborough.

This means that, as discussions around the approach to transport in the district are taken forward, including the overall approach to bus services, **a top priority must be securing fast access to key local training centres**. Part of this will be met through a shuttle bus to key transport hubs such as Manea and Ely, from where it is possible to get a direct train to either Cambridge or Peterborough (see proposal 6).

### 3. Promote mixed housing development

#### Strategic Case

We know that to grow our aspirational community, and keep presenting opportunities to new people, we need to give people desirable places to live. Different people will be looking for different things – young people may focus on affordability (already a strength of our town), while there is a need to begin to promote “executive housing” for those looking to move up to a more luxurious offer.

There are two key ways we can start to develop more housing in the district:

- 1) **Densification.** This means building more in and around the town centre. This will help to support our town centre, by bringing more people to live in it. We propose a programme of engagement with shop owners about the space over shops to understand what options there are to improve residential provision here. Where retail units have remained vacant for a long time, we will look to work to develop residential units.
- 2) **Building around the town.** Key sites around Chatteris are mostly to the East (see local plan map). Some of these have been optioned for a long time. We ask the Combined Authority for some capital funding to help move on the infrastructure requirements to make these a reality, in negotiation with developers.



These things can all help, though we acknowledge that many of the challenges in bringing forward the housing we need comes down to economic and environmental factors, over which we often have little control. Developments struggle to come forward because the uncompetitive nature of housing delivery means big developers often aren't interested in areas like ours where returns are lower. Chatteris is also surrounded by flood zone 3 land – which in the long run will prevent us from developing.

Our aims around growing our business base will increase demand, and therefore help tackle the viability issue. But we also recognise – as set out in the strategy paper – that new approaches to housing are needed. The innovations in housing being brought about through the Wisbech Garden Town programme – most notably modular build (where costs are lower) and sophisticated flood modelling – will help our housing market to pick up, enabling us to grow our aspirational community.

#### Financial Case

To establish costs involved in allowing infrastructure to develop for housing sites will require convening developers around proposals for specific sites. This will require developers being willing to share the viability calculations they have done to conclude that a site cannot come forward at the present time – to understand how much of this is tied up in delivery of required infrastructure. From this point, it can be established whether a small capital grant or loan will enable a site to come forward.

## Management Case

This work will have to be overseen by Fenland District Council (FDC) as the planning authority. This requires partnership working with developers, which will take time to develop. FDC will also be able to work across the towns to ensure that the lessons learnt through work on other projects, most notably the Wisbech Garden Town, can be shared with Chatteris to help remove the other barriers to development within the town.



## 4. Set up a commuter shuttle bus

### Strategic Case

At the moment, public transport is used almost exclusively for non-work travel in Chatteris. At the time of the last census (2011) less than 2% of the employed population in Chatteris used the bus to get to work – compared to almost 75% who used the private car. This is unsustainable into the long term, and discourages younger people from moving to our town (as a shrinking proportion of young people now drive). A service which focused on employment destinations (Ely, Huntingdon) or other public transport nodes (Manea station) could make using public transport on a day to day basis more viable for our commuter class.

This would be a shuttle bus service (ideally an electric vehicle) to connect with trains to Cambridge and Peterborough at working hours. In Chatteris, for example, a minibus could leave the town at 6.45, dropping people off at Manea at 7, to catch the 07.08 train to Peterborough. It would then return to the town to pick up another load for the 07.39 Manea train to Cambridge. It would do one final run, this time to Ely, to drop people off for the 08.33 service to Cambridge, or the 8.16 to Peterborough.

### Financial Case

The cost of the vehicle for this scheme will depend upon what model is chosen (see below). If the option chosen is to work with existing operators, the capital cost will be zero, but there may be an ongoing revenue cost in the form of a subsidy.

Because some parents choose to send their children to sixth form in Cambridge, there should automatically be some demand for the service – as it will provide an easy link to travel into Cambridge in time for morning lessons. This will help improve the commercial viability of the service.

### Management Case

There are a few approaches to providing a shuttle bus in the town which should be considered:

Approach	Benefits	Disbenefits
Work with existing operators to provide the service	<ul style="list-style-type: none"><li>- Doesn't require the procurement of new infrastructure</li><li>- Could be a means of "testing" the popularity of the service without incurring sunk cost</li><li>- There is the potential to build the shuttle into existing routes</li></ul>	<ul style="list-style-type: none"><li>- Existing operators have little incentive to co-operate if they do not wish to</li><li>- The fare to the user is likely to be higher (or a greater ongoing subsidy will be required).</li></ul>
Provide own service	<ul style="list-style-type: none"><li>- Complete control over the route and timings</li><li>- Ability to "brand" the bus as a Chatteris commuter shuttle, to</li></ul>	<ul style="list-style-type: none"><li>- May require navigating legal issues in relation to providing municipal bus services in the Bus Services Act 2017 – particularly if the service is run on a commercial basis. This could be navigated by providing the bus on a</li></ul>

	show people clearly how the service is meant to be used	Community Transport (i.e. free) basis.
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Which option is preferable largely depends upon the policy context. At the present time, it may be best to open up discussions with the current operator in the area, Stagecoach. However, if as the Fenland Strategy paper recommends, bus franchising is taken forward in Fenland, it will be possible to designate this route as one which needs to be provided – either on its own, or as part of a package of bus routes for the area.

We are also exploring this idea for Wisbech as part of establishing immediate connectivity to transport hubs (Wisbech being the other Fenland market town without a railway station), therefore, if the option is to provide the services ourselves, running these two services in tandem will provide economies of scale, reducing the overall cost for both.

## 5. Develop the Chatteris Outdoors platform

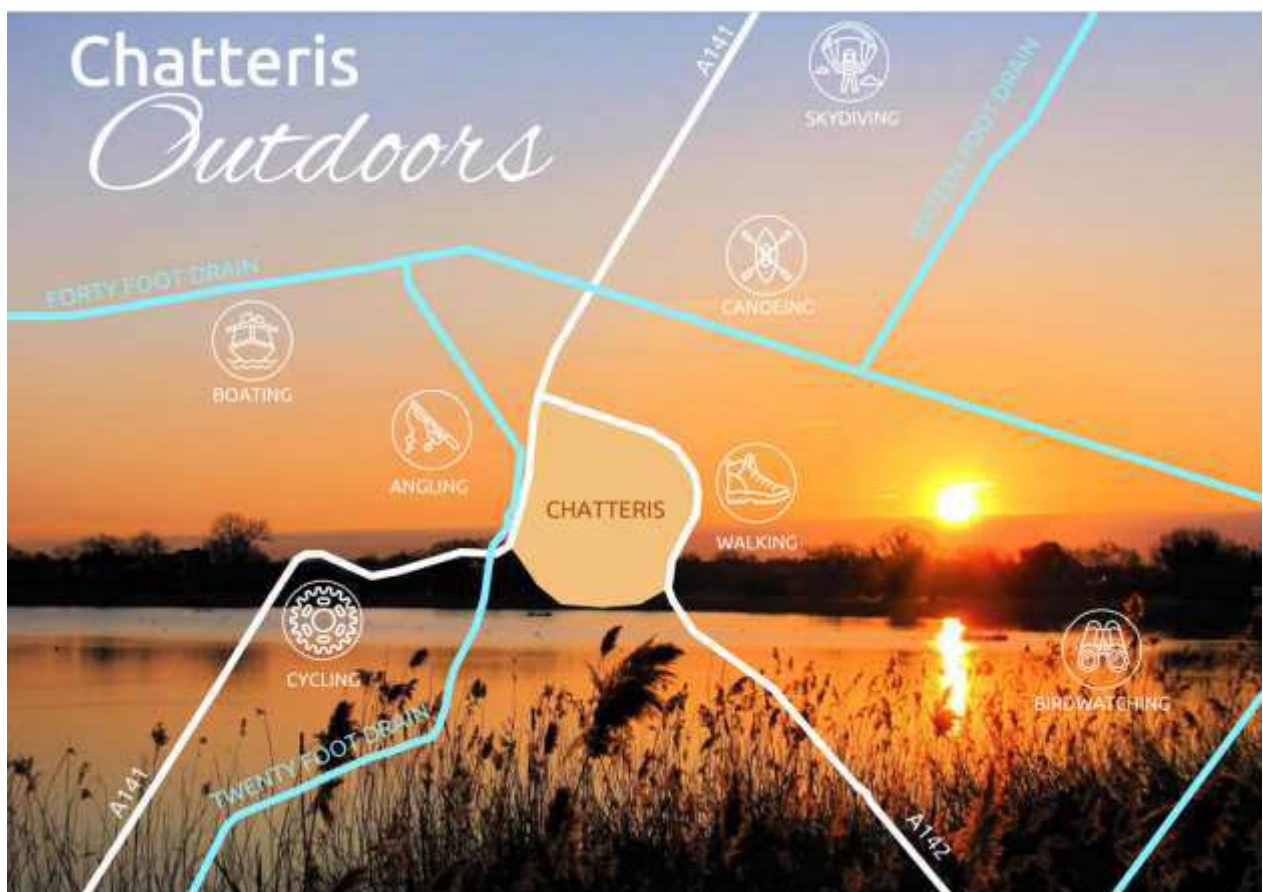
Chatteris Outdoors was the most popular idea with the public. It involves both a) developing the provision of outdoor amenity to residents of the town, and b) using our links into the countryside to develop a real selling proposition for the town.

### Strategic Case

For place branding to be successful, it needs to offer three key things:

1. A unique identifier of a place
2. Something which builds on genuine strengths – i.e. has a grounding in reality
3. Something which future ambitions for the place can also be tied to.

*An example of what the platform could look like*



**The Chatteris Outdoors brand does all of these.**

Firstly, it identifies something unique about Chatteris. The outdoor environment is a key attractive feature of the fens, and distinguishes Chatteris from market towns in other parts of the country. It is also not something which other towns in the area have particularly sought to capitalise upon in any branding (heritage is a much more common angle) and therefore, it gives Chatteris a unique selling point.

It is also grounded in reality, and seeks to build on what is there. Many of these activities are based around our waterways, including **angling**, **boating**, and **canoeing**.

While **cycling** is represented in Chatteris by the local cycling club, roads are too busy and unsafe for families to cycle, and cycling to work lags behind national levels. We will kickstart a cycling revolution in Chatteris by turning the old railway to Somersham into a cycle path, extending the current bike path from Ely – Sutton – Chatteris, and creating new cycle parking facilities in town.

There are **walking** opportunities at the new pocket park in Little Acre Fen, and many areas around the town (though accessibility is often a challenge, and we need to promote these opportunities more). **Birdwatching** is a related opportunity at the nearby Block Fen where a Nature Reserve exists, and work is ongoing by Cambridgeshire County Council to develop wetland habitats.

And there are already opportunities for more adventurous sports, such as **skydiving** at the North London Skydiving Centre.

## Financial case

The key element of this, from a cost point of view, will be the online digital platform. It is estimated that this will cost between £5k and £10k to set up (drawing on experience in a nearby and similar size town, Ramsey). If this can then be run on a volunteer basis, this will keep running costs to a minimum. There will be a need for ad hoc developer support to stop the site become clunky.

## Management case

The overall oversight for establishing the website should be with Fenland District Council, who can ensure that the website is of sufficient quality and ties into other developments going on through the Growing Fenland programme. The plan is then to hand it over to volunteers within the town who can manage and run the site, ensuring it also promotes other goings on within the town.

## 6. Develop a stronger cultural offer and evening economy

### Strategic Case

What people are looking for from their towns is changing. High streets are no longer a place people *need* to go to – online shopping and supermarkets have put an end to that. The high streets which thrive are those where people *want* to go there. That means giving them things to do, and places to dwell in and see friends.

This is especially true of the young. A recent report by the events website Eventbrite found that: “this generation [millennials] not only highly values experiences, but they are increasingly spending time and money on them: from concerts and social events to athletic pursuits, to cultural experiences and events of all kinds. For this group, happiness isn’t as focused on possessions or career status. Living a meaningful, happy life is about creating, sharing and capturing memories earned through experiences that span the spectrum of life’s opportunities.”<sup>4</sup>

This also means we need to think again about how and when our high street operates. In general, most of our shops open the standard hours of 9-5. However, for those who work during the week, particularly if they are commuting to cities like Cambridge or Peterborough, this is no good, and means that the income they earn (in sometimes well-paying jobs) does not end up benefitting our local retailers at all. But it is challenging to get to this place as it requires a cultural change – and co-ordination. If only one shop or café opens later, then it will be hard to succeed, as footfall will be lower.

How can we achieve this in a town of our size? There are some concrete steps we can take:

- **Co-ordinate on one night a week when shops and cafes will be open longer.** This can be administered through the Chatteris in Business Cluster, to ensure co-ordination between businesses. Thursday night would be a natural choice generally used in these initiatives – it is later in the week so people are happy to be out later, but not at the weekend when people are more likely to be away. Businesses may also want to co-ordinate to not be open for a couple of hours earlier in the day to compensate for this. In order for this to work it will need to be well publicised.
- **Development of a virtual high street for Chatteris.** One of our media businesses is exploring the option to develop a virtual high street for Chatteris, as has been developed in an area of East London and Aberdeen. This would allow people visiting the town to go online ahead of time and scroll through a panorama of the available shops, with business cards popping up as they clicked on individual outlets. This could be promoted through the town’s Chatteris Outdoors platform (see above).
- **Use planning powers to turn unused retail space into new uses.** The Grimsey review of the High Street sets out this key recommendation: “Accept that there is already too much retail space in the UK and that bricks and mortar retailing can no longer be the anchor for thriving high streets and town centres. They need to be repopulated and re-fashioned as community hubs, including housing, health and leisure, entertainment, education, arts, business/office space and some shops”<sup>5</sup>. We therefore need to:
  - o Identify local artists/entrepreneurs who want to try out interesting things in new spaces, and help them move into vacant spaces, possibly with rent relief for a short period (this could include sixth formers looking to develop business skills). We can work with local arts

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<sup>4</sup> Eventbrite, 2015. Millennials: Fueling the Experience Economy.

<sup>5</sup> <http://www.vanishinghighstreet.com/wp-content/uploads/2018/07/GrimseyReview2.pdf> p8

organisations, such as Market Place and Babylon Arts to develop proposals around specific spaces.

- Work creatively with the planning authority (FDC) to ensure spaces can have the use classes needed for this to happen. Converting unused spaces to planning categories which allow a wider range of uses – such as D2 and Sui Generis will enable this to happen.

This will work best if we trial it with one building to see what can work. One example might be the recently closed Barclays Bank on Park Street. Bringing together a group to develop a more creative use for this space would be a stand of defiance against high street decline, by positively embracing new usage for the building.

## 7. Create new cycle infrastructure

This proposal breaks down into three separate elements:

- 1) A cycle lane on the old course of the railway line joining Chatteris to Somersham
- 2) A cycle lane connecting Chatteris to Sutton – which would link to the continuing cycle lane to Ely
- 3) New cycle parking facilities in the centre of town

### Strategic Case

Cycling has multiple advantages over driving as a means of transport. These include:

- 1) **Health benefits.** According to the NHS, “Regular cycling can reduce the risk of chronic illnesses such as heart disease, type 2 diabetes and stroke. It can also boost your mood and keep your weight under control.” They also note that a regular cycle, such as a work commute, contributes towards the recommended exercise target of 150 minutes of moderate-intensity activity per week. It has been estimated that in the UK, if we cycled at the same rates as prevail in Denmark, we would save the NHS £17 billion within 20 years.<sup>6</sup>

Health outcomes in Chatteris are generally poorer than national and local comparators. 25.9% of adults in Chatteris are obese – compared to 20.9% in Cambridgeshire and 24.1% in England. And in Fenland as a whole, physical activity rates are estimated at 60.7%, which compares unfavourably to England on 66.1%<sup>7</sup>.

- 2) **Environmental benefits.** The importance of finding alternatives to fossil-fuel based transport at both a local and global scale cannot be overstated. Locally, switching to cycling will dramatically reduce air pollution. Globally, the World Health Organisation reports that: “the transport sector is the fastest growing contributor to climate emissions. Growth in energy use is higher for the transport sector than any other end-use sector.”<sup>8</sup> Cycling, by contrast, neither pollutes the air, nor contributes to global warming.

- 3) **Social benefits.** The private car is an isolating form of transport, with many journeys taken alone. Cycling can easily take place in groups, and at slower speeds it is easier to interact with people while making the journey. The lack of a physical windshield as a barrier between the driver and the environment makes social interaction easier.

Within Chatteris, at the time of the census in 2011, rates of cycling were 2.5% - lower than England (3.0%) and much lower than Cambridgeshire (9.7%).

A lack of decent cycling infrastructure has been highlighted as a cause here. This is particularly important, as the Fen roads are wind swept and very open, increasing the sense of vulnerability felt

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<sup>6</sup>

[https://www.britishcycling.org.uk/zuvvi/media/bc\\_files/campaigning/BENEFITS\\_OF\\_INVESTING\\_IN\\_CYCLING\\_DIGI\\_FINAL.pdf](https://www.britishcycling.org.uk/zuvvi/media/bc_files/campaigning/BENEFITS_OF_INVESTING_IN_CYCLING_DIGI_FINAL.pdf)

<sup>7</sup> Figures from Public Health England’s data tool

<sup>8</sup> <https://www.who.int/sustainable-development/transport/health-risks/climate-impacts/en/>

by the cyclist. The main roads leaving our town are all A-roads – which can be a very off-putting factor, particularly for families with children.

The three elements included are:

**1) A cycle lane on the old course of the railway line joining Chatteris to Somersham**

Chatteris used to lie on a branch line between March and St Ives, which was closed during the Beeching cuts. This means there is a clear straight line which is unbuilt on between Chatteris and Somersham, which leaves the town at the South West, off the Huntingdon Road. At current, there is a footpath here.

This would be transformed into a joint footpath/cycle path to attract people to cycle to Somersham. This, in turn, could be connected through to Huntingdon and St Ives in future, in co-operation with Huntingdonshire District Council.

**2) A cycle lane connecting Chatteris to Sutton – which would link to the continuing cycle lane to Ely**

At the moment, there is a cycle lane from Ely to Sutton, which runs alongside the A142. This stops in Sutton, and does not continue on to Chatteris. Ely is one of the key towns we want to develop better connections to, along with Huntingdon. Therefore, we will increase the ease of cycling to Ely by creating an adjoining cycle route for the next section of the A142.

**3) New cycle parking facilities in the centre of town**

While crime is fairly low in Chatteris, 2% of the crimes reported in Chatteris in 2018 related to bicycle theft<sup>9</sup>, and reports of the theft of a bike will discourage people from leaving their bike in town. This in turn will discourage cycle commuting. We want to install secure cycle facilities in the town to give people the confidence to commute to work by bike.

## Financial Case

We have estimated approximate costs for each of these interventions.

**1) A cycle lane on the old course of the railway line joining Chatteris to Somersham**

The Department for Transport document *Typical Costs of Cycling Interventions* gives a range of costs per km for resurfaced cycle routes. The closest example given is for the Leeds-Liverpool canal towpath between Kirkstall and Shipley. “Associated works included signage, repairs to the wall of the canal itself, and upgrade of barriers to improve access for pedestrians and cyclists whilst excluding vehicles and motorbikes.” The cost of this was estimated at £140,000 per km. This seems comparable to the work which would be needed to create a high quality bike lane here, although we wouldn’t need to make any equivalent repairs to canal walls – so we estimate £100,000 per km would be more accurate.

The distance along the course of the old railway between the two towns is 7.5km. This would give a total estimated cost of £750,000 for the route.

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<sup>9</sup> Metro Dynamics’ analysis of Cambridgeshire Constabulary data



**2) A cycle lane connecting Chatteris to Sutton – which would link to the continuing cycle lane to Ely**

Working on the same assumptions, the Chatteris to Sutton cycle route is also approximately 7.5km. Therefore, the estimated cost would again be £750,000. However, we want to work to understand if this cost can be brought down any further.

### **Management Case**

The work would be led by Fenland District Council, working in partnership with the Combined Authority, to ensure the new routes are reflected in the new Local Transport Plan, and with Chatteris Town Council on the location of the new cycle parking facilities and promotion of the new routes. Liaison with Huntingdonshire District Council would also be necessary in relation to any future development of the Somersham route.

## 8. Provide better car and bike parking management

### Strategic Case

One of the challenges facing our high street is facing is that it is often overly cluttered with cars. This makes the streets difficult for pedestrians to navigate, and creates a sense of “clutter”. It also causes problems for high street retailers when potential shoppers decide not to use the high street due to concerns about finding a place to park.

We also want to encourage people to, where possible, move away from their cars, and instead use more sustainable approaches to transport. Those who work in or around the town may be choosing not to cycle in due to concerns about the theft of bikes.

To tackle this problem we need to work with Fenland District Council to implement a stricter regime of parking monitoring (at the moment, parking is unregulated). An approach based on free usage for a set period of time followed by charging would encourage people to still use the town centre, but not to abandon their cars there, while heading off for hours on end. It would also mean using tickets where double yellow lines were being parked upon.

### Financial Case

According to jobs website indeed.co.uk, the average salary of a parking enforcement officer is £10.98. The most cost effective way to run this would be to share resource between the four towns, with the officer adopting a varied pattern to ensure that people didn't learn, and work around the routine. On this basis, plus additional costs for travel between the towns, this would give an estimated cost of £25,000 a year. Between the towns, this would work out at £6,250 per town per year.

### Management Case

This would be managed by Cambridgeshire County Council, as the statutory highways authority.

## **9. Create a community project funding pot**

### **Strategic Case**

One area that the Town Team identified as being a concern was the condition of some ornate street furniture, street lamps and the lack of some basic facilities for the public benefit, such as the availability of secure cycle racks. Many potential initiatives were identified as part of Chatteris Town Council's engagement with its residents and the creation of the Chatteris Community Plan – January 2018.

To ensure that many modest, but highly visible community projects can be delivered, it is recommended that a community project funding pot is created and used to either wholly fund or leverage in match-funded contributions towards projects that benefit the community of Chatteris.

### **Financial Case**

It is recommended that a pot of £50,000 is created that can be administered by Chatteris Town Council against worthy projects that improve the appearance and visual amenity of the Town Centre area.

### **Management Case**

This fund would be managed and administered by Chatteris Town Council.

## Next steps

We have set out a vision for Chatteris to be **an aspirational community**, by showing which interventions can make a real difference to our town.

We now look forward to working constructively with the Cambridgeshire and Peterborough Combined Authority (CPCA), and its Mayor, James Palmer, to implementing these ideas. This will require both direct support from the Combined Authority, and the resources needed to take these ideas to key government funds such as the Stronger Towns Fund as and when they come forward.

This work will be overseen by Fenland District Council, working in conjunction with the town team that was put together for this work.



# Whittlesey – A Market Town fit for the Future

Final Report



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## Introduction

### What is Growing Fenland?

The recently published Cambridgeshire and Peterborough Independent Economic Review (CPIER) identified that within the Combined Authority there are three distinct sub-economies. There is the Greater Cambridge economy, which includes the many towns where people commute from into Cambridge. There is the Greater Peterborough economy, and its surroundings. But in an important classification, there is also the fen economy, which includes much of our district of Fenland, as well as parts of East Cambridgeshire and Huntingdonshire.

A lot of strategy has historically focused on making cities work well, and assuming the rest will follow. But because our economy is separate, and in some ways quite isolated with sub-standard transport links, this approach won't work for us. We need a strategy for each of our towns, which helps them prosper, and delivers best quality of life for people who live here. This must acknowledge where we have links to other towns or cities, while seeking to build strength in our places. The Combined Authority is committed to doubling economic output across Cambridgeshire and Peterborough by 2040 – to do this, all areas are going to have to succeed, not just the Cambridge economy.

To make this happen, following the CPIER analysis, the Combined Authority has decided to support a process of creating market town plans for each town in our district – Chatteris, March, Whittlesey, and Wisbech. These plans will be used to bid for funding from the Combined Authority and other funding providers, based on the vision for the town.

To develop these plans, each town has established a town team, consisting of representatives from business, local government, schools, and others. The town team has looked at life in the town from every angle, and has developed a vision for each town. They have also worked on ideas which could make a real difference.

The Growing Fenland project tries to capture a balance. On the one hand, each of these towns is unique, with its own particular opportunities, as well as challenges. On the other hand, there are some areas where by working together we can have more of an impact. Therefore, we are publishing four separate reports for each of the towns, but under the same banner – and if you read all four, you will see some crossover.

### The process to produce this report

To produce this report, we have gone through several stages of information gathering to ensure our recommendations will work for Whittlesey. These are:

- 1) Data collection, using a variety of sources (appendices showing the full data packs created at the back)
- 2) Meetings with the Whittlesey town team, which has had representation from the town and district councils, businesses, and educational establishments.
- 3) Public meetings to allow residents to express views on the town, and ideas as they have developed
- 4) Interim reports, which set out a summary of key ideas for the town
- 5) Continued consultation and an online survey to refine and develop ideas, and
- 6) Production of final reports, to generate support for our plans and leverage in funding from the Combined Authority

We would like to thank all those who participated in producing the reports, and offer our particular gratitude the Town Team representatives from each area who were so generous in sharing their time, thoughts and insights.



## Whittlesey – an overview of the town

*Whittlesey is a great place to live and learn. We want to build on these strengths to make Whittlesey a market town that thrives on its heritage and is fit for the future.*

**Whittlesey is a town with many strengths.** It is a popular and attractive place to live, with a strong community spirit. We have good and continuously improving schools. Our programme of annual events, including the Straw Bear festival, attracts people from far and wide. We have some excellent restaurants and shops that draw people into the town.

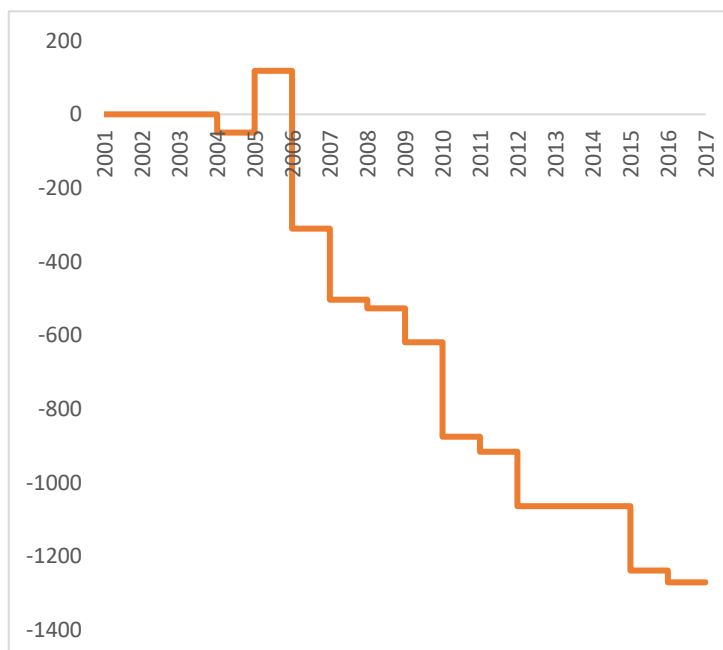
As a place we are always looking to improve and make necessary changes to thrive. Most recently, for example, the relocation of the bus station has brought new life to the centre of town and creates the opportunity to do even more with the square, the area in which it was previously located.

We also benefit from our proximity to Peterborough. As reflected in the CPIER, Whittlesey is considered much more a part of the Greater Peterborough economic geography, compared to the rest of Fenland. This creates opportunities for residents to work, study, and shop, while we still maintain a proudly independent identity and distinct local culture.

We can offer the ‘best of both worlds’ to current and future residents: the sense of community, the calm and closely to the countryside offered by a market town, alongside the benefits of proximity to a city, with everything that it has to offer.

## A High Street in need of regeneration

We have some high-quality shops in Whittlesey which are popular with locals and visitors alike. However, as shown in the graph to the left, the amount of retail floorspace in the town has declined.



*Fig. 1: A1 space (shops) in Whittlesey (m2) – change since 2001*

*Source: Analysis of Cambridgeshire County Council data*

**There are not enough shops in and around the town centre**, and the overall retail offer is not diverse or distinctive enough to compete with the wider range of shops available elsewhere, particularly in Peterborough.

The decline of the traditional high street is very much a national trend. However, as a historic market town, such changes force us to think radically about what our high street and town centre is for. As a priority we want to encourage more specialist markets, such as antique fairs and farmers' markets, that will attract more people to the town.

We also need to think about how we move with the wider shift from buying things to having experiences on the high street.

## Rich heritage and culture

**An aspect of the town which is attracting more and more people is our rich heritage and culture.** Whittlesey is mentioned in Anglo-Saxon documents that precede the Domesday Book. At the centre of town is the 17<sup>th</sup> Century Buttercross. Must Farm, an excavation site describe by the BBC as “Britain’s Pompei” containing the “best-preserved Bronze Age dwellings ever found”, is a precious town asset.<sup>1</sup> Flag Fen Archaeology Park houses a perfectly preserved wooden causeway that is over 3,000 years old. The Mud Walls, dotted across town, date back 200 years and were an innovative local way to avoid the unpopular Brick Tax.<sup>2</sup>

That rich history inspires a vibrant local culture, as reflected in a full calendar of events and celebrations. These include music and dance festivals including the famous Straw Bear, the annual Whittlesey festival, ‘BusFest’ vintage vehicle gathering, and our Christmas Extravaganza.

We want to share these assets with the world. We therefore make recommendations in this report for improvements to the market square and town centre that will set the stage for us to do that.

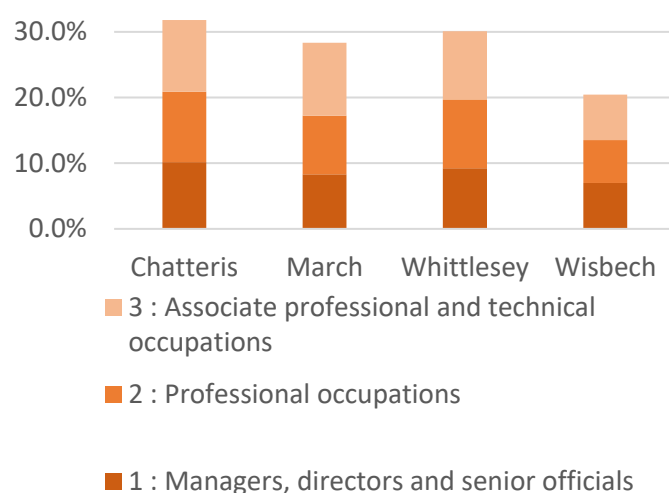
## A well-educated population – but not enough jobs in the town

**Our schools perform well.** At primary level, each school has improved further in recent years, while pupils at Sir Harry Smith perform above the national average in terms of GCSE results, the Ebacc average points score and A Level completion.

**“Schools in Whittlesey are regarded as among the best locally.”**

**Our schools’ performances have helped develop a population that is better educated than other parts of Fenland.** As show in Fig. 2 below, just under one in three people in Whittlesey is in a professional, managerial or director-level job. This is a major asset for our ambition to lead the way as the market town of the future.

*Fig 2: Managerial, professional and technical occupations in the Fenland towns*



It is true that many of our residents live here and work in Peterborough (45.3% of workers, at the time of the last census). And, according to a 2017 survey, conducted in support of the Neighbourhood Plan, 78% of Whittlesey residents acknowledged that younger people tend to leave the town to find work.

Nonetheless, we have several important local employers such as Forterra and McCain Food.

<sup>1</sup> <https://www.bbc.co.uk/news/uk-england-cambridgeshire-36778820>

<sup>2</sup> <https://historicengland.org.uk/whats-new/in-your-area/east-of-england/mud-walls/>

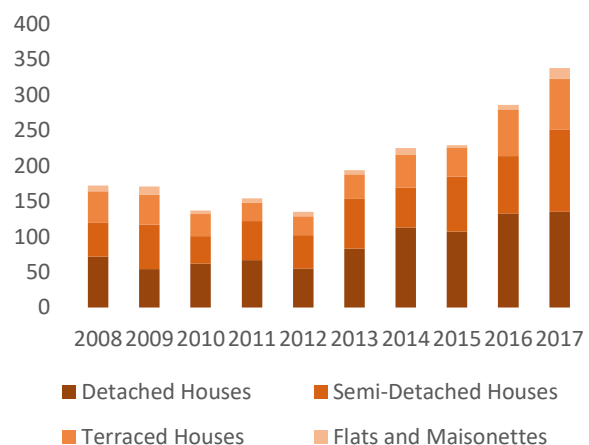
Furthermore, recent data also reveals a large increase in the number of professional, scientific and technical jobs in recent years<sup>3</sup>.

In future, we want even more of our young people to live and work in Whittlesey. We will do this by exploring with local partners, including new businesses, what specific, targeted measures might further spur the growth of local enterprises.

## Good quality homes – a mixed picture of connectivity

As well as good schools, another reason that people move to Whittlesey is that we build a range of good quality homes. This includes family homes and affordable homes for teachers and other young professionals. The past five years have seen a strong increase in both house prices and completions; and in the past two years alone we built more homes than any other part of Fenland.

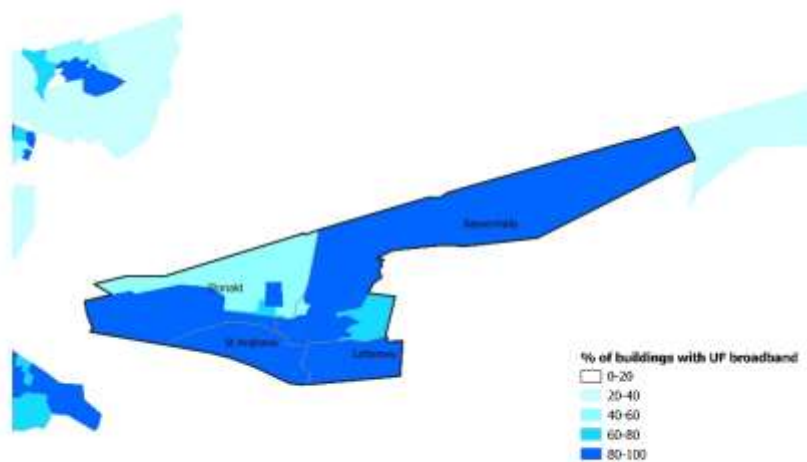
Fig 3: Whittlesey housing sales since 2008



## “Whittlesey is a boom town in building terms.”

Source: ONS House Price Statistics for Small Areas (HPSSA)

Fig. 4: Access to Ultra-Fast Broadband



People living in these homes also have access to ultra-fast broadband, as reflected in the map to the right. In a world of digital by default, households need broadband to access services and companies need it to research, trade and promote themselves. The blanket access to high speed broadband is a powerful competitive advantage.

In contrast to our online connectivity, we face some transport challenges. While this is true of many parts of

Source: Analysis of Ofcom Connected Nations Data

Fenland, three quarters of people here rely on the car to get to work; this is higher than the Cambridgeshire and England averages.

<sup>3</sup> Analysis of the ONS Business Register and Employment Survey (BRES)

There is a train station at Whittlesey, but it is on the far edge of the town and is felt by some residents to be poorly lit and potentially unsafe at night. In the past, people using the trains have complained that services did not stop at Whittlesey and the overall services was unreliable. Improvements to the station are currently being implemented, but to not to the agreed timetable.

As with the other market towns in Fenland, public transport services in Whittlesey do not run frequently enough at all times, finish too early in the evening, and offer an insufficient range of travel options in and out of town. Overall, most people in Whittlesey still opt to drive above all other options.

**People in Whittlesey experience somewhat worse health outcomes than the rest of the country.**

Incidences of cancer, emergency hospital admissions and rates of self-harm are all above the national and Cambridgeshire averages. Healthy eating amongst adults is below national levels, while deliveries to teenage mothers are above the national averages.

It also important to note that **we have a close relationship with Peterborough**, in terms of connectivity, commuting patterns, the housing and job markets, retail options etc. This is unlikely to change, and in fact brings us many benefits; having a city so close by creates opportunities for our residents. The question is how we can further benefit from that connection while also offering something distinct as a place to visit and spend time.

***83% of respondents say they would make journeys by public transport, walking and cycling if services are improved.  
(Neighbourhood Plan Scoping Report)***

## Whittlesey – what residents are telling us

Our work consulting the community brought out the following key themes.

### Likes

The sense of community linked to the “genuine friendliness” of local people was cited as the best things about life in Whittlesey. Respondents linked the sense of community to activities and events, especially the Straw Bear festival. Also linked to this sense of having a good community spirit, people described the place as quiet, safe and a good place to raise a family. Good quality local schools were also identified, which would fit with the feeling of Whittlesey as a good place for families. While people were positive about the small town feel of the place, they were also positive about the easy access to Peterborough.

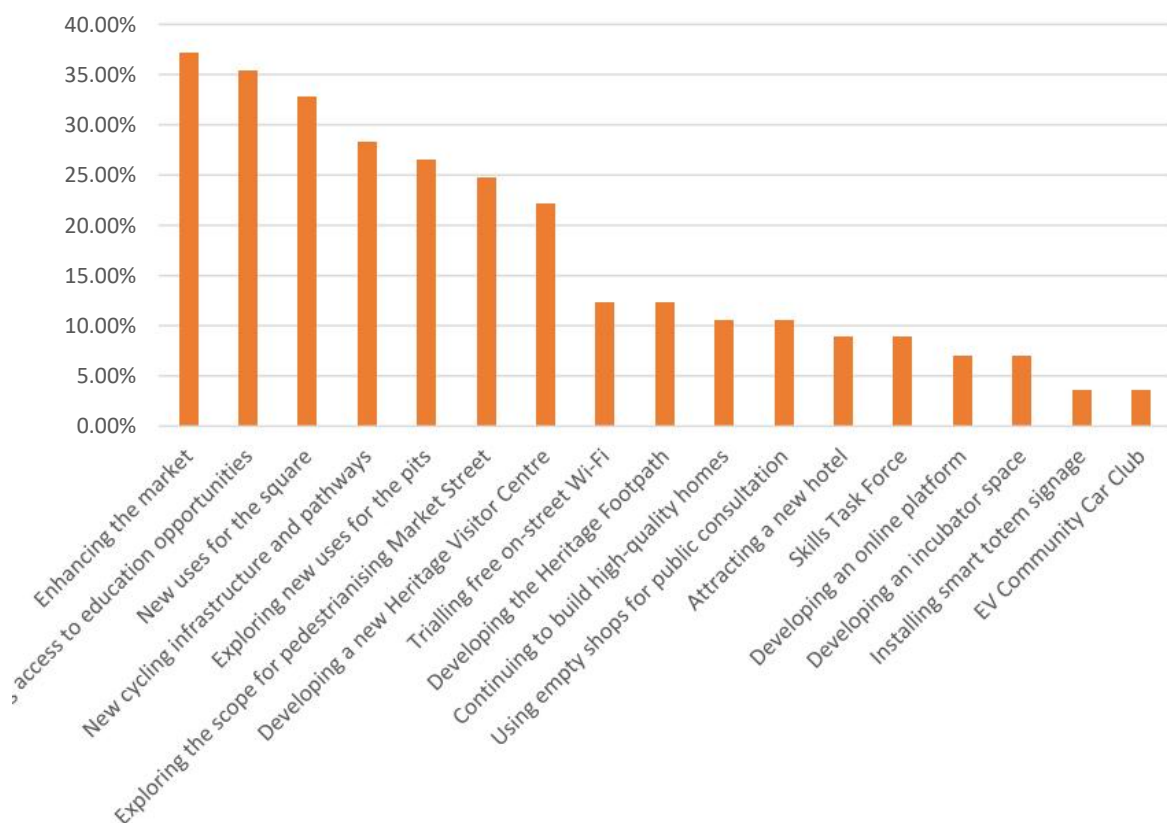
### Dislikes

Residents didn’t identify many things they disliked about Whittlesey. The main issues that people referenced negatively were general transport and accessibility issues, with calls for more public transport in and out town. High school students identified a lack of things to do for their age group.

### Improvements

The main aspects for improvement to emerge from resident feedback were the range of local shops, with calls for more specialised shops and large supermarket. Some residents also identified a need for additional amenities such as GP surgeries and a re-opened police station.

### Favourite ideas from the interim report



*Source: Analysis of Fenland District Council data. Height of bars shows the proportion of residents who chose an idea in their top three.*

When asked to identify their favourite ideas, respondents opted for a fairly wide spread of preferences, with no one option emerging as the clear favourite. The three options with most preferences were: enhancing the market (37%); improving access to education opportunities (35%); and new uses for the square (33%).

The second grouping of expressed preferences, garnering around a quarter of responses were: new cycling infrastructure and pathways (28%); exploring new uses for the pits (27%); exploring the scope for pedestrianising Market Street (25%); and developing a new Heritage Visitor Centre (22%).

## Whittlesey – a market town fit for the future

Whittlesey has so many assets that inspire local pride. We want to build on these and draw on our rich heritage to make Whittlesey **a market town fit for the future**.

We will do this by improving the heart of our town by bringing new life to its centre. We will do this through a programme of enhancements to the market so it becomes an even more important part of life in the town and an extra reason to come and visit. In parallel, we will work with local traders to encourage more activities and events in the square.

Future-facing market towns have a unique and distinctive reputation and 'offer' to the rest of the world. That might be connected to food, music or a famous son or daughter of the town. Whittlesey's offer is our heritage. Whittlesey is mentioned in the *Cartularium Saxonicum* of 973 A.D. and the Domesday Book. Must Farm, "Britain's Pompeii", magnificent bronze age settlement has been discovered, is precious asset of the town.

We will promote our heritage offer and the other things we have to offer through a new website for the town.

The third way we will ensure we are fit for the future is through increasing skills. We will work with partners to improve transport access to educational opportunities and develop a local skills partnership that will bring together partners to ensure local people can access the skills they need.

## **Eight proposals for Whittlesey**

We have identified a package of eight connected interventions that will make a lasting difference Whittlesey:

### **1. Enhancing the market**

We will explore an alternative location to the market, provide additional support to traders, and better promote the market to residents and visitors.

### **2. New uses for the square**

We will encourage more events and activities on the square, especially in spring and summer, to create a more vibrant 'piazza' feel.

### **3. Heritage Visitor Centre**

We will start to develop a new visitor centre that showcases local artefacts and tells the story of Whittlesey, and Fenland more generally, from the Bronze Age to the modern day.

### **4. Developing the Heritage Walk**

Alongside the visitor centre, the Walk will provide residents with a fascinating guided tour through key landmarks in the town and beyond.

### **5. New town website**

We will promote these new activities and assets, plus existing events like the Straw Bear festival, through a new website.

### **6. Access to educational opportunities**

We will explore with partners short- and long-term opportunities to make it easier for people to access educational institutions in Peterborough and Alconbury Weald.

### **7. Local skills partnership**

We will create a new forum for all those with an interest in skills in the town, including businesses, to ensure that provision matches future skills demands.

### **8. Transport improvement package**

A coordinated set of improvements in and around the town that will facilitate greater mobility and connectivity.

We unpack each of these in detail below.

Some interventions are short term, some medium term, and some longer-term. For each intervention, we set out outline version of the strategic case, the financial case, and the management case.



In most instances, the financial case includes an estimate of costs. We see the CPCA as the primary source of funding, to provide full funding or to provide sufficient funding to enable us to make a strong case to unlock other sources of support. In the latter case, we will also be looking to national government, and its various town support funds.

While we may not attain funding for every intervention immediately, the proposals we set out are 'shovel ready' and could be used as and when further funding from different sources becomes available in future.

# 1. Enhancing the market

## Strategic case

The market is, of course, an important part of Whittlesey's history and identity. Compared to other towns, the market does well. However, as set out in this masterplan, we are ambitious about the future and want to build on that success by further improving the market offer.

While retail patterns are changing, markets still have an important part to play in the future of small towns. They “contribute to the economic, social and political health of towns and cities” and shape the identity of a place by offering something “unique, quirky, unusual and always a bargain”.<sup>4</sup> The weekly market is a fixture of life in Whittlesey. It is popular with residents and brings activity and buzz to the Market Place on a Friday.

As we develop the heritage offer of Whittlesey as a whole, we want the market to be a central feature of that offer to visitors. We want to explore with the market traders and others who may be affected, ways to enhance the market. These are:

- The potential for moving the location of the market to the High Causeway. A pedestrianised high street containing shops, this could mean increased footfall as more shoppers could combine visiting the market with using other shops and facilities. A move would also facilitate our proposal to create a ‘piazza’ feel on the Market Place by working with local bars and cafés to put tables outside.
- Stall appearance. Successful market stalls attract people's attention with striking, appealing branding. We could work with a specialist agency in high street and market brand to develop high-quality signs and an improved visual presence for each stall.
- Attracting more specialist markets, such as antiques fairs, farmers' markets, and fine food markets. This could be done through outreach to potential traders, including local entrepreneurs, and identification of what changes to facilities (see below) might enable a wider range of uses.
- Wider marketing and online presence. As well as supporting the traders to develop better marketing for their stalls, the market as a whole needs to be branded and promoted. Currently, the market does not have its own website. As part of the development of the digital platform for the town as a whole, we could develop a stand-alone page that promoted what was on offer on the market. We would also invest in bold, high-quality signage to be used on market days.
- Customer retention schemes. One way to keep customers returning is to offer them rewards for doing so; such as buy five coffees and get the sixth for free. We would identify ways in which the traders could introduce similar incentives and provide practical assistance for doing so e.g. help with printing high-quality loyalty cards.
- Improving market infrastructure. We would review the scope for improving the practical facilities available on market days and whether they could be improved e.g. the need for more or better refrigeration if that would help stall-holders to offer a wider range of produce.
- A local ‘First Pitch’ scheme. As well as working with existing stallholders, we would reach out to local entrepreneurs and invite them to take an empty pitch on the market and sell what they have to offer. The National Market Traders Federation ran a national ‘First Pitch’ scheme

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<sup>4</sup> <https://www.placemanagement.org/media/19883/markets-matter-final.pdf>

between 2013 and 2014. This gave opportunities to people who, for examples, were baking cakes or making jewellery at home to get out and sell directly to the public. As well as giving local entrepreneurs a boost, a similar scheme will bring new offers to the market.

A proposal to come through the public consultation was moving market day to Saturday, on the basis that more people are free on the weekends. The potential downside of this proposal is that we may end up attracting fewer people by competing with other Saturday markets. It may be possible to attract specialist, niche market activity on a Saturday to avoid this risk.

## **Financial case**

Based on advice from support providers, a package of support could cost between £30k - £50k including a pot of funding for things like printing business cards, improved refrigeration etc.

## **Management case**

The most effective sequence for this proposal would be:

- Initial consultation with traders on the scope of the enhancement programme.
- Commissioning a specialist package of support from an experienced supplier.
- Delivery of the package of support over 3 – 4 months.
- Launch of new branding and marketing as part of the launch of the online platform for the town.

The market traders are the essential partner in this. Experience shows that enhancing local markets works best when traders feel they are central to the process instead of being 'done to'.

If the relocation were to go ahead, it would also be important to work with current businesses on the High Causeway including communication of how the move can increase footfall for everyone.

## 2. New uses for the square

### Strategic case

We will make it easier for local bars and restaurants to serve food and drink outside, and work with those businesses to develop a programme of annual events. The overall purpose is to create a 'piazza' feel in the square, attracting locals and visitors alike, to eat, drink, mingle and relax, especially in the spring and summer months.

The Market Square is in many ways at the heart of life in Whittlesey. Moving the bus stop from the square has already given it a new lease of life; improving the air quality and making it more pedestrian friendly.

To the sides of the square can be found well-regarded and in some cases award winning restaurants, pubs and hotel including the Grade II listed George Hotel pub, which is part of the Wetherspoons chain. The latter does have a licensed outside drinking area.

Beyond the George's small outside licensed drinking area, the venues on and near the square do not use the whole space. This means we have created the capacity for more activity in the square, by moving the bus stop, but have yet to fully take advantage of that.

As a result, the square is an under-used asset with the exceptions of the weekly market, some monthly events, and of course the annual Straw Bear.

To make even greater use of the square, we will develop an annual programme of locally sourced events, including themed evenings and weekends, that will catalyse the kind of vibrancy described above. We would not prescribe the programme in advance. Instead, as described below, we would work with existing venues and, in parallel, source ideas for new square uses from local organisations, artists and others.

### Financial case

We would look for funding of between £150k and £200k to bring in the specialist agency, deliver an extensive programme of promotion, and purchase additional equipment. This would be relatively modest amount of money for a programme that could generate significantly increased visitor numbers and footfall through the year.

### Making it happen / Delivery

The sequence for making this happen would be to:

- Undertake initial consultation with local businesses
- Deliver a programme of identified improvements to enhance the square amenity, including making the surface more level and user friendly
- Commissioning an event management agency to coordinate and oversee an annual programme of events
- Through the agency, engage local organisations, artists, musicians and others on potential uses the for square
- Work with the existing businesses to ensure that they understand what they can do on the square and address any barriers they identify and to source ideas for what additional events / evenings they would like to run

- Deliver an extensive campaign of promotion locally and more widely in conjunction with local businesses
- Purchase any equipment needed to support the events programme e.g. canvassing and tents.

Throughout, we would work closely with existing square users.

The key partners will be the existing square businesses, and local organisations and individuals who could use the square.

### 3. Heritage visitor centre

#### Strategic case

Market towns in the modern day need a distinctive 'offer' to the outside world. A unique appeal that is rooted in the character and identity of the town. Our offer is our heritage. Whittlesey is mentioned in the *Cartularium Saxonicum* of 973 A.D. and the Domesday Book. On our doorstep is Must Farm, "Britain's Pompeii", where six bronze age boats have been discovered. The vessels are currently being restored and conserved outside of the town.

There is scope for doing more with our heritage. According to the 2017 Neighbourhood Plan scoping report, a majority of people felt that Bronze Age heritage should be promoted as a tourist attraction. Fenland District Council is also currently working with Arts Council England to develop a culture strategy that will have a strong heritage element.

A new Heritage Centre would be built essentially to tell the Story of Whittlesey from Bronze Age to present day. This would have the added advantage of introducing more visitors to the Kings Dyke Nature Reserve. A network of local organisations such as museums, societies and community groups would be invited to use the facilities for exhibition purposes.

The location has been identified and links with Must Farm. The site utilises land given free of charge by Forterra (formerly Hanson Brick) close to the original Must Farm location and directly adjacent to the Kings Dyke Nature Reserve on the A605 with adequate parking facilities. This project was considered in detail by Fourth Street undertaking feasibility. It is acknowledged that exhibiting Must Farm artefacts alone is not sustainable in the long term.

#### Financial case

A new heritage centre should bring additional income to the town. According a recent report commissioned by Historic England, England's heritage sector generated GDP of £13.1 billion in 2016, equivalent to 0.75 per cent of UK's total GVA. The sector also accounted for 196,000 jobs. Our initial assumption is a comprehensive activity plan of around 50 events per year split over small (30 -50 attendees), medium (100 -150 attendees) or large (300 – 500 attendees) events. The plan would be coordinated by a Community Engagement Officer, supported by a part time assistant and volunteer input.

The anticipated initial expenditure costs are modest at £61,000 with a projected income of £32,000, leaving a deficit of £29,000 in the first year. As interest grows in the Heritage Centre from both a visitor and educational view through schools and colleges the project is anticipated to be financially viable and self-supporting, drawing increased visitors into both Whittlesey and Fenland beyond.

However, up-front funding of around £50k is needed for a further feasibility and options study, including outline business planning.

#### Management case

As above, the next step is to commission a further feasibility and option study that will:

- Articulate the amount and type of artefacts these sites could hold, including preservation requirements.

- Identify potential visitor numbers and segment the potential audience (Whittlesey resident, Fenland resident etc).
- Develop outline budgets, drawing on those visitor projections.
- Identify benchmark examples and identify ways in which the centre can complement existing Fenland museums.

We would then develop a detailed business plan, subject to the findings of this work.

We would engage national partners at an early stage in this work, including Historic England and Arts Council England to ensure our thinking fits with the emerging culture strategy.

At the local level, as already emphasised, we would work closely with local stakeholders.

## 4. Heritage Walk

### Strategic case

As set out in the summary business case for the visitor centre, there are powerful reasons for us to expand our heritage offer:

- Market towns in the modern day need a distinctive 'offer' to the outside world.
- The economic rationale is strong, with heritage growing as a sector and more and more people visiting parts of the UK
- Fenland District Council is investing in a culture strategy which will have a strong heritage aspect.

In this context, there are several reasons why a Walk would be an effective investment:

- It would complement very well the proposed new visitor centre, offering an opportunity for visitors to see for themselves the elements of the story described in the centre.
- It will encourage healthier living amongst residents by giving them a safe and interesting route to explore.
- It will help address the issue of poor-quality pathways in parts of the town and, for routes out of town, accommodate a cycle lane.

At the moment, existing signage and general wayfinding is generic and does not direct local people or visitors to our assets.

We therefore propose to create a new Walk that would include historic landmarks in the town such as St Andrew's and St Mary's churches, the Buttercross, Portland House and the Mud Walls.

The Walk would be designed around the highest quality wayfinding standards. The route would be consistently and strikingly branded, with markings on the pavement and signage along the way. Each landmark on the way would include equally consistently branded information points.

As well as introducing new signage, the installation of the route is an opportunity to improve pavements, footpaths, railings and street furniture on the way.

We would speak to local business about ways they can benefit from the pathways e.g. placing adverts on route maps.

### Funding

We are looking for £150k for the combined package of work described above.

### Management case

The sequence for delivering this proposition is:

- Agreement of a final route and key landmarks, developed in consultation with local organisation and the landmarks, along with the centre to be accommodated at a later stage.
- Commissioning a wayfinding strategy.
- Delivering a combined package of wayfinding installation and improvements to pavements and street equipment.



- Promotion of the Walk, including a dedicated section on the new town website which is also recommended in this report.

The partners for this proposal are very similar to those who would be engaged in the centre. There should be an opportunity to engage partners on both proposals at the same time to avoid replication.

## 5. New town website and social marketing strategy

### Strategic case

Successful market towns have a positive, friendly 'brand' that they communicate to world. Towns such as Skipton and Ludlow have used this approach to great effect.

The new town website will:

- Promote the brand of Whittlesey as a destination, especially to outsiders, and in relation to our heritage offer in particular.
- Provide a central repository for local information, such as forthcoming events, business opening hours, and local discounts. While this information is available, it is usually spread across different sources, such as local magazines and Facebook groups, which local residents may not be aware of or subscribe to and outside visitors are very unlikely to know about.
- Link to local organisations to raise their profile and connect them to new members, customers, users.
- Provide information to residents about how to access services online.

We therefore propose to create a new website, clearly branded in line with the vision set out in this master plan, which will provide the information described above. This could be done with a local professional web designer.

While setting up a website is technologically straightforward, with the tools to do so widely available, several factors need to be high quality:

- High quality design, including appropriate and high-quality images, well-written and accurate copy, and ease of navigation – it is vital that the site looks professional and reflects well on the town.
- Just as importantly, the site needs to be kept up to date to be of value and to avoid disappointing visitors with inaccurate information. This information would need sourcing from liaison with local group and businesses.
- Active management of any discussion boards or discussions forums, including developing a set of rules, and responding to any queries directed to the site.
- Search engine optimisation (known as SEO) so that site appears prominently in response to search terms.

As above, while it easy to set up a website, setting up and maintaining a good quality site of which the town can be proud requires effort and commitment.

We would develop a proactive social media strategy to promote the town via the website. This would involve coordinated messaging across different social media channels (Facebook, Twitter, Instagram and new platforms), and the smart use of analytics to target tailored content at different audiences (such as shoppers, tourists and young people).

### Financial case

A small amount of funding would be needed at the beginning to design, test and launch each site. This can be between £5k and 10k depending on functionality and whether the contractor would be required to provide the copy or if this would be provided.

Ongoing resources would be needed to maintain the site. This could be a modest cost if the site were updated on a voluntary basis, or through an existing resource, meaning the only cost would be the required licensees for the software including the Content Management System (CMS) and services such as back-up and security. This could be £500 per year.

## Management case

While each site would be different and distinct, tailored to the branding and messaging of each town, Fenland District Council should play a role in ensuring there is consistency of tone and voice in relation to the Growing Fenland brand.

Each town team could then work with a local website designer(s) to develop, test and launch the site. Different skills are required at different points in this process e.g. designing the look and navigation of the site is different from ongoing management. It may be possible to find an organisation with all these skills that can enter into a single contract. Alternatively, different arrangements could be made e.g. one contract to design, test and build up to the point of launch, and another to maintain and promote on an ongoing basis.

There would also be value in engaging a small group of local stakeholders in the development and testing process. This is useful to the technical process of designing and generate buy-in to idea of the site and generate some momentum behind local organisations putting their information on the platform.

As above, there would need to clear and agreed arrangements for keeping the site regularly up to date. This could be done through as part of a contract or through a local volunteer.

The first result when searching for “Ludlow” on Google is the town’s website <https://www.ludlow.org.uk/> This presents high quality and attractive images from the town, has a single strapline – “A bustling market town”, lists for forthcoming events, and provides two short paragraphs summarising the town’s assets and appealing features. It then then provides more detail on each of these aspects – where to stay, things to do, food and drink etc.

## 6. Improving access to education

### Strategic case

Our local schools provide a good quality education at all ages. However, some pupils at age 16 and 18 will be looking for other opportunities to further develop their education outside the town. Adults already in work may want to develop their skills and gain new qualification in order to progress in their careers.

For too many people, these opportunities are out of bounds. Whittlesea train station is on the very edge of the town, the service has a poor reputation for reliability, and the station, until recently, was felt by some to be dark and unsafe.

Residents' dissatisfaction with local bus services emerged clearly from the responses to the online consultation on the interim version of this document. There are insufficient buses out of the town in the morning and in or out of town in the evening (services out might be used for people accessing evening classes). As a result of these restrictions, we have people of all ages being frustrated from developing their full potential.

As part of the Fenland-wide strategy document, which makes recommendations across the four market towns, there is consideration of the scope for franchising bus services. This is made in reference to the Cambridgeshire and Peterborough Strategic Bus Review, which noted that franchising "may be most easily applied to rural initiatives, and would probably be critical to the holistic approach identified as it gives greater control to the CPCA to integrate bus services with wider rural transport initiatives in areas where there are few (if any) commercial bus operators to partner with."<sup>5</sup>

As part of that discussion, we will make the case for increased bus capacity, through more regular and reliable routes, to be built in to a new and improved timetable.

While discussions are ongoing, there is scope to develop a dedicated shuttle bus service, running in the mornings and late afternoon / early evening, west to Peterborough and south to Alconbury Weald.

Given the time it takes to get to Peterborough during morning or afternoon rush hour, it makes sense to run a single service with sufficient capacity e.g. single decker bus to the city. Given the further distance, it also makes sense to run a single service to Alconbury Weald, although demand will be lower and could be accommodated through a mini-bus.

This service could be developed to demonstrate and define more precisely the level of demand and later be integrated into a new timetable.

### Financial case

Funding a new service would need to be negotiated as part of any wider re-organisation of bus services, including the scope for franchising.

### Management case

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<sup>5</sup> Cambridgeshire and Peterborough Strategic Bus Review, p65

The case for changing the current timetable will need to be made with and through the CA, which commissions local bus services. We will continue these discussions over the next few months in line with the strategic recommendations being developed through the Growing Fenland process.

Creating a new service would require the CA to procure an additional service from a registered transport supplier through a separate contract.

As above, the key partner in relation to this proposition is the CA and, through them, Stagecoach, which is the dominant supplier of bus services in Fenland.

Discussions would be held with relevant educational institutions, to ensure they supported the service and to address practical matters like appropriate drop-off and collection points. There may also be scope to explore whether the institutions had uses for the coaches in between the morning and afternoon service.

## 7. Skills Task Force

### Strategic case

As explored in the portrait of Whittlesey above, our town generally performs well in relation to education and skills. Our schools perform well and our population is more highly skilled than some other parts of Fenland. There has also been an increase in recent years in the number of people in highly skilled professional and technical professions.

We want to build on these strengths and ensure that more residents have access to skills and development opportunities. In turn, this should ensure that businesses will have greater access to highly qualified apprentices, trainees and employees. This is vital to pursuing our ambition of making Whittlesey a hub for highly skilled companies and enterprises.

A specific issue we face is that there is currently no mechanism or structure through which partners in the area of skills development can come together. This means we have no way of ensuring, for example, that the courses on offer locally actually met employers' needs, either now or in future.

We therefore propose the formation of a voluntary grouping to provide that liaison between different stakeholders. Its purpose would be to share information and stimulate action on:

- Horizon-scanning future skills demand. This could be done through light-touch engagement, such as short surveys with local employers on their current and future skills needs.
- Facilitating conversations with providers about the suitability of current provision in light of future demand.
- Identifying work experience / placement / apprenticeship opportunities at local businesses – this element of the work would be coordinated with the Combined Authority's apprenticeship brokerage programme.
- Identifying opportunities to re-train and up-skill adult workers. This could include using local institutions to provide courses to adults and finding findings practical ways to open up existing provision to a wider range of people. This will help individuals progress and contribute to the development of a more highly-skilled and flexible workforce.

The group would not have formal power to effect change. Its role would be to convene partners to take mutually beneficial actions. For example, it is the interests of providers to provide the kinds of courses that meet demand.

The group should also feed into the proposed Education Opportunity Area (please see overarching strategic document) which will look, amongst other things, at ways to improve the linkages between different providers at key points.

This idea is very much in line with the Cambridgeshire and Peterborough Local Industrial Strategy. This includes, among its strategic objectives, the goal of:

Bringing employers and skills providers together to understand the current and future skills needs, and planning provision to meet them.<sup>6</sup>

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[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/818886/Cambridge\\_SINGLE\\_PAGE.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/818886/Cambridge_SINGLE_PAGE.pdf)

It equally in line with the underlying case for CPCA's emerging Skills Strategy. The independently produced Skills Strategy Evidence Base Report asserted that the CPCA's role is to "commission, to test, and to facilitate collaboration between learners, employers, providers and organisations." We want to see this kind of collaboration developed, even pioneered, here in Whittlesey.

## Funding

As a voluntary partnership, the group would not require funding, but partners would need to commit resource i.e. time and attention to make the group work. If the town council is to provide active development of the group, this too would need to be resourced.

## Management case

As a voluntary arrangement, making it happen would be dependent on the commitment of partners to work together. To assist this, the town council could proactively engage partners to introduce the idea and the rationale for it. It would be important for those identified partners to be able to shape a simple Terms of Reference, or equivalent, so they felt some ownership over the idea.

The group could then meet on a quarterly basis, with smaller sub-groups looking at specific issues in between meetings.

There may be value in identifying and agreeing a knowledgeable and trusted Chair, to mitigate any potential concern about the group being driven by one partner / agenda.

Potential partners include:

- Combined authority
- Cambridgeshire County Council
- District council
- Town council
- Sir Harry Smith Community College
- FE and HE institutions
- Local employers that should cover different sectors
- Skills providers including voluntary as well as commercial providers

It should be clear that partners are not participating as 'delegates' or 'representatives' from their own organisation. Instead they are there to work together as described above to improve access to high-quality skills development for Whittlesey residents.

As above, the group should be plugged in to the proposed Education Opportunity Area.

## 8. Transport improvement package

### Strategic case

As set out in this paper, we want Whittlesey's economy to continue growing sustainably. We want more people to visit and enjoy our rich heritage and cultural offer. We want our residents, of all ages and at different stages in their career, to access opportunities to improve their CV and boost their career.

For these things to happen, we need a coherent package of improvements to make it easier to get in and out of Whittlesey, at all times of day, through an improved range of options.

We propose five interventions:

- **More frequent and reliable bus services.** The Growing Fenland strategy paper, which makes district-wide proposals, makes the case for rethinking the model of bus delivery in Fenland through franchising. As this approach is developed, we will work with our partners on the introduction of more, and more regular, services. This should include services in and out town, to the other market towns and beyond, and within town, including more service to and from the train station.
- **More train services throughout the day and later in the evening.** In parallel to improving bus services, we will work make a strong case for more train to stop at Whittlesey, especially in the evening. This would be obviously complementary to more bus services going to the station.
- **A new park and ride scheme from the town centre to Peterborough** would alleviate pressure on town centre parking spaces that are currently being taken by commuters. It would free those spaces during the day for residents to use local shops and amenities; boosting those businesses and generally contributing to a more vibrant and active feel to the centre of town in the middle of the day.
- **New bridge over the railway crossing.** The level crossing at King's Dyke is widely recognised to have been a cause of "significant delays to traffic travelling between Whittlesey and Peterborough for years". There remains a strong case for completion of a new bridge over the crossing. With a final design and price for the construction phase of the project already submitted by the chosen engineer, we will continue to work with partners on the completion of the project.
- **A new relief road** from Coates to the Morrisons / Cardea Roundabout so that Heavy Goods Vehicles (HGVs) can access industrial sites from the east rather adding to the congestion of residential routes, particularly along Inhams Road and Station Road. As well as adding to the congestion, HGVs degrade the quality of the road and street surfaces and contribute to the problem of air pollution.

### Financial case

The immediate financial asks are for

- £50k for a feasibility and options study into the new relief road. This would look at options for the route and related changes e.g. the introduction of roundabout and other impacts e.g. on the national cycle way.
- £30k for a similar study into the park and ride scheme.



## Management case

We recognise that these proposals are a mixture of short and long term. We will continue to work with our partners on the successful delivery of the package as a whole over time.

## The Overall Strategy for Fenland

Because some of the challenges we face are common across all four towns, we have published alongside this a Fenland-wide strategy to set out what some of the real “game changers” will be for our district. The key ideas coming forward from this are:

1. Nene River Barrier
2. Opportunity for full bus franchising
3. A47 Dualling
4. Wisbech Garden Town
5. A New Deal for Education
6. A New Partnership for Skills
7. Early Years Support
8. A Health Action Area
9. The Manufacturing Launchpad
10. Cambridgeshire Jobs Compact
11. A Mayoral Implementation Taskforce

It is at this level that we hope to tackle challenges around health and education, where the opportunities from acting at a district level are much greater.

## Next steps

We have set out a vision for Whittlesey, showing what interventions can make a real difference to our town, in the context of the overall strategy for Fenland.

We now look forward to working constructively with the Cambridgeshire and Peterborough Combined Authority (CPCA), and its Mayor, James Palmer, to implement these ideas. This will require both direct support from the Combined Authority, and the resources needed to take these ideas to key government funds such as the Stronger Towns Fund as and when they come forward.

This work will be overseen by the CPCA, FDC and other key partners working in conjunction with the Town Team which was put together for this work.





# Growing Fenland – Strategy Proposals for the Fenland District

*A report from Metro Dynamics to the Cambridgeshire and Peterborough Combined Authority and Fenland District Council*



Metro — Dynamics

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# Introduction

Metro Dynamics were commissioned by the Cambridgeshire & Peterborough Combined Authority in October 2018 to undertake the preparation of economic and social master plans for four of the main market towns in Fenland: Chatteris, March, Whittlesey and Wisbech.

The principal means through which this work has been undertaken is a series of research projects gathering data on each of the market towns, consultation with the general public, businesses and with town teams comprising elected members, officers and others. On the basis of this work, reports have been prepared on the issues facing each town. Each report sets out recommendations arising from both the research and consultation and deliberation.

Three of these reports were issued in interim in the early summer of 2019 and were the subject of revision subsequently following a further process of consultation. The exception was with Wisbech, owing to the work already underway through Wisbech 2020 Vision.

Links to the Final Reports are here **[link to be added]**.

The proposals set out in each of these reports have been the subject of development through the preparation of strategic outline business cases for each of the proposals where this is possible at this stage.

It was clear to the Metro Dynamics team at an early stage of the process that, whilst each of the town reports contains valuable and specific proposals, some of the most important issues facing the towns are actually common. In addition, there are issues which lie beyond the scope of town and District councils and in some cases beyond the scope and funding of the County Council and Combined Authority too.

The purpose of the project was to identify important priorities and programmes, the pursuit of which would change the trajectory of the market towns in the short, medium and long term. As we presented our findings to Fenland District Council and the Combined Authority, we made the argument for a second and parallel stream of work which looks at these cross-cutting issues with a view to bringing forward proposals for all the market towns to complement the ideas emerging from the individual town reports.

This report sets out the conclusions of the Growing Fenland project in this area.



The Town Team Reports are very much the reports of the people who worked on them and arise from the process of engagement we undertook. This report is different. It considers issues, most of them applying across larger areas than one time. Several of the issues considered here apply to all four towns. Unlike the Town Team reports these are our proposals to the Councils.

For the most part, this report sets out policy issues and proposed steps to start to tackle them. In some areas the proposals are clear and specific, but in other areas, further work needs to be done to enable the precise policies, programmes and initiatives needed to be developed. They will also need to be integrated into other policy work – such as the new Fenland local plan.

The final proposal considered in this paper is about implementation. The officers of the District Council and partners in Town Councils have worked hard over the process of the Growing Fenland project to devote time and resources to its work. The next stages of the project will require even more effort. This report therefore concludes with a mechanism which we believe will galvanise the efforts of those needed to take the Growing Fenland project forward in the months ahead.

## Summary

This report sets out outline proposals, eleven in total, grouped into themes:

- infrastructure, transport and housing (I)
- people: education and health (P)
- jobs and enterprise (J)

The final proposal sets out a mechanism for taking forward the work of Growing Fenland.

The table below sets out the proposals in summary form.

<b>Growing Fenland: Summary of Strategy Proposals</b>		
I	1. Nene River Barrage	This proposal which will reduce flood risk and stabilise river levels is a gamechanger. It can drive value into proposal 4 and potentially reduce the cost of proposal 3 dramatically.
I, J	2. Opportunity for full bus franchising	The case for rethinking the model of bus delivery in Fenland is compelling. As the Combined Authority considers options to take more control over bus services, Fenland is the natural place to start.



I	3. A47 Dualling	More even than the proposals for connectivity between March and Wisbech (and helping the business case for it), this project will rectify poor connectivity across the whole area.
I	4. Wisbech Garden Town	This proposal is sound, but needs to happen in concert with proposals 1, 3, and 5. The Garden Town can play a major role in meeting housing ambitions right across Fenland, but only if developed with excellence at its heart with high quality schools, a regenerated Wisbech Town Centre and improved connectivity.
P	5. A New Deal for Education	The Opportunity Area proposal has made progress but a considerably more developed and better resourced programme is needed to help schools to counter the educational disadvantage facing the area.
P	6. A New Partnership for Skills	One key reason for low incomes in the market towns is poor pay arising from the jobs people do. Improving skill levels more systematically is key to changing that so that the proposals at 9 and 10 can really have the impact needed.
P	7. Early Years Support	A disproportionate number of children in the towns arrive at school without the skills in part because of the lack of home support needed. Improving school attainment in the way envisaged (see 5 above) without further pre-school support will be very challenging.
P	8. A Health Action Area	Breaking the cycle of poor health and low wages is vital to delivering for the Fenland market towns. Getting people into jobs and keeping them there (projects 6, 9 and 10) requires them to be healthy throughout life and able to acquire and use new skills (6).
J	9. The Manufacturing and Agritech Launchpad	Metalcraft are a great story for Fenland and have been working on exciting proposals for developing a launchpad to build a stronger cluster of related companies.
J, P,I	10. Cambridgeshire Jobs Compact	In the short term, bringing good jobs into the market towns will yield some but limited results. The towns need to benefit from the higher levels of income in Cambridge and Peterborough near term. Getting Fenland residents into jobs there is therefore a priority.
Imp	11. A Mayoral Implementation Taskforce	These projects will drive the long term transformation of the Fenland market towns. The challenge will be implementing them with the ambition and drive

		needed. To deliver this, we are proposing a Mayoral Taskforce with the Council to spearhead implementation.
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It is clear from the foregoing that there is no one easy way to grow the Fenland market towns sustainably. Maximising the opportunities and addressing the challenges will take years, and will take a generation to fully have effect. But the work on these and the shorter-term proposals emerging from the individual town reports needs to start now.

The remainder of this paper sets out the analysis underpinning this approach and a section on each of the twelve proposals.

# The Core Argument

## *Market Town Economies*

The Cambridgeshire and Peterborough Independent Economic Review (CPIER) made reference to the Fens as one of three distinct areas of the Combined Authority area. It is true: the areas covered by Cambridgeshire's market towns have much in common. But there were differences in their pasts and will be in their futures too.

Market towns grew and developed over centuries as vital centres for the local and regional economies of their time. For market towns to thrive and flourish in the future, they will need to adapt. They cannot exist as standalone hubs any more – instead they must find a way of becoming attractive places in which employers want to locate businesses, and people choose to live, also effectively linking in to larger conurbations (Cambridge and Peterborough in this case). Each town needs a distinct 'offer'. This could include a specialised type of good (such as Huntingdon's composites sector) or a residential quality of life for the city's workers.

Market towns can also seize upon new opportunities offered by the rise of flexible working and 'lifestyle entrepreneurs' to offer a location for high value employment. Ensuring that the towns and their residents benefit from the huge increase in decentralised employment – much of it in the digital and creative sectors – is essential to ensuring that the towns' geography is the asset it should be. The global economy is undergoing a major shift towards more decentralised ways of working. It is now possible to learn many in-demand skills online for free, and then to use these skills to work for companies around the world. Many of these opportunities are available remotely. Skills and occupations such as programming, web-design, machine learning / AI, and data science fall into this category. Many of these occupations and skills will seem remote to some segments of the population, but the quality and availability of resources and instruction online mean that they are actually very accessible and offer progression and good salaries. Work is needed to help local people feel confident in accessing and pursuing these opportunities.

## *Five Themes and a Long-Term Focus*

However, in order to take these opportunities, the Fenland market towns need to focus on the fundamentals of a well-functioning economy. Through our work on the development of the market town plans we have arrived at five themes that are generic across all market towns which we believe need to be addressed if the actions proposed in the individual town plans are to be implemented with success. At the heart of these issues is the goal of ensuring that there is more income circulating in the towns so that there is a tangible sense of

forward momentum: more people in work and better salaries feeding through into a greater sense of wellbeing.

Creating forward momentum now is eminently achievable. Creating real and deep change is something that can only be delivered over the long term, starting with building communities where people want to live and bring up children, with jobs and industries playing more variable but often low initial role, and rising as places become successful. Here are a series of propositions on five key themes which we believe are fundamentally important.

## **Education and Skills**

In general, the market towns have a level of educational attainment that is lower than is needed to enable residents to fulfil their potential. While there is some good school performance and some strong recent improvement, the overall offer is mixed and patterns of improvement patchy and inconsistent.

Low educational attainment contributes to lower than average wages and weaker prospects, making it less likely that businesses will choose to locate good quality jobs in the towns. This in turn makes it more likely that well qualified people will opt to move away from the market towns to pursue their careers.

Education is important. But so is lifelong learning. There is also the scope to build more viable vocational pathways linking skills acquisition for local people to growth occupations in the regional economy. And (as mentioned above) we can benefit from the increase in availability of online training in new digital skills. It is increasingly easy for people of all ages to learn programming languages and access freelance or distance work online. Ensuring that residents are able to learn these skills will be important to achieving local improvements.

The barriers to further educational and skills attainment here are often transport-related, with young people in particular unable to attain further skills outside of their home town due public transport services that are expensive, poorly coordinated and irregular.

## **Health**

The market towns have poorer health than other areas, in some ways markedly so and in ways that both reduce levels of economic activity overall and the ability of residents to perform jobs at their maximum potential. This reduces the levels of income circulating in the economy compounding the educational issue above and its consequences. The CPIER comments: “there is clear evidence of links between poor health and lower productivity,

damaging workers' lives and reducing output. Employee health is an area which has been neglected by businesses." More importantly still it constitutes a drag on town communities, limiting life chances: unhealthy (and still more, ill) people are less happy and fulfilled and affecting the communities and places in which they live. Transport factors are again a driver here, with heavy town centre traffic making walking and cycling feel, as one resident put to us, "too difficult and dangerous".

## **Jobs**

The sectors on which Fenland market towns depend for work are, by and large, characterised by low skills and low levels of pay. There are exceptions. The area has some indigenous companies which are strong and profitable offering high levels of skill. But this is not the norm. Too few companies that might locate in the Fens choose not to do so for the reasons above, even if those that are located in the area are doing very well. The Agri-food sector is, in general, characterised by lower wages – though this need not always be the case. If the area can develop and/or grow a better qualified and job ready workforce for the parts of the economy that are growing, it will become more attractive to employers who might locate as well as offering more opportunities for the expansion of existing local firms. Successes can be achieved in the short term and every effort must be made to deliver them. But the goals of creating vibrant market town labour markets is a long term aspiration to achieve.

In doing this, we need to help people reach beyond the boundaries of the immediate area and access new opportunities using new skills. Supporting digital learning and employment will help local people achieve a better standard of living without long commutes or needing to move.

The potential here is significant as the four towns offer many of the other factors that appeal to start-up companies and younger households, including affordable housing, access to the countryside, and access to some good schools.

## **Housing**

The demand for housing in any town is derived from the demand in the economy: the requirement for labour and the skills to meet demand and prevailing rates of pay and the proximity to good schools. Viewed in this way it is hard to argue that housing is a driver of the economy of the market towns. It is much more likely to be a lagging indicator of lower economic success. The exception to this might be the Wisbech Garden Town if it can create such a large intervention, along with high quality schools, that it effectively rebases the housing offer encouraging more residents to remain and more in-comers too (though even then this would need to be accompanied by action on education and health).

In this context, it is important that the towns build high-quality and mixed housing developments (including affordable housing for key workers) but not see this as a “silver bullet”. This is happening in some cases, particularly Whittlesey, but is not the case across Fenland as a whole. We have picked up considerable local discontent about the unpredictability and opacity of the local planning system (though evidence from MHCLG suggests that planning is relatively quick, and applications are generally likely to be successful, compared to other areas).

## **Transport**

The Fenland market towns are geographically isolated with limited road connectivity and public transport which is poor (buses) or non-existent (rail in Wisbech and Chatteris). The presence of rail access in March serves to underline that transport isn’t everything. The rail links between March and both Peterborough and Cambridge seem to have had little impact on the housing market and other outcomes. But it is hard to see how the market towns of Fenland will achieve their potential without better roads and public transport. In the longer term it is to be hoped that the Cambridge Autonomous Metro (CAM) will reach into Fenland – but for now the reality in many places is that buses will remain the only form of public transport for at least the medium term. It is essential that the town masterplans bring forward proposals for the short, medium and long term to create and sustain momentum in the connectivity of market towns to the places in which there are jobs for town residents, to encourage them to stay resident in them, and thereby in the long term to encourage others to move their homes as well as employers to locate in the market towns.

Transport may be poor. But digital connectivity is better in Fenland than in many places. Whilst on its own this will not change the fortunes of the market towns, it is an asset and one, which used with other developments, can start to change perceptions and possibilities.

## *Cause and Effect*

Implicit in the analysis above, on occasions explicit is the view that some of these issues matter more than others. Everything considered in this note is important for Fenland. There are causal links between all of these issues which are interconnected in a circular way: think chickens and eggs. But we need to arrive at a settled view as to which factors are more fundamental than others as opposed to those that are more the effect of causation elsewhere. In our view, neither the inadequate transport system nor housing are in essence causal when compared with jobs, whilst education and health are more causal still. That is why we think health and education need to be addressed most seriously. Clearly the benefits of better education and health won’t be felt in the market towns without more and better jobs which in turn require better transport etc.

But too often the education, skills, and health issues faced by communities such as are found in the Fenland market towns are deemed out of scope for this kind of project. They can't be. All the housing capital spend and transport will not fundamentally change the market towns unless the populations are better educated, have higher skills and improved health. More prosaically, it is likely that the business cases for transport and housing investment will fail to reach the reasonable Benefit Cost Ratios without a wider programme of change which includes real momentum on health and education as well as on the kinds of programmes proposed by the interim reports.

The focus on health and education is further reinforced by our view on **what market towns will be for in future**. Given the radical changes to consumer shopping of the last decade or so, the old rationale for *market* towns is fast losing force; hence the national debate about the future of the high street.

To succeed in future, **market towns in the UK will need to offer three things:**

- **The highest quality of life to residents** – including great schools, healthy environments, excellent health services, low crime and high-quality affordable environment.
- **Unique and exciting experiences to visitors** – such as cultural events and venues, a special food or drink offer, or historical / architectural attractions.
- **The infrastructure, education and networks required to help people fully access the opportunities of the new digital economy.**

The proposals in the town team reports can help deliver the second and third of these objectives.

**The delivery of the first of these objectives is made very difficult by the current health and education infrastructure in Fenland.** Hence the need for system-wide changes to address under-performance in parts of the system; better connect the disparate parts of the system; and overall improve capacity.

Using this analysis, the work of the town teams and consultation, we have arrived at the projects which make up the remainder of this report which, we believe, go to the heart of addressing the most important issues facing the Fenland market towns.

# Proposal 1 - Nene River Barrage

Many of the proposals considered here are on issues that clearly emerged from analysis and were always likely to form part of the output of the project in one form or another. The Nene River Barrage is an important exception.

The project was started by Anglian Water as a response to water scarcity (to capture more of the water flowing into the sea from the River Nene) as well as a flood defence. Anglian Water commissioned a study from Dutch experts Royal HaskoningDHV which was completed in May 2019.

Though the discussion we have undertaken in the Growing Fenland project we believe this is a project of catalytic importance to the whole Fenland area but with particular importance for Wisbech.

Royal HaskoningDHV was commissioned by Anglian Water to undertake a high-level review of the potential for a winter storage reservoir within the River Nene catchment, linked to the possible construction of a tidal barrage on the River Nene downstream of Wisbech.

As the Royal HaskoningDHV report stated:

*The concept of a Wisbech Garden Town is being investigated as a vehicle to deliver the aspirations for regeneration of Wisbech. The aspiration for growth and economic development in Wisbech and across the East of England increase demand for water in an area where water resources are already under pressure. In addition, flood risk is a key issue to be resolved to enable the Wisbech Garden Town proposals to be progressed.*

*The Wisbech Garden Town Flood Study investigated the potential for a tidal barrier or barrage located downstream of Wisbech on the River Nene. A tidal barrier or barrage would help to manage long-term flood risk to the proposed Garden Town and deliver additional benefits, including flood risk management for the wider area, amenity and navigation enhancements, and the potential for integrated water resources management.*

In our view the benefits of a storage reservoir and associated barrage are considerably wider than this, catalysing other possibilities. We set these out below.

**Amenity.** The possibility of a storage reservoir, properly planned and integrated into the landscape could offer a new and much needed leisure opportunity for Fenland. As the town team reports note, despite the presence of water throughout the area, there is a real lack of



amenity, leisure and tourism benefit from it. An attractively planned and delivered reservoir could be part of the way of changing that.

Perhaps as significantly, the effect of reducing flood risk and stabilising water levels in Wisbech town centre would have a profound effect on the quality of both the built and natural environment. Some of the town's finest Georgian buildings and vistas have been significantly devalued by necessary but intrusive flood defences. If, as would be intended, the barrier led to the removal of these defences as well as stabilisation of the river level, the river could become a bigger asset to the town than ever, driving the potential for development, increasing property values and footfall, driving business into the town centre.

**Flood Risk.** By reducing the flood risk in the area around Wisbech, it seems highly likely that the barrage would increase land values in the Wisbech area, thereby playing a significant role in overcoming the single biggest impediment to the development of the area, including the Garden Town.

**Road Cost.** Elsewhere in this paper we underline the central importance of improving journey times and reliability through dualling the A47. Our understanding is that the emerging plans for this project require a very significant investment in raising the level of the road to meet flood risk concerns. The presence of the barrage seems likely to obviate the need for such cost (and bring attendant environmental benefits) partly offsetting the cost of the barrage.

## Next Steps

The realisation of these benefits would require the Environment Agency and others to come behind these emerging proposals. This in turn will require the proposals to be more developed. To this end Anglian Water have proposed a further study into the development of the barrage to identify both the strategic opportunity it presents and the next steps towards its development. This should also make sure to consider the impacts of the barrage on port access, recognising the benefits which having an operational port brings to Wisbech – as well as any other impacts on other parts of Fenland which should be considered.

We believe this study is of critical importance and its funding and execution should, alongside the implementation of its recommendations, come under the aegis of the proposed Mayoral Taskforce.

## Proposal 2 - Opportunity for full bus franchising

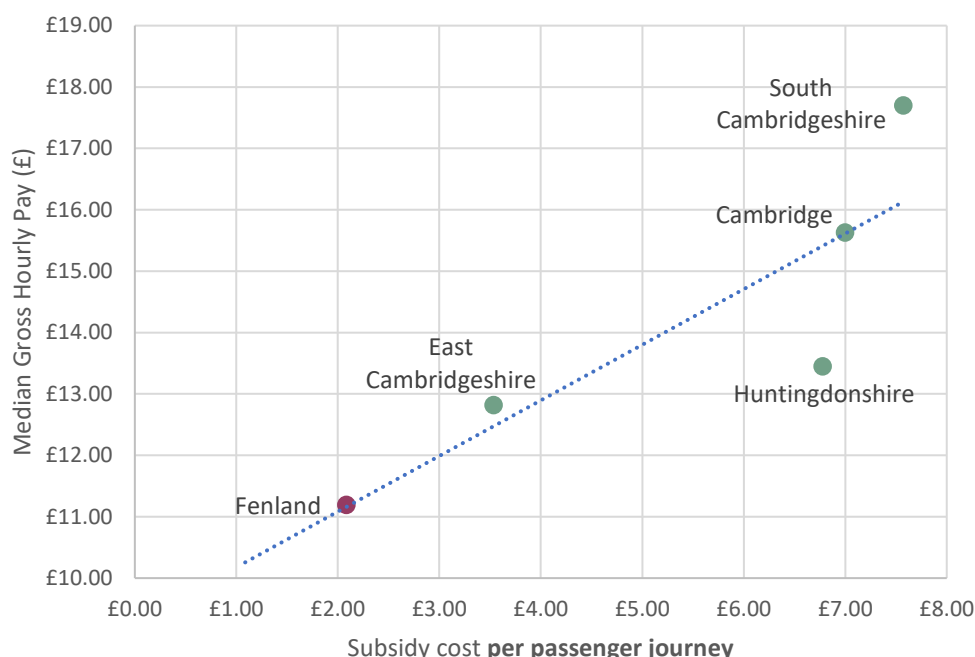
### **The situation now: in decline, unequal, and in need of fresh thinking**

Bus services in Fenland are in serious decline. Routes have been scaled back. With the buyout of Norfolk Green by Stagecoach in 2013, there is now only one serious commercial operator. A big part of the challenge is that buses are, in general, not a feasible mode of transport for working across Fenland, due to the time-consuming nature, and generally poor connections to local cities.

This situation becomes self-fulfilling, and leads to a vicious cycle in local transport. Because people feel they can't rely on the buses, they don't use them. Because they don't use them, the bus services become harder to sustain, and therefore to reduce losses services are cut back. This, in turn, reduces the reliability of the service, and so on.

Buses in Fenland also receive less subsidy than those elsewhere in Cambridgeshire. Analysis of data provided by Cambridgeshire County Council reveals that Fenland services are significantly less well funded than other districts – at £2.09 *per passenger journey*, compared to £7.57 in Cambridgeshire.

**Figure 1. Bus Passenger Subsidy and Median Gross Hourly Pay in Cambridgeshire**



Source: Metro Dynamics analysis of Cambridgeshire County Council data and ONS Annual Survey of Hours and Earnings Data

Setting this alongside the wages of residents reveals that in fact, bus subsidy in Cambridgeshire is *geographically regressive* – areas with lower income per head also receive lower transport subsidy per head. The correlation between pay and subsidy is a very strong, positive one (0.87).

## Conclusions of the bus review

In order to inject fresh thinking into local buses the Combined Authority commissioned an independent bus review. We focus here on the comments made specifically with regard to rural buses. A few important conclusions are put forward:

- Firstly, that there is an obvious need to make public transport work in areas like Fenland for reasons of social justice. The report notes that: “Getting [rural bus services] right matters for the most vulnerable in our community”<sup>1</sup>. As well as those who are unable to travel due to age or impediment, there is also the central concern to widen access to economic opportunity. Bringing better access to centres of well-paying employment will

<sup>1</sup> CAMBRIDGESHIRE AND PETERBOROUGH STRATEGIC BUS REVIEW: OPTIONS REPORT p45

improve standards of living, and deliver economic dividends in areas which are struggling to recruit staff.

- Secondly, that even with extra support, on the current model, decline in bus patronage in rural areas is inevitable. The review notes that “circuitous routes and infrequent timetables coupled with the lack of early morning and evening provision”<sup>2</sup> have caused many to abandon buses altogether.
- Thirdly, that in light of this, a new approach needs to be taken. The review argues that: “A consistent and long-term response is needed, taking account of current needs, but also with a view to the future, to avoid catering only for a declining market”<sup>3</sup>. It will not be enough to continue topping up bus services with subsidy. Instead, a new vision is needed for the bus network.
- Fourthly, that “an effective network is unlikely to emerge if left to multiple agencies with different funding streams”.<sup>4</sup> The review goes on to argue that a centrally planned approach is required. This is in fact likely to *increase* rather than decrease efficiency, as it will deliver network efficiency from a joined-up network. And ambitions to develop new technologies, such as Mobility as a Service (MaaS) and integrated transport offerings, will require this kind of approach.
- **However, the report stops short of recommending full franchising.** It comments that: “the CPCA would need to invest considerable time and budget in justifying this intervention [franchising]. We therefore do not recommend it is treated as the first choice for delivering the recommendations of this report”.

### Proposal – a more radical rethink required

However, this approach does not give due consideration to the importance of these issues in rural areas, particularly more remote areas such as Fenland. While enhanced partnerships may work in areas where bus companies already have strong incentives to vie for the market (such as around Cambridge), there will be little that binds in a much less competitive area, such as Fenland. Indeed, the bus review notes that: “Franchising may be most easily applied to... rural initiatives, and *would probably be critical* to the holistic approach identified as it gives greater control to the CPCA to integrate bus services with wider rural transport initiatives in areas where there are few (if any) commercial bus operators to partner with.”<sup>5</sup> Similarly, a Department for Transport paper notes a key benefit of franchising to be: “Creating

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<sup>2</sup> Ibid. p38

<sup>3</sup> Ibid. p46

<sup>4</sup> Ibid. p46

<sup>5</sup> Ibid. p65, emphasis added

effective competition to run bus services in areas where there is little on-road competition today.”<sup>6</sup>

It will also be easier to prove the superiority of franchising over an enhanced partnership in the case of more rural areas. For the most part, Stagecoach holds a monopoly over the delivery of bus services in Fenland. Clear evidence can be given of the decline in services and the very dominant market power of one firm is ample evidence of a market failure. It will be seen that Stagecoach has little incentive to collaborate in an enhanced partnership scheme with regard to this part of the Combined Authority.

“[Franchising can create] effective competition to run bus services in areas where there is little on-road competition today.”

– Department for Transport

In addition, this will allow the Combined Authority to dovetail transport with other developments. For a “Cambridgeshire Compact” with employers to develop and flourish, having franchising powers will ensure provision can be made to connect employees to employers.

**Therefore, the Combined Authority should embrace franchising by beginning with the easiest wins – connecting parts of rural Cambridgeshire to the cities of Cambridge and Peterborough.** We also recommend that, in partnership with the County Council, **levels of subsidy per head are brought to equivalent levels** so that more disadvantaged areas aren’t discriminated against in the provision of transport.

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<sup>6</sup> The Bus Services Act 2017: New powers and opportunities

## Proposal 3 - A47 Dualling

*Achieving an East-West economic corridor by full dualling of the A47*

### Why this matters

The A47 is a vital connecting road between Peterborough, Fenland, Norwich, and the Norfolk Coast. The majority of Fenland businesses in manufacturing, food processing, and logistics businesses are dependent on the A47 to bring in exports and move their product around. Particularly in the far north of Fenland, where rail connectivity is non-existent, the A47 plays a vital role.

However, at the moment, the potential from this road is unrealised. Like much of the country, the A47 is an example of poor East-West connectivity. For much of its journey through Fenland the road is single carriageway. This presents serious challenges:

- **It makes commuting challenging**, if not impossible in some cases. We know that cities and their associated travel to work areas generate over 80% of UK output<sup>7</sup>. But many of our residents are denied the opportunities available in our nearest cities due to poor road connectivity.
- **It discourages investment**. Firms want to know that they can reliably move goods and people around. The A47 regularly experiences long tail backs that add to business costs, and make business processes inefficient.
- **It limits the growth potential of our area**. Without improvements to connectivity, construction of substantial numbers of new homes will not be viable.
- **It is unsafe**. According to Highways England, the stretch of A47 between Guyhirn and King's Lynn is one of the most dangerous piece of East Anglia's strategic road network<sup>8</sup>. This is bad for our people, adding further deterrent to using the road at busy times for commuting.

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<sup>7</sup> <http://uk2070.org.uk/wp-content/uploads/2019/03/76-MARTIN-British-Cities-Economic-Performance.pdf>  
see p3

<sup>8</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/814204/Highways\\_England\\_SRN\\_star\\_rating\\_document\\_v9\\_digital.pdf?\\_ga=2.235007169.1367820300.1566503608-1640730906.1551430283](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/814204/Highways_England_SRN_star_rating_document_v9_digital.pdf?_ga=2.235007169.1367820300.1566503608-1640730906.1551430283) – see p6

## How this will transform the Fenland District

A fully dualled A47 will allow communities in Fenland to enjoy the benefits of significantly improved access to Peterborough and Norwich. But the A47 will go further than this creating an East-West economic corridor, bringing new housing, jobs, and higher economic output. It will also help to tackle the economic isolation experienced by Fenland, which is connected to deprivation and a sense that there is a lack of aspiration among some of the district's young people. And finally it may relieve pressure on some of our other congested roads, such as the A605.

## Progress so far

A Strategic Outline Business Case (SOBC) was produced for the dualling of the A47 in June 2018. This argued that “Without the A47 improvements, much of the [area's] potential economic growth, new homes sites and job creation cannot be unlocked.”<sup>9</sup> It goes on to say that: “Dualling the A47 will improve the economic wellbeing of those communities along the A47 and enable them to enjoy some of the Cambridge centric economic prosperity.”<sup>10</sup> The SOBC presented various possible routes to dual the A47. These have now been presented to Highways England, in a bid to get funding for the full design of the route in Road Investment Strategy period 2 (RIS2 – 2020-2025), followed by construction beginning in RIS3 (2025-2030).

## What is needed to take this forward

At the current time, we are awaiting an update from Highways England, but need to **continue lobbying for acceptance of the route** into the Highways England programme. This will involve bringing together key political figures – including the local MP and Mayor of the Combined Authority plus wider interested parties along the entire A47 corridor – to continue to vocally support the case for the dualling.

This project can also become much more viable following the successful construction of a **tidal barrage in the River Nene**. Current flood conditions, combined with the fact that the road comprises part of the Strategic Road Network (SRN) means it is necessary to suspend the road by up to six metres. This adds massively to the costs of the construction. The

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<sup>9</sup> <https://cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/A47-Strategic-Outline-Business-Case-Final-V0.3-002.pdf> see p22

<sup>10</sup> Ibid. see p25

barrage would remove this problem, enabling the road to be built much more affordably (which, in turn, would support a better benefit-cost ratio (BCR) for the project).

There may also be a need for **commitment of funding** to support the plans, as it is unlikely (though not impossible) that Highways England will meet the full funding requirement. The Mayor has committed £200m of Combined Authority money towards the scheme – the District and other partners should also stand ready to give support.

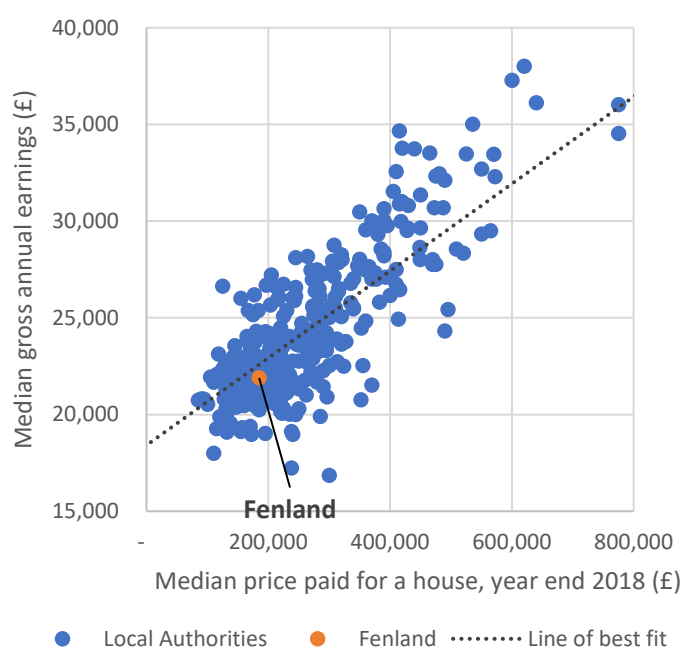


## Proposal 4 - Wisbech Garden Town

### A new approach to housing, developed as part of the Wisbech Garden Town

As we have already argued, housing in and of itself is often just as much *reflective* of wider economic conditions as it is *directive* of them. Figure 2 below shows that, looking at local authorities across England and Wales, there is a very strong, positive, correlation (0.8) between wages and house prices. Fenland is almost on the trendline – if anything the price of houses is slightly *higher* than would be expected, given the median wage. In the long run, to improve the viability of developing houses therefore requires improving wages and the jobs on offer in the local economy (topics picked up elsewhere).

**Figure 2. Median earnings, and median price paid per house for Local Authorities in Great Britain**



Source: Analysis of Annual Survey of Hours and Earnings Table 8, and HPSSA dataset 9. Two LAs excluded for the sake of perspective

However, the Wisbech Garden Town project is a proposal to deliver housing alongside significant improvements in amenity and school provision. With the right combination of support, therefore, housing here *could* become an enabler – by catalysing a transformation of the town that goes far beyond simply increasing the number of dwellings. The plans involve a few key elements:

- A **Country Park** to serve the community and increase green space provision to all Wisbech residents
- New **schooling provision** in a high-quality facility
- **Improved transport connectivity** – which can only be delivered in conjunction with the A47 proposals (and in future, rail links).

Encouragingly, support is building around the idea of the Garden Town, with commitments from local politicians and businesses, as well as interest from Government – the Garden Town featuring in a Department of International Trade (DIT) international investment brochure recently.

**The Garden Town need not be only an opportunity for Wisbech, however.** The plans involve two potentially game-changing interventions in the delivery of housing which will have implications across Fenland:

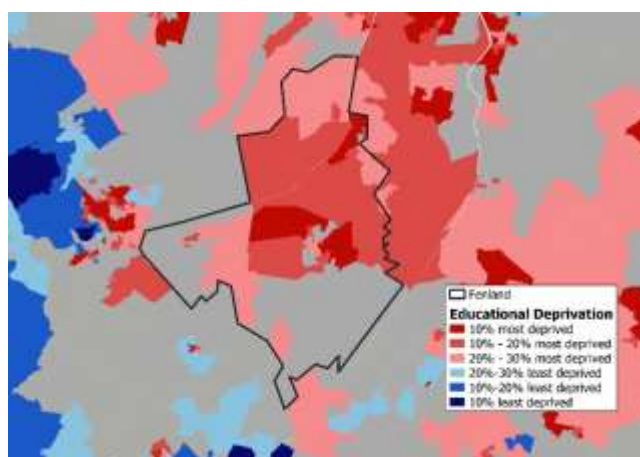
- 1) **A more sophisticated approach to flood-risk modelling**, drawing on techniques currently used in the Netherlands. This looks to persuade the Environment Agency (EA) to move away from a simplistic “zones-based” model, which only looks at probability of flooding, without considering both the flood infrastructure in place, and the implications of flooding were it to happen (e.g. the depth at which the water would reach, which in the case of the Fens, is very low). If this methodology can be accepted and implemented (which is necessary for the Garden Town to move forward) then it will have major implications for all of our Fenland towns, which are each surrounded by flood zone 3 land, restricting development.
- 2) **Modern methods of construction** are a key part of plans for the Garden Town. These methods involve off-site construction (modular build) and moving buildings into place. This method of construction, while facing some delivery challenges, is generally more affordable than traditional methods of housebuilding. As an Urbed report on the Garden Town proposal argues, this therefore “has particular relevance for marginally viable areas such as Wisbech.” We could add that it is also relevant for much of the rest of Fenland. Many of the partners we have spoken to in different towns have complained of permissions which are given and then remain outstanding for a long amount of time, or of developers who refuse to provide support for the infrastructure required around new housing on viability grounds. By using the Wisbech Garden Town to kickstart the construction of modular homes in the Fens, we can start to increase rates of development in our towns.

# Proposal 5 - A New Deal for Education

## Where we are now

The UK has a deep and systemic problem with educational inequality. According to a report by Unicef, the UK's "achievement gap" in education outcomes is among the largest in the EU, and significantly worse than the United States<sup>11</sup>. And a recent study by the Organisation for Economic Cooperation and Development (OECD) found that, within the UK, poorer students fall behind their wealthier peers by almost three years in terms of educational attainment. Commenting on these findings, the OECD's Director of Education and Skills, Andreas Schleicher noted that the UK has "regressive teacher allocation where the schools in greater disadvantage face greater shortage of qualified teachers"<sup>12</sup>.

**Figure 3. Education deprivation in Fenland District**



Source: Analysis of Home Office data. Areas in grey are neither in the top or bottom 30% on this measure.

Fenland District is at the sharp edge of this inequality. As the map, right, shows, much of Fenland is among the most educationally deprived parts of the country – particularly in March and Wisbech. Numerous schools throughout the district – such as the Thomas Clarkson Academy, the Westwood Community Primary School, and Kingsfield Primary school – have been identified by Ofsted as requiring improvement (though note, this is not universally the case). And results in some schools have recently been disappointing – for example, in 2018 only 20% of pupils at the Neale-Wade Academy achieved a Grade 5 or above in English and Maths GCSE compared to a national average of 43.3%.

Many of Fenland's schools are doing the best they can to improve the educational offer. But the environment often further adds to the challenges. Some schools have large migrant populations,

<sup>11</sup> [https://www.unicef-irc.org/publications/pdf/RC13\\_eng.pdf](https://www.unicef-irc.org/publications/pdf/RC13_eng.pdf)

<sup>12</sup> <https://www.independent.co.uk/news/education/education-news/school-students-uk-social-mobility-oecd-andreas-schleicher-study-gcse-a8597951.html>

which mean additional resource needs to be directed to supporting those with English as an Additional Language. Among some Eastern European Communities, the expectation of when a child would begin education is significantly later in life – meaning there can be a lack of engagement of school-readiness. Teachers report that in some schools, children arrive without having basics skills in personal hygiene and attire.

The geographic nature of the district can cause problems as well. Because the District is dominated by a few key market towns at a good distance from one another, there is little competition between schools pushing up standards. The perception of remoteness can be a factor in recruiting teachers – schools report challenges in attracting graduate students who have just been at University in a major city and struggle to adapt to life in a market town. Unlike some other rural places, the distance of much of Fenland from a major city means that some are unwilling to commute (or indeed unable – with rates of car ownership in sharp decline among young people).

Fenland also struggles with a lack of teacher training facilities, and we have heard reports that the University of Cambridge has historically been unwilling to send PGCE students to the district due to concerns about the quality of training they will receive.

The result of all of the foregoing is that **life chances are in general more limited for young people from Fenland**. A study by the Department for Education (DfE) in 2015 found that achieving 5 A\*s – Cs at GCSE (equivalent to a level 4 or above under the new system) added £80,000 to a student's lifetime earnings. Going on to achieve two A-levels added a further £60,000. Many doors, into further/higher education and certain careers remain firmly closed to those who underperformed at critical moments of their teenage years. Therefore, while the relationship between education and social mobility is not completely linear, some of the challenges which Fenland faces around social mobility would seem to be found in its poor educational offer.

### **The Response so far: The Fenland and East Cambridgeshire Opportunity Area**

In recognition of these challenges, the Department for Education has established the Fenland and East Cambridgeshire Opportunity Area, one of twelve areas launched in 2017 across England. The Opportunity Area is a three year programme, which has four key focuses:

- Accelerate the progress of disadvantaged children and young people in the acquisition and development of communication, language and reading
- Strengthen the effectiveness of support for children and young people with mental health concerns and those with Special Educational Needs
- Raise aspiration and increase access for young people to a wide range of career choices and post-16 routes
- Recruit, develop and retain the best leaders and teachers in Fenland and East Cambridgeshire

(In addition to these, there are other key programmes of activity, including the careers hub, the parent ambassador, and the return to learn programme).

The Opportunity Area is now over halfway through its delivery. It is too early to assess thoroughly, but feedback from headteachers has been generally positive, particularly with regard to extra support in recruiting teachers. But what discussions have revealed is that, in and of itself, it falls a long way short of what is required to truly address the issues of long-term social mobility. What is needed is a change in culture: in schools – to set higher expectations of pupil performance; in families – to demand high-quality education from the local schools, and encourage their children to seize their opportunities; and in children themselves – to aspire to a bright future, and therefore work hard to achieve their potential.

But all of this takes time. A three-year programme could never hope to make a serious dent in these issues, many of which have been festering for a long time. There is also a big risk that with political change at the national level will come a dimming of commitment to this area, undoing some of the benefits which have been achieved. What is needed is a comprehensive programme, with support from government over the long-term, to invest in local communities and educational facilities.

### What the new deal needs to look like

At the most basic level, the programme needs to be extended. To withdraw resources at just the point they are starting to make an impact on the district would be to waste the initial investment. But beyond that, the programme should be expanded. It should now include:

- **Support for teaching apprenticeships.** Cambridgeshire is already taking the lead nationally in developing new approaches to teacher development. The Combined Authority is already developing plans to support new apprenticeships, bringing in unused funds from the apprenticeship levy. It should be recognised that teaching apprenticeships can both offer a route into professional employment for local people *and* increase the stock of quality teachers in the district. Meanwhile DfE should actively support Fenland as a trial area for this new type of training. Relatedly, there needs to be new teacher training provision in Fenland schools so that PGCE students can gain experience here – naturally leading to greater job take up.
- To attract new teachers, a “Fenland premium” to the teacher wage, or golden handshake to encourage more teachers to relocate to the District. Alongside this, **finance for promoting the area to trainee teachers** – Fenland offers a combination of a rewarding career teaching some students from disadvantaged backgrounds with a rural lifestyle, and ambitious and effective teachers are likely to progress quickly.
- **Funding for a Fenland-wide careers service**, bringing in employers, schools, and local universities (including the University of Cambridge, UEA, and the new technical university at Peterborough).

## Proposal 6 – A New Partnership for Skills

A common complaint in each of the Fenland towns we have worked on in this project is apathy. This arises from a concern on the part of many residents that it is too difficult if not inconceivable to believe that some of the most important things affecting their lives can change for the better. The public purse has been under acute pressure too.

The proposals in this report seek to act on these issues: improving transport, access to employment, education etc.

But in our view, more will be needed across the towns to create links between communities, education providers both inside and outside the district as well as employees and others who can help.

This task falls to no one agency: responsibility is unclear. For this reason we are proposing the creation of a Fenland Life Long Learning Partnership. With continued budgetary pressures, it is often challenging for schools to invest in improving standards. One possible solution is to bring in other educational organisations within Cambridgeshire to form a compact for education in Fenland. These partners could work together on shared educational experiences, joint training of staff, and other initiatives. Possible partners for inclusion in such a scheme could include:

- The University of Cambridge (which already partners with one of our employers, Stainless Metalcraft, to deliver some training in schools)
- The University of East Anglia (UEA)

### Case Study: The Tutor Trust

The Tutor Trust brings together university students and pupils who could benefit most from tuition. This creates a model where students can gain useful experience, while educational disadvantage can be tackled, even against a background of educational funding cuts. The programme has been independently evaluated by the Education Endowment Foundation (EEF), who declared it to have a “gold standard evidence of impact”, with pupils in the treatment group advancing three months’ worth of progress beyond the control group.



- The Wisbech Grammar School
- The College of West Anglia
- The iMET College in Alconbury

In particular, by partnering with a University, Fenland could establish a tutoring provision model, where university students could earn money to tutor local children, gaining valuable experience at the same time. Such a scheme could be modelled upon the successful Tutor Trust, which now operates in several Northern cities

This should be a modest initiative preferably funded with private and philanthropic support to enable it to be independent of government and to create a new source of institutional strength in the towns. It could be part of the Manufacturing Launchpad described elsewhere in this paper and would need either expert voluntary support or a very modest budget for a member of staff to fulfil the core roles described below:

These roles might be as follows:

- Providing a cheerleader and support function helping employers to engage with the schools, community facilities and voluntary groups of the area helping people to understand the jobs and training on offer.
- Providing non-governmental support for the towns: countering negative perceptions and emphasising the positive nature of the towns and of the activity underway to improve them.

In addition, this partnership should be able to bid for resources from public authorities. The aim should be to help with specific needs in the community such as:

- support for parents and students in key transitions between schools (primary and secondary) as well as with access to training provision
- helping local people to access enterprise programmes including for community groups wishing to set up businesses including social enterprises.

In addition, we are aware that **for some residents, English is a second or even third language, which fundamentally inhibits them from using their skills**. Many workers in this category have advanced skills in services sectors – yet are currently carrying out manual work. Support for programmes to teach adults English can release extra human potential here.

## Proposal 7 - Early Years Support

Fenland also struggles with early years metrics. The district has been identified as having **low proportions of reception pupils achieving the expected level in all but one of the Early Learning Goals**. Much of the district falls into the bottom quintile of rates of Good Levels of Development. Phonics skills among the young, vital for making progress in reading and comprehension, are amongst the very worst in the country.

This all points to a serious issue for pupils in the very earliest stages of their education. It will be near impossible to move the prospects of individuals on, raise wages, and move into a higher value economy long term without taking action at this fundamental stage.

One of the key recommendations of the Cambridgeshire and Peterborough Independent Economic Review (CPIER) was as follows:

### » KEY RECOMMENDATION #10:

**Further research should be undertaken on the potential impact that increased Surestart-style provision could have, particularly in more deprived communities and with hard-to-reach groups. Similarly, further research on the nature and availability of preschool education is important and we would recommend that a further Commission be undertaken in this area. This Commission should be given a wide brief, and work with Higher Education Institutions (HEIs) in the region to look at:**

- **the steps needed from early years through school to close, and eventually to eliminate educational disadvantage**
- **not just at individual and school performance but at the wider set of conditions and institutions serving the more deprived parts of Cambridgeshire and Peterborough.**

The evidence strongly suggests that in Fenland, this type of provision would be invaluable. Particularly among families where parents are both working, sometimes in long shift patterns, children will struggle to develop emotionally and intellectually. Parents in these households are generally unable to fund their children to attend pre-school, so support is needed.

Therefore, we propose that, possibly in conjunction with the education opportunity area, **the government commits to putting serious funding behind early years provision here, targeted especially at those from low income families, or with other characteristics which are likely to lead to educational disadvantage** (such as having English as a second language).



## How this would work

In practise, this would look like something along the lines of previous early intervention programmes which have had to be scaled back. This programme was initially focused solely on more deprived families and areas and then expanded. Multiple studies show that the key benefits accrued to those from poorer backgrounds. The initial government review found that it particularly helped lower income families as the supplement allowing parents to work – finding that “most families moving into work have an income gain of around 20 per cent.”<sup>13</sup> A recent study of this programme by the Institute of Fiscal Studies (IFS) finds that the programme had significant health benefits, concluding that: “At least when it comes to health outcomes, our research provides strong evidence that the... model has worked better in poorer neighbourhoods, reducing health inequalities.”<sup>14</sup> The Education and Training Inspectorate find it had significant benefits for speak and language skills<sup>15</sup> – a particular problem in Fenland.

One of the challenges with the government’s previous programme from a fiscal point of view came as it was rolled out across the country, including to less challenged areas. The new programme should focus exclusively on those disadvantaged areas where it can make the biggest difference.

This approach would include aligning work with other public service providers, particularly health. Through Cambridgeshire’s Think Communities programme, approaches are being developed to listen to communities and ensure that service delivery works at the community level. One of the big themes being taken forward is “best start in life” – focusing on the pre-birth to primary school life phase.

Increasingly, policy focus is turning towards areas considered “left behind”, often with a focus on towns. We qualify for this description. But the principle response from central government thus far has been to focus on capital investments, particularly around high streets.

While extra high street funding is welcome, on its own it is not good enough for our towns. The fundamental socioeconomic character of our place will not change by landscaping high streets. It *will* change by giving our young people the opportunities to progress in life. **It is the human capital of our towns, rather than the physical capital, which needs the most attention.** The evidence shows that those who are held back in the early phase of life do not tend to catch up. Therefore, if the government is serious in helping us address our challenges, it needs to put serious investment into early years services.

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<sup>13</sup>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/182194/DFE-RR073.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/182194/DFE-RR073.pdf)

<sup>14</sup> <https://www.ifs.org.uk/publications/14160>

<sup>15</sup> <https://www.etini.gov.uk/sites/etini.gov.uk/files/publications/surestart-evaluation-report-may-2018.pdf>

## Proposal 8 - A Health Action Area

*“Fenland is a district with clear health inequalities when compared to the rest of Cambridgeshire. Health issues such as smoking prevalence, excess weight, coronary heart disease and alcohol related issues are worse than the Cambridgeshire average in some of Fenland’s wards.”*

Fenland Health and Wellbeing Strategy, 2018 – 2021

*“The health and well-being of individuals, along with their education and skills, are central to a flourishing economy.”*

CPIER

### What is the problem now?

People living in Fenland develop more illnesses over their lives and die at a younger age than people living in other parts of the Combined Authority area and many other parts of England. Fenland residents are more likely to<sup>16</sup> experience mental health problems, suffer from a range of chronic conditions caused by smoking, require hospital treatment as a result of alcohol-specific and related conditions, develop diabetes, with 7.8 per cent of people aged 17 and over in Fenland living with the condition compared to 3.3 per cent of people in Cambridge and be obese, with 72.9% of people in Fenland being obese compared to 46.7% per cent in Cambridge.

On average, men from Fenland die nearly three years younger than counterparts living in Cambridge.<sup>17</sup> Poor health is an economic as well as a social problem. If people are unable to work due to illness, and people in work are taking time off due to sickness, the local economy is less productive. As the CPIER points out:

*“There is clear evidence of links between poor health and lower productivity, damaging workers’ lives and reducing output.” Fenland has the greatest gap, in the CA area, in the employment rate between those with long-term health condition and the overall employment rate. <sup>18</sup> We don’t know the local impact but nationally, the impact of health inequalities is estimated to account for productivity losses of £31-33 billion per year, lost*

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<sup>16</sup> <https://cambridgeshireinsight.org.uk/jsna/published-joint-strategic-needs-assessments/>

<sup>17</sup> <https://cambridgeshireinsight.org.uk/jsna/published-joint-strategic-needs-assessments/>

<sup>18</sup> ONS Annual Population Summary

*taxes and higher welfare payments in the range of £20-32 billion per year, as well as additional NHS healthcare costs in excess of £5. 5 billion per year.”<sup>19</sup>*

### **Why is this the case?**

The principal reasons for poor health outcomes in Fenland arise from factors such as childhood deprivation, low incomes and isolation as well as environmental factors. There are a range of proposals in the town team reports and elsewhere in this document to tackle these factors.

But part of the challenge arises in the health area, in services, and in particular in Public Health. Public Health resources are limited and messages are not being heard or acted upon.

### **What is happening already?**

The Cambridgeshire Joint Health and Wellbeing Strategy already identifies Fenland as a priority. The District Council’s current Health and Wellbeing Strategy is based on a ‘Wider Determinants of Health’ model and seeks to promote prevention of illness rather than the treatment of disease.

In this context, the strategy sets out three priorities: collaborative working; focussing resources on vulnerable groups and wards in deprivation to tackle lifestyle factors; and mental health - including building community resilience, aspirations and general wellbeing.

The approach is right. But while local partners can point to some positive impacts, existing efforts will not impact sufficiently the fundamental factors that are driving such poor health.

### **Strategy Proposal**

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<sup>19</sup> Frontier Economics (2009) Overall costs of health inequalities. Submission to the Marmot Review. [www. ucl. ac. uk/ghcg/marmotreview/Documents](http://www.ucl.ac.uk/ghcg/marmotreview/Documents)

The overarching strategy proposal is for an **Opportunity Area for Health** as recommended by the CPIER. This should be championed by the Mayor, the local health system and Public Health England, and linked to the proposals for the devolution of health and social care. In the long run it should have three goals:

- Growing the size of the health sector in Fenland including its role as an employer;
- Reviewing existing services, integrating services and bringing them closer to people; and
- Educating and supporting people to access those services and make better lifestyle choices.

The first of these is a long term objective that requires dialogue with Cambridge health partners and would be facilitated by progress on the other objectives in the shorter term. The second is central to the work that Andy Wood is undertaking on behalf of the Cambridgeshire and Peterborough Combined Authority.

In our view, the priority for Growing Fenland therefore, should be on public health and the prevention of illness and disease. In fact along with the work that Andy Wood is doing, this could form the basis of a proposal for health devolution for the whole Combined Authority area in due course with Fenland serving as a pilot.

In November 2018, the Health Secretary set out the government’s proposals for Public Health in the Green Paper “Prevention is Better than Cure”. In July 2019, the government then consulted further via “Advancing our health: prevention in the 2020s” and in doing so, agreed to back proposals from the West Midlands Combined Authority for a Radical Prevention agenda. Central to this was the notion of a fund which will “involve a programme of work to explore, test and learn from new opportunities to prevent ill-health using the latest technology – stimulating innovation in ways that can support both health and wealth<sup>20</sup>”.

We believe that this is a model Fenland can and should follow as a pilot for the whole of Cambridgeshire and Peterborough. The convening power of the Mayor alongside what we understand to be the willingness of Public Health England to support Combined Authorities and local areas with this kind of health challenge should be used to craft a new approach. Our proposal, in the first instance, is that a conference should be jointly

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[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/819766/advancing-our-health-prevention-in-the-2020s-accessible.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/819766/advancing-our-health-prevention-in-the-2020s-accessible.pdf)

hosted by the District Council, County Council, Combined Authority and Public Health England as soon as possible to bring together all interested parties with the aim of crafting a Fenland Radical Prevention agenda and an appropriate funding model.

# Proposal 9 - The Manufacturing and Agritech Launchpad

## Building on Strengths

One of the objectives of the Growing Fenland project has been to identify the assets and strengths of the market towns and to build on them. Among the most remarkable examples of a Fenland company the project has encountered is Stainless Metalcraft based in Chatteris.

Metalcraft has been in Chatteris since at least 1864, on the high street and latterly to the West of the town. Its early origins include manufacturing agricultural equipment, before diversifying into mining equipment, the manufacture of cranes, eventually manufacturing parts for hospital Scanners (MRI) and today makes parts for a diverse range of sectors including for the oil, gas and petrochemical sectors. Metalcraft makes vacuum vessels for research projects including for the Large Hadron Collider at CERN.

The existence and transformation of a specialised and successful company such as Metalcraft is important enough. But the development of the company over recent years and above all its plans for the future are the reason for the focus here.

Perhaps unusually for a Fenland business, the company entered into a project with the Institute for Manufacturing at Cambridge University. The project was a success and the results of the project were implemented. This, it is thought, is an important contributory factor in Metalcraft's outward facing approach and led to the current plans.

Today, Metalcraft is working on proposals for a Chatteris Business Growth Zone: an Advanced Manufacturing & Agri-Tech business park in Chatteris. This park could consist of the following features:-

- Provision of industrial units of varying sizes designed and built to service the needs of the Advanced Manufacturing and Agri-Tech sectors.
- Provision of an 'incubator' to support start-up businesses in the Advanced Manufacturing and Agri-Tech sectors along with other office space provisions.
- Provision of industrial units specifically designed and built for manufacturing research organisations such as NAMRC, TWI, MTC, IfM, etc.

- Provision of vocational training specifically aimed at the Advanced Manufacturing & Agri-Tech sectors which would include appropriate conference and meeting space provision.

The intriguing part of the proposals drawn up for Metalcraft concern the linking of the manufacturing and agritech sectors.

The agriculture sector is central to the Fenland economy. The area has some of the highest quality agricultural land in the country and characterised by a range of excellent producers. But as the recent Food, Farming and Countryside Commission report showed, all is far from well:

*Meanwhile, farmers pay high prices for inputs – seeds, fertiliser, pesticides, herbicides, medicines and machinery – whilst getting paid less for their produce at the farm gate. More intensive farming practices are not necessarily more productive or more profitable. UK farm productivity is falling behind international competitors, at 0.9 percent growth compared to the Netherlands 3.5 percent or the US 3.2 percent. With the further uncertainties caused by Brexit, farmer confidence in the future is shaky. Many small-scale and family farmers have been pushed out of business; local supply chains are struggling, with the loss of small abattoirs, processing facilities, and routes to market<sup>21</sup>.*

The problems described by the Commission are by no means unique to smaller family producers. Larger farming businesses including those that have experienced growth and benefitted from consolidation alongside rising mechanisation and productivity have found themselves squeezed too. Rising costs and aggressive pricing and contractual behaviour by supermarkets has reduced both their ability to innovate or improve wages. Consolidation, rather than diversification or a move up value chains seems to have been the norm for many agriculture businesses in the area.

There would appear to be a clear case for reducing the cost and risk of innovation as well as for working with other companies to secure the skills needed to move to higher value. But there is little evidence of the kinds of collaboration seen in some other areas either on a geographical basis (such as Cambridge or Manchester) or on a sectoral basis (such as the West Sussex Growers Association).

There is already ample public sector activity devoted to improving the productivity of the agricultural economy, not least Eastern Agri-tech Growth Initiative, NIAB and the University

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<sup>21</sup> <https://www.thersa.org/discover/publications-and-articles/reports/future-land> P10.

of Cambridge. Firms in the economy have expertise in sensors, robotics, genomics and communications and are at the forefront of ideas and commercial applications that are shaping the food production in the UK and globally.

The Local Industrial Strategy commits the Combined Authority to develop and fund an innovation Launchpad facility, or facilities, which offer new locations for businesses, research institutes, incubators and other key players to co-locate to support the development of innovation ecosystems. Agri-tech is one of the area's strategic growth sectors which does not yet have central agglomerations which will be a key ingredient in its future success. Fenland is the obvious place to rectify this. The facilities need to be in Fenland and co-developed between the private sector, the District Council and Combined Authority.



# Proposal 10 - Cambridgeshire Jobs Compact

## Why is this needed?

Several of the initiatives in this paper essentially have the aim of getting more people to locate business activity in Fenland and/or to improve the output and productivity of Fenland-based businesses. This is an important objective. But it is one that is likely to have a long term pay-off with limited gains in the short to medium term. In the meanwhile therefore, it is likely that the levels of income in the Fenland markets towns are lower than needed to create more vibrant and successful places. This has a human cost. The skills of Fenland people are being under-deployed in the existing business base, young people and others may feel that Fenland can't fulfil their ambitions and may be more likely to leave as a result while potentially highly skilled inward movers may be put off.

So there is a real need to look at the steps that can be taken in the short to medium term to enable the people of the Fenland towns of Chatteris, March, Whittlesey and Wisbech to fulfil their potential, bringing income jobs, inclusion and a sustainable future to the towns.

## The Strategy Proposal

Many residents of Fenland already work in neighbouring areas. We believe there is the scope to increase this number. Work is needed to identify who currently makes the journey on a regular basis, how they travel and who pays. Separately we need to have an analysis of the jobs that people are doing, the kinds of roles available and the opportunities that might exist for skills training to better align Fenland people's skills with demand.

It is very much to be hoped that the opening of Cambridge South Station, resolution of the capacity constraints at Ely North Junction and above all the opening of a direct route from Wisbech will all provide longer term rail connectivity. The effects of the bus review and the A47 upgrade are also important. But they all lie in the future. A solution is needed now.

To this end the Growing Fenland project working with CPCA and partners on the Cambridge Biomedical Campus and others would like to commission two pieces of work to scope the

issue and provide fundable options to improve transport links over the coming months. This is because the Cambridge Biomedical Campus has already prioritised the development of a more localised labour pool and is in the process of growing, with employment expected to double over the coming years.

### **Project One: Patterns of Commuting and Provision**

This study aims to establish:

- The current levels of commuting
- The potential future commuting needs to fill the potential job opportunities
- The means by which people travel
- The extent of employer and public subsidy into general and bespoke travel
- The possible market for further development of provision
- The barriers currently in place: price, provision quality, times, speed, marketing etc
- The options open in the short to medium term within different funding envelopes

### **Project Two: Jobs and Skills**

This project will look at current job availability and at the likely changes in demand in the future with a particular focus on the jobs likely to be available to Fenland residents (Band 5 nurses and more senior and technical jobs across the employers on the Biomedical Campus).

The study will focus on the education and skills needs of these roles, the qualifications profile and education and training offer to residents of the Fenland market towns and a series of proposals (within different possible funding envelopes) for gearing providers in the area to secure a greater number of suitably qualified people over the short to medium term.

The outcome of these studies should be used to establish a business case for private and public sector funding for new transport provision. Without prejudice to the outcomes of these studies the options should include bus and minibuss services to Cambridge and Peterborough, shuttle buses to transport interchanges and access to existing rail services as well as heavily discounted or free travel.

# Proposal 11 - A Mayoral Implementation Taskforce

The proposals set out in this report are at an early stage of development. Even if they are intended to have an impact over the long term (with some of the proposals in the town reports providing shorter term momentum), their development and implementation needs to start as quickly as possible once the proposals here have been considered and agreed or amended.

The ambition of the proposals here is high. The kinds of initiative described here are characteristic of the most developed Mayoral Combined Authorities in the country. Indeed some of the proposals here draw on the work Metro Dynamics has been undertaking in other parts of the country. We therefore know that what is proposed here is capable of being delivered. But the context in Cambridgeshire is different to metropolitan areas. The Combined Authority is relatively new and Fenland District Council is a relatively small authority. Implementing the ideas set out here is beyond the ability of any one organisation. It will require an effective partnership between both, alongside the town councils, County Council and others.

Taking forward the proposals set out here requires effective partnership. But it also needs strong leadership. In our view this needs to come from the most senior and public figure in the area – the Mayor of Cambridgeshire and Peterborough, working with the leader of Fenland District Council. For this reason we propose that following the adoption of this report, a Growing Fenland Mayoral Taskforce is established. Its objective should be to secure the implementation of the proposals set out in this paper.

Our consultation on this proposal has raised concerns that the Taskforce would be a talking shop. This must not be allowed to happen. The ideas here will need a great deal of working up and brokering within Cambridgeshire and Peterborough. Several of the proposals here might be suitable candidates for submission by the Combined Authority to the Government for consideration in the Budget or Comprehensive Spending Review. They require the support of central Government and need to be developed before being submitted. The purpose of the Taskforce will be to hold partners to account for doing so, taking the steps needed to clear bureaucratic and other obstacles, offering a conduit and clearing point for decisions needed by Councils whose services and budgets are at issue in developing proposals.

The Government, at both Ministerial and officer level, has shown real interest in Fenland and the issues faced by the market towns. There is a case for capitalising on this by seeking formal Government involvement in the Taskforce, perhaps through joint chairing arrangements with a suitably senior Minister, or via official involvement in the work of the Taskforce.

It follows from the foregoing that developing and implementing these ideas will take resource. Some of that is available in the staff of the District Council, Combined Authority and others. But it is unrealistic to assume that the work needed to take forward this report can be provided from within the existing staff and financial capacity. Additional capacity needs to be identified.

An important principle in a project like Growing Fenland, as it reaches the implementation phase, is that the partners are aligned in commitment as well as purpose. The proposal is therefore that a dedicated capacity is funded and created jointly between (at a minimum) the Combined Authority and Fenland District Council. The purpose of this would be to provide additional officer or advisory support as well as to commission any technical studies needed to bring forward proposals. The scope of this capacity should be the subject of further discussion as part of the consultation on this report, but it might be wise to consider the scale of the challenge as being the equivalent of creating the need for a new Project Director supported by a Project Officer.

The Taskforce should have a time limited existence. A period of two years should enable the proposals considered in this report to be taken to the point of implementation and as a consequence be the responsibility of a Council or Government Department. It is therefore proposed that the terms of reference of the Taskforce include a sunset clause to this effect.



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<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 4.1</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## LOCAL TRANSPORT PLAN

### 1.0 PURPOSE

- 1.1. To summarise the key points in the Combined Authority's Local Transport Plan (LTP) and highlight the changes made to the document following the public consultation in Summer 2019. The Committee is asked to recommend to the Board to approve the final LTP
- 1.2. The recommendations were considered by the Transport and Infrastructure Committee on 9 January 2020 and were unanimously endorsed.
- 1.3. The Transport and Infrastructure Committee report and appendices are appended to this report as appendices.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Mayor James Palmer</b>
<b>Lead Officer:</b>	<b>Paul Raynes, Director of Delivery &amp; Strategy</b>
<b>Forward Plan Ref: KD2020/008</b>	<b>Key Decision: Yes</b>
<p>The Combined Authority Board is recommended to:</p> <ol style="list-style-type: none"> <li>(a) Note the Public Consultation Report and Final Local Transport Plan;</li> <li>(b) Approve the Local Transport Plan.</li> </ol>	<p><b>Voting arrangements</b></p> <p>At least two thirds of all Members appointed by the Constituent Councils, to include the Members appointed by Cambridgeshire County Council and Peterborough City Council, or their substitutes.</p>

## 2.0 APPENDICES

- 2.1 **Appendix A:** Report to the Transport and Infrastructure Committee on 9 January 2020.
- 2.2 **Appendix 1:** LTP Consultation report
- 2.3 **Appendix 2:** LTP
- 2.4 **Appendix 3:** LTP and Strategic Environmental Assessment Integration

<b><u>Background Papers</u></b>	<b><u>Location</u></b>
1: June 2018 Board Decision	1. <a href="https://cambridgeshirepeterborough.sharepoint.com/sites/CPCATeamSite/Shared%20Documents/Board%20Meetings/Final%20Agendas%20(published)/2017/2017_06_28_Minutes.pdf">https://cambridgeshirepeterborough.sharepoint.com/sites/CPCATeamSite/Shared%20Documents/Board%20Meetings/Final%20Agendas%20(published)/2017/2017_06_28_Minutes.pdf</a>
2: July 2017 Board Paper	2. <a href="http://cambridgeshirepeterborough-hca.gov.uk/meetings/show/2017-07-26">http://cambridgeshirepeterborough-hca.gov.uk/meetings/show/2017-07-26</a>
3: October 2018 Board Paper	3. <a href="http://cambridgeshirepeterborough-hca.gov.uk/meetings/show/2018-10-31/meetings/show/2018-10-31">http://cambridgeshirepeterborough-hca.gov.uk/meetings/show/2018-10-31/meetings/show/2018-10-31</a>
4: May 2019 Board Decision	4. <a href="https://cambridgeshirepeterborough.sharepoint.com/:w:/r/sites/CPCTeamSite/_layouts/15/Doc.aspx?sourcedoc=%7B280CADFE-7C9A-477A-98BA-E4D174AF5529%7D&amp;file=190529%20CA%20Minutes%20REVISED.doc&amp;action=default&amp;mobiledirect=true">https://cambridgeshirepeterborough.sharepoint.com/:w:/r/sites/CPCTeamSite/_layouts/15/Doc.aspx?sourcedoc=%7B280CADFE-7C9A-477A-98BA-E4D174AF5529%7D&amp;file=190529%20CA%20Minutes%20REVISED.doc&amp;action=default&amp;mobiledirect=true</a>





<b>TRANSPORT AND INFRASTRUCTURE COMMITTEE</b>	<b>AGENDA ITEM No: 2.2</b>
<b>09 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## LOCAL TRANSPORT PLAN

### 1.0 PURPOSE

- 1.1. The purpose of this report is to summarise the key points in the Combined Authority's Local Transport Plan (LTP) and highlight the changes made to the document following the public consultation in Summer 2019. The Committee is asked to recommend to the Board to approve the final LTP.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>James Palmer, Mayor of the CPCA</b>
<b>Lead Officer:</b>	<b>Paul Raynes, Director of Delivery &amp; Strategy</b>
<b>Forward Plan Ref: Insert ref no on FP</b>	<b>Key Decision: Yes</b>
The Transport and Infrastructure Committee is recommended to:  (a) Note the Public Consultation Report and Final Local Transport Plan  (b) Recommend the approval of the Local Transport Plan to the CPCA Board.	<b>Voting arrangements</b>  A simple majority of all members

## **2.0 BACKGROUND**

- 2.1 Following devolution, the Mayor and the Cambridgeshire and Peterborough Combined Authority (the Authority) assumed specific transport functions under the Cambridgeshire and Peterborough Combined Authority Order 2017. The Authority is the Local Transport Authority with strategic transport powers for the area.
- 2.2 At the Authority's Board meeting on the 28th June 2017, the Board agreed to adopt the previous LTPs of Cambridgeshire County Council and Peterborough City Council into a single interim LTP, until a comprehensive statutory process had been undertaken.
- 2.3 In July 2017, the Board approved the commission of a new LTP to fulfil its duty and address the new geographical reality. This LTP has four functions:
- To support the growth within the current Local Plans and the Local Plans currently being updated including South Cambs and City, Huntingdonshire and Fenland;
  - To provide a platform for the development of a transport system and policy framework that could support the level of growth identified in the Cambridgeshire and Peterborough Independent Economic Review (CPIER) and Growth Ambition Statement;
  - To provide the policy foundation for the CPCA transport projects identified within the 2019/20 CPCA Business Plan; and
  - To provide the policy foundation for development of the Non-Statutory Spatial Framework Phase 2.
- 2.4 In October 2018, the Board approved the scope of the LTP and its accompanying stakeholder engagement framework and strategy.
- 2.5 The revised LTP has been produced in partnership with Peterborough City Council, Cambridgeshire County Council, the Greater Cambridge Partnership, and the City and District Councils of Cambridge, East Cambridgeshire, Fenland, Huntingdonshire and South Cambridgeshire. Throughout the LTP's development, ongoing engagement has taken place with central Government, Highways England and Network Rail; as well as neighbouring Transport and Highway Authorities. In addition, to working with public sector partners, the LTP was informed by wider stakeholder consultation, including with transport operators; industry groups; and community organisations.
- 2.6 In May 2019 the Board approved the draft LTP. This was followed by a 15-week public consultation period starting on 17<sup>th</sup> June 2019. The statutory public consultation ran for 15 weeks and enabled the Authority to better understand the views of residents and other key stakeholders on the overarching strategic vision, aims and objectives as well as the detail within the LTP.

### 3.0 STATUTORY REQUIREMENTS

3.1. As the Transport Authority, the CPCA is required to:

- Produce a LTP;
- Develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport facilities and services within their area, and carry out their functions to implement those policies;
- Consult with private organisations that represent the interests of transport users, operators and any other person whom the Local Transport Authority considers appropriate;
- Ensure a Strategic Environmental Assessment (SEA) be undertaken. Local Transport Authorities should ensure that the SEA is an integral part of developing and ultimately delivering the LTP. DfT recommends that Local Authorities take their own legal advice to ensure they are complying with the requirements of the SEA in respect to the LTP strategy and implementation plans;
- Consider if the LTP is likely to have a significant effect on a European site. If a significant effect is likely, the LTP must be subject to an appropriate assessment. If this is the case, then statutory environmental bodies should be consulted; and
- Produce an Equality Impact Assessment. In the case of this LTP, a Community Impact Assessment has been used as an assessment tool to measure potential impacts across several different areas. The CIA covers the impacts on equality, health and communities. This is a continuous process and helps policy makers to examine any potential need for intervention. The process has centred on the delivery of two key documents – a Health Impact Assessment (HIA) and an Equalities Impact Assessment (EqIA).

3.2. The Combined Authority received a letter from a Parish Council after the close of the consultation raising questions about the process of preparing the LTP. Officers have undertaken a thorough review of the LTP and its supporting documents, including seeking legal advice, to ensure itself that the LTP has followed due process. This review has confirmed that the LTP did follow due process

The LTP will be subject to monitoring and review. The Board will decide on the need to review and update this LTP in the future. Paragraph 5.10 below discusses this further.

3.3. The LTP is a snapshot in time and therefore as strategies, policies and the overall direction of travel continues to evolve it is imperative that the Plan remains “live” and is therefore updated and revised in a timely manner to reflect the changing environment.

## **4.0 PUBLIC CONSULTATION**

- 4.1 The Cambridgeshire and Peterborough LTP consultation ran for 15 weeks, between Monday 17<sup>th</sup> June and Friday 27<sup>th</sup> September 2019. The decision was taken to have a 15-week consultation rather than the 12-week statutory requirement as it was scheduled over the Summer months. It was designed to enable the Authority to better understand the views of residents and other key stakeholders on the overarching strategic vision, aims, objectives and the detail contained in the LTP.
- 4.2 During the consultation period, 24 consultation events were run throughout the Combined Authority area. These were typically half-day drop-in sessions where members of the public could come and read, discuss and question the content of the LTP. Alongside the consultation events, a survey was developed, which members of the public were encouraged to complete either online or using one of the hard copies handed out at events.
- 4.3 A total of 572 online surveys were completed, 213 emails received and around 650 people submitted a response at the consultation events. All responses were reviewed and used, where appropriate, to further iterate the LTP.
- 4.4 The Authority has undertaken an assessment of the public consultation undertaken during the development of the LTP. This review found that the public consultation met the statutory requirements for a strategic document of this type.
- 4.5 The Consultation Report is attached at Appendix A.
- 4.6 Amendments made to the LTP as a result of the consultation include:
  - Clarification of the spatial planning context provided by existing Local Plan, and an update on the status of the Non-Statutory Spatial Framework Phase 2.
  - Adoption of net zero carbon by 2050 and clearer articulation of how delivery of the Local Transport Plan will work toward this.
  - Commitment to material net gain for biodiversity, and referencing to local commitment to double the area of rich wildlife habitat and natural greenspaces under management.
  - Minor modifications based on feedback from Natural England and Historic England for wording of an objective to “preserve and enhance our built, natural and historic environment”; policies (e.g. reference to heritage assets and registered monuments); and commitments for assessment as part of further scheme development.
  - Further detail contained within the policy for air quality and how air quality will be improved.
  - Introduction of a noise policy.
  - Identification of how strategic transport infrastructure will support the spread of prosperity across the full region.

- Inclusion of a feasibility study into the possible extension of the Cambridgeshire Autonomous Metro project to Peterborough via Ramsey; and a stop in East Cambridgeshire.
- Clearer articulation of the work of the Bus Reform Task Force and the potential benefits of bus franchising, including for rural and market town bus provision.
- Insistence that the rail works as part of the Ely Area Capacity Enhancement must ensure highway access is maintained to and through Queen Adelaide.
- Clarification of the meaning and level of segregation of “Dutch-style, high quality” cycling infrastructure and clearer articulation of how infrastructure for non-motorised users will integrate with new major public transport or highway infrastructure.
- Greater consideration of all non-motorised users (e.g. pedestrians, cyclists, horse riders).
- The development of a Delivery Plan, with greater clarity of how schemes can come forward and be prioritised in line with the CPCA Assurance Framework.
- Commitment to review and identify a programme for development of ‘daughter documents’.
- Corresponding revisions to the SEA, HRA and CIA.

## **5.0 LTP SUMMARY**

### **5.1. The Plan is split into three main parts:**

- The LTP sets out the vision, goals and objectives that define how transport will support the Combined Authority’s Growth Ambition, and our overarching, strategic approach to meeting these objectives.
- The Transport Delivery Plan summarises the projects that the Combined Authority – together with our partners – aim to deliver over the lifetime of the LTP, and the mechanisms through which they will be delivered. It describes how the Delivery Plan will be monitored, reviewed and updated over time. In addition, the Delivery Plan also outlines the roles and responsibilities of the Authority and its delivery partners (separate annex). This document was drafted after Consultation.
- Our Policies describe the requirements in relation to transport planning and design, delivery, and operation and maintenance for the Authority, our public sector partners, key private sector and non-for-profit stakeholders. In addition, they also provide the overarching principles that underpin our decision-making, capital investment and revenue support for the transport infrastructure and services.

### **5.2. The LTP is also complemented by the following supporting documents:**

- Evidence Base;
- Strategic Environmental Assessment (SEA);
- Habitats Regulation Assessment (HRA); and

- Community Impact Assessment (CIA) – that incorporate a Health Impact Assessment (HIA) and an Equality Impact Assessment (EqIA).

Appendix 4 details integration of LTP with SEA, HRA & CIA

## **Policy Alignment**

- 5.3. The LTP was developed in parallel with a range of other documents to ensure it is fully aligned with the Authority suite of schemes, programmes and initiatives that support our wider environmental, social and economic objectives. It has built on the body of the Mayor's Interim Transport Strategy Statement; previous LTPs; the work of the Greater Cambridge Partnership; and Local Planning Authorities' Local Plans. The LTP strongly aligns with local, regional and national policies.
- 5.5 The scale of opportunity for sustainable growth and development was evidenced by the CPIER, and the Authority's response to this in the form of our Growth Ambition Statement.
- 5.6 The spatial context for the strategy is provided by the Strategic Spatial Framework (non-statutory) and current Local Plans. Phase 1 of the Strategic Spatial Framework (SSF) sets out how the Authority will support the implementation of development strategies in Local Plans to 2036, so that jobs and homes ambitions are met. However, in order to meet our growth ambition, a step-change in housing delivery is required.
- 5.7 The SSF identifies the opportunities for longer-term strategic planning between the Authority and Planning Authorities from 2036 to 2050 and these will be developed through ongoing stakeholder engagement. Further work on stage 2 of the NSSF is ongoing and will be informed by and iterate with the LTP.
- 5.8 A key contribution to the Authority's efforts in this area is the work of the Bus Reform Programme. The Programme was launched early in 2019 and has three main workstreams: to establish an integrated framework to assess subsidy requirements; to identify and implement tangible short-term improvements to bus services; and to develop and examine the business case for a number of alternative delivery options for bus services in Cambridgeshire and Peterborough.
- 5.9 In addition to implementing a public transport system that genuinely offers an alternative to the private car, the LTP describes a range of policies designed to reduce the environmental footprint associated with travelling to, from and around Cambridgeshire and Peterborough. They include targets to achieve net zero carbon by 2050 in line with national priorities, and to double the area of rich wildlife habitat and natural greenspaces under management by 2050. The LTP includes the adoption of biodiversity net gain principles that mandates that all new developments must leave the natural environment in a measurably better state than beforehand, and extensive measures to enhance air quality.
- 5.10 The Authority will continue to work closely with its partners in spatial planning and the delivery of transport priorities to identify the most appropriate time to refresh the LTP. A new wave of Local Plans and the development of the Spatial

Framework, alongside with the findings by the Commission on Climate Change will form the evidence base for making the case to update and modify the LTP. The Board will monitor these developments and it will be for the Board to decide on the need to review and update this LTP in the future.

## **Vision**

5.11 The vision sets the aspirations for Cambridgeshire and Peterborough's transport network, reflecting our ambition to provide:

- A world-class transport network – Cambridgeshire and Peterborough aspire toward a transport system of the highest quality on a global stage, which meets the needs of residents, businesses, and visitors.
- Sustainable growth – the network will support the delivery of future economic and housing growth across the region that enhances overall quality of life, supports the transition to a net zero carbon economy and protects or enhances the environment.
- Opportunity for all – the network should support access to jobs, services and education for all, irrespective of income, age, ability, location, or access to a car.

## **Goals**

5.12 Our goals outline what wider outcomes the transport network in Cambridgeshire and Peterborough should achieve, and align with the guiding principles outlined in the Mayoral Interim Transport Strategy Statement and Growth Ambition Statement:

- Economy: Deliver economic growth and opportunity for all our communities;
- Society: Provide an accessible transport system to ensure everyone can thrive and be healthy; and
- Environment: Preserve and enhance our built, natural and historic environment and implement measures to achieve net zero carbon.

## **Objectives**

5.13 The objectives form the basis against which schemes, initiatives, and policies are assessed. They address the challenges and opportunities inherent in accommodating growth sustainably, enhancing freight and tourism connections, and putting people and the environment at the heart of transport design and decision making. The objectives of the LTP are:

- a) Support new housing and development to accommodate a growing population and workforce, and address housing affordability issues;
- b) Connect all new and existing communities sustainably so residents can easily access a good job within 30 minutes, spreading the region's prosperity;
- c) Ensure all of our region's businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports;
- d) Build a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability;

- e) Embed a safe systems approach into all planning and transport operations to achieve Vision Zero – zero fatalities or serious injuries;
- f) Promote social inclusion through the provision of a sustainable transport network that is affordable and accessible for all;
- g) Provide ‘healthy streets’ and high-quality public realm that puts people first and promotes active lifestyles;
- h) Ensure transport initiatives improve air quality across the region;
- i) Deliver a transport network that protects and enhances our natural, historic and built environments; and
- j) Reduce emissions to net zero by 2050 to minimise the impact of transport and travel on climate change

## **Guiding principles**

5.14 The principles provide overarching guidance to ensure that the LTP fulfils the overriding imperative for sustainable economic growth, including decarbonising transport on our journey to net zero carbon emissions by 2050. The guiding principles are to:

- Support economic growth and distributing prosperity;
- Integrate spatial planning and reducing the need to travel;
- Provide attractive alternatives to driving – ‘mode shift’;
- Prepare for the future of mobility;
- Green our transport infrastructure;
- Support social mobility and access to opportunity for all; and
- Protect and increase biodiversity.

## **Implementing the strategy**

5.15 The accompanying Delivery Plan outlines how the LTP will be delivered. The Delivery Plan aligns with the Authority’s Assurance Framework and Monitoring and Evaluation Framework. It summarises:

- The roles and responsibilities for delivering transport infrastructure and services;
- Explains the governance arrangements to ensure that delivery of the LTP is coordinated and controlled;
- Outlines a high-level schedule for delivery of transport investment;
- Indicates the sources of funding available to pay for the investment programme; and
- Explains how the success of the LTP will be monitored and, in time, evaluated.

5.16 In addition, it describes the important checks, balances and reviews that are in place to ensure the best possible use of public and private funds and parallel steps enhance efficiency in delivery of improvements to transport networks.



## **6.0 FINANCIAL IMPLICATIONS**

- 6.1. All projects need to comply with the Cambridgeshire and Peterborough Combined Authority Assurance Framework.
- 6.2. The financial implications of this LTP are reflected in the Combined Authority's Medium Term Financial Plan and would follow that process.

## **7.0 LEGAL IMPLICATIONS**

- 7.1. Article 8 of the Peterborough and Cambridgeshire Combined Authority Order 2017, confirmed the Cambridgeshire and Peterborough Combined Authority as the Local Transport Authority for its area. The Combined Authority assumed powers and duties contained within parts 4 and 5 of the Transport Act 1985, and under Article 8 (b) Part 2 of the Transport Act 2000 (as amended), which included the duty to produce an LTP.
- 7.2. The purpose of the LTP is to develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport (s.108 Transport Act 2000 as amended by the Local Transport Act 2008).
- 7.3. Developing a LTP is a duty of the Combined Authority by way of section 9 of the Local Transport Act 2008.

## **8.0 SIGNIFICANT IMPLICATIONS**

- 8.1. The Cambridgeshire and Peterborough Combined Authority Local Transport Plan, sets out the focus and alignment with the Local Plans for Transport and Infrastructure matters across the Cambridgeshire and Peterborough region.
- 8.2. As set out in paragraphs 3.3 and 5.10, the LTP may in future be updated as other strategic documentation, such as the Non-Statutory Spatial Framework, Climate Commission outcomes evolves.

## **9.0 APPENDICES**

- 9.1. Appendix 1 – Local Transport Plan Consultation report
- 9.2. Appendix 2 – Local Transport Plan
- 9.3. Appendix 3 – Delivery Plan
- 9.4. Appendix 4 – Local Transport Plan and Strategic Environmental Assessment Integration

<u>Source Documents</u>	<u>Location</u>
<p>1: June 2018 Board Decision</p> <p>2: July 2017 Board Paper</p> <p>3: October 2018 Board Paper</p> <p>4: May 2019 Board Decision</p>	<ol style="list-style-type: none"> <li>1. <a href="https://cambridgeshirepeterborough.sharepoint.com/sites/CPCATeamSite/Shared%20Documents/Board%20Meetings/Final%20Agendas%20(published)/2017/2017_06_28_Minutes.pdf">https://cambridgeshirepeterborough.sharepoint.com/sites/CPCATeamSite/Shared%20Documents/Board%20Meetings/Final%20Agendas%20(published)/2017/2017_06_28_Minutes.pdf</a></li> <li>2. <a href="http://cambridgeshirepeterborough-ca.gov.uk/meetings/show/2017-07-26">http://cambridgeshirepeterborough-ca.gov.uk/meetings/show/2017-07-26</a></li> <li>3. <a href="http://cambridgeshirepeterboroughca.gov.uk/meetings/show/2018-10-31/meetings/show/2018-10-31">http://cambridgeshirepeterboroughca.gov.uk/meetings/show/2018-10-31/meetings/show/2018-10-31</a></li> <li>4. <a href="https://cambridgeshirepeterborough.sharepoint.com/:w:/r/sites/CPCATeamSite/_layouts/15/Doc.aspx?sourcedoc=%7B280CADFE-7C9A-477A-98BA-E4D174AF5529%7D&amp;file=190529%20CA%20Minutes%20REVISED.doc&amp;action=default&amp;mobiledirect=true">https://cambridgeshirepeterborough.sharepoint.com/:w:/r/sites/CPCATeamSite/_layouts/15/Doc.aspx?sourcedoc=%7B280CADFE-7C9A-477A-98BA-E4D174AF5529%7D&amp;file=190529%20CA%20Minutes%20REVISED.doc&amp;action=default&amp;mobiledirect=true</a></li> </ol>



<b>TRANSPORT AND INFRASTRUCTURE COMMITTEE</b>	<b>AGENDA ITEM No: 2.2</b>
<b>09 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## LOCAL TRANSPORT PLAN

### 1.0 PURPOSE

- 1.1. The purpose of this report is to summarise the key points in the Combined Authority's Local Transport Plan (LTP) and highlight the changes made to the document following the public consultation in Summer 2019. The Committee is asked to recommend to the Board to approve the final LTP.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>James Palmer, Mayor of the CPCA</b>
<b>Lead Officer:</b>	<b>Paul Raynes, Director of Delivery &amp; Strategy</b>
<b>Forward Plan Ref: Insert ref no on FP</b>	<b>Key Decision: Yes</b>
The Transport and Infrastructure Committee is recommended to:  (a) Note the Public Consultation Report and Final Local Transport Plan  (b) Recommend the approval of the Local Transport Plan to the CPCA Board.	<b>Voting arrangements</b>  A simple majority of all members

## **2.0 BACKGROUND**

- 2.1 Following devolution, the Mayor and the Cambridgeshire and Peterborough Combined Authority (the Authority) assumed specific transport functions under the Cambridgeshire and Peterborough Combined Authority Order 2017. The Authority is the Local Transport Authority with strategic transport powers for the area.
- 2.2 At the Authority's Board meeting on the 28th June 2017, the Board agreed to adopt the previous LTPs of Cambridgeshire County Council and Peterborough City Council into a single interim LTP, until a comprehensive statutory process had been undertaken.
- 2.3 In July 2017, the Board approved the commission of a new LTP to fulfil its duty and address the new geographical reality. This LTP has four functions:
- To support the growth within the current Local Plans and the Local Plans currently being updated including South Cambs and City, Huntingdonshire and Fenland;
  - To provide a platform for the development of a transport system and policy framework that could support the level of growth identified in the Cambridgeshire and Peterborough Independent Economic Review (CPIER) and Growth Ambition Statement;
  - To provide the policy foundation for the CPCA transport projects identified within the 2019/20 CPCA Business Plan; and
  - To provide the policy foundation for development of the Non-Statutory Spatial Framework Phase 2.
- 2.4 In October 2018, the Board approved the scope of the LTP and its accompanying stakeholder engagement framework and strategy.
- 2.5 The revised LTP has been produced in partnership with Peterborough City Council, Cambridgeshire County Council, the Greater Cambridge Partnership, and the City and District Councils of Cambridge, East Cambridgeshire, Fenland, Huntingdonshire and South Cambridgeshire. Throughout the LTP's development, ongoing engagement has taken place with central Government, Highways England and Network Rail; as well as neighbouring Transport and Highway Authorities. In addition, to working with public sector partners, the LTP was informed by wider stakeholder consultation, including with transport operators; industry groups; and community organisations.
- 2.6 In May 2019 the Board approved the draft LTP. This was followed by a 15-week public consultation period starting on 17<sup>th</sup> June 2019. The statutory public consultation ran for 15 weeks and enabled the Authority to better understand the views of residents and other key stakeholders on the overarching strategic vision, aims and objectives as well as the detail within the LTP.

### 3.0 STATUTORY REQUIREMENTS

3.1. As the Transport Authority, the CPCA is required to:

- Produce a LTP;
- Develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport facilities and services within their area, and carry out their functions to implement those policies;
- Consult with private organisations that represent the interests of transport users, operators and any other person whom the Local Transport Authority considers appropriate;
- Ensure a Strategic Environmental Assessment (SEA) be undertaken. Local Transport Authorities should ensure that the SEA is an integral part of developing and ultimately delivering the LTP. DfT recommends that Local Authorities take their own legal advice to ensure they are complying with the requirements of the SEA in respect to the LTP strategy and implementation plans;
- Consider if the LTP is likely to have a significant effect on a European site. If a significant effect is likely, the LTP must be subject to an appropriate assessment. If this is the case, then statutory environmental bodies should be consulted; and
- Produce an Equality Impact Assessment. In the case of this LTP, a Community Impact Assessment has been used as an assessment tool to measure potential impacts across several different areas. The CIA covers the impacts on equality, health and communities. This is a continuous process and helps policy makers to examine any potential need for intervention. The process has centred on the delivery of two key documents – a Health Impact Assessment (HIA) and an Equalities Impact Assessment (EqIA).

3.2. The Combined Authority received a letter from a Parish Council after the close of the consultation raising questions about the process of preparing the LTP. Officers have undertaken a thorough review of the LTP and its supporting documents, including seeking legal advice, to ensure itself that the LTP has followed due process. This review has confirmed that the LTP did follow due process

The LTP will be subject to monitoring and review. The Board will decide on the need to review and update this LTP in the future. Paragraph 5.10 below discusses this further.

3.3. The LTP is a snapshot in time and therefore as strategies, policies and the overall direction of travel continues to evolve it is imperative that the Plan remains “live” and is therefore updated and revised in a timely manner to reflect the changing environment.

## **4.0 PUBLIC CONSULTATION**

- 4.1 The Cambridgeshire and Peterborough LTP consultation ran for 15 weeks, between Monday 17<sup>th</sup> June and Friday 27<sup>th</sup> September 2019. The decision was taken to have a 15-week consultation rather than the 12-week statutory requirement as it was scheduled over the Summer months. It was designed to enable the Authority to better understand the views of residents and other key stakeholders on the overarching strategic vision, aims, objectives and the detail contained in the LTP.
- 4.2 During the consultation period, 24 consultation events were run throughout the Combined Authority area. These were typically half-day drop-in sessions where members of the public could come and read, discuss and question the content of the LTP. Alongside the consultation events, a survey was developed, which members of the public were encouraged to complete either online or using one of the hard copies handed out at events.
- 4.3 A total of 572 online surveys were completed, 213 emails received and around 650 people submitted a response at the consultation events. All responses were reviewed and used, where appropriate, to further iterate the LTP.
- 4.4 The Authority has undertaken an assessment of the public consultation undertaken during the development of the LTP. This review found that the public consultation met the statutory requirements for a strategic document of this type.
- 4.5 The Consultation Report is attached at Appendix A.
- 4.6 Amendments made to the LTP as a result of the consultation include:
- Clarification of the spatial planning context provided by existing Local Plan, and an update on the status of the Non-Statutory Spatial Framework Phase 2.
  - Adoption of net zero carbon by 2050 and clearer articulation of how delivery of the Local Transport Plan will work toward this.
  - Commitment to material net gain for biodiversity, and referencing to local commitment to double the area of rich wildlife habitat and natural greenspaces under management.
  - Minor modifications based on feedback from Natural England and Historic England for wording of an objective to “preserve and enhance our built, natural and historic environment”; policies (e.g. reference to heritage assets and registered monuments); and commitments for assessment as part of further scheme development.
  - Further detail contained within the policy for air quality and how air quality will be improved.
  - Introduction of a noise policy.
  - Identification of how strategic transport infrastructure will support the spread of prosperity across the full region.

- Inclusion of a feasibility study into the possible extension of the Cambridgeshire Autonomous Metro project to Peterborough via Ramsey; and a stop in East Cambridgeshire.
- Clearer articulation of the work of the Bus Reform Task Force and the potential benefits of bus franchising, including for rural and market town bus provision.
- Insistence that the rail works as part of the Ely Area Capacity Enhancement must ensure highway access is maintained to and through Queen Adelaide.
- Clarification of the meaning and level of segregation of “Dutch-style, high quality” cycling infrastructure and clearer articulation of how infrastructure for non-motorised users will integrate with new major public transport or highway infrastructure.
- Greater consideration of all non-motorised users (e.g. pedestrians, cyclists, horse riders).
- The development of a Delivery Plan, with greater clarity of how schemes can come forward and be prioritised in line with the CPCA Assurance Framework.
- Commitment to review and identify a programme for development of ‘daughter documents’.
- Corresponding revisions to the SEA, HRA and CIA.

## **5.0 LTP SUMMARY**

### **5.1. The Plan is split into three main parts:**

- The LTP sets out the vision, goals and objectives that define how transport will support the Combined Authority’s Growth Ambition, and our overarching, strategic approach to meeting these objectives.
- The Transport Delivery Plan summarises the projects that the Combined Authority – together with our partners – aim to deliver over the lifetime of the LTP, and the mechanisms through which they will be delivered. It describes how the Delivery Plan will be monitored, reviewed and updated over time. In addition, the Delivery Plan also outlines the roles and responsibilities of the Authority and its delivery partners (separate annex). This document was drafted after Consultation.
- Our Policies describe the requirements in relation to transport planning and design, delivery, and operation and maintenance for the Authority, our public sector partners, key private sector and non-for-profit stakeholders. In addition, they also provide the overarching principles that underpin our decision-making, capital investment and revenue support for the transport infrastructure and services.

### **5.2. The LTP is also complemented by the following supporting documents:**

- Evidence Base;
- Strategic Environmental Assessment (SEA);
- Habitats Regulation Assessment (HRA); and

- Community Impact Assessment (CIA) – that incorporate a Health Impact Assessment (HIA) and an Equality Impact Assessment (EqIA).

Appendix 4 details integration of LTP with SEA, HRA & CIA

## Policy Alignment

- 5.3. The LTP was developed in parallel with a range of other documents to ensure it is fully aligned with the Authority suite of schemes, programmes and initiatives that support our wider environmental, social and economic objectives. It has built on the body of the Mayor's Interim Transport Strategy Statement; previous LTPs; the work of the Greater Cambridge Partnership; and Local Planning Authorities' Local Plans. The LTP strongly aligns with local, regional and national policies.
- 5.5 The scale of opportunity for sustainable growth and development was evidenced by the CPIER, and the Authority's response to this in the form of our Growth Ambition Statement.
- 5.6 The spatial context for the strategy is provided by the Strategic Spatial Framework (non-statutory) and current Local Plans. Phase 1 of the Strategic Spatial Framework (SSF) sets out how the Authority will support the implementation of development strategies in Local Plans to 2036, so that jobs and homes ambitions are met. However, in order to meet our growth ambition, a step-change in housing delivery is required.
- 5.7 The SSF identifies the opportunities for longer-term strategic planning between the Authority and Planning Authorities from 2036 to 2050 and these will be developed through ongoing stakeholder engagement. Further work on stage 2 of the NSSF is ongoing and will be informed by and iterate with the LTP.
- 5.8 A key contribution to the Authority's efforts in this area is the work of the Bus Reform Programme. The Programme was launched early in 2019 and has three main workstreams: to establish an integrated framework to assess subsidy requirements; to identify and implement tangible short-term improvements to bus services; and to develop and examine the business case for a number of alternative delivery options for bus services in Cambridgeshire and Peterborough.
- 5.9 In addition to implementing a public transport system that genuinely offers an alternative to the private car, the LTP describes a range of policies designed to reduce the environmental footprint associated with travelling to, from and around Cambridgeshire and Peterborough. They include targets to achieve net zero carbon by 2050 in line with national priorities, and to double the area of rich wildlife habitat and natural greenspaces under management by 2050. The LTP includes the adoption of biodiversity net gain principles that mandates that all new developments must leave the natural environment in a measurably better state than beforehand, and extensive measures to enhance air quality.
- 5.10 The Authority will continue to work closely with its partners in spatial planning and the delivery of transport priorities to identify the most appropriate time to refresh the LTP. A new wave of Local Plans and the development of the Spatial



Framework, alongside with the findings by the Commission on Climate Change will form the evidence base for making the case to update and modify the LTP. The Board will monitor these developments and it will be for the Board to decide on the need to review and update this LTP in the future.

## **Vision**

5.11 The vision sets the aspirations for Cambridgeshire and Peterborough's transport network, reflecting our ambition to provide:

- A world-class transport network – Cambridgeshire and Peterborough aspire toward a transport system of the highest quality on a global stage, which meets the needs of residents, businesses, and visitors.
- Sustainable growth – the network will support the delivery of future economic and housing growth across the region that enhances overall quality of life, supports the transition to a net zero carbon economy and protects or enhances the environment.
- Opportunity for all – the network should support access to jobs, services and education for all, irrespective of income, age, ability, location, or access to a car.

## **Goals**

5.12 Our goals outline what wider outcomes the transport network in Cambridgeshire and Peterborough should achieve, and align with the guiding principles outlined in the Mayoral Interim Transport Strategy Statement and Growth Ambition Statement:

- Economy: Deliver economic growth and opportunity for all our communities;
- Society: Provide an accessible transport system to ensure everyone can thrive and be healthy; and
- Environment: Preserve and enhance our built, natural and historic environment and implement measures to achieve net zero carbon.

## **Objectives**

5.13 The objectives form the basis against which schemes, initiatives, and policies are assessed. They address the challenges and opportunities inherent in accommodating growth sustainably, enhancing freight and tourism connections, and putting people and the environment at the heart of transport design and decision making. The objectives of the LTP are:

- a) Support new housing and development to accommodate a growing population and workforce, and address housing affordability issues;
- b) Connect all new and existing communities sustainably so residents can easily access a good job within 30 minutes, spreading the region's prosperity;
- c) Ensure all of our region's businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports;
- d) Build a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability;

- e) Embed a safe systems approach into all planning and transport operations to achieve Vision Zero – zero fatalities or serious injuries;
- f) Promote social inclusion through the provision of a sustainable transport network that is affordable and accessible for all;
- g) Provide ‘healthy streets’ and high-quality public realm that puts people first and promotes active lifestyles;
- h) Ensure transport initiatives improve air quality across the region;
- i) Deliver a transport network that protects and enhances our natural, historic and built environments; and
- j) Reduce emissions to net zero by 2050 to minimise the impact of transport and travel on climate change

## **Guiding principles**

5.14 The principles provide overarching guidance to ensure that the LTP fulfils the overriding imperative for sustainable economic growth, including decarbonising transport on our journey to net zero carbon emissions by 2050. The guiding principles are to:

- Support economic growth and distributing prosperity;
- Integrate spatial planning and reducing the need to travel;
- Provide attractive alternatives to driving – ‘mode shift’;
- Prepare for the future of mobility;
- Green our transport infrastructure;
- Support social mobility and access to opportunity for all; and
- Protect and increase biodiversity.

## **Implementing the strategy**

5.15 The accompanying Delivery Plan outlines how the LTP will be delivered. The Delivery Plan aligns with the Authority’s Assurance Framework and Monitoring and Evaluation Framework. It summarises:

- The roles and responsibilities for delivering transport infrastructure and services;
- Explains the governance arrangements to ensure that delivery of the LTP is coordinated and controlled;
- Outlines a high-level schedule for delivery of transport investment;
- Indicates the sources of funding available to pay for the investment programme; and
- Explains how the success of the LTP will be monitored and, in time, evaluated.

5.16 In addition, it describes the important checks, balances and reviews that are in place to ensure the best possible use of public and private funds and parallel steps enhance efficiency in delivery of improvements to transport networks.

## **6.0 FINANCIAL IMPLICATIONS**

- 6.1. All projects need to comply with the Cambridgeshire and Peterborough Combined Authority Assurance Framework.
- 6.2. The financial implications of this LTP are reflected in the Combined Authority's Medium Term Financial Plan and would follow that process.

## **7.0 LEGAL IMPLICATIONS**

- 7.1. Article 8 of the Peterborough and Cambridgeshire Combined Authority Order 2017, confirmed the Cambridgeshire and Peterborough Combined Authority as the Local Transport Authority for its area. The Combined Authority assumed powers and duties contained within parts 4 and 5 of the Transport Act 1985, and under Article 8 (b) Part 2 of the Transport Act 2000 (as amended), which included the duty to produce an LTP.
- 7.2. The purpose of the LTP is to develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport (s.108 Transport Act 2000 as amended by the Local Transport Act 2008).
- 7.3. Developing a LTP is a duty of the Combined Authority by way of section 9 of the Local Transport Act 2008.

## **8.0 SIGNIFICANT IMPLICATIONS**

- 8.1. The Cambridgeshire and Peterborough Combined Authority Local Transport Plan, sets out the focus and alignment with the Local Plans for Transport and Infrastructure matters across the Cambridgeshire and Peterborough region.
- 8.2. As set out in paragraphs 3.3 and 5.10, the LTP may in future be updated as other strategic documentation, such as the Non-Statutory Spatial Framework, Climate Commission outcomes evolves.

## **9.0 APPENDICES**

- 9.1. Appendix 1 – Local Transport Plan Consultation report
- 9.2. Appendix 2 – Local Transport Plan
- 9.3. Appendix 3 – Delivery Plan
- 9.4. Appendix 4 – Local Transport Plan and Strategic Environmental Assessment Integration

<u>Source Documents</u>	<u>Location</u>
<p>1: June 2018 Board Decision</p> <p>2: July 2017 Board Paper</p> <p>3: October 2018 Board Paper</p> <p>4: May 2019 Board Decision</p>	<ol style="list-style-type: none"> <li>1. <a href="https://cambridgeshirepeterborough.sharepoint.com/sites/CPCATeamSite/Shared%20Documents/Board%20Meetings/Final%20Agendas%20(published)/2017/2017_06_28_Minutes.pdf">https://cambridgeshirepeterborough.sharepoint.com/sites/CPCATeamSite/Shared%20Documents/Board%20Meetings/Final%20Agendas%20(published)/2017/2017_06_28_Minutes.pdf</a></li> <li>2. <a href="http://cambridgeshirepeterborough-ca.gov.uk/meetings/show/2017-07-26">http://cambridgeshirepeterborough-ca.gov.uk/meetings/show/2017-07-26</a></li> <li>3. <a href="http://cambridgeshirepeterboroughca.gov.uk/meetings/show/2018-10-31/meetings/show/2018-10-31">http://cambridgeshirepeterboroughca.gov.uk/meetings/show/2018-10-31/meetings/show/2018-10-31</a></li> <li>4. <a href="https://cambridgeshirepeterborough.sharepoint.com/:w:/r/sites/CPCATeamSite/_layouts/15/Doc.aspx?sourcedoc=%7B280CADFE-7C9A-477A-98BA-E4D174AF5529%7D&amp;file=190529%20CA%20Minutes%20REVISED.doc&amp;action=default&amp;mobileredirect=true">https://cambridgeshirepeterborough.sharepoint.com/:w:/r/sites/CPCATeamSite/_layouts/15/Doc.aspx?sourcedoc=%7B280CADFE-7C9A-477A-98BA-E4D174AF5529%7D&amp;file=190529%20CA%20Minutes%20REVISED.doc&amp;action=default&amp;mobileredirect=true</a></li> </ol>


# The Cambridgeshire and Peterborough Local Transport Plan

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Appendix A: Glossary of terms

## Executive Summary

This is the first Local Transport Plan for Cambridgeshire and Peterborough. It replaces the Interim Local Transport Plan, which was published in June 2017 and was based upon the existing Local Transport Plans for Cambridgeshire (Local Transport Plan 3) and Peterborough (Local Transport Plan 4). The Plan describes how transport interventions can be used to address current and future challenges and opportunities for Cambridgeshire and Peterborough. It sets out the policies and strategies needed to secure growth and ensure that planned large-scale development can take place in the county in a sustainable way.

This Local Transport Plan has been produced in partnership with Peterborough City Council, Cambridgeshire County Council, the Greater Cambridge Partnership, and the city and District Councils of Cambridge, East Cambridgeshire, Fenland, Huntingdonshire and South Cambridgeshire. Engagement has taken place throughout with several of central government's arm's length bodies such as Highways England and Network Rail, as well as neighbouring transport and highway authorities. In addition to working with public sector partners, our work has also been informed by wider stakeholder engagement, including with transport operators; industry groups; and community organisations.

The Plan is split in to three main parts:

- This **Local Transport Plan** sets out the vision, goals and objectives that define how transport will support the Cambridgeshire and Peterborough Combined Authority's (Combined Authority) Growth Ambition, and our approach to meeting these objectives. A summary of the plan is provided in this Executive Summary.
- The **Transport Delivery Plan** summarises the projects that the Combined Authority – together with our partners – aims to deliver over the lifetime of the Local Transport Plan, and the mechanisms through which they will be delivered. It also describes how the plan will be monitored, reviewed and updated through time, and the roles and responsibilities of the Combined Authority and its delivery partners (separate annex).
- **Our Policies** describes requirements related to transport planning and design, delivery, and operation and maintenance for the Combined Authority, our public sector partners, and key private sector and non-for-profit stakeholders. They also provide the principles which will underpin decision-making, capital investment and revenue support in our transport network (separate annex).

A draft of this document was released for public consultation which ran for fifteen weeks in the summer of 2019. Key stakeholders including Local Authorities, statutory bodies and members of the public were invited to comment on the content of the Local Transport Plan. The plan was subsequently amended to reflect the feedback received. A summary of consultation responses is provided in the accompanying **Consultation Report**.

The Plan is also complemented by the following supporting documents:

- **Evidence Base;**
- **Strategic Environmental Assessment (SEA);**
- **Habitats Regulation Assessment (HRA); and**
- **Community Impact Assessment (CIA)** - incorporating a Health Impact Assessment (HIA) and an Equality Impact Assessment (EqIA).

## Policy alignment

The Local Transport Plan has been developed in tandem with a range of other documents. This ensures that it describes a coherent and complementary suite of schemes, programmes and initiatives. Taken together, these documents explain how the Combined Authority can support and deliver wider environmental, social and economic objectives. The Local Transport Plan has built on the body of work included within the Mayor's Interim Transport Strategy Statement, previous Local Transport Plans, the work of the Greater Cambridge Partnership, and Local Planning Authorities' Local Plans. The Plan and its associated interventions are strongly aligned with local, regional and national policies.

From an economic perspective, the scale of opportunity for sustainable growth and development is defined by the Cambridgeshire and Peterborough Independent Economic Review (CPIER), and the Combined Authority's response to this in the form of our Growth Ambition Statement. This restates our commitment to double GVA over 25 years and recognises the role of the Combined Authority to lead and bring together public, private and third-sector bodies in order to secure the action and investment needed to make that happen.

The spatial context for the strategy is provided by the Strategic Spatial Framework (non-statutory) and current Local Plans. Phase 1 of the Strategic Spatial Framework sets out how the Combined Authority will support the implementation of development strategies in Local Plans to 2036, so that jobs and homes ambitions are met. However, in order to meet our growth ambition, a step-change in housing delivery is required.

The Strategic Spatial Framework identifies the opportunities for longer-term strategic planning between the Combined Authority and Planning Authorities from 2036 to 2050 and these will be developed through ongoing stakeholder engagement. A second phase of work, currently underway, will provide a longer-term development strategy to 2050 that is designed to inform the next round of Local Plan updates.

Closer alignment between spatial and transport planning can allow economic growth without driving increased travel. It is essential that transport services are designed to support historic settlement patterns, particularly for residents and businesses located in rural areas. A key contribution to the Combined Authority's efforts in this area is the work of the Bus Reform Task Force.

The Task Force was launched early in 2019 and has three main workstreams: to establish an integrated framework to assess subsidy requirements, to identify and implement tangible short-term improvements to bus services, and to develop and examine the business case for a number of alternative delivery options for bus services in Cambridgeshire and Peterborough.

In addition to implementing a public transport system which offers a genuine alternative to the car, this Local Transport Plan describes a range of policies designed to reduce the environmental footprint associated with travelling to, from and around Cambridgeshire and Peterborough. They include targets to achieve net zero carbon by 2050 in line with national priorities, and to double the area of rich wildlife habitat and natural greenspaces under management by 2050. The Plan also includes adoption of biodiversity net gain principles which mandate that all new developments must leave the natural environment in a measurably better state than beforehand, and extensive measures to enhance air quality.

Alongside the Local Industrial Strategy and Spatial Framework, this Local Transport Plan completes the suite of documents which articulate the Combined Authority's response to CPIER.

The Plan provides a robust platform for the planning and delivery of the Combined Authority's ambitious programme of priority transport schemes. It will inform the next, immanent, round of Local Plan development. As the overarching spatial strategy for Cambridgeshire and Peterborough continues to develop, it may be necessary to refresh the Local Transport Plan accordingly. The Combined Authority will continue to work closely with its partners in spatial planning and the delivery of transport priorities to identify the most appropriate time to refresh the Local Transport Plan.

## Vision, goals and objectives

### *Vision*

The Combined Authority's Local Transport Plan vision is:

---

**To deliver a world-class transport network for Cambridgeshire and Peterborough that supports sustainable growth and opportunity for all**

---

The vision is intended to capture the aspirations for Cambridgeshire and Peterborough's transport network, reflecting our ambition to provide:

- 'A world-class transport network' – Cambridgeshire and Peterborough aspire toward a transport system of the highest quality on a global stage, which meets the needs of residents, businesses, and visitors.
- 'Sustainable growth' – the network will support the delivery of future economic and housing growth across the region that enhances overall quality of life, supports the transition to a net zero carbon economy and protects or enhances the environment.
- 'Opportunity for all' – the network should support access to jobs, services and education for all, irrespective of income, age, ability, location, or access to a car.

### *Goals*











Our goals are intended to outline (at a high level) what wider outcomes we want the transport network in Cambridgeshire and Peterborough to achieve. They are fully consistent with the guiding principles outlined in the Mayoral Interim Transport Strategy Statement and Growth Ambition Statement:

- Economy: Deliver economic growth and opportunity for all our communities.
- Society: Provide an accessible transport system to ensure everyone can thrive and be healthy.
- Environment: Preserve and enhance our built, natural and historic environment and implement measures to achieve net zero carbon

### *Objectives*

Each of the objectives of the Local Transport Plan underpin the delivery of the goals, and form the basis against which schemes, initiatives, and policies will be assessed. They address the challenges and opportunities inherent in accommodating growth sustainably, enhancing freight and tourism connections, and putting people and the environment at the heart of transport design and decision making. The objectives of the Local Transport Plan are described in Table i.

**Table i: Local Transport Plan objectives**

Goal	Objective	
Economy		Support new housing and development to accommodate a growing population and workforce, and address housing affordability issues
		Connect all new and existing communities sustainably so residents can easily access a good job within 30 minutes, spreading the region's prosperity
		Ensure all of our region's businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports
		Build a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability
Society		Embed a safe systems approach into all planning and transport operations to achieve Vision Zero – zero fatalities or serious injuries
		Promote social inclusion through the provision of a sustainable transport network that is affordable and accessible for all
		Provide 'healthy streets' and high-quality public realm that puts people first and promotes active lifestyles
		Ensure transport initiatives improve air quality across the region to meet good practice standards
Environment		Deliver a transport network that protects and enhances our natural, historic and built environments
		Reduce emissions to 'net zero' by 2050 to minimise the impact of transport and travel on climate change

## **Overarching strategy**

Our region is both large and diverse: Cambridgeshire and Peterborough is home to some 850,000 residents and 42,000 business, in an area covering some 340,000 hectares. The area has a diverse geography with a wide range of communities from the cities of Peterborough and Cambridge, to large market towns and a network of rural villages and hamlets.

Developing a unified transport strategy for the whole region is therefore complex. At its core, is providing choices in the way we travel to be less reliant on the car and ensuring we put our communities – the places we live, work and visit – first in the planning and investment in our transport network. Integrated transport and spatial planning, investment in high quality public realm in our town and city centres, safe and attractive active travel infrastructure, accessible and frequent public transport and innovative new transport modes designed to enhance mobility all play an important role in helping achieve our ambition for healthy, thriving communities in Cambridgeshire and Peterborough.

### *Economy*

Our strategy will help to deliver the Combined Authority's strategic ambition to become the UK's capital of innovation and productivity, doubling the size of its economy from £22 billion Gross Value Added (GVA) to £40 billion over the next 25 years. Improving journey times, both by road and rail, and reliability is important for businesses to access their markets, collaborators and supply chains. Improving journey times will also help to increase the geographical catchment from which to draw growing workforces, helping businesses to realise their full potential for growth.

Enhancing our transport network and creating new journey opportunities that do not solely rely on the private car is key to preventing congestion from worsening, and to accommodate new and existing journeys as sustainably as possible. Large-scale investment in public transport will provide extra capacity for people to travel sustainably while delivering our regions' growth. Projects in this category include; a new rail link to Wisbech, improved highway links designed to accommodate ultra-low emission vehicles, electric vehicle charging points and other emerging technologies.

Growth must be inclusive, truly sustainable and distributed appropriately across the entirety of the area. It should create places where all members of our community contribute to, and benefit from, our area's growth and success. Currently, employment, amenities and prosperity are predominantly centred in and around the cities of Cambridge and Peterborough, but these cities also contain significant areas of deprivation, and Cambridge has the most uneven income distribution of any UK city. This Plan helps to spread success across our region, ensuring that all our residents benefit from growth wherever they live.

### *Society*

The transport network must provide access to a wide range of sites and amenities, all of which are important for effective social functioning. It must connect current housing and employment sites and provide additional capacity for the transport network to accommodate extra journeys from more households and to more jobs. This improvement must also be aligned with investment in digital connectivity, energy supplies and other utilities.

This investment will ensure that the area is globally renowned for being forward-thinking and progressive regarding mobility and movement – putting the region at the forefront of tackling one of the Government's Industrial Strategy Grand Challenges – the future of mobility.

Ultimately, our ambition is that everyone should have access to a good job, within easy reach of their home. To achieve this will require not only an increasing level of jobs, but also provision of high-quality housing and commercial spaces within and near existing communities to accommodate a growing population and workforce. The Combined Authority is supporting the region's Local Planning Authorities in targeting more than 90,000 new jobs and over 100,000 new homes by 2036, as outlined in their adopted Local Plans.

By providing real choices for how people travel this will promote social mobility, inclusive growth and improve health: a key driver for productivity. Transport will continue to play an important part in ensuring that our workforce is able to access the skills and education required for the modern world. Investment in our sustainable transport network will facilitate improved access to education and skills provision, including for those without access to a car.

Many rural areas have poor public transport connectivity, reducing the opportunities to access employment opportunities, key services, and amenities. For people without the use of a car, including young people, those on low income or for people with disabilities, these challenges are exacerbated. For future gains in productivity and economic growth to benefit all our residents, investment in sustainable modes of transport will be prioritised, as this will ensure the network is safe and accessible, integrated and well-connected for all people who move to, from, within and through the region.

### *Environment*

Our approach, including a commitment to biodiversity net gain through investment in transport and the developments it supports, will help our communities to become high quality, sustainable environments where people want to live. Reducing the need to travel, and distances travelled, through integrated land use, transport planning, investment in digital and mobile connectivity and energy supply, will be a central pillar in meeting local and national ambitions to significantly reduce greenhouse gas emissions as we move towards net zero carbon by 2050.

This Plan identifies a range of schemes and other interventions that will create sustainable travel opportunities, reduce traffic flows and improve air quality through encouraging people to walk or cycle rather than drive for shorter journeys. This includes investment in world-class new and enhanced Dutch-quality facilities for pedestrians, cyclists and other non-motorised users. For example, a network of segregated cycleways and new bridges over the Rivers Nene, Cam and Ouse, and designed to accommodate a wide range of non-motorised users including horse riders and carriage drivers.

In addition to dedicated corridors for cycling, walking and other non-motorised modes and the creation of a public transport network that offers a genuine alternative to the car, all new public transport and highway infrastructure will be designed to include parallel cycling and walking corridors with suitable access and crossing points.



### **Our priority schemes**

This Local Transport Plan is forward-focused and visionary, with strategic objectives that will need to be achieved if the vision is to succeed. These objectives underpin the delivery of the Local Transport Plan and form the basis against which schemes have been assessed. They are described below with a selection of key schemes to illustrate how they will be delivered.

Figure i shows the Combined Authority's priority transport schemes. These have been designed to align with the major development sites across the region – sites that transport investment will help unlock to recognise the economic potential of the region.

**Map of Peterborough and Cambridge Area Transport Routes**

**Legend:**

- Mode:**
  - Highway (Red line)
  - Public transport (Blue line)
- Status:**
  - Under Construction (Thick solid line)
  - Committed (Thin solid line)
  - Proposed (Dashed line)
- Routing:**
  - Indicative (Thin solid line)
  - Confirmed/ existing (Thick solid line)
- Local Plan allocated growth areas** (Shaded purple)

**Key Features and Routes:**

- Highways:** A1 Baldock to Bampton Capacity Enhancements, A14 Cambridge to Huntingdon Improvement Scheme, A428 Dualling and Oxford to Cambridge Expressway, A47 Corridor Improvement Programme, A10 Ely to Cambridge Capacity Improvements.
- Public Transport:** East Coast Mainline Improvements, Fenland Station Regeneration, Chatteris, Manea, Ely Area Capacity Enhancements, Soham Station, Waterbeach Station Relocation, Cambridgeshire Rail Capacity Study Recommendations, Cambridgeshire Autonomous Metro.
- Other:** King's Dyke Level Crossing, Whittlesey, Ramsey, Alconbury, St Ives, St Neots, Bedford, Luton, Stevenage, Haverhill, Ipswich, Newmarket, Ely, Cambridge, Huntingdon, Peterborough, Stamford, Wisbech, March, King's Lynn, Downham Market, Norwich, London, London Luton.

**Scale:** 0 to 10 kms / 0 to 5 miles.

**Source:** Contains OS data © Crown copyright and database right (2019). Data from Cambridgeshire County Council and Peterborough City Council. Cartography by Seer 2019.

### *Transport and the economy*

We want to connect all new and existing communities sustainably, so residents can easily access a good job within 30 minutes, spreading the region's prosperity. The transport network across the area is already of a good quality, but there remain significant areas for improvement. As much as possible, we want to encourage transfer from the private car to public and 'active' transport modes, ultimately aiming to reduce 'car dependency'. Improving the links between those more rural market towns such as Ramsey and Chatteris and larger urban centres will be central to this.

Traffic congestion is the most frequent form of disruption to our region's transport network, posing a risk to the Combined Authority's future growth and prosperity. Within urban and surrounding areas, solutions to manage demand for road space are being explored, such as the construction of the Cambridgeshire Autonomous Metro (CAM). CAM will provide high quality, high frequency metro services, delivering a step change in connectivity across the city and helping to deliver 'agglomeration benefits': the productivity improvements delivered through industrial clustering and specialisation. Opportunities to expand the CAM network beyond Cambridge and its environs to Peterborough (via Alconbury Weald and Ramsey) will be explored, and options to provide a mass-transit solution for Peterborough will also be considered.

Rail usage continues to be on the rise across the Combined Authority area, and we will promote a range of schemes to help encourage and accommodate this trend. For example, there are a number of new railway stations being proposed for the region, including Soham station, which would reintegrate Soham town into the national rail network, and Cambridge South station, the construction of which would provide much needed additional capacity near the Cambridge Biomedical Campus. East West Rail, a new rail link from Cambridge to Bedford, Milton Keynes and Oxford, will transform public transport connectivity along the Oxford to Cambridge corridor, while construction of a new rail link from March to Wisbech would improve public transport connectivity to the latter. More locally, rail improvements such as Ely Area Capacity Enhancements (EACE) scheme will enable more frequent services and make journeys quicker for passengers.

Buses form a fundamental component of the transport network across Cambridgeshire and Peterborough, particularly in rural areas. The Bus Reform Task Force will explore the best operating and delivery model for our public transport network, while acknowledging the different requirements of urban and rural residents. For example, we will seek to ensure that rural areas have a public transport service that provides access to employment, education, shopping and recreation including, for example, enhanced links between St Ives and Huntingdon. In addition, we will continue to work with operators to place inter-urban bus services, combined with local rail services, at the centre of an integrated rural public transport network.

Cycling also plays a key role in commuting. More than a quarter of people within Cambridge alone travel to work by bike – the highest rate in the country. Greater levels of cycling will not only help more people travel to work easily and cheaply, but help to relieve traffic congestion, and enable our region to grow sustainably. We will continue to work with our partners to improve infrastructure for cyclists, and other non-motorised users, with segregated Dutch-type infrastructure along major road corridors and a network of 'Greenways' connecting to major employment hubs. Our policies support the promotion and roll-out of new technology,

such as affordable e-bikes and cargo bikes, which will allow new groups of people to cycle and commute longer distances by bike.

Although we want to prioritise the development of public and ‘active’ transport modes, we also recognise that the private car remains a key mode for many residents across Cambridgeshire and Peterborough. We will therefore support targeted highway infrastructure and enhancement schemes such as upgrades to the A47 (including the junction between the A1 and A47) between Kings Lynn, Wisbech and Peterborough, to improve labour market accessibility to and from the Fens and Wisbech Garden town; King’s Dyke crossing improvements, to relieve traffic congestion and associated safety issues caused by the level crossing; and dualling of the A428, which will significantly improve commuter links along the Oxford to Cambridge corridor. Improvements to the A14, one of the most congested routes in the country, are currently underway and will bring journey time, reliability and safety benefits to residents, workers and businesses alike. New travel hubs and interchanges will act as gateways to our public transport network, giving car users the opportunity to travel sustainably for part of their journey.

Alongside the physical improvements, we are committed to enhancing the region’s ‘virtual network’. Faster, more reliable digital connectivity – with digital infrastructure such as fibre ducting delivered alongside transport infrastructure where appropriate – will provide improved connectivity between businesses and to homes; greater working flexibility, thereby taking the strain off the transport network; and allow better management of our transport networks to increase capacity, make travel times more reliable, and ultimately, make journeys safer.

Improvements to the transport network will help to support new housing and development to accommodate a growing population and workforce, and address housing affordability issues. The housing market is currently very ‘overheated’, particularly around Cambridge, where the average house price is nearly 13 times the annual salary, compared to the national average of just under 8 times. The effects of higher house prices spread through the economy, potentially slowing growth. The local plans include targets for over 100,000 new homes, by 2036, with the location of the strategic sites shown in Phase 1 of the Spatial Framework. Transport, such as a new highway links to the north of St Neots, will help to unlock future development sites and connect new residents to jobs and amenities.

Necessary partnerships and plans are currently being developed for the construction of vastly improved public transport connectivity to Alconbury. Connectivity and a new travel hub will play a central role in delivering over 8,000 jobs at the Alconbury Weald Enterprise Zone, accelerate the development of 6,000 new homes and sustainably connect new residents to jobs and amenities. Improvements on the Ely-Cambridge transport corridor will unlock key opportunities such as a new town north of Waterbeach and development on the Cambridge Science Park.

### *Transport and society*

Everybody should be able to access our transport network, feel safe, and be healthier when they do so. We want to promote social inclusion through the provision of a sustainable transport network that is affordable and accessible for all. To achieve this, the network must be examined at every scale, from curb-heights to area-wide highway network planning, ensuring that nobody is excluded from using the transport network due to personal circumstances; income, age, disability or any other factors.



This ‘human-centred’ thinking is a central component of our approach across projects and schemes. We also want to embed a safe systems approach into all planning and transport operations to achieve Vision Zero – zero fatalities or serious injuries on the transport network. Almost all transport related deaths occur on the road, and so improvements to highway safety, in partnership with the Cambridgeshire and Peterborough Road Safety Partnership and our highway authority partners, will be our focus when aiming to reduce fatalities and injuries on the transport network.

Finally, we recognise that the transport network does not always function flawlessly and is subject to internal and external stresses that can cause delays. We must therefore make the transport network resilient and adaptive to human and environmental disruption, improving journey time reliability.

The Cambridgeshire and Peterborough area is one of the driest in the UK, yet also susceptible to flooding due to its predominantly low-lying topography. This means that transport infrastructure can be vulnerable to extreme weather events and must be appropriately protected. We will look to incorporate climate resilience into the new transport network, designing infrastructure that is resilient but also easily repairable. By ensuring that the transport network is protected against human and environmental disruptions, journey time reliability will be improved for residents, allowing better journeys across the Combined Authority.

#### *Transport and the environment*

Whilst encouraging appropriate development, we also want to deliver a transport network that protects and enhances our natural, historic and built environments. We are fortunate to have exceptionally high-quality environments within Cambridgeshire and Peterborough, which have positive impacts on the quality of life for our residents. Nonetheless, there are biodiversity challenges and not everyone has easy access to good quality open space. We will therefore integrate environmental considerations, including biodiversity net gain, into our thinking throughout the development of the future transport network and ensure that all new transport schemes cause minimal disruption to the environment during construction and operation.

We will aim to ensure transport initiatives improve air quality across the region, exceeding good practice standards. The Combined Authority has a responsibility to implement measures that ensure improvements to air quality can continue to be delivered alongside growth by creating conditions that will change travel behaviour and bring about the use of cleaner vehicles.

Reductions in vehicle mileage and shifting journeys to sustainable modes such as walking, cycling and public transport are very important, but need to be achieved alongside ‘greening’ of public transport vehicle fleets and improvements to transport infrastructure to enable easy uptake of low emission transport modes. Our proposals to improve air quality in Cambridgeshire and Peterborough are directly linked to the key priorities identified in the Cambridge City Council Air Quality Action Plan (AQAP) 2018-2023 and the Joint Air Quality Action Plan for the Cambridgeshire Growth Areas (2015). They have been informed by discussions with Peterborough City Council Air Quality Task and Finish Group and Cambridge City Council’s Air Quality Team.

The key areas identified for action, and to be supported through the Local Transport Plan, include:

- reducing emissions from taxis, buses, coaches, and HCVs;

- mandating consideration of electric vehicle charging points for all new or upgraded highway infrastructure;
- maintaining low emissions through the planning process, and long-term planning; and
- improving public health.

We will minimise the impact of transport and travel on climate change. We understand that climate change, a global issue, requires interventions at a local scale and by committing to a target of net zero carbon by 2050, want to ensure that Cambridgeshire and Peterborough are at the forefront of driving reductions in emissions from transport.

To help deliver these changes we must also provide 'healthy streets' and high-quality public realm that puts people first and promotes active lifestyles. 'Active' transport modes such as walking and cycling have a very positive impact upon local air quality, greenhouse gas emissions, and public health. Walking and cycling are already popular transport modes within certain areas of the Combined Authority, such as Cambridge, but we must ensure that they become more widespread across the region. To help promote walking and cycling, we will develop Local Cycling and Walking Infrastructure Plans (LCWIPs) to provide evidence for prioritised investment in infrastructure for walking, cycling and other non-motorised users. We will develop high quality cycle provision, through schemes such as the Greater Cambridge Partnership's Greenways. This will involve building upon the current network and providing additional links to join up key destinations that are already partially served (for example the Chisholm Trail in Cambridge).

The use of active travel as part of multi-modal trips will be encouraged wherever possible. For example, we will investigate the possibility of a cycle hub in Peterborough city centre and improve cycle links to other key destinations around the city. Broadly we must consider 'place' and 'movement' function when designing new infrastructure to ensure that we can provide good transport connectivity whilst retaining and developing 'healthy streets'.

Cambridgeshire and Peterborough depends upon national and international connectivity to drive its economic prosperity. We must therefore ensure that all our region's businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports. For example, the Combined Authority is currently working in partnership with Highways England to assess the viability of dualling the A47 (including improvements to the junction between the A1 and A47), which would significantly improve east-west freight movement in the north of the Combined Authority area. In addition, we will support infrastructure and signalling enhancements to improve rail freight capacity, taking freight off the road network and moving it across the region more sustainably. Combined, these interventions will ensure that goods continue to flow freely into and out of the region, allowing trade and local businesses to flourish. It is important that the Authority continue to work with neighbouring Authorities and partners to look at schemes and initiatives that improve access to London Stansted and London Luton airports.

### **Implementing the strategy**

The accompanying Delivery Plan outlines how this Local Transport Plan will be delivered and is aligned entirely with the Combined Authorities Assurance Framework and Monitoring and Evaluation Framework. It summarises:

- the roles and responsibilities for delivering transport infrastructure and services;
- explains the governance arrangements to ensure that delivery of the Local Transport Plan is coordinated and controlled;

- outlines a high-level schedule for delivery of transport investment;
- indicates the sources of funding available to pay for the investment programme; and
- explains how the success of the Local Transport Plan will be monitored and, in time, evaluated.

It describes the important checks and balances that are in place to ensure that we are making the best possible use of public and private funds and, aligned to this, the parallel steps we are taking to remove unnecessary red-tape so that the benefits of improvements to our transport networks are secured sooner and at lower cost.

# 1 The Cambridgeshire and Peterborough Local Transport Plan

## Introduction

- 1.1 This document sets out the first Local Transport Plan for Cambridgeshire and Peterborough. It replaces the *Interim Local Transport Plan* published in June 2017 and which was *de facto* based upon the existing local transport plans for Cambridgeshire (LTP3) and Peterborough (LTP4)<sup>1</sup>.
- 1.2 The strategy has been developed by the Combined Authority in consultation with Cambridgeshire County Council, the six District Councils (City of Cambridge, East Cambridgeshire, Fenland, Huntingdonshire, Peterborough and South Cambridgeshire), the Greater Cambridge Partnership, Highways England and Network Rail. In preparing the strategy we have also sought the comments, advice and guidance of a wide range of consultees in the public, private and third sector including regional transport bodies, industry representative groups and community organisations.
- 1.3 In response to the *Cambridgeshire and Peterborough Independent Economic Review* (CPIER)<sup>2</sup>, the Combined Authority has set out a *Growth Ambition Statement*<sup>3</sup>. This statement repeats our Devolution Deal target to double economic output to £40bn over 25 years. In doing so, the Growth Ambition Statement acknowledges the CPIER perspective that “this [level of growth] is particularly ambitious” and embraces the challenge that “current efforts are not enough to secure that growth.” At the same time, we recognise that growth cannot come at any cost. Therefore, this Local Transport Plan sets out a trajectory for us to achieve net zero carbon by 2050 and to deliver net improvements to biodiversity.
- 1.4 In parallel to the Local Transport Plan, the Combined Authority is developing a Strategic Spatial Framework for Cambridgeshire and Peterborough. Phase 1 was approved in March 2018 and sets out how the Combined Authority will support the implementation of development strategies in Local Plans to 2036, including proposals on how existing housing allocations could be accelerated. A second phase of work, currently underway, will provide a longer-term development strategy to 2050 that is designed to inform the next round of Local Plan updates.
- 1.5 Nonetheless, Cambridgeshire and Peterborough are likely to change significantly over the lifetime of the Plan, in ways that we cannot currently predict. As a consequence, the transport strategy needs to be sufficiently flexible to influence and support transport initiatives as they are brought forward. It will do so by:

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<sup>1</sup> Source: [Cambridgeshire & Peterborough Combined Authority website transport section](#) (Cambridgeshire & Peterborough Combined Authority, 2019)

<sup>2</sup> Source: [Cambridgeshire and Peterborough Independent Economic Review](#) (Cambridgeshire & Peterborough Combined Authority, 2018)

<sup>3</sup> Source: [Growth Ambition Statement](#) (Cambridgeshire & Peterborough Combined Authority, 2019)



- In conjunction with the Combined Authority’s Assurance Framework, providing a rigorous process for transport scheme prioritisation and development, which will ensure that investment is directed to those areas where it can contribute most to the wellbeing of the area; and
- Presenting a Delivery Plan which set out the Combined Authority’s spending programme, based on the resources available. These Delivery Plans will be reviewed annually through the Medium-Term Financial Planning process<sup>4</sup>.

1.6 This plan has been developed in line with current Local Transport Plan guidance and best practice. It is based upon an extensive evidence base, a summary of which is provided in a separate annex. It has also been subject to multiple impact assessments, to ensure that it fully considers equalities, environmental, habitats and health impacts.

1.7 The remainder of this document is structured as follows:

- Chapter 1 explains the role and purpose of a Local Transport Plan, sets out our vision, goals and objectives for transport in Cambridgeshire and Peterborough, summarises the evidence base that has informed our assessment of the challenges and opportunities facing our communities, and summarises how we deliver the schemes, policies and initiatives described in the plan.
- Chapter 2 introduces our overarching strategy for the area. It explains how our transport network will be enhanced to support the goals and objectives set out in Chapter 1, and describes the principles that have been used to guide its development;
- Chapter 3 contains location-specific details of our strategy, including information regarding the key transport planning approaches and schemes and initiatives that will be required.
- Chapter 4 presents a summary of the policies that have been identified to support delivery of the Local Transport Plan, grouped by theme (e.g. enabling development, expanding labour markets etc.) and objective.

1.8 This main Local Transport Plan document is supplemented by a suite of accompanying documents.

- The **Transport Delivery Plan** summarises the projects that the Combined Authority – together with our partners – aims to deliver over the lifetime of the Local Transport Plan, and the mechanisms through which they will be delivered. It also describes how the plan will be monitored, reviewed and updated through time, and the roles and responsibilities of the Combined Authority and its delivery partners.
- **Our Policies** describes requirements related to transport planning and design, delivery, and operation and maintenance for the Combined Authority, our public sector partners, and key private sector and non-for-profit stakeholders. They also provide the principles which will underpin decision-making, capital investment and revenue support in our transport network.
- The **Consultation Report** provides a summary of the public consultation process and other stakeholder engagement activities, identifies key themes in the responses provided and describes how we have modified the Local Transport Plan in response to the feedback received.

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<sup>4</sup> Source: [2019/20 Budget and Medium-Term Financial Plan 2019 to 2023](#) (Cambridgeshire & Peterborough Combined Authority, 2019)

- The **Evidence Base** examines the current and future socio-economic, environmental, and transport conditions in the region, aiming to identify the key challenges the Local Transport Plan should seek to tackle and the opportunities that transport can help realise.
- Three statutory **Impact Assessments** including the Strategic Environmental Assessment, Habitats Regulation Assessment and Community Impact Assessment (incorporating a Health Impact Assessment (HIA) and an Equality Impact Assessment (EqIA)).

## Progress to-date

- 1.9 As noted previously, this strategy should be considered as a successor document to the existing Local Transport Plans for Cambridgeshire and Peterborough, albeit with a greater focus on achieving the Combined Authority's ambitions for substantial and sustainable area-wide growth. It builds upon the considerable success of Cambridgeshire County Council and Peterborough City Council in delivering the improvements set out in their respective Local Transport Plans, the Greater Cambridge Partnership in implementing its transport priorities and the Combined Authority in funding, financing and delivering major transport schemes. This section briefly highlights some recent achievements from across our area.

### Urban Realm

- 1.10 A series of improvements to the 'urban realm' of the villages, market towns and cities have recently been implemented. The completion of the St Neots Masterplan, for example, which includes a range of projects such as the new foot and cycle bridge in St Neots town centre mentioned above, has established St Neots as the first 'Smart Town' in the country.
- 1.11 In Peterborough, the City Council has recently delivered a package of significant infrastructure developments in Bourges Boulevard. These are designed to relieve congestion, significantly reduce delay at critical locations (in particular to improve access to the railway station car park) and promote development as part of regenerating the city centre. The Greater Cambridge Partnership and Cambridge City Council are currently working on *Spaces and Movement* Supplementary Planning Document and have published a Clean Air Zone Feasibility Study.

### Sustainable Transport

- 1.12 Use of sustainable and 'active' transport modes is significantly higher in parts of our area than the national average, the result of proactive efforts to improve the attractiveness of these modes. Peterborough City Council for example, has used funding from the DfT to deliver Bikeability training, which aims to give children confidence on their bikes, so they are more likely to take up cycling as adults. Since 2016 training has been provided to almost 6,000 pupils. Peterborough City Council has also developed partnership arrangements with a number of organisations, including Sustrans, to provide a range of initiatives to promote active and sustainable travel. In 2017 the Sustrans 'Bike-It' scheme reached its 70,000th engagement with pupils, teachers and families in Peterborough.<sup>5</sup>
- 1.13 In Cambridge, the Greater Cambridge Partnership has delivered a number of cycle route improvements, including improvements to the A10 cycleway to Melbourne and the implementation of four cross-city cycling schemes to improve key routes within the city. Work

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<sup>5</sup> 'Bike-It is a behaviour change programme for schools developed by Sustrans, which works by delivering training involving students, staff, parents and the wider school community. The programme aims to normalise riding a bike and to increase the number of pupils regularly cycling to school.

has started on the 'Chisholm Trail', which will provide a new route linking Cambridge North and Cambridge stations, generating connectivity across the city. Funding has been secured and design contracts awarded for a new foot and cycle bridge in St Neots, funded partially by the Combined Authority. When constructed, the bridge will offer a safer, traffic-free crossing of the Great Ouse for non-motorised users.

- 1.14 Cambridgeshire County Council recently secured £10.1 million from Department for Transport's (DfT) Cycle City Ambition Fund, the aim of which was to provide separate cycle lanes on the main roads in Cambridge and to create good quality cycle links to employment areas in Cambridge and South Cambridgeshire. This funding was used to construct a new segregated on-carriageway cycle lane on Huntingdon Road, Cambridge, improving safety and making cycling a more attractive travel option.

### **Public Transport**

- 1.15 Vital steps have been taken to maintain and improve our public transport network. For example, the Combined Authority has committed £9 million of investment into March, Manea and Whittlesea railway stations to aid their regeneration, and is currently working with the Greater Cambridge Partnership to develop a strategic outline business case for CAM. The CAM project is highly ambitious and aims to deliver a mass transit solution to the urban area of Cambridge, which suffers from serious congestion and connectivity issues and which will need a significant improvement in connectivity if our growth ambition is to be delivered.
- 1.16 The Combined Authority has saved several critical bus services from closure and has completed a strategic review of bus services in Cambridgeshire and Peterborough<sup>6</sup>. This review recommended that the Combined Authority should engage with operators to investigate short term improvements, while exploring alternative long-term delivery models. In order to provide an integrated response to the recommendations from the report, the Combined Authority Board approved the establishment of the Bus Reform Task Force, which commenced work in early 2019. Its role is to:
- establish an integrated framework to assess subsidy requirements;
  - identify and implement tangible short-term improvements to bus services; and
  - develop and examine the business case for alternative delivery options for bus services in Cambridgeshire and Peterborough.
- 1.17 In the meantime, the Greater Cambridge Partnership is running the 'City Access Project', which aims to reduce traffic levels in and around Cambridge city by 10-15% on 2011 levels. To this end, the Greater Cambridge Partnership has undertaken wide-reaching public engagement on improvements to the public transport network; options for reducing congestion; and improving air quality, including running the UK's first Citizens' Assembly on transport, which met in September and October 2019 to consider these issues.
- 1.18 In support of this work, the Greater Cambridge Partnership is working with Cambridgeshire City Council on a Spaces and Movement Supplementary Planning Document<sup>7</sup> and has

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<sup>6</sup> Source: [Cambridgeshire and Peterborough Strategic Bus Review: Options Report](#) (Systra, 2019)

<sup>7</sup> A Supplementary Planning Document adds further detail to the policies set out in the Local Plan and helps to guide future development. The 'Spaces and Movement Supplementary Planning Document' aims to help guide improvements to the city centre, identifying opportunities to improve public spaces and the way people move around the city.

commissioned and published a Clean Air Zone Feasibility Study, the outputs of which will be used to inform the Cambridge City Access Package. In addition, an 'Intelligent City Platform' has been developed by 'Smart Cambridge', which makes use of real-time travel data to provide clear information for travellers across the city through an app-based interface, helping to provide information to travellers and local authorities about the functioning of the transport network.

- 1.19 Looking ahead to the future of Public Transport, the Greater Cambridge Partnership recently agreed to fund both an electric bus and hybrid bus in Cambridge to understand and examine their operation on the local network. Smart Cambridge is supporting a project trialling the use of autonomous shuttles as part of its public transport offering. This will see the design and build of six autonomous shuttles which will be tested on the Guided Busway in Cambridge outside current operating hours.

### **Highways**

- 1.20 Finally, to help alleviate bottlenecks which cause congestion and serious disruption to the journeys of many residents on a daily basis, a significant number of infrastructure improvements have been implemented on our road network. For example, the existing level crossing on the Peterborough Road, near the Kings Dyke Nature reserve, has long been the cause of serious delays between Peterborough and Whittlesey. The Combined Authority are providing £30 million to improve the infrastructure of this crossing.
- 1.21 Cambridgeshire County Council and the Combined Authority have already provided funding for the Ely Southern Bypass, a new road connecting the A142 at Angel Drove to Stuntney Causeway, including bridges over the railway line and the River Great Ouse and its floodplains. The bypass opened to traffic on Wednesday 31<sup>st</sup> October 2018 and has eased congestion in and around Ely by providing a new link between Stuntney Causeway and Angel Drove to the south of the city.
- 1.22 Peterborough City Council and Cambridgeshire County Council have also been collaborating to repair drought-damaged roads, work which has been nominated for two awards due to the effectiveness of the collaboration, and the innovative way that the work is being completed.

## **The Local Transport Plan**

### **What is a Local Transport Plan?**

- 1.23 The Cambridgeshire and Peterborough Devolution Deal, agreed with Central Government in 2017, gave the Mayor and Combined Authority responsibility for certain transport functions. Among other responsibilities, the Combined Authority took over the role of Local Transport Authority from Cambridgeshire County Council and Peterborough City Council.<sup>8</sup> One of the key responsibilities of the Local Transport Authority is the development of a new Local Transport Plan. Cambridgeshire County Council and Peterborough City Council retain their roles as Highway Authorities and must continue to make sure that local roads are in a good state of repair, as required by law.

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<sup>8</sup> Source: [Cambridgeshire and Peterborough Devolution Deal](#) (HM Government and Cambridgeshire & Peterborough Combined Authority, 2017)

- 1.24 This Local Transport Plan is intended to set out the Combined Authority's plans and strategies for maintaining and improving all aspects of the local transport system. This is the first Local Transport Plan to be produced by the Combined Authority and sets out:<sup>9</sup>
- the vision and objectives for transport in the area alongside a programme for achieving them;
  - the current and future transport needs of people and freight, across transport modes; and
  - policies and delivery plans relating to transport, explaining how they contribute to the delivery of local strategic priorities.
- 1.25 A Local Transport Plan should also consider the maintenance, operation and best use of existing transport assets, while at the same time giving due regard to environmental issues and opportunities.
- 1.26 The Plan is split in to three main parts:
- This **Local Transport Plan** sets out the vision, goals and objectives that define how transport will support the Combined Authority's Growth Ambition, and our approach to meeting these objectives. A summary of the plan is provided in this Executive Summary.
  - The **Transport Delivery Plan** summarises the projects that the Combined Authority – together with our partners – aims to deliver over the lifetime of the Local Transport Plan, and the mechanisms through which they will be delivered. It also describes how the plan will be monitored, reviewed and updated through time, and the roles and responsibilities of the Combined Authority and its delivery partners.
  - **Our Policies** describes requirements related to transport planning and design, delivery, and operation and maintenance for the Combined Authority, our public sector partners, and key private sector and non-for-profit stakeholders. They also provide the principles which will underpin decision-making, capital investment and revenue support in our transport network.
- 1.27 The Local Transport Plan is intended to complement, but not replace, the development of local transport policies and schemes. It provides the overarching context that local scheme promoters should consider when prioritising investment in transport.
- 1.28 The Combined Authority has identified priority schemes which support delivery of the vision and objectives for transport described later in this chapter. These schemes will need to be supported by initiatives identified, developed and prioritised by local promoters and decision-makers. By doing so our cities, towns and villages will be able to maximise the opportunities and benefits presented by the area-wide schemes highlighted in this document, while accommodating local views, opportunities and constraints.
- 1.29 The Transport Delivery Plan and Combined Authority Assurance Framework describe the process through which new policies and schemes can be accommodated within the Combined Authority's transport investment programme.

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<sup>9</sup> The Plan is produced in accordance with the Combined Authority's duty, as set out in the Local Transport Act 2008. This Act also removed the requirement to prepare a new Local Transport Plan every five years and replaced it with a requirement to keep the Local Transport Plan under review and replace it as the authority sees fit.

### **Why is a Local Transport Plan needed?**

- 1.30 This Local Transport Plan sets the policy framework for the development, assessment, design and implementation of transport interventions across Cambridgeshire and Peterborough. It provides a robust platform for the planning and delivery of the Combined Authority's ambitious programme of priority transport schemes. It will also inform the next round of Local Plan development being embarked upon imminently.
- 1.31 The plan has been developed within the context of supporting one of the county's most vital economies to thrive and grow. As stated by the Cambridgeshire & Peterborough Independent Economic Review:

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**"The area contains some of the most important companies and institutions in the country, much of its very highest quality agricultural land, and the cities and towns that continue to support both."**

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- 1.32 It will, therefore, help us to establish a fully integrated, multi-modal transport system in Cambridgeshire and Peterborough. It is a critical tool in developing a transport system that supports the Combined Authority's goals of economic growth and opportunity, equity and environmental responsiveness. It will inform our work with communities and other organisations, ensuring that we respond to local needs and deliver investments with good value for money and which support our journey towards net zero carbon.
- 1.33 Moreover, the Local Transport Plan will explain how we will work with a variety of partners to deliver investment and services that maximise the growth potential of the area, promoting the wellbeing of our residents, businesses and visitors. Some of these partners will include; the Business Board and employers in the area, the Greater Cambridge Partnership, neighbouring councils, and central Government. As noted in our Growth Ambition Statement, partnership will be essential to delivery.

### **How does the Local Transport Plan relate to other strategic documents?**

- 1.34 The Local Transport Plan has been developed in tandem with a range of other documents to ensure it describes a coherent and complementary suite of schemes, programmes and initiatives that support wider environmental, social and economic objectives. It has built on the body of work included within the Mayor's Interim Transport Strategy Statement, previous Local Transport Plans, the work of the Greater Cambridge Partnership, and Local Planning Authorities' Local Plans.
- 1.35 The Plan has been assessed to ensure alignment with relevant local, regional and national policies, and all interventions will be required to align similarly as they are developed. Figure 1.1 illustrates the relationships between the Local Transport Plan and local and regional policy and strategy documents.
- 1.36 From an economic perspective, the scale of opportunity for sustainable growth and development is defined by the Cambridgeshire and Peterborough Independent Economic Review (CPIER), and the Combined Authority's response to this in the form of our Growth Ambition Statement. This restates our commitment to double GVA over 25 years and recognises the role of the Combined Authority to lead and bring together public, private and third-sector bodies in order to secure the action and investment needed to make that happen.



- 1.37 The spatial context for the strategy is provided by the Strategic Spatial Framework (non-statutory) and current Local Plans<sup>10</sup>. Phase 1 of the Strategic Spatial Framework sets out how the Combined Authority will support the implementation of development strategies in Local Plans to 2036, so that jobs and homes ambitions are met. In order to meet our growth ambition, however, a step-change in housing delivery is required.
- 1.38 To meet this challenge, the Strategic Spatial Framework identifies the opportunities for longer-term strategic planning between the Combined Authority and Planning Authorities from 2036 to 2050, including through ongoing stakeholder engagement. A second phase of work, currently underway, will provide a longer-term development strategy to 2050 that is designed to inform the next round of Local Plan updates.
- 1.39 Finally, in order to secure sustainable economic growth this Local Transport Plan describes a range of policies designed to reduce the environmental footprint associated with travelling to, from and around Cambridgeshire and Peterborough. They include targets to achieve net zero carbon by 2050 in line with national priorities, and to double the area of rich wildlife habitat and natural greenspaces under management by 2050. The Plan also includes adoption of biodiversity net gain principles which mandate that all new developments must leave the natural environment in a measurably better state than beforehand, and extensive measures to enhance air quality.

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<sup>10</sup> Source: [Cambridgeshire and Peterborough Strategic Spatial Framework \(Non-Statutory\): Towards a Sustainable Growth Strategy to 2050](#) (Cambridgeshire & Peterborough Combined Authority, 2018)

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graph TD
    CCC[CCC Local Transport Plan 3 and Local Transport Strategies and Studies]
    PCC[PCC Local Transport Plan 4 and Local Transport Strategies and Studies]
    GCP[GCP Transport Programme]
    CPD[Cambridgeshire and Peterborough Devolution Deal]
    CPIER[Cambridgeshire and Peterborough Independent Economic Review CPIER]
    GAS[Growth Ambition Statement]
    CABP[Combined Authority Business Plan]
    CIPITP[Cambridgeshire and Peterborough Interim Local Transport Plan]
    MITS[Mayor's Interim Transport Strategy Statement]
    BRTF[Bus Reform Task Force]
    ENZ[Endorsement of net zero carbon, biodiversity net gain and other environmental policies]
    LIS[Local Industrial Strategy]
    NSSF[Non-Statutory Spatial Framework]
    HS[Housing Strategy]
    CPTLP[Cambridgeshire and Peterborough 1st Local Transport Plan]
    CAPS[Combined Authority Priority Schemes]
    LTSS[Local Transport Strategies and Studies future]
    CTTI[Complementary Transport Interventions future]
    LPLC[Local Plans current]
    LPLF[Local Plans future]

    CCC --> CIPITP
    PCC --> CIPITP
    GCP --> CIPITP
    CPD --> GAS
    CPIER --> GAS
    GAS --> CABP
    GAS --> LIS
    GAS --> NSSF
    GAS --> HS
    CABP --> CPTLP
    CIPITP --> CPTLP
    MITS --> CPTLP
    BRTF --> CPTLP
    ENZ --> CPTLP
    LIS --> CPTLP
    NSSF --> CPTLP
    HS --> CPTLP
    CPTLP --> CAPS
    CPTLP --> LTSS
    CPTLP --> CTTI
    LPLC --> CPTLP
    LPLF --> CPTLP
  
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1.40 Relevant documents include:

- **Interim Local Transport Plan:** The interim Local Transport Plan has been reassessed to better understand the which objectives and schemes from it are still relevant. The new Local Transport Plan addresses the shortfalls in the existing Local Transport Plan, to ensure full alignment with the Combined Authority's bold and ambitious transport aspirations.
- **Mayoral Interim Transport Strategy Statement:** We have incorporated the ambitious vision set out by the Mayor into the Local Transport Plan, ensuring that the key features and strategic framework that emerge from the Local Transport Plan work towards achieving this vision.
- **Cambridgeshire and Peterborough Independent Economic Review (CPIER):** We have incorporated the findings from the CPIER into our own evidence base, which outlines how the Cambridgeshire and Peterborough economy interacts with transport, and identified the mechanisms through which transport can strengthen the economic potential of the area.
- **Cambridgeshire and Peterborough Strategic Spatial Framework (Non-Statutory):** The Strategic Spatial Framework sets out how the Combined Authority will support the delivery of Local Plan development strategies (to 2036), define our ambitions and opportunities to growth for 2050, and set out joint working arrangements. We have incorporated the planned development numbers and locations provided in the report into our analysis of the future challenges and opportunities faced by the transport network. In particular, to consider what is needed to ensure that transport can support the planned growth of the area.
- **Local Plans:** Local Plans set out the strategic priorities for development of an area and cover housing, commercial, public and private development, including transport infrastructure, along with protection for the local environment. We have reviewed existing Local Plans, and engaged with officers currently developing their Local Plans, to ensure alignment with the policies and strategies contained within the Local Transport Plan.
- **The Transport Investment Plan (Cambridgeshire):** The Transport Investment Plan (TIP) sets out the transport infrastructure, services and initiatives that are required to support growth in Cambridgeshire. Many of the schemes included in the TIP have also been identified by the Combined Authority for potential delivery to support growth. These range from strategic schemes identified through transport strategies; those required to facilitate the delivery of Local Plan development sites and for which Section 106 contributions will be sought; through to detailed local interventions. The Transport Investment Plan has informed our assessment of schemes for inclusion within the Local Transport Plan.
- **The Infrastructure Delivery Schedule (Peterborough):** The Peterborough Infrastructure Delivery Schedule (IDS) identifies infrastructure requirements to support the growth of Peterborough. This includes meeting the needs of current planned growth, as set out in the Peterborough Core Strategy and Site Allocations Development Plan Documents over the current plan period to 2026. It is intended to inform Council spending decisions and to the preparation of the Local Plan and other plans / strategies. The Infrastructure Delivery Schedule has informed our assessment of schemes for inclusion within the Local Transport Plan.

- 1.41 Alongside the Local Industrial Strategy and Spatial Framework, this Local Transport Plan completes the suite of documents which articulate the Combined Authority's response to CPIER.
- 1.42 The Plan provides a robust platform for the planning and delivery of the Combined Authority's ambitious programme of priority transport schemes. It will inform the next round of Local Plan development being embarked upon imminently, and as the overarching spatial strategy for Cambridgeshire and Peterborough continues to develop, so it may be necessary to refresh the Local Transport Plan accordingly. The Combined Authority will work closely with its partners in spatial planning and the delivery of transport priorities to identify the most appropriate time to refresh the Local Transport Plan over the coming years.

## Transport Vision 2050

### Our Ambition

- 1.43 The Combined Authority's overarching ambition and objectives are contained within our Devolution Deal - for the Combined Authority and its partners, over the next 30 years, to deliver a leading place to live, learn and work. This will be realised through achieving the following ambitions:
- doubling the size of the local economy over 25 years;
  - accelerating house building rates to meet the local and UK need;
  - delivering outstanding and much needed connectivity in terms of transport and digital links;
  - transforming public service delivery to be much more seamless and responsive to local need;
  - growing international recognition for our knowledge-based economy;
  - improving quality of life by tackling areas suffering from deprivation; and
  - providing the UK's most technical skilled workforce.
- 1.44 Better integration of transport and development planning has the potential to reduce the number of trips and the distance travelled by individuals. It can bring households and employers closer together, deliver productivity benefits from clustering and specialisation and, by making it easier to do business encourage investment and job creation in Cambridgeshire and Peterborough.
- 1.45 By using the Strategic Spatial Framework to strike a balance between the different possible patterns for future settlements, the Combined Authority will encourage development in those places where good transport can be provided, including along existing transport corridors and new garden villages. This integrated planning approach will therefore guide the investment in transport infrastructure that is needed to meet the area's growth ambitions, enable improved connectivity and act as a key enabler for sustainable growth.
- Ultimately, we want everyone to have access to a good job within easy reach of home. The integrated planning approach described above should help to achieve this. By providing real choices for how people travel, we will promote social mobility, inclusive growth and improve health. Transport will play an important part in ensuring that our workforce is able to access the skills and education required for the modern world. Moreover, our commitment to biodiversity net gain and target to deliver net zero carbon will help our communities to become high quality, sustainable environments where people want to live

### The Local Transport Plan for Cambridgeshire and Peterborough

- 1.46 Transport has a key role to play in bringing about the Combined Authority's vision for Cambridgeshire by contributing towards the delivery of its priorities, set out below. These priorities have been developed with available budgets in mind and reflect what communities want and need from the Combined Authority.
- 1.47 The Combined Authority's identified key transport priorities reflect a commitment to improve strategic connectivity to reduce commuting times and to support future development. We are committed to rigorous prioritisation based on business cases which assess the impact of the projects on future growth. Bringing transport and spatial planning together around projects like the CAM creates opportunities to fund future investment through Land Value Capture.

- 1.48 The vision, goals and objectives have been developed from – and are consistent with – the Mayoral Interim Transport Strategy Statement (MITSS), Growth Ambition Statement for Cambridgeshire and Peterborough, Strategic Economic Plans, and previous Local Transport Plans.
- 1.49 They have been developed under a simple hierarchy:
- the **Vision Statement** is short, simple and intends to capture the broad aspirations for Cambridgeshire and Peterborough’s transport network;
  - the **Goals** develop the vision further, outlining the wider outcomes that investment in the regions’ transport network is expected to help deliver; and
  - the **Objectives** form the foundations of the Local Transport Plan, against which schemes will be assessed. Objectives are aligned to policies, projects, first-order outputs (e.g. better public transport) and second-order outcomes (e.g. better quality-of-life).

#### **Vision for the Local Transport Plan**

- 1.50 The Combined Authority’s vision is to:

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Deliver a world-class transport network for Cambridgeshire and Peterborough that supports sustainable growth and opportunity for all

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- 1.51 The vision is intended to capture the aspirations for Cambridgeshire and Peterborough’s transport network, reflecting our ambition to provide:
- ‘A world-class transport network’ – Cambridgeshire and Peterborough aspire toward a transport system of the highest quality on a global stage, which meets the needs of residents, businesses, and visitors.
  - ‘Sustainable growth’ – the network will support the delivery of future economic and housing growth across the region that enhances overall quality of life, supports the transition to a net zero carbon economy and protects or enhances the environment.
  - ‘Opportunity for all’ – the network should support access to jobs, services and education for all, irrespective of income, age, ability, location, or access to a car.

#### **Goals for the Local Transport Plan**

- 1.52 This vision guides the overall direction of this strategy, and from it we have developed the key goals around which the Local Transport Plan focuses. Our three goals are intended to outline (at a high level) what wider outcomes we want the transport network in Cambridgeshire and Peterborough to achieve. They bring greater context to the vision and identify the transport network as an ‘enabler’ of wider outcomes. They are:
- **Economy:** Deliver economic growth and opportunity for all our communities.
  - **Society:** Provide an accessible transport system to ensure everyone can thrive and be healthy.
  - **Environment:** Protect and enhance our environment and implement measures to achieve net zero carbon.
- 1.53 The goals are fully consistent with the guiding principles outlined in the Mayoral Interim Transport Strategy Statement and Growth Ambition Statement, and there is ‘read across’ with similar transport priorities / objectives of Peterborough City Council, Cambridgeshire County Council, and the Greater Cambridge Partnership.











- 1.54 Firstly, this transport strategy must facilitate economic growth, delivering opportunity and prosperity for all communities by providing good connectivity for commuters and businesses. There is a quantifiable economic cost to every minute spent travelling rather than working, and minimising these ‘wasted minutes’ will have a tangible economic return. Connecting businesses to markets and residents to good, high quality jobs, will expand opportunities for individuals across the region, and allow businesses to operate more efficiently. Better connectivity between businesses should also provide ‘agglomeration benefits’, by effectively bringing organisations closer together and making it easier to do business. In turn, this will attract inward and international investment to Cambridgeshire and Peterborough. Expansion of the transport network will open areas for future housing growth, allowing the labour market to expand and reduce living costs that threaten to stifle economic growth.
- 1.55 Secondly, this transport strategy must encourage social inclusion and equity of access to the transport network. Making sure that everyone can access key services and amenities that will allow communities to thrive and be healthy. This will include the provision of affordable transport networks that spread across the Combined Authority area and making sure that these are safe for all users. For example, we want to ensure that individuals are not ‘car dependent’ anywhere within the Combined Authority and we have a ‘Vision Zero’ objective; no deaths or serious injuries on the transport network. Connecting people to jobs and amenities, and businesses to the local supply chain helps to encourage social mobility and ensures that the benefits of future prosperity are spread to residents, businesses and visitors across Cambridgeshire and Peterborough.
- 1.56 Thirdly, this transport strategy must ensure that the environment is enhanced by future transport schemes, and that individuals are encouraged to take active and sustainable travel choices or, where possible, to travel less. Cambridgeshire and Peterborough currently have a high quality of natural environment which, through adhering to the principles of biodiversity net gain, must be enhanced by the future transport network. We want to ensure that air quality across the Combined Authority area, but particularly within Air Quality Management Areas, sees a marked improvement over the next ten years. We want to go further, not simply meeting the national standard for air quality, but exceeding it. And we want to reduce carbon emissions to net zero by 2050. ‘Active modes’ such as walking and cycling, and significant increases in the numbers of people using sustainable transport modes, will be particularly important for guiding this change, and have the added benefit of improving public health for residents.
- 1.57 These goals are clearly overlapping. For example, ensuring equitable access to the transport system will help to expand the potential labour market for employers, and improving the safety of the road network should help to allow people to make more sustainable travel choices. We believe that by concurrently pursuing these three goals the transport network will effectively serve all users and be sustainable for the long term. All three of these goals have, and will be, considered when analysing the merits of future transport schemes.

#### **Objectives for the Local Transport Plan**

- 1.58 Each of the ten objectives refers to one of the Local Transport Plan goals. These form the basis against which schemes, initiatives, and policies will be assessed. Objectives have been developed to reflect the Combined Authority’s aspirations for the transport network of Cambridgeshire and Peterborough and how it can support the wider economy, social inclusion, and the environment within Cambridgeshire and Peterborough. They address the challenges and opportunities inherent in accommodating growth sustainably, enhancing

freight and tourism connections, and putting people and the environment at the heart of transport design and decision making. The objectives of the Local Transport Plan are described in Table 1.1.

**Table 1.1: Local transport plan objectives**

Goal	Objective	
Economy		Support new housing and development to accommodate a growing population and workforce, and address housing affordability issues
		Connect all new and existing communities sustainably so residents can easily access a good job within 30 minutes, spreading the region's prosperity
		Ensure all of our region's businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports
		Build a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability
Society		Embed a safe systems approach into all planning and transport operations to achieve Vision Zero – zero fatalities or serious injuries
		Promote social inclusion through the provision of a sustainable transport network that is affordable and accessible for all
		Provide 'healthy streets' and high-quality public realm that puts people first and promotes active lifestyles
		Ensure transport initiatives improve air quality across the region to meet good practice standards
Environment		Deliver a transport network that protects and enhances our natural, historic and built environments
		Reduce emissions to 'net zero' by 2050 to minimise the impact of transport and travel on climate change

## Evidence base

### Introduction

- 1.59 This Local Transport Plan is based on a thorough analysis of a range of supporting evidence. This evidence base examines the current transport conditions and socio-economic characteristics of the area, and an assessment of the likely future opportunities and constraints that we will need to plan for.
- 1.60 The vision and guiding principles set out in the Mayor's Interim Transport Strategy Statement have been translated into the ten objectives that were presented in the previous section. These objectives divide the Mayoral vision into specific areas against which we can prioritise schemes and interventions and measure their success upon delivery.
- 1.61 The following section presents a brief overview of the evidence which has been used to inform these objectives. Not all this evidence is primary evidence, as we drew extensively on information provided in the CPIER and Cambridge Futures work. A full version of the Evidence Base Report is provided as an annex to this document.

### Summary of evidence

#### *The economy and housing*

- 1.62 The transport network sits on top of a diverse socio-economic geography. The area is one of the most productive and fastest-growing in the country. Between 2001 and 2016 growth in economic output per head was 47% above the UK average in Cambridge, 7% above average in South Cambridgeshire and 3% above average in Peterborough.<sup>11</sup> Economic activity is concentrated in key 'clusters' of 'Knowledge-Intensive'<sup>12</sup> businesses, particularly around Cambridge and Peterborough. The dense concentration of these businesses allows them to take advantage of 'agglomeration benefits' but means that the prosperity they generate is, in turn, concentrated into small geographical areas, leading to high levels of inequality.
- 1.63 There is a significant risk that without careful integrated planning and appropriate development, future economic growth might 'overheat' the economy causing it to 'burn-out' – a scenario widely discussed in CPIER. The most obvious manifestation of this is the rise in house prices over the past two decades, driven by population growth outstripping the provision of new homes. This rise is illustrated by Figure 1.2.
- 1.64 Transport connectivity has a role to play in both enabling and connecting new development, as well as connecting more affordable areas to live with centres of employment and locations for key services and amenities.

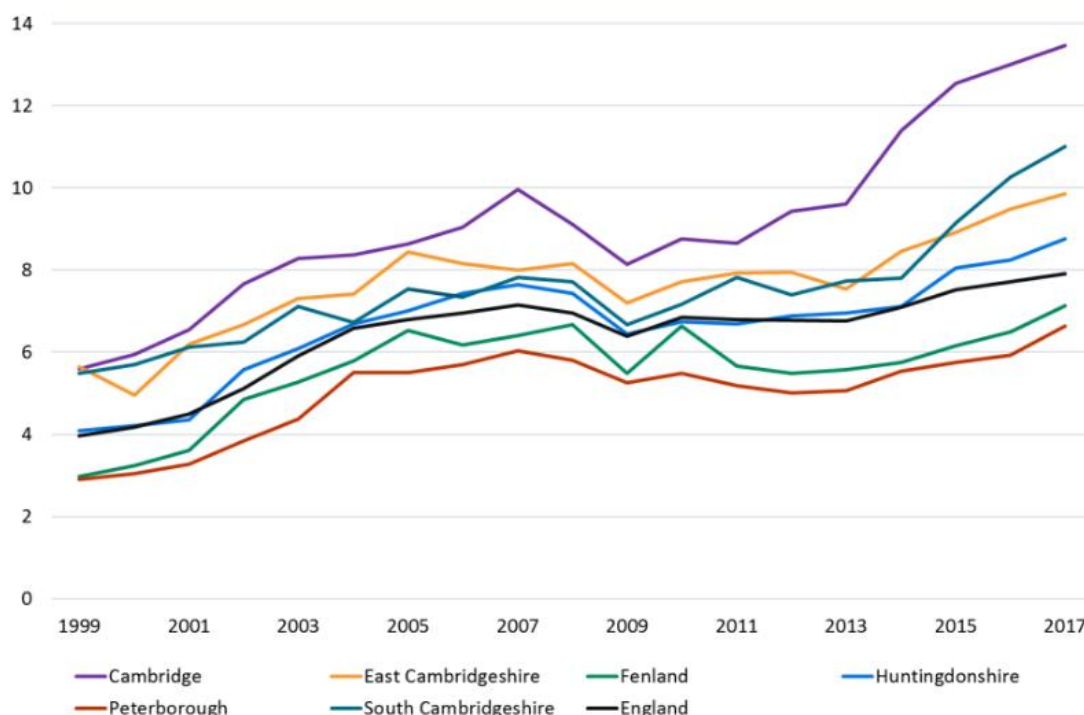
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<sup>11</sup> Source: [Regional economic activity by gross value added](#) (Office for National Statistics, 2017)

<sup>12</sup> For the purposes of this document, 'knowledge intensive' jobs are considered to be those which rely heavily on professional knowledge, and include a broad range of intangible assets, like research, data, software and design skills, which capture or express human ingenuity. The creation and application of knowledge is especially critical to the ability of firms and organisations to develop in a competitive global economy and to create high-wage employment (Source: [OECD](#), 2013)



Figure 1.2: Ratio of median house price to median salary



Source: Median average house prices to median average household earning (Office for National Statistics, 2018)

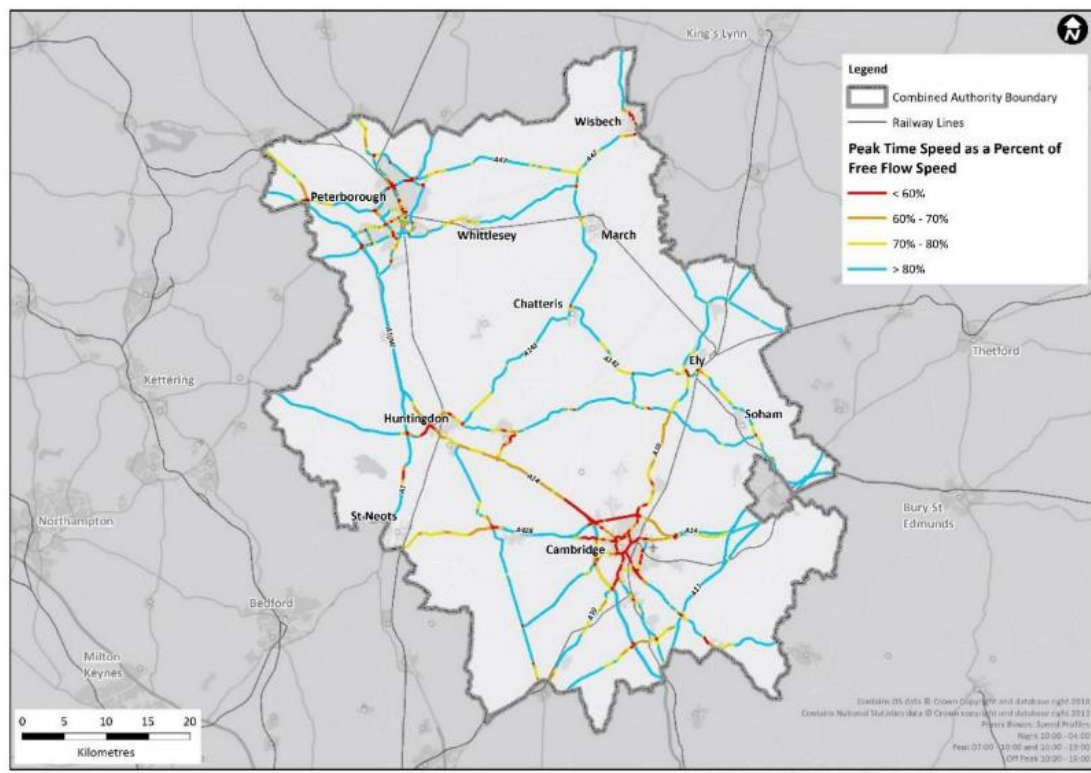
### *Traffic, congestion and delay*

- 1.65 Congestion and delay act to limit the effectiveness of the transport network. Figure 1.3 shows observed morning 'rush hour' road vehicle speeds as a proportion of 'free flow' speeds. The average speed on all major roads entering Cambridge during the 'rush hour' is less than 60% of the 'free flow' speed. In addition, the road network often lacks resilience, where alternative routes do not exist (e.g. main inter-urban links across The Fens) or where opportunities for increasing capacity do not exist (e.g. in Cambridge and historic market towns and cities where the network is constrained by listed buildings and historic streetscape).
- 1.66 Congestion is not only detrimental for drivers of cars, lorries and other vehicles, but also for people taking buses, cyclists and pedestrians and other non-motorised users. On average, more than 20% of bus services within Cambridgeshire and Peterborough run late, in large part due to congestion<sup>13</sup>.

<sup>13</sup> Source: [Bus Statistics](#) (Department for Transport, 2018)



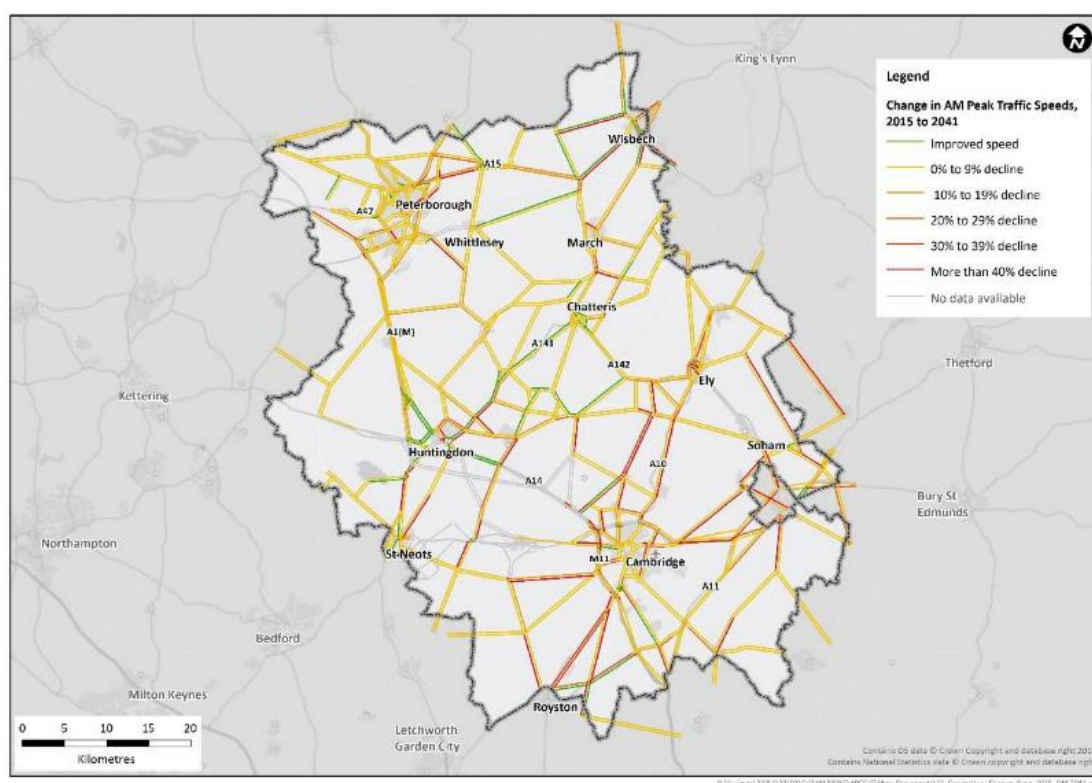
**Figure 1.3: Observed traffic congestion in Cambridgeshire and Peterborough in 2015**



Source: Satellite navigation and mobile phone data (DriveTime, 2015)

- 1.67 Future growth in housing and employment, and associated travel, is expected to result in worsening traffic congestion as capacity on the network becomes increasingly constrained, and act as a brake on the economy. Figure 1.4 outlines how traffic congestion across the region is forecast to worsen in the absence of further investment in highways or alternatives to private vehicles, based on outputs from Highways England's traffic modelling for 2041.
- 1.68 There will be significant growth in the number of commuting trips originating in the areas around the City of Cambridge and to the west of Peterborough. Consequently, the A47 between Peterborough and Wisbech, together with radial routes serving Cambridge, will all see significant rises in congestion by 2041. Congestion will also worsen in and around other urban areas, particularly Ely, Wisbech and Huntingdon.
- 1.69 In short, this 'business as usual' scenario will not work. We will not be able to achieve our economic, social and environmental goals through inaction.

**Figure 1.4: Forecast traffic congestion in Cambridgeshire and Peterborough in 2041**



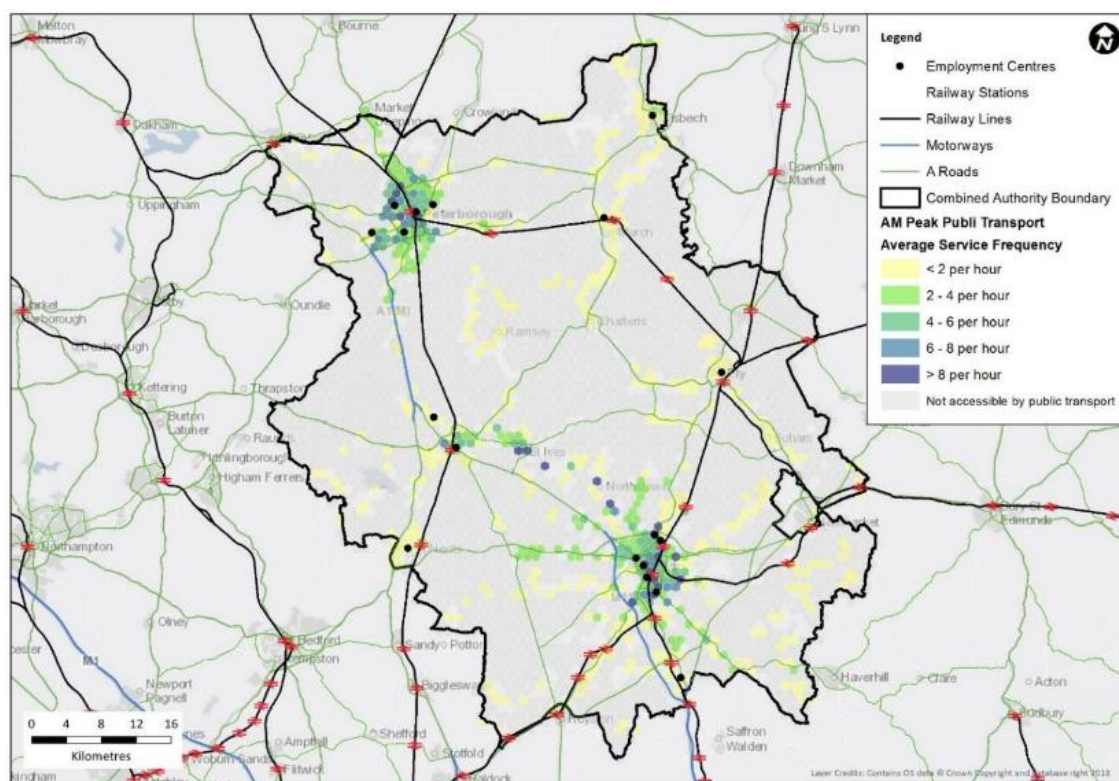
Source: South East Regional Transport Model

### *Connectivity and accessibility*

- 1.70** Cambridgeshire and Peterborough enjoy relatively good transport connectivity, with strong links to major cities, ports and airports outside the Combined Authority area, and good connections between major urban areas within it. From Peterborough and Cambridge urban areas, London can be reached by rail in under an hour, Stansted Airport can be accessed on direct Cross-Country rail services, and the A14, A1(M) and M11 provide good strategic connectivity, including for freight travelling to the ports of Harwich, Ipswich and Felixstowe on the East Coast.
- 1.71** An overview of this transport infrastructure is provided in Figure 1.5, together with the service frequency of local bus and rail services across the Combined Authority. This high-level connectivity is critical for ensuring that the region's businesses have easy access to the staff, suppliers and markets they need, and that tourist attractions can flourish. For example, domestic tourism alone brings an estimated 1.8 million visitor trips and £256 million annually into the area's economy<sup>14</sup>.

<sup>14</sup> Source: [Great Britain Tourism Survey 2017](#) (Visit Britain, 2018)

**Figure 1.5: Transport infrastructure and accessibility in 2018**

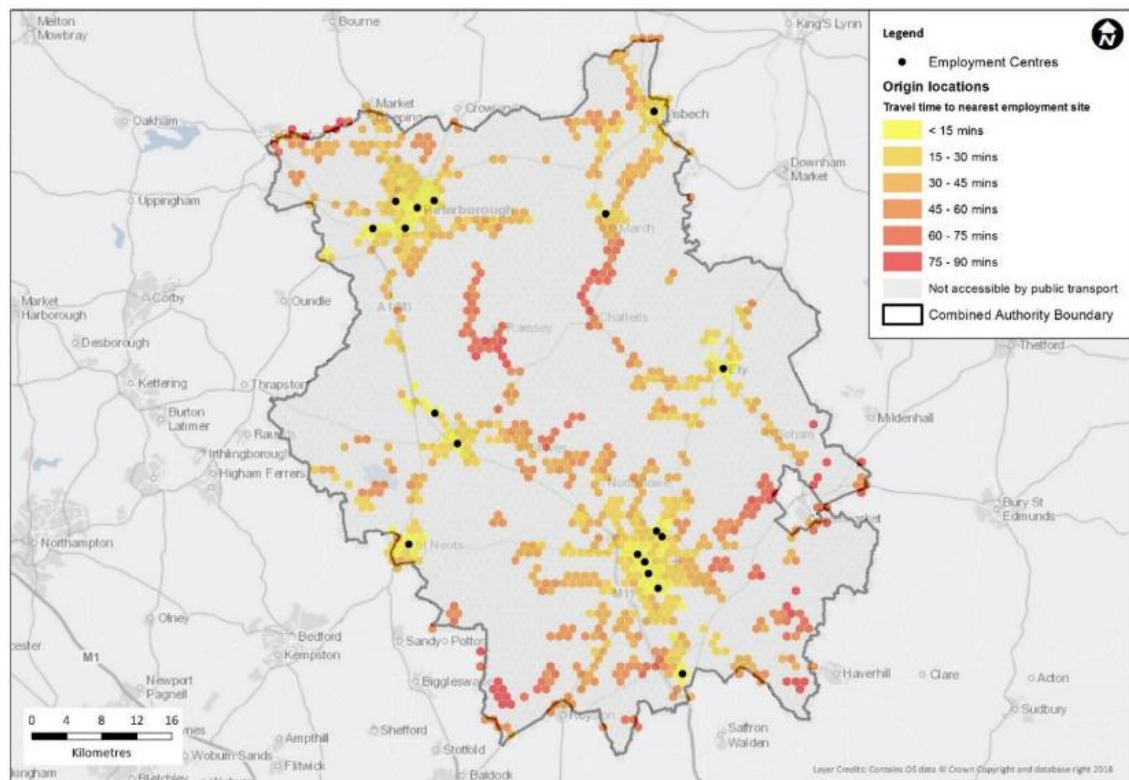


Source: Analysis conducted by Steer

- 1.72 However, connectivity within the Combined Authority is variable, with larger urban areas benefiting from significantly better transport network coverage than their small market town and rural counterparts. This translates into poorer access to jobs and opportunities for rural residents. In Cambridge 88%, and in Peterborough, 95% of residents are within 15 minutes by walking or public transport of a local primary school. By contrast, in South Cambridgeshire and East Cambridgeshire this figure falls to 77% and 79% respectively<sup>15</sup>.
- 1.73 Figure 1.6 demonstrates the accessibility by public transport to major employment sites (with more than 2,500 jobs) within Cambridgeshire and Peterborough, with each ‘hexcell’ representing one square kilometre. Although 58% of the population of Cambridgeshire and Peterborough are within 30 minutes of a major employment centre (and a further 25% are within 60 minutes), many rural areas, in particular, either lack direct public transport accessibility, or suffer from lengthy journey times that make it difficult to those without a car to access jobs and services elsewhere.

<sup>15</sup> Source: [Journey time statistics](#) (Department for Transport, 2018)

Figure 1.6: Accessibility to major employment sites by public transport in 2018



Source: Analysis conducted by Steer

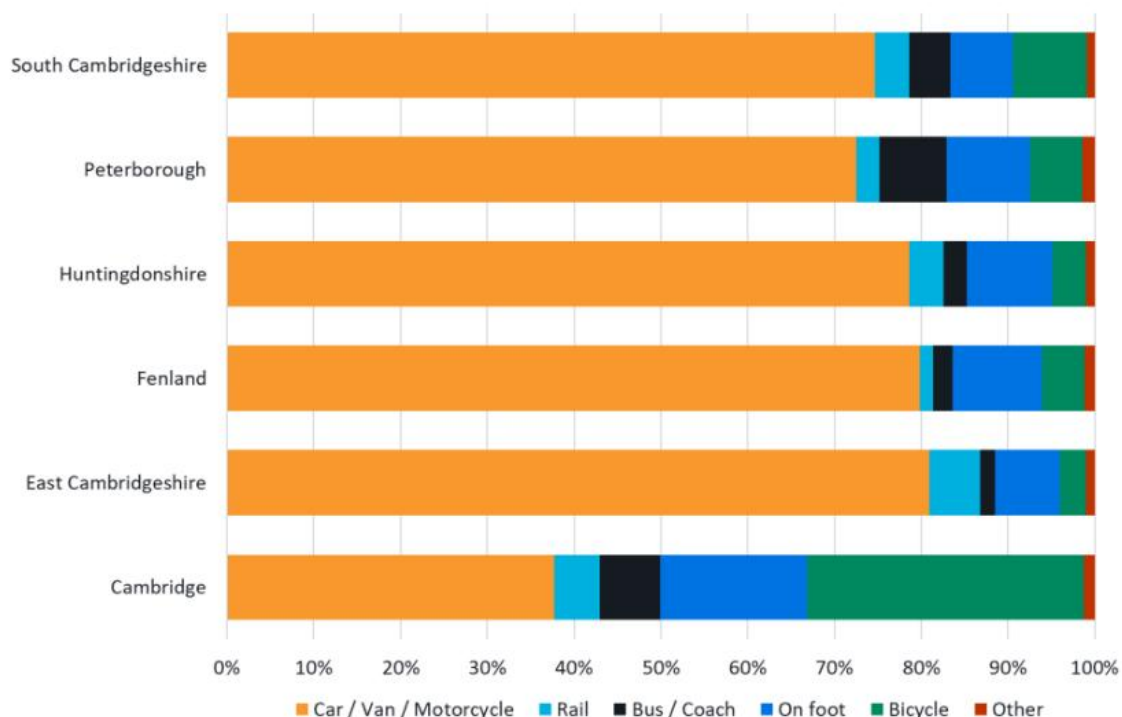
- 1.74 For those without access to a car, rising fares for public transport are reducing the affordability of the public transport network. Currently fares are rising across the region, broadly in line with the national average, and significantly faster than RPI (for example, bus fares have increased nationally by an average of 66% since 2005)<sup>16</sup>. This threatens to increase 'car-dependency' – the position whereby an individual has no viable option available other than to use a car when making a journey.
- 1.75 One potential solution is to further promote the use of 'sustainable' transport modes. Their efficient use of road space makes them an effective way of tackling congestion, and the range of other benefits they bring, such as improvements to air quality, reductions in greenhouse gases, and improvements to public realm, are closely aligned to several Local Transport Plan objectives.

<sup>16</sup> Source: [Bus Statistics](#) (Department for Transport, 2018)



1.76 The use of ‘sustainable’ modes is already broadly popular within the Combined Authority area, and sees high levels of investment, particularly in Greater Cambridge where £16 per head is spent on cycling per annum, a higher figure than in any other area of the UK.<sup>17</sup> Cambridge enjoys the highest ‘mode-share’ of cycling within the region. However, in other areas of the Combined Authority, such as Fenland, levels of walking and cycling are significantly lower, as illustrated in Figure 1.7. New technology, such as the advent of affordable electric bikes, is already allowing new groups of people to cycle and lengthening the distance many are willing to travel by bike.

**Figure 1.7: Method of travel to work**



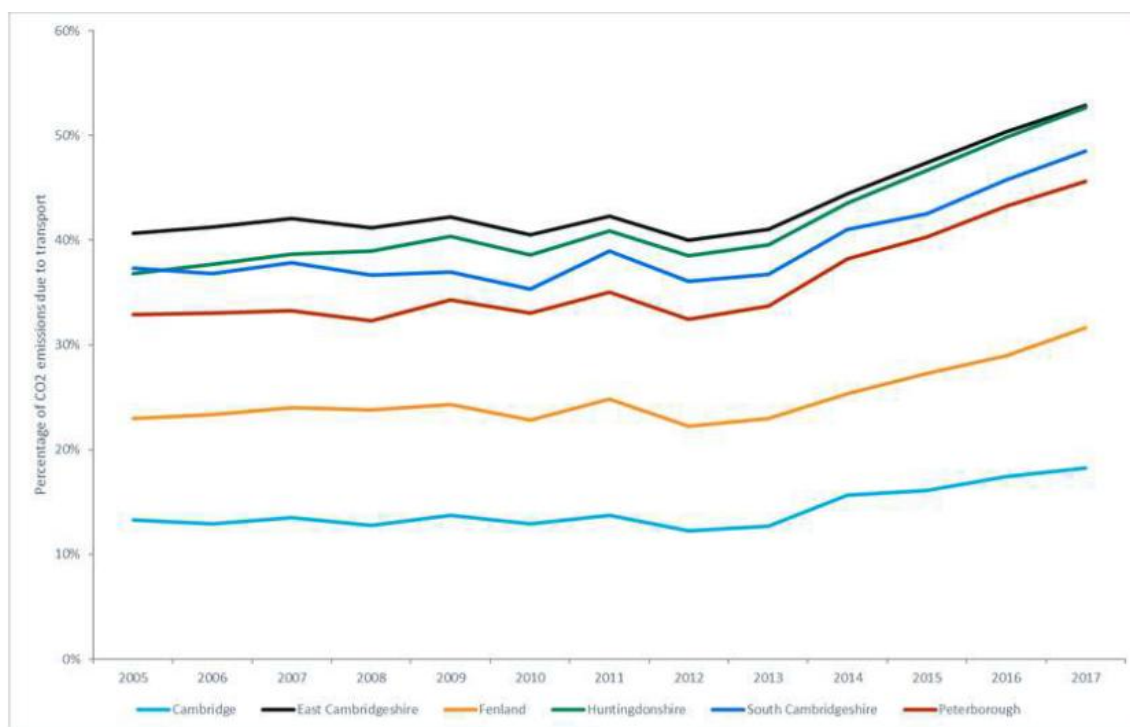
Source: 2011 Census Travel to Work Dataset (Office for National Statistics, 2011)

#### *Decarbonising transport*

1.77 Promoting the uptake of sustainable transport modes will have a significant, positive environmental impact. As illustrated by Figure 1.8, the proportion of CO<sub>2</sub> emissions produced by the transport has seen a marked increase in all Local Authorities in Cambridgeshire and Peterborough over the past four years. This is likely due to the fact that the transport network is failing to decarbonise as effectively as other sections of the economy.

<sup>17</sup> Source: [Greater Cambridge Partnership Website](#) (Greater Cambridge Partnership, 2018)

**Figure 1.8: Percentage of total CO<sub>2</sub> emissions due to transport by local authority – 2005 to 2017**



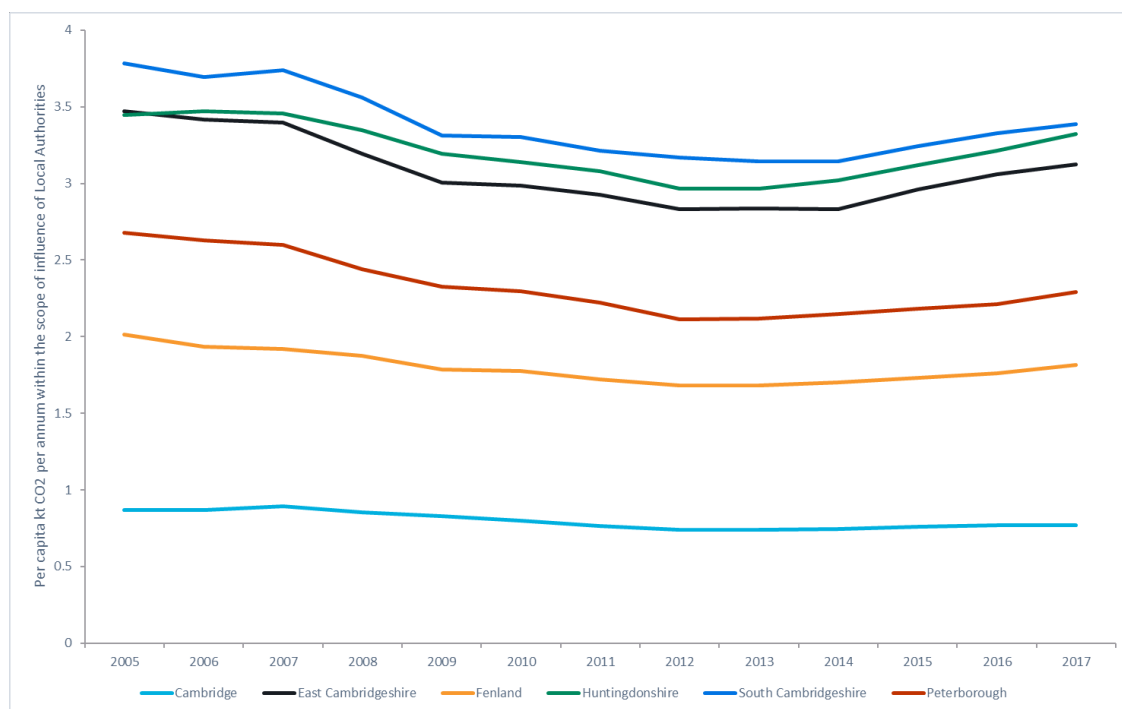
Source: Local Authority and Regional CO<sub>2</sub> Emissions (Office for National Statistics, 2019)

- 1.78 In 2016, total carbon dioxide (CO<sub>2</sub>) emissions in Cambridgeshire and Peterborough were 5,614 kilo-tonnes. In the same year per capita emissions in Cambridgeshire (7.2 tonnes) were higher than in Peterborough (5.1 tonnes) and the regional and national averages (5.4 tonnes).<sup>18</sup>
- 1.79 The highest proportion of CO<sub>2</sub> emission in Cambridge derived from road transport emissions (40.6%), followed by industry and commercial emissions (30.6%) and domestic emissions (21.8%). In Peterborough, the equivalent figures were 43.1% (road transport), 28.6% (industry and commercial) and 27.6% (domestic).<sup>19</sup>
- 1.80 As illustrated by Figure 1.9, South Cambridgeshire District Council has the highest CO<sub>2</sub> emissions per capita, followed by Fenland, Huntingdonshire, East Cambridgeshire and Cambridge City Council. This figure highlights the gradual downward trend in transport-related CO<sub>2</sub> emissions per capita across the region. However, there is considerable disparity between the cities and more rural districts, where car ownership and usage are considerably higher. Fenland is a notable outlier, with lower per capita emissions than might be expected from a rural district. Given the relatively poor public transport provision, this suggests that access to private vehicles may also be constrained, with implications for accessibility and mobility in the area. In isolation, the forecast traffic growth will subsequently result in an overall increase in CO<sub>2</sub> emissions.

<sup>18</sup> Source: Cambridgeshire and Peterborough Combined Authority Local Transport Plan Strategic Environmental Assessment – Environmental Report (Cambridgeshire & Peterborough Combined Authority, 2019)

<sup>19</sup> Source: *ibid.*

**Figure 1.9: Transport CO<sub>2</sub> emissions per capita by local authority in 2005 to 2017**



Source: Local Authority and Regional CO<sub>2</sub> emissions (Office for National Statistics, 2019)

### *Public health and air quality*

1.81 Across Cambridgeshire & Peterborough, there are areas that suffer from poor air quality. Hotspots with a high concentration of business activity and transport movements lead to localised air quality problems. There are seven Air Quality Management Areas (AQMA) in the region linked to the transport network, which have been declared as at risk of not meeting national air quality objectives, performance against which is reported upon annually.<sup>20</sup> The seven current AQMAs are:

- Cambridge City Centre – high levels of nitrous dioxide (NO<sub>2</sub>) around and inside the inner ring road;
- A14 Corridor – high levels of NO<sub>2</sub> and Particulate Matter (PM<sub>10</sub>) along the A14 between Bar Hill and Milton and NO<sub>2</sub> between Hemingford and Fenstanton;
- Peterborough – two rural areas near Flag Fen, to the east of Peterborough between the
- Wisbech – two AQMAs have been declared surrounding the HL Foods site due to high levels of SO<sub>2</sub> and PM<sub>10</sub>. An area along the B198 Lynn Road and the A1101 also has high levels of NO<sub>2</sub>;
- Brampton - high levels of NO<sub>2</sub> in the area encompassing properties close to the A14 in Brampton and Hinchbrook;
- St Neots - high levels of NO<sub>2</sub> in the area encompassing the junction of the High Street with New Street and South Street; and
- Huntingdon – high levels of NO<sub>2</sub> in the town centre.

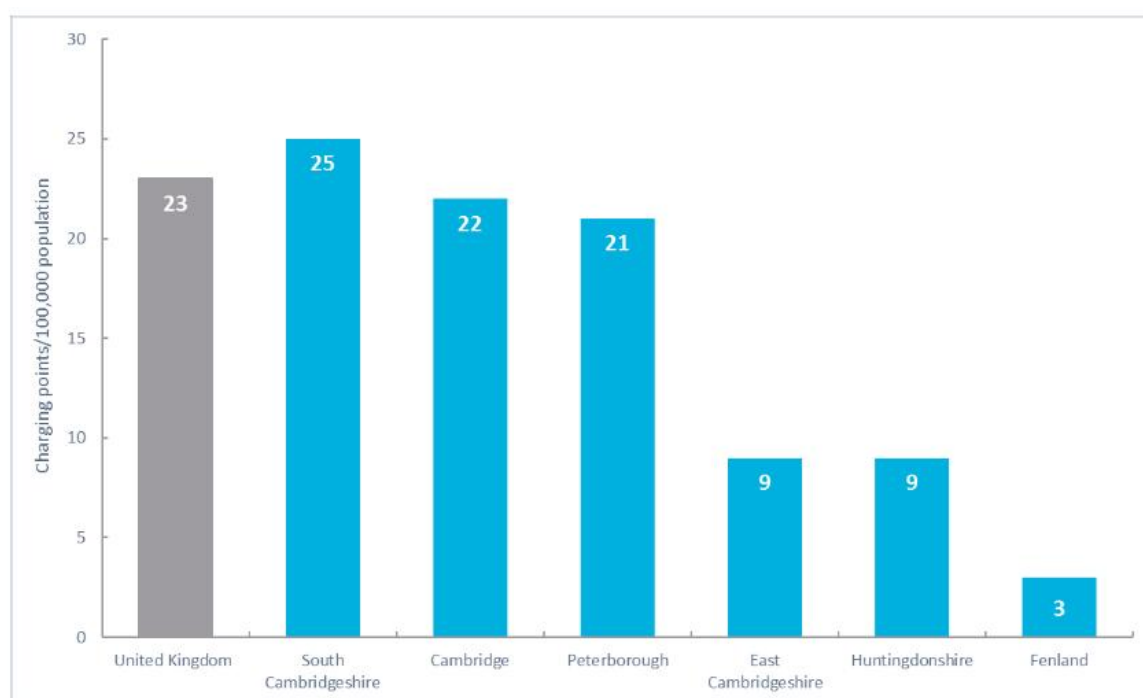
<sup>20</sup> *ibid.*

- 1.82 Addressing the causes of these hotspots, as well as other locations where poor travel-related air quality negatively impacts our health is key to the overall success of the Local Transport Plan.

*Future of mobility – electric and digital connectivity*

- 1.83 Reducing greenhouse gas emissions and removing air quality management areas requires a multi-faceted approach, including encouraging better use of active ‘sustainable’ modes such as walking and cycling, improving public transport, and increasing the number of electric vehicles in use. Electric vehicles require appropriate infrastructure, such as charging points, before they become a viable transport option. The availability of such charging points varies significantly across the Combined Authority area, as illustrated by Figure 1.10.
- 1.84 The more urban areas of South Cambridgeshire, Cambridge and Peterborough all have charging point numbers broadly in line with the national average, while the more rural areas of East Cambridgeshire, Huntingdonshire and Fenland have numbers significantly below the national average. If widespread roll-out of electric vehicles is to become a reality across Cambridgeshire and Peterborough, a concerted effort will be needed to provide better charging provision across its geography, not only in more urban areas.

**Figure 1.10: Charging points per 100,000 of the population by Local Authority in 2019**



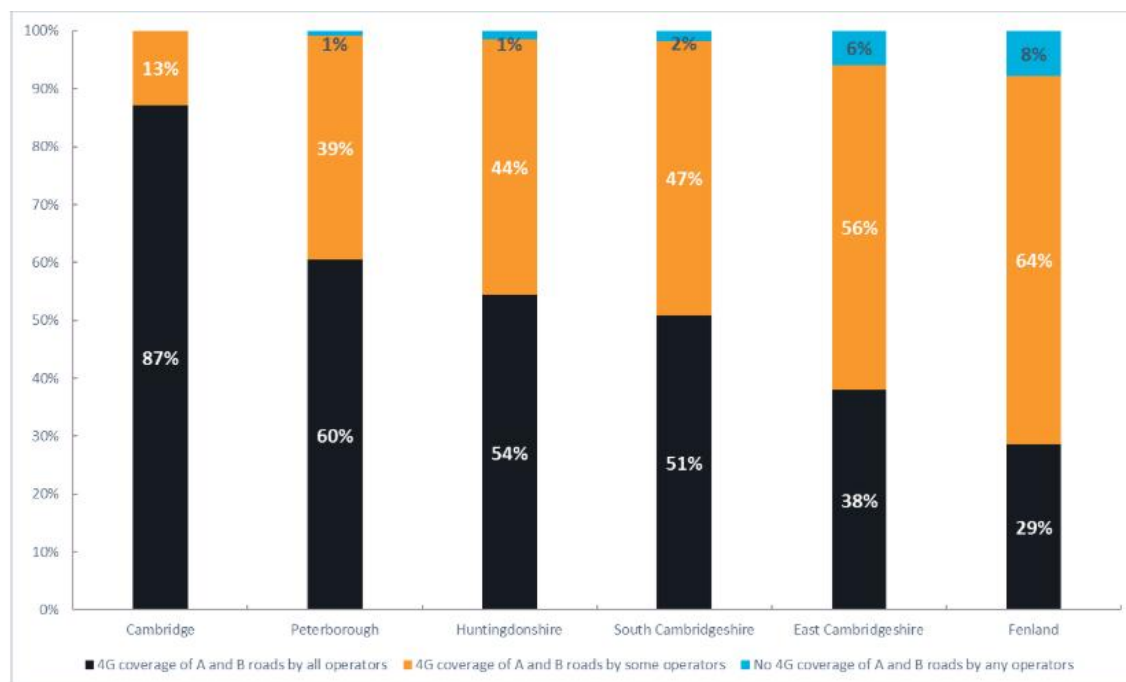
Source: [Electric vehicle charging devices by local authority](#) (Department for Transport, 2019)

- 1.85 In the same way that electric vehicles require charging infrastructure to make their roll-out a reality, autonomous vehicles need good mobile coverage to operate effectively. It is expected that for autonomous vehicles to be effective 5G coverage will be required. 5G is currently unavailable in the UK, but current rates of 4G coverage provide a good proxy for what 5G coverage might look like in the future. Figure 1.11 shows the 4G coverage of the A and B road network by Local Authority across Cambridgeshire and Peterborough. As this figure illustrates, Cambridge has significantly better 4G coverage than any other Local Authority, and Fenland and East Cambridgeshire have significantly lower levels of coverage than the other areas.



Broadly, 4G coverage inside buildings follows a similar pattern across the geography of the Combined Authority area.

**Figure 1.11: 4G coverage of A and B roads by Local Authority in 2019**



Source: [Electric vehicle charging devices by local authority](#) (Department for Transport, October 2019)

## Implications for the Local Transport Plan

- 1.86 On the basis of this evidence, some of the most relevant features for the Local Transport Plan of Cambridgeshire and Peterborough are summarised in the following section. They have been classified as strengths, weaknesses, opportunities or threats, depending on how we believe these attributes are influencing, and will continue to influence, the performance of the Combined Authority area.

### *Strengths*

- 1.87 One of Cambridgeshire and Peterborough's core and most apparent strengths is its highly productive and innovative economy. For example, in 2015 the City of Cambridge made 341 patent applications per 100,000 of the population, the highest per capita rate for any UK city, compared to the national average of 18.<sup>21</sup> The economy of Cambridgeshire and Peterborough is centred on 'Knowledge Intensive' industries and makes extensive use of the human capital generated by the region's exceptional academic institutions.
- 1.88 Connectivity within urban areas, and between major towns, is generally of a good standard. Both Peterborough and Cambridge have high frequency urban bus networks which extend to surrounding major towns. Due to the small footprint of most towns and cities many residents are within walking distance of key services and amenities. Connectivity to Cambridge and

<sup>21</sup> Source: [Cambridgeshire and Peterborough Independent Economic Review](#) (CPIER, 2018)

Peterborough is also good. For example, both cities have rail connections to London of less than one-hour journey time.

- 1.89 The region is a leader in active travel provision and is widely considered to be one of the best areas in the UK for cycling. Cambridge boasts the highest mode share of cycling in the country with approximately one third of residents cycling to work on a regular basis. Peterborough also has extensive cycling and active travel networks.
- 1.90 Cambridgeshire and Peterborough have excellent environmental quality, both natural and built. This provides significant cultural value, drawing large numbers of tourists to the area and enhancing quality of life for residents.

#### *Weaknesses*

- 1.91 However, the area also has some fundamental underlying weaknesses. Although the area is broadly prosperous, the region also contains significant pockets of deprivation. Inequality is therefore a key issue. Cambridge is one of the most unequal cities in the UK (as measured by GINI coefficient) and mean annual gross pay in South Cambridgeshire is over £10,000 higher than in Fenland<sup>22</sup>.
- 1.92 Despite good public transport within urban areas, wider public transport links within and across the Combined Authority area can be poor. For example, train services between Cambridge and Peterborough take approximately 50 minutes, despite being just 40 miles apart. There is poor provision of bus services outside the major urban areas of Cambridge and Peterborough cities.
- 1.93 Rural access to key amenities and transport links in rural areas is often poor. In South Cambridgeshire only 22% of residents are within 30 minutes of walking or public transport access of a town centre.<sup>23</sup> This results in a reliance on private cars, and residents who do not have access to private cars are effectively cut off from key services and amenities.
- 1.94 In the short to medium-term, as we transition to a clean vehicle fleet, private car ownership may become more expensive and potentially prohibitive for those on low incomes. It is, therefore, imperative that rural residents are provided with a public transport system that offers a genuine alternative to the car.
- 1.95 Road Safety is a great concern. In 2016 there were 45 deaths across Cambridgeshire and Peterborough's roads, a figure which we see as unacceptable.<sup>24</sup> Many roads, particularly in rural areas, lack segregated provision for non-motorised users, reducing road safety and deterring individuals from walking or cycling for their journeys.

#### *Opportunities*

- 1.96 The weaknesses also present opportunities to improve the transport network and the lives of residents across Cambridgeshire and Peterborough. For example, by providing better access to public transport we will help residents to access a range of opportunities and amenities, helping to reduce 'car dependency'. In addition, by providing a more efficient transport network, better active travel uptake, and appropriate environmental consideration during

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<sup>22</sup> Source: [Cities Outlook 2018](#) (Centre for Cities, 2018)

<sup>23</sup> Source: [Journey time statistics](#) (Department for Transport, 2018)

<sup>24</sup> Source: [Road accidents and safety statistics](#) (Department for Transport, 2018)

construction, the new transport network will enhance environmental quality across the region. Nationwide, the transport sector is currently struggling to decarbonise at the same rate as other sectors of the economy. The Combined Authority and partners have an opportunity to lead the way in 'greening' its transport network, providing environmentally friendly public transport options, particularly in geographies with high CO<sub>2</sub> emissions per capita such as Fenland.

- 1.97 By better connecting people, markets and businesses, future transport provision will help to improve regional productivity. This will ultimately help the Combined Authority to reach its economic targets and improve quality of life for all. Public transport will be key in achieving these outcomes through initiatives such as new mass transit systems like CAM, plans for which are currently being developed. Better infrastructure for non-motorised users, such as cyclists, can encourage more people to travel sustainably and hence both reduce congestion on the roads and support healthy living and access to opportunity. Delivering these projects will stimulate a step change in connectivity in and around Cambridge and build the Combined Authority's reputation as a place with a progressive vision.
- 1.98 Finally, new technologies will have a transformational impact upon Cambridgeshire and Peterborough's transport network. Providing better charging infrastructure for Electric Vehicles and improving mobile network coverage, particularly in rural areas where it is currently most limited, will help to allow Cambridgeshire and Peterborough to take advantage of these new technologies when they come forward. Electric bikes can encourage more people to cycle, use approximately a hundredth of the electricity of an electric car, and extend the distances individuals are willing to cycle. Ultimately, such technologies can help to make the transport network greener, more accessible, and effective for all those who use it.

#### *Threats*

- 1.99 The area faces a number of threats, which, if not addressed promptly, have the capacity to seriously affect the future success of the region. Congestion is the most obvious of these and is already a serious issue within and around urban areas. Congestion lengthens journey times, making them less reliable, while simultaneously worsening air quality and having a significant economic cost. Modelling forecasts show that if steps to improve the road network are not taken now, there will be a marked increase in congestion (and concomitant risks to the economy and air quality) within and around urban areas in Cambridgeshire and Peterborough by 2041.<sup>25</sup>
- 1.100 Congestion issues may be compounded by a reduction in bus service provision. Outside major cities, bus provision is falling along with patronage. Falls in provision and patronage are mutually reinforcing, and there is a danger that without intervention the already limited rural bus service will become even less effective. This reduction in provision, combined with rising fares and generally poor accessibility in rural areas, has the potential to drive users off the public transport network. Fares are currently rising faster than RPI for both trains and buses, which has the potential to make transport unaffordable for many into the future. House prices are also rising rapidly and are far above the national average in many areas of the Combined Authority. This increases the cost of living and will ultimately propagate through the economy, risking future growth.

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<sup>25</sup> Source: Cambridge Sub-Regional Model 2 (Cambridgeshire County Council)

- 1.101 Future demographic changes also have the potential to change demand for transport within the Combined Authority. Forecasts predict that over coming decades the average age of the population within Cambridgeshire and Peterborough will increase. This is likely to change the demands upon the transport network, which will need to be accommodated if it is to remain effective.
- 1.102 Finally, some areas within Cambridgeshire and Peterborough have poor mobile connectivity, an issue which causes inconvenience at present but may be a serious barrier to growth in the future. Good mobile connectivity and a more ubiquitous full fibre footprint will likely be required for autonomous vehicle roll-out.

## 2 Our Strategy

### Introduction

- 2.1 This chapter contains the overarching transport strategy for Cambridgeshire and Peterborough - explaining how our transport network will be enhanced to support the goals and objectives set out in the previous section, including the key transport planning approaches and schemes/initiatives that will be required.
- 2.2 The schemes included in the Local Transport Plan have been identified and selected from multiple sources: the priority schemes and studies of the Combined Authority; the Cambridgeshire and Peterborough Independent Economic Review; previous Local Transport Plans for Cambridgeshire and Peterborough; the work of the Greater Cambridge Partnership; and Local Plans. These schemes have been reviewed with officers at a local, regional and national level. On the basis of an initial assessment, a balanced and integrated package of schemes has been brought forward for inclusion in the Plan.
- 2.3 Notwithstanding the high-level scheme assessment and sifting undertaken to inform this Local Transport Plan, all individual schemes will be subject to further scrutiny as plans for their delivery are progressed. These include further value for money testing (through the business case development process) and environmental assessment (including air quality and noise assessments) where required.
- 2.4 The Local Transport Plan currently includes a range of different transport investments, from projects already approved and being delivered, through to initial ideas and concepts that still need further study. A significant volume of work is needed to develop, appraise and prioritise the transport interventions in this Local Transport Plan, and to ensure that new ideas and alternative approaches can be accommodated within future amendments. Further information on the mechanisms in place to ensure that the Plan is sufficiently flexible to influence and support transport initiatives as they are brought forward, and that it continues to reflect the realities of contemporary Cambridgeshire and Peterborough are set out in the accompanying Delivery Plan.
- 2.5 The remainder of this chapter:
- describes the guiding principles that have been employed to inform and shape our strategy for transport in Cambridgeshire and Peterborough; and
  - presents an overview of our overall strategy, including the vision, goals and objectives for transport in Cambridgeshire and Peterborough, and a sample of selected schemes.
- 2.6 The overarching strategy is then followed up in Chapter 3 that outlines more detailed strategies for Peterborough City Council, the Greater Cambridge Partnership area (Cambridge City Council and South Cambridgeshire District Council), and the Local Planning Authority areas of Huntingdonshire, East Cambridgeshire and Fenland.

## Our overall strategy

### Overview

- 2.7 Our region is both large and diverse: 850,000 residents and 42,000 businesses call Cambridgeshire and Peterborough home, in an area covering some 340,000 hectares. It is home to a wide range of communities, settled in diverse geographical and social settings – from the cities of Peterborough and Cambridge, to large market towns and a network of rural villages and hamlets.
- 2.8 Developing a unified transport strategy for the whole region is complex. At its core is our vision for sustainable growth and opportunity for all to deliver healthy, thriving communities in Cambridgeshire and Peterborough. In doing so, we must put our communities – the places we live, work and visit – first when planning our transport network. We want to provide choices regarding the way we travel, to allow individuals and businesses to be less reliant on the car and to decarbonise transport more generally.
- 2.9 Integrated transport and spatial planning, investment in high quality public realm in our town and city centres, safe and attractive walking and cycling infrastructure, accessible and frequent public transport and innovative new transport modes designed to enhance mobility will all play an important role in helping achieve this ambition.
- 2.10 Preparation of this Local Transport Plan has, been guided by several high-level principles that provide overarching guidance to ensure that it fulfils the overriding imperative for sustainable economic growth, including decarbonising transport on our journey to net zero carbon emissions by 2050. The guiding principles are:
- supporting economic growth and distributing prosperity;
  - integrating spatial planning and reducing the need to travel;
  - providing attractive alternatives to driving – ‘mode shift’;
  - preparing for the future of mobility;
  - greening our transport infrastructure;
  - supporting social mobility and access to opportunity for all; and
  - protecting and increasing biodiversity

### Guiding principles

#### *Supporting economic growth and distributing prosperity*

- 2.11 Our strategy will help to deliver the Combined Authority’s strategic ambition to become the UK’s capital of innovation and productivity, and to double the size of its economy from £22 billion Gross Value Added (GVA) to £40 billion over the next 25 years. Improving journey times, both by road and rail, and reliability is important for businesses to access their markets, collaborators and supply chains. This will also help to increase the geographical catchment from which to draw growing workforces, helping businesses to realise their full potential for growth.
- 2.12 Enhancing our transport network and creating new journey opportunities that do not solely rely on the private car is key to relieving congestion on our road network, and to accommodating new and existing journeys as sustainably as possible. Large-scale investment in public transport, including a rapid transit network for Cambridgeshire and a new rail link to Wisbech, coupled with improved highway links designed to accommodate ultra-low

emission vehicles, electric vehicle charging points and other emerging technology will provide extra capacity for people to travel sustainably while delivering our regions' growth.

- 2.13 Growth must be inclusive, truly sustainable and spread appropriately across the entirety of the area. It should create places where all members of our community contribute to, and benefit from, our area's growth and success. Currently, employment, amenities and prosperity are predominantly centred in and around the cities of Cambridge and Peterborough, but these cities also contain significant areas of deprivation, and Cambridge has the most uneven income distribution of any UK city<sup>26</sup>. Our proposals will help to spread success across the region, ensuring that all our residents benefit from growth wherever they live.

*Supporting social inclusion – improving accessibility and health for all*

- 2.14 The transport network must provide access to sites for housing and employment, as well as increasing the capacity and connectivity of the transport network for future housing and employment growth. It must also align with other investments in digital connectivity, energy supplies and other utilities, and skills, housing, and other civic infrastructure and business support. This investment will ensure that the area is globally renowned for being forward-thinking and progressive regarding mobility and movement – putting the region at the forefront of tackling one of the Government's *Industrial Strategy Grand Challenges – the future of mobility*<sup>27</sup>.
- 2.15 Ultimately it is our ambition that everyone will have access to a good job within easy reach of home. To achieve this will require not only an increasing level of jobs, but also provision of high-quality housing and commercial spaces within and near existing communities to accommodate a growing population and workforce. The Combined Authority is supporting the region's Local Planning Authorities in targeting more than 90,000 new jobs and over 100,000 new homes by 2036, as outlined in their adopted Local Plans.
- 2.16 By providing real choices for how people travel, we will promote social mobility, inclusive growth and improve health: a key driver for productivity. Transport plays an important part in ensuring that we can access the skills, education and health care required. Investment in our sustainable transport network will facilitate improved access, including for those without access to a car, and reduce carbon emissions and particulate emissions that impact air quality negatively.
- 2.17 Many rural areas have poor public transport connectivity, reducing the opportunities to access employment opportunities, key services, and amenities. For people without the use of a car, including young people, those on low income or for people with disabilities, these challenges are exacerbated. For future gains in productivity and economic growth to benefit all of our residents, investment in sustainable modes of transport will be prioritised. Investing in sustainable transport modes will ensure that the network provides accessible transport for all users, without damaging the surrounding environmental, social and built environments.

*Integrating spatial planning and reducing the need to travel*

- 2.18 Our strategy is focused on transport-oriented planning and development. This approach aims to reduce the need to travel, particularly by private car, by providing attractive alternatives

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<sup>26</sup> Source: [Cities Outlook 2018](#) (Centre for Cities, 2018)

<sup>27</sup> Source: [Industrial Strategy: Building a Britain fit for the future](#) (HM Government, 2017)



that support a significant shift to more sustainable forms of transport. The Combined Authority is continuing to develop its non-statutory Spatial Framework and one of its guiding principles is to integrate spatial and transport planning to reduce the need to travel and shorten many of the journeys we do need to make – making our communities more walkable and cyclable.

- 2.19 While the Combined Authority is the Local Transport Authority, it is the city and District Councils that are the Local Planning Authorities. The Combined Authority will work with the Local Planning Authorities to support their Local Plan processes and supplementary planning document and guideline development to promote integrated planning. Within this are the facilitation of sustainable transport, and the roll-out of digital connectivity and electric charging infrastructure, and other policies and infrastructure which influence suitability positively.

*Providing attractive alternatives to driving – ‘mode shift’*

- 2.20 Currently, private car is the most popular transport mode for making journeys in and around Cambridgeshire and Peterborough. Our strategy recognises this and provides a wider range of travel options so that people have a genuine alternative to the private car. This is key to achieving our wider economic, social and environmental objectives, and delivering the sustainable growth required to meet the Combined Authority’s ambitions.
- 2.21 Our strategy includes investment in world-class Dutch-quality walking and cycling facilities, including a network of segregated cycleways and new bridges of the River Nene, Cam and Ouse, and designed to accommodate a wide range of non-motorised users including horse riders and carriage drivers. More people travelling on foot, by bike and public transport, rather than by private car, will help to reduce congestion, improve air quality and safety, and create attractive, healthy, and thriving streets and communities.
- 2.22 In addition to dedicated corridors for cycling, walking and other non-motorised modes, and alongside the creation of a public transport network that offers a genuine alternative to the car, all new public transport and highway infrastructure will be designed to include parallel cycling and walking corridors with suitable access and crossing points.
- 2.23 Many of our core policies aim to encourage the shift to walking, cycling and public transport: from providing sustainable connectivity to and within new developments, to delivering world-class walking and cycling infrastructure, and a new, more integrated and accessible, public transport network. Major projects, such as CAM; a new rail link to Wisbech; and East West Rail, will provide new journey opportunities, with fast, frequent services and competitive journey times, designed to act as a genuine alternative to the private car.



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## What is 'Dutch-quality'?

The Netherlands has the highest mode share for cycling of any country globally, at 27% of all trips<sup>28</sup>, compared to 2% in the UK. Dutch cycling infrastructure is near-universally viewed as globally renowned and key to facilitating such high levels of cycling for people of all ages, including children, young people and the elderly.

Key to Dutch infrastructure is it ensures cycling is safe, convenient and attractive. Cyclists are segregated from general traffic where traffic speeds and/or volumes are high, in line with a clear route hierarchy. 'Filtered permeability' is used to reduce traffic flows and eliminate 'rat-running' on residential streets where cyclists share space with motorists.

Segregated cycle tracks are typically wide by UK standards, with standard widths of 2.5m for one-way tracks and 4.0m for two-way tracks, providing ample space for cyclists to pass one another, separated from highway traffic by a barrier and/or verge, surfaced for use all-year round, and designed to maintain priority for cyclists as much as possible (such as at driveways and minor road junctions). Cyclists are also segregated from pedestrians where pedestrian flows are high, or conflict likely, such as within urban areas. Junction design aims to minimise conflicts between cyclists, pedestrians and general traffic, with tighter junction geometry reducing speeds and enabling cyclists and motorists to clearly see one another<sup>29</sup>.

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- 2.24 To help guide the development of new transport schemes we have developed a user hierarchy that outlines how consideration will be given to the needs of different transport modes. This Plan prioritises the 'active modes' over other forms of transport, as we believe that their benefits align closely with our three overarching goals of Economy, Society and Environment. Consideration of both 'place' and 'movement' function will be used to identify the suitability of a given transport scheme within a specific location. An explanation of the relationship between place and movement is provided in Figure 2.1, and an indicative user hierarchy for each of the four broad quadrants in Figure 2.2.
- 2.25 Considering 'place' and 'movement' reflects the reality of the transport network and the needs which it must serve. Different transport modes have different strengths and weaknesses, meaning that certain modes are appropriate for certain situations. The best transport networks enable a mix of modes to operate effectively aligned to the geographical requirements of an area. We believe that considering 'place' and 'movement' function as part of our user hierarchy is the best way to deliver a transport network that provides good connectivity, whilst preserving the localities which it serves.

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<sup>28</sup> See: [Cycling in the Netherlands, 2009](#)

<sup>29</sup> Further details of Dutch infrastructure design can be found in CROW Design Manual for Bicycle Traffic.

Figure 2.1: Movement and place function

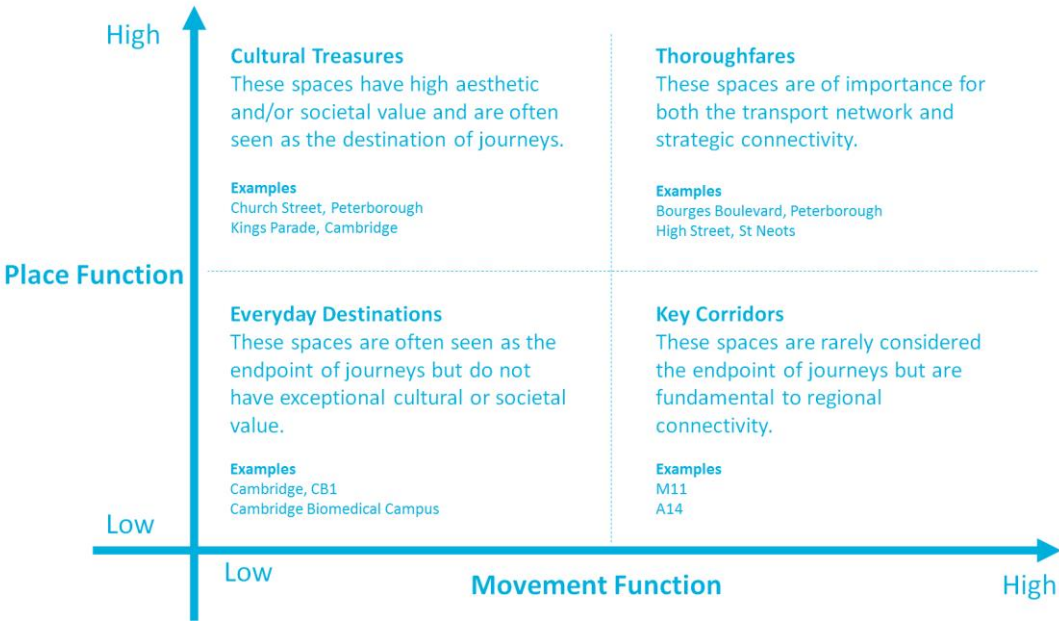
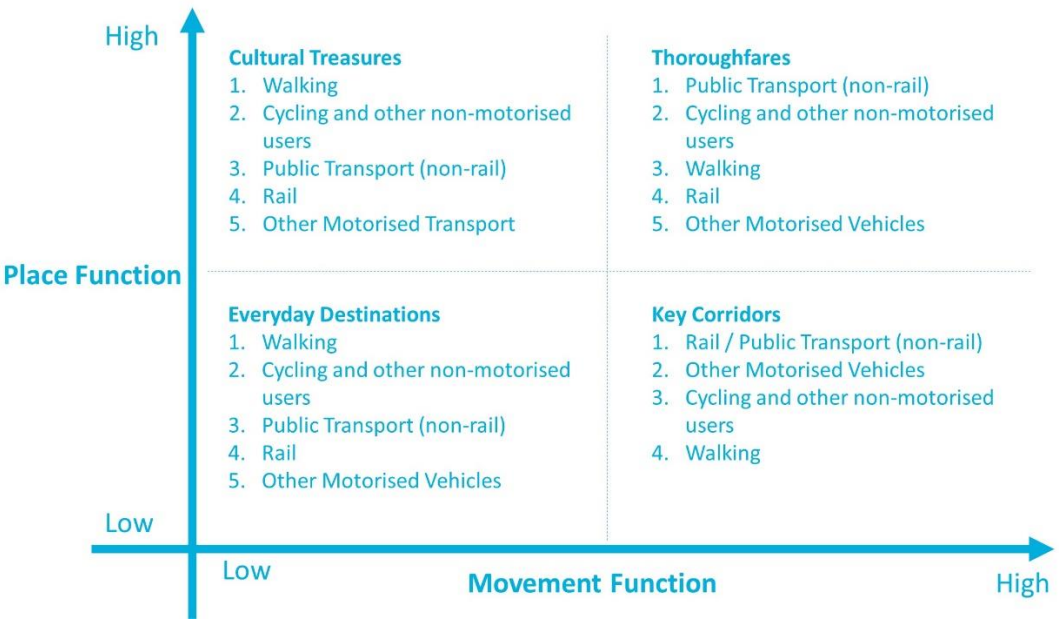


Figure 2.2: Indicative user hierarchy by movement and place function



2.26 In spaces with a high movement function and low place function, efficient transport modes will be given priority. For example, along fast-moving roads such as the A14, the private car and Heavy Commercial Vehicles will be given higher priority, while consideration will also be given to how the infrastructure can facilitate walking and cycling through measures, such as parallel segregated pathways and safe junction crossings.

2.27 By contrast, in spaces with low movement requirements but high place value, priority will be given to modes that best preserve that specific setting or location. For example, within Cambridge’s historic city centre, cyclists and pedestrians will be given priority as these modes provide good access to this space whilst causing minimal disruption.

- 2.28 There will cases where a degree of judgement will be required to identify the most suitable user hierarchy for a given location given its movement and place functions. In these cases, a combination of professional judgement, local engagement and location-specific constraints will inform the definition of the user-hierarchy.

*Preparing for the future of mobility*

- 2.29 Over the next twenty years technology will result in significant changes to our transport network and the way we chose to and want to travel. Alongside attitudes changing toward transport, travel and technology, advancements may include:
- data and vehicle connectivity;
  - automation and artificial intelligence;
  - electrification and other ultra-low emission fuels;
  - shared mobility (e.g. bike share schemes) and new modes of transport; and
  - new payment mechanisms and business models.
- 2.30 For Cambridgeshire and Peterborough to remain an economically dynamic centre of innovation and progress, we must stay at the forefront of future transport and technology and create the right conditions for them to ‘take root’. For example, to realise the full potential of autonomous mobility and services, improving the digital networks to 5G standard will almost certainly be required. In addition, to fully realise the potential of electric vehicle technology, investment in electricity networks will be required, including changes to our planning and building regulations.
- 2.31 The Combined Authority has already applied for funding – and been shortlisted to the second stage – for Future Mobility Zone funding from the Government to invest in harnessing the benefits of such technology. This includes proposals for an app-based Demand Responsive Service within Greater Cambridge, integrated into the wider transport network through Mobility-as-a-Service (MaaS), supporting the delivery of autonomous public transport ‘shuttles’ to and from the Cambridge Biomedical Campus, and better use of integrated real time data, machine learning and technology.
- 2.32 Predicting the exact nature of these technological developments and the impact they will have on the transport network is challenging. Any such predictions will likely have a high degree of uncertainty and using them to drive long-term strategy is unwise. At present, however, the opportunities are to:
- help better manage demand upon and increase the efficiency of the transport network;
  - allow people work and access goods and services remotely; and
  - plan better and more seamless journeys both in advance and in real time.
- 2.33 Emerging technologies evolve more quickly than regulation. Therefore, anticipating and reacting to these changes efficiently, knowing when to facilitate them, and when to inhibit them is key. In the long-term, we must avoid becoming ‘path-dependent’ or committing too much to any single transport mode. Historically, the most effective transport networks have combined a range of modes to provide an array of services for different users and journey types. Although technology will provide new modes and change the exact nature of journeys, it is likely that a diverse, multi-modal transport network will provide the best range of transport options for our residents.

### *Greening our transport infrastructure*

- 2.34 Poorly planned transport infrastructure has the potential to cause significant environmental damage. This damage can occur at a local level, for example, through damage to local habitats, the creation of localised air pollution, or aesthetic damage. This damage can also be more systemic and less geographically contained, for example, through the production of greenhouse gases. It is critical that we 'green' our transport infrastructure both literally; by adding 'green infrastructure' to newly constructed components of the transport network; and, by ensuring that these changes do not systemically drive an increase in environmentally damaging behaviours and/or outputs. For new schemes and pieces of infrastructure, biodiversity net gain must be delivered, and the impacts on carbon emissions considered as part of the process needed to achieve net zero carbon by 2050.
- 2.35 Greening transport infrastructure means considering the environment impacts of new infrastructure, including on carbon emissions and air quality, biodiversity, and the natural, built and historic environment, at the earliest stage. These considerations allow the addition of 'green' elements to all new pieces of infrastructure, from extensive planting along new transport corridors, 'green bridges', to providing corridors for biodiversity that reduce, and potentially enhance, impacts on the landscape. The addition of such green space serves a dual purpose; it both mitigates any local impacts on biodiversity and the aesthetic impacts of newly constructed infrastructure, whilst helping to offset the emissions produced in their construction and operation.
- 2.36 At a more systemic level, we must encourage behavioural changes that alter the way that transport infrastructure is used. New highway infrastructure, for example, should provide space for public transport, walking, cycling and other non-motorised modes transport modes, in addition to more conventional motorised vehicles. Encouraging the use of modes other than conventional, privatised, motorised vehicles, has the potential to significantly improve the environmental impact per trip along such pieces of infrastructure.

### *Protecting and increasing biodiversity*

- 2.37 Our commitment to biodiversity net gain through investment in transport and the developments it supports will help our communities to become high quality, sustainable environments where people want to live<sup>30</sup>. Reducing the need to travel, and distances travelled, through integrated land use, transport planning, investment in digital and mobile connectivity and energy supply, is a central pillar in meeting local and national ambitions to significantly reduce greenhouse gas emissions as we move towards net zero carbon by 2050.

### **Major schemes**

- 2.38 Where strategies in previous Local Transport Plans have been largely predicated on overcoming existing and anticipated future challenges, this Plan is designed to be focused on meeting the Combined Authority's ambitions plans for growth. In doing so, the Local Transport Plan presents a clear strategy for meeting our economic, social and environmental goals which will need to be fulfilled if the ambition is to be met. The steps we are taking to achieve each goal are described below with a summary of key schemes (shown in Figure 2.3) to illustrate how they will be delivered.

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<sup>30</sup> Source: [A Green Future: Our 25 Year Plan to Improve the Environment](#) (Defra, 2018)



**Map of the Peterborough and Cambridge region showing proposed and committed transport routes.**

**Legend:**

- Mode:**
  - Highway (Red line)
  - Public transport (Blue line)
- Status:**
  - Under Construction (Thick solid line)
  - Committed (Thin solid line)
  - Proposed (Dashed line)
- Routing:**
  - Indicative (Dotted line)
  - Confirmed/ existing (Wavy line)
- Local Plan allocated growth areas** (Shaded purple)

**Key Features and Routes:**

- Highways:** A1 Baldock to Bampton Capacity Enhancements, A14 Cambridge to Huntingdon Improvement Scheme, A428 Dualling and Oxford to Cambridge Expressway, A47 Corridor Improvement Programme, A10 Ely to Cambridge Capacity Improvements.
- Public Transport:** East Coast Mainline Improvements, Fenland Station Regeneration, Chatteris, Manea, Ely Area Capacity Enhancements, Soham Station, Waterbeach Station Relocation, Cambridgeshire Rail Capacity Study Recommendations, Cambridgeshire Autonomous Metro, Cambridge South Station, Stansted, Haverhill, Ipswich, Newmarket, Ely, Huntingdon, St Ives, St Neots, Bedford, Luton, Stevenage, London, London Luton.
- Other:** King's Dyke Level Crossing, Whittlesey, Ramsey, Alconbury, Huntingdon, St Neots, Bedford, Luton, Stevenage, London, London Luton, King's Lynn, Wisbech, March, Peterborough, Stamford, Birmingham, Leeds, York & Newcastle, Downham Market, Norwich, Cambridge, City of Cambridge, City of Peterborough, Fenland District, East Cambridgeshire District, Huntingdonshire District, South Cambridgeshire District.

**Scale:** 0 to 10 kms / 0 to 5 miles.

**Source:** Contains OS data © Crown copyright and database right (2019). Data from Cambridgeshire County Council and Peterborough City Council. Cartography by Seer 2019.

### *Transport and the economy*

- 2.39 We want to connect all new and existing communities sustainably, so residents can easily access a good job within 30 minutes, thereby spreading the region's prosperity. The transport network across the area is already of a good quality, but there remain significant areas for improvement. As much as possible, we want to encourage mode transfer from the private car to public and 'active' transport modes, ultimately aiming to reduce 'car dependency'.
- 2.40 Traffic congestion is the most frequent form of disruption to our region's transport network, posing a risk to the Combined Authority's future growth ambitions. Within our urban and surrounding areas, solutions to manage demand for road space are being explored, such as the construction of the CAM. This will provide high quality, high frequency metro services, delivering a step change in connectivity across the city and helping to deliver additional 'agglomeration benefits'. These agglomeration benefits are those that businesses reap from increased competition, knowledge sharing and efficiency gains, brought by greater proximity to one another.
- 2.41 Rail usage has risen considerably over the Combined Authority area and continues to increase; therefore, we will promote a range of schemes to help encourage, maintain and accommodate this trend. For example, there are a number of new railway stations being proposed for the region, including Soham station that would reintegrate the town with the national rail network. In addition, Cambridge South station will significantly improve access to the Cambridge Biomedical Campus from the region and beyond.
- 2.42 East West Rail, a new rail link from Cambridge to Bedford, Milton Keynes and Oxford, will transform public transport connectivity along the Oxford to Cambridge corridor. While construction of a new rail link from March to Wisbech would improve public transport connectivity to the latter. Improvements to rail junctions in Ely delivered by the Ely Area Capacity Enhancements (EACE) project will enable more frequent services and make journeys quicker for passengers. We will also work to support continued electrification of the rail network for both passengers and freight, along the Ipswich to Cambridge and Peterborough corridor.
- 2.43 Buses are a fundamental component of the transport network across Cambridgeshire and Peterborough, particularly in our rural areas. We will explore the best operating and delivery model for our public transport network, acknowledging the different requirements of urban and rural residents. For example, we will seek to ensure that rural areas have a public transport service that provides access to employment, education, shopping and recreation. In addition, we will work with operators to place inter-urban bus services, combined with local rail services, at the centre of an integrated rural public transport network.
- 2.44 Cycling, particularly within Greater Cambridge, plays a key role in commuting, with more than a quarter of people within Cambridge travelling to work by bike – the highest rate in the country. Greater levels of cycling will not only help more people travel to work easily and cheaply, but help to relieve traffic congestion, and enable our region to grow sustainably. We will continue to work with our partners to improve infrastructure for cyclists, and other non-motorised users, with segregated Dutch-type infrastructure along major road corridors and a network of 'Greenways' connecting to major employment hubs. New technology, such as affordable e-bikes and cargo bikes, can allow new groups of people to cycle and commute longer distances by bike, which our policies will actively encourage and support.

- 2.45 Although we want to prioritise the development of public and ‘active’ transport modes, we recognise that the private car remains a key mode for many residents across Cambridgeshire and Peterborough. We will therefore support targeted highway infrastructure and enhancement schemes such as:
- upgrades to the A47 **and associated junctions** between Kings Lynn, Wisbech and Peterborough, to improve labour market accessibility to and from the Fens and Wisbech Garden town;
  - King’s Dyke crossing improvements, to relieve traffic congestion and associated safety issues caused by the level crossing; upgrades to the A505, to improve accessibility and support development at the Wellcome Genome Campus; and
  - dualling of the A428, which will significantly improve commuter links along the Oxford to Cambridge corridor.
- 2.46 Improvements to the A14, one of the most congested routes in the country, are currently underway and will bring journey time, reliability and safety benefits to residents, workers and businesses alike.
- 2.47 Alongside the physical improvements, we are committed to enhancing the region’s ‘virtual network’. Faster, more reliable digital connectivity will provide:
- improved connectivity between businesses and to homes;
  - greater working flexibility, thereby taking the strain off the transport network; and
  - allow better management of our transport networks to increase capacity, for travel times to be more reliable, and ultimately, safer for making all journeys.
- 2.48 Improvements to the transport network will help to support new housing and development. This will help to accommodate a growing population, mitigating housing affordability issues. The housing market is currently very ‘overheated’, particularly around Cambridge, where the average house price is nearly 13 times the annual salary, compared to the national average of just under 8 times. The effects of higher house prices spread through the economy, potentially slowing growth. Local plans include targets for over 100,000 new homes, by 2036<sup>31</sup>, with the location of the strategic sites shown in the Cambridgeshire and Peterborough Non-Statutory Spatial Framework (NSSF) Phase 1. Transport will help to unlock future development sites and connect new residents to jobs, services and amenities.
- 2.49 Necessary partnerships and plans are currently being developed for the construction of vastly improved public transport connectivity to Alconbury. Connectivity into the CAM network and a new travel hub will play a central role in delivering over 8,000 jobs at the Alconbury Weald Enterprise Zone, accelerate the development of 6,000 new homes and sustainably connect new residents to jobs, services and amenities. Improvements on the Ely-Cambridge transport corridor will unlock key opportunities, such as a new town north of Waterbeach and development on the Cambridge Science Park.

#### *Transport and society*

- 2.50 Everybody should be able to access our transport network, feel safe, and be healthier when they do so. We want to promote social inclusion through the provision of a sustainable transport network that is affordable and accessible for all. To achieve this, the network must

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<sup>31</sup> Source: [Cambridgeshire and Peterborough Non-Statutory Spatial Framework](#), (Cambridgeshire & Peterborough Combined Authority, 2018)



be examined at every scale, from curb-heights to area-wide highway network planning, ensuring that nobody is excluded from using the transport network due to personal circumstances; income, age, disability or any other factors. This 'human-centred' thinking is a central component of our approach across projects and schemes. We want to embed a safe systems approach into all planning and transport operations to achieve Vision Zero – zero fatalities or serious injuries on the transport network. The vast majority of transport-related deaths occur on our road network, and so working in partnership with the Cambridgeshire and Peterborough Road Safety Partnership and our highway authority partners to deliver improvements to highway safety will be our focus when aiming to reduce fatalities and injuries on the transport network.

- 2.51 We recognise that the transport network does not always function flawlessly and is subject to internal and external stresses that can cause delays. We must therefore make the transport network resilient and adaptive to human and environmental disruption, improving journey time reliability. Cambridgeshire and Peterborough is one of the driest areas in the UK, yet also susceptible to flooding due to its predominantly low-lying topography. This means that transport infrastructure is vulnerable to extreme weather events and needs to be appropriately protected. We will look to incorporate climate resilience into the new transport network, designing infrastructure that is resilient but relatively easy to maintain and repair. By ensuring that the transport network is protected against human and environmental disruptions, journey time reliability will be improved, allowing quicker and more enjoyable journeys.

*Transport and the environment*

- 2.52 While encouraging development, we want to deliver a transport network that protects and enhances our natural, historic and built environments. We are fortunate to have exceptionally high-quality environments within Cambridgeshire and Peterborough that have positive impacts on our residents' quality of life. Nonetheless, there are biodiversity challenges and not everyone has easy access to good quality open space. We must integrate environmental considerations, including biodiversity net gain when developing the future transport network, ensuring that all new transport schemes cause minimal disruption to the environment both during construction and operation.
- 2.53 In addition, we aim to ensure transport initiatives improve air quality across the region, exceeding standards as set by the European Union<sup>32</sup>. We will work to improve air quality and noise pollution, exploring options such as electrification of local taxi fleets and increasing the number of ultra-low and zero-emission buses. This will ensure that local air quality sees significant improvement, resulting in a better quality of life for our residents.
- 2.54 We will reduce emissions to 'net zero' by 2050 to minimise the impact of transport and travel on climate change. We understand that climate change, a global issue, requires interventions at a local scale. We recognise that everybody has a role to play in tackling this issue and want to ensure that Cambridgeshire and Peterborough are proactive in this area.
- 2.55 To help drive these changes we must provide 'healthy streets' and high-quality public realm that puts people first and promotes active lifestyles. 'Active' transport modes like walking and cycling have a significant impact upon local air quality, greenhouse gas emissions, and public

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<sup>32</sup> Air quality standards are set in European Union (EU) Directive 2008/50/EC on Ambient Air Quality and Cleaner Air for Europe and the Fourth Daughter Directive (2004/107/EC)



health. Walking and cycling are already popular transport modes within certain areas of the region, such as Cambridge, but we must ensure that they become more widespread.

- 2.56 To help promote walking and cycling, we will continue to develop Local Cycling and Walking Infrastructure Plans (LCWIPs) thereby providing evidence for prioritised investment in cycling and walking infrastructure. We will develop high quality cycle provision, through schemes such as the Greater Cambridge Partnership's Greenways. This will involve building upon the current network and providing additional links to join up key destinations that are already partially served (for example the Chisholm Trail in Cambridge).
- 2.57 The use of active travel as part of multi-modal trips will be encouraged wherever possible. For example, we will investigate the possibility of a cycle hub in Peterborough city centre and improve cycle links to other key destinations around the city. Broadly we will consider 'place' and 'movement' functions when designing new infrastructure to ensure that we can provide good transport connectivity whilst retaining and developing 'healthy streets'.
- 2.58 On a broader scale, Cambridgeshire and Peterborough depends upon national and international connectivity to drive its economic prosperity. We must therefore ensure that all our region's businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports. For example, the Combined Authority is currently working in partnership with Highways England to assess the viability of dualling the A47 that would significantly improve east-west freight movement in the north of the region. In addition, we will support infrastructure and signaling enhancements to improve rail freight capacity, taking freight off the road network and moving it across the region more sustainably. Combined, these interventions will ensure that goods continue to flow freely into and out of the region, allowing trade and local businesses to flourish. **It is important that the Authority continue to work with neighbouring Authorities and partners to look at schemes and initiatives that improve access to London Stansted and London Luton airports.**
- 2.59 The following chapter provides a summary of our strategy for the geographical areas of Peterborough, Greater Cambridge, Huntingdonshire, East Cambridgeshire and Fenland. Additional detail regarding the specific projects that are under consideration in each area is provided in the Transport Delivery Plan.

## 3 Local Strategies

### Introduction

- 3.1 Each district of Cambridgeshire and Peterborough is different; hence we have developed distinct strategies for the geographical areas of Peterborough, Greater Cambridge, Huntingdonshire, East Cambridgeshire and Fenland. These are set out in this chapter, and each reflects local transport constraints, opportunities and patterns of growth.
- 3.2 Each strategy outlines the major schemes expected to be delivered within each area to deliver our objectives, both directly by the Combined Authority and in partnership with other local and national stakeholders. Some aspects of the strategies are, by necessity, still under development and hence all schemes will need to demonstrate value-for-money and affordability, together with alignment with our strategic priorities, before they are able to proceed.
- 3.3 Each strategy is set out below, and includes:
- a summary of recent and planned growth, and local transport constraints;
  - progress and projects delivered to date; and
  - the transport schemes to help deliver each strategy.

### Peterborough

#### Background

- 3.4 Peterborough is a rapidly growing city, with a population of approximately 200,000 people. Traditionally a 'railway town', centred upon its location as a major rail junction on the East Coast Main Line between London and the North of England, it grew rapidly after designation as a 'new town' in the 1960s. Surrounded by a predominately rural district with few major service and employment centres, Peterborough includes a large historic town centre with an extensive shopping offer, a major hospital, numerous key employment sites and the site of the future Peterborough University.
- 3.5 Peterborough's patterns of growth are reflected in the city's geography, and its transport network. Peterborough's town centre and 'inner city', including the historic Cathedral and numerous Victorian terrace streets, are surrounded by lower-density development from later years linked by a radial 'Parkway' network of high-capacity dual carriageway roads. This network supports efficient movements between and within the city, resulting in significantly less congestion than elsewhere in Cambridgeshire and Peterborough, helping to support significant growth around the city.

#### Recent and planned growth

- 3.6 Peterborough has continued to be one of the fastest-growing cities in the country, experiencing population growth of 15% between 2007 and 2017, the fastest-growing district within the Combined Authority. Recent growth has been focused at Hampton to the south, where a major urban extension is underway on reclaimed brickfields, and at Stanground in the east, together with increased development in the city centre. Several vacant and underused

sites close to the city centre also offer the opportunity for continued investment and regeneration.

- 3.7 Peterborough has recently developed a new Local Plan, which was adopted by the Council in July 2019. It outlines the vision for the city to become a destination of choice, with a walkable, liveable centre; a strong, resilient economy; and attractive, well-designed neighbourhoods, surrounded by a network of characterful villages.
- 3.8 The Local Plan sets out proposals to deliver 19,440 additional homes from 2016 to 2036, with growth focused within the city and within a collection of seven 'urban extensions' at Hampton, Stanground South, Paston Reserve, Gateway Peterborough, Norwood, Great Haddon and at the East of England Showground. It also establishes proposals for a new independent, campus-based university with 12,500 undergraduate students, proposed to be located off Bishop's Road to the south-east of the city centre.

#### **Transport challenges**

- 3.9 Peterborough's transport network must continue to adapt and expand to support the city's growth, whilst ensuring a sustainable transport network that provides access to opportunity for all. Although Peterborough benefits from significantly less traffic congestion than elsewhere in the region, largely due to the high-quality Parkway network, additional development focused on the fringes of the city is expected to place increasing pressure on the highway network. Even combined with investment in sustainable transport, including improvements to the bus network and better walking and cycling infrastructure, there is a need to provide additional, targeted highway capacity to support Peterborough's growth.
- 3.10 While Peterborough benefits from a comprehensive bus network, some routes operate at comparatively low frequencies for an urban environment (every 20 mins or less frequently) and hence do not provide a 'turn-up-and-go' level of service that acts as a genuine alternative to the car. Recent reductions in financial support for the network have resulted in reductions to a small number of evening and weekend services and there is also not a comprehensive on-demand community transport service for those not directly served by the bus network, or through age or disability are not able to access local services. New urban extensions to Peterborough, such as at Hampton, must be integrated fully in Peterborough's bus and public transport network as they are built out, so that new residents are able to travel sustainably as soon as they move in, rather than waiting several years for sustainable transport options to become available.
- 3.11 The Queensgate Bus Interchange is in need of modernisation, and despite its proximity, can be disorientating to reach from the railway station due to severance caused by the A15. Although Peterborough is well-served by the rail network, with frequent, direct services to London, Cambridge and Norwich, together with the West Midlands and North of England, there are a number of improvement opportunities, including faster services to London, Cambridge and Stansted Airport, more frequent services on rural routes to Cambridgeshire, Suffolk and Norfolk, and more capacity.
- 3.12 Peterborough has a large network of segregated cycle and pedestrian routes and is funding significant improvements to the public realm in and around the city centre and the railway station. However, some major roads and junctions lack adequate provision for all non-motorised users, while in places the Parkway network causes severance between communities that deters active travel between them. Although much of the cycle network is segregated from traffic, it is not consistently designed to 'Dutch' (or comparable) standards, with cyclists often lacking priority at junctions, and security concerns caused by inadequate

lighting or sightlines. Continued investment and maintenance in the network, particularly integrated into new development, is needed to ensure walking and cycling is an attractive option for people of all ages to travel around Peterborough.

### **Progress to date**

- 3.13 Since the adoption of Peterborough City Council's fourth Local Transport Plan in 2014, Peterborough has delivered a package of transport improvements to improve the urban realm and make Peterborough a more attractive place to live. Extensive improvements to Bourges Boulevard, the creation of a new entrance to Peterborough railway station and the refurbishment of a vital footbridge have all been completed, supported by a £9.2 million contribution from the Combined Authority.
- 3.14 Peterborough City Council have been proactive in promoting sustainable transport. Funding from the DfT has been used to deliver 'Bikeability'<sup>33</sup> training. In addition, local schools have been encouraged to participate in the national 'Big Pedal'<sup>34</sup> competition and the council has collaborated with Sustrans on an initiative known as 'School Streets' that encourages schools to close the street outside their gate to ease congestion and encourage active and sustainable travel.
- 3.15 Highway improvements have been delivered to support new development, including at the A47 Junction 20 that has been converted to a fully signalised roundabout to help to unlock the delivery of up to 2,500 new homes. Peterborough City Council has also enthusiastically embraced the potential that new technologies may bring to the city. £90,000 of funding from the DfT has been awarded to install four rapid electric vehicle chargers for the local taxi trade, and through an additional £22,500 contribution from Peterborough City Council, the chargers are expected to be operational during the first half of 2020.

### **Our approach**

- 3.16 Peterborough's public transport network must offer accessibility for all. Central to this is our plan for the bus network that subject to the recommendations of the Bus Review Task Force, will provide improvements to levels of service and operating hours. This will help ensure that the bus network provides a high-quality service, allowing people to travel across Peterborough quickly and easily without a private car. Bus services will be integrated into new developments at the outset, with the aim of ensuring high-frequency services directly serve new developments as the first new residents move in. We will continue to explore the potential to modernise Queensgate Bus Interchange to present a better gateway to Peterborough and the bus network, while improving linkages to the railway station.
- 3.17 Complementing this investment is the continued development of Peterborough's walking and cycling network. New junctions and highway infrastructure will be integrated into the walking and cycling network, ensuring that roads in the city do not act as a barrier to movement. Continued improvements to segregated infrastructure, including a new foot and cycle bridge across the Nene, and the upgrading of the cycle network to 'Dutch' standards, will help to

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<sup>33</sup> Bikeability is a scheme delivered by the Department for Transport which aims to give everyone the skills and confidence to ride a bike.

<sup>34</sup> "Big Pedal is the UK's largest inter-school cycling, walking and scooting challenge. It inspires pupils, staff and parents to choose human power for their journey to school." Source: [Sustrans website](#) (Accessed May 2019)

make walking and cycling an attractive choice for short journeys. More journeys on foot and by bike will help allow residents to live active, healthy lives, together with improving air quality and reducing congestion when people switch from the private car.

- 3.18 Not everyone can or wants to walk or cycle, however. A significant number of journeys in Peterborough will continue to be undertaken by the private car: a reflection of its geography of the transport network. We will continue to invest in our highway network, alongside sustainable alternatives, to tackle key 'pinch points' to alleviate traffic congestion, and support Peterborough's growth.
- 3.19 Delivering additional capacity is needed at key junctions on the Parkway network, particularly where these serve large development sites and new urban extensions. Development of thousands of new homes and jobs at the Hamptons, for example, will increase traffic flows on Fletton Parkway, and without intervention, will result in significant worsening of traffic congestion at Junction 3. This will result in longer, more unreliable journeys for drivers and bus passengers, undermining our economy and worsening local air quality. Poor accessibility to major development sites also places growth at risk, as both people and businesses want to be based in attractive, well-located neighbourhoods.
- 3.20 Investment in key junctions and 'pinch points', including carriageway widening and junction improvements on Fletton, Paston and Nene Parkway, plus at Stanground, will help to improve journey times and reliability, while providing the required capacity for future growth. These investments will make travelling around Peterborough, whether travelling to work, to school or to the shops, quicker and easier and help to make the city an attractive place to live and work.
- 3.21 Better strategic linkages to Peterborough, both road and rail, will help to make long-distance journeys quicker and easier, and attract investment. We will support proposals for improvements to the A1 including a grade-separated junction at Wittering to improve safety and access to the village. The Oxford to Cambridge Expressway and continued dualling of the A47 corridor will significantly improving highway accessibility towards London and support our freight and distribution sectors. Improved rail services from Peterborough, including faster journey times to/from London (to less than 40 minutes) and Cambridge, and improved frequencies on rural routes to Cambridgeshire, Suffolk and Norfolk, will make rail a more attractive option for longer-distance travel and help make Peterborough a major business destination.
- 3.22 Our detailed plans and projects to deliver this strategy are summarised in Figure 3.1.





### Strategic projects

- 3.23 Improving access to Peterborough from the rest of Cambridgeshire and Peterborough, as well as the rest of the country, is an important priority. This will reduce journey times for longer-distance journeys by both road and rail, as well as improving the attractiveness of Peterborough as a business destination.
- 3.24 Improvements to strategic highway links are key to this strategy. Dualling of the A47 between Wansford and Sutton **along with junction improvement would** improve journey times and reduce congestion along a key strategic route from Peterborough to the A1 corridor, and the wider North of England, as well as improving road safety along a route with a history of fatal and serious collisions. Highways England have recently published their proposed route for the scheme, and construction is expected to commence in 2020. The Combined Authority support longer-term improvements to:
- the A47 corridor, where we will continue to build the case to dual the route to Kings Lynn to help improve accessibility from Peterborough to East Anglia; and
  - the A16 corridor, where we will support investigating the feasibility of dualling the route between Spalding (in Lincolnshire) and Norwood / Peterborough.
- 3.25 In addition to these improvements to our strategic highway links are a series of parallel upgrades to our rail routes. Construction has recently commenced on the Werrington dive-under scheme, to the north of Peterborough that will provide additional freight capacity, particularly for intermodal traffic on routes from the east coast ports to the North of England. This will help to take lorries off our roads and improving journey time reliability for all rail users. We will also continue to work with Network Rail to understand the feasibility of reintroducing four tracks between Peterborough and Huntingdon, allowing faster journey times and additional train services from Peterborough to London. Completion of High Speed 2 in the early 2030s will allow the opportunity to refocus the East Coast Main Line timetable through Peterborough, as non-stop services to Leeds and York are diverted to the new railway, allowing more services to call at Peterborough and providing additional capacity to London.

### Local projects

#### *City centre*

- 3.26 The Combined Authority will continue to deliver improvements to the transport network to support the growth planned for the city centre and help to make it an attractive destination for shoppers, businesses and visitors.
- 3.27 Key to the city centre improvements will be continued investment in the streetscape and urban realm to make the city core attractive, pleasant and safe. Following the improvements along Bourges Boulevard that helped to improve walking and cycling connectivity to Peterborough railway station, further urban public realm improvements will be delivered (currently unfunded) in the Midgate, Northminster and Broadway areas. These will include better paving, lighting and street furniture, improving access to the north of the centre and encouraging more people to walk and cycle.
- 3.28 Further connectivity to the railway station is proposed through a new access route associated with future development of land to the west of the station. In addition, the Council is taking

an active role in the redevelopment of North Westgate, an area of the city centre that has been underutilised for decades.

- 3.29 Supporting the continued development at Fletton Quays, a new high-density residential and commercial cluster within the city centre, immediately south of the River Nene, is a key priority. Improved pedestrian links will help better integrate the development into the surrounding area, and we will continue to develop the case for a new foot and cycle bridge across the river to the city centre and the future university site. This will significantly improve north/south walking and cycling accessibility, further supporting active travel.
- 3.30 Better serving the future site of Peterborough University, to the south of Bishops' Road, together with the wider area is imperative. We will explore a package of measures to create and enhance walking/cycling links to the University, improve highway access to the Parkway network, whilst considering how best to replace the surface-level parking provision that currently occupies the University site.
- 3.31 Local Cycling and Walking Infrastructure Plans will prioritise a series of key routes that will increase levels of walking and cycling by improving the infrastructure. Improvements will be undertaken on Peterborough's Green Wheel network, a 45-mile-long route for pedestrians, cyclists and equestrians that circles the city, and takes users through the historic Fens and scenic countryside that surrounds Peterborough.

#### *Parkway network*

- 3.32 Peterborough's parkway network provides for efficient movement within and around the city and includes two of only three bridges across the River Nene. Certain sections of route, and key junctions, suffer from significant congestion that will be tackled through a range of investments.
- 3.33 A47 Junction 18 forms a key interchange with the A15 to the north of Peterborough, used by local traffic accessing nearby retail facilities and the city centre, together with longer-distance traffic through Peterborough to East Anglia and the east coast ports. It suffers from significant peak-time congestion that will be tackled through junction improvements and additional lanes to provide capacity to accommodate future traffic growth. Existing footbridges will be refurbished and strengthened, and new crossings will be provided for foot and cycle traffic, improving the local walking and cycling network.

A1139 Fletton Parkway serves the major urban extension at Hampton, which is expected to generate significant additional traffic flows along this key route. Improvements at Junction 3, including widening of the A1139 off-slips and full signalisation, will provide capacity for additional traffic to new developments. Developer-led proposals for a new bridge for local traffic between the A605 Stanground Bypass and the London Road / The Serpentine roundabout over the East Coast Main Line will also help to relieve congestion in the area and support future development.
- 3.34 The A1260 Nene Parkway Junction 32/33 – provides a key link across the River Nene, resulting in high traffic flows and peak-time congestion. We will therefore explore widening the carriageway to three lanes in each direction across the river, together with alternative options, to relieve this key 'pinch point' on the network. A1260 Junction 15, where the route intersects with the A47, also suffers from congestion, and we will explore options to improve traffic flow at this key junction with the Strategic Road Network.



- 3.35 Improvements to the A16, by dualling a short section to the north-east of Peterborough, will help support the development at Norwood and relieve congestion. Suitable provision for non-motorised users will be incorporated in the scheme to support sustainable access to the development.

*Eastern industries and Fengate*

- 3.36 The Fengate district to the east of the city centre forms a key cluster for manufacturing and distribution firms in Peterborough and is home to the world-renowned Perkins Engines. The district is expanding further, with 30ha of land at Red Brick Farm allocated for employment development. We will therefore investigate the feasibility of improving access to this key site to provide additional capacity for future traffic growth. A study will be undertaken to look at access improvement options, which may include:

- a new roundabout at the Oxney Road / Edgerley Drain Road Junction;
- a new roundabout at Edgerley Drain Road / Storey's Bar Road / Vicarage Farm Road Junction; and
- an additional lane on the A15 Paston Parkway between Junction 20 and Junction 8.

*Stanground*

- 3.37 The Stanground area, located to the south-east of Peterborough city centre, is home to a new urban extension and is expected to accommodate significant housing and employment growth. Transport improvements are therefore proposed to support this growth, and relieve congestion, including:

- improvements to the A605 / B1095 junction to relieve queuing from right-turning traffic, which can block the nearby roundabout and result in widespread congestion;
- dualling of the eastern end of the Stanground bypass;
- junction improvements at the Stanground fire station junction, which also negatively impacts on bus journey reliability.

## Greater Cambridge

### Background

- 3.38 Greater Cambridge includes both the City of Cambridge and the surrounding district of South Cambridgeshire and has a combined population of approximately 280,000 people. It includes the historic, internationally-renowned Cambridge city centre; two world-class universities; internationally-renowned high-tech research, innovation and science parks (including the largest centre of medical research and health science in Europe: the Cambridge Biomedical Campus); and more than one hundred rural hamlets, villages and small towns.
- 3.39 Cambridge itself forms the centre of the region, with a population of approximately 125,000 people. It includes a city centre with an extensive retail, leisure and tourist offer, two universities, and a number of large employment sites. Densely-populated, many residents cycling or travelling by public transport to work: 52% of people cycle at least once a week, greater than any other Local Authority area in the country.
- 3.40 South Cambridgeshire, by comparison, is a predominately rural district, comprising villages and small towns, with no settlement larger than 10,000 people. Cambourne, a new settlement located ten miles west of Cambridge, forms the largest town and is home to the District Council offices. Northstowe, a new town located five miles north-east of Cambridge, is in development and due to grow to accommodate approximately 10,000 homes.
- 3.41 Aside from the cluster of biotechnology and science parks located in South Cambridgeshire, including the Cambridge Science Park, the Wellcome Genome Campus, Babraham Research Campus and Granta Park, the area predominately looks to Cambridge for employment, shopping and major services, which complement those located within the district. 23,400 workers living in South Cambridgeshire commute to work in Cambridge city, for example, compared to 23,800 that work within the district itself<sup>35</sup>.
- 3.42 In 2014, the Greater Cambridge area negotiated a City Deal with Central Government, delivering up to £500 million of grant funding to invest in projects to support future growth. The City Deal recognised the regions' national importance and provided funding to address several key constraints to growth – particularly the transport network.
- 3.43 The Greater Cambridge Partnership, the body formed to deliver the aims and objectives of the City Deal, was established to plan and deliver schemes to alleviate these constraints. Its Board comprises a representative from each of Cambridgeshire County Council, Cambridge City Council, South Cambridgeshire District Council, the University of Cambridge and the business community. The Combined Authority continues to work very closely with the Greater Cambridge Partnership to integrate plans, funding, and delivery to deliver a world-class transport network.

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<sup>35</sup> Source: [Location of usual residence and place of work](#) (Office for National Statistics, 2011)

### Recent and planned growth

- 3.44 Greater Cambridge's population has increased by 10% over the past ten years<sup>36</sup>, with property prices have increased by more than 64% between 2007 and 2017<sup>37</sup>. Greater Cambridge is now one of the most unaffordable places to live in the country, with average house prices more than 12 times<sup>38</sup> average local earnings in 2017. This undermines quality-of-life and the region's attractiveness as a place to live and work. Recent growth has seen the historic development pattern of Greater Cambridge change significantly in recent years, with Cambridge emerging as the heart of a rapidly growing, polycentric city region.
- 3.45 Historically, employment and economic activity in the city of Cambridge was centred around the city centre but beginning with the construction of the Cambridge Science Park in 1971, development has increasingly occurred on the city 'fringe'. Partly reflecting the lack of available land for development in the city centre, Cambridge's development and employment has become increasingly decentralised, with employment and leisure activity focused within six key districts:
- Cambridge City Centre;
  - Cambridge Station, CB1 and Hills Road;
  - Cambridge Biomedical Campus and 'Southern Fringe';
  - Cambridge Science Park and 'Northern Fringe';
  - West Cambridge; and
  - Cambridge East.
- 3.46 Collectively, these sites account for 63% of all jobs within the Cambridge urban area, and 40% of all jobs within Greater Cambridge. Growth is expected to be disproportionately located in these areas, which benefit from agglomeration and good labour market accessibility.
- 3.47 Both Cambridge and South Cambridgeshire have ambitious plans for growth, which will require continued investment in the regions' transport network to provide the capacity, connectivity and accessibility required. More than 33,500 homes and 44,000 jobs are expected to be delivered by 2031 under both districts' Local Plans, with a 'sequential' approach to development, where the most sustainable locations are prioritised first for growth. Housing growth is therefore proposed under the Plan from 2011 to 2031<sup>39</sup>:
- firstly, in the existing urban area of Cambridge (6,800 homes);
  - within defined fringe sites on the edge of Cambridge, and sites proposed to be released from the inner Green Belt boundary (e.g. at North West Cambridge) (12,700 homes);
  - within existing and newly identified new settlement locations at Cambourne, Northstowe, Bourn Airfield and Waterbeach (8,100 homes); and
  - (lastly) within identified villages (8,200 homes), reflecting the difficulty in achieving sustainable growth in these locations.

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<sup>36</sup> Source: [ONS Mid-Year Population Estimates, mid-2017 vs 2007](#) (Office for National Statistics, 2018)

<sup>37</sup> Source: Cambridgeshire and Peterborough Local Transport Plan Evidence Base (Steer, 2018)

<sup>38</sup> The average house price to earnings ratio in the city of Cambridge is 13. In the Greater Cambridge area, which also includes South Cambridgeshire, the average is 12.

<sup>39</sup> Source: [Cambridge Local Plan](#) (Cambridge City Council, 2012)

- 3.48 Looking to the longer-term, post-2031, the two Local Planning Authorities are about to embark upon developing a joint Local Plan and the Combined Authority is currently developing a Non-Statutory Spatial Framework (NSSF), which will outline the region's longer-term potential for growth. This will build on the Cambridgeshire and Peterborough Independent Economic Review (CPIER) that highlighted Greater Cambridge's unique potential for growth but stressed the need for significantly higher levels of housing delivery in order to deliver the region's potential.

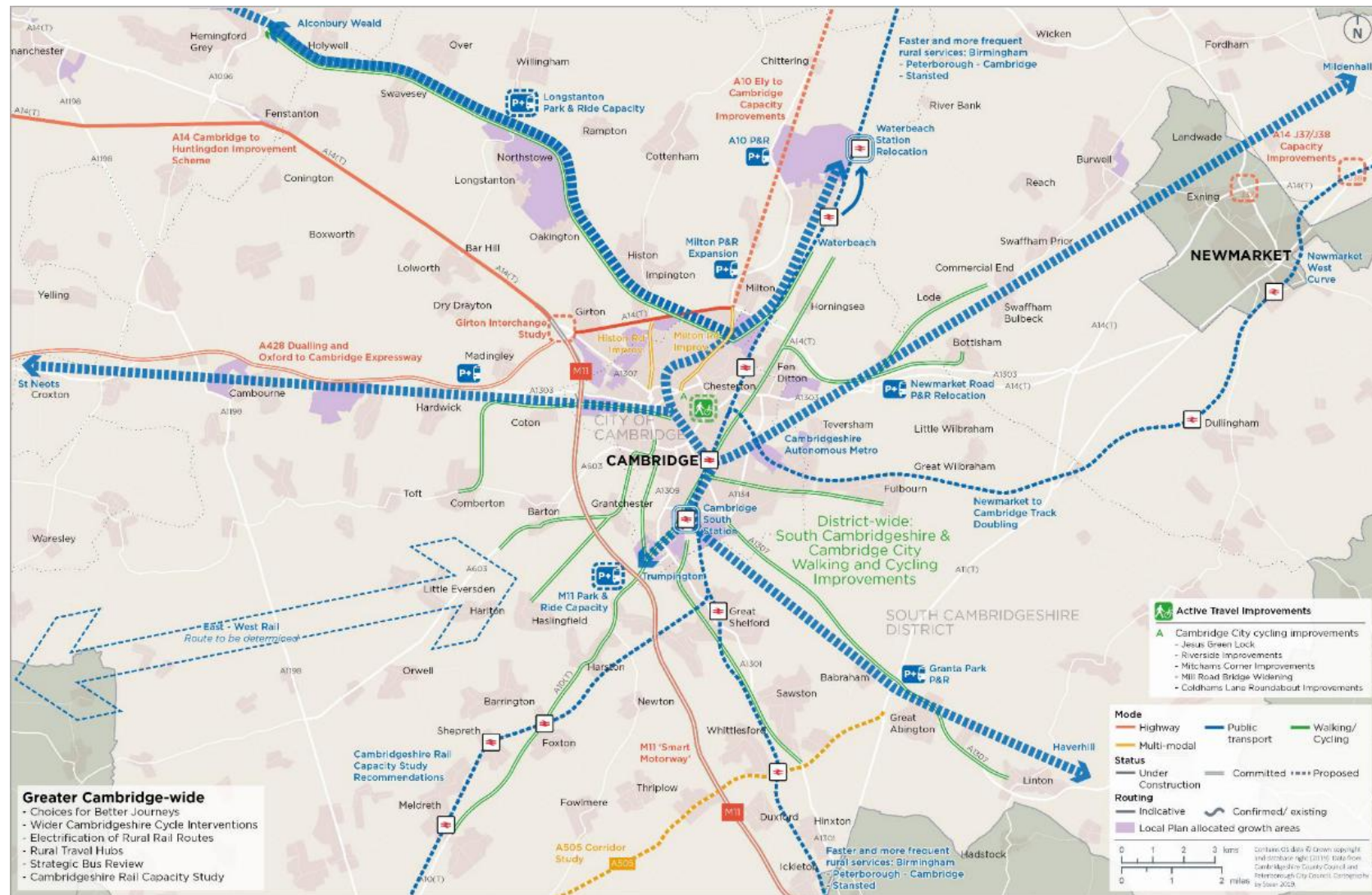
#### **Transport challenges**

- 3.49 Supporting this growth presents a unique challenge for Greater Cambridge. There is a clear need for an ambitious approach to significantly increase transport capacity to support additional trips from new residents, while tackling congestion on the highway network and creating more attractive, less car-focused places to live and work. Tackling congestion was identified in the City Deal as a key barrier to growth. The Greater Cambridge Partnership aims to reduce traffic by up to 15% on 2011 levels, equivalent to taking one in four cars off the road compared to today's traffic flows. Commuters into Cambridge by car spend on average a quarter of their journey time stuck in traffic, with significant implications for their productivity and wellbeing.
- 3.50 To improve people's journeys into and around Greater Cambridge, we need to significantly improve and expand the public transport network and invest in better active travel infrastructure. More people need to walk, cycle or use public transport for their journeys, rather than driving as they do today. Without action, the number of car journeys may rise by up to 50% by 2031, impacting on local air quality and health outcomes, and potentially threatening Greater Cambridge's outstanding quality-of-life. Cambridge is a historic city, and simply providing additional highway capacity to support growth does not form a viable or attractive option.
- 3.51 Delivering a more sustainable public transport network, combined with better walking and cycling infrastructure, will better connect communities and employment areas and provide a genuine alternative to the car. Today, congestion means that many bus services are comparatively slow, particularly on routes into the city, leading to poor reliability that can mean that users do not feel they can rely on the bus to travel to work or access essential services. In rural areas, many services are infrequent or non-existent, with services limited at evenings and weekends, undermining the ability of the public transport network to compete with the car. There is also no comprehensive demand-responsive service for those communities not directly served by the bus network.
- 3.52 Many major destinations and employment sites, such as the Cambridge Biomedical Campus and the West Cambridge Site, lack good public transport accessibility, with bus services limited to those running along specific corridors to the city centre, rather than providing wider accessibility to market towns and new settlements in Greater Cambridge. Future growth is expected to be focused at such sites, and so there is a clear need for improved public transport accessibility to both provide a genuine alternative to the car (and hence alleviate congestion) as well as ensure that Greater Cambridge's dynamic, highly productive firms have the best access to skill and talent elsewhere.

- 3.53 Although much of the region has benefited from significant investment in high-quality infrastructure for non-motorised users, such as new cycleways along Huntingdon Road, many city districts and local villages lack safe, attractive pavements and cycleways. Concerns with cycling amongst traffic, particularly on congested and polluted roads, acts as a key deterrent to active travel, and hence there is a clear need to invest in improved infrastructure to make walking and cycling an attractive option for short trips.
- 3.54 Our detailed plans and projects to exploit the opportunities and overcome the challenges faced by Cambridge and its environs are summarised in Figure 3.2.



Figure 3.2: Summary of key projects in Greater Cambridge



### **Progress to date**

- 3.55 Greater Cambridge has seen several transport schemes come to fruition since the adoption of the Cambridgeshire Local Transport Plan 3 in 2014, delivered through the combined efforts of the Greater Cambridge Partnership, Cambridgeshire County Council and the Combined Authority.
- 3.56 Efforts have focused on delivering sustainable transport improvements, with the Greater Cambridge Partnership completing a number of improvements to cycle routes including the A10 cycleway to Melbourn and four cross-city cycling schemes, with work beginning on the 'Chisholm Trail' including a new bridge over the River Cam. Cambridgeshire County Council recently secured £10.1 million from the DfT's Cycle City Ambition Fund that funded 'Dutch-standard' cycle routes on major road corridors into Cambridge, including the Huntingdon Road.
- 3.57 Several major improvements have also been made to the city's public transport network, including the opening of a new £44m railway station – Cambridge North – in 2017. Designed to serve the Cambridge Science Park – a major employment site – together with surrounding residential areas, more than 450,000 journeys are already made annually to and from the station. Improvements have also been made to Cambridge station, with a larger concourse and ticket office, and additional ticket gates and machines, completed in 2017, following completion of the largest multi-story cycle park in the country, with more than 2,500 spaces.
- 3.58 Against a background of falling bus patronage and national reductions in service mileage, the Combined Authority in partnership with District Councils have provided new grants to continue to support vital bus services linking smaller towns and villages in South Cambridgeshire to the city, such as the X3 from Papworth to Cambridge, the 196 from Waterbeach to Cambridge, the 31 from Barley to Cambridge and the 75 from Wrestlingworth to Cambridge.

### **Our approach**

- 3.59 Sustainable transport, including investment in walking, cycling, rapid transit and better bus and rail services, is central to our strategy. A measure of success will be more people travelling on foot, by bike and public transport, reducing congestion, improving air quality, working towards net zero carbon emissions, and helping to create attractive, healthy, and thriving streets and communities where people want to live. Our strategy is ambitious, but deliverable, and represents a step-change in planning how people travel across the region.
- 3.60 Delivery of the CAM in collaboration with the Greater Cambridge Partnership will provide a reliable, high frequency metro service between the employment hubs and high-tech clusters of Greater Cambridge, including the Cambridge Science Park and Biomedical Campus, with the city centre and surrounding market towns and new settlements. Work is already underway on the first phase of the CAM through the Greater Cambridge Partnership's programme to provide high quality, segregated public transport routes along key corridors, including links to Cambourne, Granta Park, Cambridge East and Waterbeach.
- 3.61 CAM will provide a step-change in public transport connectivity across the region, with services being segregated from other motor traffic within Cambridge. It will enable residents and visitors to travel quickly and easily across Greater Cambridge, providing better access to employment and education, broadening labour markets, and thereby supporting our dynamic economy. The scheme, including segregated links to Cambourne, Granta Park and Waterbeach, will also significantly improve the accessibility of new settlements (such as Bourn Airfield and Waterbeach New Town), supporting the delivery of much-needed homes, and

major employment clusters at the Cambridge Biomedical Campus and Science Park, supporting productivity growth and the creation of skilled, well-paid jobs. Each CAM route – outside of the tunnelled city centre section – will include segregated parallel infrastructure for pedestrians, cyclists and horse riders, opening up new commuting opportunities on foot or by bike, similar to that already achieved by the Cambridgeshire Guided Busway.

- 3.62 Complementing CAM will be a comprehensive, better integrated network of local bus services, connecting the suburbs of Cambridge and smaller towns and villages to employment centres across the area and the CAM network. Park & Ride sites will continue to provide sustainable options for those who do not have a feasible alternative to the car. These will be better integrated into surrounding local transport networks, acting as travel hubs with high-quality interchange between CAM and local bus and demand-responsive services, together with the walking and cycling network. Local buses – and demand-responsive transport within South Cambridgeshire – will be designed to ensure that no one is outside of the reach of safe, reliable public transport, and hence helping to maximise social inclusion for those who lack access to a car.
- 3.63 Improved Dutch-quality segregated infrastructure for pedestrians, cyclists and horse riders – such as the Greater Cambridge Partnership’s ‘Greenways’ programme – will encourage active travel by making it a safer, more attractive travel option within our communities, and seamlessly connecting into the public transport system. More journeys by bike and on foot will help to reduce air pollution, support better health outcomes, and alleviate congestion on the highway network. New technology, such as affordable electric bikes, will increase the attractiveness of cycling to new groups of people and extend the distance at which people are willing to cycle. We will support the introduction of bike sharing schemes, to facilitate cycling for visitors and those making ‘one-way’ trips, subject to the agreed *Code of Conduct for Cambridge* agreed with local councils to ensure that negative impacts on the urban realm are minimised.
- 3.64 Residents of all ages – including children and teenagers – will be able to cycle to school, college, the shops or the cinema safely, helping them live healthy lives and providing them with the independence to travel without being driven by family. Better designed streets, with improved active travel facilities, will be less dominated by traffic, helping to create attractive communities and better places to live in line with the guidance within the new *Making Space for People* Supplementary Planning Guidance, funded by the Greater Cambridge Partnership. The Supplementary Planning Guidance is expected to be adopted shortly.
- 3.65 Improved rail services, such as faster, more frequent services between Peterborough, Cambridge and Stansted Airport, and a new station at Cambridge South, will help to improve inter-regional connectivity, and provide important longer-distance commuting links into Cambridge. Cambridge South station will support development at the Cambridge Biomedical Campus, expected to generate over 30,000 additional journeys by 2031, and relieve congestion in and around the campus by providing greater sustainable transport options. Commuting into Cambridge by rail will become a more attractive option, allowing residents to switch from car and improving access to skilled labour for our dynamic, productive firms.
- 3.66 Demand management in Cambridge will be considered to reduce congestion, improve air quality, work towards net zero carbon emissions, and help fund an improved public transport network, while ensure that Cambridge’s road network is prioritised for walking, cycling and public transport. The Greater Cambridge Partnership’s recent engagement with the public through the *Choices for Better Journeys* initiative and the UK’s first Citizens’ Assembly on transport for views on different options for delivering demand management in the city.



- 3.67 Our highway network will still play an important role for some journeys, particularly those between our rural villages and for freight movements. Targeted highway improvements will provide additional capacity for essential highway trips where major population growth is expected, such as investment in the A10 at Waterbeach New Town, accompanied by investment in sustainable transport. Improvements to orbital corridors – such as the M11 – will help to ensure that strategic traffic can bypass Cambridge effectively and reduce traffic flows through Cambridge and smaller towns and villages.
- 3.68 We will assess the feasibility of investing in a limited number of specific ‘pinch points’ in the highway network that currently contribute to severe localised traffic congestion and cannot be alleviated through other means, accompanied by complementary initiatives to avoid knock-on impacts elsewhere on the network. Support will be given to wider strategic upgrades to the highway network, such as the completion of the Oxford to Cambridge Expressway, to improve connectivity and key freight linkages with the rest of the country.

*Working in Partnership*

- 3.69 Key to successfully delivering our strategy is working in collaboration with key local partners. Several organisations have specific responsibilities for transport, planning and project delivery, and hence, partnership working is key to delivering our vision for Greater Cambridge. These include working closely with:
- The Greater Cambridge Partnership, who are currently leading the development of a series segregated public transport corridors from Cambridge to Cambourne, Granta Park and Waterbeach that will form part of the future CAM network.
  - The local planning authorities of Cambridge City Council and South Cambridgeshire District Council.
  - Cambridgeshire County Council, who have responsibilities for maintenance and investment in the local highway network, as well as local bus services, and will be key to helping realise our plans for local transport accessibility.
  - DfT, Highways England, Network Rail, the East West Rail Company, and Train Operating Companies responsible for delivering wider strategic transport improvements.
- 3.70 Engagement with large employers, organisations at large employment sites, and developers will continue to be critical in order to successfully deliver our strategy and vision for Greater Cambridge. Detailed plans and projects are set out below.

**Strategic projects**

- 3.71 Several highway and public transport corridors link the Cambridge urban area to the towns and villages of South Cambridgeshire, and form strategic links between Greater Cambridge, the rest of the Combined Authority, and the rest of the country. Major residential and employment development is proposed at points along these corridors. This growth will help support the continued success of Greater Cambridge – and the wider Combined Authority – by providing the floorspace for companies to expand and prosper, and the new homes that are key to alleviating Greater Cambridge’s housing affordability crisis. However, in the absence of intervention, this growth will result in increasing congestion and worsening journey times, particularly in peak periods.
- 3.72 Working in partnership with the Greater Cambridge Partnership, we have developed a package of significant public transport, walking and cycling improvements, alongside targeted highway investments. The aim of these package of measures is to deliver a more sustainable

transport system. These schemes, underpinned by our policies, will help make travelling on foot, by bike or public transport more attractive than by car, thereby alleviating congestion and supporting the region's growth.

*North – towards Waterbeach and Ely*

- 3.73 Waterbeach New Town, located six miles north of Cambridge along the A10 corridor, will be home to a new settlement of approximately 9,000 homes. Key to building sustainable travel patterns, and a successful thriving community, is comprehensive and reliable public transport provision. We will support Greater Cambridge Partnership in the delivery of a new segregated public transport corridor to Cambridge, integrated with a new travel hub with parking, to provide a genuine alternative to the private car. This will form a first phase of the CAM network, operated by high-quality electric vehicles, prior to the opening of tunnels under the city centre. Relocation of Waterbeach station, with a larger car park and longer platforms, and a 'Greenway' from Waterbeach to Cambridge for pedestrians, cyclists and horse riders, will also help to attract drivers away from their cars and create a more sustainable transport system for the region.
- 3.74 Dualling of the A10, combined with upgrades to Milton Interchange, will provide additional highway capacity where required to support developments and assist in the alleviation of chronic traffic congestion along the corridor. It will be accompanied by parallel infrastructure for non-motorised users.

*West – towards Cambourne, St Neots and Bedford*

- 3.75 Along the A428/A1303 corridor, the Cambourne to Cambridge scheme being led by the Greater Cambridge Partnership will deliver a segregated public transport corridor from Cambourne. This corridor will serve the future housing sites at Cambourne West and Bourn Airfield, to West Cambridge and other key employment sites and destinations. Similarly, to Waterbeach, this will form a first phase of the CAM network, operated by high-quality electric vehicles, and will include a new Park & Ride site at Scotland Farm or Madingley Mulch. It will help to attract those who currently drive to public transport, and hence contribute towards reducing the impacts of traffic on local communities. Parallel facilities for pedestrians, cyclists and horse riders will create new opportunities for active travel to and from Cambridge.
- 3.76 East West Rail, a new rail link from Cambridge to Bedford, Milton Keynes and Oxford, will also transform public transport connectivity along the Oxford to Cambridge corridor and, subject to consultation, is expected to serve new or expanded stations in Sandy, Tempsford, Cambourne and/or Bassingbourn depending on the alignment chosen. It will open up new sustainable commuting opportunities to Cambridge from the west and create a direct rail link along the Oxford to Cambridge arc for the first time since the 1960s.
- 3.77 Dualling of the A428 between Cambourne and St Neots, currently being proposed by Highways England, will improve access to and from Greater Cambridge from St Neots, Bedford and the wider Strategic Highway Network. This will form the first phase of the Oxford to Cambridge Expressway.

*South – into South Cambridgeshire and towards Stansted Airport*

- 3.78 Along the A10 and M11 corridors, we will continue to work with partners to deliver improvements to key rail routes, including an increased frequency of trains to Stansted Airport, and in the longer-term an upgrade of the M11 to 'smart motorway' standard around Cambridge to improve journey time reliability along this key strategic route. This will help to

ensure that the M11 continues to act as a strategic bypass for Cambridge, and limits traffic flows through the city. Additional Park & Ride capacity, including at M11 Junction 11, will also help to reduce traffic within central Cambridge by providing more sustainable travel options for those outside the reach of existing high-frequency public transport links.

- 3.79 Improvements to the A505, including better orbital public transport, local junction improvements and/or dualling, will help to relieve traffic congestion and support growth at the Wellcome Genome Campus, Granta Park and the proposed North Uttlesford Garden Community in North Essex. We will continue to explore how to improve sustainable cross-border connectivity from Greater Cambridge to the proposed North Uttlesford Garden Community, in partnership with Uttlesford District Council, reflecting the likelihood for high levels of commuting between the Garden Community and Greater Cambridge.

*East – the biotech corridor and towards Newmarket and Haverhill*

- 3.80 The Cambridge Biomedical Campus, located on the south-eastern fringe of Cambridge, is expanding rapidly, and is expected to be home to 26,000 workers by 2031<sup>40</sup>. It will be linked directly to the A1307 corridor by the Cambridge South East scheme, currently being developed by the Greater Cambridge Partnership. This will deliver a segregated public transport corridor from Granta Park to the Cambridge Biomedical Campus and a new Park & Ride site near the A11, which will form part of the CAM network at opening. This will be combined with additional bus priority measures along the A1307 corridor to Haverhill, and a segregated path for pedestrians, cyclists and horse riders.
- 3.81 The improvements described above will significantly enhance the accessibility of the Cambridge Biomedical Campus, the Wellcome Genome Campus, Babraham Research Campus and Granta Park, thereby supporting the creation of high-value jobs in life sciences and research and development. In addition, they will improve connectivity towards Haverhill and supporting future housing growth. The segregated public transport corridor will form a first phase of the CAM network, operating with high-quality electric vehicles prior to the opening of tunnels under Cambridge city centre, and will be accompanied by a new active travel 'Greenway' along the corridor.
- 3.82 Frequency enhancements on the rail corridor to Newmarket accompanied by an increase in Newmarket to Cambridge services to half-hourly, will help to provide a genuine alternative to driving along the A14 corridor and help to reduce traffic in Cambridge city. We support electrification of this key route in the longer-term, to reduce journey times for passengers and provide a key component of the electrification of the rail freight route from Felixstowe to the Midlands.

**Local projects**

- 3.83 The city of Cambridge, and its large employment sites in the vicinity of the city centre (at the Cambridge Biomedical Campus, the Cambridge Science Park and West Cambridge), forms the centre of the region, and accounts for 23% of employment. Future growth is expected to be concentrated primarily at 'fringe' sites in the city that will place new and renewed pressures on the highway network. Sustainable investment in our transport network, both within the City and on the surrounding corridors, is imperative to supporting future growth, and relieving congestion by attracting people out of their cars.

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<sup>40</sup> **Source: [Greater Cambridge Partnership website](#) (Greater Cambridge Partnership, 2019)**

- 3.84 Across the region, we will continue to improve our public transport network to increase accessibility and encourage people out of their cars. The Greater Cambridge Partnership is already making significant investment in bus priority, alongside walking and cycling facilities, along the Histon Road and Milton Road corridors. Our proposals for the bus network will help to increase frequencies, improve reliability and reduce journey times, both within Cambridge and our rural towns and villages, based on the recommendations of the recently-completed Strategic Bus Review. The Greater Cambridge Partnership's recent public engagement, *Choices for Better Journeys*, explored the public's views on how to improve and fund public transport within Cambridge through investment in public transport, walking and cycling, as well as proposals for tackling congestion, improving air quality and enhancing public realm through better managing demand for road space.
- 3.85 High-quality active travel facilities, both within Cambridge and between smaller towns and villages in South Cambridgeshire, will ensure that active travel is an option for all journeys, either for journeys in their entirety or for accessing the wider public transport network. Initial investment will be focused on improvements on new segregated cycleways on key radial routes within Cambridge, including along the Histon, Milton and Huntingdon Roads, together with the Chisholm Trail, a new cross-city link including a new bridge over the River Cam, and the Greenways programme that is currently being delivered by the Greater Cambridge Partnership. Greenways will deliver new and improved segregated links from Cambridge to twelve market towns and villages in South Cambridgeshire, providing safe and attractive facilities for walkers, cyclists and horse riders away from traffic for the first time.
- 3.86 In the longer-term, across the timespan of this Local Transport Plan, continued investment in active travel will help to achieve the ambition of connecting all communities in Greater Cambridge with safe, attractive infrastructure, largely segregated from traffic, for non-motorised users. New travel hubs and interchanges, including with CAM, will enable individuals to easily access transit, even when they are outside walking distance of a CAM stop or a railway station. Our policies will help to ensure the benefits of new infrastructure are maximised, including working with employers to provide good cycle parking facilities to encourage e-bikes and cycle freight.
- 3.87 In the longer-term, Greater Cambridge will benefit from CAM, which will seamlessly link our market towns and new settlements to major destinations within Cambridge, including the city centre, the Biomedical Campus, West Cambridge and the Cambridge Science Park via new tunnels under central Cambridge.
- 3.88 The first phases of CAM will include new segregated links to Cambourne, Haverhill (via Granta Park), East Cambridge and Waterbeach New Town, being delivered by the Greater Cambridge Partnership from 2024, prior to the opening of the tunnelled sections providing cross-city connectivity from 2029. Operated by electric, rubber-tyred vehicles, segregated from traffic, CAM will deliver a high-quality, reliable transport network with fast journey times competitive with the private car. CAM is key to our proposals to reduce traffic in Cambridge by attracting people out of their cars, helping to improve air quality, free up road space for walking and cycling and create less traffic-dominated and more attractive places to live.
- 3.89 Expanding access to the rail network, including delivering a new station at Cambridge South to directly serve the Cambridge Biomedical Campus. Additional rail services from Cambridge, Cambridge North and the future Cambridge South to Stansted Airport, Ely and Peterborough, will be prioritised with the aim of each key destination having at least a half-hourly service to and from Cambridge. Our work will be informed by the Cambridgeshire Rail Capacity Study

that has identified network constraints on the Cambridgeshire rail network, with the view to identifying potential improvements to facilitate additional services and/or routes.

## Huntingdonshire

### Background

- 3.90 Huntingdonshire is the largest district in Cambridgeshire, with a population of 170,000 across an area of over 900 km<sup>2</sup>. It is predominately rural in nature, with a sparse population density of just four people per acre – compared to 75 in Cambridge<sup>41</sup> – with local employment and key services focused in the large towns of Huntingdon and St Neots, together with St Ives to the east. Huntingdonshire's towns and rural villages have strong links to neighbouring communities, including Cambridge to the east, Peterborough to the north and Bedford to the south-west. These provide employment, shopping, leisure and health services to complement those available within the district and generate significant long-distance travel demand.

### Recent and planned growth

- 3.91 Huntingdonshire's population has grown by around 20% over the past 20 years, partly in response to housing market pressures in and around Cambridge. Recent housing and employment growth have been concentrated in and around the district's main towns, and to a lesser extent within the larger villages, placing a significant pressure on the region's transport infrastructure.
- 3.92 The Huntingdonshire Local Plan outlines proposals for at least 20,100 new homes (both market and affordable), together with 14,400 additional jobs, in the period 2011-2036. Development is expected to be focused in four spatial planning areas, reflecting their status as the district's traditional market towns and most sustainable centres. These are:
- Huntingdon, including Brampton and Godmanchester, and the new settlement of Alconbury Weald;
  - St Neots, including Little Paxton and the urban extension at St Neots East;
  - St Ives, including the redevelopment of the Wyton Airfield site, subject to alleviating local transport constraints in timescales beyond the current Local Plan period; and
  - Ramsey, including the former RAF Upwood site.

### Transport challenges

- 3.93 Reflecting the district's rural geography, local communities rely on the private car for the vast majority of trips. For example, approximately 79% of journeys to work within the district are by road, which contributes towards local congestion and poor air quality. High traffic flows, particularly through rural villages and high streets, have a negative impact on the local environment, and make it less attractive to walk or cycle for local journeys. Many rural, single-carriageway roads, with high traffic speeds and substandard alignments have poor road safety records and can present challenges for freight transport.
- 3.94 While the region benefits from excellent strategic links, including the East Coast Main Line and the A14, A428 and A1, these also suffer from significant traffic congestion, particularly at key junctions (such as the Buckden Roundabout). Longer-distance journeys originating in Huntingdonshire, particularly towards Cambridge, contribute towards congestion and poor air quality problems.

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<sup>41</sup> Source: [Huntingdonshire's Local Plan to 2036: Proposed Submission 2017](#) (Huntingdonshire District Council, 2018)



- 3.95 In addition, those who lack access to private transport – particularly within rural villages – often have limited access to good public transport that exacerbates social exclusion and can mean that some are ‘forced’ into car ownership as they feel they have little practical alternative to access employment or other key services. Some bus services, particularly within rural areas, are infrequent, and community transport for those not directly served by bus does not always provide a sufficiently comprehensive service. Dedicated, high-quality walking and cycling infrastructure is also limited outside of Huntingdon, St Neots and St Ives and deters the use of active modes and contributes to poor health outcomes.
- 3.96 Aside from the East Coast Rail Line and the successful Guided Busway, linking Cambridge to St Ives, there is a notable lack of sustainable, high-quality, long-distance public transport connectivity from Huntingdonshire. This acts to limit the commuting opportunities of residents in Huntingdonshire, making it difficult to travel to employment or education opportunities further afield, such as at the Cambridge Biomedical Campus or Cambridge Regional College.
- 3.97 Future development, in particular at Alconbury Weald, is dependent on securing significant upgrades to the region’s highway and public transport infrastructure. If these developments are to be attractive places to live and work, they need to be; well-integrated into the region’s key highway network (and the A1 and A14) without worsening congestion; and, include seamless public transport connectivity to Huntingdon, Cambridge and London. Environmental constraints of such transport infrastructure must also be suitably mitigated.

#### **Progress to date**

- 3.98 Located directly between Cambridge and Peterborough, the transport network in Huntingdonshire is critical to the success of the Combined Authority as a whole. Several improvements have been made to Huntingdonshire’s transport network since the publication of the Cambridgeshire Local Transport Plan in 2014, including the £1.5bn A14 Cambridge to Huntingdon improvement scheme. The first section of this route, between Swavesey and Brampton Hut at the A1 to the south of Huntingdon, opened in December 2019, with the complete route expected to open in 2020. This will include the removal of the A14 viaduct over Huntingdon Town Centre, helping to create a more attractive environment within the town, with the wider upgrade of the route alleviating a serious bottleneck on the major highway link between Cambridge and Peterborough.
- 3.99 Major investment is also being delivered in St Neots, where a £4.1million bid for investment was agreed by the Combined Authority board in June 2018 as part of a package of investment and initiatives designed to pave the way for accelerated growth within the town. These initiatives were outlined in the St Neots Masterplan, which includes a range of future projects such as a new foot and cycle bridge and improvements to street furniture to improve the towns ‘urban realm’, to be completed in 2021. The ambitious nature of these schemes, and their progressive vision has led to St Neots being declared the first ‘Smart Town’ in the country.

#### **Our approach**

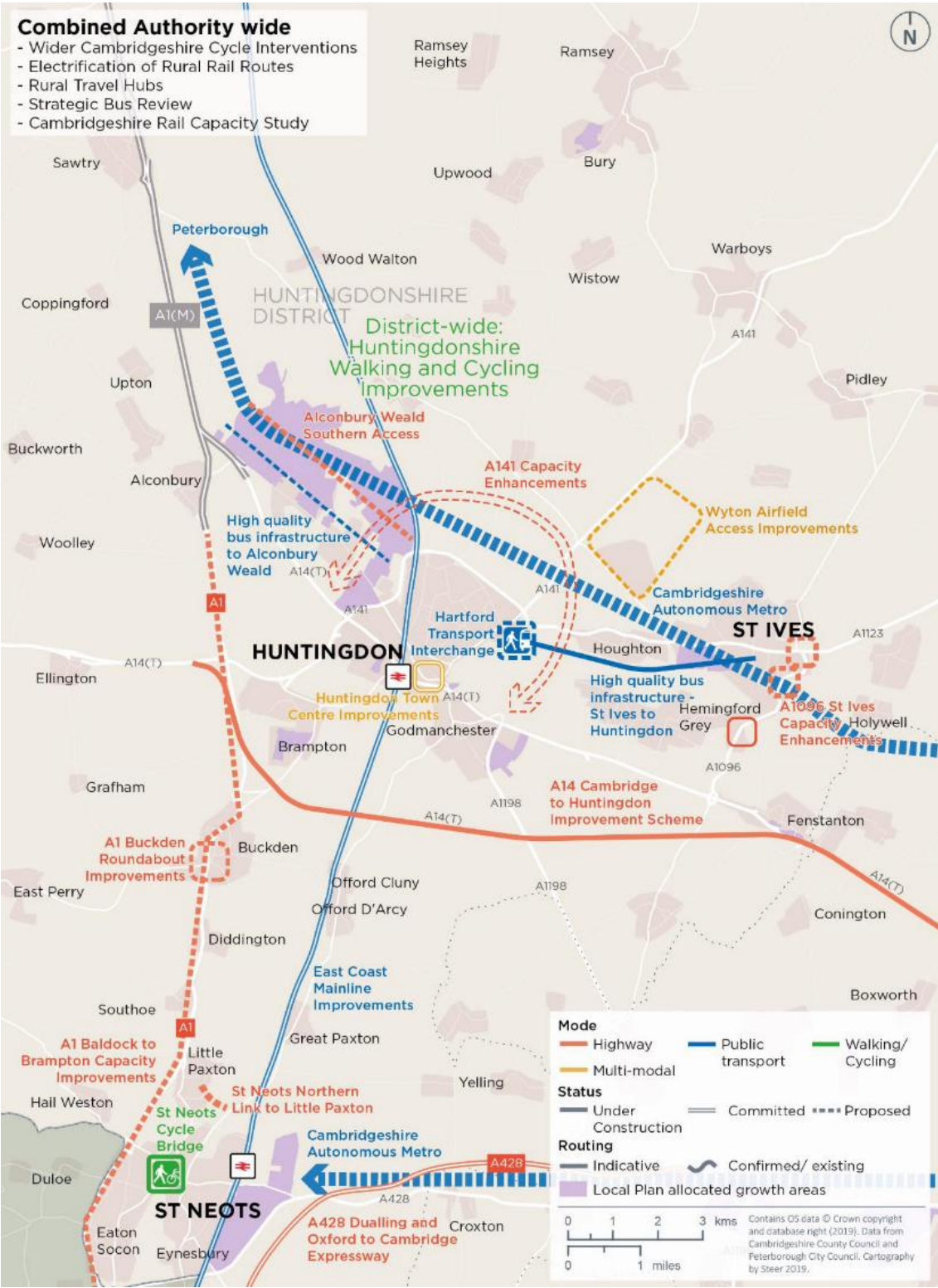
- 3.100 Reflecting our rural geography, many longer distance journeys within Huntingdonshire will continue to take place by road. We will therefore continue to invest in our highway network, alongside sustainable alternatives, to tackle key ‘pinch points’, alleviate local traffic congestion and improve safety. Our approach will seek to prioritise improving access to new development sites, together with improving strategic connectivity to Greater Cambridge and the rest of the country.

- 3.101 Our strategy for the bus network is key to delivering this, with frequent services on ‘core’ inter-urban routes, such as St Neots – Cambourne – Cambridge and Alconbury – Huntingdon – St Ives – Cambridge. These will be complemented by a set of ‘local’ routes, with a sustainable but attractive and consistent frequency, linking larger market towns and some smaller villages, such as Huntingdon – Brampton – Buckden – St Neots, and Huntingdon – Godmanchester – Papworth Everard – Cambourne. This will be supported by a review of levels of service at evenings and weekends. Improved bus priority measures, particularly within Huntingdon, have the potential to deliver faster, more reliable journeys that can compete with the car on journey times.
- 3.102 Many Huntingdonshire residents, however, live within smaller villages outside of the reach of existing bus services, or receiving an infrequent service. Working in partnership with Huntingdonshire District Council, we will ensure that local community and demand-responsive transport provides accessibility for all, integrated into the bus and rail network with dedicated interchanges and joint ticketing.
- 3.103 Our approach will integrate all forms of public transport – including rail services, local buses and community and demand-responsive transport – to provide a seamless, attractive and comprehensive rural public transport network. We will work to adapt existing rail and bus stations in rural travel hubs, offering improved real-time information provision, waiting facilities and cycle and car parking, supported by a more unified, integrated ticketing system.
- 3.104 We will also explore opportunities to enhance strategic public transport accessibility and support growth through new infrastructure, including improving multi-modal connectivity to Alconbury Weald through new segregated transit links between St Ives, Huntingdon and Alconbury – planned to be integrated into the future CAM network – together with support for East West Rail to provide a direct rail service from Huntingdonshire to Cambridge, Milton Keynes and Oxford. This will help to significantly reduce journey times to major cities elsewhere, creating new opportunities for work and leisure for our residents while supporting expanding the labour market and Cambridgeshire and Peterborough’s productivity.
- 3.105 Additional highway capacity and improved accessibility is primarily required at major development sites such as Alconbury Weald, in order to support the delivery of much-needed homes and jobs. We will invest in improved access to these sites, particularly around the heavily congested A141 Huntingdon Northern Bypass corridor, helping to create faster, more reliable journeys by car. Investment in improved regional highway connectivity, such as the dualling of the A428 between Cambourne / Caxton Gibbett and the Black Cat Roundabout, as part of the delivery of the wider Oxford to Cambridge Expressway, will also improve accessibility to Greater Cambridge and the rest of the country, and help to make Huntingdonshire a more attractive place to live or locate a business. Improvements to the A14, one of the most congested routes in the country, are currently underway and include a new bypass to the south of Huntingdon and upgrades to a 21-mile section. Work is due to be completed in 2020 and will bring journey time, reliability and safety benefits to residents, workers and businesses alike.



- 3.106 It is important, however, that the delivery of much-needed improvements to our key road corridors is not at the expense of better walking, cycling and public transport connectivity, and does not result in car dependency. New highway infrastructure will therefore be planned in conjunction with sustainable transport links, planned in accordance with the highest design standards to minimise the impact on the natural environment, and to reduce traffic in local residential streets.
- 3.107 New, high-quality active travel infrastructure – such as a new foot and cycle bridge at St Neots – will also help to make active travel a safer and more attractive option for local journeys within and between our towns and villages. More journeys on foot and by bike will also help to alleviate traffic congestion and improve air quality, whilst allowing those without access to a car – such as teenage children – more independence and opportunity to travel. Continued support for electric vehicles, in partnership with local districts and national government, will help to reduce carbon emissions towards net zero and improve local air quality.
- 3.108 Key to ensuring a safe, accessible transport network for all that supports social inclusion and access to opportunity is our package of investment and financial support for our rural public transport network. More people will have a genuine alternative to the car in the form of access to reliable, comprehensive public transport, with the aim – as set out in the Strategic Bus Review – of ensuring that all of Huntingdonshire has a public transport service that provides access to employment, education, shopping and recreation, at a reasonable frequency.
- 3.109 Our detailed plans and projects to deliver this strategy are summarised in Figure 3.3.

Figure 3.3: Summary of key projects in Huntingdonshire



## Strategic projects

### *North / South*

- 3.110 The A1/A1(M) runs through the middle of Huntingdonshire, acting as a key strategic route to London and Northern England, together with a key local corridor between St Neots, Huntingdon and Alconbury. Between Junction 10 at Baldock (in Central Bedfordshire) and Junction 14 at Alconbury, the route suffers from significant congestion and a poor safety record, due to a sub-standard alignment, numerous at-grade right-turn junctions, and five roundabouts on an otherwise grade-separated route between the M25 and Newcastle-upon-Tyne in the North East of England.
- 3.111 The Combined Authority, therefore, supports improvements to the A1 corridor, as currently being explored by Highways England, including the potential for upgrades between Baldock (near Biggleswade) and Brampton (near Huntingdon), and more local improvements to junctions and existing roundabouts, particularly at Buckden where there are specific challenges with road safety and access to the village. These improvements will help to provide significant capacity for future housing and employment growth within Huntingdonshire, together with improving safety along the corridor, reducing severance to local villages, and improving journey times and reliability for journeys to, from and within Huntingdonshire along the A1 corridor.

### *East / West*

- 3.112 East – West accessibility from Huntingdonshire, in particular to and from Cambridge, is limited, and hence the Combined Authority is supporting a number of improvements currently being developed by Highways England and the East West Rail Company.
- 3.113 East – West Rail will provide a new railway corridor linking Cambridge, Bedford and Milton Keynes to Oxford, transforming public transport accessibility across the Oxford to Cambridge arc and supporting the arc's ambitious plans for growth, as outlined by the National Infrastructure Commission. Proposals for the 'Central Section' of East – West Rail between Cambridge and Bedford were subject to consultation between January and March 2019 and will include new or expanded stations at Sandy, Tempsford, Cambourne or Bassingbourn, from which connections to St Neots, Huntingdon and a new travel hub at Alconbury Weald will be available. Feedback from the consultation is currently being analysed with a consultation feedback report and preferred route option expected to be issued shortly. The Combined Authority will continue to work with the East West Rail Company, together with the DfT, to deliver the new railway and ensure that it best serves Huntingdonshire through interchange with existing East Coast Main Line services.
- 3.114 The Oxford to Cambridge Expressway will also provide a new or upgraded grade-separated dual carriageway along the corridor, significantly improving accessibility to and from Huntingdonshire and improving journey times and reliability from Huntingdonshire to Cambridge and Bedford. Within our district, the project will include dualling of the A428 between Cambourne / Caxton Gibbet and the Black Cat roundabout on the A1, and a new three-level grade-separated interchange between the A1 and the A428. Subject to funding and planning approval, construction is expected to begin in 2021/22.

## Local projects

### *Improvements at Alconbury*

- 3.115 Significant new housing and employment growth is proposed to the east of the A14, between Huntingdon and Alconbury, in particular at Alconbury Weald. To support this growth, a number of local schemes are proposed, supported by the Combined Authority, including
- capacity and junction enhancements to the A141 around Huntingdon;
  - safeguarding of an alignment for the possible future re-routing of the A141 Huntingdon northern bypass; and
  - multi-modal accessibility to and from Alconbury Weald, with high-quality bus infrastructure linking this new development to Huntingdon, and the potential for a future CAM route to serve the site.

### *St Ives and Wyton Airfield*

- 3.116 To the east of Huntingdon, in and around another of the district's growth areas – St Ives – both highway and public transport projects are planned to mitigate the impact of development and connect the area's key residential and employment centres sustainably. These projects include capacity enhancements to the A1096 around St Ives and a transport interchange at Hartford, which would be the focal point of high-quality bus infrastructure connecting St Ives (Busway) with Huntingdon, Alconbury Weald and potentially Wyton Airfield in the long-term.
- 3.117 Furthermore, the Combined Authority wishes to understand how the highway network north of the Great River Ouse can be more effectively connected with the wider strategic road network. Capacity studies for the Huntingdon and St Ives areas are being progressed and an initial report is expected in 2020.

### *St Neots*

- 3.118 Finally, in the south-west of the district is St Neots – a market town served by a fast rail link into London, which makes it an attractive location for commuters. The limited public transportation links to and from the town centre to the train station, residential areas (old and new) and employment areas is hampering the connection of the town to its population. In addition, connectivity between the east and west sides of the town is restricted by a single roadway bridge crossing (B1428). Projects proposed to alleviate these issues include a pedestrian and cycle bridge across the Great Ouse, providing a safer, traffic-free alternative to the B1428 and a northern link road from the east of St Neots to Little Paxton in the north.

## East Cambridgeshire

### Background

- 3.119 East Cambridgeshire is a largely rural district with a population of approximately 81,000, centred around the cathedral city of Ely to the north-east of Cambridge. Along with Ely, there are two other urban settlements - Littleport and Soham. Approximately 45% of the district's population live in these three settlements, with the remainder spread between approximately 50 villages<sup>42</sup>. The district benefits from an attractive rural environment, including the special landscape and ecological value of the Fens, numerous historic villages, and the famous Anglican cathedral within Ely.
- 3.120 Ely forms the centre of East Cambridgeshire, acting as the district's main employment hub, and forming a key leisure, retail and education centre. The district also has close connections to Cambridge: 21% of East Cambridgeshire residents commute to work in Cambridge, and many also work elsewhere, with only 40% of employed people who live in the district also working there. Reliable, high quality transport links, in particular to Greater Cambridge, are therefore key to supporting the districts' economy.

### Recent and planned growth

- 3.121 Recent years have seen significant growth in East Cambridgeshire, with the population growing by 11% in the decade to 2017, greater than anywhere else in Cambridgeshire<sup>43</sup>. Ely has been the focus for much of this growth, strongly associated with the success of the Greater Cambridge economy. However, other than the recent construction of the Ely Southern Bypass, there has been limited investment in the regions' transport links.
- 3.122 The East Cambridgeshire 2015 Local Plan sets out the district's proposals to grow by 11,500 dwellings and 9,200 jobs by 2031, typically focused on the fringes of the largest settlements of Ely, Soham and Littleport. This includes:
- 4,000 homes within Ely, including 3,000 at Ely North;
  - 2,300 homes within Soham, focused on the eastern and southern edges of the town;
  - 1,500 within Littleport;
  - 1,900 within smaller villages in East Cambridgeshire.

### Transport challenges

- 3.123 As with neighbouring Huntingdonshire and Fenland, East Cambridgeshire residents rely heavily on the private car for making their journeys: for example, approximately 79% of trips to work within the district are made by car or van. Other than the A14 to the south, highway transport is limited to a network of rural, single-carriageway A-roads such as the A10, which can suffer from traffic congestion, including that associated with slower agricultural traffic. Ely's historic city core can also suffer from congestion, which undermines its attractiveness as a destination for tourism and shopping, or as a pleasant place for walking and cycling, and a careful balance is required between the need for access and retaining a thriving a diverse high street.

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<sup>42</sup> Source: [East Cambridgeshire Local Plan](#), (East Cambridgeshire District Council, 2015)

<sup>43</sup> Source: [Population estimates - local authority based by single year of age](#) (Office for National Statistics, 2019)



- 3.124 Many rural roads also have a poor safety record, with a combination of high traffic speeds and substandard alignments leading to a higher-than-average number of serious and fatal collisions.<sup>44</sup> High-quality walking and cycling infrastructure, particularly outside of Ely, is limited, which means that walking and cycling are unattractive, contributing towards congestion from short car trips and poor air quality.
- 3.125 While East Cambridgeshire, and particularly Ely, is well-served by the rail network, with direct services to Kings Lynn, Cambridge, London, Norwich, Stansted Airport, Peterborough and the Midlands and North West, some services, particularly on the Kings Lynn – Cambridge – London corridor during peak times, suffer from severe overcrowding, and services to Ipswich are only two-hourly. In addition, the complex junctions north of Ely act as a key constraint on capacity, and make it difficult to run additional train services.
- 3.126 Frequent bus services are limited to key corridors from Ely to Cambridge via Stretham and Waterbeach, to Newmarket via Soham and to March via Chatteris, although many services are particularly limited during the evenings and at weekends, reducing their ability to provide a genuine, attractive alternative to the car. East Cambridgeshire also benefits from a range of community transport services, including flexible ‘Dial-a-Ride’ services and community car schemes, although there is significant scope to create a more integrated, multi-modal transport network, with integrated ticketing, better connections and interchange facilities between modes.

#### **Progress to date**

- 3.127 Several major improvements to the transport network within East Cambridgeshire have recently been delivered, helping the district support economic growth and improve quality of life for local residents. Completion of the Ely Southern Bypass in 2018 has significantly eased congestion around Ely by better connecting Stuntney Causeway and Angel Drove, and improving safety by removing the need for heavy goods vehicles to use the railway level crossing and avoid an accident-prone low bridge. Partnership working was key to delivering the scheme, with funding from Cambridgeshire County Council, East Cambridgeshire District Council, the Combined Authority and Network Rail.
- 3.128 Continued improvements are also being made to the Kings Lynn to Ely, Cambridge and London rail route, with work to facilitate eight-car trains to Ely and Kings Lynn beginning in October 2019. Parallel improvements have also been made to pedestrian access over the River Ouse, by constructing a new walkway attached to the bridge that faces towards Ely. The walkway links the Fen Rivers Way and Ouse Valley Way footpaths together, providing a new circular walking route for residents and visitors to Ely.

#### **Our approach**

- 3.129 East Cambridgeshire, reflecting its rural geography, is heavily reliant on its highway network for travel, particularly between and within our rural towns and villages. Significant population growth, combined with increased long-distance commuting and a successful local economy, means that investment in tackling key ‘pinch points’ in the network, alongside investment in sustainable transport, is vital to relieving congestion and supporting growth.
- 3.130 Capacity is most constrained on the A10, which links Littleport, Ely and Waterbeach to Cambridge, and suffers from severe peak-time congestion and poor road safety. We will

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<sup>44</sup> Source: [Rural Road safety – policy options](#) (Transport Research Laboratory, 2007).

prioritise investment on this key route, improving journey times and reliability for drivers and freight movements, while also providing new high-quality segregated facilities for pedestrians, cyclists and horse riders along the route the first time.

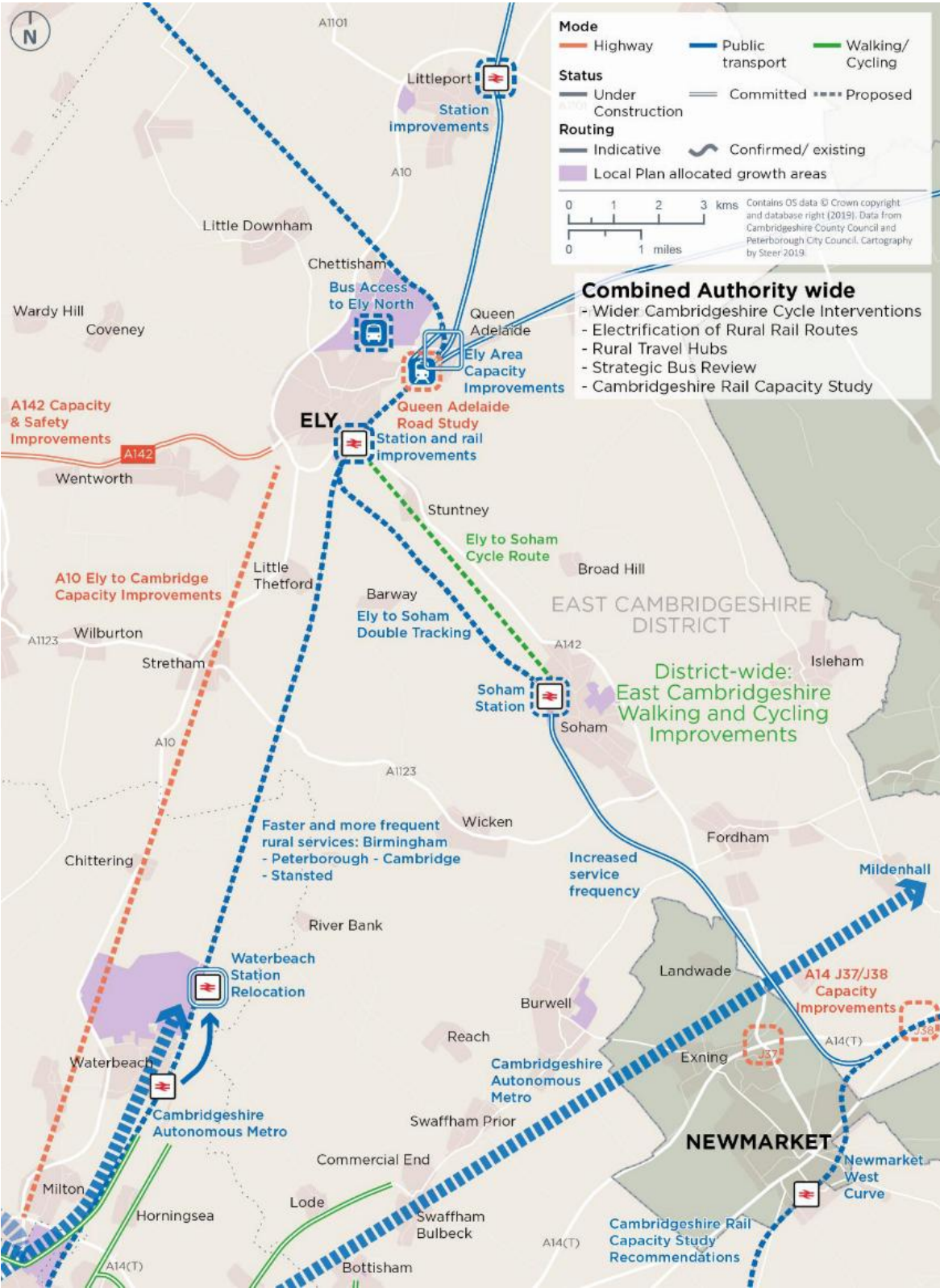
- 3.131 This will be accompanied by investment in the parallel rail route, with the Ely Area Capacity Enhancement (EACE) scheme facilitating additional rail services to Cambridge, as well as additional services to Peterborough, Ipswich and Norwich, and a new station at Soham. These improvements will provide much-needed additional capacity, create new journey opportunities, and deliver faster, more frequent rail journeys for passengers, whilst maintaining highway access for residents and businesses in Queen Adelaide. New Park & Ride provision on the A10 corridor at Waterbeach, combined with a new segregated link to central Cambridge as part of the future CAM network, will help to limit the impact on Cambridge city centre of car-based trips originating in East Cambridgeshire.
- 3.132 These options will help to make longer-distance journeys to East Cambridgeshire quicker and more reliable, granting residents new opportunities to travel to job opportunities and shopping and leisure destinations elsewhere, while supporting Cambridgeshire and Peterborough's growth. Improvements to both road and rail will ensure that public transport continues to offer an attractive service to passengers and avoiding car dependency, while those whose journey is better suited to the private car will be able to travel on more reliable, less congested and safer roads.
- 3.133 To accompany improvements to our strategic transport links, we will also prioritise investment in and support for our local public transport network, ensuring access of opportunity for all. Our proposals for the bus network will deliver frequent, reliable services along key corridors, which could include Newmarket – Soham – Ely and March – Chatteris – Sutton – Ely, with a new 'minimum level of service' to ensure that the bus networks cater for travel at all times of day, for travelling to work or for leisure. We will continue to support community transport and demand-responsive services to provide accessibility for all, including those located in rural villages without access to a bus service and / or who lack access to a private car.
- 3.134 Together with our rail network (where we are planning to open a new station at Soham in the early 2020s and improve rail capacity across the district through improvements to rail junctions in Ely) we will explore how these services can be better integrated to provide a seamless public transport network, with improved timetabled connections, interchange facilities and integrated ticketing. These improvements will ensure that public transport acts as a genuine alternative to the private car, ensuring that everyone can easily access employment, education or key services elsewhere and hence ensure social inclusion.
- 3.135 New, high-quality infrastructure for pedestrians, cyclists and horse riders – such as high-quality cycleways in Ely and a segregated route to Soham – will also help to make active travel a safer and more attractive option for local journeys within and between our towns and villages. More journeys on foot and by bike will also help to alleviate traffic congestion and improve air quality, whilst allowing those without access to a car – such as teenage children – more independence and opportunity to travel. Continued support for electric vehicles, in partnership with local districts and national government, will help to reduce carbon emissions towards net zero and improve local air quality across the district.
- 3.136 Planning and provision of sustainable transport options for new developments, in conjunction with highway improvements where required, will help to promote healthy lifestyles and improve air quality, while ensuring that the district continues to offer an outstanding quality-

of-life. Within Soham, a proposed new railway station will help to support new development by making the town a more attractive place to live, greatly improving public transport links and offering an alternative to the car for existing residents.

3.137 Our detailed plans and projects to deliver this strategy are summarised in Figure 3.4.



Figure 3.4: Summary of key projects in East Cambridgeshire



## **Strategic projects**

### *North / South*

- 3.138 The A10, and the parallel Cambridge to Kings Lynn railway line, form the main transport links between Ely and Cambridge. They enable travel between Fenland, East Cambridgeshire, West Norfolk and Cambridge, and directly serve a number of key centres of economic activity on the northern fringe of Cambridge and on the routes themselves. The Cambridge Science Park and neighbouring innovation centres and business parks on the northern fringe of Cambridge are home to an exceptionally high-performing cluster of high-tech and knowledge-based businesses. Because of their position linking these employment sites to residential areas in Ely and beyond, the road and rail links are very busy, particularly at peak times, when there is extensive congestion. There is limited capacity to accommodate further travel demand on this key corridor, which will impede further economic and housing growth if not addressed.
- 3.139 To support the continued success and growth of the high tech and knowledge-based cluster, more employment floorspace close to the existing sites is needed, as is affordable housing within the corridor for those working in these businesses. The lack of employment space and affordable housing constrain further growth of the cluster. Without further investment to manage and accommodate new travel demand, the increased volume of travel which will arise from these developments will exacerbate congestion and crowding problems already apparent today, and will displace traffic onto less suitable parallel routes.
- 3.140 The A10 Ely to Cambridge capacity improvements project includes a package of transport options designed to address these challenges and support growth, with the longer-term aspiration of dualling the A10 entirely between Ely and Cambridge. This includes a series of enhancements to junctions along the route, including at the Witchford Road and Cambridge Road roundabouts to support employment development at the Grovemere and Lancaster Way Business Parks. These improvements, in particular at the Witchford Road 'BP' roundabout, will provide a safe route for pedestrians, cyclists and equestrians to cross the A10, helping to provide attractive alternatives to the private car. Further work is planned to prioritise specific capacity and safety improvements to the western section of the A142, between Ely and Chatteris, where a high proportion of fatal collisions are a local concern, following a study earlier this year.

### *East / West*

- 3.141 Work is also ongoing with Suffolk County Council and West Suffolk Council to investigate options for significant junction improvements at Exning, Junction 37, where the A142 from Soham and Ely meets the heavily congested A14, and at Junction 38, where the A14 and A11 (towards Norwich) converge. The congestion at these pinch points is not only a safety concern but also has knock-on impacts on journey time reliability.

## **Local projects**

### *Rail improvements*

- 3.142 Five railway lines converge on Ely from Cambridge, Newmarket, Norwich, King's Lynn, and Peterborough. The lines to King's Lynn and Norwich split from the Ely-Peterborough line at Ely North Junction. In the early 1990s, the line from Cambridge to King's Lynn was electrified and to keep costs down the junction layout was simplified. This limited the number of trains that could use the junction and with growing demand for both passenger and freight trains this is now a serious strategic constraint on the wider railway network in the area.

- 3.143 The Combined Authority is therefore working, in partnership with Network Rail, to deliver additional capacity through the Ely area, known as the Ely Area Capacity Enhancements – EACE – project. This will help to deliver additional rail services, including to Cambridge, Kings Lynn, Peterborough and Ipswich, and provide the capacity for any future services to Wisbech, as well as helping ensure more reliable journeys for all passengers. The scheme will also help provide additional capacity for freight services, and hence reduce the need for freight to be transported by heavy goods vehicles along the A14. Parallel upgrades to the level crossings at Queen Adelaide will support the need to deliver additional rail services, while ensuring that road network access for residents and businesses in Prickwillow, Queen Adelaide and North Ely is maintained.

#### *Ely*

- 3.144 By far the largest housing allocation within the district is planned for the north of Ely, with approximately 3,000 homes at the Church Commissioners site to the east of Lynn Road and the Endurance Estates site between Lynn Road and the A10. To support the sustainability of this development, enhance accessibility and reduce transport related emissions, there are plans to provide reliable and timely bus links to and from the development, Ely city centre and Ely railway station, together with an extensive package of pedestrian and cycle links to link the development to link the development to the rest of the city.
- 3.145 In addition to the Ely Area Capacity Enhancements project, improvements are planned to public transport interchange facilities, pedestrian and cycle access and car and cycle parking at Ely Railway Station, while longer platforms are also planned for Littleport Railway Station. These improvements aim to facilitate access to the rail network in the district, thereby improving residents' and visitors' ability to access key destinations.
- 3.146 North of the Ely North Junction, all three lines cross the B1382 at Queen Adelaide. Since increasing the number of trains will have an impact on traffic and safety at the level crossings, work has also been undertaken to assess highway investment options on the B1382 to mitigate the local impacts of unlocking the strategic benefits to the rail network to ensure that highway access to Queen Adelaide, and neighbouring settlements, is maintained.

#### *Soham*

- 3.147 Soham has also been allocated significant growth within the Local Plan, with 2,300 additional homes by 2031 largely concentrated on the southern and eastern edges of the town. Despite a population of more than 10,000, the town's railway closed in 1965, and public transport provision is now limited to bus services.
- 3.148 Construction of a new station at Soham is proposed for the early 2020s, served by Peterborough – Ely – Soham – Ipswich services, significantly improve the accessibility of the town and support housing delivery. Doubling of the track between Ely, Soham and Newmarket, together with rebuilding the 'western curve' at Newmarket, is currently being explored for the longer-term, and could support additional services, including direct to Newmarket and Cambridge.

## Fenland

### Background

- 3.149 Fenland covers approximately 200 square miles within the county of Cambridgeshire. It is a rural, sparsely populated district with many diverse communities, each with different needs. Approximately 80% of the district's residents live within the four towns of Wisbech, March, Whittlesey and Chatteris, with the remainder living in a number of small villages and hamlets across the district.
- 3.150 Although Wisbech forms the largest town, with significant local employment and a range of services, each of the sub-regional centres of Cambridge, Peterborough and Kings Lynn have a considerable influence on various parts of Fenland. Growth in employment in the district has not matched workforce expansion and out-commuting is increasing, with 45% of residents in work commuting to outside the district, including 14% to Peterborough, despite the rural geography.
- 3.151 Fenland's economy is also more reliant on agriculture and food production than the rest of Cambridgeshire and Peterborough. There are higher levels of deprivation, particularly within Wisbech. Despite this, there is significant investment in the local economy, including in agri-tech, boosting productivity and creating new jobs for local people.

### Recent and planned growth

- 3.152 Although the district remains relatively sparsely populated, Fenland has experienced considerable housing and population growth in recent years, growing by 8.7% in the decade to 2017<sup>45</sup>. Chatteris and March in particular have accommodated significant new house building, as have Doddington, Wimblington and Manea, with this growth expected to continue.
- 3.153 The Fenland Local Plan, adopted in 2011, set out the district's proposals for growth, including 11,000 additional homes from 2011 to 2031. This includes:
- 3,500 in Wisbech, plus 550 on the eastern edge of the town within the Kings Lynn and West Norfolk council area;
  - 4,200 in March;
  - 1,600 in Chatteris;
  - 1,000 in Whittlesey; and
  - 1,200 elsewhere, predominately in smaller villages.
- 3.154 In addition, the Combined Authority and Fenland District Council are currently exploring plans to develop a new 'garden town' expansion at Wisbech, delivering up to 10,000 additional homes, stimulating further economic growth and creating an attractive place to live.

### Transport challenges

- 3.155 As the most rural and economically deprived district within Cambridgeshire and Peterborough, limited accessibility to Fenland acts to constrain the local economy and hinders development. Uniquely within the Combined Authority, Fenland is not linked to the wider national highway network by dual carriageway. Instead, the district's road network primarily consists of rural, single-carriageway A-roads, many of which suffer from slow average journey times, particularly associated with slower agricultural traffic, and with a poor safety record.

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<sup>45</sup> Source: [Population estimates - local authority based by single year of age](#) (Office for National Statistics, 2019)



- 3.156 Several key junctions, particularly within Wisbech and at the A47 / A141 Guyhirn Roundabout, act as 'pinch points' on the network, and suffer from severe peak-time traffic congestion, which hinder the town's potential growth. Reflecting the low-lying Fenland landscape, some routes suffer from regular flooding, such as North Bank near Whittlesey, or require specific maintenance due to being constructed on peat soils. High-quality walking and cycling infrastructure is limited or entirely absent, which means that walking and cycling are often unattractive, contributing towards congestion from short car trips and poor air quality.
- 3.157 Fenland also lacks good wider public transport accessibility, particularly by rail. While March is directly served by the rail network, with an hourly service between Stansted Airport, Cambridge and Peterborough (continuing to Birmingham) and more infrequent services to Ipswich, the largest town of Wisbech lacks direct access to the rail network. Residents within Wisbech must therefore either drive to March, or travel to Peterborough, to access the rail network, resulting in additional car journeys on the highway network.
- 3.158 Although frequent bus services operate on key inter-urban corridors between Peterborough, Wisbech and Kings Lynn, and Peterborough, Whittlesey, March and Chatteris, services elsewhere are less frequent and irregular, and recent reductions in financial support have significantly reduced weekend and evening services, making it harder for those without access to a car to travel easily around Fenland. Fenland Association for Community Transport (FACT), in partnership with the Fenland Transport and Access Group, operate dial-a-ride services five days a week linking to areas not served directly by the bus network, but there is limited integration between these services and the wider public transport network, which acts to limit the ease with which rural residents can make longer journeys elsewhere (such as to Peterborough).
- 3.159 Lack of transport integration between different bus, rail and community transport services can therefore make it difficult for residents without access to a car to travel to key educational and healthcare services, such as Peterborough City Hospital, which can act to increase the risk of social exclusion and reduce opportunities for our young people to travel elsewhere for education or training.

#### **Progress to date**

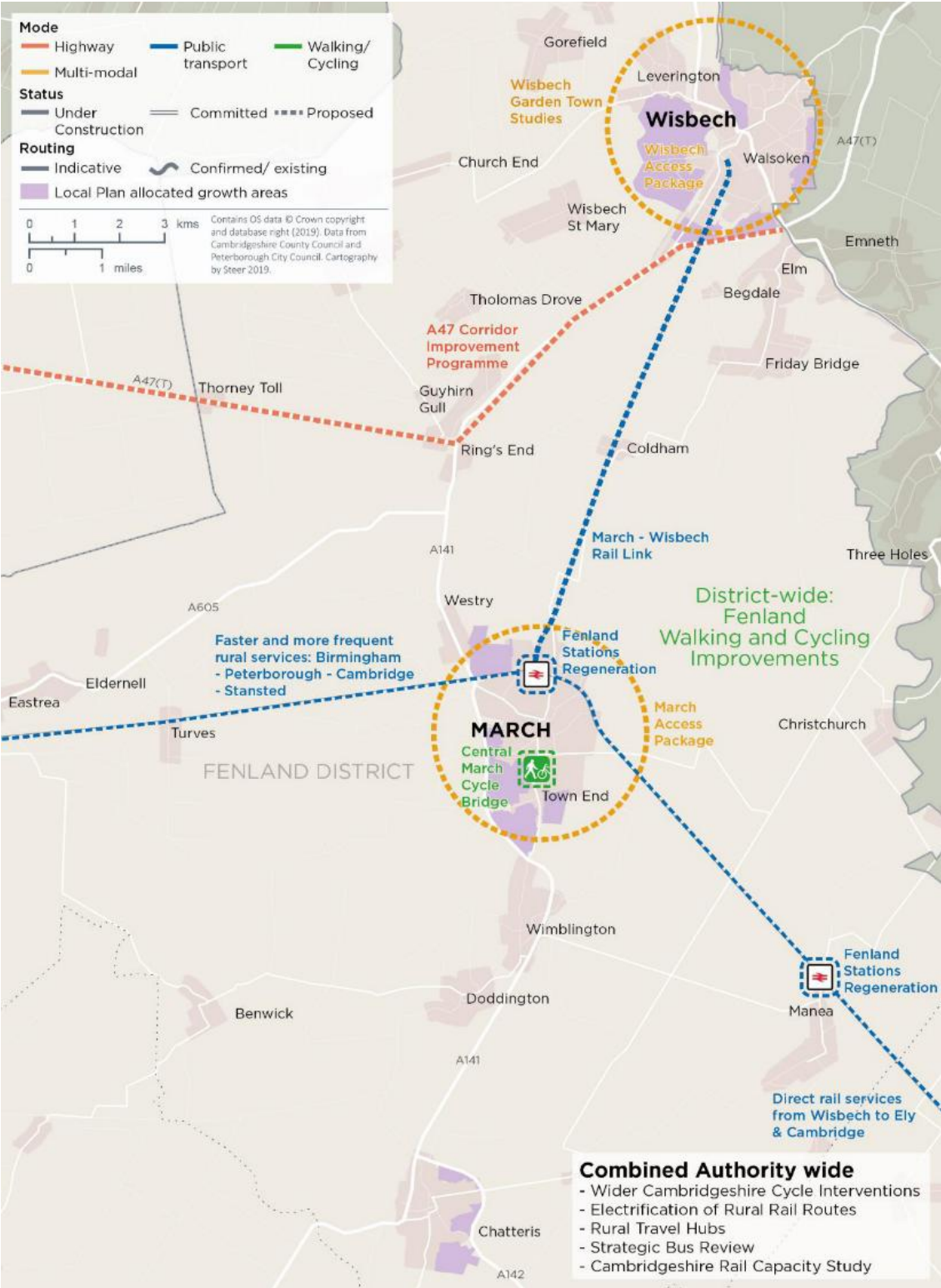
- 3.160 Since the adoption of the Cambridgeshire LTP3 in 2014, several significant improvements have been made to the Fenland transport network. The Combined Authority has recently allocated £10.5 million for a package of improvements to the road network in and around Wisbech to help stimulate housing and economic growth, in addition to the £1.5 million approved to fund a study into a potential future rail link between Wisbech and March. The Combined Authority have already committed £9 million of investment into March, Manea and Whittlesea railway stations to aid their regeneration: the first of these projects has been delivered in the form of 70 new solar-powered 'cats eyes' providing an illuminated walkway to Whittlesea railway station.
- 3.161 Infrastructure improvements are also being delivered to better connect Fenland to Peterborough, the nearest major urban centre. Removal of the level crossing at Kings' Dyke - long the cause for delays between Peterborough and Whittlesey - and replacement with a new road bridge, has recently been approved, supported by over £30 million of funding from the Combined Authority. The Hereward Community Rail Partnership, established in 2012, has continued to work to promote the rail service and local stations between Ely and

Peterborough, engage with train operating companies to improve services, and support station groups such as the Friends of March Station.

### **Our approach**

- 3.162 Improving accessibility to Fenland by both road and public transport is central to our strategy. Better links to Peterborough, Greater Cambridge and the rest of the country will help to make Fenland a more attractive place to live and work, encouraging investment and much-needed additional jobs, while creating new opportunities for residents to travel to employment, education or training elsewhere.
- 3.163 Construction to reopen the rail link to Wisbech will transform accessibility of the town by rail, with residents and businesses in Wisbech able to reach Cambridge in approximately 45 minutes, directly connecting them to opportunities within Greater Cambridge. It will also play a key role in supporting the ambition for Wisbech Garden Town.
- 3.164 Accompanied by the rail link is a package of improvements to the A47 between Peterborough, Wisbech and Kings' Lynn, including a much-needed upgrade to the Guyhirn Roundabout. In the longer-term, the Combined Authority will continue to explore the case to dual the route, further reducing journey times and improving safety and reliability along this key link for commuters and freight. Local junction improvements within Wisbech will also help to relieve congestion and provide additional highway capacity to support the town's growth.
- 3.165 Key to our strategy is developing a more integrated, seamless public transport network that provides a genuine alternative to the private car, and ensures access to opportunity for all. Our plans for the bus network include continued support for our key interurban routes between Wisbech and Whittlesey, March, Chatteris, Peterborough and King Lynn, working in partnership with operators to review levels of service at evenings and weekends, in line with the recommendations of the Strategic Bus Review. We will also continue to support the demand-responsive FACT network to provide vital links for rural hamlets and villages not directly served by the bus network, recognising the key role that such links play in connecting our communities.
- 3.166 We will also work to ensure that it is easier for passengers to make journeys involving a combination of bus, rail and/or demand-responsive services. New rural travel hubs will offer improved interchange between transport modes, acting as a gateway to our public transport network, combined with better integrated ticketing and timetabled connections. This will help ensure that our residents can travel easily to destinations without having to rely on a car, and will simultaneously reduce pressure on our highway network.
- 3.167 New, high-quality active travel infrastructure – focused around new development in Wisbech and along upgraded highway corridors – will help to make walking and cycling a safer, more attractive option for local journeys. Moreover, we will seek opportunities to improve interchange between public transport and active modes, particularly for short-distance journeys within and between Fenland market towns and villages.
- 3.168 More journeys on foot and by bike will help to alleviate traffic congestion and improve air quality, whilst allowing those without access to a car – such as teenage children – more independence and opportunity to travel. Continued support for electric vehicles, in partnership with local districts and national government, will help to reduce carbon emissions towards net zero and improve local air quality.
- 3.169 Our detailed plans and projects to deliver this strategy are summarised in Figure 3.5.

Figure 3.5: Summary of key projects in Fenland



## **Strategic projects**

### *East / West Corridor*

- 3.170 The A47 is both a nationally and internationally strategic link. Internationally, it is part of the TEN-T Trans European Network Route, making it a part of the European Union's strategic transport network. Nationally, it is a key route into East Anglia, connects Norwich and Norfolk with the East Midlands and the A1, and carries a large amount of heavy goods traffic.
- 3.171 On a more local scale, the section of the A47 within the Combined Authority area provides direct access between Peterborough, Wisbech and Kings Lynn. Beyond these settlements, the area is lowly populated and is largely agricultural. Consequently, the A47 is a key commuter route for people travelling into and out of these settlements for employment.
- 3.172 The long-distance regional trips (and particularly heavy good vehicles) generate a consistent flow of traffic along the route, and when this is mixed with commuter traffic the local network comes under substantial strain and congestion is common, particularly on the approaches to key junctions such as the A47 / A141 Guyhirn Roundabout and the A47 / A1101 Elm High Road Roundabout. The high proportion of heavy goods vehicles travelling along the single carriageway section between Thorney and Wisbech often creates queues of platooning vehicles unable to safely overtake, which reduces journey time reliability and can lead to increased driver frustration and risk taking.
- 3.173 To address these issues, the Combined Authority is working in partnership with Highways England to assess the viability of the A47 dualling/capacity improvements proposal between the A16 Peterborough and Walton Highway.

### *Wisbech Rail*

- 3.174 Construction of a new link to Wisbech will transform accessibility to the town. Options for rail and other high order transit such as tram/Light Rail Transit and Bus Rapid Transit are being considered by the Combined Authority and Cambridgeshire County Council, working closely with Network Rail and Fenland District Council. Residents and businesses in Wisbech would benefit from being able to reach Cambridge directly, connecting them to the opportunities within Greater Cambridge, including well-paid, skilled roles in the knowledge economy, and education and training opportunities at The University of Cambridge, Anglia Ruskin University and Cambridge Regional College. It will also play a key role in supporting the ambition for Wisbech Garden Town, helping to secure the viability and delivery of additional development.

## **Local projects**

- 3.175 Plans to re-open the March to Wisbech rail line will be complemented by bus, walk and cycle, and road improvements in Wisbech to help realise the ambition and plans for a Garden Town. Funding has been secured from the Greater Cambridge Greater Peterborough Growth Deal to deliver this package over the next five years.
- 3.176 A package is also planned for enhancements to railway stations within Fenland at Manea, March, and Whittlesea. Short platform lengths currently prevent longer, higher capacity trains from calling at the stations, as well as reducing the frequency of trains able to stop. In addition to platform lengthening, we will fund station enhancements to improve the quality of station and waiting facilities, as well as improving access to, from and at the stations, following continued engagement with the Hereward Community Rail Partnership.













# 4 Our Policies

## Introduction

- 4.1 The policies set out the requirements related to transport planning and design, delivery, and operation and maintenance for the Combined Authority, our public sector partners, and key private sector and non-for-profit stakeholders.
- 4.2 They are designed to support the delivery of the transport schemes identified in this core document, and collectively, to ensure that we achieve our vision to deliver a world-class transport network for Cambridgeshire and Peterborough that supports sustainable growth and opportunity for all.
- 4.3 They are also designed to provide the principles which underpin decision-making, capital investment and revenue support in our transport network.
- 4.4 Each policy is associated either with a given objective, as set out in Chapter 1 of this document, or a given mode of transport. Policies are grouped into individual ‘policy themes’.
- 4.5 Figure 4.1 overleaf provides a summary of the relationship between objectives and policy themes containing our policies, as well as identifying policy themes for specific forms of transport, or “modes”, and transport infrastructure (e.g. parking). A summary of the policies then follows in Table 4.1.
- 4.6 Annex 1 of the Cambridgeshire and Peterborough Local Transport Plan contains our detailed policies for transport.

Figure 4.1: Policy themes by objective and transport mode policy themes

Economy				Society				Environment	
									
Housing	Employment	Business and tourism	Resilience	Safety	Accessibility	Health and wellbeing	Air quality	Environment	Climate change
Support new housing and development to accommodate a growing population and workforce, and address housing affordability issues	Connect all new and existing communities sustainably so residents can easily access a good job within 30 minutes, spreading the region's prosperity	Ensure all of our region's businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports	Build a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability	Embed a safe systems approach into all planning and transport operations to achieve Vision Zero – zero fatalities or serious injuries	Promote social inclusion through the provision of a sustainable transport network that is affordable and accessible for all	Provide 'healthy streets' and high-quality public realm that puts people first and promotes active lifestyles	Ensure transport initiatives improve air quality across the region to exceed good practice standards	Deliver a transport network that protects and enhances our natural, historic and built environments	Reduce emissions to deliver net zero carbon by 2050 to minimise the impact of transport and travel on climate change
Enabling development	Planning and designing developments sustainably	Accessing ports and airports	Building a resilient and adaptive transport network to climate change	Safety for all – a safe systems approach	Transport accessibility for all	Public rights of way and waterways	Improving air quality	Protecting our natural environment	Reducing the carbon emissions from travel
	Expanding labour markets	Supporting the local visitor economy	Maintaining and managing the transport network	Ensuring transport security	Transport pricing and affordability	Promoting and raising awareness of sustainable transport options		Enhancing our built environments and protecting our historic environments	
		Supporting business clusters			Access to education and key services	Supporting and promoting health and wellbeing			
		Freight			The future of mobility	Reducing noise pollution			

Modal policies									
Walking	Cycling	Delivering a seamless public transport system	Rural transport services	Improving public transport in our towns and cities	Travelling by coach	Travelling by train	The local road network	Parking	Making long distance journeys by car

**Table 4.1: Policy summaries**

Objective	Policy theme	Policy description	Policies
1: Support new housing and development to accommodate a growing population and workforce, and address housing affordability issues	1.1 Enabling development	The transport policy and types of infrastructure and services required to enable sustainable development	<ul style="list-style-type: none"> <li>• Deliver strategic transport and complementary connectivity infrastructure</li> <li>• Early engagement with developers</li> <li>• Secure developer contributions for strategic and local infrastructure.</li> </ul>
2: Connect all new and existing communities sustainably so residents can easily access a good job within 30 minutes, spreading the region's prosperity	2.1 Planning and designing developments sustainably	Identifying how travel demand associated with development can be accommodated sustainably	<ul style="list-style-type: none"> <li>• Support the provision of sustainable connectivity to and within developments</li> <li>• Ensure developers provide sufficient transport capacity and connectivity to support and meet the requirements arising from development</li> <li>• The design of parking (also see Policy Theme 19)</li> </ul>
	2.2 Expanding labour markets	Enabling the transport network to increase the effective size of labour markets by reducing the burden on our transport networks during peak periods, reducing the need to travel and improving accessibility by public transport	<ul style="list-style-type: none"> <li>• Support measures to reduce peak demand on the highway network</li> <li>• Improve the accessibility and connectivity of our public transport links to expand our labour market catchments</li> <li>• Invest in our highway network to improve accessibility</li> </ul>

Objective	Policy theme	Policy description	Policies
3: Ensure all of our region's businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports	3.1 Accessing ports and airports	Providing access to ports and airports from across the Combined Authority and mitigating the impacts of traffic to/from these gateways, including traffic passing through the region	<ul style="list-style-type: none"> <li>• Support improvements to our transport infrastructure to enable efficient access for freight travelling to Felixstowe and Harwich, particularly by rail</li> <li>• Support improved road and rail connectivity to nearby airports, in particular at Stansted</li> <li>• Support the region's visitor economy through efficient passenger connectivity at Harwich</li> <li>• Work in partnership with port and airport operators to encourage sustainable commuting patterns to their sites for workers commuting from within the Combined Authority</li> </ul>
	3.2 Supporting the local visitor economy	Improving accessibility to the region via international gateways to ensure that the area remains favourable for tourism	<ul style="list-style-type: none"> <li>• Improving connectivity to international gateways and larger centres</li> <li>• Delivering an integrated transport network easily navigable for those visiting the region for the first time</li> <li>• Delivering sustainable transport connectivity to tourist destinations in rural areas</li> <li>• Providing sufficient space and appropriate infrastructure for coach services to manage the impacts of day visitors on our highway and parking infrastructure</li> </ul>
	3.3 Supporting business clusters	Ensuring that businesses can trade effectively and facilitate linkages that support our varied and successful economy	<ul style="list-style-type: none"> <li>• Invest in our rail and highway networks to allow our firms and organisations and workers to trade and travel easily across the country and abroad</li> <li>• Improve local connectivity to bring firms and organisations in our towns and cities closer together</li> </ul>
	3.4 Freight	Supporting the sustainable and efficient movement of goods across the region	<ul style="list-style-type: none"> <li>• Promoting rail freight</li> <li>• Promoting and enforcing appropriate Heavy Commercial Vehicle routing</li> <li>• Promoting sustainable urban freight distribution</li> <li>• Improving road freight facilities</li> <li>• Supporting efficient air freight and the aviation sector</li> </ul>

Objective	Policy theme	Policy description	Policies
4: Build a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability	4.1 Building a resilient and adaptive transport network to climate change	Developing a transport network that is resilient to extreme climatic events and is maintained accordingly	<ul style="list-style-type: none"> <li>Managing the risks to the transport network presented by climate change</li> <li>Sustainable road network maintenance</li> <li>Utilising proven technologies as they become available to help the transport network adapt to the challenges presented by climate change</li> </ul>
	4.2 Maintaining and managing the transport network	Focusing on highways including standardising maintenance standards and encouraging the use of sustainable materials in scheme construction	<ul style="list-style-type: none"> <li>Standardising highways and transport asset maintenance standards and performance indicators</li> <li>Supporting highway authorities in minimising the whole life costs of the highway</li> <li>Addressing the challenges of climate change and enhancing our communities and environment</li> </ul>
5: Embed a safe systems approach into all planning and transport operations to achieve Vision Zero – zero fatalities or serious injuries	5.1 Safety for all – a safe systems approach	Significantly improving the safety of the transport network – including monitoring and evaluation, education and adoption of a ‘safe system approach’	<ul style="list-style-type: none"> <li>A multi-agency approach to improving road safety</li> <li>Continuous and comprehensive monitoring and evaluation of key road safety indicators</li> <li>Support improvement in road user behaviour through education, training and publicity programmes</li> <li>Adoption of the Safe System Approach into the mainstream of highway engineering</li> </ul>
	5.2 Ensuring transport security	Addressing personal safety and security issues on the transport network and improving the security of transport hubs	<ul style="list-style-type: none"> <li>Addressing personal safety and security issues</li> <li>Improving the security of public transport stops, stations and hubs</li> </ul>

Objective	Policy theme	Policy description	Policies
6: Promote social inclusion through the provision of a sustainable transport network that is affordable and accessible for all	6.1 Transport accessibility for all	Facilitating access for all by improving infrastructure and the availability of information, and promoting demand-responsive transport services	<ul style="list-style-type: none"> <li>Supporting and promoting demand-responsive community transport services</li> <li>Facilitating access to education and wider mobility for vulnerable children</li> <li>Improving the accessibility of transport infrastructure</li> <li>Promoting the provision of accessible transport information</li> <li>Optimise the use of new technologies in improving accessibility</li> </ul>
	6.2 Transport pricing and affordability	Improving public transport to make it an affordable alternative to the car and increasing the affordability of travelling by bus and rail	<ul style="list-style-type: none"> <li>Improve our public transport to provide an affordable alternative to the car</li> <li>Increase the affordability of travelling by bus and rail</li> </ul>
	6.3 Access to education and key services	Improving access to education and key services to make the Combined Authority an inclusive community for all	<ul style="list-style-type: none"> <li>Access to education</li> <li>Access to non-emergency health and social care, and other key services and amenities</li> <li>Digital inclusion</li> </ul>
	6.4 The future of mobility	Focusing on supporting integration and roll-out of programmes which will enable the uptake and optimisation of new transport technologies across the region	<ul style="list-style-type: none"> <li>Promote and support research, innovation and engagement work undertaken by Smart Cambridge</li> <li>Provide the infrastructure which will enable the uptake and optimisation of new transport and digital connectivity technologies</li> <li>Guiding the development of a regulatory framework under which new transport technology providers operate</li> </ul>

Objective	Policy theme	Policy description	Policies
7: Provide 'healthy streets' and high-quality public realm that puts people first and promotes active lifestyles	7.1 Public rights of way and waterways	Maintaining and enhancing the network of public rights of way and waterways in a consistent manner across the region	<ul style="list-style-type: none"> <li>Align policies for Public Rights of Way across Cambridgeshire and Peterborough</li> <li>Improve access to the green spaces for all</li> <li>Develop a network which is safe and encourages healthy activities</li> <li>Integrate new development into the Public Rights of Way network without damaging the countryside</li> <li>Make available high quality, definitive information, maps and records on the network</li> <li>Ensure the network is complete to meet the needs of today's users and land managers</li> <li>Support better land and waterway management</li> </ul>
	7.2 Promoting and raising awareness of sustainable transport options	Using education, training and information provision to promote sustainable transport options	<ul style="list-style-type: none"> <li>Support travel plan development and implementation of travel plan measures within workplaces so that healthy, safe, low carbon travel options for commuters are actively encouraged and supported</li> <li>Ensure the adoption and enforcement of local travel plan guidance, for new planning applications</li> <li>Promote existing and new walking and cycling routes to commuters and residents</li> <li>Continue to promote cycle training in schools and for adults</li> <li>Improve availability, type and quality of information on sustainable modes ensuring health and air quality benefits are emphasised</li> </ul>
	7.3 Supporting and promoting health and wellbeing	Promoting health and wellbeing by increasing the amount of physical activity undertaken, reducing air pollution, improving the public and urban realm and increasing access to healthcare, leisure, employment and social activities	<ul style="list-style-type: none"> <li>Reducing physical inactivity through active travel infrastructure, education, training and promotion</li> <li>Reducing air pollution through supporting zero and low emissions transport options and developing green infrastructure</li> <li>Improving street scene / public realm to improve safety</li> <li>Increasing ability to access health and social care, and leisure facilities / amenities</li> <li>Increasing ability to access wider opportunities - employment, social activities</li> </ul>

Objective	Policy theme	Policy description	Policies
	7.4: Reducing noise pollution	Reducing noise pollution from roads, railways and airports within Cambridgeshire and Peterborough	<ul style="list-style-type: none"> <li>Monitoring and reducing noise pollution from the road network</li> <li>Monitoring and reducing noise pollution from airports</li> <li>Monitoring and reducing noise pollution from the railway network</li> <li>Monitoring and reducing noise pollution from construction</li> </ul>
8: Ensure transport initiatives improve air quality across the region to meet good practice standards	8.1 Improving air quality	Harnessing improvements to vehicle technology and disincentivising travel by high polluting modes to reduce vehicle emissions and improve public health	<ul style="list-style-type: none"> <li>Reducing vehicle emissions</li> <li>Keeping emissions low in the future</li> <li>Improving public health</li> </ul>
9: Deliver a transport network that protects and enhances our natural, historic and built environments	9.1 Protecting our natural environment	Ensuring that all transport initiatives and schemes improve rather than damage the natural environment, based on guidance from DEFRA (including biodiversity and environmental net gain principles), Environment Agency, and Natural England	<ul style="list-style-type: none"> <li>Protection and enhancement of the natural environment</li> <li>Improving sustainable access to the natural environment</li> <li>Delivering green infrastructure</li> </ul>
	9.2 Conserving and enhancing our built and historic environments	Ensuring that the built and historic environment is protected and enhanced in a consistent way across the Combined Authority area	<ul style="list-style-type: none"> <li>Work with our local highway and planning authority partners to enhance and protect our built and historic environment</li> </ul>



Objective	Policy theme	Policy description	Policies
10: Reduce emissions to 'net zero' by 2050 to minimise the impact of transport and travel on climate change	10.1 Reducing the carbon emissions from travel	Reducing emissions by encouraging the uptake of new emissions-free technologies and encouraging sustainable alternatives to the private car	<ul style="list-style-type: none"> <li>Utilising new technologies as they become available to minimise the environmental impacts of transport</li> <li>Managing and reducing transport emissions</li> <li>Encouraging and enabling sustainable alternatives to the private car including reducing the need to travel</li> </ul>
Modal policies	11: Walking	Increasing the number of walking trips by establishing safe, interconnected pedestrian connections between key destinations across our cities, towns and villages	<ul style="list-style-type: none"> <li>Support an increased number of walking trips by establishing safe, interconnected pedestrian connections between key destinations across our cities and towns</li> <li>Ensure that new developments provide a high-quality walking environment</li> </ul>
Modal policies	12: Cycling	Increasing the number of cycling trips through establishing safe and interconnected cycling links across the region's cities, towns and settlements – will be supported by Local Walking and Cycling Infrastructure Plans to ensure that cycling and walking infrastructure investment is based on evidence and prioritised for greatest impact	<ul style="list-style-type: none"> <li>Enhance and expand cycling infrastructure across Cambridgeshire and Peterborough, including connecting links to surrounding towns, villages and rural areas</li> <li>Provide secure, conveniently located cycle parking that meets demand</li> <li>Ensure that new developments provide a high-quality cycling environment as well as linkages into the existing cycle network and to key destinations</li> <li>Promote cycling as a healthy, convenient and environmentally friendly mode of transport to residents, businesses and visitors, including the uptake of new cycle technologies such as affordable e-bikes</li> <li>Embed cyclists needs in the design stage of new transport infrastructure</li> </ul>

Objective	Policy theme	Policy description	Policies
Modal policies	13: Delivering a seamless public transport system	Exploring new methods of ticketing, improving journey information, supporting the delivery of new and improved integrated transport hubs and supporting additional Park & Ride	<ul style="list-style-type: none"> <li>• Explore new methods of ticketing to improve the ease and affordability of travel, including across transport modes and operators</li> <li>• Improve journey information to maximise the ease of travelling by public transport</li> <li>• Support the delivery of new and improved integrated, multi-modal transport hubs</li> <li>• Support additional Park &amp; Ride provision, in conjunction with Cambridgeshire Autonomous Metro, where fully integrated into local transport networks</li> </ul>
Modal policies	14: Rural transport services	Ensuring a comprehensive and integrated rural public transport system	<ul style="list-style-type: none"> <li>• Explore different mechanisms to help deliver a more integrated, coherent rural transport network, in collaboration with operators, local councils, communities and stakeholders</li> <li>• Work with operators to develop a frequent, attractive rural bus network, forming the backbone of the rural public transport network</li> <li>• Support local community transport, fully integrated into the rural public transport network, for communities not served by the bus or rail network</li> </ul>
Modal policies	15: Improving public transport in our cities	Improving the coverage, frequency and reliability of all forms of public transport within cities to meet the expectations of residents, visitors and businesses	<ul style="list-style-type: none"> <li>• Support the continued development of urban bus networks by working in partnership with bus operators and local authorities to improve service quality, reliability and frequency</li> <li>• Deliver transformational mass transit within our cities to support growth and deliver a step-change in accessibility</li> <li>• Support measures to better manage demand for road space following the provision of high-quality public transport infrastructure</li> </ul>

Objective	Policy theme	Policy description	Policies
Modal policies	16: Travelling by coach	Providing sufficient space and infrastructure for picking-up and setting-down passengers and integrating coach services with wider public transport and highway networks	<ul style="list-style-type: none"> <li>• Providing sufficient space and appropriate infrastructure for coach services</li> <li>• Integrating coach services with wider public transport and highway networks</li> </ul>
Modal policies	17: Travelling by train	Improving key rail services, reducing pressure on the highway network and providing a better service for passengers	<ul style="list-style-type: none"> <li>• Support measures to deliver a more reliable, integrated, passenger-friendly rail network</li> <li>• Facilitate improvements to our rail stations to improve the experience of travelling by train</li> <li>• Explore options to expand the rail network to link to new settlements, corridors and growth areas</li> <li>• Support frequency and journey time enhancements on our rural and intercity rail links to improve connectivity and capacity</li> </ul>
Modal policies	18: The local road network	Supporting Local Highway Authority partners in identifying a Key Road Network; promoting more efficient use of the existing network; and aligning approaches to highway management and maintenance	<ul style="list-style-type: none"> <li>• Identifying a Key Route Network</li> <li>• Promoting more efficient use of the existing road network</li> <li>• Aligning approaches to management and maintenance</li> </ul>
Modal policies	19: Parking	Managing the demand for parking through parking design, controlled provision, and enforcement	<ul style="list-style-type: none"> <li>• The design of parking</li> <li>• Managing parking demand</li> <li>• Parking technology and implications of disruptive technology</li> </ul>

Objective	Policy theme	Policy description	Policies
Modal policies	20: Making long-distance by car	Alleviating congestion, improving reliability and enhancing our region's accessibility by road	<ul style="list-style-type: none"> <li>• Improve our highway network to alleviate congestion, improve reliability and enhance our region's accessibility</li> <li>• Support improvements on regional and national corridors to improve accessibility to the rest of the UK and abroad</li> </ul>



# Appendices

# Appendix A: Glossary of terms

Term	Description
Active travel	Physically active modes such as cycling, walking, or horse riding. It also includes walking or cycling as part of a longer journey
AQAP	Air Quality Action Plan, developed when an area isn't meeting Defra's air quality objectives, and sets out a plan for better achieving these objectives.
AQMA	Air Quality Management Area. An area where it is unlikely that the national air quality objectives, as set by DEFRA, will be achieved.
BAME	Black, Asian and Minority Ethnic people and/or households
BRT	Bus Rapid Transit, a bus-based public transport system designed to improve capacity and reliability relative to a conventional bus system.
CAM	Cambridge Autonomous Metro, a high-capacity public transport system designed to deliver transformative improvements to connectivity in Cambridgeshire.
Car dependency	Reliance on cars to get around, whether through habit, because street environments have been planned around car use, or because walking, cycling and public transport alternatives are not available or appealing.
Car sharing	Cars that are not owned by the people who use them to travel. This includes car clubs, taxis and private hire vehicles.
Carbon footprint	The total greenhouse gas emissions caused directly and indirectly by an individual, organisation, event or product, expressed as a carbon dioxide equivalent.
CCG	Clinical Commissioning Group, responsible for implementing the commissioning roles as set out in the Health and Social Care Act 2012.
CIA	Community Impact Assessment. A tool used to ensure the policies, practices, projects and activities which shape the work of a council are ensuring equal access to all services.
C-ITS	Cooperative Intelligent Transport Systems, which will allow road users and traffic managers to share information and use it to coordinate their actions.
CMO	Chief Medical Officer. The UK government's principal medical adviser and the professional head of all directors of public health in local government.
CNFE	Cambridge Northern Fringe East. A significant new development planned on the fringes of Cambridge City.
Combined Authority	A Combined Authority is a legal structure that enables two or more local authorities to collaborate and make collective decisions across council boundaries.
Connected and Autonomous Vehicles (CAVs)	Vehicles, also referred to as driverless cars, which incorporate a range of technologies allowing them to communicate with and draw information from their environment to enable the safe, efficient movement of people and goods.
CPA	Cambridgeshire and Peterborough Combined Authority, established on the 3rd of March 2017 under devolution from central government.
CPIEC	Cambridgeshire and Peterborough Independent Economic Commission, a body that has been established to deliver the CPIER.

Term	Description
CPIER	The Cambridgeshire and Peterborough Independent Economic Review, published on the 14th of October 2018.
CPRSP	Cambridgeshire and Peterborough Road Safety Partnership, aiming to prevent all road deaths across Cambridgeshire and Peterborough.
DEFRA	Department for Environment, Food and Rural Affairs. The UK government department responsible for safeguarding the natural environment, supporting the food and farming industry, and sustaining a thriving rural economy.
DNO	Distribution Network Operator. A company licenced to distribute electricity in the UK.
DRT	Demand Responsive Transport, a form of transport where vehicles alter their routes based on particular transport demand rather than using a fixed route or timetable.
ECML	East Coast Main Line. Major railway line running largely along the East Coast from London to Edinburgh.
EHCP	Education, Health and Care Plan. A legal document which describes a child or young person's special educational needs, the support they need, and the outcomes they would like to achieve.
Electric vehicle	A vehicle that uses an electric motor for propulsion, comprising ones that run solely on batteries, as well as plug-in hybrid electric vehicles that have an attached petrol or diesel engine to power the battery engine.
EqIA	Equality Impact Assessment, a process designed to ensure that a policy, project or scheme does not discriminate against any disadvantaged or vulnerable people.
FACT	Fenland Association for Community Transport. A not-for-profit organisation serving the Fenland Area of Cambridgeshire to people who have difficulties using conventional modes of transport.
GCP	Greater Cambridge Partnership, the local delivery body for a City Deal with central Government.
GINI	The most commonly used measurement of national inequality.
Greenhouse gas	A gas which absorbs solar radiation contributing to the greenhouse effect which leads to global warming and climate change.
GVA	The value of goods and services produced in an area, industry or sector of an economy.
HGV	Heavy Goods Vehicle. A large heavy vehicle generally used for transporting freight.
HIA	Health Impact Assessment, a series of procedures by which the impact of an intervention or policy may have on the health of a population is measured.
HRA	Habitats Regulation Assessment, which assesses whether plans will have the potential to cause an impact on protected areas.
Hub	A place of transport interchange providing easy access to the whole transport network with cycle parking, taxi call points and access to car club vehicles, drop off points and at larger locations park and ride facilities.
IER	Independent Economic Review
Killed or Seriously Injured	A standard metric used to measure levels of road safety.
LCWIP	Local Cycling and Walking Infrastructure Plan, a long-term approach to developing local cycling and walking networks over a ten-year period
Light rail	A form of urban rail transport which operates at a higher capacity to a tramway, often on an exclusive right of way, and serving parts of a large metropolitan area.
Local Authority	A local government organisation. In England there may be either one or two tiers of local government. A two-tier structure includes a County Council as the upper tier and a District



Term	Description
	Council as the lower tier. Local Authority responsibilities include strategic land use planning, and highways and transport.
Local Enterprise Partnership	Cooperation between a number of stakeholders including local authorities' business and education sectors with the joint aim of promoting economic growth in an area, focusing on housing, planning and transport.
Local Plan	A statutory planning document which sets out the vision and framework for future development within a Local Planning Authority area. It addresses housing, economy, community and infrastructure and is used as a tool to guide decisions about development proposals
LTP	Local Transport Plan. A statutory document which sets out the objectives and programme for improving the transport network.
MaaS	Mobility as a Service. A shift away from privately owned vehicles towards a model where different transport modes are consumed as an on-demand service through a single (online) platform. For example, the concept of paying for a weekly travel pass that includes bike hire, car hire, bus and train travel.
Mass transit	A form of public transport to satisfy higher potential trip demand, featuring limited stops, high capacity and attractive, reliable journey times. It is usually rail based, such as trams or light rail above ground, or underground trains.
MHCLG	Ministry of Housing, Communities and Local Government. Creates places to live and work, and to gives more power to local people to shape what happens in their area.
MITSS	Mayor's Interim Transport Strategy Statement. A summary of the Cambridgeshire and Peterborough Local Transport Plans, enacted whilst the Combined Authority's first Local Transport Plan is being developed.
MLEI	Mobilising Local Energy Investment. A project aiming to attract more energy investment and infrastructure delivery into Cambridgeshire.
Mode share	The relative use of each mode of transport.
Mode shift	A percentage change in the use of different transport modes. When one transport mode becomes more advantageous than another over the same route or market, a modal shift is likely to take place.
MRN	Major Road Network, a classification of Local Authority roads in England
NEPTS	Non-emergency patient transport services. A free transport service provided to patients who have a specific medical need and are attending healthcare services.
NHS	National Health Service
NHT	National Highways and Transport. The leading performance improvement organisation which provides a range of benchmarking services for the Highways and Transport sector.
NICE	National Institute for Clinical Excellence. Provides national guidance and advice to improve health and social care.
NOx	A generic term for the nitrogen oxides that are most relevant for air pollution, namely nitric oxide (NO) and nitrogen dioxide (NO <sub>2</sub> ). NOx gases are produced during the combustion of hydrocarbon fuels in diesel and petrol-powered vehicles. In areas of high motor vehicle traffic, NOx can be a significant source of air pollution.
NSSF	Non-statutory spatial framework, which will act as a framework for future planning across Cambridgeshire and Peterborough
NSSP	Non-statutory spatial plan, which will act as a framework for future planning across Cambridgeshire and Peterborough
OECD	Organisation for Economic Cooperation and Development, a forum where the governments of democracies with market economies collaborate

Term	Description
Park and Ride	A system for reducing urban traffic congestion, in which drivers leave their cars in car parks on the outskirts of a city and travel to the city centre on public transport.
PCC	Peterborough City Council
PHE	Public Health England. Responsible for protecting the nation's health and wellbeing, and reducing health inequalities.
PM	Particulate Matter. A complex mixture of small material and liquid droplets which have the potential to cause significant health issues.
Powered Two-Wheeler	A vehicle that runs on two wheels and uses a form of power other than human effort. Examples include motorbikes, mopeds and electric scooters.
PRM	Persons with Reduced Mobility
PSVAR	UK Public Service Vehicles Accessibility Requirements. Requires that new vehicles carrying 22 passengers or more have facilities such as low floor boarding devices, space for wheelchair users, highlighting of steps, handrails for visually impaired people and priority seating.
Public realm	Publicly accessible space between and within buildings, including streets, squares, forecourts, parks and open spaces.
RPI	Retail Prices Index, a measure of inflation published monthly by the Office for National Statistics
SEA	Strategic Environmental Assessment, a decision support process which ensures that environmental and sustainability aspects are considered effectively in policy, plan and program making.
SPD	Supplementary Planning Document, provides more detailed guidance about policies in the Local Plan
SRN	Strategic Road Network, motorways and the most significant trunk roads in England, which are managed by Highways England
Sustainable transport	Forms of transport which have lower environmental impact than single occupancy car use. It includes walking, cycling, public transport, Park & Ride, and car-sharing.
TEN-T	Trans European Network (Transport). Aims to build a transport network that facilitates the flow of goods and people between EU countries.
TFL	Transport for London, the body in charge of delivering transport services in Greater London
TIP	Transport Investment Plan, sets out the transport infrastructure, services and initiatives that are required to support the growth of a region.
Trip	A one-way movement from one place to another to achieve a single main purpose. Trips may be further sub-divided into journey stages.
Ultra-Low Emission Vehicle	Vehicles that use low carbon technologies, fuelled by electricity or hydrogen, to reduce the amount of pollutants emitted. They commonly have rechargeable batteries which are used to store energy
Urban realm	The area between building alignments, including public spaces next to streets. Streets make up the greatest part of the urban realm in most cities.
Vision Zero	An approach to road danger reduction that works towards the elimination of road traffic deaths and serious injuries by reducing the dominance of motor vehicles.
WHO	World Health Organisation. Leads international health within the United Nations system.

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### Distribution

Client: Cambridgeshire and Peterborough Combined Authority  
Steer: Project Team

### Version control/issue number

Structure v1.0  
Draft v1.0 (Internal)  
Draft v2.0 (Working Group)  
Draft v3.0 (Steering Group)  
Draft v4.0 (Board Paper)  
Draft v5.0 (Informal Cabinet)  
Draft v6.0 (Combined Authority Board [internal])  
Draft v7.0 (Combined Authority Board [external])  
Draft v8.0 (Combined Authority Board [external])  
Draft v9.0 (Post-consultation to Combined Authority officers)  
Draft v10.0 (Post-consultation to Combined Authority officers)  
Draft v11.0 (Final Draft)  
Draft v12.0 (Final Draft - revisions)

### Date

26 September 2018  
17 April 2019  
18 April 2019  
26 April 2019  
03 May 2019  
08 May 2019  
16 May 2019  
17 May 2019  
20 May 2019  
22 November 2019  
25 November 2019  
16 December 2019  
20 December 2019



## Local Transport Plan and SEA Integration

### Overview

1. This note provides an outline of how the Local Transport Plan was informed and checked against the outcomes of the Strategic Environmental Assessment (SEA), Habitats Regulation Assessment (HRA), and Community Impact Assessment (CIA).
2. Overleaf we provide a timeline against SEA Stages (which the HRA and CIA broadly align), the resulting actions, and outcomes delivered.

### Summary

3. Due process was following for both the development of the SEA, HRA and CIA, as well as the integration with the Local Transport Plan.
4. As a result of the SEA, HRA and CIA, amendments were made to the:
  - vision, goals and objectives; and
  - policies.
5. In general, amendments were not made at a scheme level as all schemes are subject to further feasibility study and scheme development (including assessment).
6. Information gathered through the SEA, HRA and CIA at a scheme- and policy-level will be useful for feasibility studies and further scheme development.

**Table 1: Local Transport Plan and SEA, HRA and CIA Integration**

SEA, HRA, CIA Stage	Timescale (for final document)	Action	Outcome (and examples)
<b>STAGE A:</b> Setting the context and objectives, establishing the baseline and deciding on the scope ( <b>SEA only</b> )	February 2019	<ul style="list-style-type: none"> <li>Scoping Report issued to Statutory Consultees (Environment Agency, Natural England and Historic England)</li> <li>Statutory Consultee representation and professional recommendations to LTP team.</li> </ul>	<ul style="list-style-type: none"> <li><b>Include Conservation of the Historic Environment as a wider objective:</b> This has been included under the LTP environmental objectives</li> <li><b>There is a vision of Equity, but the definition is one of Equality. The LTP should strive for equity, not equality to reflect the difference in the population and urban vs rural difference:</b> This has been changed from 'Equity' to 'Social'</li> <li><b>Include Health as a wider objective:</b> This has been included under the LTP social objectives</li> <li><b>The Environment objective should read "Protect and enhance our environment...":</b> The LTP environment objective has been updated</li> <li><b>Include reference to digital technology and how this is likely to impact future travel:</b> The LTP document recognises the importance of digital technology on future travel and contains policies on this area</li> </ul>
<b>STAGE B:</b> Developing and refining alternatives and assessing effects	May 2019 (reported with Stage C)	<ul style="list-style-type: none"> <li>Professional recommendations to LTP team.</li> </ul>	No recommended amendments.
<b>STAGE C:</b> Preparing the Environmental Report / Habitats Regulation Report, and Community Impact Report (including assessment of policies and schemes)	May 2019 (reported with Stage B)	<ul style="list-style-type: none"> <li>Professional recommendations to LTP team.</li> </ul>	<ul style="list-style-type: none"> <li><b>Policy Theme 4.2: Maintaining and managing the transport network (Climate, Soils, Air quality, Material assets) - Include details on waste and material use within maintenance and capital projects, e.g. use of the waste hierarchy, maximising life and capacity of existing assets, using sustainably sourced materials with recycled content, reusing demolition material on new schemes etc. to support the principles of a circular economy:</b> This has been addressed within Policy Theme 4.2.</li> <li><b>Policy Theme 10.1: Reducing the carbon emissions from travel (Climate, Air quality, Human health) - Policy 10.1.2 refers to electric vehicle charging points. To facilitate a switch to EV this could be widened to include EV infrastructure and information (not just charging points) e.g. priority parking for EV, an app with local maps on EV charging points and parking bays:</b> This has been addressed within Policy 10.1.2.</li> <li><b>Policy Theme 10.1: Reducing the carbon emissions from travel (Climate, Air quality, Human health) - 'Low carbon economy' is mentioned in some of the other policies (e.g. built environment) but it would also seem to fit under policy 10.1 as reducing carbon emissions from travel will help contribute to a low carbon economy:</b> This has been addressed within the text in Policy Theme 10.1.</li> </ul>

			<ul style="list-style-type: none"> <li>• <b>Policy Theme 9.1: Protecting our natural environment (Flora and fauna, Population, Human health, Landscape, Water):</b> <ul style="list-style-type: none"> <li>– Biodiversity net gain is referred to in the policy overview but not in the policy wording. Consider bringing this out in the policy as well.</li> <li>– Strengthen emphasis on cohesion and connectivity of green space and green infrastructure within Policy 9.1.3.</li> </ul> </li> </ul> <p>This has been addressed within the Policy Theme 9.1 overview text and Policy 9.1.3.</p>
<b>STAGE D:</b> Consulting on the draft plan or programme and the Environmental Report, Habitats Regulation Report, and Community Impact Report	June to September 2019	<ul style="list-style-type: none"> <li>• Scoping Report issued to Statutory Consultees (Environment Agency, Natural England and Historic England)</li> <li>• Statutory Consultee representation and professional recommendations to LTP team.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Natural England: We do have concerns that some of the proposed schemes have potential for significant adverse impacts on the natural environment.</b> CPCA note Natural England's concerns re the adverse impacts of some proposed transport schemes as part of feasibility studies and any scheme development.</li> <li>• <b>Natural England: Our advice is that further work should be undertaken, in liaison with key environmental stakeholders, to gather evidence to inform a robust assessment of impacts to the natural environment and the deliverability of avoidance and mitigation measures. This, should be used, together with the proposed application of the user hierarchy, to select and prioritise the development of sustainable transport projects.</b> CPCA note Natural England's view that significant further work is required. Environmental consideration was given in assessment of schemes both as part of the LTP and corresponding SEA, HRA and CIA. The impacts of the schemes will be considered as part of any further prioritisation, feasibility, and scheme development.</li> <li>• <b>Natural England: We note that the current LTP strategy is a 'blended approach' which focuses on a range of significant capital investments in highway, public transport and walking and cycling infrastructure, designed to support a significant increase in travel demand (expected to be generated by significant new development including ~100,000 new homes and employment growth) but tailored to the local geographic and travel context. We understand the need for a multi-modal approach to the Plan; however, we are concerned that the emphasis appears to be on delivering new major highways projects. This seems at odds with the proposal to apply the user hierarchy and to develop a sustainable transport network.</b> CPCA note Natural England's concerns re. the emphasis on large highway projects in the LTP, but disagree with conclusion. The LTP is primarily focussed on sustainable transport interventions to achieve mode shift, support development and economic growth and achieve wider social and environmental outcomes. All schemes are subject to further study and assessment.</li> <li>• <b>Historic England: We welcome the reference to protect and enhance our environment in paragraph 1.45. We suggest that this is amended to read 'preserve and enhance our built, natural and historic environment'.</b> Environmental goal amended to 'Preserve and enhance our built, natural and historic environment and implement measures to achieve net zero carbon'.</li> </ul>

			<ul style="list-style-type: none"> <li>• <b>Historic England: We welcome the notion of the consideration of space and movement and the idea that in certain locations priority should be given to modes that best preserve that specific setting or location. However, we would caution against an over simplistic use of this assessment narrative which could lead to further denudation of setting and wider historic environment. Consideration of setting and (historic) environment should apply to all schemes, irrespective of whether they are considered to be cultural treasures or not.</b> The user hierarchy has been revised to better reflect the place and movement function of specific streets, which includes consideration of the historic environment.</li> <li>• <b>Historic England: Transport and the environment (p76) - We welcome the reference in paragraph 2.43 to protecting and enhancing the natural, historic and built environment. However, much of the rest of this section focuses on biodiversity etc. More emphasis should be placed on what will be done in respect of protecting and enhancing the historic environment in relation to transport planning."</b> Greater detail regarding protecting and enhancing the historic environment in relation to transport planning is provided in the Policies Annex.</li> <li>• <b>Historic England: We welcome the inclusion of a policy for the historic environment. However, on page 145 in policy 9.2 the wording should be amended to read 'Conserving and enhancing our built and historic environments' in line with the wording in the NPPF. The final column should also be amended because it is more than just protecting the historic environment but also enhancing it. These same points apply to Annex 1 of the Plan, section 9.2 on page 94. We are concerned that there is no mention of archaeology in this section. The historic environment includes more than just built heritage.</b> Policy 9.2 has been amended in line with this feedback, and reference provided to archaeology.</li> <li>• <b>Historic England: The policy currently does not take account of how highways design and the historic environment can be successfully incorporated. We would expect to see schemes assess their impacts upon townscape, historic landscape and heritage assets and design accordingly. New roads, cycle paths and associated infrastructure, including signage and hard standings for example, will result in impacts on landscape and townscape. As such Historic England would want to be reassured that matters of siting, location and design will conserve the historic environment of the area. Therefore, it is important to ensure that transport appraisals properly assess all potential impacts on the historic environment to an appropriate level of detail.</b> Policy 9.2.1 now includes the following: "include a proportionate assessment of any impacts on townscape, historic landscape and heritage assets within transport planning and major scheme appraisal, and increase opportunities to enhance the built and historic environment through major scheme delivery".</li> <li>• <b>Historic England: All designated heritage assets should be referenced in the policy as well as non- designated heritage assets together with the potential for unknown archaeology. Mention should also be made of the importance of the setting of these assets. The NPPF</b></li> </ul>
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			<p>makes it clear that the significance of heritage assets may be harmed by development (which can include transport schemes) in the setting of heritage assets. Major heritage assets within the policy have been referenced, and the importance of protecting their setting.</p> <ul style="list-style-type: none"> <li>• <b>Historic England: When considering the relevant policy context it is important to note that local level documents will also be useful in setting the appropriate context. Figure 4 could helpfully draw on existing Conservation Area Appraisals and relevant Neighbourhood Plans in across the County. it would be helpful to consider the ability of the emerging Local Transport Plan to deal with the effects of development proposals on unknown heritage assets. For example, how will the plan deal with development proposals in areas with archaeological potential but with no known designated or non-designated heritage assets and does the Plan outline how this situation is to be addressed by prospective applicants or decision makers. All scheme development is subject to appropriate, legal / policy requirements with respect to archaeological assets (known or unknown) and heritage assets.</b></li> <li>• <b>Historic England: It would be helpful to expand the assessment to include consideration of the effects of alterations to hydrological conditions as this could impact upon water dependent heritage assets including organic remains. This is particularly relevant for developments which may affect drainage which could affect soil chemistry resulting in dewatering for example. Noted and passed on to Mott MacDonald.</b></li> <li>• <b>Historic England: Conclusion - We would recommend early engagement with Historic England in respect of specific schemes and highlight our pre-application advice service (further details of which may be found here: <a href="https://historicengland.org.uk/services-skills/our-planning-services/charter/Our-pre-application-advisory-service/">https://historicengland.org.uk/services-skills/our-planning-services/charter/Our-pre-application-advisory-service/</a> ). We remind the authority that harm to the historic environment should be avoided in the first instance (remembering that significance can be harmed by development within the setting of heritage assets). An assessment of impacts upon townscape, historic landscape and historic assets should be included in any future assessment of route and infrastructure options. This may necessitate Heritage Impact Assessment to understand the significance of assets and the likely impact of proposed development upon that significance. Historic England strongly advises that the conservation and archaeological staff of the affected local authorities and County Council conservation staff are closely involved throughout the preparation of the plan and its assessment. They are best placed to advise on local historic environment issues and priorities, including access to data held in the HER, how the policy or proposal can be tailored to minimise potential adverse impacts on the historic environment, the nature and design of any required mitigation measures and opportunities for securing wider benefits for the future conservation and management of heritage assets. Finally, we should like to stress that this opinion is based on the information provided by the Council in its consultation. To avoid any doubt, this does not affect our obligation to provide further advice and, potentially, object to specific proposals, which may subsequently arise (either as a result of this consultation or in</b></li> </ul>
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			<b>later versions of the plan/guidance) where we consider that, despite the SA/SEA, these would have an adverse effect upon the environment.</b> Noted - future recommendation for early engagement with statutory consultees on schemes.
STAGE E: Monitoring implementation of the plan or programme	Ongoing	<ul style="list-style-type: none"> <li>Professional recommendations to LTP team.</li> </ul>	<ul style="list-style-type: none"> <li>No recommended amendments.</li> <li>Targets to be agreed post-commission of Steer.</li> <li>Under ongoing review as per guidance.</li> </ul>



<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 4.2</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## THE CAMBRIDGESHIRE AUTONOMOUS METRO PUBLIC CONSULTATION

### 1.0 PURPOSE

- 1.1. This paper invites the CA Board to authorise an initial non-statutory public consultation in the early part of the New Year to inform the CAM programme Outline Business Case, in line with the requirements of the government's transport appraisal requirements guidance.
- 1.2. This proposal was considered and unanimously endorsed by the Transport and Infrastructure Committee on 9 November 2019.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>James Palmer, Mayor</b>
<b>Lead Officer:</b>	<b>Paul Raynes, Director of Delivery and Strategy</b>
<b>Forward Plan Ref: n/a</b>	<b>Key Decision: No</b>
The Board is recommended to:  (a) Agree that a non-statutory public consultation on the CAM should be undertaken in the early part of the New Year.	<b>Voting arrangements</b>  Simple majority of all Members

### 2.0 BACKGROUND

- 2.1. The Combined Authority is developing the Outline Business Case for the Cambridgeshire Autonomous Metro. The OBC will be compliant with the HM Treasury Green Book, which is the benchmark for investment appraisal for infrastructure projects, and with the Department for Transport's WebTAG appraisal guidance. This approach is required under the Combined Authority's Assurance Framework.
- 2.2. At OBC stage, the guidance requires a non-statutory public consultation to be carried out on options under consideration. The findings of the consultation will influence the development of the scheme, and support the preparation of the

application for a Transport and Works Act Order for the project. There will also be further public consultation at later stages of the project. The proposed non-statutory consultation is the form of consultation appropriate for this stage of scheme development.

- 2.3. The CAM OBC programme team has developed a Consultation Strategy alongside its work evaluating options. Officer colleagues from the City and South Cambridgeshire's Joint Planning Service, and from the Greater Cambridge Partnership, have been involved in discussions about both the options and the consultation strategy. Those discussions are ongoing and will continue through January.
- 2.4. The scope of the consultation will focus on identifying the level of public support for (a) the overall CAM network and (b) elements of the route alignment, especially the tunnelled section.
- 2.5. OBC development is proceeding at pace. The programme indicates that the consultation should begin in early 2020. It is therefore proposed that the Board endorse the principle of the consultation. The Transport and Infrastructure Committee considered this proposal on 9 November 2019 and unanimously endorsed the proposal.

### **3.0 FINANCIAL IMPLICATIONS**

- 3.1. This is budgeted activity within the agreed CAM OBC budget.

### **4.0 LEGAL IMPLICATIONS**

- 4.1. Failure to conduct the appropriate consultation at each project stage would undermine the legal robustness of the eventual application for an Order under the Transport and Works Act 1992.

### **5.0 OTHER SIGNIFICANT IMPLICATIONS**

- 5.1. None noted.

### **6.0 APPENDICES**

- 6.1. Appendix 1 - Summary of CAM OBC Engagement and Comms strategy

<b><u>Background Documents</u></b>	<b><u>Location</u></b>
Report to the Transport and Infrastructure Committee 9 January 2020.	<a href="https://cambridgeshirepeterboroughcagov.cmis.uk.com/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/889/Committee/67/SelectedTab/Documents/Default.aspx">https://cambridgeshirepeterboroughcagov.cmis.uk.com/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/889/Committee/67/SelectedTab/Documents/Default.aspx</a>

# **DRAFT Consultation Strategy V3.1**

For CAM Partnership Board Information Only

Cambridgeshire Autonomous Metro (CAM) – City Tunnel  
Section

January 2020

bec

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## 1. Introduction

The Cambridgeshire & Peterborough Combined Authority (CPCA), in association with the Greater Cambridge Partnership (GCP), is working to develop proposals for the Cambridgeshire Autonomous Metro (CAM) - a high-quality, fast and reliable 'trackless metro' designed to transform transport connectivity across the Greater Cambridge region.

This consultation and engagement strategy has been prepared in collaboration with CPCA and GCP to outline the approach to consultation and engagement with the local community and stakeholders regarding the 'City Tunnel Section' of CAM and the subsequent preparation of an Outline Business Case (OBC) for the City Tunnel Section.

## 2. Aims and scope of the consultation

### 2.1 The business case process

A business case is developed over three phases, as set out below:

1. **The Strategic Outline Business Case (SOBC)** – Explains the case for change and suggests an indication of the potential solution to stakeholders;
2. **The Outline Business Case (OBC)** – Revisits the SOBC in more detail and identifies a preferred option that optimises Value for Money;
3. **The Full Business Case (FBC)** – Revisits the OBC and recommends detailed arrangements for the successful delivery of the project.

The consultation and engagement, which is the subject of this document will seek the views of the public and stakeholders to support the preparation of an OBC for submission to HM Treasury, ensuring compliance with the Department for Transport's (DfT) Five Case Model and compliance with the requirements of WebTAG Stage 1 guidance and the widely-established Gunning Principles.

### 2.2 Past consultations and the 'bigger picture'

Once complete, CAM will comprise the City Tunnel Section, GCP Corridors and Regional Routes extending to / from St Neots, Alconbury, Mildenhall and Haverhill, to the city of Cambridge.

Both the City Tunnel Section and the Regional Routes are to be delivered by CPCA, with the GCP Corridors to be delivered by GCP.

The approach to consultation and engagement set-out in this document builds on, and is informed by, consultations previously undertaken by GCP on the GCP Corridors including the Cambourne-to-Cambridge Corridor (C2C), the Cambridge South East Transport Scheme (CSET), as well as further routes to the East and North of Cambridge.

CPCA and GCP continue to work closely to ensure that the presentation of proposals for the City Tunnel Section are consistent and fully-aligned with publicly accessible information regarding the GCP Corridors, while clearly explaining how the City Tunnel Section fits into the 'bigger picture' for CAM.

## 2.3 Aims of the consultation

The consultation and engagement proposed by this document will aim to provide consultees with information regarding the potential alignments for the City Tunnel Section of CAM, including detail regarding potential station and portal locations.

The consultation will seek views on:

1. The need and benefits of CAM (including the City Tunnel Section and Regional Routes); and
2. The potential route alignments for the City Tunnel Section of CAM (including detail regarding the potential City Centre station).

Feedback from the consultation will influence the evolution of CAM and support the preparation of the Outline Business Case (OBC) for the project, and in the longer-term, the preparation of the application for a Transport Works Act Order (TWAO) for the project.

## 2.4 Timeline for consultation

The table below provides a high-level summary of the timescales associated with the consultation and engagement set out in this document. Further details regarding the timing of specific consultation activity is set out in Section 4.



Activity	Date
Raising awareness & early engagement	Jan – Feb 20
Public consultation period	Feb – Mar 20
Review of consultation feedback & interim consultation report	Apr - Jun 20
Preparation of Draft Outline Business Case	Aug 19 – July 20
Submission and Review of Draft Outline Business Case	July 20 onwards

Fig. 1: The timeline for consultation

### 3. What is the CAM?

#### 3.1 Project description

The proposal for a 'Cambridgeshire Autonomous Metro' (CAM) is a high-quality, fast and reliable 'metro-style' transport network which will transform connectivity across the Greater Cambridge region.

The vision is for an expansive metro network that seamlessly connects regional settlements, major city fringe employment sites and key satellite growth areas across the region with Cambridge's mainline railway station and Cambridge city centre.

#### 3.2 The benefits

CAM has been designed to deliver a range of regional benefits, which were identified in the Strategic Outline Business Case (SOBC) published in March 2019, and include:

**Promote economic growth and opportunity:**

- Improve transport connectivity
- Improve journey time reliability
- Support new employment by enhancing access to and attractiveness of key designated employment areas
- Increase labour market catchments

#### Support the acceleration of housing delivery:

- Direct high-quality public transport access to key housing sites (existing designations)
- Serve and support new areas for sustainable housing development
- Provide overall transport capacity to enable and accommodate future growth

#### Promote equity:

- Promote better connectivity with other towns
- Improve opportunities for residents currently served by poor public transport
- Improve opportunities for access to the employment market
- Improve opportunities for access to social, welfare and leisure facilities for the wider Cambridgeshire and Peterborough area

#### Promote sustainable growth and development:

- Improve local air quality
- Promote the low carbon economy
- Support environmental sustainability
- Relieve traffic congestion
- Improve health and wellbeing

## 4. Approach to consultation

### 4.1 Transport Analysis Guidance (TAG)

Transport Analysis Guidance (TAG), issued by the Department for Transport (May 2018), provides guidance on the Transport Appraisal Process. The pertinent sections, with regards to consultation and engagement during Stage 1 (Option Development), are set out below.

The approach to consultation outlined in this document has been specifically formulated to ensure compliance with the requirements of the appropriate guidance.

#### ***'Stakeholder Engagement - Consultation, Participation and Information***

- 2.2.2. *Stage 1 should be informed by engagement with stakeholders on an on-going basis, tailored to the specific circumstances to ensure the approach is proportionate to the scale and complexity of the intervention.*

**Commented [TB1]:** PM to confirm if we are at Stage 1 or Stage 2 of this process. BECG to alter text accordingly.

**Commented [CJ2R1]:** Are we not at stage 2? "A small number of better performing options"

- 2.2.3. *All interested parties - including local people, local authorities, regional partners, statutory bodies, businesses, environmental interests, transport users and operators - will need to be involved in the study and will help shape decisions. Wide participation and consultation will be a key factor in gaining public support and gauging acceptability for options put forward in the studies. A strategy for involving these groups will need to be established early in the study process. The strategy will need to address who to involve, when and how.*
- 2.2.4. *The strategy should make clear from the outset the aims and limits of this involvement, so that suitable techniques can be identified and confusion as to the role of different groups can be avoided.*
- 2.2.5. *In particular the strategy should distinguish between the following:*
- *Information provision, a one-way process to keep those with an interest in the study informed.*
  - *Consultation, where the views of the general public or sectional interests are sought at particular stages of the study and the results are input back into the study process.*
  - *Participation, either through the steering group or through other means by which the public and other interests have a direct influence on the outcome of the study.*
- 2.2.6. *It is anticipated that engagement with key stakeholders will be on-going throughout Stage 1 and likely to be incorporated in the study management arrangements. Analysts will need to take a view about how and when the views of the public should inform the process. Analysts should also consider options for undertaking consultation as part of existing engagement processes (e.g. to inform local transport planning); scope for drawing consultation evidence collected to date as part of wider engagement exercises; or whether the views of particular stakeholders would provide an adequate representation of public views.*
- 2.2.7. *Chapter 7 of the Guidelines on Developing Urban Transport Strategies (IHT, 1996) provides advice on the various techniques available for consulting the public. If the study area is large, special attention will be required. Ways of consulting the public over the larger study areas in a cost-efficient manner will need careful consideration. Further guidance can be found in A Decision Maker's Guidebook (Konsult website).*

[...]

## 4.2 Consultation methodology

In addition to the guidance outlined above, this document has also had regard for the Gunning Principles, which aim to underscore the legitimacy of all consultation and have been established through UK case law.

Prior to the consultation launch, it is crucial that the CAM (as whole) develops an identity that flows through all collateral. This identity must communicate the project vision and be embodied common language / terminology and all documentation. To achieve this, CPCA will work closely with GCP to coordinate and deliver this to avoid duplication and ensure a consistent message around the benefits of the wider CAM network is communicated to consultees during the consultation on the City Tunnel Section elements and sustained through the longer-term Business Case process.

Utilising key advocates as a focus for communicating this vision, it is envisaged that the following channels be utilised to promote the consultation:

- **Project website** – To act as a 'shopfront' for the project and provide clear and easily accessible information (including FAQs, details of the consultation, copies of consultation material, an online feedback form etc.)
- **Media engagement** – To promote the consultation via local media / newspaper outlets
- **Social media** – To drive traffic to the project website and raise awareness
- **Public notices** – Displayed at prominent locations (e.g. local authority offices, libraries etc.)
- **Keynote events** – To 'get in front of' and promote the project to key influencers and stakeholders (including speeches, meet-and-greets etc.)
- **Meetings with key stakeholders and major landowners** – To begin the conversation, identify issues and secure buy-in at an early stage

A targeted approach to mailing direct invitations will be taken to help publicise the consultation. Individuals will also be made aware of the consultation through the use of other wide-reaching means of publicity, including newspaper adverts and use of social media channels.

The strategy is designed to be a continuous feed of information and enthusiasm for the scheme to press, the public, partners and stakeholders and demonstrating the commitment to delivering the project. It will foster community and political buy-in for the scheme at an early stage, which will bolster the OBC and influence its success and ultimate realisation.

### 4.3 When CAM will consult

The consultation will run for a 6-week period during February and March 2020.

This duration will allow for a robust consultation, enabling consultees across the Greater Cambridge region (as defined in Section 4.4) to appraise and provide feedback on the project, as per the Gunning Principles. These timings will also ensure that the consultation does not thereby extend into the pre-election period (Purdah) for the 2020 Cambridge City Council elections.

Correspondingly, a deadline for responses to the consultation would be advertised as '*no later than 11:59pm on Thursday 26 March 2020 (postal responses will be accepted up to three working days after this deadline) and responses received after this date may not be taken into consideration*'. Further detail on how consultees will respond to the consultation is set out in Section 4.6.

### 4.4 Who CAM will consult

The consultation will be open to the wider public within the Greater Cambridge region and all those with an interest in the project who feel directly or indirectly impacted, or who have a view they would like to be considered.

A comprehensive stakeholder mapping exercise is currently being undertaken to identify all key stakeholders with a potential interest in the project. Engagement will be sought with a wide range of stakeholders, in the lead up to and during consultation, which may include but should not be limited to:

- **Local community** – A wide range of methods will be used to engage with the local community across the region. Methods for engaging the local community and ensuring that local people are aware of the benefits of the CAM are set out in more detail in Section 4.5

- **Political stakeholders** –the CPCA will identify and engage political stakeholders both locally and across the region to promote the consultation and make the case for the project. Politicians to be engaged include the seven Local Authority Leaders who make up the Combined Authority, whilst engagement will also be sought with Local Authority Officers. CPCA will also engage with the local and neighbouring MPs and ensure they are briefed ahead of the consultation
- **Business stakeholders** – Businesses are likely to be some of the project's biggest advocates. To ensure the voice of business is amplified, CPCA will develop a 'few to the many' approach; engaging with business representative groups and major employers across the Greater Cambridge region
- **Educational stakeholders** – Engaging with educational stakeholders early will be vital to ensuring the success of the project moving forward. CPCA will look to brief these stakeholders on the detail of the project as early as possible in the process. We will also aim to engage broadly across the educational stakeholders through various faculties who are likely to have an interest in the project
- **Interest groups, community groups** – Third-party groups in areas potentially affected by the project will be offered briefings during the consultation period. This may include residents' associations, community groups and interest groups who feel directly and / or indirectly affected by the project. Understanding the views / concerns of these groups will be fundamental to ensuring that any concerns can be proactively addressed at the most local-level
- **Hard-to-reach groups** – CPCA will look to engage the support of local authorities as it seeks to engage with groups and organisations that represent 'hard-to-reach' or 'seldom heard' groups in the local community. These represent demographic groups that do not usually engage in consultation activity, as well as people with disabilities who may have problems accessing the consultation information. Throughout the consultation, presentations will be offered, and information provided directly to such groups in order to facilitate their participation in the consultation process
- **Statutory bodies and non-statutory bodies** - Any statutory bodies / non-statutory bodies / consultees with whom it may be necessary to engage regarding the technical aspects of the scheme will be identified and consulted accordingly. The consultation will be used to inform and support the environmental assessment and strengthen the decision-making criteria for design options as the design develops

The above will enable the consultation to reach a wider range of people who may have an interest in the project.

During the consultation, it may become apparent that there is a need to engage directly with communities and interested and additional consultation and engagement will be discussed, agreed and carried out accordingly.

## 4.5 How CAM will consult

### Raising awareness:

Prior to the launch of the consultation, a range of measures will be employed during January and February to ensure that the local community and stakeholders are made aware of the consultation, including:

- **Mayoral briefing** – Mayor Palmer will write to key stakeholders to update them on project progress and to provide an overview on next steps including the plan to consult
- **Media releases / briefings** – Media releases will be sent to target media outlets containing details of the consultation, public exhibitions and how the local community can participate
- **Newspaper advertising** – adverts will be published in local newspapers giving details of the consultation
- **Social media advertising** – The consultation will be advertised on Facebook and Twitter through a series of adverts targeted at social media users within the Greater Cambridge region
- **Posters** – Posters will be shared with local venues, local authority offices, parish councils, libraries and other prominent locations, to display on noticeboards and provide information regarding the consultation; this may also include Council-owned assets (e.g. billboards)
- **Engagement with interest groups, community groups** – Third-party groups will be offered briefings during the consultation
- **Political / stakeholder engagement** – Face-to-face briefings with key local political stakeholders will be sought, to ensure they are well briefed about the project and consultation, ahead of information going out to their constituents/the general public

- **Statutory bodies** – Engagement to understand issues and requirements, which will influence the level of design information ultimately required for the consenting process in order to get support for the proposals
- **Distribution of postcards to households and businesses within clearly defined mailing areas** - These areas will be informed by the location of key elements of the City Tunnel Section network (e.g. station and portal locations)

#### Undertaking consultation:

During the consultation period (February – March 2020), consultation will be undertaken via the following methods:

- **Consultation materials** – A suite of consultation materials will be produced to provide information regarding the project. Presentational material will be tailored to local interest groups, statutory consultees and local landowners to demonstrate an understanding of the specific geographical and topic interests. Materials will be prepared to generate comment and support in the early stages of the project and influence design development. The following materials are proposed:
  - **Consultation leaflet** –Providing information regarding the proposals and the consultation to enable those who are unable to attend public exhibition events to gain an understanding of the key project elements, how they can provide feedback and how to contact the project team with any questions. The consultation leaflet will also be made available to view and download via the project website and will be available in hard-copy at key locations, such as local authority offices and libraries;
  - **Exhibition boards** – Exhibition boards / banners will be displayed at the public exhibition events providing information on the need, benefits, potential alignments, potential station locations, impacts and mitigation. Exhibition boards will be made available to view and download via the project website;
  - **Feedback form** –This will be available at consultation events in hard and soft copy (on tablets), as well as on the project website, to enable the public and stakeholders to provide comments.
- **Project website** – All consultation materials will be available on the consultation website where the public will be able to submit their comments via an online feedback form. The website will also include a facility for users to 'register for updates' and be kept updated about the project via email notifications. A 'ChatBot'



plug-in will be added to the website homepage to assist users in navigating the website and finding answers to frequently asked questions;

- **Public exhibitions** – Events will be held at strategic venues to the City Tunnel section and potentially in the wider Greater Cambridge region (to be determined)

Prior to each public event, key local stakeholders will be invited to attend a VIP-type 'stakeholder preview' session.

Public consultation events will include printed copies of the consultation leaflet and bespoke exhibition boards. Copies of the feedback form will be available. Members of the project team, including project managers, engineering leads, planning leads, transport leads, and communications leads will attend all events.

#### 4.6 What CAM will invite feedback on

Given the current stage in the business case process, the information provided during the upcoming consultation will focus on the need and benefits of the CAM network, together with information regarding the potential alignments for the City Tunnel Section including the indicative location of station and portal locations (as well as information regarding consideration of alternatives). The consultation will not re-consult on the GCP schemes.

##### a. How to respond to the consultation

Consultees will be provided with a range of ways to respond to the consultation, including:

- **At public exhibitions** – Feedback forms, together with freepost envelopes, will be available to complete at all public exhibitions;
- **Online** – An online feedback form will be available via the project consultation website. Electronic copies of the feedback forms will also be available to download via the website and can be returned via email or Freepost (see below);
- **By post** – Comments will be accepted in writing via freepost to 'CAM CONSULTATION'. Hard copies of completed feedback forms will also be accepted returned via this address;
- **By email** – Comments can be submitted via email the consultation e-mail address. Electronic or scanned copies of completed feedback forms can also be returned via email;

- **By phone** – The project team will be contactable via a freephone number with any queries (9:00–17:30 Mon-Fri, with an answerphone facility for out-of-hours).

Social media will be used alongside other methods of engagement to publicise the consultation and drive traffic to the project website to provide feedback, thereby widening access to the consultation and reaching demographics which typically might not engage in the consultation. However, comments submitted via social media will not be treated as auditable responses to the consultation.

As described in the preceding section, consultation will include face-to-face meetings with a range of stakeholders. To ensure an accurate record of discussions, meeting minutes will be taken and agreed with attendees.

## **b. Data Protection**

All personal data will be held in accordance with the General Data Protection Regulation (GDPR) (EU) 2016/679. A full Privacy Statement, Data Protection Policy, Data Retention Policy, together with information on how to make a Subject Access Request will be made available.

## **2. Post-consultation activity**

### **a. Analysis of consultation feedback**

All comments submitted during the consultation will be recorded and analysed using suitable stakeholder management software. This includes data captured outside the 'standard' feedback form for example face-to-face meetings, letters, emails, etc.

Following the close of the consultation, an Interim Feedback Report will be produced, which will provide a summary of all the feedback received. This will identify opportunities and risks for the project and, in turn, inform the development of the scheme. This report will be published and communicated (via press releases & briefings, web, social media and stakeholder updates) shortly after the May 2020 elections, to provide appropriate space between the publication of the report and the publication of the OBC.

## **b. Preparation of business case**

There is a growing realisation across government that to be successful, projects of this scale need to identify the scope for economic benefits, that cannot be captured within the Benefit Cost Ratio (BCR). Given that the Green Book business case appraisal guidance sets specific parameters around what can or cannot be included in an economic assessment, CPCA would seek other mechanisms and approaches to ensure the telling the full compelling story about the business / economic benefits the CAM will deliver.

As part of the business stakeholder engagement process, CPCA will be seeking to understand the full range of business sectors and clusters that will benefit from CAM and ensure these are fed into the business case in the most effective and appropriate way.

## **c. Updating the community and stakeholders**

Following the consultation, an update newsletter / e-shot will be distributed to all residents and stakeholders that actively engaged in the consultation. This will create an opportunity to thank them for their participation, provide a summary of the feedback received and outline next steps in the process.

In parallel, a proactive campaign of engagement with local media, partners and stakeholders following the consultation will build in support identified during consultation, address concerns raised during consultation and inform progress going forward.

As the scheme progresses, the project website will be regularly updated.

The project team will continue to operate the freephone information line, consultation email, freepost mechanism and website comment facility.





<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 4.3</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **CAMBRIDGE AUTONOMOUS METRO (CAM) PROGRAMME: REGIONAL ARMS STRATEGIC OUTLINE BUSINESS CASE TENDER DOCUMENT PREPARATION**

### **1.0 PURPOSE**

- 1.1. To seek approval and funding to commence with the development of the strategic outline business case (SOBC) brief and tender documents for the regional arms of the network, earlier than planned, with the intention of commencing the production the SOBC for the Alconbury regional extension in Summer 2020. To progress this, the CPCA CAM programme team are requesting approval for £100,000 drawn from uncommitted contingency within the CAM OBC project budget to fund the early development of the CAM Regional Arms SOBC tender documents.
- 1.2. This proposal was discussed at the Transport and Infrastructure Committee meeting on 9 January 2020 where it was unanimously endorsed by those present.
- 1.3. The report to the Transport and Infrastructure Committee is attached at Appendix 1.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Mayor James Palmer</b>
<b>Lead Officer:</b>	<b>Paul Raynes, Director of Delivery and Strategy</b>
<b>Forward Plan Ref: n/a</b>	<b>Key Decision: No</b>
<p>The Combined Authority Board is recommended to:</p> <p>(a) approve early development of the CAM regional arms SOBC tender documents as part of the wider CAM programme and for</p>	<p><b>Voting arrangements</b></p> <p>Simple majority of all Members</p>

£100,000 to be utilised from uncommitted contingency within the current 19/20 CAM OBC budget to fund the early development of these documents.	
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## 2.0 APPENDICES

### 2.1 **Appendix 1:** Report to the Transport and Infrastructure Committee 9 January 2020.

<u>Background Papers</u>	<u>Location</u>
None	



<b>TRANSPORT AND INFRASTRUCTURE COMMITTEE</b>	<b>AGENDA ITEM No: 2.5</b>
<b>09 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **THE CAMBRIDGESHIRE AUTONOMOUS METRO PROGRAMME: REGIONAL ARMS SOBC TENDER DOCUMENT PREPARATION**

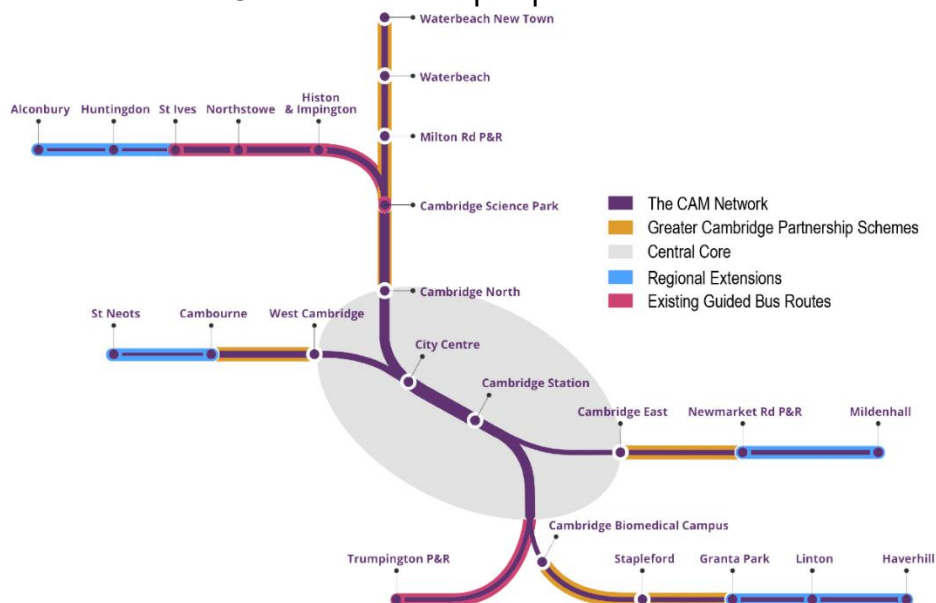
### **1.0 PURPOSE**

- 1.1. The CAM will provide a high quality and fast transport network that will transform transport connectivity across the Cambridge and Peterborough area. This paper seeks approval and funding to commence with the development of the SOBC brief and tender documents for the regional arms of the network, earlier than planned, with the intention of commencing the production the SOBC for the Alconbury regional extension in Summer 2020. To progress this, the CPCA CAM programme team are requesting approval for £100,000 drawn from uncommitted contingency within the CAM OBC project budget to fund the early development of the CAM Regional Arms SOBC tender documents.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>James Palmer, Mayor</b>
<b>Lead Officer:</b>	<b>Paul Raynes, Director of Delivery and Strategy</b>
<b>Forward Plan Ref: Insert ref no on FP</b>	<b>Key Decision: No</b>
<p>The Transport and Infrastructure Committee is invited to:</p> <p>(a) Recommend to the Combined Authority Board the approval of early development of the CAM regional arms SOBC tender documents as part of the wider CAM programme and for £100,000 to be utilised from uncommitted contingency within the current 19/20 CAM OBC budget to fund the early development of these documents.</p>	<p><b>Voting arrangements</b></p> <p>Simple majority of all Members</p>

## 2.0 BACKGROUND

- 2.1. The Cambridgeshire & Peterborough Combined Authority, working with the GCP are developing the Cambridgeshire Autonomous Metro (CAM) which will provide a high-quality, fast and reliable transport network that will transform transport connectivity across the Greater Cambridge region. The vision for the CAM programme is to create an expansive metro network that seamlessly connects Cambridge City Centre, key rail stations (Cambridge, Cambridge North and future Cambridge South), major city fringe employment sites and key 'satellite' growth areas, both within Cambridge and the wider region. The CAM project is a key project for the purposes of the Combined Authority's Business Plan 2019/20.
- 2.2. The CAM is planned to be developed across the Greater Cambridgeshire region and the current CAM network map is provided below:



- 2.3. The CAM OBC for the core city centre tunnelled section is underway. The GCP schemes are also at OBC stage. It is now timely to begin the development of the SOBC's for the CAM regional arms to ensure efficient public transport will be accessible for the wider public in the Cambridgeshire region.
- 2.4. The initial activities to be undertaken will be to prepare the tender documents for the procurement of the services of a consultancy to undertake the production of the SOBC for one or more of the CAM Regional Arms to:
- (a) St Ives to Alconbury
  - (b) Cambourne to St Neots
  - (c) Newmarket P&R to Mildenhall
  - (d) Granta Park to Haverhill



- 2.5. The key considerations that the CAM regional arm SOBCs need to address to meet the requirements of the DfT five case model include, but are not limited to, the following:
- (a) Build upon the work undertaken to date on the CAM OBC for the core city centre tunnelled section to promote the overall CAM programme. Its primary role is a platform for growth and a way to connect communities, bring forward housing projects and create jobs.
  - (b) Ensure that the SOBC is focused on the route and the economic benefits of CAM, both to local businesses and as a system that could be exported to other areas.
  - (c) The integration of the CAM Regional Arms with the GCP segregated transport corridors (CAM Phase 1) corridors from Cambridge to Camborne (C2C), Cambridge to Granta Park (CSET), Cambridge East Access and Cambridge A10 to Waterbeach and the CAM core city centre tunnel network with proposed transport nodes.
  - (d) The frequency of service that the CAM Regional Arms could achieve at full operational capacity and the implications on the wider CAM network.
  - (e) The projected capital and operational cost and the sources of funding that could be leveraged from the public and private sectors to deliver the CAM Regional Arms.
  - (f) Integration of the Regional Arms with the wider Cambridgeshire and Peterborough public transport network.
- 2.6. The proposed budget to produce a brief as well as tender documents for the Regional Extensions of the CAM is based on the reported cost of producing the SOBC brief and tender documents for the CAM Core section. To progress this, the CPCA CAM programme team are requesting that £100,000 be released from the current 19/20 CAM Budget OBC to fund the early development of the CAM Regional Arms SOBC tender documents.

### **3.0 LEGAL IMPLICATIONS**

- 3.1. Any procurement will be conducted in accordance with Combined Authority's Contract Procedure Rules.

### **4.0 OTHER SIGNIFICANT IMPLICATIONS**

- 4.1. None noted

### **5.0 APPENDICES**

- 5.1. None





<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 4.4</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **DELEGATION OF PASSENGER TRANSPORT POWERS AND THE TRANSPORT LEVY FOR 2020/21**

### **1.0 PURPOSE**

- 1.1. To consider and approve the 2020-21 Transport Levy and Transport Delegations.
- 1.2. These proposals were discussed at the Transport and Infrastructure Committee meeting on 9 January 2020 where they were unanimously endorsed by those present.
- 1.3. The report to the Transport and Infrastructure Committee is attached at Appendix 1.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Mayor James Palmer</b>
<b>Lead Officer:</b>	<b>Paul Raynes, Director of Delivery and Strategy</b>
<b>Forward Plan Ref: KD2020019</b>	<b>Key Decision: Yes</b>
<p>The Combined Authority Board is recommended to:</p> <p>(a) Approve the delegation of the role of Travel Concessionaire Authority and other powers set out in paragraph 2.8 of the appendix, to Cambridgeshire County Council (CCC) and Peterborough City Council (PCC) for the 2020/21 financial year</p>	<p><b>Voting arrangements</b></p> <p>A vote in favour, by at least two-thirds of all Members (or their Substitute Members) appointed by the Constituent Councils to include the Members appointed by Cambridgeshire County Council and Peterborough</p>

<p>(b) Approve the amount and apportionment of the Transport Levy (2020/21 financial year) as set below:</p> <p>Peterborough City Council: £3,849,906 Cambridgeshire County Council: £8,497,733</p>	<p>City Council, or their Substitute Members</p>
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## 2.0 APPENDICES

### 2.1 **Appendix 1:** Report to the Transport and Infrastructure Committee 9 January 2020.

<u>Background Papers</u>	<u>Location</u>
None	



<b>TRANSPORT AND INFRASTRUCTURE COMMITTEE</b>	<b>AGENDA ITEM No: 2.6</b>
<b>09 JANUARY 2019</b>	<b>PUBLIC REPORT</b>

## **DELEGATION OF PASSENGER TRANSPORT POWERS AND THE TRANSPORT LEVY FOR 2020/21**

### **1.0 PURPOSE**

- 1.1. To consider the 2020-21 Transport Levy and Transport Delegations and make recommendations to the Combined Authority Board.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Mayor James Palmer</b>
<b>Lead Officer:</b>	<b>Paul Raynes</b>
<b>Forward Plan Ref:</b>	<b>Key Decision: Yes</b>
The Transport and Infrastructure Committee is recommended to:  (a) Recommend to the Combined Authority Board the delegation of the role of Travel Concessionaire Authority and other powers set out in paragraph 2.8 to Cambridgeshire County Council (CCC) and Peterborough City Council (PCC) for the 2020/21 financial year  (b) Recommend the amount and apportionment of the Transport Levy (2020/21 financial year) set out in paragraph 2.13 for agreement by the Combined Authority.	<b>Voting arrangements</b>  Simple majority of all Members

### **2.0 BACKGROUND**

#### **Current Transport Legal Framework**

- 2.1. The Cambridgeshire and Peterborough Combined Authority is the area's statutory Transport Authority. Transport Authority functions primarily relate to transport planning, bus services and transport operations. These powers and duties include powers and duties contained within Parts 3 and 4 of the Transport Act 1985 that can be summarised as:

- (a) Duty to produce a Local Transport Plan;
- (b) Production of a Bus Strategy;
- (c) Rights to franchise local bus services within its area, subject to the completion of the process set out in the Bus Services Act 2017;
- (d) Powers to enter into quality bus partnerships and enhanced partnerships;
- (e) Responsibility for the provision of bus information and the production of a bus information strategy;
- (f) Role of Travel Concession Authority;
- (g) Financial powers to enable the funding of community transport; and
- (h) Powers to support bus services.

2.2. Cambridgeshire County Council and Peterborough City Council are statutory Highway Authorities under the Highways Act 1980.

### **The Role of the Combined Authority**

2.3. As the Local Transport Authority (LTA), the Authority is responsible for shaping and guiding strategic transport decisions that affect the area. This ensures that future transport interventions are co-ordinated, coherent and support the long-term economic and social development of the whole region.

2.4. The Authority typically exercises its strategic transport responsibilities through four key broad areas of work:

- (a) Passenger transport – Bus service provision, light rail, tram and variations thereof, and concessionary travel provision;
- (b) Strategic transport schemes – Which are considered to have a major impact on mobility, and that typically require substantial capital funding;
- (c) Transport planning – Developing strategies and plans that have broad, geographical coverage and require integrated transport solutions; and
- (d) Engagement with national and regional bodies such as the Department for Transport (DfT), National Infrastructure Commission, the strategic road and rail authorities, and sub-national transport bodies.

2.5. The Authority's focus since its creation has been on leading the delivery of strategic transport schemes, transport planning and engaging with national and regional bodies, whilst delegating the passenger transport powers to PCC and CCC.

2.6. Responsibility for the strategic road and rail network remains with Highways England and Network Rail. However, the Authority has a key role in lobbying these parties and, where appropriate, jointly promoting and developing schemes to ensure that any developments meet the requirements of the area.

2.7. The Authority continues to be the driving force for the development and delivery of bold and ambitious transport programmes. The Authority draws upon the resources and expertise of a range of organisations to develop and deliver these programmes of work. This includes other public bodies, including the

constituent members of the Authority, the private sector, public/private partnership and special purpose delivery vehicles/mechanisms.

### **Delegation of transport powers to Cambridgeshire County Council and Peterborough City Council**

- 2.8. For the forthcoming 2020/21 financial year the Authority proposes to continue with the existing delegation of passenger transport functions to CCC and PCC. Any further delegation or sub-delegation on their part requires a further decision of the Combined Authority. These functions are outlined below:
- (a) The role of Travel Concessionaire Authority;
  - (b) Funding and management of the bus service including the ability to let contracts and enter into Advanced Quality Partnership Schemes and Enhanced Partnership Schemes;
  - (c) Provision of socially necessary bus services; and
  - (d) Provision of bus information, including Real Time Passenger Information.
- 2.9. The delegation of the powers included in para 2.8 aligns with the Transport Levy for 2020/21 outlined within this paper. The Transport Levy includes the funding to perform the delegated powers that this report recommends the Board to approve.
- 2.10. While passenger transport powers have been delegated to PCC and CCC, the Authority commissioned in 2018 a Strategic Bus Review to look at the options for improving public transport. The Board approved in January 2019 the creation of the Bus Reform Task Force to adopt an integrated approach to public transport. The meeting of the member-led Bus Reform Task Force took place in December 2019. Whilst delegating the passenger transport functions, the Authority will work in partnership and will fund this work.

### **Background to the Transport Levy**

- 2.11. The Transport Levying Bodies (Amendment) Regulations 2018 require the Combined Authority to set a transport levy, raised from the two upper tier councils, to meet the cost of carrying out its transport functions.
- 2.12. It is proposed that for the coming year as in 2019-20, the levy should be set to cover the anticipated costs of providing the passenger transport functions delegated to the two upper tier councils. The levy will then be passported back to the councils to fund the delegated functions.
- 2.13. Following discussions with CCC and PCC, the levy amounts proposed for 2020-21 are:

Peterborough City Council	£3,849,906
Cambridgeshire County Council	£8,497,733

- 2.14. The risks around the levy have been thoroughly examined in relation to Concessionary Fares; subsidised bus services; community transport; and the Bus Service Operators Grant. A number of contracts are up for re-tender in the 2020/21 financial year (ten in total for CCC and a significant majority of contracts in PCC). Over the course of 2019/20, the re-tenders saw an average increase of 12% in price for 2020/21. The impact from this could be minimised and partially offset by seeking to extend rather than renew some of the tenders. However, on balance it appears that it should be possible to deliver existing services within the existing budget.

### **Ongoing work**

- 2.15. It is the ambition of the Authority and that of the upper tier authorities to continue to examine the ongoing position with regards the Delegations of transport powers and the associated Transport Levy with recommendations to be made to the Transport & Infrastructure Committee and subsequently the Board during the course of the 2020/21 financial year.

## **3.0 SIGNIFICANT IMPLICATIONS**

- 3.1. None not described elsewhere in this paper.

## **4.0 FINANCIAL IMPLICATIONS**

- 4.1. The levy amounts recommended in this paper align with the draft Medium-Term Financial Plan agreed by the November Board.

## **5.0 LEGAL IMPLICATIONS**

- 5.1. None not described elsewhere in this paper.

## **6.0 OTHER SIGNIFICANT IMPLICATIONS**

- 6.1. None

## **7.0 APPENDICES**

- 7.1. None





<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 5.1</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **UNIVERSITY OF PETERBOROUGH – OUTLINE BUSINESS CASE – PHASE 1**

### **1.0 PURPOSE**

- 1.1. An Outline Business Case (OBC) has been produced by CPCA and Mace to demonstrate the economic impact and educational need for the creation of the new University of Peterborough. The Outline Business Case comprises of the Strategic, Economic, Commercial, Financial and Management cases modelling the Green Book in line with the HM Treasury Central Government guidance on appraisal and evaluation. The Outline Business Case incorporates an Options Appraisal which will require approval on the preferred option.
- 1.2. As part of the Outline Business Case, it is necessary for the Combined Authority and Peterborough City Council [PCC] to sign up to the Subscription Agreement which is a pre-cursor to the Special Purpose Joint Vehicle (SPJV) to agree terms of investment on capital and land. Approval is sought to give delegated authority to the Director of Business and Skills to enter into negotiations with PCC to agree the Subscription Agreement.
- 1.3. The proposal was considered by the Skills Committee on 17 January 2020 and the recommendation was endorsed unanimously.
- 1.4. The Skills Committee report and appendices are appended to this report.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Councillor John Holdich, Lead Member for Skills</b>
<b>Lead Officer:</b>	<b>John T Hill, Director: Business and Skills</b>
<b>Forward Plan Ref: KD2020/013</b>	<b>Key Decision: Yes</b>
	<b>Voting arrangements</b>

<p>The Combined Authority Board is recommended to:</p> <ul style="list-style-type: none"> <li>(a) Approve the preferred option as part of an Options Appraisal and adopt the Outline Business Case for the new University of Peterborough as a Combined Authority priority and key element of the Local Industrial Strategy and Skills Strategy;</li> <li>(b) Approve the development of a Subscription Agreement between the Combined Authority and Peterborough City Council for the capital investment into the development of Phase 1 and the land required and delegate to the Director of Business and Skills, in consultation with the Lead Member for Skills, the Chief Financial Officer and the Monitoring Officer, authority to negotiate and complete the Subscription Agreement;</li> <li>(c) Approve the commitment to invest the £12.3M capital budget into the Phase 1 build and draw down the funding to mobilise the activities and milestones identified within the Outline Business Case to achieve the target of opening the University in September 2022 to 2000 students.</li> </ul>	<p>Simple majority of all Members</p>
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## 2.0 APPENDICES

2.1 **Appendix 1:** Report to the Skills Committee 17 January 2020.

2.2 **Appendix A:** Outline Business Case  
 [The Annexes to the Outline Business Case are not included due to their volume, but are available to view at the foot of the [Skills Committee meeting page](#) under the 'Meeting Documents' heading, with the exception of Annexes 6.2 [Shadow Curriculum Model] and 6.7 [Facilities Management Strategy] which are exempt from publication on the grounds that they are exempt from publication under Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972, as amended, in that it would not be in the public interest for this information to be disclosed - information relating to the financial or business affairs of any particular person (including the authority holding that information)]

2.3 **Appendix B:** Draft subscription agreement.

<b><u>Background Papers</u></b>	<b><u>Location</u></b>
Combined Authority Board Report May 2019	<a href="#">CA Board Report May 2019</a> [Item 5.3]
Combined Authority Board Minutes May 2019	<a href="#">CA Board Minutes May 2019</a> [Minute 367]
Skills Committee Report November 2019	<a href="#">Skills Committee Report November 2019</a> [Item 2.1]
Skills Committee Draft Minutes November 2019	<a href="#">Skills Committee Draft Minutes Nov 2019</a> [Minute 45]





<b>SKILLS COMMITTEE</b>	<b>AGENDA ITEM No: 2.1</b>
<b>17 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **UNIVERSITY OF PETERBOROUGH – OUTLINE BUSINESS CASE – PHASE 1**

### **1.0 PURPOSE**

- 1.1. Following the University of Peterborough update paper tabled at the last Committee meeting which outlined the recent progress made to mobilise the project in line with the Action Plan adopted in May 2019, an Outline Business Case (OBC) has been produced by CPCA and Mace to demonstrate the economic impact and educational need for the creation of the new University of Peterborough. The Outline Business Case comprises of the Strategic, Economic, Commercial, Financial and Management cases modelling the Green Book in line with the HM Treasury Central Government guidance on appraisal and evaluation.
- 1.2 This report provides the Committee with the information required to make recommendations to the Combined Authority Board to approve and agree the Outline Business Case. The Outline Business Case incorporates an Options Appraisal which will require approval on the preferred option.
- 1.3 As part of the Outline Business Case, it is necessary for the Combined Authority and Peterborough City Council [PCC] to sign up to the Subscription Agreement which is a pre-cursor to the Special Purpose Joint Vehicle (SPJV) to agree terms of investment on capital and land. Approval is sought for delegated authority to the Director of Business and Skills to enter into negotiations with PCC to agree the Subscription Agreement.

<b><u>DECISION REQUIRED</u></b>	
<b>Portfolio Holder for Skills:</b>	<b>Councillor John Holdich</b>
<b>Lead Officer:</b>	<b>John T Hill – Director of Business and Skills</b>
<b>Forward Plan Ref: N/A</b>	<b>Key Decision: No</b>
The Skills Committee are invited to recommend to the Combined Authority Board that it:	<b>Voting arrangements</b>  A simple majority of members

<ol style="list-style-type: none"> <li>1. Approve the preferred option as part of an Options Appraisal and adopt the Outline Business Case for the new University of Peterborough as a Combined Authority priority and key element of the Local Industrial Strategy and Skills Strategy.</li> <li>2. Approve the development of a Subscription Agreement between the Combined Authority and Peterborough City Council for the capital investment into the development of Phase 1 and the land required and delegate to the Director of Business and Skills, in consultation with the Lead Member for Skills, the Chief Financial Officer and the Monitoring Officer, authority to negotiate and complete the Subscription Agreement.</li> <li>3. Approve the commitment to invest the £12.3M capital budget into the Phase 1 build and draw down the funding to mobilise the activities and milestones identified within the Outline Business Case to achieve the target of opening the University in September 2022 to 2000 students.</li> </ol>	
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## 2.0 BACKGROUND AND CONTEXT TO DATE

- 2.1 Following the reprofiling of the University of Peterborough project in 2019, it was agreed in May 2019 that an Outline Business Case be prepared from the evidence base/data and research available to the Combined Authority, including the Cambridgeshire and Peterborough Economic Review (CPIER), the Local Industrial Strategy (LIS) and the Skills Strategy (SS). This evidence base demonstrated the need to create the University of Peterborough to address the cold spot in HE Education within the City and wider area including the two sub-economies The Fens and Peterborough/North Huntingdonshire. Due to tight timescales and the need to maintain momentum the OBC has been written for approval alongside the work being undertaken within the current workstreams;
- the HE Academic Partner selection process which is in train with an OJEU compliant negotiation process and likely to run for 6 months; and

- the Build Contractor procurement workstream which is due for procurement in Spring 2020 following a Tenderers' conference to be arranged for January/February 2020.

It is proposed that following the adoption of the Outline Business Case, a Full Business Case will be produced for approval at the Skills Committee and Combined Authority Board in March 2020.

- 2.2 Key to the success of the new University will be our ability to grow and retain local talent as well as ensuring that the HE academic offer meets the current and future demand of business in the City and wider area as well as attracting new high value businesses to the region. The priority areas namely professional services, agriculture, engineering, advanced manufacturing, IT & digital, logistics & distribution, health & social care, life sciences identified in the CPIER which are further endorsed by the People Pillar of the LIS are redefined within the Skills Strategy in more detail. These areas have underpinned the development of an innovative business-led curriculum. The Curriculum modelling identified in the Outline Business Case and the Shadow Curriculum planned for Phase 1, also takes account of the findings of the Combined Authority commissioned business survey of May 2019 which was carried out by Opportunity Peterborough. The plan for the courses to be provided, space required and staffing levels has been developed in the Shadow Curriculum Model referred to above to support the sub-economies of the region:

- a. Business, Innovation, Entrepreneurship and Professional Services.
- b. Creative & Digital Arts and Sciences.
- c. Agriculture, Environment and Sustainability.
- d. Health and Social Care
- e. Engineering
- f. Manufacturing and Advanced Materials
- g. Logistics and Distribution;

- 2.3.1 The infrastructure for the Phase 1 building location was identified following an options appraisal of the 55 acre site on the Embankment to ascertain the best location for the Phase 1. Prior to the undertaking of this detailed assessment, it was agreed that all feasible options must:

- be deliverable within the title constraints of the site in the given timescales;
- be located with land zoned in the Local Development Framework as reserved for University;
- avoid substantive alterations to existing infrastructure or facilities;
- be able to accommodate 3,500m<sup>2</sup> of space (space driven by assumed budget referred to in financial case); and
- be deliverable with the assumed budget of £20 million.

From the appraisal annotated within the Outline Business Case for the new University of Peterborough, Option A, the Wirrana Car Park, has been selected as the preferred option, having the following clear benefits:

- 3,500m<sup>2</sup> building which achieves outcomes within the assumed budget of £20 Million.
- Maximises available capital for building.
- Good visibility (identity) and accessibility to/ from the city centre.
- Minimises expenditure on infrastructure and external works.
- Minimises impact on adjacent residences
- Supports a logical growth of the campus in future phases.

In order to summarise the Outline Business Case for your information, the Executive Summary is below:

### **3.0 EXECUTIVE SUMMARY**

#### **3.1 Strategic Case**

3.1.1 Peterborough is a recognised cold spot for Higher Education. To address this, Cambridgeshire and Peterborough Combined Authority (CPCA) and Peterborough City Council (PCC) are committed to securing a new University for the City in readiness for the Academic Year 2022/23. This Outline Business Case is concerned only with the Phase 1 development of the new University:

- Development of a Phase 1 university building on the Embankment site in Peterborough.
- Procurement of an Academic Delivery Partner (ADP) to provide the skills, knowledge, experience and resources to make a practical reality of the new higher education provision.

3.1.2 The intention is for the new University be fast-growing between 2020 and 2028 (supported by subsequent phases of infrastructure development), at which point there will be an independent review to evaluate the benefits and feasibility of the University becoming independent from the ADP. The strategic policy framework within which CPCA works and the rationale for the University for Peterborough project flows from the Cambridgeshire and Peterborough Independent Economic Review and related documentation including in the CPCA skills strategy and Local Industrial Strategy. The project supports national policy as expressed in the Augar Review of Post-18 Education funding, the review of Higher Technical Education and the Government's Industrial Strategy.

3.1.3 A new University will make a substantial positive economic impact in Peterborough and the wider sub-region, enabling the region and the UK to compete in an ever more dynamic global economy through innovation and creating knowledge-intensive businesses. It will deliver significant cultural



and social benefits. It is a Mayoral priority within CPCA's Business Plan and a key intervention within the Local Industrial Strategy and Skills Strategy, to address the current disconnect between work and qualifications. Expanded HE provision will be an essential component in realising ambitions to:

- establish the foundations for raising aspirations and attainment;
- support business skills needs;
- improve productivity;
- stimulate structural economic change; and enhance well-being.

3.1.4 The top-line objectives for the new University are:

- Accelerating economic growth in the local economy.
- Increasing productivity by job-ready degrees that support the local economy.
- Increasing GVA through meeting business, student and employer aspirational needs.
- Creating an effective progression route for technical learning.
- Re-skilling and up-skilling the workforce to meet technical skills market needs.

3.1.5 Peterborough and the wider region are under-served by current providers and there is a net-outflow of students from the East of England. Current HE provision consists of Peterborough Regional College (around 500 qualifications per annum) and Anglia Ruskin University (bespoke provision of around 400 qualifications per annum). There is no HE provision in Fenland or North Huntingdonshire, largely due to their dispersed rural character and poor transport networks. Addressing provision to under-represented and under-employed groups will be critical in meeting local labour market demand and provides an uncontested HE market space (unemployment rates in the sub-region are higher than the national average, the local population has grown at a faster rate than the national average and a lower proportion of 18-24-year olds are in full-time education).

3.1.6 The University, therefore, has the opportunity to provide a unique offer to serve the cold spot, attract under-represented groups and redress the imbalance with the rest of the CPCA region. Various efforts over the last 20 years to produce a commercially viable HE provision of sufficient scale and quality have failed and a different approach is required. The intention of the new University is to address the cold spot through an increase in the number of HE entrants from the sub-region by attracting and retaining students locally, in particular people who do not currently participate in HE but who would participate and remain locally if suitable provision was available. Based on the CPIER and related analyses it is clear that the first tier of University strategy must be to craft a sustainable portfolio of taught courses that addresses the characteristics of the cold spot before building research expertise.

3.1.7 CPCA is determined to make these investments, to encourage others to make such investments and to bring the positive benefits of HE to the people of the

sub-region. This will not only address the labour market needs of the sub-region, it will give the area an opportunity to reinvent its economy; raising aspirations locally and supporting business skills needs.

- 3.1.8 The main benefits of the new University stem from establishing a Phase 1 University Campus in Peterborough, for 2,000 students by September 2022 and include:
1. 10,000 new learners assisted (Levels 5 and 6 over five years)
  2. 50 temporary construction jobs, 170 university jobs initially (rising to 467), 300 initial supply chain jobs (rising to 900), 14,000 indirect jobs and 1800 apprenticeships over 3 years.

### 3.2 Economic Case

- 3.2.1 Four options have been identified for consideration in the economic case as follows:
1. **Business as Usual:** continuation of the current local provision described above.
  2. **Do Minimum:** investment in capability building of Peterborough Regional College to achieve Taught Degree Awarding Powers (and perhaps University Title for the current University Centre Peterborough in due course).
  3. **Recommended Option:** investment to tackle the characteristics of the addressable component of the current market failures in HE provision in Peterborough, targeted at infrastructure provision and capacity building.
  4. **Do Maximum:** investment scaled to found, ab initio, a new University on a model similar to those founded in the 1960s (the so-called Robbins Institutions).
- 3.2.2 Do Maximum can be ruled out on the grounds it is unaffordable and unachievable within the constraints of the project. Quantitative economic appraisals of the remaining three options show that the Recommended option has by far the highest Benefit Cost Ratio (46, compared with 3 for the Do minimum option and zero for the Business as Usual). When coupled with the qualitative analysis of each option against the project objectives, this confirms the Recommended option as the preferred option and this conclusion easily survives sensitivity testing of assumptions on the scale of the costs and benefits of the Recommended option.

### 3.3 Commercial Case

- 3.3.1 This is a complex project that requires careful sequencing and coordination if the objectives are to be met. Given the need to proceed with the development of the site and procurement of the ADP in parallel (to meet the overall programme) a Shadow Curriculum Model has been developed, which has informed the Strategic Brief for the Phase 1 building development.
- 3.3.2 The Combined Authority and PCC will form a special purpose vehicle, (PropCo) under a Subscription Agreement, to build the new campus on the Embankment site. Conditions Precedent in the Subscription Agreement state

that the completion of the overall project is conditional on: agreement of the ownership structure for delivery of the project; Local Growth Fund (LGF) funding being awarded; planning permission being obtained; and the Building Contract being successfully procured.

- 3.3.3 Procurement (following approval of this Outline Business case) of the infrastructure will involve selection of a Main Contractor to deliver the physical capital works via a Design & Build procurement route utilising a competitive tender and an industry standard form of contract (JCT or NEC). There is a wealth of potential main contractors and subcontractors who operate in the region and therefore interest in this scheme is expected to be high, which will typically result in competitive pricing.
- 3.3.4 The property will be leased to a new special purpose vehicle (UniCo). The ADP will provide the skills, knowledge, experience and resources to make a practical reality of UniCo as the new higher education provider and ultimately a university with degree awarding powers. The preferred procurement strategy for the ADP involves publication of a Prior Information Notice (PIN) and Advert as a call for competition followed by either negotiation with a single provider or a Competitive Procedure with Negotiation. The PIN elicited responses from 11 parties. Three prospective bidders submitted Expressions of Interest, one of which was disqualified early in the process but two remain in contention. At the time of writing this procurement has progressed to negotiations with two bidders, expected to conclude in January 2020. At the point of signing Heads of Terms, the ADP will assume responsibility for operation of the University, pending securing ultimate independence.

### 3.4 Financial Case

- 3.4.1 A key project objective is to create a sustainable operating model for the University such that, after initial start-up costs, it will operate on a self-sufficient basis. The financial model developed for the project, in line with the Shadow Curriculum Model shows that the key risks to achieving this are: timing of repayment of the LGF investment; the impact of the anticipated increase in specialist teaching and research activities over phases 2 and 3; and how the ADP will bridge the working capital gap in the start-up phase. It is anticipated that these will be overcome during the current negotiations with the prospective ADPs.
- 3.4.2 Based on the funding position set out in the table, given Combined Authority funding is in place project affordability is critically dependent on: securing the LGF investment; and agreeing with the prospective ADP methodology to fund the working capital gap. Therefore, at this stage of development, the project is affordable within the assumptions made in this Outline Business Case.

<b>Funding Source</b>	<b>Amount (£)</b>
CPCA	12,300,000
LGF investment Funding	12,500,000
Land Acquisition (gifted)	1,600,000
<b>Total Budget</b>	<b>26,400,000</b>
Construction Works (Phase 1 building)	20,000,000
Financial deal secured with ADP and/or contingency for changes in the Phase 1 building specification	4,800,000
<b>Total Expenditure</b>	<b>24,800,000</b>
Balance (Land acquisition – to be donated by PCC)	1,600,000

### 3.5 Management Case

- 3.5.1 The project has a number of stakeholders including: planning consultees; neighbours; Members of Parliament; and PCC and the Combined Authority. These key internal and external stakeholders will be managed under a strategy agreed between PCC and the Combined Authority outlined in the established communications strategy and underpinned by the Subscription Agreement.
- 3.5.2 The project is led by the Combined Authority in partnership with PCC and this relationship will be formalised through the Subscription Agreement. The Combined Authority will agree Heads of Terms for operation of the University with PCC and the ADP and will provide funding to support development of the university through existing capital monies and grants. PCC is working with the Combined Authority to support the delivery and in particular is providing the land valued currently valued at £1.6M for Phase One.
- 3.5.3 The Combined Authority and PCC have put in place the resources needed, however, if there is a capital funding gap to manage methodology to do so will need to be explored further. CPCC and PCC have agreed the work streams required to deliver the project, based on an understanding of the shared goals (set out in the Subscription Agreement). CPCA have appointed external consultants to ensure the necessary capacity and capability is available for successful implementation of the project.
- 3.5.4 Project governance (set out the Subscription Agreement) has been established to reflect the current arrangements within each organisation and specific terms of reference for the project will be mandated by each organisation as part of the sign off of the Outline Business Case and Subscription Agreement. Responsibility for the project will be mandated to the Transition Board and Project Management Board, up to completion of the Conditions Precedent within the Subscription Agreement and Heads of Terms. The strategy, framework and plan for dealing with change is embedded within the project governance arrangements.
- 3.5.5 Completion of the Full Business Case, will be presented for agreement by PCC and Combined Authority following the procurement of the HE partner and a satisfactory outcome of all negotiated conditions. This will include terms of reference for the project and its governance from that point onwards.

- 3.5.6 The project plan has been developed around the following key dates: spade in the ground (commencement of Phase 1) Q4 2020; and completion of Phase 1 (for occupation) September 2022. To achieve these milestones there are two key work streams: develop brief and procure the ADP; and develop, design and procure a Main Contractor to deliver Phase 1 infrastructure. To meet the key dates, it is necessary to parallel track these workstreams, which come together into one unified workstream at the end of Q1 2020, after which the project will be progressed under the agreed Heads of Terms and associated requirements.
- 3.5.7 Responsibility for benefits realisation under the Subscription Agreement will sit with Combined Authority and PCC. Once the Heads of Terms are signed then responsibility will be transferred to PropCo and UniCo to realise the project objectives. The agreed infrastructure milestones and targets will be reported against at monthly project board meetings until execution of the Heads of Terms, after which this will be reported to PropCo. Milestones, targets and KPIs will be agreed with the ADP as part of the procurement. These will be audited under the terms of the UniCo agreement and will be independently reviewed at key milestones. The project board nominated officer will update the Skills Committee and the CA Board.
- 3.5.8 A detailed project risk register (including control strategies) has been developed based on the following risk categories: surveys and site constraints; commercial; design; legal; procurement; operational; and governance. The project team holds quarterly risk workshops and the risk register is reviewed monthly at the Project Management Board.
- 3.5.9 Project assurance will initially be conducted under the Subscription Agreement and responsibility for project assurance will transfer to PropCo and UniCo for the building and HE operations respectively.
- 3.5.10 The project will adopt the Business Services Research and Information Association (BSRIA) Soft Landings framework and follow the Stages of the Soft Landings process.
- Stage 1: Inception and Briefing,
  - Stage 2: Design Development is predicated on Stage one;
  - Stage 3: Pre-handover requires follow-through with;
  - Stage 4: Initial Aftercare. This will help solve any performance gap between design intentions and operational outcomes.

#### **4.0 THE SUBSCRIPTION AGREEMENT - Governance and Legalities**

- 4.1. It is necessary for the CPCA to enter into a Subscription and Project Management Agreement (Subscription Agreement) with Peterborough City Council (PCC) to establish a robust methodology for and the parameters within which the Combined Authority and PCC will create and manage a newly formed company limited by shares, which will be a Special Purpose Joint Venture (SPJV), with both the Combined Authority and PCC as

shareholders, for the building and management of the university campus. It is referred to in this paper as “PropCo”.

- 4.2. The Subscription Agreement should be finalised and entered into as soon as possible (and in any event before the end of the procurement processes) to provide certainty in the process for all stakeholders, as it commits both the Combined Authority and PCC to the project jointly and protects their capital investments.
- 4.3. The Academic Partner and/or the Developer may subsequently become investors in PropCo, subject to negotiation as part of the procurement processes, in the event that either or both include investment in PropCo in their procurement proposals in respect of the build and development phase.
- 4.4. The Subscription Agreement is the pre-cursor to a detailed Joint Venture Agreement and Articles of Association for Propco, which will in turn be shaped and informed by negotiation and agreement with the Academic Partner (and/or the Developer) during and as a result of the ongoing procurement processes.
- 4.5. Strategic Heads of Terms have been drafted and included in the tender pack for the procurement of the Academic Partner, which set out the key objectives and requirements of the project in terms of the delivery of the academic, regulatory and operational aspects of the new University and those terms are also summarised in this paper.
- 4.6 It is envisaged that the future buildings for Phase 2 and Phase 3 will be 7,800 sqm for Phase 2 and 18,500 sqm for Phase 3 totalling 29,800 sqm for the entire campus. This will be developed over 11 acres and housed in 3 to 4 campus buildings. The site plan is annotated within the Masterplan being developed by Mace.

## 5.0 FINANCIAL AND INVESTMENT IMPLICATIONS

- 5.1 The Combined Authority has approved the overall budget figure of £12.3M as capital investment to the project. This finance model is annotated within the OBC. The aims and objectives for Phase 1 include securing the £20M build costs, as well as, securing additional funding that, subject to negotiation with the HE Delivery Partner being procured, will be used for either;
  - A subsidy to operational costs in the early years or
  - To meet specific requests of the HE Provider through increases to the size and features of the building; or both.

Therefore the funding arrangements of Phase 1 are:

Funder	Amount	Purpose
CPCA	£12.3M	Mobilisation of the University Programme of delivery, land preparation, planning permissions and capital investment into the

		building of Phase 1 to opening in September 2022.
LGF loan	£12.5M	Capital investment in Stage 1 of Phase 1 building.
PCC	£1.6M	4 acres of land for the Phase 1 site to be invested at a value of £400,000 per acre.
<b>TOTAL</b>	<b>£26.4M</b>	

5.1.1. It should be noted that there is a cash deficit in financial years 2021-22 and 2022-23 before the break-even point in 2023-24. This short term cashflow issue will need to be resolved to make the project viable. A potential solution to this could be via a short-term loan, the interest charges on this are not included in the model and would reduce the overall return of the project.

5.1.2 As Phase 1 funding is on progress and on track, it is necessary for us to explore further funding options for the Masterplan to achieve campus growth.

## 6.0 LEGAL IMPLICATIONS

- 6.1. The University of Peterborough is a key project identified in the Combined Authority's Business Plan 2019/20. The proposed legal arrangements for the delivery of the project are set out at Section 4 above.
- 6.2 The Combined Authority has a general power of competence granted by Article 11 of the Cambridgeshire and Peterborough Combined Authority Order 2017.

## 7.0 APPENDICES

- 7.1 Appendix A – Outline Business Case [The Annexes to the Outline Business Case are not reproduced here due to their volume but are available via the page for the meeting on the Combined Authority's website with the exception of Annexes 6.2 [Shadow Curriculum Model] and 6.7 [Facilities Management Strategy] which are commercially sensitive].
- 7.2 Appendix B – Draft Subscription Agreement

<b><u>Background Papers</u></b>	<b><u>Location</u></b>
Combined Authority Board Report May 2019	<a href="#">CA Board Report May 2019</a> [Item 5.3]
Combined Authority Board Minutes May 2019	<a href="#">CA Board Minutes May 2019</a> [Minute 367]
Skills Committee Report November 2019	<a href="#">Skills Committee Report November 2019</a> [Item 2.1]
Skills Committee Draft Minutes November 2019:	<a href="#">Skills Committee Draft Minutes Nov 2019</a> [Minute 45]



# **A new University for Peterborough**

## **Outline Business Case**

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## Executive summary

### Strategic Case

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#### Commercial Case

This is a complex project that requires careful sequencing and coordination if the objectives are to be met. Given the need to proceed with the development of the site and procurement of the ADP in parallel (to meet the overall programme) a Shadow Curriculum Model has been developed, which has informed the Strategic Brief for the Phase 1 building development.

CPCA and PCC will form a special purpose vehicle, (PropCo) under a Subscription Agreement, to build the new campus on the Embankment site. Conditions Precedent in the Subscription Agreement state that the completion of the overall project is conditional on: agreement of the ownership structure for delivery of the project; LGF funding being awarded; planning permission being obtained; and the Building Contract being successfully procured.

Procurement (following approval of this Outline Business case) of the infrastructure will involve selection of a Main Contractor to deliver the physical capital works via a Design & Build procurement route utilising a competitive tender and an industry standard form of contract (JCT or NEC). There is a wealth of potential main contractors and subcontractors who operate in the region and therefore interest in this scheme is expected to be high, which will typically result in competitive pricing.

The property will be leased to a new special purpose vehicle (UniCo). The ADP will provide the skills, knowledge, experience and resources to make a practical reality of UniCo as the new higher education provider and ultimately a university with degree awarding powers.

The preferred procurement strategy for the ADP involves publication of a Prior Information Notice (PIN) and Advert as a call for competition followed by either negotiation with a single provider or a Competitive Procedure with Negotiation.

The PIN elicited responses from 11 parties. Three prospective bidders submitted Expressions of Interest, one of which was disqualified early in the process but two remain in contention. At the time of writing this procurement has progressed to negotiations with two bidders, expected to conclude in January 2020. At the point of signing Heads of Terms, the ADP will assume responsibility for operation of the University, pending securing ultimate independence.

#### Financial Case

A key project objective is to create a sustainable operating model for the University such that, after initial start-up costs, it will operate on a self-sufficient basis. The financial model developed for the project, in line with the SCM, shows that the key risks to achieving this are: timing of repayment of the LGF investment; the impact of the anticipated increase in specialist teaching and research activities over phases 2 and 3; and how the ADP will bridge the working capital gap in the start-up phase. It is anticipated that these will be overcome during the current negotiations with the prospective ADPs.

Based on the funding position set out in the table, given CPCA funding is in place (subject to final approval), project affordability is critically dependent on: securing the LGF investment; and agreeing with the prospective ADP how the working capital gap will be funded. Therefore, at this stage of development, the project is affordable within the assumptions made in this Outline Business Case.

<b>Funding Source</b>	<b>Amount (£)</b>
CPCA	12,300,000
LGF investment Funding	12,500,000
Land Acquisition (gifted)	1,600,000
<b>Total Budget</b>	<b>26,400,000</b>
Construction Works (Phase 1 building)	20,000,000
Financial deal secured with ADP and/or contingency for changes in the Phase 1 building specification	4,800,000
<b>Total Expenditure</b>	<b>24,800,000</b>
Balance (Land acquisition – to be donated by PCC)	1,600,000

### Management Case

The project has a number of stakeholders including: planning consultees; neighbours; Members of Parliament; and PCC and CPCA. These key internal and external stakeholders will be managed under a strategy agreed between PCC and CPCA, outlined in the established communications strategy and underpinned by the Subscription Agreement.

The project is led by CPCA in partnership with PCC and this relationship will be formalised through the Subscription Agreement. CPCA will agree Heads of Terms for operation of the University with PCC and the ADP. CPCA will provide funding to support development of the university through existing capital monies and grants. PCC is working with CPCA to support the delivery and in particular is providing the land for phase one.

CPCA and PCC have put in place the resources needed to manage the work streams required to deliver the project, based on an understanding of the shared goals (set out in the Subscription Agreement). CPCA have appointed external consultants to ensure the necessary capacity and capability is available for successful implementation of the project.

Project governance (set out the Subscription Agreement) has been established to reflect the current arrangements within each organisation and specific terms of reference for the project will be mandated by each organisation as part of the sign off of the Outline Business Case and Subscription Agreement. Responsibility for the project will be mandated to the Transition Board and Project Management Board, up to completion of the Conditions Precedent within the Subscription Agreement and Heads of Terms. The strategy, framework and plan for dealing with change is embedded within the project governance arrangements.

Satisfaction of the Conditions Precedent will enable completion of the Full Business Case, which will then be presented for agreement by PCC and CPCA. This will include terms of reference for the project and its governance from that point onwards.

The project plan has been developed around the following key dates: spade in the ground (commencement of phase one) Q4 2020; and completion of phase 1 (for occupation) September 2022. To achieve these milestones there are two key work streams: develop brief and procure the ADP; and develop, design and procure a Main Contractor to deliver phase 1 infrastructure. To meet the key dates, it is necessary to parallel track these workstreams, which come together into one unified workstream at the end of Q1 2020, after which the project will be progressed under the agreed Heads of Terms and associated requirements.

Responsibility for benefits realisation under the Subscription Agreement will sit with CPCA and PCC. Once the Heads of Terms are signed then responsibility will be transferred to PropCo and UniCo to realise the project objectives. The agreed infrastructure milestones and targets will be reported against at monthly project board meetings until execution of the Heads of Terms, after which this will be reported to PropCo. Milestones, targets and KPIs will be agreed with the ADP as part of the procurement. These will be audited under the terms of the UniCo agreement and will be independently reviewed at key milestones.

A detailed project risk register (including control strategies) has been developed based on the following risk categories: surveys and site constraints; commercial; design; legal; procurement; operational; and governance. The project team holds quarterly risk workshops and the risk register is reviewed monthly at the Project Management Board.

Project assurance will initially be conducted under the Subscription Agreement and, once the Conditions Precedent are satisfied, responsibility for project assurance will transfer to PropCo and UniCo for the building and HE operations respectively.

The project will adopt the BSRIA Soft Landings framework and follow the five Stages of the Soft Landings process. Stage 1: Inception and Briefing, Stage 2: Design Development is predicated on Stage one; while Stage 3: Pre-handover requires follow-through with Stage 4: Initial Aftercare. This will help solve any performance gap between design intentions and operational outcomes.



# 1 Strategic Case

## 1.1 Introduction

Peterborough has been recognised for many years as a cold spot for Higher Education. Cambridgeshire and Peterborough Combined Authority (CPCA), working with Peterborough City Council (PCC), is committed to securing a new University for the City in readiness for the Academic Year 2022/23. The project is defined as follows:

*“The University of Peterborough will be a high-quality employment-focused University for the city and region. It will acquire an international reputation for innovative technological approaches to face to face learning and in applied technology and science. It will be characterised by outstanding student satisfaction and response to local needs. The curriculum will be led by student and employer demand as well as developing opportunities in the technological, scientific and business areas. Its buildings will be architecturally leading, flexible and environmentally friendly. The curriculum, academic community and buildings will reflect a desire to be the greenest university possible”.*

This document provides the Outline Business Case for Phase 1 of the proposed approach to secure a viable, new University for Peterborough, prior to the main procurement phases of the project. A Full Business Case will be produced following the conclusion of those procurements. Phase 1 comprises:

1. Development of the first university building on the Embankment site in Peterborough.
2. Procurement of an Academic Delivery Partner (ADP) to provide the skills, knowledge, experience and resources to make a practical reality of the new higher education provision.

The intention is for the new University be fast-growing between 2020 and 2028 (supported by further infrastructure development phases). An independent review expected to take place in 2028 will evaluate the benefits and feasibility of the University becoming independent from the ADP with University Title and its own degree awarding powers.

## 1.2 Strategic context

### 1.2.1 About CPCA

CPCA was established in 2017 under a Devolution Deal with central Government. Its purpose is to ensure Cambridgeshire and Peterborough is **a leading place in the world to live, learn and work**.

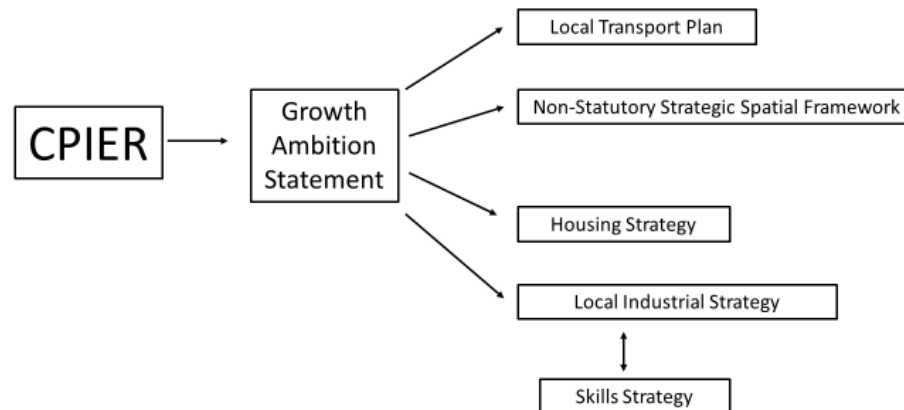
It brings together the area’s councils and is chaired by a directly elected Mayor. The Mayor and Combined Authority have statutory powers and a budget for transport, affordable housing, skills and economic development, made up of funding devolved from central Government. The Mayor also has powers to raise monies through local taxes, although these have not been used to date. CPCA’s 2017/18 accounts are available at [cambridgeshirepeterborough-ca.gov.uk/news/combined-authority-draft/](https://cambridgeshirepeterborough-ca.gov.uk/news/combined-authority-draft/).

The Devolution Deal for Cambridgeshire and Peterborough sets out key ambitions for the Combined Authority; CPCA’s mission statement is **“to deliver a leading place to live, learn & work by 2030”**. The Deal, which runs for 30 years, also sets out a list of specific projects which CPCA and its member councils will support over that period. CPCA is publicly accountable for how it uses its devolved funding to meet the Devolution Deal commitments.

CPCAs’ business plan can be found at [cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/CPCA-Business-Plan-2019-20-dps.pdf](https://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/CPCA-Business-Plan-2019-20-dps.pdf) and includes the following strategic goals and business aims:

- Doubling the size of the local economy.
- Accelerating house building rates to meet local and UK need.
- Delivering outstanding and much needed connectivity in terms of transport and digital links.
- Providing the UK's most technically skilled workforce.
- Transforming public service delivery to be much more seamless and responsive to local need.
- Growing international recognition for our knowledge-based economy.
- Improving the quality of life by tackling areas suffering from deprivation.

The strategic policy framework within which CPCA works is summarised below (CPIER is the Cambridgeshire and Peterborough Independent Economic Review).



CPCA's Board brings together the Leaders of the councils in the area under the chairmanship of the Mayor and is also attended by the Police and Crime Commissioner, Chairman of the Fire Authority, Chairman of the Business Board and a representative of the NHS. Further details of CPCA's formation, structure, partners and ambitions can be found at [cambridgeshirepeterborough-ca.gov.uk/about-us](https://cambridgeshirepeterborough-ca.gov.uk/about-us) and [cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/Constitution-2019-10-24.pdf](https://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/Constitution-2019-10-24.pdf). CPCA's governance includes a number of Committees and the Business Board:

- **Overview and Scrutiny Committee:** to scrutinise decisions by the Combined Authority or the Mayor.
- **Audit and Governance Committee:** to review the Combined Authority's financial affairs, internal control, corporate governance arrangements and risk management.
- **Employment Committee:** formed following September 2017's Combined Authority Board meeting to provide a focus on employment initiatives in the region.
- **Housing and Committees Committee:** to make recommendations to the Combined Authority Board on: Housing Strategy; the Housing Investment Fund; and the programme of housing projects.
- **Skills Committee:** to make recommendations to the Combined Authority Board on the Skills Strategy and the skills budget, innovation fund and Adult Education Fund.
- **Transport and Infrastructure Committee:** to make recommendations to the Combined Authority Board on: the Local Transport Plan; Bus Strategy; the transport revenue budget, including any transport levy; the annual programme of strategic transport projects and the associated capital investment budget; borrowing powers exercised as the Local Transport Authority; and creation of the key route network

- **Business Board:** constituted in September 2018, the Business Board is the Local Enterprise Partnership (LEP) for the region. It gives commerce a stronger voice in developing CPCA's plans and decision making, particularly the Local Industrial Strategy (LIS) and advising CPCA on achieving its growth ambition.

### 1.2.2 Policy alignment

#### National Policy

The UK needs a dual training system where vocational education and training is well known and highly recognised worldwide due to its combination of theory and applied training, embedded within real-life work environments. Central Government has outlined in its Industrial Strategy the need to see more people equipped to acquire intermediate and higher-level technical skills that the economy needs now and in the future. A simplified qualifications system is needed that everyone understands and has confidence in is key to this reform.

The Government's proposed Post 16 reforms aim to streamline qualifications for students through the Post 16 Review of qualifications at level 3 and below in England ([www.gov.uk/government/consultations/review-of-post-16-qualifications-at-level-3-and-below-in-england](http://www.gov.uk/government/consultations/review-of-post-16-qualifications-at-level-3-and-below-in-england)) to create a coherent system with clear, high quality progression routes for students of all ages, including the National Retraining Scheme. These need to support the recommendations of the Augar Review into Post-18 Education funding and the review of Higher Technical Education. The Government's Level 4 and 5 reforms ([www.gov.uk/government/publications/review-of-level-4-and-5-education-interim-evidence-overview](http://www.gov.uk/government/publications/review-of-level-4-and-5-education-interim-evidence-overview)) present an opportunity to ensure that technical/vocational learning is available in Peterborough.

It is clear that Government HE policy is concerned with increasing the supply of higher-level technical skills, ensuring genuine inclusiveness in higher education provision and participation and supporting the expansion of agile modes of learning including distance and virtual learning approaches to enable increased participation. All of these are strong drivers for the approach to be adopted for the development of a new University for Peterborough.

This in turn supports the UK Government's Industrial Strategy ([www.gov.uk/government/topical-events/the-uks-industrial-strategy](http://www.gov.uk/government/topical-events/the-uks-industrial-strategy)) which articulates the national strategy to achieve a vision of:

- The UK having the world's most innovative economy.
- Good jobs and greater earning power for all.
- A major upgrade to the UK's infrastructure.
- The UK being the best place to start and grow a business.
- Prosperous communities across the UK

A new University will make a substantial positive economic impact not only in the City but in the wider sub-region supporting these national policy frameworks, enabling the region and the UK to compete in an ever more dynamic global economy through innovation and creating knowledge-intensive businesses. At the same time it will deliver significant cultural and social benefits that are inherent in the aims of these national policies.

#### CPCA Skills Strategy

The CPCA Skills Strategy provides a framework for expenditure against strategic priorities focused on learning that delivers sustained job outcomes, productivity and economic growth. Devolution of skills budgets provides scope to embed an approach that coordinates local resources and establishes priorities.

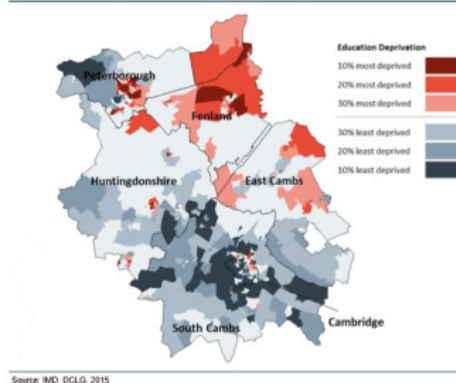
The Cambridgeshire and Peterborough region plays an important role in the UK economy. Although the area is home to large and globally significant businesses, small/medium businesses dominate the local landscape. The region comprises three distinct economies with differing sector specialisms and differing social and economic skills needs:

- Peterborough and surroundings (including north Huntingdonshire).
- The Fens (including Fenland, some of East Cambridgeshire and part of Huntingdonshire).
- Greater Cambridge (Cambridge and South Cambridgeshire, including southern parts of Huntingdonshire and East Cambridgeshire)

Broadly speaking, Greater Cambridge has the highest levels of skills and the best educational outcomes; Greater Peterborough and the surrounding area experiences lower levels of employment and greater economic inactivity (suggesting an economy marked by longer term issues relating to engagement and long-term alienation ) and the Fens has lower labour market performance, related to the accessibility of both jobs and training. Levels of education deprivation are shown in the figure below and are concentrated in the north and north-east of the region in particular.

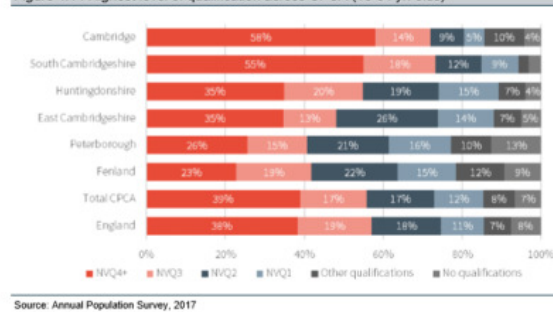
Education deprivation is concentrated in the north-eastern areas of the CPCA. Peterborough and Fenland in particular although there are small clusters in Huntingdon and Cambridge. By contrast significant areas of Huntingdonshire, South Cambridgeshire and Cambridge are lowest in education deprivation.

Figure 4.17 Education, Skills and Training Deprivation Map



Distribution of qualification outcomes

Figure 4.14 Highest level of qualification across CPCA (16-64 yr. olds)



Peterborough is a recognised cold spot for HE provision in the region, which results a higher level skills gap amongst the working population (see section 1.2.5 below):

It is imperative that, to achieve inclusive growth, CPCA concentrates efforts on closing the skills gaps, and overcomes the barriers and challenges to progression by developing bespoke life-long learning for all ages through a tailored approach. Key to success will be growing local talent (alongside attracting new talent to the area). The CPCA Skills Strategy, therefore, sets a strategic direction to enable sustainable futures by creating a culture of positive change within the skills arena following three key themes:

1. Achieve a high-quality offer tailored to the needs of the three sub-economies.
2. Empower local people to access education and skills to participate fully in society, to raise aspirations and enhance progress into further learning or work.
3. Develop a dynamic skills market that responds to the changing needs of local business.

The University will be catalyst for action under all three themes. It is a Mayoral priority within CPCA's 2019-20 Business Plan as well as a key intervention within the Local Industrial Strategy and the Skills Strategy, to address the current disconnect between work and qualifications. Furthermore, expanded higher education provision will be an essential component in realising the ambitions set out in the Cambridgeshire and Peterborough Independent Economic Review (CPIER [www.cpiier.org.uk/final-report/](http://www.cpiier.org.uk/final-report/)) to: establish the foundations for raising aspirations and attainment in Peterborough and the surrounding region; support business skills needs; improve productivity; stimulate structural change in the sub-regional economy; and enhance the well-being of the local population.

Moreover, young people in Peterborough and surrounding areas often leave school/college/university without possessing some of the practical skills to function in the modern workplace. There is concern also that the teachers/academics lack knowledge of vocational career pathways and technical curriculums and that there is currently a disconnect there is between schools/colleges and employers/businesses. CPCA's strategies focus on activity-based transitions that are outcome based and business-focussed within the key sectors of Construction, Logistics, Agriculture/Food, Life Sciences, ICT/Digital, Health and Social Care to create pathways to further study in either FE or HE.

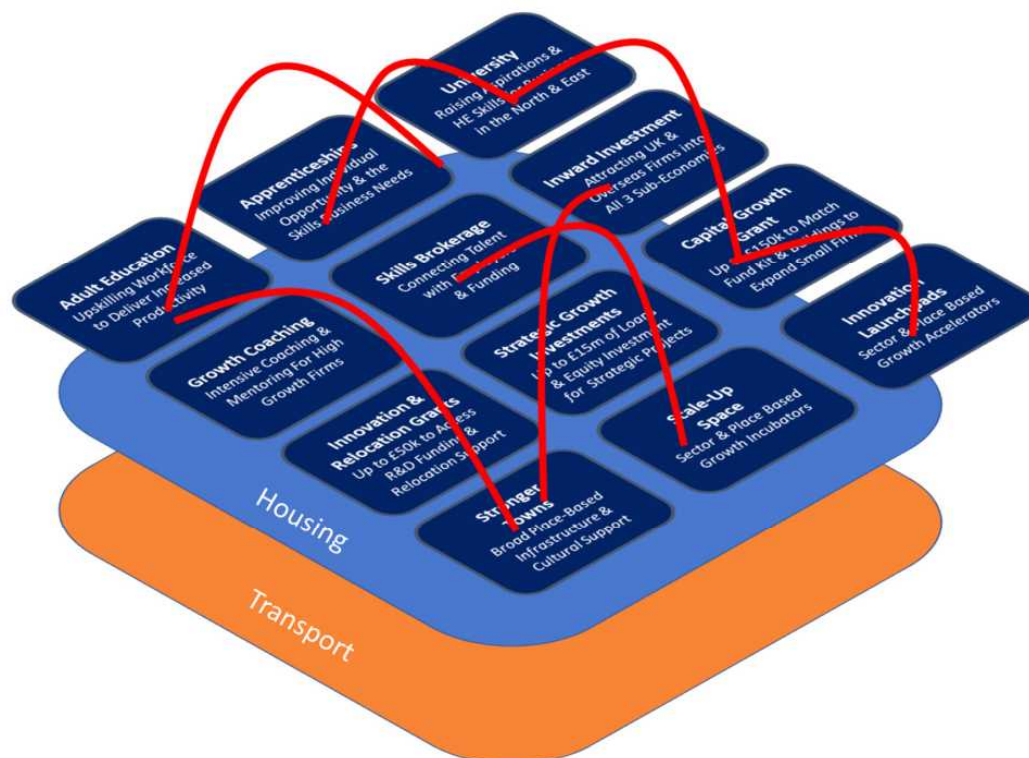
Based on recent economic data/evidence collected from the CPIER and the Hatch Regeneris' Skills Strategy Evidence Base Report ([www.cambridgeshirepeterborough-ca.gov.uk/assets/Employment-and-Skills/Cambridgeshire-and-Peterborough-Combined-Authority-FINAL-DEC-2018-Appendix-A.pdf](http://www.cambridgeshirepeterborough-ca.gov.uk/assets/Employment-and-Skills/Cambridgeshire-and-Peterborough-Combined-Authority-FINAL-DEC-2018-Appendix-A.pdf)), CPCA's Skills Strategy ([www.cambridgeshirepeterborough-ca.gov.uk/assets/Employment-and-Skills/Skills-Strategy-Final-Version-5.6.19.pdf](http://www.cambridgeshirepeterborough-ca.gov.uk/assets/Employment-and-Skills/Skills-Strategy-Final-Version-5.6.19.pdf)) has identified a need for a University for Peterborough. CPCA is committed (as a devolution priority) to supporting the establishment of expanded HE provision in Peterborough, with a course mix driven by the requirements of local residents and businesses.

The University curriculum offer needs to support raising aspirations to grow the student numbers from the local area, meet student expectations and meet the needs of the local economy. CPCA's policy is to prioritise skills interventions, including supporting the establishment of a new University for Peterborough with provision driven by local employer demand for skills in both public and private sectors, encouraging apprenticeships. Through the LIS, CPCA is also working to activate employer demand and motivate learners and their families to raise their aspirations.

The establishment of a new University is, therefore, an integral element of the wider CPCA Skills Strategy and Local Industrial Strategy implementation, as illustrated in the diagrams below.



The new University project has no direct delivery dependencies on the CPCA's other skills and economy interventions, although a number of these other programmes will support the University curriculum offer; e.g. Skills Brokerage (linking) business with schools, the CEC contract (linking careers advice in schools with Enterprise Advisors in schools), delivery of the Adult Education Budget linked to the National Retraining Scheme and the DWP Health and Care Sector Work Academy.





### 1.2.3 Objectives

CPCA's ambition is to create a new University for Peterborough that will deliver a step-change in life-chances for young people in Peterborough and beyond. Key to the success of the new University will be its ability to grow and retain local talent alongside attracting and retaining new talent to the area. Through this project, CPCA is committed to raising personal and community aspirations along with improving social-mobility and contributing to inclusive social and economic growth. CPCA will continue to promote and support skills provision that meets employer demand and motivates learners and their families to aspire to building prosperous futures for themselves and their communities, harnessing lifelong learning.

The top-line objectives for the new University are:

- Accelerating economic growth through an increase in student numbers educated for higher value jobs which CPCA intends to stimulate and grow in the local economy.
- Increasing productivity by job-ready degrees that support growth in the local economy.
- Increasing GVA through meeting business, student and employer aspirational needs.
- Creating an effective progression route for technical learning maximising the variety of providers and funding sources.
- Re-skilling and up-skilling the workforce to meet technical skills market needs.

Specific quantitative objectives for the new University include:

- Registration of new HE provision with the Office for Students in the 2022/23 academic year.
- Subject to the conclusions of an independent review, securing Unlimited Degree Awarding Powers following the 2028/29 academic year and securing university title (as the 'University of Peterborough') following the 2029/30 academic year.
- 2,000 students on roll by 2022, rising to 5,000 by 2025 (in the scope of Phase 1) and potentially to 12,500 by 2030 (the latter is not in scope of phase 1 and subject to negotiation with the ADP during procurement).
- The proportion of local students progressing to HE to increase to 2% by 2022, rising to 5% by 2025 and 10% by 2030.
- An increase of 1200 graduates employed in appropriate professional/graduate level jobs in the local economy by 2025, with a further 13,000 by 2030 and 30,000 by 2035.

CPCA further anticipates that the new University will have:

- a substantial positive economic impact on Peterborough City and the surrounding region such that investment in the new University will generate direct, indirect and induced impacts across a wide range of industries, supply chains and the wider consumer economy;
- a positive regenerative effect to support the transformation of Peterborough itself into a regional centre improving the experience of all citizens and visitors to the area, including generating new opportunities for graduate-level employment and encouraging both local participation in HE and the local retention of graduates to benefit the wider economy;
- a transformational effect on the life-chances and well-being of its students and raise aspiration more broadly within Peterborough and the surrounding region. We anticipate that this will include:
  - Improving life-chances, health and well-being outcomes of students and, over time, the wider community;

- building confidence and capability among the graduates of the new university and potentially encouraging innovation and entrepreneurship;
- enhancing the capabilities of those graduates who continue to live and work in and around Peterborough to improve their productivity and earning potential; and
- attracting and retaining investment locally to create more opportunities for the people of Peterborough and the surrounding region to benefit from higher education and contribute to the on-going success of the region.

#### 1.2.4 Current position

While the CPCA region has an enviable HE profile thanks in part to the presence of institutions and universities that have a world-class reputation, Peterborough has been recognised for many years as a cold spot for Higher Education (e.g. Peterborough and Fenland have around a quarter of the number of HE entrants of South Cambridgeshire)<sup>1</sup>.

Current HE provision in Peterborough consists of:

1. **Peterborough Regional College:** has around 4,500 students and a broad course offering with particular HE teaching specialisms in engineering and construction, primarily at the Park Crescent campus, including **University Centre Peterborough (UCP)**, a 100% owned subsidiary of Peterborough Regional College, providing around 500 qualifications per annum across business, engineering, digital, finance, construction management and accounting disciplines. The curriculum is modelled on education pathways and not sufficiently linked to employment or business needs, despite there being a number of applied degrees on offer. UCP does not have degree awarding powers and currently degrees are validated by Anglia Ruskin University.
2. **Anglia Ruskin University:** a satellite campus located in Guild House, Peterborough, with bespoke provision of around 400 qualifications per annum in health, social care and education.

There is no HE provision in Fenland or North Huntingdonshire. The dispersed rural character of, and poor transport networks in, Fenland in particular make it challenging to establish HE operations in these areas. The sparsity of population and travel to learn times (rather than distances) have tended to inhibit the creation of viable provision, in the absence of flexible modes of delivery to compensate for these characteristics of the region.

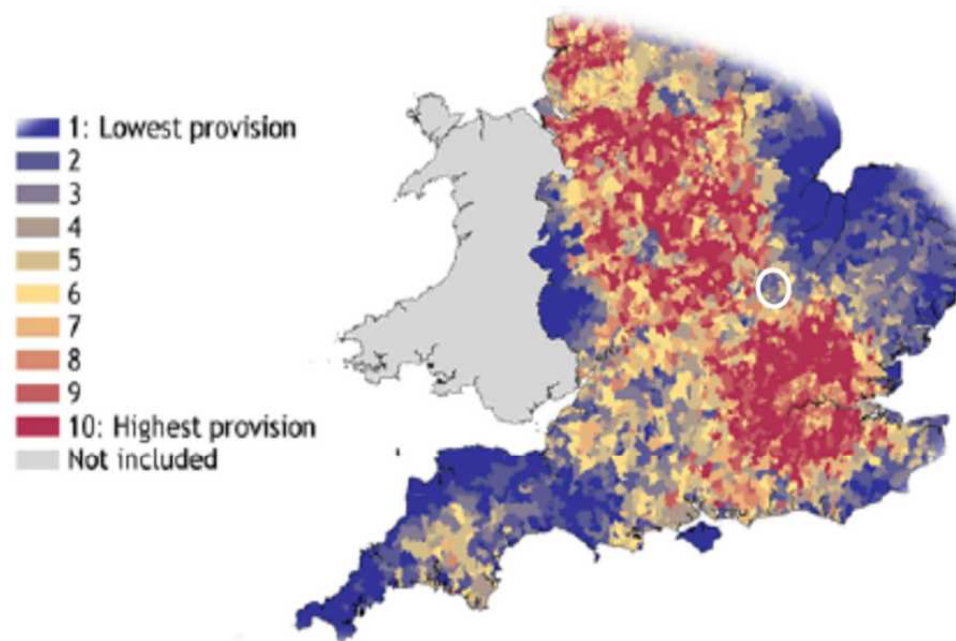
#### 1.2.5 Case for change

##### A Higher Education “cold spot”

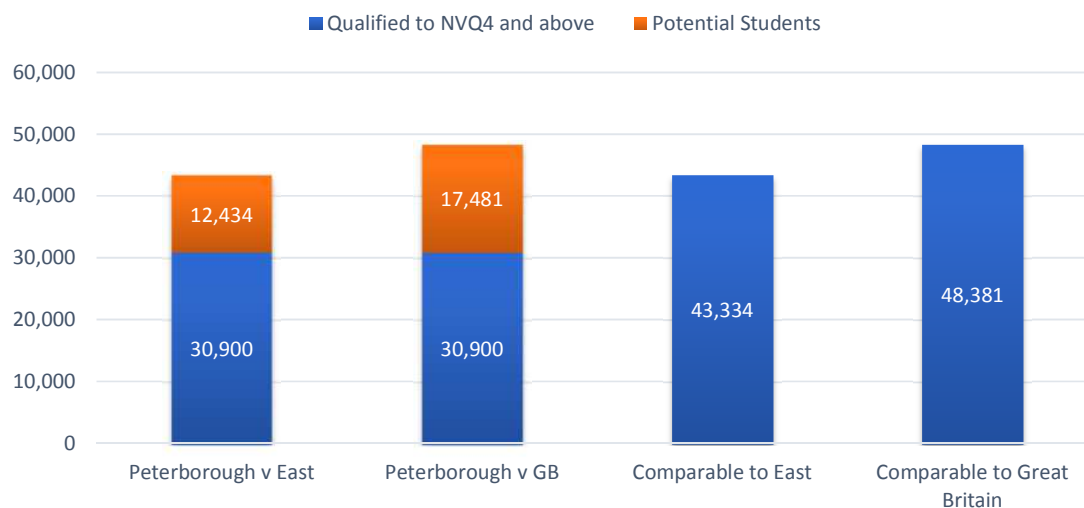
To be effective the University must address the characteristics of the higher education cold spot in the region (see figure below, sources: HESA and ILR 2012/13).

<sup>1</sup> Hatch Regeneris CPCA Skills Strategy Evidence Base, December 2018





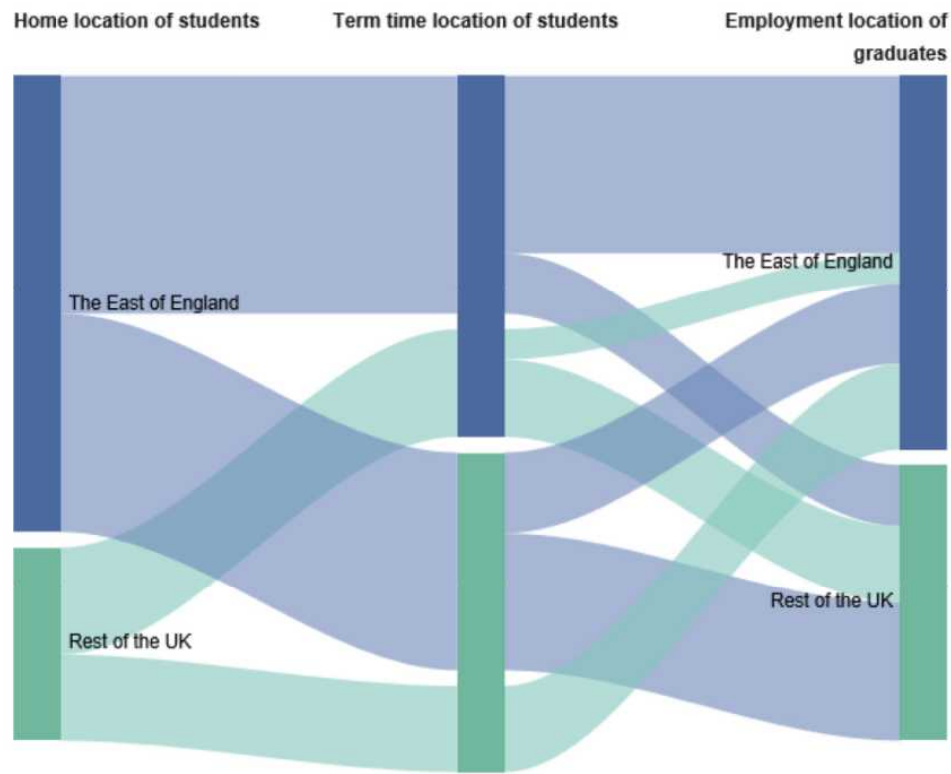
If Peterborough matched the East of England an additional 12,000 people aged 16-64 would have an NVQ Level 4 qualification or above and if Peterborough matched the UK, 17,000 more people would have such a qualification (see chart below).



There is no doubt, therefore, that, as a higher education cold spot, Peterborough and the wider CPCA region north of Cambridge is under-served by current providers. Furthermore, there is a net-outflow of students from the East of England with many fewer local students returning to the region after graduation; and, equally, many fewer students who study in the East settling in the region after studying here, effectively denuding the region of graduate talent (see HESA Destination of Leavers Survey figure below with additional interpretation in the footnote<sup>2</sup>).

<sup>2</sup> The groupings from top to bottom on destination:

1. East of England (EE) students, who study in the East and stay after graduation
2. UK students (out of EE region) who study in the East and stay after graduation
3. EE students who study out of region but return after graduation



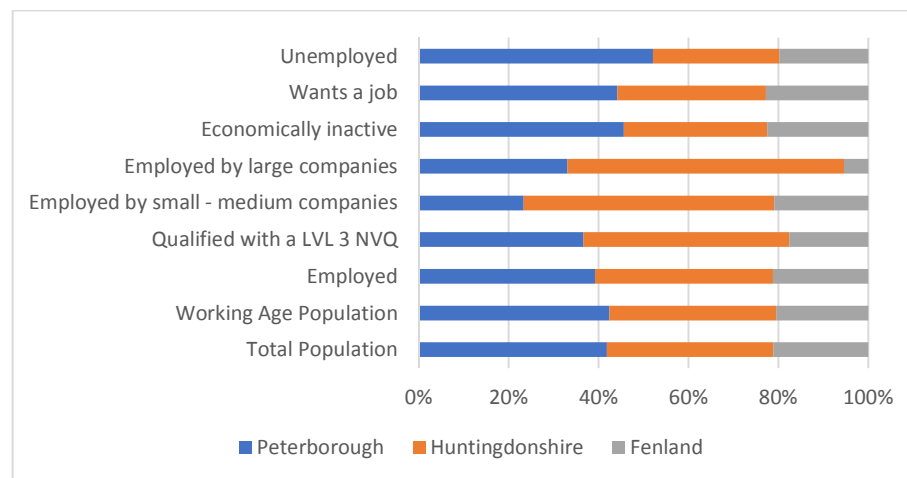
Source: HESA Destination of Leavers Survey, 2014/15

Note: Populations cover those HE graduates in employment who have had a postcode in the selected region during their time in HE. This includes their home address, term-time address and employment location.

Peterborough has a working age population of c 125,000 of whom 95,300 are employed. Unemployment rates in Peterborough are 4.7%, which is higher than the national average of 3.5%; approximately 5,000 people are unemployed and approximately 24,400 are economically inactive, of whom approximately 6,500 would want a job. These proportions are broadly mirrored in Huntingdonshire and Fenland; the chart below gives more detail on the labour market position across the sub-region.

4. UK students (out of EE region) who study out of region but move into region after graduation
5. EE students who study in the East and leave the region after graduation [Net Loss]
6. UK students (out of EE region) who study in the East and leave after graduation
7. EE students who study out of region and do not return to the region after graduation [Net Loss]

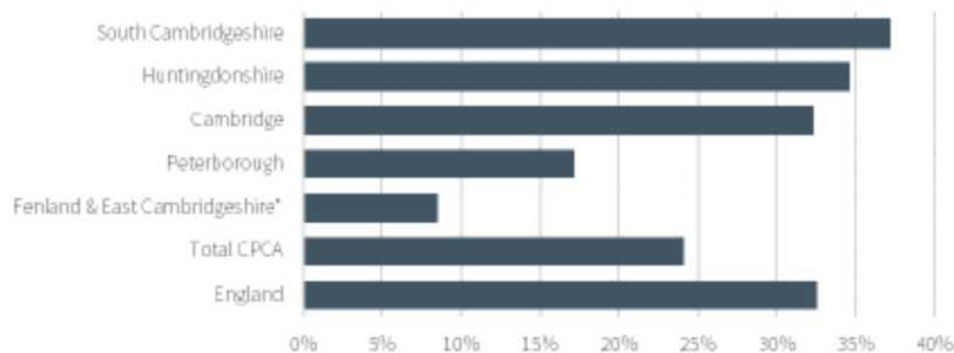
Categories 5 and 7 outweigh categories 2 and 4. The net effect is a drain on the region. However, these groups are not the target market for the University– these students are already travelling in/out of region for a specific higher education experience which is already available. To compete directly for these students with their current institutions of choice would be fool-hardy given the imbalance in resources, infrastructure and brand equity. This route would lead to a “Red Ocean” of brutal competition.



**Peterborough/Huntingdonshire/Fenland labour market demographics [Source: Official Labour Market Statistics]**

**NB the population with NVQ level 3 qualifications will overlap with several other sub-sets.**

The local population has grown at a faster rate than the national average, which will in due course translate to a bigger local market for students. Moreover, the CPCA area has only 24% of 18-24-year olds in full-time education, compared to 33% nationally and in Peterborough the proportion is very much lower than any other part of the region except Fenland and East Cambridgeshire.



**Proportion of Young People aged 18-24 in full-time education**

**Source: Hatch Regeneris CPCA Skills Strategy Evidence Base**

Addressing provision to under-represented and under-employed groups is critical as there may already be unfilled vacancies and employment opportunities within the region for which there is a dearth of suitably qualified applicants. This is uncontested market space where competition in HE (which is burgeoning) is largely irrelevant. The University has the opportunity to provide a unique offering to serve the cold spot, to attract under-represented groups and to redress the balance between Peterborough and the rest of the region. The economic impact of developing a strategy to serve this need would in turn be very considerable.

During the last four decades, Peterborough's population has doubled, and with it, the level of employment available. However, due to the much lower than average (nationally) supply of Level 4-6 skills, it has proved impossible to grow or attract in, sufficient high-value firms to maintain the city's productivity levels. This has created a degradation in the average value of jobs, wages and health outcomes that has significantly retarded the north of the CPCA region's economic growth potential, and its ability to contribute to region-wide productive growth.

The need for a new approach

After failed efforts over the last 20 years, to produce a commercially viable HE provision, of sufficient scale and quality, to attract sufficient volumes of students to meet demand for higher value skills to enable productive growth, a different approach is required.

**University Centre Peterborough/Peterborough Regional College**

In June 2016 UCP/PRC was awarded £720,000 of Greater Cambridge and Greater Peterborough LEP funding to support the development of the University; £120,000 to support project management and £600,000 to develop Taught Degree Awarding Powers (TDAP). In September 2017 CPCA awarded UCP/PRC a further £668,604 to support project management, curriculum development and marketing. In March 2018 a further £9.7 million was approved towards validation of the UCP/PRC Business Case bringing the total funding approved by March 2018 to £13.53 million.

The project then entered a period of considerable turbulence and challenging relationships between key stakeholders. By July 2019 £1.1 million had been invested without good evidence of progress and significant concerns arising that the goal of increasing student numbers to 2,000 by 2022 would not be achieved. CPCA, therefore, commissioned independent reviews commissioned to look at the progress made. While significant progress had been achieved<sup>3</sup>, there were significant risks and implications of continuing with the programme without a review of progress and strategy (further reinforced by changes in the HE landscape and the need to future-proof on-going investment and ambitions for the University).

Gleeds were commissioned to perform a Technical Review as to whether the Strategic Outline Business Case submitted to the CPCA in 2018 was fit for purpose and whether a sufficiently robust assessment could be produced, detailing the options for establishing a new University, to allow the commitment of CPCA funds into a procurement of new buildings and facilities on the Embankment site.

The Gleeds Review suggested the project set out in this Outline Business Case as a credible way forward to deliver CPCA and PCC aims, highlighting the following in particular:

- A robust plan in place to deliver the University on time on the Embankment site with 2,000 students by 2022 in an iconic building.
- The plan will allow the delivery of a curriculum that meets the needs of both students and employers, and with new and progressive delivery models, such as degree apprenticeships and 2 year degree programmes.
- The plan includes strategies to raise the amount of revenue and capital funding currently available for the project (£13.83 million from the CPCA) to as much as £20 million.

<sup>3</sup> Progress identified included:

- Registration to Office for Students to apply for Degree Awarding Powers.
- An agreed high-level vision across all stakeholders providing an underpinning for the new university, and a definition for the new University.
- CPCA has instituted very rigorous and robust monitoring and evaluation of UCP's programme delivery.
- CPCA has instituted rigorous and robust accountability systems for financial awards made to UCP.
- Shadow University governance arrangements were in place (chaired by Sir Les Ebdon).
- Restoration of positive working relationships with between CPCA and UCP, PRC and PCC.
- The development of 28 curriculum courses that have been validated by ARU.
- A draft joint (CPCA/UCP/PCC) Communications Strategy developed.
- Three credible strategic reviews of the project by independent 3rd Parties.

To achieve these goals the plan includes a market comparison of potential academic partners to work with the CPCA and PCC to deliver the University by September 2022 and on to 2030.

Accordingly, the conclusion drawn was that UCP/PRC cannot continue to be considered the preferred or exclusive Academic Delivery Partner without challenge and comparison with the market due to:

- The challenges of the FE Sector, which have deepened in recent years, may put a strain on any FE partner, and PRC in particular, given their need to invest to strengthen their recent FE performance.
- Significant investment in the development of the HE offer and associated IT and business systems will be required between now and 2025.
- PRC's mix of financial priorities may create pressure to offer a HE curriculum which may not optimally match CPCA's Skills Strategy & Local Industrial Strategy, due to the prohibitive cost of developing some new specialist courses designed to meet the needs of employers.
- Student growth has been impacted by a competitive marketplace and without degree awarding powers PRC's ability to develop curriculum has been restricted.
- PRC's current curriculum offer may need to be strengthened - illustrated by 65,000 website hits translating to 227 actual students, suggesting that while the marketing strategy is strong the curriculum offer needs to be developed further.
- Currently as a smaller provider operating in an area of low HE participation, UCP receives a high proportion of students through UCAS Extra/Clearing.

### ***Institute of Technology***

There has been previous discussion about the option of an Institute of Technology (IoT) to fill the gaps in technical provision, particularly to develop STEM (science, technology, engineering and mathematics) skills. Successful IoTs are built on successful FE/Technical Colleges and successful school provision of vocational learning and these conditions are not currently present in Peterborough. Peterborough already has the Greater Peterborough University Technical College (14-19) and IMET (Innovation, Manufacturing, Engineering and Technology) at Alconbury. The UTC specialising in Engineering and with strong business engagement recently received a "Requires Improvement" rating from Ofsted at its first inspection with lack of pedagogy and teaching specialism in technical delivery cited as a key factor. IMET opened in September 2019 to 15 students and is operated by Peterborough Regional College and Cambridge Regional College. PRC was also rated "Requires Improvement" by Ofsted in June 2019 and student numbers in vocational learning have fallen significantly.

### ***The way forward***

The only viable solution to the cold spot, therefore, is to increase HE provision in Peterborough and the intention of the new University for Peterborough is, accordingly, to increase the number of HE entrants from the north and north-east of the CPCA region by attracting and retaining students locally (after graduation). In particular, it will need to engage people who do not currently participate in HE but who would participate and remain locally if suitable provision was available (i.e. not compete for students who migrate out of region and do not return, nor for students who already migrate into the region but do not stay). Furthermore, flexible modes of HE delivery will be necessary to compensate for the characteristics of the region (particularly sparsely populated rural areas) and this is a critical reason why the University must establish itself on an agile basis and not be entirely concentrated in Peterborough.

The Cambridgeshire and Peterborough Independent Economic Review (CPIER), makes direct reference to the development and scale of investment required in the new University.

*“...the purpose of the University in Peterborough ought to be strongly rooted in the local and sub regional economy. This should mean drawing on existing strengths in manufacturing and engineering... local economic benefits of university research tend to be magnified when local firms are technologically close to the university.”*

Such effects inevitably develop over time and are not to be expected from an institution in its first phase of development, although the long-term vision, mission and growth trajectory must be lay the foundations for this critical link between research and business (current and future). CPIER continues:

*“As the UK moves towards the digitalisation of industry, new types of jobs are being created at the interface between manufacturing and IT. Artificial intelligence is also likely to revolutionise manufacturing. There are niches to be found here, [that] local businesses ... would be keen to support. Water management is another area where Peterborough has specialisms, and is particularly relevant for fen areas. We warn those planning for the university to resist the temptation to try to develop an outstanding university on a shoestring – any such institution will require high-levels of investment in advanced machinery to be credible. Putting clear financial heft behind the proposal and hiring excellent people from successful universities will be needed to prevent the university from languishing in mediocrity, or failing given the present apparent increased supply of university places relative to demand.”*

It is important to be realistic about the early phases of development of the new University. In particular, research strength has been concentrated selectively in fewer universities over the last 20 years (in reality, the top 6 institutions account for the vast majority of research funding and activity). The creation of an *ab initio* research strategy for the new University must recognise this fundamental dynamic. The scale of research activity will, therefore, initially be modest and flow from the investment of time by the new University in developing the necessary human capital, infrastructure and resources to address this longer-term strategic ambition. Staff recruitment is correctly identified in the CPIER analysis as a critical success factor. However, both time and investment will be needed to recruit and engage those staff. Most critically, such development must flow from an established sustainable model of provision that can underpin the recruitment of researchers and address the demographic challenges that make Peterborough a cold spot in the first place.

It is, therefore, necessary to be clear that the first tier of University strategy must be to craft a sustainable portfolio of taught courses that addresses the characteristics of the cold spot and then to recruit and build the human capital, infrastructure and research expertise. The University's future graduates may be among those who fundamentally re-shape the business landscape of the region and collaborate on exactly the type of research/industry challenges which CPIER recognises. To reach that point, the University itself will need visionary leadership to attract top academic talent and a sustainable business model to attract and underpin substantial levels of future investment. The critical challenge facing the new University for Peterborough will be to provide a firm foundation for an ambitious longer-term strategy and investment programme.

Research by Opportunity Peterborough has helped identify a broad scope of discipline areas that the new University will need to consider, including:

- Agri-tech;
- Business
- Education and Professional Services;
- Construction;
- Engineering
- IT and Digital;
- Life Sciences
- Science
- Mathematics
- Sustainability
- Arts and Creative
- Health and Social Care
- Law
- Manufacturing and Advanced Materials
- Logistics and Distribution;
- Travel, Leisure and Hospitality.

It is clear from the scale and scope of these sectors that the new University has a range of opportunities to consider (without spreading itself too thinly during the initial phases of its development).

#### Wider impacts

A higher education experience is one of the most powerful and transformational investments which can be made both by individual students and by civil society more broadly. CPCA is determined to make these investments, to encourage others to make such investments and to bring the positive benefits of higher education to the people of Peterborough and the surrounding region.

A new University will, therefore, offer much more to the people of Peterborough and the region. It will give Peterborough and surrounding areas an opportunity to reinvent its economy as the city continues to grow in population, creating a virtuous circle for continued growth of the economy and the new University, raising aspirations locally and supporting business needs for skills.

### **1.3 About the project**

#### **1.3.1 Scope**

Recognising the resource and timescale constraints and the very high risks that would accompany any attempt to found a new University of Peterborough on a model similar to those founded in the 1960s (the so-called Robbins Institutions), the core strategy for the University is based on directly tackling the characteristics of the addressable component of the current market failures (the “cold spot”) without unnecessary direct competition with existing providers. The hallmarks of this strategy, based on a clear understanding of the market needs in and around Peterborough and by balancing resource constraints, include:

- A clear focus on under-represented groups and those “left behind” i.e. those who cannot or will not travel to existing providers.
- A solution based on a limited physical experience i.e. the capital available will support only a modest campus development (at least) initially.
- A phased approach which evolves with the needs of the region and is facilitated by successive successful phases of development i.e. a model in which viable provision is established early and becomes the foundation for reinvesting in later phases.
- The development of highly effective, collaborative and cooperative relationships between education providers to build a clear pipeline of opportunities, to raise aspiration, to identify and promote role models and to create a source of competitive advantage.

This Outline Business Case is concerned only with the phase 1 development of the new University for Peterborough comprising:

1. Development of a phase 1 university building on the Embankment site in Peterborough city centre (this site will be built in phases as the University establishes and grows).
2. Procurement of an Academic Delivery Partner to provide the skills, knowledge, experience and resources to make a practical reality of the new higher education provision and ultimately a university with degree awarding powers.

CPCA and PCC will form a special purpose vehicle, (PropCo) under a Subscription Agreement to be submitted for approval alongside this Outline Business Case (see Annex 6.1), to build the new campus on the Embankment site. This property will be leased to a new special purpose vehicle (UniCo), which will be the higher education provider (see section 3.1 below for more detail).

This is a complex project that requires careful sequencing and coordination if the objectives are to be met (see section 1.2.3 above). The critical elements are:

- The formal process for developing a new University with all its attendant functions and services – the complexity of such a development requires that CPCA procures a suitably capable Academic Delivery Partner (ADP) with the know-how and capabilities to join with CPCA to realise its objectives (the procurement process for the ADP is a complex and substantive undertaking in its own right).
- The scoping, design and construction of the new HE building on the Embankment site; while this is a relatively small scale construction project, there are two fundamental challenges:
  - the site is largely undeveloped with potential infrastructure issues (and costs) to resolve; and
  - to maintain the overall programme, the physical development must precede ADP appointment, leaving design and development risks with CPCA for a period.
- The development of a Masterplan for the Embankment Site is essential to underpin future phases of development to support the development and growth of the new University. Future phases (not in scope for this Outline Business Case) are expected (subject to available capacity on the Embankment site) to be:
  - Phase 2.1: possible commercial R&D expansion either within the University or via a commercial/third party with associated increased campus capacity.
  - Phase 2.2: growth of the University beyond 5,000 students on roll with associated additional campus capacity with increased specialisation (built by September 2025 to facilitate student growth to at least 8,600 students by 2028).
  - Phase 3: potential further growth of the University beyond 8,600 students on roll with associated increased campus capacity (built by September 2028 to facilitate potential student growth up to 12,500 students on roll by September 2030 subject to demand and growth in student numbers).
- The contractual and commercial relationships necessary to assemble resources between the public authorities partnering to develop the University and between those public authorities and the ADP (see section 3 below).

Given the need to proceed with the development of the site and procurement of the ADP in parallel (to meet the overall programme) a Shadow Curriculum Model (SCM) has been developed (see Annex 6.2) focused on broad discipline groupings, delivery models and forecasts of student numbers. The output of the SCM has in turn informed a preliminary Space Model (also included at Annex 6.2 together with a theoretical model for the ultimate research-led university of potentially 12,500



students, subject to progress and demand for growth in student numbers) and the Strategic Brief for the Phase 1 Embankment site development (see Annex 6.3).

### 1.3.2 Benefits

The main Benefits of the project stem from establishing a Phase 1 University Campus in Peterborough, for 2,000 students by September 2022, with a curriculum and delivery model that is designed to meet the skills needs that growth in the Greater Peterborough business base will generate. The plan for the courses to be provided, space required and staffing levels has been developed in the Shadow Curriculum Model referred to above to support Greater Peterborough and the Fen's key sectors. The key benefits to be delivered by the project include:

1. New learners assisted (on courses to full qualification) 10,000 (Levels 5 and 6 over five years).
2. Employment
  - a. Number of temporary jobs created: 50 in construction
  - b. Number of jobs created: 170 University staff initially.
  - c. Number of indirect jobs created: 300 in the University supply chain rising to 900.
  - d. A further 297 directly employed staff as the University Faculties grow.
  - e. Number of indirect jobs to be created: 14,000<sup>4</sup>
  - f. Number of Apprenticeships to be established:
    - i. Level 4 (over 3 years) – 1200.
    - ii. Level 5 (over 3 years) – 600.
    - iii. Level 6 (over 3 years) – 300

Sections 2.2 and 5.5 describe how these benefits will be assessed and (where applicable) quantified.

### 1.3.3 Risks, constraints and dependencies

The main risks associated with achieving the project outcomes are set out in the risk register at Annex 6.4 together with measures to mitigation and manage them. The top 5 risks are summarised in the tables below for each of the phase 1 infrastructure works and the Academic Delivery Partner procurement and delivery.

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<sup>4</sup> Comprising jobs created in;

- Businesses supplying the University, its staff and students.
- Spin-out/start-up businesses created by University staff and students.
- Inward Investors re-locating/starting business in the CPCA area due to the enhanced attractiveness of the talent pool and improved availability of required skills.
- Indigenous businesses achieving faster and more sustained growth resulting from the lowering of the highest barrier to growth reported by local businesses – poor availability and challenges in recruiting “out-of-area” suitably qualifies staff.

The employed population of Peterborough is 94,000, supplemented by a further 50,000 in its wider commutable catchment area. Current growth is at 3.3% in the city creating up to 15,510 new jobs over the coming five years. With at least 10,000 additional graduates being pumped into the workforce over the same period there is the potential to shift this growth towards higher-value jobs to raise productivity. To support this, the CPCA is launching its Growth Service to create a further 4,692 high-value jobs over the same 5 years, through access to growth coaching for higher-value indigenous companies as well as attracting-in new inward investing firms targeting:

- Advanced manufacturing firms from across the UK and Europe.
- Government departments and professional services firms from London, capitalising on the new 39 minute train journey time to Kings Cross.

## Infrastructure top five risks

Risk Register

Project: New University of Peterborough

Date: 10/10/2019

Version: 1

Risk Identification																Assessment						Mitigation			
ID	Title / Description (Cause)	Phase	CATEGORY Infrastructure or Higher Education Partner	Effect	Category	Risk Owner	Likelihood	Cost Effect	Time Effect	Quality	Assessment	Management Plan	Action Owner	Due Date	Status										
004	Contamination of land - Contamination / spend capital not recoverable from Land deal - impacting on the affordability of the phase one scheme.	Phase 1	Infrastructure	Additional works impacting time and cost from main building budget	7. Surveys & Site Conditions	CPCA	5	5	4	2	65	Site contamination survey is currently in progress. Result due Jan 2020 for preferred plot. Progression of the phase 2 survey in order to fully understand the contamination on site. Engagement with contractors during procurement phase	Mace	01 Jan 20	1 On Track										
007	Increased costs to the infrastructure - Service Infrastructure spend capital not recoverable from Land deal - impacting on the affordability of the phase one scheme.	Phase 1	Infrastructure	reduces available budget beyond minimum expectations.	2. Commercial - Viability	CPCA	3	5	4	3	75		CPCAMace/Procurement Mace	01 Mar 20	1 On Track										
009	Comprehensive funding clarification and LGF grant approval.	Phase 1	Infrastructure	Lack of budget for the building expectations	3. Commercial - Funding	CPCA	4	4	4	4	84	CPCA to advise	CPCA	01 Jan 20	1 On Track										
009	Availability of the plot to allow Phase 1 and Future development (Reflected in HDT)	Phase 1	Infrastructure	Makes current and future phases not viable	2. Commercial - Viability	CPCA	2	2	5	2	50	The land has been provided by the FCC free of charge and the ability to obtain future phases through adequately dating HDT	CPCA	01 Mar 20	1 On Track										
030	Transport strategy: highways require offsite improvements	Phase 1	Infrastructure	Potential extra time and cost from budget	6. Design	CPCA	2	5	3	2	50	Dialogue with planners to realign use of current capital access based on reduced car journey than current capital	CPCAMace	01 Mar 20	1 On Track										

## Higher Education Partner (HEP) top five risks

Risk Register

Project: New University of Peterborough

Date: 10/10/2019

Version: 1

Risk Identification																Assessment						Mitigation					
ID	Title / Description (Cause)	Phase	CATEGORY Infrastructure or Higher Education Partner	Effect	Category	Risk Owner	Likelihood	Cost Effect	Time Effect	Quality	Assessment	Management Plan	Action Owner	Due Date	Status												
002	HEP Not signing up to the shadow curriculum model prepared in line with CPCA policy, in terms of total head count and 50 on and off campus	Phase 1	HEP	Impacts on building design, cost and timescales to accommodate potential additional HEP requirements - might require re design.	8. Procurement	CPCA/HEP	5	4	3	2	60	Early engagement with HEP, agree revised accommodation schedule and financial model and economic case with HEP	CPCA/HEP	01 Mar 20	1 On Track												
003	HEP Not buying into the ICT strategy outlined	Phase 1	HEP	Impacts on building design, cost and timescales to accommodate potential additional HEP requirements	8. Procurement	CPCA/HEP	3	3	2	2	27	Early engagement with HEP	CPCA/HEP	01 Mar 20	1 On Track												
010	lack of staff recruitment in key areas.	Phase 1	HEP	Staff shortages - key personnel missing	15. Operational	HEP	2	3	2	3	16	Early engagement with HEP, advertisement of the necessary roles in advance.	ADP	01 Sep 22	1 On Track												
013	HEP request large exam space to be accommodated into the design	Phase 1	HEP	Larger space requirements would have a knock affect to the design, but also may need additional acoustics and ventilation creating extra project costs.	6. Design	CPCA/HEP	3	3	3	2	27	Early engagement with HEP	CPCA/HEP	01 Mar 20	1 On Track												
016	Marketing of the new university - Phase 1 new university and phase 2 site constraints fail to attract students	All phases	HEP	Not enough students will create difficulties in justifying the business case for future phases	15. Operational	CPCA	3	2	2	1	10	HEP to manage student recruitment	HEP	01 Sep 22	1 On Track												

The table below summarises the key constraints that have been placed on the project and within which it must be delivered:

Constraints	
<b>Timing</b>	A requirement to start on site in Q4 2020 and deliver the scheme by September 2022. This has led to the need to find a site for phase 1 that can be secured and has few development constraints.
<b>Procurement</b>	Timing of the project requires overlap of Academic Delivery Partner procurement and development of the design for the phase 1 building.
<b>Capital funding</b>	Design of phase one assumed to be to budget of £20 million pending securing funding based on assumptions of CPCA funding and LGF bid approval.
<b>Outcomes</b>	initial intake of 2,000 rising to potentially 12,500 by 2030 etc
<b>Design</b>	Design has been based on an assumed accommodation strategy driven by the shadow curriculum and constrained by the available capital budget.

The table below summarises the key dependencies that are outside the scope of the project on which its ultimate success depends:

Dependencies	
<b>Adjacent development</b>	Local transport projects and third party development on land earmarked for future phases of the University.
<b>Heads of Terms (land)</b>	PCC ability to agree heads of terms (land) to allow future phases of the development to be procured on the embankment site. Sign off of the heads of terms to secure the land for phase one and ability to have future say in land for future phases
<b>Funding</b>	CPCA ability to secure funding for future phases to allow future growth of the campus

## 2 Economic Case

### 2.1 Option identification

#### 2.1.1 Critical success factors

Critical success factors (CSFs) for the project can be grouped into three broad headings:

- Factors relating to the selection of an Academic Delivery Partner (ADP) of appropriate standing.
- Factors relating to the development of the University (after appointment of an ADP)
- Factors relating to the design and delivery of the physical infrastructure.

#### ADP Selection CSFs

1. **Academic Standing:** The Academic Partner must be able to demonstrate means of compliance with the full requirements of “Securing Student Success: Regulatory Framework for Higher Education in England” published by the Office for Students ([www.officeforstudents.org.uk](http://www.officeforstudents.org.uk)).
2. **Commitment to CPCA Vision: scale, scope, reach, focus:** The aspirations of CPCA for the new University are extensive and include characteristics relating to:
  - a. the character of the provision (outward-looking and industry-focused);
  - b. scale (rising from an initial intake of 2,000 to potentially 12,500 by 2030, subject to demand and growth in student numbers);
  - c. the ability to achieve independence after 2028 should that be concluded as the preferred option in the planned independent review; and
  - d. the need to achieve University Title at the earliest opportunity.
3. **Achievement of a Viable Operating Model and Sustainable Funding Structure:** The new University will focus on a limited number of initial discipline choices to create a portfolio of courses which can achieve critical mass. This will ensure that:
  - a. Each discipline area is underpinned by a minimum scale staff team to avoid the challenge of having staff spread over too many disciplines and being too few in number in some disciplines to build a critical mass of teaching and research capability (the “minimally viable department size”).
  - b. Each discipline will be able to recruit a viable cohort of students such that the numbers of students recruited when all years of provision are running will be economically viable and capable of supporting an efficient staff to student ratio (the “minimally viable intake”).
  - c. Each discipline is supported by the physical resources necessary to maintain the quality of the experience and to enable the new University to establish a clear funding model to underpin investment in, and maintenance of, its facilities.
4. **Commitment to the Phase 1 Brief and Design:** CPCA leading on developing the University for Peterborough Building at the Embankment Site but the ability of the chosen ADP to work within a brief and a design solution which was substantively defined and frozen prior to its appointment will be significant to the overall usage of the building.

Factors relating to the development of the University

5. **Ability to Recruit Staff:** The quality of the University will be critically dependent on the calibre of its staff. Recruiting and retaining staff will be the first critical challenge for the ADP.
6. **Ability to Recruit Students:** Student recruitment, marketing and admissions processes and systems to include UCAS support, direct entry and employer-sponsored routes are vital to the success of the new venture. It is anticipated that the focus of these services will be positive, proactive, out-going and engaging to reach out to under-represented groups, to engage with their needs and win their active participation in the University
7. **Ability to engage with local businesses and industry:** Large corporates represent a significant group of stakeholders with which the new University will need to interact as a priority and will present an opportunity for both course development, industrial collaboration/placement opportunities and future employment destinations for graduates. Building effective networks with these large corporates will be a critical success factor for the University.
8. **Curriculum Development to Fit the Target Market:** The ADP will need to support fully the curriculum from inception to maturity and retirement/renewal of individual courses and the support required may also include learning technologists and materials production services to support blended and distance learning, enabling of virtual learning environments etc.
9. **Creation of the Academic Infrastructure:** Student and academic services and systems will need to be established to provide a full range of transactional, advisory, welfare and other student-facing services along with regulatory and academic policy support including assessment, examinations, graduation. Library and learning resources, operational and support functions all need to be provided.
10. **Establishment of systems and processes locally to achieve independence:** Strategic planning, finance and governance services and systems development – full Head Office/Vice-Chancellor's Office functions – need to be established to lead the new University through its start-up and establishment phases and to prepare the ground for independence.

Factors relating to the design and delivery of the physical infrastructure

11. **Meeting the Budget:** The Phase 1 building including the external landscape and supporting infrastructure must be delivered within the approved project budget of £20m. This will need to be achieved by balancing the quantum, time and quality aspects of the project to ensure that the size of the building is maximised to accommodate the necessary student and staff numbers with reasonable space standards; is of a good quality to attract students, academics and create a strong identity within the city and region; perform well sustainably and in-use minimise operational costs and can be built efficiently within the set programme.
12. **Meeting the Programme:** The Phase 1 building must to open for business to students in September 2022. This will need to be achieved by a detailed programme management that will correlate all key interdependencies, such as achieving planning consent, design freeze, tendering and procurement etc, in addition to delivering an efficient building form and utilising readily available components that will minimise the risk of construction over-runs.
13. **Delivering the Spatial Brief:** The Phase 1 building must deliver the spatial requirements and the student and staff capacities emerging from the shadow curriculum model ensuring that

the spatial standards used deliver a good quality student and staff experience and support pedagogic innovation.

14. **Ability to Expand:** The Phase 1 building must be designed and located to enable a clear strategy for future expansion as the campus grows to capacity by 2030. The project must deliver a clear logistics strategy that seeks to minimise impact on operational buildings during the building of future phases, and critically the experience of students and staff using these buildings.
15. **Respond Positively to Stakeholder Consultation:** The Phase 1 building, and wider masterplan, must respond to the output from a wider stakeholder consultation to ensure a project that can be delivered successfully and one that achieves a high-level of 'buy-in' within the city and region without detriment to budget, programme or operational aspects of the project. This will be critical both for the successful delivery of all phases of the project to 2030 and to ensure that partners in the city and region are supportive of the University as it develops.
16. **Obtaining Planning Consent:** The Phase 1 building must achieve planning consent by end of June 2020 to meet the inter-related requirements of the project programme and open for business in September 2022. This will need to be achieved through a close and collaborative working partnership with the local planning authority identifying issues early to inform the design process and minimise the risk of a refusal and pre-commencement conditions.
17. **Attract and Retain Students and Staff:** The Phase 1 building – including its external landscape and supporting infrastructure – must be designed to a good quality and have a strong identity or 'brand' that will attract and retain students and staff. This will be achieved through good quality architecture, building services, IT/AV systems and landscape and will be critical to ensure good feedback from the early student intake to support the growth of the University in the years ahead.
18. **Be Adaptable and Flexible:** The Phase 1 building, including its environmental systems, must be designed to be adaptable to respond the changing needs in the future, including the input of the HE provider, and changes in the spatial requirements as the University grows and develops. In addition, the building should be designed to be flexible providing 'generic' spaces that can accommodate a range of functions – from teaching and learning spaces to administrative spaces – and support a range of capacities, pedagogical styles and working environments with minimal alterations to the physical asset.

### 2.1.2 Options

#### Academic delivery options

Four options have been identified for consideration in the economic case in the Outline Business Case as follows:

5. **Business as Usual:** in this option the public sector stakeholders adopt a passive role in the development of university level education in Peterborough. The two current providers of Level 6 qualifications in Peterborough (see section 1.2.4 above) would continue to develop course provision and student numbers unassisted by local public sector stakeholders. These current local providers include: (i.e. UCP providing around 500 qualifications per annum and ARU providing around 400 qualifications per annum).

6. **Do Minimum:** in this option the public sector stakeholders would invest in capability building of Peterborough Regional College, to build both course content and delivery capability, as well as systems and processes to enable PRC to achieve Taught Degree Awarding Powers (and perhaps University Title in due course), but without any capital investment in new facilities on the Embankment site.
7. **Recommended Option:** in this option the public sector stakeholders' investment is targeted to tackle the characteristics of the addressable component of the current market failures in HE provision in Peterborough (the "cold spot"). That investment will be targeted at infrastructure provision and capacity building, by procuring an experienced Higher Education (HE) Provider, with the know-how to facilitate the development of an independent University for Peterborough, with capital investment focused on the provision of the premises from which to provide both direct and indirect curriculum delivery.
8. **Do Maximum:** in this option the public sector stakeholders' investment would be scaled to found, *ab initio*, a new University of Peterborough on a model similar to those founded in the 1960s (the so-called Robbins Institutions).

The following subsections present a summary analysis of these options against the project aims and objectives, including indicating:

- Any options likely to fail to deliver the project objectives or sufficient benefits.
- Any obvious impracticalities inherent in any of the options.
- Any options that are clearly unfeasible, unaffordable or too risky

### ***Business as Usual***

The economic analysis of this option includes no local public sector stakeholder investment and forecasts student number growth at levels commensurate with those observed in the two local providers over the last 5 years. However, it is considered highly unlikely that without any investment or wider strategic leadership, the incumbent and existing providers can change direction sufficiently to meet the needs of the City and region as set out in the strategy case above. It would continue the current disjointed provision and suffers from the limited local capability and capacity highlighted in the Ofsted finding that PRC "Requires Improvement". It would not therefore achieve the objectives adopted for the project and is included in the economic appraisal primarily as the baseline against which to assess other options. In reality there is no do-nothing option that has any credible possibility of achieving the desired economic and social impacts.

### ***Do Minimum***

This option is based on the previous strategy of investment in building the capability of UCP/PRC to develop Taught Degree Awarding Powers, without accompanying capital investment in new facilities. It includes support for project management, curriculum development and marketing. Based on the findings of the Gleeds review, it is considered likely to under-perform against the project objectives, thus perpetuating the HE "cold spot" and not addressing regional needs. As with the Business as Usual option it would continue the current disjointed provision and, given the Ofsted findings regarding PRC's capability and capacity issues it is questionable whether investment in PRC would be an acceptable use of public sector investment in HE provision in Peterborough. Nevertheless, this option must be included in the economic appraisal as the only available do minimum option.

The economic analysis of this option includes revenue investment from the CPCA in PRC capability building at a level of £1,000,000 per annum over the next three years. This is based on the levels of

investment previously committed to develop Taught Degree Awarding Powers for PRC, which had anticipated approximately £2.73 million further investment in PRC over the next 3 years (with an uplift for optimism bias and contingency). The quantifiable costs and benefits of this options are explained in further detail in the economic appraisal presented below.

### ***Recommended Option***

This option is as described in the strategic case sections above and includes both capital investment in new facilities on the Embankment site and potential revenue investment to mitigate commercial risks of the start-up and scale-up phase of a curriculum that meets local economic needs and local student demand. The focus of the strategy underpinning this option is to increase HE provision in Peterborough and increase the number of HE entrants from the north and north-east of the CPCA region by attracting and retaining students locally (after graduation). In particular, it aims to engage people who do not currently participate in HE but who would participate and remain locally if suitable provision was available and to use flexible modes of delivery to compensate for the characteristics of the region (particularly sparsely populated rural areas). As described above the key characteristics of the new University in this option include:

- A clear focus on under-represented groups and those who do not travel to existing providers.
- A limited physical experience on a modest initial campus development.
- A phased approach which evolves with the needs of the region.

This option does not target conventional markets.

In practice, serious resource constraints are not a barrier to success indeed most innovation is born in the balancing and breaking of constraints. This principle is fundamental to the design of the New University.

The approach is to secure the involvement of a new ADP to bring the know-how to create a new University experience, to invest modestly in a new University building on the Embankment site and to focus attention on engaging with the local businesses to design an offer that addresses the needs of the region. This option has arisen from the Gleeds review referred to above, which concludes that it is a credible and viable option for delivering the new University objectives within the required timeframes.

The economic analysis of this option includes new capital investment from all three local public sector stakeholders to the level of £24,800,000 over the next three years to fund the building of a university building and to support the early stages of the business plan. Revenue and working capital requirements will be matters for the ADP to finance based on anticipated revenues from tuition fees and other income. The intention is that the initial capital investment will fund the establishment of a financially sustainable new university without the need for on-going subsidy. The quantifiable costs and benefits of this options are explained in further detail in the economic appraisal presented below.

The capital costs associated with the provision of new teaching space and associated infrastructure is estimated to be £20m with the remaining £4.8m available to subsidise the ADP's start-up costs and/or provide additional building size and features identified in the procurement and negotiation with the prospective ADPs. The initial £24.8m will cover the bulk of the investment to enable the University to be functional by 2022/23, however there remains a working capital gap which CPCA will seek to close in negotiations with the bidders. If this should prove not to be negotiable with the bidders, alternative sources of finance will need to be sought and a proposed solution put forward

and tested in the Full Business Case. The underlying objective is to ensure fee income generated from the intake of students will be sufficient to sustain ongoing operations and will permit short-term financing of the working capital requirement.

### ***Do Maximum***

It is conceivable that the new University of Peterborough could be developed on a model similar to those founded in the 1960's, the so-called Robbins Institutions. The target markets for the University would include those students who already travel out of region (and potentially, a proportion of the national market which currently travels to study) and who would consider a new offer based in Peterborough; i.e. the conventional market for HE which has evolved over the last decade with increased participation rates, a focus on progression routes and a balance between local recruitment and, usually, a residential experience. Competition for these students is very intense and recruitment routes via UCAS and marketing methods are exceptionally well-developed. The new University would need to establish itself very rapidly to compete directly within this market.

The following factors in particular consideration rule this option out of further consideration in the economic appraisal:

1. The new University would need to have a prospectus ready by April 2021 to meet the timescales set out in the objectives for the project. Applications for entry in September 2022, will open in September 2021 and close around mid- January 2022. Any student seeking to attend a UK University will have been exploring options during 2021. The period from April to September 2021 is a critical marketing window for the 2022/3 intake. To be able to make a competitive offer, the new University would need to have its core provision established to a high level of detail. It is not considered possible that the development work on a new University of this scale could be completed in sufficient detail and with adequate rigour to have a credible prospectus ready during the early months of 2021.
2. To compete directly with established providers, the new University would have to offer a minimum level of staff and facilities to attract the attention of prospective applicants (this is not the same as attracting entrants given that there is considered to be over-supply in the sector now that student number controls have been removed). At the very least, there would be an expectation among prospective students about the range of facilities to be provided on campus including general and specialist spaces, social learning and library spaces, campus catering and retail outlets. A high standard of competitive residential accommodation would be necessary, and students are increasingly expecting a level of service from campus-based services both transactional/regulatory (Registry functions) and pastoral (counselling, well-being etc.). While many of these functions will be necessary in any institution, the critical challenge would be to establish a critical mass of such facilities to compete with established providers. The reference point is the "competitive set" and, for students already travelling, the "evoked set" will include a large number of institutions with a well-established, well-resourced and highly credible offer. It should also be noted that staff expectations of the new University will also be relevant here in that competing directly for staff with established providers will inevitably raise questions of providing from the outset the research infrastructure to support their work.
3. There are severe resource constraints that limit the strategic scope for developing a new University. While competing directly for students would reflect a trajectory recognisable to most Universities today, many established institutions and those formed in the 1960s



benefited from an ambition to raise participation rates. They did not directly compete but benefited from a general expansion of the market. Moreover, their development timescale was very much longer and it is only comparatively recently, and with the benefit of a legacy of generous funding, that Universities are experiencing challenging open market competitive dynamics. Space requirements is one example of this phenomenon. Many universities benefit from an academic estate which reflects a traditional model of higher education (more elite, less consumerist) and is a legacy of the associated funding model (generous public capital and revenue funding). A full-service institution serving c 2,000 students would likely need a campus area of c. 19,000 m<sup>2</sup> on opening to appear competitive with established providers (not including onsite residential provision which could easily reach a similar scale). The underlying capital required to invest on this scale would be at least need £94 million and, in all probability, a lead time of at least 5 years to ensure that all aspects of the provision were planned to a competitive and credible standard. To expand the new University to potentially 12,500, as envisaged in the medium-term vision for a new University of Peterborough, would therefore, likely require around £500 million of up-front investment.

Therefore, the Do Maximum option can be ruled out on the grounds of affordability (only a fraction of the required funding is available), inability to meet the required timescales and lack of credible strategy (the above strongly suggest that the initial strategy should not be designed with a view to importing students to Peterborough; the competitive dynamics and resource implications are far too severe).

#### Infrastructure (phase 1 building location)

An option appraisal has been undertaken to assess the best location for the Phase 1 building within the overall site boundary of 55 acres. Prior to undertaking the detailed assessment, it was agreed that all feasible options must:

- be deliverable within the title constraints of the site in the given timescales;
- be located with land zoned in the Local Development Framework as reserved for University;
- avoid substantive alterations to existing infrastructure or facilities;
- be able to accommodate 3,500m<sup>2</sup> of space (space driven by assumed budget referred to in financial case); and
- be deliverable within the assumed budget of £20 million.

The infrastructure options appraisal has been undertaken is only in relation to the cost of the physical infrastructure to enable the plot (services to the plot, decontamination of the plot and the area of the land for accommodating car parking and landscaping) on the basis that the other costs of the build will be the same in all options<sup>5</sup>.

All options considered deliver the desired outcomes of the project given that the use/scale of the building is the same for each option. A summary of the appraisal of the site options considered is provided below.

Given that the variable across all options is constrained by the available budget and only varied by the site infrastructure any option that might exceed the budget has not been considered. Infrastructure options have, therefore, been assessed based on their ability to meet some or all of

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<sup>5</sup> given the structure of the Heads of Terms (see below) any saving on the land value purchase will not increase the available capital to spend on the building; however this does detract from the available capital to deliver phase one building.

the criteria described below. These requirements identified that four possible locations were feasible:



- A - Worrina Car Park;
- B – Bishops Road;
- C – NW corner
- D- Opposite the Regional pool

The assessment was informed by a full desk top analysis of the constraints and opportunities of the site and each option was assessed against several key criteria agreed by the project team as noted below:

1. Heritage impact
2. Title impact
3. Visibility / Identity
4. Access to city amenities
5. Cost impact (infrastructure + public realm)
6. Landscape impact
7. Geotechnical
8. Impact on residential
9. Campus growth
10. Logistics (Construction)

**Option A**

- Meets the spending objectives for the physical infrastructure to enable the plot (services to the plot, decontamination of the plot and the area of the land for accommodating car parking and landscaping) pending confirmation of assumptions on contamination and services infrastructure capacity (surveys currently underway).
- Meets or exceeds all other criteria over the other options.
- Good opportunity to allow expansion of future phases.
- Well served by existing infrastructure with services available within the site vicinity and an existing “bell mouth” road access in place. The site is serviced by an existing car park that provides the opportunity for re-use or repair thus reducing the financial impact.

**Option B**

- Meets the spending objectives for the physical infrastructure to enable the plot (services to the plot, decontamination of the plot and the area of the land for accommodating car

parking and landscaping) to reduce expenditure further site investigation not being tested for this option.

- Incoming services are available within the site curtilage but are currently located through the site and their existing easements, which restrict building zones, would not permit the building to be placed over the buried infrastructure. Therefore, this site is likely to require service diversions likely to raise costs by at least £360,000. A new vehicular "bell mouth" access would be required for access, which would also add costs.
- Greater impact on residential area which may impact on ability to determine planning in time available.
- Good opportunity to allow expansion of future phases.

### Option C



- Meets the spending objectives for the physical infrastructure to enable the plot (services to the plot, decontamination of the plot and the area of the land for accommodating car parking and landscaping) to reduce expenditure further site investigation not being tested for this option.
- Greater impact on residential area which may impact on ability to determine planning in time available.
- Limited ability for Future campus growth.
- The site provides adjacent services infrastructure that are generally located in the nearby road and do not run across the site thus reducing the risk of additional costs for diversions. It Extension to communications services may be required as would a new vehicular entrance and parking provision, both of which would add costs.



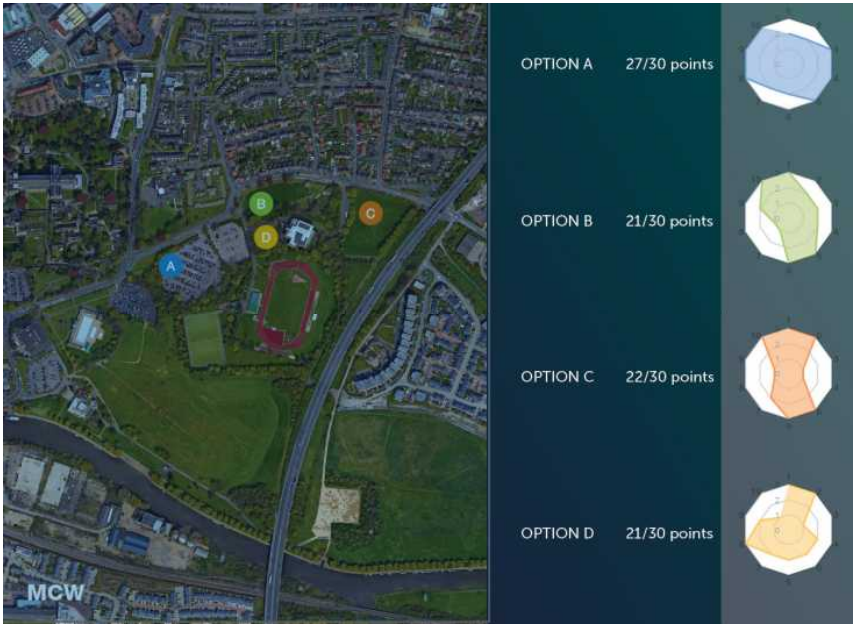
Option D



- Does not meet spending objectives for the physical infrastructure to enable the plot (services to the plot, decontamination of the plot and the area of the land for accommodating car parking and landscaping) mainly due to proximity from existing infrastructure.
- The site would require new vehicular access parking provision, both of which may not be feasible given the site constraints.
- Limited ability for Future campus growth.
- Construction logistics more complex reducing available capital for build.

Infrastructure option selection

The outcome of the assessment of each option against the above criteria is outlined below:



From this appraisal, Option A, the Wirrina Car Park, has been selected as the preferred option, having the following clear benefits:

- 3,500m2 building which achieves outcomes within the assumed budget of £20 Million.
- Maximises available capital for building.
- Good visibility (identity) and accessibility to/ from the city centre.
- Minimises expenditure on infrastructure and external works.
- Minimises impact on adjacent residences
- Supports a logical growth of the campus in future phases, minimising disruption to phase 1.

## 2.2 Value for money

### 2.2.1 Economic appraisal

There are broadly three direct quantifiable benefits from the proposed options:

1. Increased employment as a direct result of the creation of the University as staff are recruited by the new institution.
2. Employment created in the wider economy as an indirect result of the creation of the new University.
3. Graduate level employment that rises as new graduates enter the workforce and graduate level jobs are created or attracted to the region.

Economic appraisals of the Business as Usual, Do Minimum and Recommended options have, therefore, been conducted on the following basis:

- a. Direct staff employment follows the forecasts of the Shadow Curriculum Model and the scaling of the University to reflect student growth targets. For the purposes of the appraisal, all forecasts plateau at the end of Phase 1 although the scale of University operations is expected to continue and be sustainable at that point.
- b. Indirect employment is anticipated to be 200% of the direct employment reflecting the buying power of the institution, its staff and its students.
- c. Average GVA per employee for direct and indirect jobs created is estimated at £42,000.
- d. Average GVA per employee in a graduate role has been estimated at £25,000 inflating at 4% per annum over the period of the appraisal.
- e. Baseline graduates currently qualifying at UCP and ARU are assumed to continue in all options with a +2% growth factor applied to the baseline in the Business as Usual option.
- f. For the Do Minimum option, further growth is projected arising from the proposed intervention (+1%) making the combined growth factor +3% above the baseline.
- g. Growth in the Recommended option is in line with the Shadow Curriculum Model and combined growth in this option is substantially higher than in either of the other two options.
- h. The expectation is that 60%<sup>6</sup> of qualifying graduates will enter a graduate level job and thereby contribute the associated GVA (total cumulative GVA is forecast on this basis).
- i. Additional corporation tax revenues from enhanced GVA are forecast at 1.36% of the GVA generated.
- j. Tax from new jobs created has been estimated at £4,700 per graduate level job.
- k. National Insurance Contributions from new jobs has been estimated at £4,223 per graduate level job.

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<sup>6</sup> The 60% allowance is based on consideration of the October 2018 Report by Prospects (the graduate employment and careers experts) entitled "*What do graduates do? 2018/19*". This report reflects a buoyant labour market for graduates and high levels of entry into the professions.

The key Inputs for each option are summarised in the table below:

Input Costs (Fiscal Costs)	Business as Usual	Do Minimum	Recommended
Capital Investment	£0.00	£0.00	£24,800,000
Revenue Investment	£0.00	£3,000,000	£0.00
Land Value	£0.00	£0.00	£1,600,000
<b>Total Fiscal Costs</b>	<b>£0.00</b>	<b>£3,000,000.00</b>	<b>£26,400,000.00</b>

The economic appraisal analyses and the outputs from each are provided at Annex 6.5. The key outputs from these appraisals are summarised in the table below:

Appraisal Outputs	Business as Usual	Do Minimum	Recommended
Total Net Present Benefits	0	£7,793,658	£1,179,156,494
Total Net Present Costs	0	£2,844,500	£25,702,319
Net Present Value	0	£4,949,158	£1,153,454,175
<b>Benefit Cost Ratio<sup>7</sup></b>	<b>N/A</b>	<b>3</b>	<b>46</b>

### 2.2.2 Risk appraisal

The key risks with respect the economic appraisal all lie in the ability of CPCA to procure an ADP able to meet the requirements of the project that is the subject of this Outline Business Case. Of particular concern will be acceptance of, and commitment to deliver, the intake targets by the ADP Partner.

The economic appraisal may, in particular, be vulnerable to fluctuations in the numbers of students recruited and graduated by the University. The ability to recruit staff may also be a factor that erodes the impact of the new University. A further concern could be the extent to which graduate level employment is available locally and whether the new University is able to generate the scale and quality of graduates required to meet local economic needs. These sensitivities have been tested and the net impacts reported below.

The risks associated with the preferred infrastructure option (which is common to all appraised options) are presented in the risk register at Annex 6.4 and summarised 1.3.3 above. As with all new build projects there is risk of overspend, although the cost estimates are in-line with benchmark data for similar academic facilities, providing confidence of budget. Unlike the investment from CPCA, payback of the LGF investment funding will be required, anticipated to commence in 2028 and span a three-year period.

### 2.2.3 Preferred option

The economic appraisal of the three options presented above shows that the BCR for the Recommended option far outstrips the alternatives. When coupled with the qualitative analysis of each option outlined in section 2.1.2, this confirms the recommended option as the preferred option based on the strategic and economic cases presented in this Outline Business Case.

### 2.2.4 Sensitivity analysis

In light of the risks outlined above, sensitivity testing has been carried out by adjusting key variables as follows:

<sup>7</sup> Given by Net Present Total Benefits/Net Total Costs

- 50% reduction in staff and student numbers (NB: as staffing levels are forecast on a student-staff ratio, a change in one variable inevitably affects the other). There are further consequences for indirect employment that are also a function of the scale of the University.
- Complete elimination of the effects of new graduates entering the market.

The economic appraisal analyses and the outputs from each of these analyses are provided at Annex 6.6. The key outputs from these appraisals are summarised in the table below:

Sensitivity Tests	Recommended Baseline	Sensitivity to 50% drop in numbers	Sensitivity to failure to create graduate jobs
Total Net Present Benefits	£1,179,156,494	£598,651,393	£166,827,860
Total Net Present Costs	£25,702,319	£25,702,319	£25,702,319
Net Present Value	£1,153,454,175	£597,949,074	£141,125,541
<b>Benefit Cost Ratio<sup>8</sup></b>	<b>46</b>	<b>23</b>	<b>6</b>

Therefore, even allowing for these significant risks, the preferred option outperforms the other options and a strongly a positive net present value and BCR is sustained. Therefore, while CPCA would not wish to compromise on the scale of the new University before more in-depth marketing and needs analyses are completed by the ADP, there is a strong economic case for investing in the new University in line with the Recommended option to generate direct and indirect benefits for the region that will comfortably repay the investment.

Further testing has been carried out to determine the impact of a substantial cost over-run on the construction of the Phase 1 Building. The outcomes from this appraisal, which tested a doubling of the construction costs, are set out in the table below:

Sensitivity Tests	Recommended Baseline with Construction Costs Doubled	Sensitivity to 50% drop in numbers with Construction Costs Doubled	Sensitivity to failure to create graduate jobs with Construction Costs Doubled
Total Net Present Benefits	£1,179,156,494	£598,651,393	£166,827,860
Total Net Present Costs	£51,404,638	£51,404,638	£51,404,638
Net Present Value	£1,127,751,856	£547,246,755	£151,423,222
<b>Benefit Cost Ratio<sup>9</sup></b>	<b>23</b>	<b>12</b>	<b>3</b>

The benefits are not particularly sensitive to even very significant rises in the cost of the Phase 1 building (although naturally any cost over-runs will challenge the basic affordability of the scheme).

A critical point to note is that the proposed model for the University is not reliant on the Phase 1 building to such an extent that cost over-runs would be material (except to affordability). This is largely a function of the ambitious student growth projections (which reflect market needs) and the innovative nature and scale of the off-campus delivery model envisaged in Phase 1 in particular. These factors are expected to generate a significant supply of new graduates with a direct and positive economic impact. The critical sensitivity is therefore the extent to which a prospective bidder can commit to delivering the project objectives and bringing the know-how and capabilities necessary to deliver this ambitious agenda.

<sup>8</sup> Given by Net Present Total Benefits/Net Total Costs

<sup>9</sup> Given by Net Present Total Benefits/Net Total Costs



## 3 Commercial Case

### 3.1 Structure of the deal

#### 3.1.1 Procurement strategy

##### Academic Delivery Partner (ADP)

Procurement of the ADP is required for the new University. The ADP will provide the skills, knowledge, experience and resources to make a practical reality of UniCo as a new higher education provider and ultimately a university with degree awarding powers. The full scale and scope of the requirements will be shaped in negotiation and as a minimum are expected to include:

- **Staff recruitment:** an initial Development Team should be formed by the ADP to work with CPCA and key stakeholders. The Development Team should include senior leadership, academic subject specialists and professional service support. The ADP will be responsible for recruiting for UniCo a full complement of staff and procuring relevant services;
- **Curriculum design and development including development of a learning and teaching strategy with reference to the Shadow Curriculum Model and programme validation arrangements** (with the ADP expected to award its degrees to students of UniCo pending UniCo being awarded degree awarding powers): the ADP will need fully to support the curriculum from inception to maturity and retirement/renewal of individual courses and the support required may also include learning technologists and materials production services to support blended and distance learning, enabling of virtual learning environments etc.;
- **Staff workload planning, resource scheduling and timetabling:** linked to curriculum modelling and business model prototyping;
- **Student recruitment, marketing and admissions processes and systems:** to include UCAS support, direct entry and employer-sponsored routes to be developed. It is anticipated that the focus of these will be positive, proactive, out-going and engaging to reach out to under-represented groups, to engage with their needs and win their active participation in UniCo;
- **Student and academic services and systems development:** a full range of transactional, advisory, welfare and other student-facing services along with regulatory and academic policy support including assessment, examinations and graduation. It is anticipated that these will be fit for purpose to meet the diverse needs of the student population;
- **Library and learning resources services/systems:** physical and virtual resources and associated services including licensing;
- **Strategic planning, finance and governance services and systems development:** full Head Office/VCO functions;
- **Full range of 'soft' FM and ICT services and resources required to operate UniCo effectively** (see Annexes 6.7 and 6.8 respectively): to deliver an excellent student experience, taking into account the FM Strategy and ICT Strategy. Such soft FM/ICT services to include cleaning, security, catering and reception services, network connectivity and infrastructure (Janet), business and academic IT and AV systems and software. It is anticipated that PropCo will deliver 'hard' FM services.
- **Information technology (IT) scope of works to be agreed during negotiation with the ADP:** the project will require the procurement of a main contractor to construct the physical infrastructure for the phase 1) building, roads/ car park and services infrastructure. The ADP will operate the building and the ICT infrastructure will require input of the ADP during the negotiated procedure, the table below summarises the assumed that approach to

procurement and maintenance of physical infrastructure/software to ensure compliance with procurement rules/law.

IT Infrastructure	Main Contractor (phase 1)	Academic Delivery Partner (ADP)	UniCo
<b>Core ICT Infrastructure</b> ICT (data) cabling and ancillary items such as distribution frames and equipment racks			
<b>Ongoing Maintenance of core ICT Infrastructure</b>			
<b>Other ICT packages Network</b> Wireless 4G/5G mobile Phone enhancement Digital /Audio Visual systems Local Server and storage systems (Design input from ADP)			
<b>Ongoing maintenance of other ICT Packages</b>			
<b>Software</b> Business and academic software solutions and licences (Input from ADP)			
<b>End User Devices</b> laptops, printers and PCs (Input from ADP)			
<b>External Connectivity</b> Internet and HE network (JANET)			

Selection of the procurement strategy for the ADP followed consideration of the following procurement options:

1. **Open** – a procedure often used for the procurement of commodity products which do not require a complex tender process
2. **Restricted** – which has no opportunity to alter the specification or tenders through negotiation with tenderers. All interested parties may express an interest in tendering for the contract but only those meeting the selection criteria will actually be invited to do so. The Restricted procedure is always available for use. It should be selected where the procedure would benefit from the introduction of a separate qualification and/or shortlisting stage and an award stage involving a limited number of tenderers.

The use of any pre- and post-tender negotiation under the Open and Restricted procedures is strictly prohibited under the Regulations. As a result, it is considered that the Open and Restricted procedures are not an option for the procurement of the ADP

3. **Competitive Dialogue** – this procurement option can be used where:
  - a. a 'readymade' solution does not exist;
  - b. the Client requires design services or 'innovative' solutions;
  - c. the contract requires negotiation due to the specific nature, complexity or legal or financial make-up of the contract or the risks attaching to it;
  - d. a technical specification cannot be established with sufficient precision; or

- e. a prior tender process was operated under the Open or Restricted procedure, but only irregular or unacceptable tenders were submitted.

The scope of negotiations with the preferred bidder is limited in that this cannot involve changes to essential aspects of the tender, or of the needs and requirements set out in the OJEU notice or descriptive document.

4. **Competitive Procedure with Negotiation** – as with Competitive Dialogue, this procedure can only be used in the specific circumstances described above. It specifies the extent to which the Client can change its requirements during the process. The Regulations specifically preclude making changes to:

- a. the description of the procurement;
- b. the minimum requirements;
- c. the award criteria, which must be set out the procurement documents from the outset.

Other important points to note include:

- The minimum number of tenderers to be invited to negotiate is three, subject to the outcome of the call for competition.
- The ability to hold an accelerated procedure, currently limited to the Restricted Procedure, will be extended this procedure making its use possible in urgent cases.
- A tenderer's solution or other confidential information is not to be revealed to other tenderers without specific consent.

The first phase solutions under Competitive Dialogue are developed until the Client considers that it has identified one or more solutions capable of meeting its needs and then seeks to formalise positions in a tender. In the Competitive Procedure with Negotiation, tenders are submitted initially, are then subject to negotiation and then resubmitted to finalise positions.

The Regulations provide some limited scope for negotiations with the preferred tenderer in prior to entering into the contract, however, under the Competitive Procedure with Negotiation, once a preferred tenderer has been selected, no further negotiations with that tenderer can take place. Therefore, where it might be necessary to negotiate with tenderers after final tender submissions (e.g. to confirm financial commitments, particularly when third party funders are involved), the Competitive Procedure with Negotiation may be less suitable; and a prior information notice can be used as a 'call for competition' if applying the Competitive Procedure with Negotiation.

5. **Innovation partnership** - the purpose of this procedure is to establish long term partnerships which allow for both the development and subsequent purchase of new and innovative products, services or works. The idea appears to be that high level project proposals are submitted during the tender process and the solutions are developed after entering into the contract(s) with the successful tenderer(s).

The preferred strategy for the procurement of the ADP has been developed based on the following:

1. Timeframe, CPCA require the procurement of the ADP at the earliest opportunity to inform the design of the phase 1 building and for approval of Full Business Case.
2. Public procurement process in line with CPCA procurement guidelines.

3. Seeks formal feedback from the marketplace to ensure formal expression are received on which the procurement process can be progressed prior to end of Stage 1.
4. Provides the best opportunity to allow dialogue with the bidders on the final solution.
5. Allows sufficient time to prepare documentation to publish formal procurement process. (which includes details of the tender process at publication).
6. Establishes an option should only one tenderer be interested. As a general rule, the procurement of goods, services and works non-competitively directly from a sole provider must be avoided where at all possible. However, it is recognised that in some instances, a single source tender is appropriate and can be justified in the context of the Regulations. The Regulations permit Clients to negotiate contracts otherwise caught by those rules without placing a contract notice or running any form of competition in certain limited, very narrowly defined, circumstances in which it is considered not appropriate, or not practicable, to have a competition. This is referred to as “the Negotiated procedure without prior publication”. The specific exemptions are contained within Regulation 32 and permit Clients to negotiate the purchase with a single provider.
7. A procurement that allows negotiation due to the specific nature, complexity or legal or financial make-up of the contract or the risks attaching to it.

Of the five options Open, Restricted and Innovation partnership have been discounted due to their unsuitability for procurement of the ADP and the following procurement route for the procurement of the ADP has been adopted:

- **Publication of a Prior Information Notice (PIN)** and associated Advert in the Education press (see [cambridgeshirepeterborough-ca.gov.uk/news/hunt-for-higher-education-partner-to-support-development-of-new-trailblazer-university-of-peterborough/](https://cambridgeshirepeterborough-ca.gov.uk/news/hunt-for-higher-education-partner-to-support-development-of-new-trailblazer-university-of-peterborough/)) as a call for competition requiring all interested operators to inform the contracting authority of their interest in the Contract. Stating that the Contract will be awarded without publication of a further call for competition. CPCA also published the PIN notice.
- Following expiry of the PIN the Combined Authority will either progress with negotiation with a single provider under Regulation 32 or progress a **Competitive Procedure with Negotiation**.
- The Competitive Procedure with Negotiation is proposed for the selection of the ADP on the basis that:
  - Suppliers can be prequalified based on their financial standing and technical/ professional capability.
  - Ability to specify the entire requirement now such that the bidders will be able to tender and deliver the fully proceed bid without the need for negotiation.
  - Meets CPCA selection requirements

The benefits of this approach are:

- a. Use of a PIN notice ensures that the procurement process can be determined by likely number of bidders without abortive process based on a call for competition.
- b. It provides more time for CPCA to conclude actions/ decisions required to inform the procurement action.
- c. It provides time for PCC to review and approve tender documentation and procurement action prior to publication.

- d. It provides opportunity for CPCA to consider procurement with one provider if only one bidder expresses interest.
- e. It maintains publication of formal Expression of Interest within the Original CPCA 1 timeframe and subject to successful competitive dialogue procedure maintains award of the preferred ADP at the end of Q1 2020.
- f. It allows for requirements of the tender to be agreed as part of a negotiated procedure.
- g. It allows the timeline for procurement of the ADP procurement and the development of the design and planning submission for building one to be separated, to allow more time for the procurement of the ADP, accepting the low risk that the ADP seeks changes to the design of the building which requires redesign or delays submission of planning.

To date the following progress has been made in procurement of the ADP:

- CPCA published the Prior Information notice (call for competition) on 13<sup>th</sup> August 2019 and placed an Advertisement (3<sup>rd</sup> September 2019) to procure an ADP for the new University.
- Following the response from the call for competition, the Standard Selection Questionnaire (SSQ) was published on 17<sup>th</sup> September 2019 with responses received from three tenderers on 30<sup>th</sup> September 2019.
- In response to the SSQ three responses were received, CPCA carried out due diligence on the SSQ responses and on the 14<sup>th</sup> October 2019 concluded that one bidder would not be taken forward to tender stage (ITN1).
- CPCA published the Invitation to Negotiate 1 (ITN1) on 25<sup>th</sup> October 2019 and have carried out bidders' days with both bidders between 7<sup>th</sup> and 30<sup>th</sup> November 2019 to induct both bidders into the process.
- Bidders have provided initial responses to the ITN 1 and, at the time of writing, have commenced initial negotiation which is expected to be concluded in January 2020; after which a timetable will be published by CPCA to outline the next steps of negotiation process. A draft timetable of the procurement process is outlined below taken from (ITN1). Dates in grey may change during the procurement process.

Event/ Stage	Target date
Issue ITN 1	25 <sup>th</sup> October 2019
Initial Meeting to discuss process	7 <sup>th</sup> -30 <sup>th</sup> November 2019
Submission of Initial Tenders	26 <sup>th</sup> November 2019
<b>Review of tenders and preparation for meetings</b>	<b>Negotiation Meetings taking place between December 2019 and January 2020</b>
Negotiation Meeting 1 – legal & Governance	
Negotiation Meeting 2 - Finance	
Negotiation Meeting 3 – Academic Requirements	
<b>ITN 2</b>	<b>Dates Pending sign off of this Outline Business Case and conclusion of negotiation 1 with Bidders</b>
Issue ITN 2	
Submission of ITN 2	
Review of tenders and preparation for meetings	
Negotiation Meeting 2 – legal & Finance	
Negotiation Meeting 2 – Presentation & Academic	
Issue ITN Final	

Event/ Stage	Target date
Submission of ITN Final	
Issue of Standstill Letter	
Award to ADP	

### Infrastructure

The procurement of the infrastructure is split into two categories:

1. **Land:** the proposed development plot 'The Embankment, off Bishops Road Peterborough' forms part of the agreement between Cambridge and Peterborough Combined Authority (CPCA) and Peterborough City Council (PCC) where PCC will commit to providing land for use in the development of the new University. At the time of writing the Heads of Terms are being drafted with necessary due diligence and valuation for Phase 1 of the University. It is proposed that the agreement will also allow for future growth of the University beyond phase one on the Embankment site and that the Heads of Terms will reflect how this is achieved. The procurement of the land from PCC may require an Advertised Sale via a notice in the local press (public owned land for disposal under reg: 1972).
2. **Main Contractor:** procurement of the main contractor will be required to deliver the physical capital works, which will broadly include:
  - a. Off plot Utilities, highways works associated with Phase 1.
  - b. On plot infrastructure works, utilities, road, car parks, landscape and ancillary buildings.
  - c. Building and internal fit out (including IT and AV).
  - d. Procurement of infrastructure for use in operation of the building by the ADP.

Procurement of the main contractor will not commence until after the approval of this Outline Business Case. Following approval of this Outline Business Case it is intended to hold a supplier event to look at the market opportunity for developer led delivery and operation of the asset for phase one or delivery by the main contractor and operation by the academic partner. The opportunity for both routes has been allowed for in the ADP procurement.

### **3.1.2 Service streams and required outputs**

Annex 6.9 sets out the selection criteria for the ADP as published in the call for Expressions of Interest, which in turn reflect the project's required services and outputs. Other related matters such as required implementation timescales, the structure of the potential deals, procurement plan etc are set out elsewhere in this Outline Business Case. In summary the selection criteria are:

1. Formal definition of the ADP to meet the ultimate objective of establishing an independent University of Peterborough with degree awarding powers and University Title.
2. Commitment to the Vision for an Independent University in Peterborough including the growth trajectory set out in the project objectives.
3. Commitment to develop the operational capabilities of the University including staff and student recruitment and support, curriculum design and development and all support functions.
4. Commitment to the long-term success of the University including branding and performance requirements

5. Commitment to resourcing and addressing working capital requirements.
6. Commitment to the programme for establishing and growing the new University.

### **3.1.3 Potential risk apportionment**

#### Academic Delivery Partner

The risk register at Annex 6.4 provides details of the risk apportionment between CPCA/ PCC (PropCo) and the Academic Delivery Partner (ADP). The basis of this will be developed and agreed through negotiation during the procurement process as part of the Heads of Terms.

In summary:

- all risk associated with the procurement of the ADP; acquisition of the land; design procurement and delivery of phase one building; and hard facilities management will be the responsibility of CPCA/PCC; and
- the ADP, at the point of signing the Heads of Terms, will assume responsibility for operation of the University including soft facilities management services, pending securing the independence ultimate sought for the University.

#### Infrastructure

The apportionment of risk for the infrastructure construction phase will be agreed as part of the procurement strategy prior to the procurement of the main contract and sub-contract packages. The apportionment of risk (yet to be agreed) will allocate risk appropriately to mitigate risk to the client by whom the contractor is appointed (PropCo).

### **3.1.4 Potential payment mechanisms**

#### Academic Delivery Partner

The payment mechanism for the ADP will be a matter for negotiation with prospective ADPs as part of the competitive negotiation process adopted for this procurement. The current proposal is that CPCA/PCC will work together under a subscription agreement and payment will be made to parties involved in the project by CPCA.

On agreement of the Heads of Terms, CPCA and PCC will enter into a Joint Venture (PropCo) which will hold the property from PCC, LGF investment monies and CPCA funding contribution. Payment will be made to the ADP for start-up subsidy, the amount and cash flow of this which is currently under negotiation with the prospective ADPs as part of the procurement process.

A separate Special Purpose Vehicle will be established (UniCo) from which the ADP will commit to delivery of the University and to which it will pay over all associated monies (subsidy including the LGF investment in full). The agreement of rent and rent-free period and the basis on which these will be paid by UniCo to PropCo will be agreed between parties through the ADP negotiated procurement.

#### Infrastructure

PropCo will appoint the main contractor and make payment under the agreed standard form of contract. PropCo will pay for the design procurement and delivery of the phase 1 building under contract to the consultant team and the Main Contractor.

The payment mechanism for the construction works associated with the provision of the new buildings will set out in the form of contract used, and subsequently in accordance with the payment terms dictated under the Housing Grants Construction and Regeneration Act 2011. It is typical for such payments to be based on monthly valuations of progress completed on site and applied for via

Interim Applications for Payment. These applications will be verified by CPCA's Quantity Surveyor's valuation/inspections on site and paid in monthly intervals.

### 3.1.5 Contractual issues and accountancy treatment

#### Academic Delivery Partner (ADP)

Procurement of the ADP is taking place in parallel with preparation of this Outline Business Case through a negotiated process that includes an Invitation To Negotiate (ITN1) with Draft Heads of Terms drafted by Pinsent Masons (CPCA legal advisers). A copy of the Heads of Terms is attached at Annex 6.10 and includes details of the proposed structure of the contractual arrangements.

The purpose of these Heads of Terms is to form the basis of negotiation between the ADP, CPCA and PCC up to contract award. The ownership structure of the new university will reflect the commitment of resources by CPCA, PCC and the ADP. The anticipated structure for delivery, to be agreed between the ADP, PCC and CPCA in negotiation is outlined below:

- CPCA and PCC will be joint venture partners in respect of a new special purpose vehicle ("**PropCo**") into which the Property will be transferred by PCC, together with the Local Growth Funding (LGF) and the CPCA PropCo Contribution (capital and revenue funding from CPCA). PropCo will develop on the Property the Building and campus intended to be used for the purpose of the Project.
- A separate new special purpose higher education vehicle ("**UniCo**") will be created, which it is intended will eventually be the University of Peterborough, subject to the outcomes of the independent review planned for 2028. Depending on the outcome of negotiations, this vehicle could either be a company limited by shares or a charitable company limited by guarantee. The current intention is that CPCA will provide the CPCA UniCo Contribution (operating subsidy) to UniCo.
- It is intended that PropCo will grant a lease of the Building to UniCo, the terms of which can include a rent-free element during the start-up phase.

The conditions precedent state that the completion of the overall project is conditional on:

- Agreement of the ownership structure for delivery of the project;
- The LGF funding being awarded;
- Planning permission being obtained.
- The Building Contract being successfully procured.

The ADP will provide the skills, knowledge, experience and resources to make a practical reality of UniCo as a new higher education provider and ultimately a university with degree awarding powers. The full scale and scope of the requirements will be shaped in negotiation and as a minimum are expected to include the requirements outlined in section 3.1.1 above.

#### Building/Infrastructure procurement

The construction works are proposed to be delivered via a Design & Build procurement route utilising a competitive tender and an industry standard form of contract (JCT or NEC). A design and build procurement route typically offers a fixed price lump sum offer for the construction of the works, which will reduce CPCA's exposure to potential overspend within the construction works and give comfort in financial certainty of the works.



### Accountancy Treatment

On agreement of the Heads of Terms, CPCA and PCC will enter into a Joint Venture (PropCo), which will hold the property from PCC, LGF investment monies and CPCA contribution. All the assets will sit within PropCo which will be a local authority-controlled company and therefore, be incorporated into the financial statements of the local authorities accordingly.

## **3.2 Market acceptability**

### **3.2.1 Market ability to provide**

#### Academic Delivery Partner

The procurement process described above elicited responses from 11 parties who showed interest in the ADP opportunity when first advertised. Owing to the extensive, complex and stringent requirements it was always likely that some of the smaller entities would be unable to submit even an Expression of Interest and, accordingly, many felt unable to submit formal expressions of interest and did not participate further in the procurement.

Three prospective bidders did submit Expressions of Interest, which demonstrated reasonable levels of engagement with the substantive requirements included in the Call for Competition Notices and associated documentation. Owing to technical short-comings, one bidder was disqualified early in the process but two remain in contention. CPCA, therefore, concludes that there is sufficient interest and competency in the market to secure an agreement with an ADP.

#### Infrastructure

The design proposals for the phase 1 building are based on a 3500m<sup>2</sup> Gross Internal Area multi-use educational facility suitable for a mixed use of working, learning, teaching, and eating with collaborative space. The building will include associated external landscaping and infrastructure, all delivered within the available cost envelope (currently assumed to be £20m). An elemental summary of how the £20m budget (Inc VAT) is built up is shown below, which has been benchmarked against known data for similar educational buildings.

Order of Cost Estimate		University of Peterborough - Phase 1 Development	
Elemental Summary		27 November 2019	
		Cost Target £	£/m <sup>2</sup>
0	Facilitating Works	110,000	31
1	Substructure	536,030	153
2	Superstructure	3,517,346	1,005
3	Internal Finishes	699,573	200
4	Fittings, Furniture & Equipment	332,500	95
5	Services	2,835,840	810
6	Prefabricated Buildings & Building Units	N/A	-
7	Works to Existing Buildings	N/A	-
8	External Works	1,184,320	338
		-	-
	<b>Sub-Total</b>	<b>9,215,610</b>	<b>2,633</b>
9	Main Contractor's Prelims	13%	1,200,000
10a	Main Contractor's OH&P	5%	520,000
10b	Main Contractor's Risk	3%	330,000
10c	Detailed Design (RIBA Stages 3-7)	6%	680,000
	<b>Construction Total (Exc. Inflation)</b>	<b>11,945,610</b>	<b>3,413</b>
11a	Project / Design Team Fees - CPCA Stages 1-4		450,000
11b	Project / Design Team Fees - CPCA Stages 5-6 (monitoring role only)	3.4%	410,000
11c	Surveys, Statutory and Additional Services		300,000
12	Client Project Costs		1,543,400
13	Risk	9.7%	1,427,656
14	Inflation; to 4Q21 (applied to 0-10 and 12)	4.4%	590,000
	<b>Total (Exc. VAT)</b>	<b>16,666,666</b>	<b>4,762</b>

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This benchmarking indicates an average build cost (£Nett/m<sup>2</sup>) of approximately £3,229/m<sup>2</sup> (excluding site facilitating costs), and the average cost of buildings under 5000m<sup>2</sup> GIFA is approximately £3390/m<sup>2</sup>. The initial elemental cost estimate is £3382/m<sup>2</sup> for the proposed Phase 1 building, which supports the conclusion that the proposed phase 1 building can be delivered to a suitable standard within the current budget, and within typical cost parameters for a HE building. The benchmarking exercise undertaken by Mace Cost Consultancy Ltd is shown below.



The procurement route proposed is typical for a project of this size and nature and there is appetite and a wealth of experience from the construction market for delivering similar schemes through this procurement model. The site location is well served by key transportation links and the site itself is generally unrestricted, which bodes well for acquisition of labour and materials. There is a wealth of main contractors, and subcontractors who operate in the region and therefore interest in this scheme is expected to be high, which will typically result in competitive pricing. We, therefore, expect a high level of interest for the project from a large number of suitable whom have a strong portfolio of construction projects in HE. An initial review of key Contractors with suitable experience of design and build Higher Education projects is identified below:

Contractor	Regional Office Location
Balfour Beatty	Manchester
BAM Construct	Birmingham
Bouygues (U.K.)	Birmingham
Bowmer & Kirkland	Derby
Galliford Try	Leicester
Interserve	Leicester
ISG Plc	Cambridge
John Sisk	St Albans
Kier	Corby
McAlee & Rushe	London
McLaren Construction	Birmingham
Morgan Sindall	Rugby
Multiplex Construction	London
Vinci Construction	Cambridge
Wates Group	Cambridge
Willmott Dixon	Milton Keynes

### 3.2.2 Attractiveness of the proposed deal

#### Academic Partner

The attractiveness of the proposed deal with the ADP cannot be fully appraised until further on in the procurement process. However, CPCA considers it is reasonable to draw the following observations from progress to date:

- There is competition for the opportunity and the procurement is a live negotiation.
- While CPCA's requirements are demanding, both bidders are engaging with the substance.
- There is a risk that the 'ask' is too great and that a variety of alternative delivery options will need to be appraised to determine whether the benefits can be achieved by routes other than those anticipated to date.
- There is already clear evidence of eagerness of prospective ADPs to engage with CPCA and to begin work in earnest on the development.

In summary, the opportunity is, at this stage, attractive to the market as reflected in the competitiveness observed. Nonetheless, given the complex and specialised nature of the opportunity and, the limited number of appropriately qualified bidders, the response to date validates the choice to pursue a Competitive procedure with Negotiation route to ensure the optimal deal is secured that both delivers the project benefits and is attractive to the bidders.

#### Infrastructure

As indicated within section 3.2.1, construction projects of this nature are desirable to a Main Contractor within the current construction market, and a high level of competition is expected. The project construction timescales are achievable, and the works are generally viewed as low risk, which should be reflected in the Main Contractor's commercial offer. CPCA does not propose any novel structure for the construction deal (whether this will ultimately be developer led delivery and operation of the phase 1 asset or delivery by the Main Contractor and operation by the ADP – the opportunity for both has been allowed for in the ADP procurement).

## 4 Financial Case

### 4.1 Financial model and appraisal

#### 4.1.1 Project budget

The budget identified by CPCA and PCC for the Phase 1 of the new University has been described in previous sections and is £26,400,000, comprising the following:

Item	Amount (£)
Construction Works (Phase 1 building)	20,000,000
Financial deal secured with ADP and/or contingency for changes in the Phase 1 building specification	4,800,000
Land acquisition	1,600,000
<b>Total Budget</b>	<b>26,400,000</b>

All figures are inclusive of VAT and other tax requirements.

#### 4.1.2 Financial model

A key project objective is to create a sustainable operating model for the University such that, after initial start-up costs, the University will operate on a self-sufficient basis. The fundamental principles of a sustainable operating model include:

- Effective control of costs in relation to tuition fee income (this is at the core of the operating model).
- Recognition that estates/asset maintenance must be prioritised to avoid backlog maintenance liabilities that add to corporate risk profiles and undermine the core of the operating model.
- Generation of surpluses at a scale sufficient to underpin substantial reinvestment in new facilities to support further growth (creating a virtuous circle).

The operating model for the new University has been developed based on the Shadow Curriculum Model (SCM) forecasts of student and staff numbers and includes the following working assumptions:

- academic staff will be provided on a 20:1 student to staff ratio and professional services staff on a 30:1 ratio;
- tuition fee income will be on average £9,000 per student FTE (after allowing for both premium fee levels and bursaries/hardship grants and other fee discounting practices);
- staff costs will be on average £68,000 for academic staff (full cost) and £38,000 for professional services staff (full cost), allowing for staff at different grades and levels of seniority;
- operational non-pay costs will be limited to 30% of income and include allowance for planned IT/AV spend;
- facilities management and long-term maintenance costs have been included based on the assumptions described below; and
- a target surplus of 10-12% will be necessary to pay off capital provided by the LGF investment and to build up appropriate reserves.

The financial model attached at Annex 6.11 forecasts revenues and expenditure for the period to 2030/31 in line with the SCM and the longer-term ambitions of CPCA. Initial start-up costs are anticipated to exceed the budget and it is expected the prospective Academic Delivery Partner will

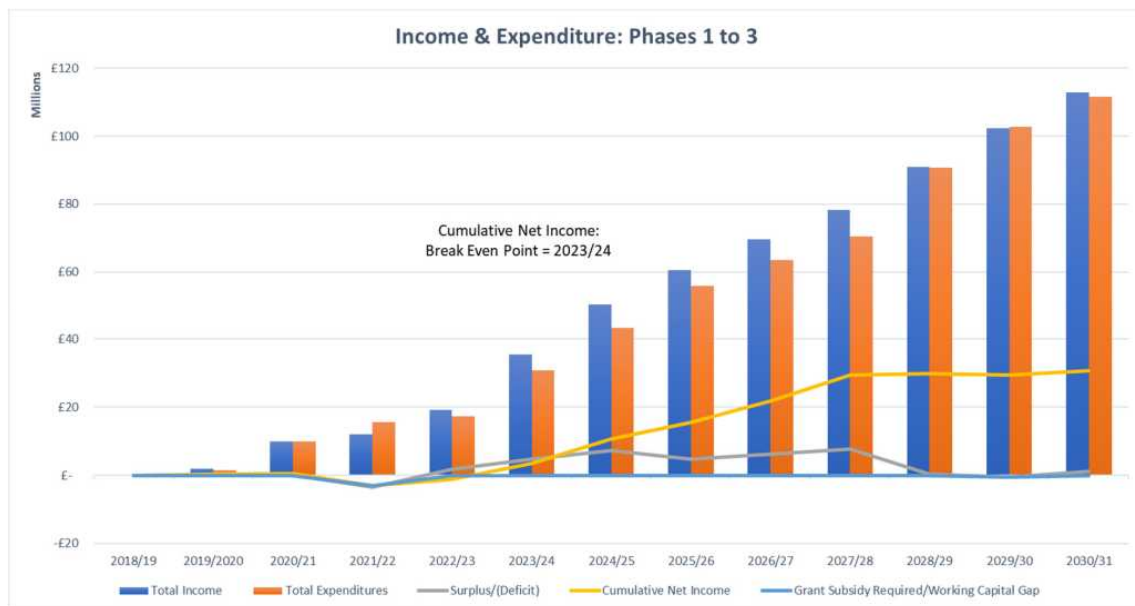
provide some working capital in advance of the receipt of fees. Provided that the broad scale of recruitment envisaged by the SCM is achieved and costs are controlled, this should simply be a matter of effective cashflow management and short-term financing. CPCA is working on the basis that its commitment is to be capital funding of the building plus a pump-priming investment and that it will not have any responsibility or obligation for underwriting operating cashflows.

The costs associated with facilities management have been provided by Mace FM Limited using internal cost data and benchmarked against reputable and well-established independent industry data, allowing the calculation of occupancy costs. The costs associated with facilities management include all aspects of facilities management, incorporating: insurances; routine maintenance; security; cleaning and waste management; energy usage; telephone communications; and general real estate management.

Mace FM Limited have advised that as a rule of thumb a cost of 1% of capital expenditure per has historically been applied to public sector projects under a design, develop, construct and operate contract to determine affordability prior to going into contract. This relates to major replacements only and is in addition to the routine maintenance costs incurred in preserving the assets so they reach their optimum life expectancy (covered by the facilities management costs). In this financial appraisal long term maintenance have been based on 5% of Insurance Replacement Value (IRV), which gives a more prudent and cautious prediction of cost and is more widely recognised as a benchmark across the HE Sector.

CPCA is currently in negotiations regarding the potential use of the building, which will need to be flexible to meet requirements of the ADP and the portfolio of courses they intend to offer. It is possible that there will be an opportunity to review the costs associated with long term maintenance that will result in an improvement on the current forecast figures.

Project expenditures include the capital costs of the Phase 1 building and an allocation to support the initial start-up costs of the ADP. The forecast breakeven point is reached in the year 2023/24 with a continual surplus thereafter as larger student numbers and incomes are realised (see figure).



### 4.1.3 Risk analysis

The operating model is adversely affected by the repayment of LGF investment and the anticipated increase in specialist teaching and research activities over phases 2 and 3 will tend to erode margins unless countervailing strategies are employed. The primary risk is that the operating model does not generate sufficient cash to build reserves and capital to fund Phases 2 and 3.

The model is also sensitive to the anticipated working capital to be provided by the ADP and which is necessary to off-set the associated start-up costs that are higher than the current budget allowance of £4.8m (set aside to subsidise the start-up costs and/or provide additional building size and features identified through negotiation with the prospective ADPs). This is to be addressed in negotiations to rectify the negative cash flow impact at 2021/22. There is scope to eliminate this deficit as negotiations develop with the prospective ADPs. There is also an opportunity to manage the repayment of the LGF investment over a period of several years. Where the initial LGF bid dictates repayment of the £12.5m grant in full in the year 2028/29, it is possible that some extension of these terms could be agreed with repayment phased over three years commencing 2028/29 (which will positively impact the financial model).

## 4.2 Affordability assessment

The current project funding position is outlined in the table below, with project funds generated from a combination of CPCA's own funding and Local Growth Fund grant (to be confirmed – a decision is expected from central government in early 2020). CPCA currently has approval to spend £800,000 (in pre-award costs) and will require approval for expenditure of the remaining £24 million should the recommended option and LGF funding be secured.

Funding Source	Amount (£)
CPCA	12,300,000
LGF investment Funding	12,500,000
Land Acquisition (gifted)	1,600,000
<b>Total Budget</b>	<b>26,400,000</b>
Construction Works (Phase 1 building)	20,000,000
Financial deal secured with ADP	4,800,000
<b>Total Expenditure</b>	<b>24,800,000</b>
Balance (Land acquisition)	1,600,000

All figures are inclusive of VAT and other tax requirements.

The land is expected to be donated by PCC with an approximate value of £400k per acre, totalling £1.6m. At the time of writing the value of the land is being determined, pending survey of contamination and site infrastructure costs.

The capital expenditure for the construction project is to be capped at £20m (inclusive of VAT) with the remaining funding utilised for negotiation of a deal with the ADP. The table below demonstrates how the Phase 1 £20m capital spend will be utilised. As described in section 3.2.1 above, benchmarking against other similar HE projects supports the conclusion that the proposed Phase 1 building can be delivered to a suitable standard within this budget, and within typical cost parameters for a HE building.

Order of Cost Estimate		University of Peterborough - Phase 1 Development	
Project Summary		27 November 2019	
Elem Ref		Cost Target £	£ / m <sup>2</sup> GIFA
0	Facilitating Works	110,000	31
1-10	Building Works	11,835,610	3,382
	<b>Works Cost Estimate</b>	<b>£ 11,945,610</b>	<b>3,413</b>
11	Fees & Surveys	1,160,000	331
12	Client Project Costs	1,543,400	441
13	Risk	10% 1,427,656	408
	<b>Cost Limit (Excluding Construction Inflation)</b>	<b>£ 16,076,666</b>	<b>4,593</b>
14	Inflation; to 4Q21 (applied to 0-10 and 12)	4.4% 590,000	169
	<b>Cost Limit (Including Construction Inflation)</b>	<b>£ 16,666,666</b>	<b>4,762</b>
	VAT Assessment (applied at the prevailing rate)	20% 3,330,000	951
	<b>Estimated Outturn Costs</b>	<b>£ 19,996,700</b>	<b>5,713</b>
	"Say"	<b>20,000,000</b>	
		<b>GIFA</b>	
		3,500 m <sup>2</sup>	

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## Conclusions

Project affordability is, therefore, critically dependent on:

1. securing the LGF investment capital funding; and
2. agreeing with the prospective ADP (through the current negotiations) how the working capital cash-flow gap indicated in the financial model will be funded and identifying any alternative sources of funding to bridge the negative cashflows.

It should be noted that there is a cash deficit of approximately £3m in the financial year 2021-22 which needs to be addressed before the break-even point is reached in 2023-24. This short-term cashflow issue will need to be resolved to make the project viable. A potential solution to this could be a short-term loan, the interest charges and repayment profile are not included in the model and would reduce the overall return of the project. The eventual solution will be put forward and tested in the Full Business Case, including reworking of the economic and financial appraisals to explore any impacts of the revised financing on the Benefit Cost Ratio and affordability. Subject to these considerations, at this stage of project development and implementation, it is anticipated that funds will be available (as described above) to meet both the project budget and the requirements of new University operating model.

With respect to the infrastructure works, no cash-flow implications are anticipated for CPCA or PCC as all funding to be provided by them (including LGF grant) will be in place before the construction phase goes ahead (securing the LGF funding is a Condition Precedent in the Subscription Agreement and Heads of Terms). Any cashflow implications of resolving the working capital gap will be resolved during development of the Full Business Case.

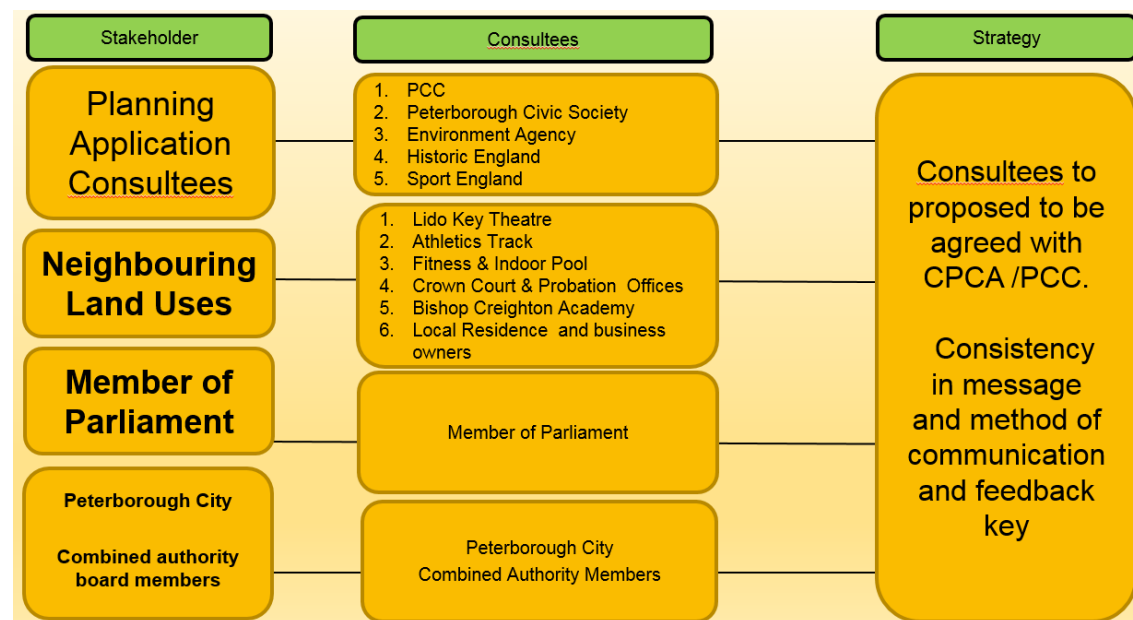


## 5 Management Case

### 5.1 Stakeholders

The project has a number of stakeholders, summarised in the table below with the following categories.

1. Planning Consultees
2. Neighbours
3. Members of Parliament
4. Peterborough City Council (PCC) & Cambridge and Peterborough Combined Authority (CPCA)



These key internal and external stakeholders will be managed under a strategy agreed between PCC and CPCA, outlined in the communications strategy and underpinned by the Subscription Agreement (which establishes how CPCA and PCC will work together). Internal stakeholders are consulted in line with the governance arrangements set out in this Management Case and will follow the communication strategy set out in the Subscription Agreement. A communications strategy has been agreed for the project and is attached at Annex 6.12.

At the time of writing the current status of consultation is as below. This will be further developed and built upon up to submission of the full planning application. On appointment of the Main Contractor and the Academic Delivery Partner, further communications will be required to support the management of the construction, delivery and occupation and operation of the physical asset. This will be developed and reflected in the Full Business Case.

	Consulted to date	To be Consulted
1	<b>Planning Consultees</b> PCC Planning meeting 12-12-2019 Peterborough Civic Society 23-11-2019 Sport England 14-11-2019 Environment Agency – no objections 14-11-2019 Historic England – no objections 14-11-2019	
2	<b>Neighbours and Land owners</b> Fitness & Indoor Pool 14-11-2019  Vivacity 14-11-2019 Lido Key Theatre (Vivacity) Athletics Track (Vivacity)	Crown Court & Probation Offices – Date to be agreed Bishop Creighton Academy - Date to be agreed Local Residence and business owners – February 2020 Public Consultation
3	<b>Members of Parliament</b>	Consultation planned in January 2020
4	<b>Peterborough City Council members</b>	Consultation planned in January 2020

## 5.2 Achievability

CPCA and PCC have put in place the resources needed to manage the work streams required to deliver the project, based on an understanding of the shared goals. Those goals and the resource requirements for CPCA and PCC are set out in the Subscription Agreement and both organisations have to date provided resources in line with those requirements. The two authorities are, therefore, confident that the project is achievable based on their readiness and the available resources

CPCA have appointed external consultants, where required, to ensure the necessary capacity and capability is available for successful implementation of the project including:

- Design, project and cost management and education specialists: as described with in the project management section below
- Legal support: Pinsent Masons.
- Fundraising: Dayton Bell who wrote LGF bid.

Further external support or internal resources will be secured and deployed should any capacity/capability shortfalls be identified, subject to governance approvals, to ensure the project is fully resourced for successful delivery. At the time of writing the only additional resource requirement identified is for post-project Evaluation.

PCC have provided resources to support the project, including through their Interim Development Director and internal legal support.

## 5.3 Project management

### 5.3.1 Structure and Governance

Project governance (outlined in the Subscription Agreement) has been established to reflect the current arrangements within each organisation and specific terms of reference for the project will be mandated by each organisation as part of the sign off of the Outline Business Case and Subscription Agreement:

- CPCA governance requires all decisions to be mandated by the CPCA Board. All decisions required for the project will be submitted to the CPCA Skills Committee and the Business Board and then taken to the CPCA Board for final approval.

- PCC governance arrangements require all decisions to be mandated by PCC Board in the same way that CPCA do.

Once project governance arrangements have been approved, responsibility for the project will be mandated to the Transition Board and Project Management Board, the terms of reference of which are outlined in the Subscription Agreement; this will remain in place up to completion of the Conditions Precedent within the Subscription Agreement and Heads of Terms.

Satisfaction of the Conditions Precedent will enable completion of the Full Business Case, which will then be presented for agreement by PCC and CPCA. This will include terms of reference for the project and its governance from that point onwards.

### 5.3.2 Subscription Agreement

The Subscription Agreement to be presented to CPCA and PCC for approval alongside this Outline Business Case describes the commitment between parties who will work together toward realisation of the new University. It will constitute the formal agreement between PCC and CPCA up to satisfaction of the Conditions Precedent.

After the Academic Delivery Partner is appointed and the Conditions Precedent have been satisfied, the structure of the project will change, triggered by signing of a Joint Venture (JV) agreement and the associated governance. The terms of the JV will be developed through negotiation between the Academic Delivery Partner, PCC and CPCA and, therefore, remain to be determined at the time of writing (these will be detailed in the Full Business Case). What follows, therefore, focuses on the project management structure put in place project up to the signing of the JV.

Prior to execution of the Subscription Agreement PCC and CPCA have been working together to share information and attend monthly project meetings to review project progress, under delegated authorities from each Authority. Where decisions are required outside those delegated authorities these have been made within the decision-making arrangements for each respective organisation.

Following execution of the Subscription Agreement the project structure will be as summarised in the following extracts from the Subscription Agreement:

#### **Extract from Subscription agreement:**

*CPCA and PCC have agreed to work together on a project (the "**Project**") to establish a new "University of Peterborough" and facilitate the delivery of its campus (the "**Campus**") on a site known as the Embankment lying to the north of the River Nene and south of Bishops Road, Peterborough (the "**Property**"). The key objectives of the Project are set out at Schedule 3. It is intended by the Parties that the Company will be the vehicle through which the Project is delivered, alongside a second new corporate entity ("**UniCo**") that will eventually become a new independent University of Peterborough.*

#### **Further extract from the Subscription agreement (Schedule 5 Part 1); PCC and CPCA will adhere to these governance arrangements:**

##### **OVERVIEW**

*The Project's governance will:*

- *provide strategic oversight and direction;*
- *be based on clearly defined roles and responsibilities at organisation, group and, where necessary, individual level;*

- align decision-making authority with the criticality of the decisions required;
- be aligned with Project scope and each Project stage (and may therefore require changes over time);
- leverage existing organisational, group and user interfaces;
- provide coherent, timely and efficient decision-making; and
- correspond with the key features of the Project governance arrangements set out in this Schedule 5.

### **REPORTING**

*Project reporting shall be undertaken at three two levels:*

- *Project Management Board: Minutes and actions will be recorded for each Project Management Board meeting and reports to Transition Board shall be monthly. Any additional reporting requirement shall be at the discretion of the Project Management Board or as required by the Transition Board.*
- *Subscribers' Transition Board: Reporting to principals (CPCA and PCC) shall be monthly, based on the minutes from the Project Management Board highlighting:*
  - *progress this period;*
  - *issues being managed;*
  - *issues requiring help (that is, escalations to the Subscribers' Transition Board); and*
  - *progress planned next period and/or aligned with the frequency of the Subscribers' Transition Board meetings.*
- *The Project Management Board members shall be responsible for drafting reports into their respective sponsoring organisation as required for review by the Project Management Transition Board before being issued.*

### **PART 2 TRANSITION BOARD**

#### **OVERVIEW**

*The Transition Board provides overall strategic oversight and direction to the Project.*

*This group will consist of:*

- *PCC: Dave Anderson, Interim Development Director and Peter Carpenter, acting*
- *Corporate Director: Resources and S151 Officer, Peterborough City Council.*
- *CPCA: John T Hill, Director Business and Skills, Kim Cooke, Strategic Investment Programme Manager*

*The Transition Board shall be managed in accordance with the terms of reference set out below.*

#### **TERMS OF REFERENCE OF SUBSCRIBERS' BOARD**

- *The Transition Board will meet [monthly] and at least [insert] days' notice of a meeting shall be given to members, together with an agenda and relevant papers identifying in reasonable detail the matters to be raised at the meeting.*
- *The quorum for meetings of the Transition Board will be [XXX], of which at least one must be a representative from CPCA and one from PCC.*
- *[insert name] shall be responsible to preparing and circulating agendas, papers and minutes for each meeting.*
- *The Transition Board will be chaired by John T Hill, who will have a second or casting vote.*

- *Meetings may take place in person or by telephone conference or other form of communication equipment provided that all parties participating in the meeting are able to speak to and hear each other.*

### **PART 3 PROJECT MANAGEMENT BOARD**

#### **OVERVIEW**

*The Project Management Board will provide management oversight at Project and workstream level. It will provide assurance to the Transition Board that the Key Objectives are being met and that the Project is performing within the boundaries set by the Transition Board. The Project Management Board shall be managed in accordance with the terms of reference set out below.*

#### **TERMS OF REFERENCE**

*The Project Management Board consists of representatives from each of the Subscribers and Mace. The Project Management Board shall have responsibility for the creation and execution of the Action Plan and deliverables, and therefore it can draw technical, commercial, legal and communications resources as appropriate into the Project Management Board. The core Project Management Parties are:*

- *[insert names and positions of members].*

*The Project Management Board; will report monthly to the Transition Board, such reports to be provided within [14] days of the date of the relevant meeting.*

*The Project Management Board will meet monthly and at least [insert] days' notice of a meeting shall be given to members, together with an agenda and relevant papers identifying in reasonable detail the matters to be raised at the meeting. [Insert details of standing agenda items]*

*The quorum for meetings of the Project Management Board will be [XXX], of which at least one must be a representative from CPCA, one from PCC and one from Mace.*

*[insert name] shall be responsible to preparing and circulating agendas, papers and minutes for each meeting and for providing reports to the Transition Board.*

*The Project Management Board will be chaired by [insert name], who will [not] have a second or casting vote.*

*Meetings may take place in person or by telephone conference or other form of communication equipment provided.*

The structure outlined within the Subscription Agreement can be summarised in the governance structure arrangements diagram below, which shows the ADP who will join PCC and CPCA in a Joint Venture following satisfaction of the Conditions Precedent. The Main Contractor to deliver the physical infrastructure will be procured by Mace who sit on the Project Management Board and will act based on the authority given to them in the terms of reference of the Project Management Board in respect of the management of the Main Contractor. The governance structure is summarised in the chart at Annex 6.13.

### 5.3.3 Roles and Responsibilities

#### Cambridge and Peterborough Combined Authority (CPCA)

The new University project is led by CPCA in partnership with PCC and this relationship will be formalised through the Subscription Agreement. CPCA will agree Heads of Terms with PCC and the ADP.

CPCA (led by Kim Cooke, Skills Strategy Manager/Lead for new University) is providing leadership for development of this project and to ensure a professional team is in place to support the procurement of the ADP and for delivery of the infrastructure for the new University.

CPCA will provide funding to support the development of the new university through existing capital monies and grants and further grant applications to be made to support future phases.

#### Peterborough City Council (PCC)

PCC is working with CPCA to support the delivery of the new university and in particular is providing the land for phase one of the project. The Heads of Terms include clauses regarding land opportunities for future phases of the project and will be agreed between PCC, CPCA and the ADP.

#### Consultant team

CPCA and PCC are supported by professional team of consultants, procured by CPCA to develop the master plan for the proposed site and support procurement of the Academic Delivery Partner and Main Contractor. The Consultant team consists of:

1. **Mace Limited** – project management, cost management and facilities management
2. **Moses Cameron Williams** – architecture
3. **Couch Perry Wilkes** – mechanical and electrical engineering, environmental
4. **Smith and Wallwork** – structural and civil engineering
5. **Land Use Consultant's** – landscape design
6. **CPB Projects** – education
7. **PTS Consulting** – IT consultancy
8. **Pegasus** – planning consultant

### 5.3.4 Project Plan

The project plan has been developed around the following key dates:

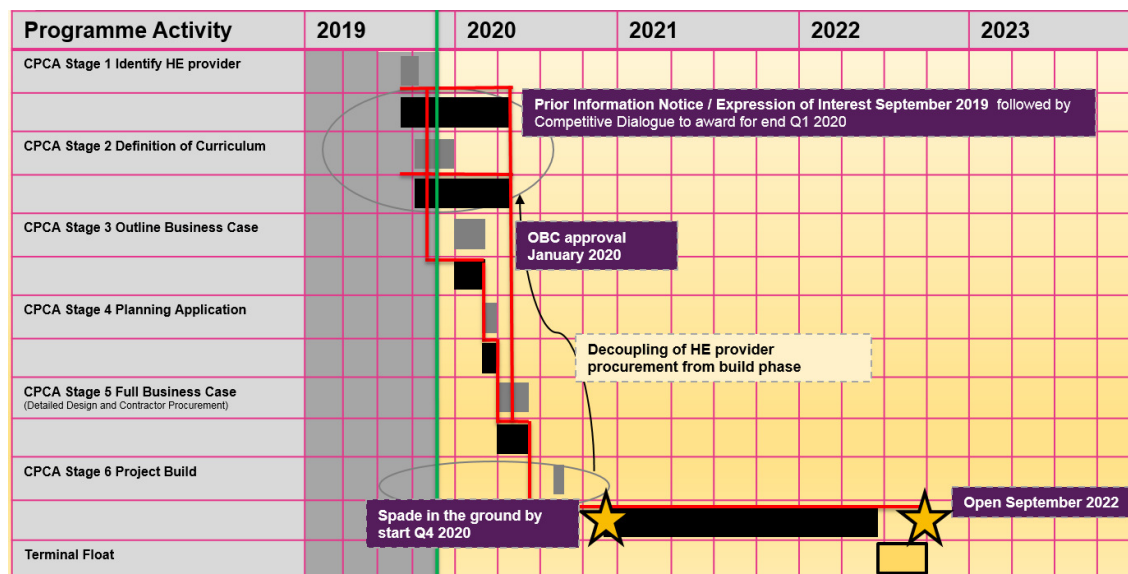
1. Spade in the ground (commencement of phase one) Q4 2020.
2. Completion of phase 1 (for occupation) September 2022.

To achieve these milestones there are two key work streams:

1. Develop brief and procure the Academic Delivery Partner.
2. Develop, design and procure a Main Contractor to deliver phase 1 infrastructure.

To meet the key dates it is necessary to twin track these workstreams, in particular development of the brief for, and procurement of, the Academic Delivery Partner and development of the design and planning determination for Phase 1. These two work streams come together into one unified workstream at the end of Q1 2020, after which the project will be progressed under the agreed Heads of Terms and associated requirements.

The Illustrative programme below shows the current work streams and critical path (in red) to achieve the key project milestones. The full project plan is attached at Annex 6.14.



## 5.4 Change management

The strategy, framework and plan for dealing with change is embedded within the project governance arrangements set out in the Subscription Agreement to be submitted for approval alongside this Outline Business Case. On agreement of the Subscription Agreement CPCA and PCC will manage change within their delegated authorities within those terms.

## 5.5 Benefits realisation

Various objectives/benefits of the project will be realised at certain of key milestones in the project as follows:

1. Completion of the subscription agreement, satisfaction of the conditions precedent and execution of the Heads of Terms with the ADP will result in the formation of PropCo and UniCo. At this point a strategy will be established for identifying, planning and tracking the detailed benefits (outlined in earlier sections of this Outline Business Case), including assigning responsibilities for the benefits realisation.
2. Meeting KPIs, milestones and targets alongside the operational plan as agreed with the ADP prior to opening in 2022.
3. Meeting the agreed milestones and targets for design and delivery of the physical Infrastructure.
4. Following opening, maintaining agreed KPIs, milestones and targets within the operational plan agreed with the ADP.

Responsibility for benefits realisation under the Subscription Agreement will sit with CPCA and PCC, Once the Heads of Terms are signed then responsibility will be transferred to PropCo and UniCo to realise the project objectives.

### Infrastructure

The agreed infrastructure milestones and targets will be reported against at monthly project board meetings until execution of the Heads of Terms, after which this will be reported to PropCo up to the point of handover and completion of the twelve month defects period.

### Academic Delivery Partner Benefits Realisation

Milestones, targets and KPIs will be agreed with the ADP as part of the procurement. These will be audited under the terms of the UniCo agreement and will be independently reviewed at key milestones (such as transition to independence).

## **5.6 Risk management**

A detailed project risk register (including risk control strategies) has been developed (attached at Annex 6.4) based on the following risk categories:

1. Surveys and Site Constraints
2. Commercial
3. Design
4. Legal
5. Procurement
6. Operational
7. Governance

The top-level risks and control measures are outline in preceding sections of this Outline Business Case. The project team, led by the Project Manager, holds quarterly risk workshops and the risk register is reviewed monthly at the Project Management Board.

## **5.7 Project assurance**

CPCA's Assurance Framework can be found at [cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/Cambridgeshire-and-Peterborough-Combined-Authority-Assurance-Frameworkv3final-002.pdf](https://cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/Cambridgeshire-and-Peterborough-Combined-Authority-Assurance-Frameworkv3final-002.pdf). It sets out how the seven principles of public life shape the culture, processes and practice within CPCA in discharging its responsibilities in the administration of the Cambridgeshire and Peterborough Investment, incorporating the Single Pot funding.

At project level, project assurance (phase 1 onwards) will initially be conducted under the Subscription Agreement and, once the Conditions Precedent are satisfied, responsibility for project assurance will transfer to PropCo and UniCo for the building and HE operations respectively.

## **5.8 Post-project evaluation**

The project will adopt the BSRIA Soft Landings framework and follow the five Stages of the Soft Landings process. Stage 1: Inception and Briefing, Stage 2: Design Development is predicated on Stage one; while Stage 3: Pre-handover requires follow-through with Stage 4: Initial Aftercare.

The benefit of this approach is that it will help solve any performance gap between design intentions and operational outcomes by appointing soft landing champions who will agree the roles and responsibility of the client, contractor and professional team.

This process will commence from Royal Institute of British Architect (RIBA) stage 2 and run through to completion of the construction of phase 1 and into the occupation and aftercare stages.

### Design

Workshops will be held with the project team to review learning from previous projects and develop a design that will work from the point of view of the manager and users. This will include agreement and review of an energy strategy and commissioning (for incorporation into relevant tenders) as well as review of proposed systems for usability and maintainability.



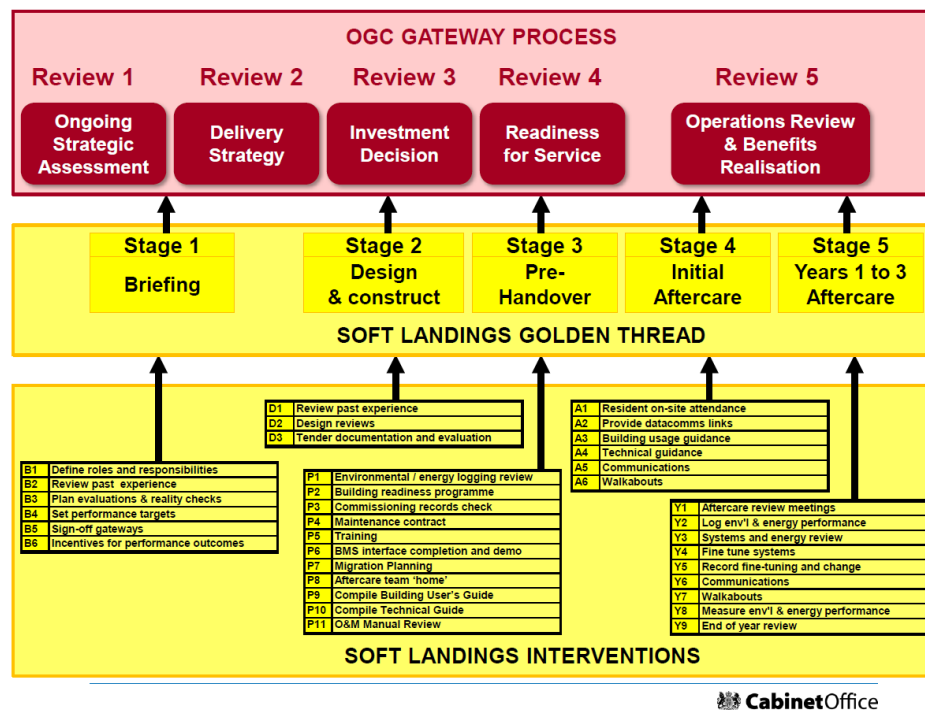
### Construction

Soft landings considerations will be incorporated into the project plan, employer's requirements and the role and responsibilities of the contractor's soft landing champion up to and following completion of the phase 1 building.

### Operation in use

The contractor will be required to provide: comprehensive operation and maintenance manuals; escorted tours of completed facilities to demonstrate functionality; Building Information Modelling models to assist with future maintenance; and aftercare for an agreed period post-handover. The contractor will carry out post occupancy evaluation.

### Key Milestones for Stage reviews of the Soft Landing Process



## **6 Annexes**

### **6.1 Subscription Agreement**

### **6.2 Shadow Curriculum Model**

### **6.3 Strategic Brief for Phase 1 Building**

### **6.4 Project Risk Register**

### **6.5 Baseline Economic Appraisals**

### **6.6 Economic Appraisals: Sensitivity Analyses**

### **6.7 Facilities Management Strategy**

Full strategy to be agreed during negotiation with Academic Delivery Partner through commercial dialogue procurement process.

### **6.8 ICT Procurement Strategy**

Full strategy to be agreed during negotiation with Academic Delivery Partner through negotiated procurement process.

### **6.9 Academic Delivery Partner Selection Criteria**

### **6.10 Academic Delivery Partner Heads of Terms**

### **6.11 Financial Model**

### **6.12 Communications strategy**

### **6.13 Governance Structure Arrangements**

### **6.14 Project Plan**

**DATED** 2019

- (1) **[PROPCO] LIMITED**
- (2) **CAMBRIDGE AND PETERBOROUGH COMBINED AUTHORITY**
- (3) **PETERBOROUGH CITY COUNCIL**

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**SUBSCRIPTION AND PROJECT MANAGEMENT  
AGREEMENT IN RESPECT OF  
[PROPCO] LIMITED**

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## CONTENTS

[TO BE INSERTED]

**BETWEEN:**

- (1) **[PROPCO LIMITED]** incorporated in England and Wales under number **[insert company number]** whose registered office is at **[insert address]** (the "**Company**"),
- (2) **CAMBRIDGE AND PETERBOROUGH COMBINED AUTHORITY** of 1st Floor, The Incubator, Alconbury Weald Enterprise Centre Campus, Huntingdon, Cambridgeshire, PE28 4WX ("**CPCA**"), and
- (3) **PETERBOROUGH CITY COUNCIL** of Sand Martin House, Bittern Way, Fletton Quays, Peterborough, Cambridgeshire, PE2 8TY ("**PCC**")

(each being a "**Party**" and together the "**Parties**").

**BACKGROUND:**

- (A) CPCA and PCC have agreed to work together on a project (the "**Project**") to establish a new "University of Peterborough" and facilitate the delivery of its campus (the "**Campus**") on a site known as the Embankment lying to the north of the River Nene and south of Bishops Road, Peterborough (the "**Property**"). The key objectives of the Project are set out at Schedule 3. It is intended by the Parties that the Company will be the vehicle through which the Project is delivered, alongside a second new corporate entity ("**UniCo**") that will eventually become a new independent University of Peterborough.
- (B) The Company is a company limited by shares, brief particulars of which, including details of the legal and beneficial ownership of the share capital of the Company immediately prior to Completion are set out in Schedule 1.
- (C) CPCA wishes to subscribe for additional shares in the capital of the Company and PCC wishes to subscribe for shares in the capital of the Company on and subject to the terms and conditions of this Agreement.
- (D) The Parties also intend to appoint through a public procurement process a higher education provider partner and a developer/contractor partner to collaborate in the delivery of the Project; one or both of these parties may also become shareholders in the Company, subject to the terms agreed with them through the respective procurement processes.
- (E) Pending Completion, CPCA and PCC will continue to collaborate and cooperate with each other in respect of the development and implementation of the Project on and subject to the terms of this Agreement.

**IT IS AGREED:**

**1. DEFINITIONS AND INTERPRETATION**

- 1.1 In this Agreement, unless the context otherwise requires the following expressions shall have the following meanings:

**"Action Plan"** means the action plan and deliverables developed by the Subscribers for the purpose of meeting the Key Objectives and which will be subject to scrutiny and oversight from the Transition Board and the Project Management Board;

**"Board"** means the board of directors of the Company as constituted from time to time;

<b>"Business Day"</b>	means a day, other than a Saturday, Sunday or public holiday, on which clearing banks are open for non-automated commercial business in the City of London;
<b>"Completion"</b>	means completion of the matters described in this Agreement by the performance of the Parties of their respective obligations in accordance with clause 4;
<b>"Completion Conditions"</b>	means the conditions set out in Schedule 2;
<b>"Completion Date"</b>	means the date no later than the third Business Day after the date on which the last of the Completion Conditions is satisfied or waived or the date to which Completion is deferred, in each case in accordance with clause 3;
<b>"Confidential Information"</b>	means: <ul style="list-style-type: none"> <li>(a) this Agreement; and</li> <li>(b) all data or information (whether technical, commercial, financial or of any other type) in any form acquired under, pursuant to or in connection with, this Agreement and any information used in or relating to the Parties in connection with the Project (including, without limiting the foregoing, information relating to products, services, operations, processes, formulae, methods, plans, strategy, product information, know-how, design rights, trade secrets, market opportunities, customer lists, commercial relationships, marketing, sales materials and general business affairs), and which are for the time being confidential to the Parties;</li> </ul>
<b>"Higher Education Partner"</b>	means the third party higher education provider that is to be appointed following a public procurement exercise to collaborate with the Parties to facilitate the development and operation of the Company including its application to the Office for Students for registration as a higher education provider, its obtaining of its own degree awarding powers and ultimately university title;
<b>"ITN1"</b>	means the Invitation to Negotiate issued by the Parties on 25 October 2019 in respect of the procurement of the Higher Education Partner;
<b>"Key Objectives"</b>	means the key objectives for the delivery of the Project set out in Schedule 3;
<b>"Joint Venture Agreement"</b>	means a joint venture agreement to be entered into between the Parties and such other parties as are appropriate on Completion, in terms to be agreed between the Parties, setting out the terms and conditions under which the Company will carry on business and the rights of the Subscribers and other shareholder(s) in relation to the Company. The Company shall carry on business in accordance with the terms and conditions of this Agreement;
<b>"LGF Grant"</b>	means the Local Growth Fund grant in the sum of £12,500,000 that was applied for jointly on [date] October 2019 by CPCA and PCC in connection with and for the purposes of the Project;
<b>"Long Stop Date"</b>	means 31 March 2020 or such later date as may be agreed between the Subscribers; <b>[date takes into account award date for HE partner procurement (i.e. 6 March 2020) plus additional time should procurement timetable slip]</b>

<b>"New Articles"</b>	means the new articles of association of the Company in the agreed form to be adopted on or prior to Completion;
<b>"New Shares"</b>	means the Shares subscribed by the Subscribers pursuant to clause 2.1;
<b>"Planning Permission"</b>	means [outline OR full][ <b>please confirm</b> ] planning permission for the Campus in accordance with the terms of the planning application to be submitted by the Parties, whether granted by the local planning authority or the Secretary of State
<b>"Property Transfer"</b>	means duly executed transfers, assignments and other documents vesting title of the Property in the Company;
<b>"Project Management Board"</b>	means the committee comprising representatives of the Parties, which will provide operational oversight and management of the Project, the details and terms of reference for which are set out at Part 3 of Schedule 5;
<b>"Project Management Principles"</b>	means the principles pursuant to which the Subscribers shall manage the Project pending Completion, as set out at Schedule 4;
<b>"Resolutions"</b>	means the resolutions in agreed form to be passed by the Company by written resolution as specified in paragraph 1 of Schedule 2;
<b>"Share"</b>	means a share in the capital of the Company;
<b>"Subscribers"</b>	means CPCA and PCC, or either of them as appropriate;
<b>"Transitional Board"</b>	means the committee comprising representatives of the Parties, which will provide strategic oversight for the Project until such point in time that it becomes self-governing , the details and terms of reference for which are set out at Part 2 of Schedule 5;
<b>"Warranties"</b>	means the warranties set out in clause 5.2.

1.2 In this Agreement, unless the context otherwise requires:

- 1.2.1 each gender includes the other genders;
- 1.2.2 the singular includes the plural and vice versa;
- 1.2.3 references to this Agreement include its Schedules;
- 1.2.4 references to clauses, sub-clauses and/or Schedules are to clauses and/or sub-clauses of and Schedules to this Agreement and references in a Schedule or part of a Schedule are to a paragraph of that Schedule or that part of that Schedule;
- 1.2.5 references to persons include individuals, unincorporated bodies and partnerships (in each case whether or not having a separate legal personality), governments, government entities, companies and corporations and any of their successors, permitted transferees or permitted assignees;
- 1.2.6 the words 'include', 'includes' and 'including' are deemed to be followed by the words 'without limitation';
- 1.2.7 the words and phrases 'other', 'including' and 'in particular' or similar words shall not restrict the generality of any preceding words or be construed as being limited to the same class, acts, things or matters as the preceding words where a wider construction is possible;

- 1.2.8 the contents table, if any, and the descriptive headings to clauses, Schedules and paragraphs in this Agreement are inserted for convenience only, have no legal effect and shall be ignored in the interpretation of this Agreement;
- 1.2.9 references to legislation include any modification or re-enactment of it but exclude any re-enactment or modification after the date of this Agreement to the extent they make any Party's obligations more onerous or otherwise adversely affect the rights of any Party;
- 1.2.10 references to this Agreement, any specified clause in this Agreement, any other document or any specified clause in any other document are to this Agreement, that document or the specified clause as in force for the time being and as amended, varied, novated or supplemented from time to time; and
- 1.2.11 references to time shall mean London time, unless otherwise stated.

- 1.3 If there is a conflict between the terms of the body of this Agreement and the terms of the Schedules, the terms of the body of this Agreement will prevail over the Schedules.

## 2. SUBSCRIPTION FOR SHARES

- 2.1 Subject to the provisions of clauses 4.1 to 4.2, each of the Subscribers shall subscribe (or shall procure that its nominee subscribes) in cash for, and the Company shall allot and issue fully paid to the Subscribers (or their respective nominees) the following New Shares as set out in column 2 of the table below at a subscription price set out in column 3 of the table below in accordance with the terms and conditions of this Agreement (which allotment shall be proportional to the value committed by each Party to the Company).

Subscriber	Number of New Shares	Total subscription monies
CPCA	[XXX] Shares	£[XXX]
PCC	[XXX] Shares	£[XXX] [to be satisfied by the transfer by PCC to the Company of the Property in accordance with clause 4.2.3 – valuation TBC]

- 2.2 CPCA agrees to vote in favour of the Resolutions and hereby irrevocably waives all and any pre-emption rights they or their nominees may have pursuant to the Company's articles of association or otherwise so as to enable the issue of any shares in the capital of the Company contemplated by this Agreement to proceed free of any such pre-emption rights.

## 3. CONDITIONAL COMPLETION

- 3.1 Completion is conditional on the Completion Conditions being satisfied or waived in accordance with clause 3.4.
- 3.2 The Subscribers shall use their respective reasonable endeavours to procure that the Completion Conditions are satisfied no later than the Long Stop Date.
- 3.3 If at any time any Party become aware:
- 3.3.1 of any fact or circumstance that might prevent any of the Completion Conditions being satisfied; or



3.3.2 that any of the Completion Conditions has been satisfied,

it shall immediately inform the other Parties in writing.

3.4 The Subscribers may waive any of the Completion Conditions by agreement in writing not later than 12.00 pm on the Long-Stop Date.

3.5 If the Completion Conditions have not been satisfied or waived in accordance with this Agreement by 12.00 pm on the Long-Stop Date, the Long-Stop Date may be extended by agreement in writing between the Subscribers to a date falling no later than 20 Business Days after the Long-Stop Date.

3.6 If the Completion Conditions have not been satisfied or waived by the Subscribers (where applicable) by 12.00 pm on the Long-Stop Date and the Long-Stop Date has not been extended pursuant to clause 3.5, this Agreement shall terminate automatically at 12.01pm on the Long-Stop Date.

3.7 If this Agreement terminates pursuant to clauses 3.6, each Party's further rights and obligations cease immediately on termination, save that clauses 1 (Definitions and interpretation), 9.7 (Entire agreement), 9.11 (Costs), 10 (Notices), 8 (Confidentiality and announcements) and 11 (Governing law and jurisdiction) shall remain in full force and effect and termination shall not affect any Party's accrued rights and obligations at the date of termination (including for breach of this Agreement).

#### 4. COMPLETION

4.1 Subject to the Completion Conditions having been satisfied or waived by the Subscribers and unless this Agreement is previously terminated in accordance with its terms, Completion shall take place on the Completion Date once the events set out in clause 4.2 have occurred.

4.2 At Completion the following events shall occur:

4.2.1 CPCA shall pay (or shall procure that CPCA's Solicitors shall pay) the sum set out against CPCA's name in column 3 of the table in clause 2.1 (being the aggregate subscription price for the New Shares to be subscribed by it) by electronic funds transfer to the bank account of the Company as set out below and payment made in accordance with this clause 4.1 shall constitute a good discharge for CPCA of its obligations under this clause 4.1:

Account name	:	[REDACTED]
Bank	:	[REDACTED]
Account number	:	[REDACTED]
Sort code	:	[REDACTED]

4.2.2 The Parties (together with such other parties as applicable) will enter into the Joint Venture Agreement;

4.2.3 subject to due diligence satisfactory to the company, PCC will deliver the Property Transfer to the Company;

4.2.4 the LGF Grant shall be assigned to the Company by way of a loan on terms to be agreed between the Company and the Parties; **[have the terms of the intra-group loan been finalised?]**

4.2.5 a meeting of the Board shall be held at which the Company shall:

(a) subject to:

(i) payment by CPCA in accordance with clause 4.2.1; and

(ii) the assignment by CPCA to the Company of the LGF Grant in accordance with clause 4.2.4,

approve the issue of the number of New Shares set out in column 3 of the table at clause 2.1 credited as fully paid to CPCA and enter its name in the register of members in respect thereof and execute and deliver to CPCA a certificate for those New Shares;

- (b) subject to completion of the Property Transfer in accordance with clause 4.2.3, approve the issue of the number of New Shares set out in column 3 of the table at clause 2.1 credited as fully paid to PCC and enter its name in the register of members in respect thereof and deliver to PCC a certificate for those New Shares;
- (c) pass any such other resolutions as may be required to carry out the obligations of the Company under this Agreement.

## **5. WARRANTIES**

- 5.1 Each Party warrants to the other Party (for itself and as trustee for any successors in title and assigns) that as at the date of this Agreement it has full power and authority to enter into and perform this Agreement which constitutes, or when executed will constitute, valid and binding obligations on each of them enforceable in accordance with their respective terms, conditions and provisions.
- 5.2 CPCA warrants to PCC (for itself and as trustee for any successors in title and assigns) in relation to the Company that as at the date of this Agreement:
  - 5.2.1 the Company has full power and authority to enter into and perform this Agreement which constitutes, or when executed will constitute, valid and binding obligations on each of them enforceable in accordance with their respective terms, conditions and provisions; and
  - 5.2.2 the information in Schedule 1 is true, complete and accurate and CPCA is the sole legal and beneficial owner and the sole registered holder of the one issued Share.

## **6. BUSINESS UNDERTAKINGS**

The Company shall apply the proceeds of the subscriptions by CPCA and PCC for the New Shares in the furtherance of the Project.

## **7. PROJECT MANAGEMENT AND AUTHORITY**

- 7.1 Pending Completion, the Subscribers shall undertake the Project for the purpose of achieving the Key Objectives in accordance with the Project Management Principles and the governance arrangements set out in Schedule 5.
- 7.2 Following Completion, the Parties will continue to undertake the Project in accordance with the terms of the Joint Venture Agreement.

## **8. CONFIDENTIALITY AND ANNOUNCEMENTS**

- 8.1 Subject to clause 8.2, each Party shall keep confidential and shall not disclose any Confidential Information to any person (other than such of the Party's professional advisers as are required in the course of their duties to receive and consider it for the purposes of the transaction contemplated by this Agreement), except where the Confidential Information is:
  - 8.1.1 publicly available, other than as a result of a breach by a Party of this Agreement;
  - 8.1.2 lawfully available to a Party from a third party who was not subject to any confidentiality restriction prior to the disclosure of such Confidential Information; or
  - 8.1.3 required to be disclosed by law, regulation or by order or ruling of a court or administrative or regulatory body of a competent jurisdiction provided that the disclosing Party shall use its reasonable endeavours to the extent permitted to do so by law, the court or the authority

requiring disclosure, to first consult fully with the other Parties to establish whether and, if so, how far it is possible to prevent or restrict such enforced disclosure and take all reasonable steps to achieve prevention or restriction.

- 8.2 No Party shall issue any announcement relating to or in connection with this Agreement or any matters contained in it, without the prior written consent of the other Parties (such consent not to be unreasonably withheld or delayed).

## **9. MISCELLANEOUS**

### **9.1 Variation**

No amendment or variation of this Agreement shall be effective unless made in writing and signed by or on behalf of all Parties.

### **9.2 Severability**

9.2.1 Each provision of this Agreement is severable and distinct from the others. If any provision of this Agreement is or becomes illegal, invalid or unenforceable, that shall not affect the legality, validity or enforceability of any other provision of this Agreement.

9.2.2 If any provision of this Agreement is or becomes illegal, invalid or unenforceable but would be legal, valid and enforceable if some part of the provision was deleted or modified, the provision in question shall apply with such deletions and modifications as may be necessary to make it legal, valid and enforceable.

### **9.3 Waiver**

9.3.1 No failure, delay, indulgence, act or omission by a Party in exercising any claim, remedy, right, power or privilege under this Agreement shall operate as a waiver, nor shall any single or partial exercise of any claim, right, remedy, power or privilege prevent any future exercise of it or the exercise of any other claim, right, power or privilege.

9.3.2 Any rights or remedies conferred upon a Party by this Agreement, shall be in addition to and without prejudice to all other rights and remedies available to it.

### **9.4 Further assurance**

Each Party (at its own cost) shall, and shall use its reasonable endeavours to procure that any necessary third parties shall, execute and deliver to the Parties such other instruments and documents (including deeds) and do all such further things as may be reasonably necessary to carry out, evidence and give effect to the provisions of and the matters contemplated by this Agreement.

### **9.5 Rights of third parties**

A person who is not a Party to this Agreement shall not be entitled to enforce any of its terms under the Contracts (Rights of Third Parties) Act 1999.

### **9.6 Assignment**

No Party shall be entitled to assign the benefit or burden of any provision of this Agreement (or any of the documents referred to herein) without the consent of the other Parties (such consent not to be unreasonably withheld conditioned or delayed).

### **9.7 Entire agreement**

9.7.1 This Agreement sets out the entire agreement and understanding between the Parties relating to the matters contemplated by this Agreement and supersedes all previous agreements (if any and whether in writing or not) between the Parties in relation to such matters.

9.7.2 This Agreement shall not be construed as creating any partnership or agency relationship between any of the Parties.

## 9.8 Succession

This Agreement shall be binding upon, and enure to the benefit of, each Party and their respective successors and assigns. Subject to and upon any succession and assignment permitted by this Agreement, any successor and/or assignee shall in its own right be able to enforce any term of this Agreement in accordance with its terms as if it were in all respects a Party to this Agreement, but until such time, any such successor or assignee shall have no rights whether as a third party or otherwise.

## 9.9 Time of the essence

Each time, date or period referred to in this Agreement (including any time, date or period varied by the Parties) is of the essence.

## 9.10 Counterparts

This Agreement may be signed in any number of separate counterparts. Each, when executed and delivered by a Party, will be an original; all counterparts will together constitute one instrument.

## 9.11 Costs

- (a) Subject to clause 9.11 **Error! Reference source not found.**, each Party shall pay its own costs and expenses incurred in connection with the preparation, negotiation and completion or rescission of this Agreement.
- (b) The Parties acknowledge that CPCA has incurred and will incur significant external legal and project management costs in connection with the Project. If during the term of this Agreement PCC:
  - (i) breaches the terms of this Agreement and CPCA chooses as a result to terminate this Agreement; or
  - (ii) unilaterally withdraws from the Project,

PCC must reimburse CPCA **[insert agreed proportion]** of the aggregate external costs, fees and expenses incurred by CPCA in connection with the Project (including without limitation legal and project management costs) together with any irrecoverable VAT incurred on them.

## 10. NOTICES

10.1 Notices under this Agreement will be in writing and sent to the person and address in clause 10.2. They may be given, and will be deemed received:

10.1.1 by first-class post: two Business Days after posting;

10.1.2 by airmail: seven Business Days after posting;

10.1.3 by hand: on delivery; [and]

10.1.4 [by email: on receipt of a [delivery OR read] return mail from the correct address.]

10.2 Notices will be sent:

10.2.1 to CPCA at: **[insert name]**, **[insert title]**, **[insert address]**, **[insert email]**, **[insert any persons to whom a copy should be sent]**;

10.2.2 to PCC at: [insert name], [insert title], [insert address], [insert email], [insert any persons to whom a copy should be sent]; and

10.2.3 to the Company at: [insert name], [insert title], [insert address], [insert email], [insert any persons to whom a copy should be sent].

10.3 A Party may change the address or facsimile number to which such notices to it are to be delivered by giving not less than five Business Days' notice to the other Parties.

10.4 [No notice given under this Agreement shall be validly served if sent by e-mail.] **[Please confirm CPCA policy on receiving notices by email]**

## 11. GOVERNING LAW AND JURISDICTION

11.1 This Agreement and any dispute or claim arising out of, or in connection with, it, its subject matter or formation (including non-contractual disputes or claims) shall be governed by, and construed in accordance with, the laws of England and Wales.

11.2 The Parties irrevocably agree that the courts of England and Wales shall have exclusive jurisdiction to settle any dispute or claim arising out of, or in connection with, this Agreement, its subject matter or formation (including non-contractual disputes or claims).

**AGREED** by the Parties on the date set out on page 1.

**[Insert execution blocks – please provide appropriate blocks for CPCA and PCC]**

## SCHEDULE 1

### THE COMPANY

Name:	[insert details]
Date and place of incorporation:	[insert details]
Previous names and date of change:	[insert details]
Registered number:	[insert details]
Registered office:	[insert details]
Issued share capital:	[insert details]
Directors:	[insert details]
Secretary:	[insert details]
Accounting reference date:	[insert details]

## SCHEDULE 2

### COMPLETION CONDITIONS

1. The passing of directors' and shareholders' resolutions in the agreed form at a duly convened Board meeting and by shareholders' written resolution to:
  - 1.1 authorise the allotment of the New Shares;
  - 1.2 waive pre-emption rights in respect of the allotment and issue of the New Shares;
  - 1.3 adopt the New Articles
2. The Parties entering into the Joint Venture Agreement and it having become unconditional in all respects save as to any condition in such agreement as to completion of this Agreement;
3. The LGF Grant having been awarded and it having become unconditional in all respects save as to any condition in the confirmation of grant as to completion of this Agreement;
4. **[Other funding? – insert details if required]**
5. The Higher Education Partner having been appointed.
6. In respect of the Property:
  - 6.1 Planning Permission having been obtained;
  - 6.2 the Property Transfer having been delivered to the Company.
7. the Warranties being true and accurate in all respects and not misleading as if given them at Completion by reference to the facts and circumstances existing as at Completion.

### SCHEDULE 3

#### PROJECT KEY OBJECTIVES (PHASE 1)

*[To be inserted by Mace as per discussion at meeting on 16 October]*



## **SCHEDULE 4**

### **PROJECT MANAGEMENT PRINCIPLES**

1. Collaborate and co-operate. Establish and adhere to the Project governance requirements set out in Schedule 5 to ensure that activities are delivered and actions taken as required in accordance with the Action Plan;
2. Be accountable. Take on, manage and account to each other for performance of the respective roles and responsibilities set out in this Agreement and the Action Plan;
3. Be open. Communicate openly about major concerns, issues or opportunities relating to the Project;
4. Learn, develop and seek to achieve full potential. Share information, experience, materials and skills to learn from each other and develop effective working practices, work collaboratively to identify solutions, eliminate duplication of effort, mitigate risk and reduce cost;
5. Adopt a positive outlook. Behave in a positive, proactive manner;
6. Adhere to statutory requirements and best practice. Comply with applicable laws and standards including EU procurement rules, data protection and freedom of information legislation (if applicable);
7. Act in a timely manner. Recognise the time-critical nature of the Project and respond accordingly to requests for support;
8. Manage stakeholders effectively;
9. Deploy appropriate resources. Ensure sufficient and appropriately qualified resources are available and authorised to fulfil the responsibilities set out in this Agreement and in the Action Plan. In particular the parties agree to make the contributions detailed in clause 4.2;
10. Act in good faith to support achievement of the Key Objectives and compliance with these Project Management Principles.
11. Each Party accepts its obligation to work in good faith and for mutual benefit to secure the delivery of an independent University of Peterborough and agrees to adhere to the principle of fair play in bearing any burdens that may arise from the pursuit of the Project;
12. The Parties agree to conduct the business of the Company in an open and transparent manner subject to specific constraints of commercial confidentiality where these may need to apply e.g. in the course of agreeing commercial transactions and during the conduct of procurement exercises.
13. The Parties agree not to pursue projects that would directly compete with the Project within the Peterborough City Council and Cambridgeshire and Peterborough Combined Authority administrative geography.
14. Where decisions made by the Board of the Company may need to be subject to consultation with its member bodies the Parties undertake to use their best endeavours to expedite their response in a timely and considered manner

## **SCHEDULE 5**

### **PROJECT GOVERNANCE**

#### **PART 1 OVERVIEW AND GUIDING PRINCIPLES**

##### **1. OVERVIEW**

The Project's governance will:

- 1.1 provide strategic oversight and direction;
- 1.2 be based on clearly defined roles and responsibilities at organisation, group and, where necessary, individual level;
- 1.3 align decision-making authority with the criticality of the decisions required;
- 1.4 be aligned with Project scope and each Project stage (and may therefore require changes over time);
- 1.5 leverage existing organisational, group and user interfaces;
- 1.6 provide coherent, timely and efficient decision-making; and
- 1.7 correspond with the key features of the Project governance arrangements set out in this Schedule 5.

##### **2. REPORTING**

Project reporting shall be undertaken at two levels:

- 2.1 Project Management Board: Minutes and actions will be recorded for each Project Management Board meeting and reports to Transition Board shall be monthly. Any additional reporting requirement shall be at the discretion of the Project Management Board or as required by the Transition Board.
- 2.2 Transition Board: Reporting to principals (CPCA and PCC) shall be [monthly], based on the minutes from the Project Management Board highlighting:
  - 2.2.1 progress this period;
  - 2.2.2 issues being managed;
  - 2.2.3 issues requiring help (that is, escalations to the Transition Board); and
  - 2.2.4 progress planned next period and/or aligned with the frequency of the Transition Board meetings.
- 2.3 The Project Management Board members shall be responsible for drafting reports into their respective sponsoring organisation as required for review by the Transition Board before being issued.

## PART 2 TRANSITION BOARD

### 1. OVERVIEW

- 1.1 The Transition Board provides overall strategic oversight and direction to the Project. This group will consist of:
- 1.1.1 PCC: Dave Anderson, Interim Development Director and Peter Carpenter, acting Corporate Director: Resources and S151 Officer, Peterborough City Council.
  - 1.1.2 CPCA: John T Hill, Director Business and Skills, Kim Cooke, Skills Strategy Manager
- 1.2 The Transition Board shall be managed in accordance with the terms of reference set out below.

### 2. TERMS OF REFERENCE OF SUBSCRIBERS' BOARD

- 2.1 The Transition Board will meet [monthly] and at least [insert] days' notice of a meeting shall be given to members, together with an agenda and relevant papers identifying in reasonable detail the matters to be raised at the meeting.
- 2.2 The quorum for meetings of the Transition Board will be [XXX], of which at least one must be a representative from CPCA and one from PCC.
- 2.3 [insert name] shall be responsible to preparing and circulating agendas, papers and minutes for each meeting.
- 2.4 The Transition Board will be chaired by John T Hill, who will have a second or casting vote.
- 2.5 Meetings may take place in person or by telephone conference or other form of communication equipment provided that all parties participating in the meeting are able to speak to and hear each other.

## PART 3 PROJECT MANAGEMENT BOARD

### 1. OVERVIEW

The Project Management Board will provide management oversight at Project and workstream level. It will provide assurance to the Transition Board that the Key Objectives are being met and that the Project is performing within the boundaries set by the Transition Board. The Project Management Board shall be managed in accordance with the terms of reference set out below.

### 2. TERMS OF REFERENCE

- 2.1 The Project Management Board consists of representatives from each of the Subscribers and Mace. The Project Management Board shall have responsibility for the creation and execution of the Action Plan and deliverables, and therefore it can draw technical, commercial, legal and communications resources as appropriate into the Project Management Board. The core Project Management Parties are:
- 2.1.1 [insert names and positions of members].
- 2.2 The Project Management Board will report monthly to the Transition Board, such reports to be provided within [14] days of the date of the relevant meeting.
- 2.3 The Project Management Board will meet monthly and at least [insert] days' notice of a meeting shall be given to members, together with an agenda and relevant papers identifying in reasonable detail the matters to be raised at the meeting. [Insert details of standing agenda items]
- 2.4 The quorum for meetings of the Project Management Board will be [XXX], of which at least one must be a representative from CPCA, one from PCC and one from Mace.

- 2.5 [insert name] shall be responsible to preparing and circulating agendas, papers and minutes for each meeting and for providing reports to the Transition Board.
- 2.6 The Project Management Board will be chaired by [insert name], who will [not] have a second or casting vote.
- 2.7 Meetings may take place in person or by telephone conference or other form of communication equipment provided that all parties participating in the meeting are able to speak to and hear each other.



<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 6.1</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>  <i>This report contains Appendices which are exempt from publication under Part 1 of Schedule 12A of the Local Government Act 1972, as amended, and it would not be in the public interest for this information to be disclosed (information relating to the financial or business affairs of any particular person (including the authority holding that information)).</i>

**FOR APPROVAL AS ACCOUNTABLE BODY: LOCAL GROWTH FUND  
PROJECT PROPOSALS JANUARY 2020**

**1.0 PURPOSE**

- 1.1. The Business Board is responsible for allocating the Local Growth Fund subject to approval by the Combined Authority Board with the objective of creating new jobs and boosting productivity. The Business Board makes recommendations to the Combined Authority Board against applications that have been submitted for these funds and the pipeline of projects based upon the independent external assessment undertaken.
- 1.2. These proposals will be discussed by the Business Board on 27 January 2020. Any changes to the recommendations set below will be reported at the Combined Authority meeting on 29 January 2020.
- 1.3. The report to the Business Board is attached at Appendix 1.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Austen Adams, Interim Chair of the Business Board</b>
<b>Lead Officer:</b>	<b>John T Hill, Director of Business and Skills</b>
<b>Forward Plan Ref: KD2020/005</b>	<b>Key Decision: Yes</b>

<p>The Combined Authority Board is recommended to:</p> <ul style="list-style-type: none"> <li>a. Recommend that the Combined Authority Board approve funding for the projects ranked 1, 2, 4, 5, 6, 7, 8, 9, 10, 12 and 14 in the table at paragraph 2.8 below based on achieving highest scoring criteria and external evaluation recommendation.</li> <li>b. Recommend that the Combined Authority Board approve a revised grant funding offer for the project ranked 11 in the table at paragraph 2.8 below of £2,400,000.</li> <li>c. Recommend that the Combined Authority Board approve a revised grant funding offer for the project ranked 13 in the table at paragraph 2.8 below of £1,400,000.</li> <li>d. Recommend that the Combined Authority defer project ranked 15 in the table at paragraph 2.8 below based on the scoring criteria, until the next round call of Local Growth funding or alternative funding becomes available</li> <li>e. Recommend that the Combined Authority decline projects ranked 3 and 16 in the table at paragraph 2.8 below based on the scoring criteria for project 16 as this is the lowest scored project and the external evaluation recommendation on project 3.</li> </ul>	<p><b>Voting arrangements</b></p> <p>A simple majority</p>
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## 2.0 APPENDICES

- 2.1 **Appendix 1:** Report to the Business Board 27 January 2020.  
**Appendix A –Not for Publication** Pipeline summary of all projects  
**Appendix B - Not for Publication** All Projects Assessment % scoring summary  
**Appendix C –Not for Publication** Combined Authority Accountable Body one-page project summary reports  
**Appendix D –Not for Publication** Application Project Information and external appraisal reports

<b><u>Background Papers</u></b>	<b><u>Location</u></b>
Local Growth Fund Documents, Investment Prospectus, guidance and application forms	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/growth-funds/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/growth-funds/</a> <a href="#">Growth Prospectus 2019-21</a> <a href="#">Local Industrial Strategy</a>





<b>BUSINESS BOARD</b>	<b>AGENDA ITEM NO: 2.2</b>
<b>27 JANUARY 2020</b>	<b>PUBLIC REPORT</b>  <i>This report contains Appendices which are exempt from publication under Part 1 of Schedule 12A of the Local Government Act 1972, as amended, and it would not be in the public interest for this information to be disclosed (information relating to the financial or business affairs of any particular person (including the authority holding that information)). The public interest in maintaining the exemption outweighs the public interest in publishing the Appendices.</i>

## LOCAL GROWTH FUND PROJECT PROPOSALS – JANUARY 2020

### 1.0 PURPOSE

- 1.1. The Business Board is responsible for allocating the Local Growth Fund subject to approval by the Combined Authority Board with the objective of creating new jobs and boosting productivity.
- 1.2. The Business Board is asked in this report to consider and make recommendations to the Combined Authority Board against applications that have been submitted for these funds and the pipeline of projects based upon the independent external assessment undertaken.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Austen Adams, Interim Chair of Business Board</b>
<b>Lead Officer:</b>	<b>John T Hill, Director, Business and Skills</b>
<b>Forward Plan Ref: 2020/005    Key Decision: Yes</b>	
The Business Board is asked to: <ol style="list-style-type: none"> <li>(a) Recommend that the Combined Authority Board approve funding for the projects ranked 1, 2, 4, 5, 6, 7, 8, 9, 10, 12 and 14 in the table at paragraph 2.8 below based on achieving highest scoring criteria and external evaluation recommendation.</li> <li>(b) Recommend that the Combined Authority Board approve a revised grant funding offer for the project ranked 11 in the table at paragraph 2.8 below of £2,400,000.</li> </ol>	

- (c) Recommend that the Combined Authority Board approve a revised grant funding offer for the project ranked 13 in the table at paragraph 2.8 below of £1,400,000.
- (d) Recommend that the Combined Authority defer project ranked 15 in the table at paragraph 2.8 below based on the scoring criteria, until the next round call of Local Growth funding or alternative funding becomes available
- (e) Recommend that the Combined Authority decline projects ranked 3 and 16 in the table at paragraph 2.8 below based on the scoring criteria for project 16 as this is the lowest scored project and the external evaluation recommendation on project 3.

## 2.0 BACKGROUND

- 2.1. Growth Deal and Growing Places funding is provided by Government to local areas to invest in projects that will create new jobs, increase productivity, and stimulate economic growth. A total of £146.7million has been provided to this area, with £38.3million remaining to allocate. The £39.9million includes £3.5million to be reclaimed from the Eastern Agri-Tech project which is the subject of a separate report to this meeting.
- 2.2. The Business Board approved the Growth Prospectus in July 2019 as a call for new project proposals against this remaining funding; Growth Prospectus 2019-21 Expressions of interest have been submitted to the Combined Authority and feedback provided to inform full applications. This prospectus made clear that the new opportunity for this round of bids to the Business Board aligned with the Combined Authority Local Industrial Strategy; Local Industrial Strategy
- 2.3. Following initial internal assessment for suitability of the Expression of Interests received, so far 24 have been invited to submit Full Application Forms. 24 Full Applications have been received and 22 subsequently completed appraisal by the independent external appraisal team. See confidential Appendix A for pipeline breakdown.
- 2.4. 16 of the project proposals that have completed the independent external assessment are being brought to this Business Board for consideration and, applicable proposals will be recommended to the Combined Authority Board for approval.
- 2.5. ENTREPRENEUR ADVISORY PANEL - The Business Board agreed the creation of an Entrepreneur Assessment Panel (EAP) as a working group of the Business Board at its September 2019 meeting. The EAP sat on the 10<sup>th</sup> January and 14<sup>th</sup> January 2020 to review presentations made by project applicants and question the projects on rationale, strategic fit, and clearly defined, measurable outputs. The EAP evaluation scoring report is included in the project ranking assessment at confidential Appendix B Further EAP meetings will be scheduled as required should the pipeline of funding not yet be allocated by this Business Board.
- 2.6. The Board is asked to consider the ranking scores of each of the projects to aid the decision making as agreed at Business Board meeting in September 2019 – with projects being compared against all the pipeline projects that are being presented to this Business Board. The scores across all assessment stages for projects achieved thus far can be viewed in Appendix B. Projects are also independently evaluated by our external appraisers and this results in a recommendation decision which is considered in parallel

with the ranking scored process. Proposals that are 'not recommended' by external appraisers should not be recommended.

- 2.7. A summary of scoring assessments for each of the projects applying for funding having completed all required steps in application process is below at 2.8, further details of the individual projects, including the external appraisal report and further supporting documents can be found in confidential **Appendices C and D**. The scoring assessments have been completed for all projects including our external evaluators matrix scores section but some of the write up of appraisal reports is still to be completed and confidential Appendix D will be slightly delayed and will follow during w/c 20<sup>th</sup> January 2020 to Business Board members.
- 2.8. Officers' recommendation is for the Business Board to recommend that the Combined Authority Board approve funding for the projects ranked 4, 6 and 7 in the table below, which are all applying for less than £1million and have scored above 74%, and to also recommend that the Combined Authority Board approve funding for the projects ranked 1, 2, 5, 8 and 9 in the table below which are applying for over £1million and which have a final assessment score of over **74%** all subject to any conditions proposed from external Appraisal.

The Business Board should note projects ranked 10 to 14 in the table below which are applying for over £1million but which have scored below **74%** that are all possible to fund with the remaining funding subject to suggested reduced offers from Business Board to the applicants on the following projects:

The projects ranked 11 and 13 in the table below are considered good projects but have conditions proposed from the external Appraisers which are around what is practically possible to fund in these projects in the timeframe to end of March 2021. Specifically, Project ranked 11 is proposed in four phases with first two phases of infrastructure deliverable in timeframe for Local Growth Funding totalling £2,400,000. Officer recommendation is to make this applicant an offer of £2,400,00 Grant instead of their original application of £3,966,456.

Specifically, project ranked 13 is proposed in 2 phases and the delivery of phase 1 is already well underway so the Business Board should focus on phase 2 which with state aid rules on this size of company means funding is limited to 20% of phase 2 totalling £1,400,000 subject to ensuring phase 2 commences in the timeframe up to end March 2021. Officer recommendation is to make this applicant an offer of £1,400,000 Grant instead of their original application of £2,000,000

Officers have liaised with the applicants on projects ranked 11 and 13 to confirm the position regards reduced offers of funding from the Business Board on their Grant applications and both applicants are aware of the possibility of reduced funding.

### Application Assessment Summary Table

Projects	Eol %	FAF %	EAP %	Final averaged % assessment score	External Appraisal Recommendation	LGF Funding Request	LGF Funding Offer	RANK
<b>Remaining LGF Budget</b>						<b>£ 38,300,000.00</b>		
University of Peterborough	95.4%	75.6%	88.0%	<b>86.3%</b>	Recommended	£ 12,500,000.00	£ 12,500,000.00	1
Relocation - 3D centre of Excellence	81.6%	83.6%	80.0%	<b>81.8%</b>	Recommended	£ 1,875,000.00	£ 1,875,000.00	2
Skills facilities - March, Fenland	84.6%	77.0%	N/A	<b>80.8%</b>	Recommended	£ 400,000.00	£ 400,000.00	4
West Cambridgeshire Innovation District	83.6%	70.7%	88.0%	<b>80.8%</b>	Recommended	£ 3,000,000.00	£ 3,000,000.00	5
Business Space - Fenland	86.0%	73.3%	N/A	<b>79.7%</b>	Recommended	£ 997,032.00	£ 997,032.00	6
Smart Manufacturing Association	86.0%	72.7%	N/A	<b>79.4%</b>	Recommended	£ 715,000.00	£ 715,000.00	7
Cambridge Biomedical Growth space	80.6%	68.3%	84.0%	<b>77.6%</b>	Recommended	£ 3,000,000.00	£ 3,000,000.00	8
Life Sciences Incubator	78.7%	73.3%	80.0%	<b>77.3%</b>	Recommended	£ 2,300,000.00	£ 2,300,000.00	9
Cambridge Healthcare & Life Science Start-up Accelerator	71.3%	80.5%	68.0%	<b>74.7%</b>	Recommended	£ 3,342,250.00	£ 3,342,250.00	10
Logistics Launchpad	81.5%	75.1%	64.0%	<b>73.5%</b>	Recommended	£ 3,966,456.00	£ 2,400,000.00	11
Manufacturing Launchpad - Chatteris	73.1%	54.6%	88.0%	<b>71.9%</b>	Recommended	£ 3,160,000.00	£ 3,160,000.00	12
Aero composite centre of excellence Relocation	72.8%	67.9%	72.0%	<b>70.9%</b>	Recommended	£ 2,000,000.00	£ 1,400,000.00	13
Construction training/incubator Wisbech	70.4%	57.1%	84.0%	<b>70.5%</b>	Recommended	£ 3,000,000.00	£ 3,000,000.00	14
<b>LGF funds insufficient to fund projects below this line</b>								
A428 Transport Project	65.7%	63.9%	72.0%	<b>67.2%</b>	Recommended	£ 4,000,000.00	£ 4,000,000.00	15
Innov Park - Clean Growth Co	84.3%	64.4%	48.0%	<b>65.5%</b>	Not Recommended	£ 3,000,000.00		16
Business Space - Wyton	75.0%	85.5%	84.0%	<b>81.5%</b>	Not Recommended	£ 2,020,000.00		3

### 3.0 FINANCIAL IMPLICATIONS

- 3.1. The financial implications (loan, investment, and grant amounts sought) are detailed in the appendices. There are sufficient uncommitted Local Growth Funds to meet the up-front funding requests in this report without impacting other CPCA funding sources. Detailed financial impacts of loan and investment arrangements will be negotiated with approved applicants based on recommendations from the appraisers and the Business Board.

### 4.0 LEGAL IMPLICATIONS

- 4.1. There are no direct legal implications but the assessment of applications for Local Growth Funding must be done in accordance with the process agreed by the Business Board at its meeting in September 2019.

### 5.0 SIGNIFICANT IMPLICATIONS

- 5.1. None.

### 6.0 IMPLICATIONS FOR NATURE

- 6.1 None.

### 7.0 OTHER SIGNIFICANT IMPLICATIONS

- 7.1 None.

### 8.0 APPENDICES –

- **Appendix A –Not for Publication** Pipeline summary of all projects
- **Appendix B - Not for Publication** All Projects Assessment % scoring summary
- **Appendix C –Not for Publication** Application Project Info and external appraisal reports
- **Appendix D –Not for Publication** Application Project Info and external appraisal reports

<u>Source Documents</u>	<u>Location</u>
Local Growth Fund Documents, Investment Prospectus, guidance and application forms	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/growth-funds/Growth%20Prospectus%202019-21">https://cambridgeshirepeterborough-ca.gov.uk/business-board/growth-funds/</a> <a href="#">Growth Prospectus 2019-21</a> <a href="#">Local Industrial Strategy</a>





<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 6.2</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

**FOR APPROVAL AS ACCOUNTABLE BODY: LOCAL GROWTH FUND  
PROGRAMME MANAGEMENT JANUARY 2020**

**1.0 PURPOSE**

1.1. The Greater Cambridge and Greater Peterborough Local Enterprise Partnership (GCGP LEP) negotiated three successive Growth Deals with Government between 2014 and 2017, securing £146.7m to deliver new homes, jobs and skills across the LEP area. This report provides an update on the programme's performance since April 2015 for the Local Growth Fund (LGF) and operational updates on LGF progress to 31 December 2019 based on the following items:

- a. Financial update on programme spend
- b. Q2 2019/20 Quarterly Growth Deal return to MCHLG
- c. Pipeline of projects currently in delivery
- d. Update on the applications from Investment projects since call
- e. Update on the Small Business Capital Grant scheme
- f. Eastern Agri-Tech Growth Initiative update

1.2. The Business Board is attached at Appendix 1.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Austen Adams, Interim Chair of the Business Board</b>
<b>Lead Officer:</b>	<b>John T Hill, Director of Business and Skills</b>
<b>Forward Plan Ref: n/a</b>	<b>Key Decision: No</b>

<p>The Combined Authority Board is recommended to:</p> <p>(a) Note the programme updates outlined in this paper to the Combined Authority Board.</p> <p>(b) Note the submission of the Growth Deal monitoring report to Government to end Q2 2019/20.</p>	<p><b>Voting arrangements</b></p> <p>A simple majority</p>
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## 2.0 APPENDICES

- 2.1 **Appendix 1:** Report to the Business Board 27 January 2020  
**Appendix A** – Local Growth Fund Q2 2019-20 MHCLG return  
**Appendix B** – CPCA Officer Local Growth Fund pipeline assessment

<u>Background Papers</u>	<u>Location</u>
i. Local Growth Fund Documents, Investment Prospectus, guidance and application forms	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/growth-funds/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/growth-funds/</a>
ii. Eastern Agri-tech Growth initiative guidance and application forms	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/eastern-agri-tech-growth-initiative/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/eastern-agri-tech-growth-initiative/</a>
iii. List of funded projects and MHCLG monitoring returns	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/opportunities/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/opportunities/</a>
iv. Local Industrial Strategy and associated sector strategies	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/strategies/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/strategies/</a>



<b>BUSINESS BOARD</b>	<b>AGENDA ITEM No: 2.1</b>
<b>DATE: 27 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **LOCAL GROWTH FUND PROGRAMME MANAGEMENT REVIEW – JANUARY 2020**

### **1.0 PURPOSE**

1.1. The Greater Cambridge and Greater Peterborough Local Enterprise Partnership (GCGP LEP) negotiated three successive Growth Deals with Government between 2014 and 2017, securing £146.7m to deliver new homes, jobs and skills across the LEP area. This report provides an update on the programme's performance since April 2015 for the Local Growth Fund (LGF).

1.2. To provide the Board with operational updates on the LGF progress to 31 December 2019 based on the following items:

- (a) Financial update on programme spend
- (b) Q2 2019/20 Quarterly Growth Deal return to MCHLG
- (c) Pipeline of projects currently in delivery
- (d) Update on the applications from Investment projects since call
- (e) Update on the Small Business Capital Grant scheme
- (f) Eastern Agri-Tech Growth Initiative update

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Austen Adams, Interim Chair Business Board</b>
<b>Lead Officer:</b>	<b>John T Hill, Director Business &amp; Skills</b>
<b>Forward Plan Ref: Standing item on FP</b>	<b>Key Decision: No</b>
<p>The Business Board is invited to:</p> <ul style="list-style-type: none"> <li>(a) Recommend all the programme updates outlined in this paper to the Combined Authority Board.</li> </ul>	

(b) Note the submission of the Growth Deal monitoring report to Government to end Q2 2019/20
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## **1.0 BACKGROUND**

- 1.1 The Local Growth Funds must be spent by 31 March 2021 but programme outcomes can be delivered beyond 2021.
- 1.2 Local Growth Funds can provide Grants, Loans or other forms of funding such as Equity Capital Investment.
- 1.3 In addition to the Local Growth Funding there is recycled funding as a result of the Growing Places Loan Fund successfully run during the programme and has established a recyclable pot of grants and loans for projects delivering economic benefit across the region.

## **2.0 LOCAL GROWTH FUND PROGRAMME POSITION**

- 2.1. On 31st December 2019, the Combined Authority's Local Growth Fund programme had 9 projects plus the new SME capital grant scheme in delivery, listed below:
  - Kings Dyke level crossing
  - Eastern Agri-Tech Growth Initiative
  - Lancaster Way Phase 2
  - Manea and Whittlesea Station
  - Upgrade M11 Junction 8 with A120
  - Terraview facility fit out
  - Wisbech Access Strategy delivery
  - Soham Station
  - Haverhill Innovation Centre
- 2.2. Currently as at 31 December 2019 there are 9 projects approved for funding by the Business Board which are in contract/funding agreement negotiation pre-commencement of delivery with a total value of £15.97million. This means that the Combined Authority Board has allocated a total of £108.4million of the £146.7million available.
- 2.3. The total programme expenditure to the 31<sup>st</sup> December 2019 including completed projects is £77.7million. This is the amount which has actually been paid out to the projects and runs well behind approval/allocation of the funds and is therefore much lower than the awarded figures.
- 2.4. The remaining funding to be allocated to new proposals is £38.3million of Local Growth Funds.
- 2.5. The Kings Dyke A605 road/rail crossing improvements project is still red-flagged as per last Board update. The project currently has £775,729 left to spend of the original £8m allocation. The Combined Authority's Transport and Growth fund teams have met with Cambridgeshire County Council and have

agreed a change request and spend/timetable re-profile as per the terms of the original Grant Funding agreement for the last tranche of funding to be drawn down.

- 2.6. The Wisbech Access Strategy project has been red-flagged (since it was amber in Qtr 2 return below) as the project team at Cambridgeshire County Council have now confirmed they are unlikely to be able to deliver the whole package of £10.5million road/junction improvements spend before end of March 2021. The Combined Authority's Transport and Growth fund teams have met with Cambridgeshire County Council who are the project lead and are progressing with detailed design, land acquisition and Statutory Undertaker Diversion identifications, to establish future programme deliverability and they have agreed to submit a revised proposal prioritising which elements of the package can be delivered with spend before the end of March 2021. Combined Authority Officers will review once received.
- 2.7. A10/A142 Lancaster Way/BP roundabouts is still amber flagged as work is progressing in the preparation of designs and S106 agreements and extensions of trigger points. Cost estimates are being developed and additional contribution will be sought from alternative sources in early 2020 for the additional Lancaster Way proposed works, to enhance the BP roundabout activity. All parties are still committed to the delivery of this proposed enhancement and the growth funds allocated will still be required and spent within the required timescales.

### 3.0 GROWTH DEAL MONITORING RETURN Q2 2019/20

- 3.1. The Business Board is required to submit formal monitoring returns to Government regarding Growth Deal performance and forecasts on a quarterly basis. The return for Q2 2019/20 should be noted at Appendix A and was submitted at the end of November 2019 to the Ministry of Housing, Communities and Local Government [MHCLG.]
- 3.2. Projects shown in amber and red are delayed in delivery but after consulting with project leads resolutions have been agreed with delivery partners to complete the schemes by end date subject to conditions and agreements as noted above at 2.5, 2.6 and 2.7 to enable to completion.

<b>Project RAG Ratings</b>		
<b>Project Name</b>	<b>Q1_1920</b>	<b>Q2_1920</b>
Whittlesey Access Phase 1 King's Dyke Crossing	R	R
Ely Southern Bypass	G	G
Bourges Boulevard Phase 1	G	G
Bourges Boulevard Phase 2	G	G
A47/A15 Junction 20	G	G

Wisbech Access Strategy	A	A
TWI (The Welding Institute) Expansion	G	G
Technical and Vocational Centre, Alconbury Weald	G	G
Agri-Tech Growth Initiative	G	G
Cambridge Biomedical Innovation Centre	G	G
Haverhill Innovation Centre	G	G
Peterborough Regional College Food Mfg Centre	G	G
Small Grants Scheme	G	G
Highways Academy	G	G
CITB Construction Academy	G	G
EZ Plant Centre Alconbury	G	G
Signpost 2 Grant	G	G
Medtech Accelerator	G	G
Lancaster Way Phase 1 Loan	G	G
Lancaster Way Phase 2 Loan	G	G
Lancaster Way Phase 2 Grant	G	A
Manea and Whittelsea Stations	G	G
M11 J8	G	G
Terraview Loan	G	G
Soham Station	N/A	G
Haverhill Epicentre	N/A	G
Capital Growth Grant Scheme	N/A	G

#### 4.0 LOCAL GROWTH FUND PIPELINE UPDATE

- 4.1 The Business Board is asked to note at Appendix B the current Officer assessment of the potential LGF pipeline based on the existing Expressions of Interest received and projects which have indicated they are going to submit an Expression of Interest [EOI]. The value of the received EOIs and live enquiries pipeline is £52million.

#### 5.0 LOCAL GROWTH FUND INVESTMENT PROSPECTUS PROJECT CALL

- 5.1 The Investment Prospectus call for projects launched on 22 July 2019 and as of 31<sup>st</sup> December 2019 the number of Expressions of Interest received was 35 with 18 still left in active pipeline with a total grant/loan/equity application value of £52million this funding is all allocated to projects to spend before March 2021.

- 5.2 The number of projects at Full Application Form appraisal stage is 17 and 11 of those projects were presented at the Entrepreneurs Assessment Panels on 10<sup>th</sup> and 14<sup>th</sup> January.
- 5.3 The Board agreed at its September 2019 meeting to the ranking of project proposals based on total scoring criteria across all application stages which has been applied to the project proposals being considered for approval at this meeting in a separate report.

## 6.0 NEW SMALL BUSINESS CAPITAL GROWTH GRANTS PROGRAMME

- 6.1 The Business Board and Combined Authority Board previously approved the allocation of £3million for a pilot for a new Small Business Capital Growth Grant Programme with more funding to follow this pilot up to a total of £12million of the Local Growth Fund/Growing Places Fund.
- 6.2 A provider has been contracted to manage / administer the £3m pilot scheme following a procurement exercise and they have commenced delivery.
- 6.4 The scheme has already received **7** applications from SMEs to a total value of **£293,494** and 3 have been approved/offered to a value of **£90,000**.

6.5

Client	Project Value	Grant Amount	Match Amount	Jobs Created	Status
Applicant 1	£147,600	£70,000	£77,600	7	Offered
Applicant 2	£45,000	£10,000	£35,000	1	Offered
Applicant 3	£43,000	£21,500	£21,500	2	In Appraisal
Applicant 4	£36,300	£18,150	£18,150	4	In Appraisal
Applicant 5	£27,688	£13,844	£13,844	3	In Appraisal
Applicant 6	£42,000	£10,000	£32,000	1	Approved
Applicant 7	£361,000	£150,000	£211,000	16	In Appraisal
<b>Sub Total</b>	<b>£702,588</b>	<b>£293,494</b>	<b>£409,094</b>	<b>34</b>	

## 7.0 EASTERN AGRI-TECH GROWTH INITIATIVE UPDATE

- 7.1 The Eastern Agri-Tech Growth Initiative supports SME businesses in the Agri-Tech sector with growth projects or Research & Development projects. From the commencement of the Initiative in late 2013 to December 2019, a total of 99 SMEs have been supported and the Innovation Hub created. Since Growth Deal/Local Growth Fund was allocated into the scheme, 69 of the 99 projects have been approved are attributed to Local Growth Funding. The whole programme budget since inception to date is just under £9.1million; with £3,777,295 having been awarded/paid

It has been recognised that the programme is unlikely to spend its full LGF allocation and therefore a paper has been submitted to the CA Board for approval in January to reduce the overall budget by £3.5million and return to LGF Funds. If approved, the total remaining programme budget will be £1.677million.

Currently 5 live applications for grant support have been received and are being appraised, with a total grant value of just over £380,000; 3 are R&D project proposals and 2 are Growth Capital Expenditure.

There is currently a total of 9 live projects across Business Board /New Anglia (NALEP) geography, which are on track to complete to their planned schedules.

- 7.2 NALEP has contributed another £1million to the Initiative and the first tranche of £500,000 has been allocated and the second and final tranche of £500,000 is about to be received by the Combined Authority to be allocated by 31 March 2021
- 7.4 The Board was also asked at the last meeting to note that whilst there is a pipeline of interested projects for this Initiative the projected spend and delivery by the end of March 2021 is highly unlikely to utilise the full £5.17million of current funding still to be committed. At its meeting on 25 November 2019 the Business Board recommended to the Combined Authority Board a reduction in the Local Growth Fund allocated to the Initiative of £3.5million which would leave a new balance of £1.67million in this Initiative to deploy before end March 2021.

## **8.0 SIGNIFICANT IMPLICATIONS**

- 8.1 None

## **9.0 FINANCIAL IMPLICATIONS**

9.1 There are no direct financial implications.

## **10 LEGAL IMPLICATIONS**

10.1 The Cambridgeshire and Peterborough Combined Authority Order 2017 granted the Combined Authority a general power of competence. This power permits the Combined Authority to make grants to providers in order to deliver the terms of the devolution deal signed with Government

10.1 The Business Board is responsible for programme direction of the Growth Funds. The Combined Authority, as the Accountable Body, maintains the legal agreements with project delivery bodies.

## **11.0 IMPLICATIONS FOR NATURE**

1211.1 None

## 12.0 OTHER SIGNIFICANT IMPLICATIONS

12.1 None

## 13.0 APPENDICES

13.1 **Appendix A** – Local Growth Fund Q2 2019-20 MHCLG return

13.2 **Appendix B** – CPCA Officer Local Growth Fund pipeline assessment





<b><u>Background Papers</u></b>	<b><u>Location</u></b>
i. Local Growth Fund Documents, Investment Prospectus, guidance and application forms	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/growth-funds/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/growth-funds/</a>
ii. Eastern Agri-tech Growth initiative guidance and application forms	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/eastern-agri-tech-growth-initiative/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/eastern-agri-tech-growth-initiative/</a>
iii. List of funded projects and MHCLG monitoring returns	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/opportunities/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/opportunities/</a>
iv. Local Industrial Strategy and associated sector strategies	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/strategies/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/strategies/</a>



LEP Name Greater Cambridge and Peterborough LEP

This Quarter: Q2\_1920

#### Deliverables Progress

	This Quarter	15-17	17-18	18-19	19-20	20-21	21-22	Total
 <b>Housing</b>								
Houses Completed	0	200	200	0	0	0	-	400
Forecast for year	868	200	200	628	868	870	7,309	10,075
Progress towards forecast	0%		100%	0%	0%	0%	-	4%
 <b>Jobs</b>								
Jobs Created	0	61	461	0	0	0	-	522
Apprenticeships Created*	0	0	0	0	0	0	-	0
Jobs including Apprenticeships	0	61	461	0	0	0	-	522
Forecast for year	25	51	280	641	25	325	5,905	7,227
Progress towards forecast	0%		165%	0%	0%	0%	-	7%
* Apprenticeships included within jobs totals prior to 2017								
 <b>Skills</b>								
Area of new or improved floorspace (m2)	0	440	2,972	432	0	0	-	3,844
Forecast for year	0	440	2,142	0	0	0	-	2,582
Progress towards forecast	-		139%	-	-	-	-	149%
Number of New Learners Assisted	0	0	1,198	0	0	0	-	1,198
Forecast for year	179	0	125	181	179	267	300	1,052
Progress towards forecast	0%		958%	0%	0%	0%	-	114%
 <b>Transport</b>								
Length of Road Resurfaced	0.0	0.0	6.0	0.0	0.0	0.0	-	6.0
Length of Newly Built Road	0.0	0.0	1.0	0.0	0.0	0.0	-	1.0
Length New Cycle Ways	0.0	0.0	2.5	0.0	0.0	0.0	-	2.5

#### Project RAG Ratings

Project Name	Previous Quarter	This Quarter	Project Name	Previous Quarter	This Quarter
Q1_1920	Q2_1920	Q1_1920	Q1_1920	Q2_1920	Q2_1920
Whittlesey Access Phase 1 King's Dyke	AG	AG	-	-	-
Fly Southern Bypass	G	G	-	-	-
Bourges Boulevard Phase 1	G	G	-	-	-
Bourges Boulevard Phase 2	G	G	-	-	-
A47/A15 Junction 20	G	G	-	-	-
Wisbech Access Strategy	AG	AG	-	-	-
TWI (The Welding Institute) Expansion	G	G	-	-	-
Technical and Vocational Centre, Alton	AG	G	-	-	-
Agri-Tech Growth Initiative	G	G	-	-	-
Cambridge Biomedical Innovation Centre	G	G	-	-	-
Haverhill Innovation Centre	N/A	N/A	-	-	-
Peterborough Regional College Food Hub	AG	G	-	-	-
Growing Places Fund Extension	G	G	-	-	-
Highways Academy	G	G	-	-	-
CITB Construction Academy	G	G	-	-	-
EZ Plant Centre Alconbury	G	G	-	-	-
Signpost to Grant	G	G	-	-	-
Medtech Accelerator	G	G	-	-	-
Lancaster Way Phase 1 Loan	G	G	-	-	-
Lancaster way Phase 2 Loan	G	G	-	-	-
Lancaster way Phase 2 Grant	AG	AG	-	-	-
Manea & Whittlesea Stations	AG	G	-	-	-
M11 J8	AG	AG	-	-	-
Terraviva Loan	AG	AG	-	-	-
Soham Station	AG	AG	-	-	-
Haverhill Epicentre	AG	AG	-	-	-
Forecast	N/A	N/A	-	-	-
Capital Growth Grant Scheme	G	G	-	-	-
-	-	-	-	-	-
-	-	-	-	-	-

Growth Deal Performance

G

Area lead comments

#### Financial Progress

	2015-16	2016-17	17-18	18-19	19-20	20-21	Total
<b>LGF Award</b>	<b>£21,100,000</b>	<b>£33,825,463</b>	<b>£23,864,705</b>	<b>£16,705,458</b>	<b>£15,875,348</b>	<b>£35,737,637</b>	<b>£149,709,809</b>
<b>LGF Outturn</b>							
Actual	£ -	£ -	£ -	£ 3,996,968	£ -	£ -	£ 3,996,968
Forecast for year	£ 47,657,014	£ 26,782,975	£ -	£ -	£ 47,657,014	£ -	£ 74,439,989
Progress towards forecast	0%				0%		5%
<b>LGF Expenditure</b>							
Actual	£ 580,097	£ 37,238,889	£ 13,100,800	£ 16,876,608	£ 700,097	£ -	£ 67,916,394
Forecast for year	£ 20,458,275	£ 35,205,388	£ 34,227,807	£ 13,123,009	£ 20,458,275	£ 43,694,130	£ 146,708,609
Progress towards forecast	3%		38%	129%	3%	0%	46%
<b>Non-LGF Expenditure</b>							
Actual	£ -	£ 11,050,401	£ 22,676,132	£ 682,302	£ -	£ -	£ 34,408,835
Forecast for year	£ 14,730,070	£ 10,941,645	£ 6,627,615	£ 7,320,385	£ 14,730,070	£ 2,167,855	£ 41,787,570
Progress towards forecast	0%		342%	9%	0%	0%	82%
<b>Total LGF + non-LGF Expenditure</b>							
Actual	£ 580,097	£ 48,289,290	£ 35,776,932	£ 17,558,910	£ 700,097	£ -	£ 102,325,229
Forecast for year	£ 35,188,345	£ 46,147,033	£ 40,855,422	£ 20,443,394	£ 35,188,345	£ 45,861,985	£ 188,496,179
Progress towards forecast	2%		+88%	+86%	+2%	+0%	54%

#### Contractual Commitments (manual entry)

	15-17	17-18	18-19	19-20	20-21	Total
Forecast	£ 36,150,465	£ 37,672,942	£ 9,791,569	£ 42,635,358	£ 20,458,275	£ 146,708,609
Actual	£ 69,484,564	£ 4,845,000	£ 300,000	£ 23,367,000	£ -	£ 97,996,564
Variance	+92%	-87%	-97%	-45%	-100%	-33%

#### Commentary

Q2 19/20 - we have started works on the Haverhill Research Park - ground breaking press opportunity 6 December with the Mayor.

We have worked on the financials in the BEIS report going back to 2015 to ensure the figures are correct. We have completed the monthly/quarterly figures and have to update the individual projects.

We have a contract being finalised for the Wisbech Access Strategy and the Kings Dyke project are submitting a change request in the next week for a revised timeline and although they are showing red as a risk this is being actively managed

3rd round of LGF applications has resulted in a pipeline of over £60m.

#### Section 151 Officer Approved

Name Robert Emery (S151 Officer for the Business Board)

Signature

Date

29/11/2019

#### Accountable Body Head of Paid Services Approval

Name John T. Hill (Director of Business & Skills, Cambridgeshire and Peterborough Combined Authority)

Signature

Date

29/11/2019



Value	Project Description	Status	GF Grant Contribution	GF Loan/Equity Contribution	Total LGF Contribution	Private Sector Leverage	Total Project
Projects Under £1m	Digital Academy	Withdrawn	£ 450,000.00		£ -		
	Business Space - Chatteris Fenland	Appraisal Completed	£ 997,032.00		£ 997,032.00	£ 997,031.00	£ 1,994,063.00
	Skills Facilities - March Fenland	Appraisal Completed	£ 400,000.00		£ 400,000.00	400,000	£ 800,000.00
	Transport Innovation Body	Deferred		£ 995,000.00	£ 995,000.00	£ 995,000.00	£ 1,990,000.00
	Skills Facilities - Peterborough	EoI Failed	£ 800,000.00		£ 800,000.00	£ 800,000.00	£ 1,600,000.00
	Smart Manufacturing Association	Appraisal Completed	£ -	£ 715,000.00	£ 715,000.00	£ 1,000,000.00	£ 1,715,000.00
Projects £1m to £3m	Incubator space - South Cambridgeshire	Appraisal Completed	£ 2,300,000.00		£ 2,300,000.00	£ 52,978,000.00	£ 55,278,000.00
	Composite Training Hub	Appraisal Completed	£ 2,000,000.00		£ 2,000,000.00	£ 8,500,000.00	£ 10,500,000.00
	Business Space - Wyton	Appraisal Completed		£ 2,020,000.00	£ 2,020,000.00	£ 8,120,000.00	£ 10,140,000.00
	3D Centre of Excellence Launchpad	Appraisal Completed	£ 1,875,000.00		£ 1,875,000.00	£ 4,525,000.00	£ 6,400,000.00
Projects above £3m	Cambridge Healthcare & Life Science Start-up Accelerator	BB Deferred - January 2020	£ 342,250.00	£ 3,000,000.00	£ 3,342,250.00	£ 12,000,000.00	£ 15,342,250.00
	A428 Transport Project	Appraisal Completed	£ 4,000,000.00	£ -	£ 4,000,000.00	£ 161,000,000.00	£ 165,000,000.00
	Manufacturing Launchpad - Chatteris	Appraisal Completed	£ 3,160,000.00	£ -	£ 3,160,000.00	£ 900,000.00	£ 4,060,000.00
	Business Space - Oakham	Withdrawn		£ -	£ -	£ -	£ -
	Cambridge Biomedical Growth Space	Appraisal Completed	£ 3,000,000.00		£ 3,000,000.00	£ 45,000,000.00	£ 48,000,000.00
	Construction Careers Hub	Appraisal Completed	£ 3,000,000.00		£ 3,000,000.00	£ 200,000.00	£ 3,200,000.00
	Cambs Innovation Park - North - Clean Growth Co	Appraisal Completed	£ 1,500,000.00	£ 1,500,000.00	£ 3,000,000.00	£ 27,500,000.00	£ 30,500,000.00
	University of Peterborough	Appraisal Completed	£ -	£ 12,500,000.00	£ 12,500,000.00	£ 15,200,000.00	£ 27,700,000.00
	Logistics Launchpad	Appraisal Completed	£ 3,966,456.00		£ 3,966,456.00	£ 3,500,000.00	£ 7,000,000.00
	West Cambridge Innovation District	Appraisal Completed	£ 3,000,000.00		£ 3,000,000.00	£ 64,700,000.00	£ 67,700,000.00
TOTAL			£ 30,790,738.00	£ 20,730,000.00	£ 51,070,738.00	£ 408,315,031.00	





<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 6.3</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **MONITORING AND EVALUATION PLAN**

### **1.0 PURPOSE**

- 1.1. To present the draft Monitoring & Evaluation Plan for Local Growth Funding and to seek agreement to it being incorporated into the Combined Authority's Monitoring and Evaluation Framework. The Constitution reserves decisions relating to the adoption or amendment of the Framework to the Combined Authority Board.
- 1.2. The Combined Authority Monitoring and Evaluation Framework was presented to Business Board at its meeting on 29<sup>th</sup> September 2019 after being approved by the Combined Authority Board and the Business Board agreed to extend the Framework to include all Business Board activities. The Local Growth Fund Monitoring and Evaluation Plan being presented in this report would form an Appendix to the Combined Authority's Monitoring and Evaluation Framework.
- 1.3. It is a requirement of the Combined Authority's central government funding that a Monitoring & Evaluation Framework is in place. The purpose of the Framework is to support effective decision making and to measure the impact of investment decisions, providing a stronger evidence base on value for money.
- 1.4. A copy of the Business Board report dated 27 January 2020 is attached at Appendix A.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Austen Adams, Interim Chair of the Business Board</b>
<b>Lead Officer:</b>	<b>John T Hill, Director of Business and Skills</b>
<b>Forward Plan Ref: n/a</b>	<b>Key Decision: No</b>

<p>The Combined Authority Board is recommended to:</p> <p>(a) Approve the incorporation of the proposed Local Growth Fund Monitoring &amp; Evaluation Plan into the Monitoring and Evaluation Framework and to grant the Monitoring Officer delegated authority to make any consequential amendments required to the Monitoring and Evaluation Framework.</p> <p>(b) Note the resource implications for effective Monitoring &amp; Evaluation to be delivered.</p>	<p><b>Voting arrangements</b></p> <p>A simple majority</p>
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## 2.0 APPENDICES

- 2.1 **Appendix A:** Report to the Business Board 27 March 2020  
**Appendix 1:** Local Growth Fund Monitoring and Evaluation Plan

<b><u>Background Papers</u></b>	<b><u>Location</u></b>
Combined Authority Monitoring and Evaluation Framework	<a href="https://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/ME-Framework-Mar-2019.pdf">https://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/ME-Framework-Mar-2019.pdf</a>
Combined Authority Business Plan 2019/20	<a href="http://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/CPCA-Business-Plan-2019-20-dps.pdf">http://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/CPCA-Business-Plan-2019-20-dps.pdf</a>
LEP Network Advice to LEPs on Evaluation [October 2019]	
LEP Network LGF Best Practice Guidance – Output Monitoring [April 2019]	



**CAMBRIDGESHIRE  
& PETERBOROUGH**  
COMBINED AUTHORITY

**JAMES PALMER**  
CAMBRIDGESHIRE &  
PETERBOROUGH MAYOR

# Local Growth Deal - Monitoring & Evaluation Plan

**Author:**

**Version:**

**Date:**

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## **Glossary**

<b>CPCA</b>	Cambridgeshire & Peterborough Combined Authority
<b>LGD</b>	Local Growth Deal
<b>LEP</b>	Local Enterprise Partnership
<b>CA</b>	Combined Authority – meaning Cambridgeshire & Peterborough

# 1 Introduction

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## 1.1 Purpose of this plan

- 1.1.1 The Monitoring & Evaluation Plan has been developed for the Local Growth Deal (LGD) to ensure robust and effective practices are in place for the measurement of output and outcomes of projects funded and the value for money they offer. We have included the leverage elements that have been achieved as a result of LGD funds being made available in the Local Enterprise Partnership (LEP) area.
- 1.1.2 The plan has been thematically organised, splits the evaluation between pre CPCA award and post CPCA awarded contracts. The plan outlines dissemination and publication routes for case studies and lessons learned.
- 1.1.3 Selected projects will be required to complete an evaluation. The basis of the evaluation will be to build upon input, output and outcome monitoring data and consider if all the strategic objectives of the project including wider economic benefit had been achieved in accordance with the original business case and assumptions used in the appraisal process. In the design of evaluation plans at project or programme level there should be reference to the HMT Magenta book and other methodologies.
- 1.1.4 It is recognised that the specific outcomes that will be monitored and measured will differ depending on the type of intervention, with specific focus placed on those outcomes most relevant to the project objectives. Some projects will report on core LGF outputs of jobs, homes and learners; others will have a wider range of outputs and outcomes agreed at the approval stage or through a contract variation

## 1.2 Organisation background

- 1.2.1 The Combined Authority (CA) was established in March 2017 by the Cambridgeshire and Peterborough Combined Authority Order 2017. It has seven constituent councils which are the local authorities across its area. Each constituent council is represented on the Combined Authority Board by its Leader. The Combined Authority will be a lean and effective authority. Where possible, we will look to use existing resources whilst ensuring there is a relatively small investment available. This will allow us to create an effective team that will be essential in delivering our vision for Cambridgeshire and Peterborough.
- 1.2.2 In November 2016, all the constituent councils agreed to pursue the devolution deal made with Central Government. From December 2016, the Shadow Combined Authority held monthly public meetings to progress the creation and formation of the authority. Following the signing of the 2017 Order by Communities Secretary, Sajid Javid, the first official meeting of the Cambridgeshire and Peterborough Combined Authority took place on 20th March 2017.
- 1.2.3 A Mayor gives the Combined Authority a focal point and will be the contact for Central Government, working hard to ensure the organisation works closely with them to deliver the best results for local people.
- 1.2.4 The Business Board was constituted in September 2018. It is proud to be the Local Enterprise Partnership (LEP) for our region whose accountable body is the Cambridgeshire and Peterborough Combined Authority.

- 1.2.5 We have the best performing economy in the country outside London, contributing over £5bn a year to UK PLC, and have two of the top five fastest growing cities in the UK. It is home to the second greatest University in the world, and there are more patents registered here each year than in all the other combined authority areas put together. More than 25 of the world's largest corporations are based in Cambridge and there are over 4,500 knowledge intensive companies located within our area.
- 1.2.6 The Business Board gives commerce a strong voice in strategy development and decision making relating to the Combined Authority. There is a visionary and strong leadership of our Combined Authority, through the combination of an elected Mayor and a Combined Authority Board made up of the Leaders from all the constituent Councils. The Business Board is committed to advising the Combined Authority with its 2030 Ambition to become a leading place in the world to live, learn and work. It ensures that a clear business perspective is brought forward as the Combined Authority seeks to be at the frontier of accelerating delivery and securing new investment models, with and across Government, the private sector and the local area.
- 1.2.7 The Greater Cambridgeshire Greater Peterborough LEP was awarded £146.7m which has been paid in three phases, the final phase for applications took place in July 2019 and it is expected that by March 2020 all funds will be allocated to projects.

### 1.3 Projects – Projects approved and contracted before CPCA managing of LGD

Project	Theme	Start Date	End Date	Partners	LGD funding	Leverage
Ely Bypass	Transport	01/01/2016	01/06/2018	Cambridgeshire County Council	£22,000,000	£14,000,000
Bourges Boulevard Phase 1 & 2	Transport	04/01/2014	31/03/2019	Peterborough City Council	£11,300,000	£0
A47/A15 Junction 20 Improvement Project	Transport	01/03/2016	31/03/2017	Peterborough City Council	£6,300,000	£0
The Welding Institute Expansion Project	Business Growth	01/09/2015	31/08/2018	The Welding Institute (TWI)	£2,100,000	£400,000
Cambridgeshire Biomedical Campus Development Project	Business Growth	01/12/2015	31/10/2016	University of Cambridge	£1,000,000	£3,064,000
Lancaster Way Phase 1 & 2	Business Growth	01/12/2016	31/03/2020	Grovemere Property Ltd	£4,680,000	£3,680,000
Food Manufacturing Centre Project	Skills	07/01/2015	31/07/2016	Peterborough Regional College	£586,000	£618,160
iMET Project - Skills	Skills	01/05/2015	31/03/2018	Cambridge Regional College	£10,500,000	£0

## Projects – CPCA Current Projects in delivery

Project	Theme	Start Date	End Date	Partners	LGD funding	Leverage
Kings Dyke Crossing	Transport	01/07/2016	31/03/2020	Network Rail & CCC	£8,000,000	£21,981,000
M11 Junction 8	Transport	02/04/2019	31/03/2021	Essex County Council	£1,000,000	£8,065,000
Wisbech Access Strategy	Business Growth	01/05/2015	31/03/2021	Cambridgeshire County Council	£11,500,000	£227,434
Haverhill Research Park	Business Growth	01/07/2019	31/03/2021	Jaynic & West Suffolk DC	£2,600,000	£3,700,000
Medtech Accelerator Project	Business Growth	30/12/2016	31/03/2021	New Anglia LEP	£500,000	£700,000
Terraview	Business Growth	01/12/2018	30/04/2019	Terraview	£120,000	£554,070
Lancaster way Phase 2 Grant	Business Growth	30/12/2017	31.03/2021	Grovemere Property Ltd	£1,445,000	£3,680,000

## Projects – CPCA Awarded

Project	Theme	Partners	LGD funding	Leverage
Illumina Accelerator	Business Growth	Illumina	£3,000,000	
Living Cell Incubator Space	Business Growth	Ararcaris Capital Ltd	£1,350,000	£1,350,000
SciTech Container Village	Business Growth	U+I plc	£697,250	£4,702,705
Project	Theme	Partners	LGD funding	Leverage
Ascendal New Technology Accelerator	Business Growth	Ascendal Group Ltd and Whippet Coaches Ltd	£965,000	£965,000
Hauxton House Incubator	Business Growth	O2H Ltd	£438,000	£500,000
NIAB – Hasse Fen Extension	Business Growth	National Institute of Agronomy and Botany	£595,000	£595,000
NIAB – Start Up	Business Growth	National Institute of Agronomy and Botany	£2,300,000	£2,300,000
TWI Ecosystem	Business Growth	The Welding Institute (TWI)	£1,230,000	£1,500,000
The Growth Service	Business Growth	CPCA Growth Management Company Ltd	£5,407,000	£14,075,114

## 2 Timetable

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Number	Task	Start Date	End Date	Owner
1	Agree method for selection of projects for evaluation: <ul style="list-style-type: none"> <li>• Impact</li> <li>• Cost</li> </ul>			
2	Develop specification for Evaluation Tender			
3	Advertise tender			
4	Award tender			
5	Post contract meeting to develop priority projects for evaluation			
6	Evaluation undertaken: <ul style="list-style-type: none"> <li>• Phase 1 – pre CPCA projects – April 2020 – Sept 2020</li> <li>• Phase 2 – CPCA Awarded Projects (date to be confirmed)</li> </ul>			
7	First draft report submitted			
8	Final report submitted			
9	Sign off report by Business Board			
10	Publish report – website			

### 3 Indicators

<b>Indicator</b>	Jobs created / safeguarded
<b>Definition</b>	The total number of newly created and safeguarded permanent full-time equivalent jobs as a direct result of the intervention at predetermined employment sites. Employment sites include occupied newly developed commercial premises, the premises of supported enterprises, and any FE space directly improved or constructed by the intervention. Created and safeguarded jobs exclude those created solely to deliver the intervention (e.g. construction). A job is deemed as permanent if it lasts at least a year.
<b>Data Collection</b>	<p>Direct Monitoring:</p> <p>Monitoring form signed by the applicant, confirming the job numbers created.</p> <p>Payroll information on the new jobs provided by the applicant.</p> <p>An anonymised list of the employees created or safeguarded and their hours of work, signed by the applicant.</p> <p>Information about salary level may be provided</p> <p>Indirect Monitoring:</p> <p>Based on common standards of employment rates per square metre of space/typical job densities.</p> <p>Information from an employer about numbers employed</p> <p>High level business survey</p> <p>Information in evaluation report</p>

<b>Indicator</b>	Business: Area of new or improved commercial floorspace (m2)
<b>Definition</b>	<p>The amount of "new build" commercial floorspace constructed. Figures to be provided following completion.</p> <p>The amount of commercial floorspace refurbished to improve building condition and/or fitness for purpose.</p>
<b>Data Collection</b>	<p>Monitoring form signed by the applicant, confirming the metrics.</p> <p>Independent report setting out floor space achieved.</p> <p>Photographic evidence of new floor space.</p> <p>From scale plans and visual inspection on completion and tender documents.</p>

<b>Indicator</b>	Housing Units Completed
<b>Definition</b>	<p>At the impact site, the number of completed housing units.</p> <p>Complete refers to physical completion of the individual unit, or, in the case of flats, on physical completion of the block.</p> <p>Housing unit refers to one discrete housing unit (e.g. house, flat, live/work), regardless of size.</p>
<b>Data Collection</b>	<p>Monitoring form signed by the applicant, confirming the numbers.</p> <p>This may be on council tax registration or builder's practical completion or sale</p>



	<p>Local authority report confirming number of houses built linked to S106 contributions (where possible, identify the relevant impact site).</p> <p>Information about addresses and the actual houses that are being reported as attributable.</p> <p>Confirmation from Homes England</p> <p>Photographic evidence of new units.</p>
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<b>Indicator</b>	Apprenticeships
<b>Definition</b>	Number of apprenticeship positions created as a direct result of the intervention.
<b>Data Collection</b>	<p>As reported by a College or employer as an apprenticeship or higher apprenticeship.</p> <p>Independent report setting out apprenticeships undertaken.</p> <p>Reported through quarterly/annual reviews. With clarity on additionality vs previous trend prior to intervention</p> <p>Data from reports produced by College for other public reports/ Governing body; Signed off by the employer</p>

<b>Indicator</b>	Skills: Area of new or improved learning/training floorspace (m2)
<b>Definition</b>	<p>The amount of "new build" training/learning floorspace constructed. Figures to be provided following completion.</p> <p>The amount of training/learning floorspace refurbished to improve building condition and/or fitness for purpose. For FE Colleges, this should be by estate grading. Figures to be provided following completion.</p>
<b>Data Collection</b>	<p>Monitoring form signed by the applicant, confirming the metrics.</p> <p>Independent report setting out floor space achieved.</p> <p>Photographic evidence of new floor space.</p> <p>From scale plans and visual inspection on completion and tender documents.</p> <p>Reported via post practical completion based on RICS reported figures</p>

<b>Indicator</b>	Number of New Learners Assisted (in courses leading to a full qualification)
<b>Definition</b>	The number of new learners assisted as a direct result of the intervention, in courses leading to a full qualification.
<b>Data Collection</b>	<p>Monitoring form signed by the applicant, confirming the metrics.</p> <p>full time learners only, by learner 'level' as defined in the SFA guidelines i.e. level 1/2/3/4.</p> <p>Per year registrations or actual students in the building.</p> <p>Individualised Learner records</p> <p>Submission of skills monitoring annual data capture form due in April each year. This breaks down the Level of NVQ and subject and provides data on starts and completions.</p>

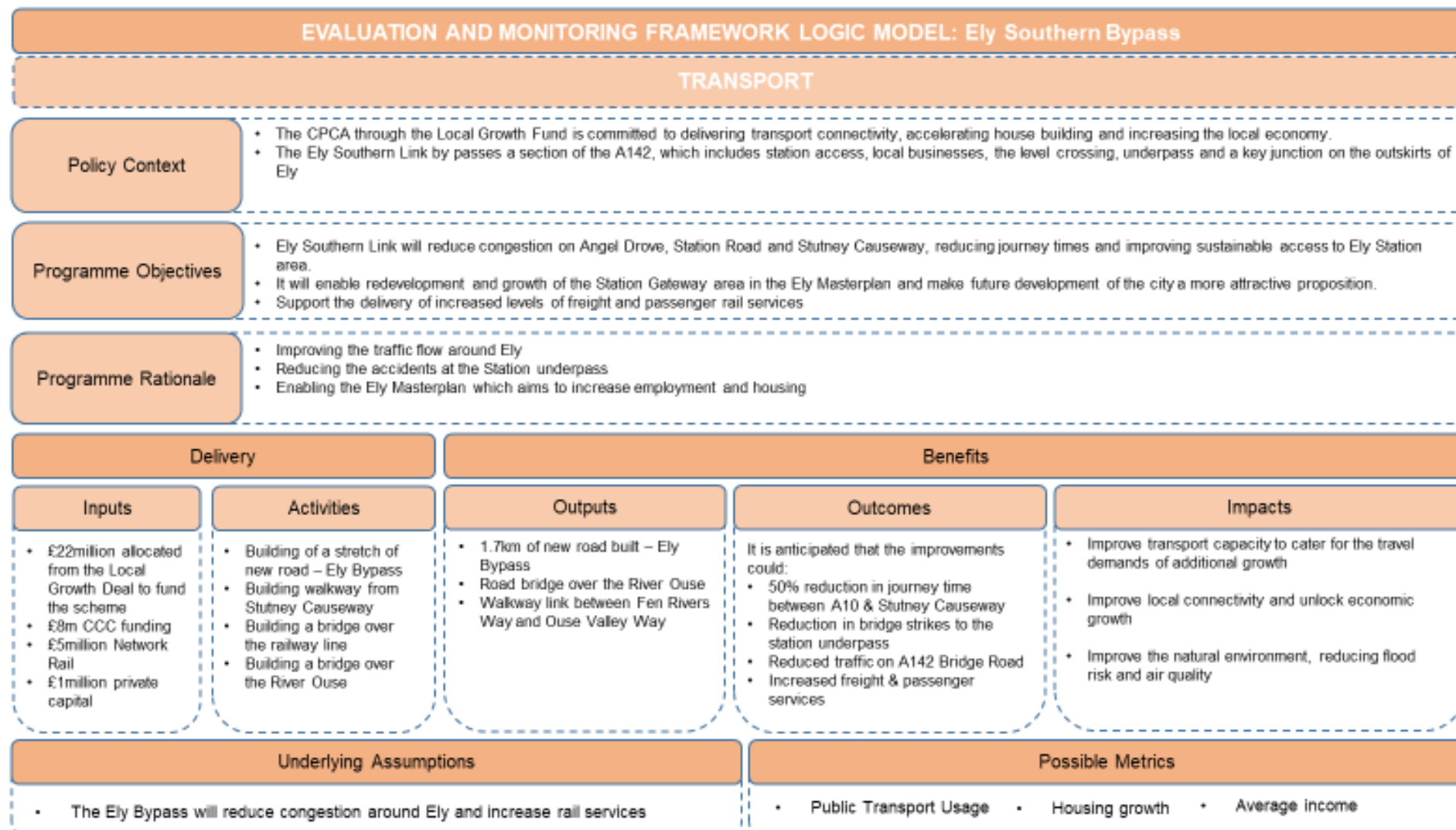
	Reported as part of the annual review process, in October each year post enrolment period and recorded on the template
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<b>Indicator</b>	Length of Road Resurfaced
<b>Definition</b>	Length of road for which maintenance works have been completed this quarter (km).
<b>Data Collection</b>	Monitoring form signed by the applicant, confirming the metric. Photographic evidence of road. From scale plans and visual inspection on completion Reported via highways colleagues based on the agreed business case approved for the scheme.

<b>Indicator</b>	Length of Newly Built Road
<b>Definition</b>	Length of road for which works have been completed and now open for public use (this quarter) (km).
<b>Data Collection</b>	Monitoring form signed by the applicant, confirming the metrics. Photographic evidence of road. From scale plans and visual inspection on completion and tender documents Reported via highways colleagues based on the agreed business case approved for the scheme.

<b>Indicator</b>	New Cycle Ways
<b>Definition</b>	Length of road for which maintenance works have been completed this quarter (km).
<b>Data Collection</b>	Monitoring form signed by the applicant, confirming the metric. Photographic evidence of road. From scale plans and visual inspection on completion Reported via highways colleagues based on the agreed business case approved for the scheme.

## 4 First Phase Projects



## EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: Bourges Boulevard Phase 1 & 2

### TRANSPORT

#### Policy Context

- The CPCA through the Local Growth Fund is committed to delivering transport connectivity, accelerating house building and increasing the local economy.
- Bourges Boulevard bisects Peterborough City Centre, serving the railway station and strategic brownfield sites from the commercial core and is a key enabler for development of the City centre and associated commercial areas.

#### Programme Objectives

- Improving access to the railway station
- Improving pedestrian and cycle access to the city centre
- Redevelopment of Fletton Quays – offering housing, offices and leisure facilities

#### Programme Rationale

- Improving the City Centre access in and around the Railway Station reducing congestion
- Enabling the development of key brownfield commercial sites identified for expansion

#### Delivery

#### Benefits

##### Inputs

- £2.1million allocated from the Local Growth Deal – Phase 1
- £9.2million allocated from Local growth Deal – Phase 2

##### Activities

- Improvements to the station junction by Skanska on behalf of PCC
- Improvement to the safety features of the junction
- Improved pedestrian and cycle access to the City Centre

##### Outputs

- Full signalisation of all approach arms
- Increased approach lanes
- Increased circulatory lanes
- New surfacing & lining where required
- Improved lighting where required

##### Outcomes

- It is anticipated that the improvements could:
- Reduce congestion around the Railway Station
  - Redevelopment of Fletton Quays:
    - 280 homes
    - 166,000 sq ft office space
    - 160 bed hotel
    - Restaurant, leisure & retail space
    - Cycle & pedestrian links

##### Impacts

- Improve transport capacity to cater for the travel demands of additional growth
- Improve local connectivity and unlock economic growth
- Redevelopment of Fletton Quays

#### Underlying Assumptions

- Improvements will reduce congestion and unlock growth

#### Possible Metrics

- Economic growth
- Housing growth
- Average income

## EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: A47/A15 Junction 20

### TRANSPORT

#### Policy Context

- The CPCA through the Local Growth Fund is committed to delivering transport connectivity, accelerating house building and increasing the local economy.
- Bourges Boulevard bisects Peterborough City Centre, serving the railway station and strategic brownfield sites from the commercial core and is a key enabler for development of the City centre and associated commercial areas.

#### Programme Objectives

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- Improving pedestrian and cycle access to the city centre
- Redevelopment of Fletton Quays – offering housing, offices and leisure facilities

#### Programme Rationale

- Improving the City Centre access in and around the Railway Station reducing congestion
- Enabling the development of key brownfield commercial sites identified for expansion

#### Delivery

#### Benefits

##### Inputs

- £2.1million allocated from the Local Growth Deal – Phase 1
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##### Activities

- Improvements to the station junction by Skanska on behalf of PCC
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- Improved pedestrian and cycle access to the City Centre

##### Outputs

- Full signalisation of all approach arms
- Increased approach lanes
- Increased circulatory lanes
- New surfacing & lining where required
- Improved lighting where required

##### Outcomes

- It is anticipated that the improvements could:
- Reduce congestion around the Railway Station
  - Redevelopment of Fletton Quays:
    - 280 homes
    - 166,000 sq ft office space
    - 160 bed hotel
    - Restaurant, leisure & retail space
    - Cycle & pedestrian links

##### Impacts

- Improve transport capacity to cater for the travel demands of additional growth
- Improve local connectivity and unlock economic growth
- Redevelopment of Fletton Quays

#### Underlying Assumptions

- Improvements will reduce congestion and unlock growth

#### Possible Metrics

- Economic growth
- Housing growth
- Average income

## EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: Lancaster Way Phase 1 & 2 - loan

### BUSINESS GROWTH

#### Policy Context

- The CPCA through the Local Growth Fund is committed to delivering economic development across the region; development of Enterprise Zones has supported this
- The development of business space, delivering increased GVA opportunities

#### Programme Objectives

- Development of starter space for companies within the Cambridgeshire area - Ely
- Improving the facilities available at the business park for current and future employees
- Extension of the current business park to meet identified commercial needs

#### Programme Rationale

- Improving the employment opportunities in and around Ely
- Enabling the development and expansion of commercial operators in the region

#### Delivery

#### Benefits

##### Inputs

- £1million allocated from the Local Growth Deal – Phase 1
- £3.68million allocated from Local growth Deal – Phase 2

##### Activities

- Building of commercial start up units
- Spur road improvements
- Utility installation to the estate and individual units

##### Outputs

- Erection of 10 units
- Building of spur road to enable access to the site
- Installation of electric connections
- Sub station building
- Water and communication works
- Street lighting fit out

##### Outcomes

- It is anticipated that the improvements will be:
- Development of Lancaster Way Business park:
    - 31,000 sq ft office space
    - 690 new employment opportunities

##### Impacts

- Improve employment opportunities around Ely
- Improve commercial expansion and development

#### Underlying Assumptions

- Improvements will improve employment opportunities and business growth

#### Possible Metrics

- Economic growth
- Housing growth
- Average income

## EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: TWI Expansion

### BUSINESS GROWTH

#### Policy Context

- The CPCA through the Local Growth Fund is committed to delivering economic development across the region; and the expansion of innovative businesses
- The delivery of new technology and specialist testing, fabrication and validation space is key to this

#### Programme Objectives

- Refurbishment and modification of existing building space
- Creation of a testing facility for advanced technology
- Further development of business space in Cambridgeshire

#### Programme Rationale

- Improving the opportunities for development of research programmes
- Enabling the development and expansion of innovation across the region

#### Delivery

#### Benefits

##### Inputs

- £2.1m grant funding

##### Activities

- Refurbishment of existing structures
- Installation of testing machinery
- Fabrication equipment

##### Outputs

- Modification/build of business space
- Purchase and installation of specialist fabrication & testing equipment

##### Outcomes

- It is anticipated that the improvements will be:
- Creation of 20 high value employment opportunities by 31 March 2017
  - Further 10 high value employment opportunities by 31 March 2018
  - Refurbishment of the TWI business space:
    - 858m<sup>2</sup> modification/re-build
    - 2,480m<sup>2</sup> refurbished space
    - Installation of specialist equipment

##### Impacts

- Improve employment opportunities and the GVA of the opportunities in Cambridge
- Improve the research and development opportunities in Cambridge and the wider region
- Improve the wider inward investment into Cambridge through the offer of live testing

#### Underlying Assumptions

- Improvements will improve employment opportunities and business growth

#### Possible Metrics

- Economic growth
- Average income



## EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: Cambridge Biomedical Innovation Centre

### BUSINESS GROWTH

#### Policy Context

- The CPCA through the Local Growth Fund is committed to delivering economic development across the region; development of innovation space for start-up or early stage businesses
- Enhanced global competitiveness of companies and enhanced knowledge base within the UK regulatory bodies
- Future growth in the in activities such as cell-based manufacturing and prototype manufacturing

#### Programme Objectives

- Development of starter space for life sciences within the Cambridgeshire area
- Expansion of the current space available at Addenbrookes Hospital

#### Programme Rationale

- Improving the employment opportunities in the region
- Improving the inward investment and economic growth of life science

#### Delivery

#### Benefits

##### Inputs

- £1million grant allocated from the Local Growth Deal

##### Activities

- Refurbishment and modification of LMB/Bay 13 building at Addenbrookes Hospital

##### Outputs

- Conversion of part of an empty building into a multi-occupier innovation centre

##### Outcomes

- It is anticipated that the improvements will be:
- Development of Bay 13 at Addenbrookes Hospital:
    - 29,923 sq ft office & plant room space
    - 6 designated spaces
    - 243 new employment opportunities

##### Impacts

- Helping start-ups create successful businesses and economic value
- Interdisciplinary collaboration
- Raising awareness of R&D
- Providing training, skill sharing, mentoring and networking

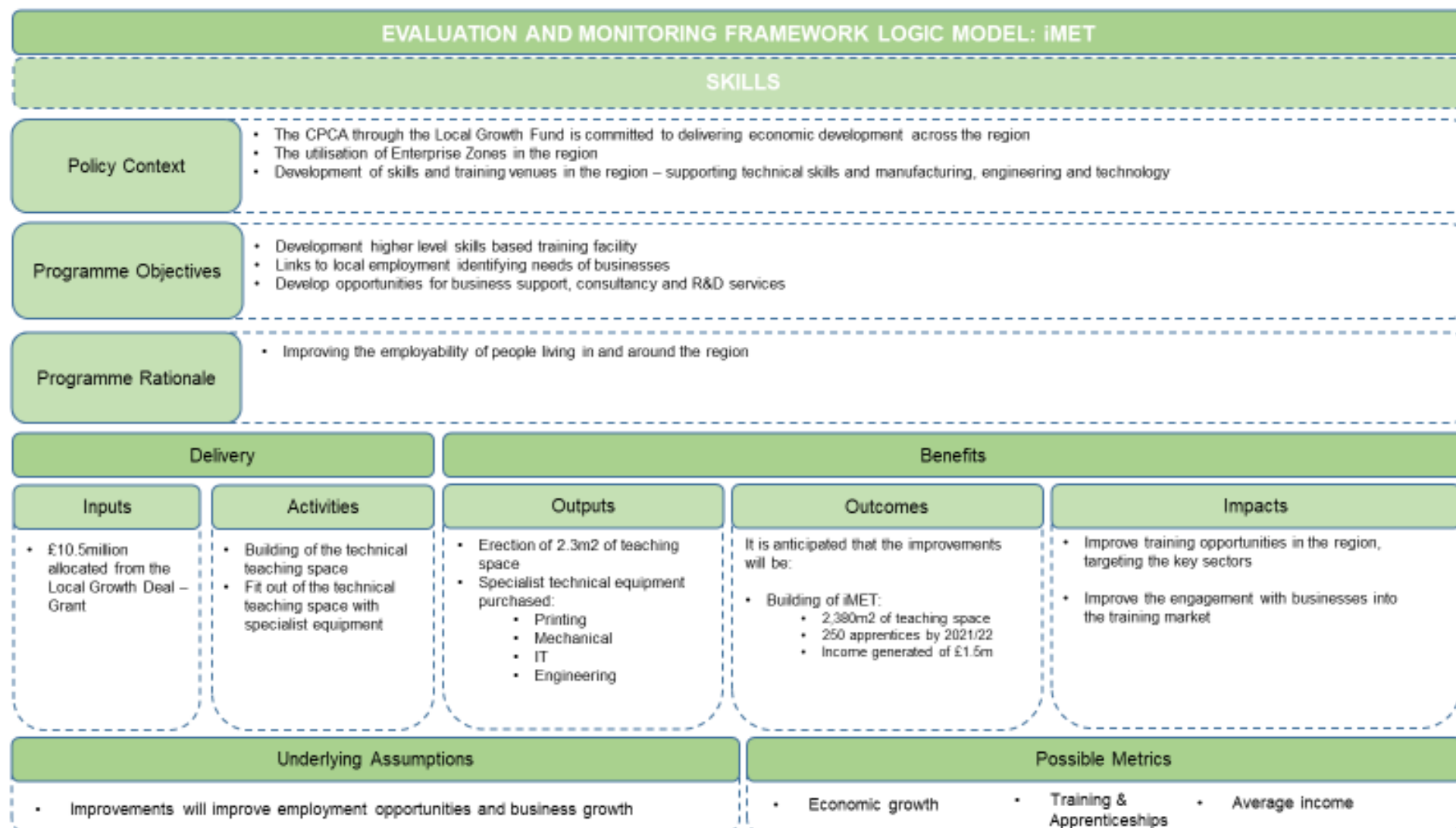
#### Underlying Assumptions

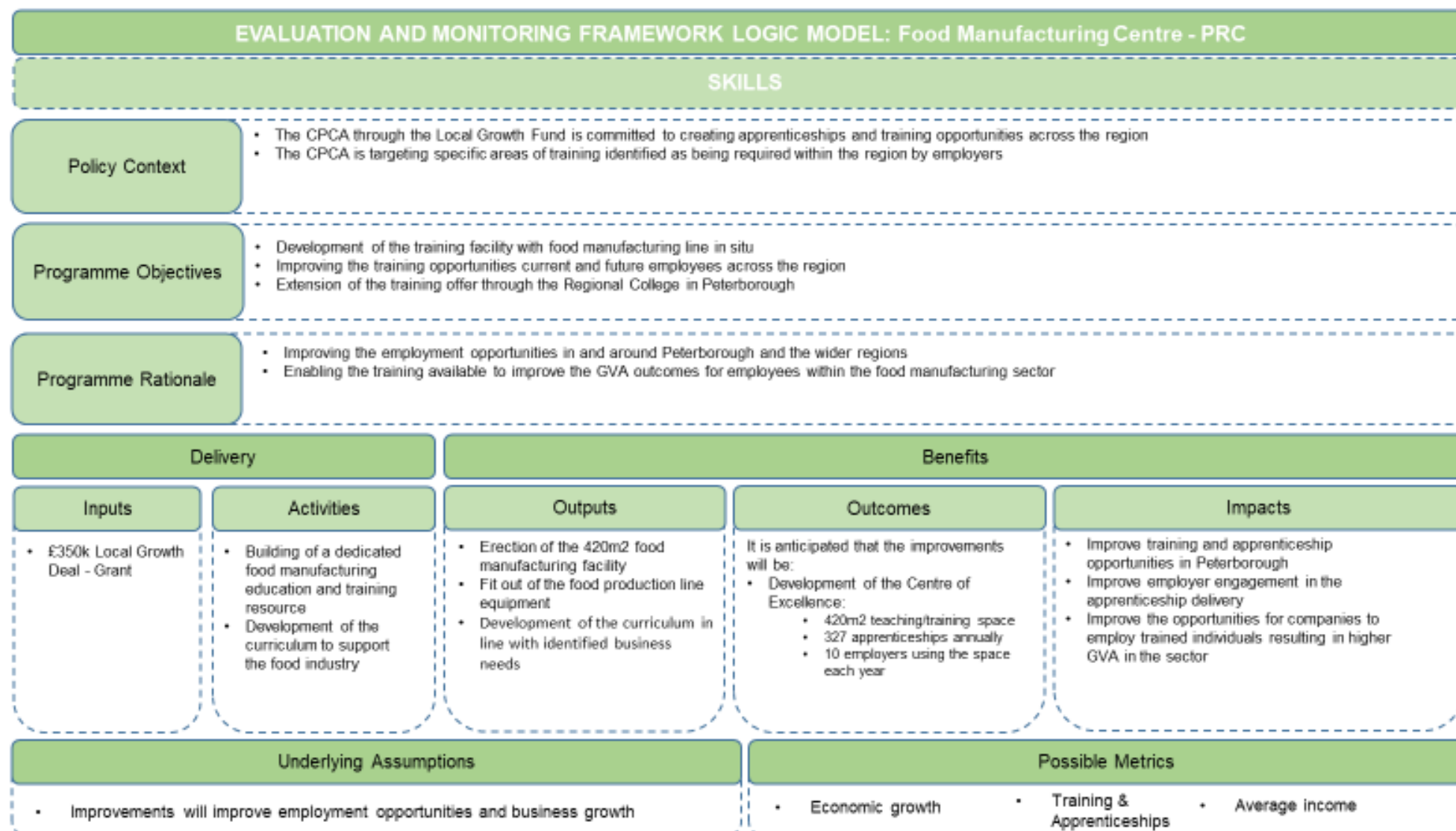
- Improvements will improve employment opportunities and business growth

#### Possible Metrics

- Economic growth
- Average income







## 5 Roles & Responsibilities

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Role	Responsibilities
<b>Project Manager/Lead</b>	Providing impact/outcomes data
<b>Project analyst</b>	Determining source/evidence and verifying data
<b>LGD Project Officer</b>	Validating data

### 5.1 Storage

### 5.2 Analysis

### 5.3 Privacy

# Appendices

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Appendix 1	CPCA Highlight Report
Appendix 2	LGD Project Closure Report
Appendix 3	LGD Annual Monitoring Form



<b>BUSINESS BOARD</b>	<b>AGENDA ITEM NO: 2.3</b>
<b>27 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **LOCAL GROWTH FUND MONITORING AND EVALUATION PLAN**

### **1.0 PURPOSE**

- 1.1. The purpose of the report is to present the draft Monitoring & Evaluation Plan for Local Growth Funding to the Business Board and to seek agreement to it being recommended to the Combined Authority Board for incorporation into the Combined Authority's Monitoring and Evaluation Framework. The Constitution reserves decisions relating to the adoption or amendment of the Framework to the Combined Authority Board.
- 1.2. The Combined Authority Monitoring and Evaluation Framework was presented to Business Board at its meeting on 29<sup>th</sup> September 2019 after being approved by the Combined Authority Board and the Business Board agreed to extend the Framework to include all Business Board activities. The Local Growth Fund Monitoring and Evaluation Plan being presented in this report would form an Appendix to the Combined Authority's Monitoring and Evaluation Framework.
- 1.3. It is a requirement of the Combined Authority's central government funding that a Monitoring & Evaluation Framework is in place. The purpose of the Framework is to support effective decision making and to measure the impact of investment decisions, providing a stronger evidence base on value for money.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Austen Adams, Interim Chair of the Business Board</b>
<b>Lead Officer:</b>	<b>John T Hill, Director Business &amp; Skills</b>
<b>Forward Plan Ref: N/A</b>	<b>Key Decision: No</b>
<p>The Business Board is invited to:</p> <p>(a) Recommend to the Combined Authority Board the incorporation of the proposed Local Growth Fund Monitoring &amp; Evaluation Plan into the Monitoring and Evaluation Framework and to grant the Monitoring Officer delegated authority to make any consequential amendments required to the Monitoring and Evaluation Framework.</p>	

(b) Note the resource implications for effective Monitoring & Evaluation to be delivered	
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## 2.0 BACKGROUND

- 2.1. The current Monitoring and Evaluation Framework was adopted by the Combined Authority Board at its meeting on 27<sup>th</sup> March 2019. This was approved at the Cambridgeshire & Peterborough Combined Authority Board meeting in March 2019. At its meeting on 29<sup>th</sup> September 2019 the Business Board agreed to extend the Monitoring and Evaluation Framework to cover all the Business Board's activities.
- 2.2. The business board (and LEPs in general) are responsible for a significant amount of public funding to drive inclusive growth, increase prosperity and improve productivity<sup>1</sup>. Current guidance is clear that that Business Board must make clear reference to a document which sets out its approach to Monitoring and Evaluation with the ideal being a joint approach together with the Combined Authority (where applicable).
- 2.3. Monitoring and evaluation (M&E) is a critical component of an effective performance management regime. Monitoring supports the effective tracking of a scheme or series of policy interventions ensuring that intended outputs are being achieved. Evaluation quantifies and assesses outcomes, including how schemes were delivered and whether the investment generated had the intended impact and ultimately delivered value for money.
- 2.4. The over-arching strategy ensures local ownership for the commitment to M&E and also provides a robust guide as to how the Combined Authority and Business Board aims to carry out its own M&E. It will continue to be shaped by ongoing dialogue with the Department for Business, Energy & Industrial Strategy (BEIS) and other relevant government departments as well as sources of best practice for evaluating schemes to encourage local economic growth.
- 2.5. The draft Monitoring and Evaluation plan for the Local Growth Fund detailed in this paper and at Appendix 1 will form an annex/appendix to the approved M&E strategy.

### **Local Growth Fund Monitoring and Evaluation Plan Delivery**

- 2.6. The Monitoring & Evaluation Plan has been developed for the Local Growth Deal (LGD) to ensure robust and effective practices are in place for the measurement of output and outcomes of projects funded and the value for money they offer.

<sup>1</sup>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/768356/National\\_Local\\_Growth\\_Assurance\\_Framework.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/768356/National_Local_Growth_Assurance_Framework.pdf) (page 49)

We have included the leverage elements that have been achieved as a result of LGD funds being made available in the Local Enterprise Partnership (LEP) area.

- 2.7. The plan has been thematically organised, splits the evaluation phases of work between Greater Cambridge Greater Peterborough Local Enterprise Partnership awarded contracts as the first tranche to be evaluated and the Combined Authority awarded contracts to follow in second tranche to be evaluated. The plan outlines dissemination and publication routes for case studies and lessons learned.
- 2.8. All projects will be required to complete an evaluation. The basis of the evaluation will be to build upon input, output and outcome monitoring data and consider if all the strategic objectives of the project including wider economic benefit had been achieved in accordance with the original business case and assumptions used in the appraisal process. In the design of evaluation plans at project or programme level there should be reference to the HMT Magenta book and other methodologies.
- 2.9. It is recognised that the specific outcomes that will be monitored and measured will differ depending on the type of intervention, with specific focus placed on those outcomes most relevant to the project objectives. Some projects will report on core LGF outputs of jobs, homes and learners; others will have a wider range of outputs and outcomes agreed at the approval stage or through a contract variation
- 2.10. The delivery of the plan is in two phases – Phase One: first tranche of projects to be evaluated will be the historical projects for which delivery has been completed and project has or is ready to provide a project closure report. Phase Two: current projects in live delivery and those being approved/contracted between now and the end of the LGF programme – once completed and ready to provide a project closure report.

### **3.0 FINANCIAL IMPLICATIONS**

- 3.1. The cost of Monitoring and Evaluation activity will need to be met from within the Local Growth Fund management costs plus the planned expenditure of each project however, as live Local Growth Funded projects are required to report on their outcomes quarterly already, it is not expected that this will result in a further impact on project budgets. There is a management cost to evaluate the older completed historic projects which again will be included in the management costs of the Local Growth Fund.
- 3.2. Being able to show the efficacy and impact of the Business Board's investments will enable a positive case to be made to Government in discussions regarding the allocation and responsibility for future funding streams.

## 4.0 LEGAL IMPLICATIONS

- 4.1. The Local Growth Fund Monitoring and Evaluation Plan would be incorporated into the Monitoring and Evaluation Framework as an appendix. The Constitution reserves decisions relating to the adoption and amendment of the Framework to the Combined Authority Board.
- 4.2. The Monitoring and Evaluation Framework forms part of the wider assurance framework for the Combined Authority.

## 5.0 SIGNIFICANT IMPLICATIONS

- 5.1. None not mentioned above.

## 6.0 APPENDICES

- 6.1. Appendix 1 – Local Growth Fund Monitoring & Evaluation plan

<u>Source Documents</u>	<u>Location</u>
Combined Authority Monitoring and Evaluation Framework	<a href="https://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/ME-Framework-Mar-2019.pdf">https://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/ME-Framework-Mar-2019.pdf</a>
Combined Authority Business Plan 2019/20	<a href="http://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/CPCA-Business-Plan-2019-20-dps.pdf">http://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/CPCA-Business-Plan-2019-20-dps.pdf</a>
LEP Network Advice to LEPs on Evaluation [October 2019]	
LEP Network LGF Best Practice Guidance – Output Monitoring [April 2019]	





<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 6.4</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **EASTERN AGRI-TECH GROWTH INITIATIVE FUNDING REVIEW**

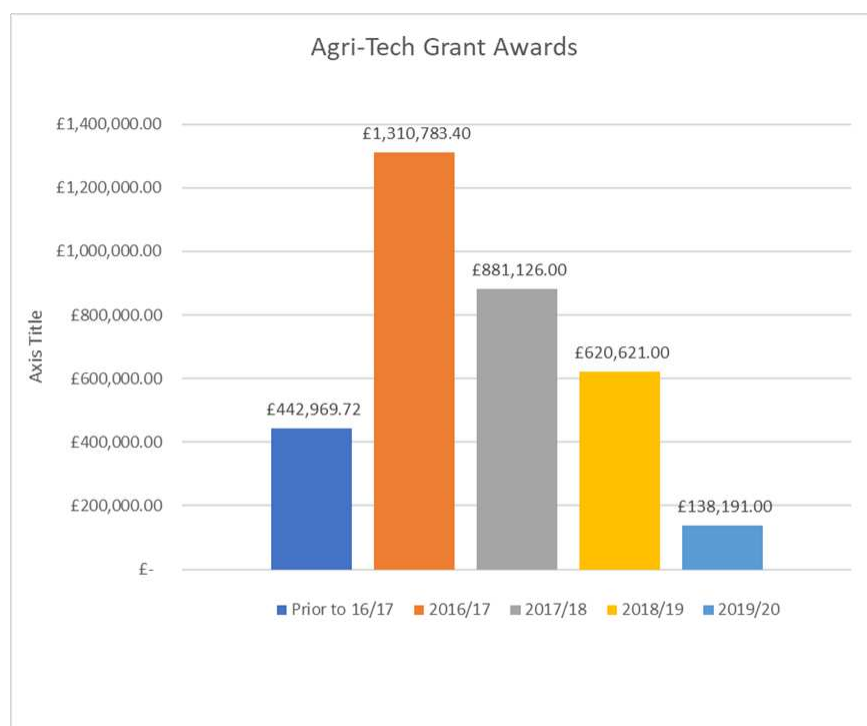
### **1.0 PURPOSE**

- 1.1. At its meeting on 25 November 2019 the Business Board agreed a reduction in the amount of Local Growth Funding for the Eastern Agri-Tech Growth Initiative for the remaining period of the spending period up to 31 March 2021.
- 1.2. The programme has been reviewed on spend performance over last 5 years and it is on this evidence basis that Officers requested the Business Board to recommend a reduction in the allocated funds.
- 1.3. The purpose of this paper is to provide the programme position and the rationale for the decision to recommend reducing the total pot of funding in this programme.
- 1.4. The Combined Authority Board is asked to approve reduction in funding of £3.5million currently allocated from Local Growth Fund to the Eastern Agri-Tech Growth Initiative.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>James Palmer, Mayor</b>
<b>Lead Officer:</b>	<b>John T Hill, Director for Business &amp; Skills</b>
<b>Forward Plan Ref: 2020/016</b>	<b>Key Decision: Yes</b>
The Combined Authority Board is recommended to:  (a) Approve a reduction in the Local Growth Fund allocated to the Eastern Agri-Tech Growth Initiative scheme of £3.5m	<b>Voting arrangements</b>  Simple majority of all Members

## 2.0 BACKGROUND

- 2.1 The Eastern Agri-Tech Growth Initiative supports small and medium enterprises (SME) in the Agri-Tech sector with growth projects or Research & Development projects. From the commencement of the Initiative in late 2013 to August 2019, a total of 99 SMEs have been supported and the Innovation Hub created. The Combined Authority has awarded to date £4.17million through this programme. There are a total of 18 live projects across Business Board /New Anglia (NALEP) geography, which are on track to complete to their planned schedules.
- 2.2 NALEP has contributed another £1million to this last phase of the Initiative and the first tranche of £500,000 has been received by the Combined Authority, The second tranche of £500,000 is to be received imminently.
- 2.3 The programme has re-procured its project appraisal/due diligence support service across both the Combined Authority area and Norfolk and Suffolk.
- 2.4 The Board is also asked to note that whilst there is a pipeline of interested projects for this initiative the projected spend and delivery by the end of March 2021 is highly unlikely to utilise the full £5.17m of current funding still to be committed. The table below sets out a breakdown of the last 5 years funding take-up. At its meeting on 25 November 2019 the Business Board approved a reduction in the Local Growth Fund allocated to the Initiative of £3.5million which would leave a new balance of £1.67m in this Initiative to deploy before end March 2021. This would enable £3.5m to be allocated to other priorities as set out in section 8 in the November Business Board paper which is at Appendix 1 with this paper.



### **3.0 FINANCIAL IMPLICATIONS**

3.1. Reallocation of the £3.5million reduction in the Eastern Agri-Tech Growth Initiative will increase the funding available to support the Local Growth Fund projects application pipeline.

### **4.0 LEGAL IMPLICATIONS**

4.1. No direct legal implications.

### **5.0 OTHER SIGNIFICANT IMPLICATIONS**

5.1. None.

### **6.0 APPENDICES**

6.1. Appendix 1 – Business Board paper November 2019 – 3.2 Local Growth Fund Update

<b><u>Background Papers</u></b>	<b><u>Location</u></b>
Business Board minutes November 2019 meeting	<a href="#">25-11-19-Draft Business Board minutes</a>



<b>BUSINESS BOARD</b>	<b>AGENDA ITEM No: 3.2</b>
<b>DATE</b> <b>25 NOVEMBER 2019</b>	<b>PUBLIC REPORT</b>

## **LOCAL GROWTH FUND UPDATE**

### **1.0 PURPOSE**

1.1. The Greater Cambridge and Greater Peterborough Local Enterprise Partnership (GCGP LEP) negotiated three successive Growth Deals with Government between 2014 and 2017, securing £146.7m to deliver new homes, jobs and skills across the LEP area. This paper provides an update on the programme's performance since April 2015 for the Local Growth Fund (LGF).

1.2. To provide the Board with operational updates on the LGF progress to 31 October 2019 based on the following items:

- (a) Financial update on programme spend
- (b) Pipeline of projects currently in delivery
- (c) Update on the applications from Investment projects since call
- (d) Update on the Small Business Capital Grant scheme
- (e) Eastern Agri-Tech Growth Initiative update

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Austen Adams, Interim Chair Business Board</b>
<b>Lead Officer:</b>	<b>John T Hill, Director Business &amp; Skills</b>
<b>Forward Plan Ref: Standing item on FP</b>	<b>Key Decision: No</b>
<p>The Business Board is recommended to:</p> <ul style="list-style-type: none"> <li>(a) Recommend all the programme updates outlined in this paper to the Combined Authority Board.</li> <li>(b) Recommend to Combined Authority Board the delegation of authority to the Director of Business and Skills, in consultation with</li> </ul>	

the Chair of Business Board, to approve grants to SMEs under the Small Business Capital Grant Programme.

- (c) Recommend to Combined Authority Board approval of the allocation of £100,000 from the Small Business Capital Growth Grant Programme to a new Entrepreneurs' Accelerator Fund to be ring-fenced for Thomas Cook employees or affected supply chain companies' employees who have been made redundant and are exploring starting up a business.
- (d) Recommend to Combined Authority Board approval of delegated authority to the Director of Business and Skills, in consultation with the Chair of the Business Board, to adopt appropriate application evaluation criteria and award processes for the Entrepreneurs' Accelerator Fund.
- (e) Approve a reduction in the Local Growth Fund allocated to the Eastern Agri-Tech Growth Initiative scheme of £3.5m
- (f) Approve the allocation of an additional £9m to the Small Business Capital Growth Grant Programme from Local Growth Fund and recycled Growth Fund to create a total £12m budget for the Small Business Capital Growth Grant programme
- (g) Note that in the event recommendations (e) and (f) are approved, the revised total budget available to fund the £63.4million of applications in the Local Growth Fund pipeline would become £48.4million, allowing approximately 75% of the 22 proposals to be funded, rather than 65%.

## **1.0 BACKGROUND**

- 1.1 The Local Growth Funds must be spent by 31 March 2021 but programme outcomes can be delivered beyond 2021.
- 1.2 Local Growth Funds can provide Grants, Loans or other forms of funding such as Equity Capital Investment.
- 1.3 In addition to the Local Growth Funding there are recycled funding as a result of the Growing Places Loan Fund successfully run during the programme and has established a recyclable pot of grants and loans for projects delivering economic benefit across the region.

## **2.0 LOCAL GROWTH FUND PROGRAMME POSITION**

2.1. On 31st October 2019, the Combined Authority's Local Growth Fund programme had nine projects plus the new SME capital grant scheme in delivery, listed below:

- Kings Dyke level crossing
- Eastern Agri-Tech Growth Initiative
- Lancaster Way Phase 2
- Manea and Whittlesea Station
- Upgrade M11 Junction 8 with A120
- Terraview facility fit out
- Wisbech Access Strategy delivery
- Soham Station
- Haverhill Innovation Centre

therefore in 2019/20 current contracted forecast spend added to the completed projects total is £99.9 million (A428 Bus lane improvement project not included in this total but was previously included, this project is still undergoing its application process).

2.2. The Kings Dyke A605 road/rail crossing improvements project is still red-flagged as per last Board update. The project currently has £700,000 left to spend of the original £8m allocation. The Combined Authority's Transport and Growth fund teams have met with Cambridgeshire County Council who are the project lead and they have agreed to submit a change request and spend/timetable re-profile as per the terms of the original Grant Funding agreement for the Combined Authority to then agree before the last tranche of funding can be drawn down.

2.3. The Wisbech Access Strategy project has also become red-flagged for next Quarterly report as the project team at Cambridgeshire County Council have now confirmed they are unlikely to be able to deliver the whole package of £10.5million road/junction improvements spend before end of March 2021. The Combined Authority's Transport and Growth fund teams have met with Cambridgeshire County Council who are the project lead and they have agreed to submit a revised proposal prioritising which elements of the package can be delivered with spend before the end of March 2021. Combined Authority Officers will review once received.

2.4. A10/A142 Lancaster Way/BP roundabouts – work is progressing in the preparation of designs and S106 agreements and extensions of trigger points. Additional contribution will be sought from alternative sources in early 2020 for the additional Lancaster Way proposed works, to enhance the BP roundabout activity. All parties are still committed to the delivery of this proposed enhancement and the growth funds allocated will still be required and spent within the required timescales.

- 2.5. The total programme expenditure to the 31<sup>st</sup> October 2019 including completed projects is £80.5 million.
- 2.6. The remaining funding to be allocated to new proposals and SME capital grant scheme is comprised of £45.1million of Local Growth Funds, plus £8.8million of recycled Growth Funding, totalling £53.9million.

### 3.0 GROWTH DEAL MONITORING RETURN Q2 2019/20

- 3.1. The Business Board is required to submit formal monitoring returns to Government regarding Growth Deal performance and forecasts on a quarterly basis. The next return for Q2 2019/20 is currently being prepared by Officers for submission by the end of November 2019 and that return will come with the update to the January Business Board meeting.
- 3.2. Projects shown in amber and red are delayed in delivery but after consulting with project leads are planned to complete by the scheme end date subject to further confirmation as noted above at 2.2 and 2.3 to determine if and how they proceed to completion.

Project Name	Project RAG Ratings	
	Previous Quarter Q4_1819	This Quarter Q1_1920
Whittlesey Access Phase 1 King's Dyke Crossing	A	R
Ely Southern Bypass	G	G
Bourges Boulevard Phase 1	G	G
Bourges Boulevard Phase 2	G	G
A47/A15 Junction 20	G	G
Wisbech Access Strategy	A	A
TWI (The Welding Institute) Expansion	G	G
Technical and Vocational Centre, Alconbury Weald	G	G
Agri-Tech Growth Initiative	G	G
Cambridge Biomedical Innovation Centre	G	G
Haverhill Innovation Centre	G	G
Peterborough Regional College Food Mfg Centre	G	G
Small Grants Scheme	G	N/A
Highways Academy	G	G
CITB Construction Academy	G	G
EZ Plant Centre Alconbury	G	G
Signpost 2 Grant	G	G
Medtech Accelerator	G	G
Lancaster Way Phase 1 Loan	G	G
Lancaster Way Phase 2 Loan	G	G
Lancaster Way Phase 2 Grant	G	G
Manea and Whittlesea Stations	G	G
M11 J8	G	G
Terraviva Loan	N/A	G

### 4.0 LOCAL GROWTH FUND PIPELINE UPDATE

- 4.1 The Business Board is asked to note at **Appendix A** the current Officer assessment of the potential LGF pipeline based on the existing Expressions of Interest received and projects which have indicated they are going to submit an



EOI. The value of the received EOIs and live enquiries pipeline is £63.4million excluding the £3m allocation for the SME capital grant scheme.

## **5.0 LOCAL GROWTH FUND INVESTMENT PROSPECTUS PROJECT CALL**

- 5.1 The Investment Prospectus call for projects launched on 22 July 2019 and as of 31<sup>st</sup> October 2019 the number of Expressions of Interest received was 22 with a total grant/loan/equity application value of £63.4million or until the funding is all allocated to projects to spend before March 2021.
- 5.2 The number of projects at Full Application Form appraisal stage is 18 and 6 of those projects were presented at the Entrepreneurs Assessment Panels on 1<sup>st</sup> and 11<sup>th</sup> November.
- 5.3 The Board agreed at last meeting to the ranking of project proposals based on total scoring across all application stages which has been applied to the project proposals being considered for approval at this meeting in a separate report.

## **6.0 NEW SMALL BUSINESS CAPITAL GROWTH GRANTS PROGRAMME**

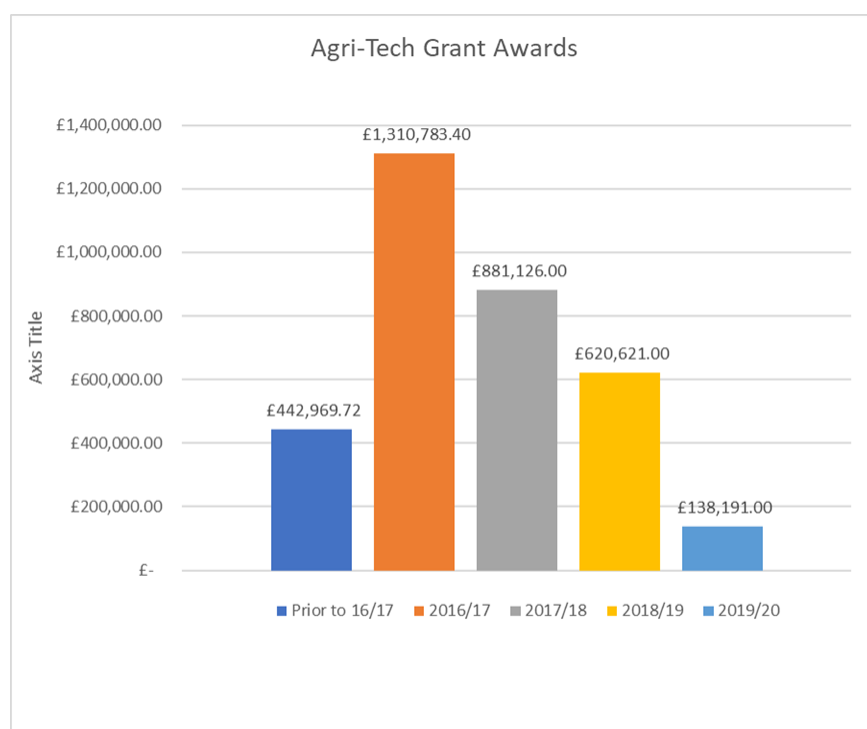
- 6.1 The Business Board and Combined Authority Board previously approved the allocation of £3million for a pilot for a new Small Business Capital Growth Grant Programme with potentially more funding to follow this pilot up to a total of £15million of the Local Growth Fund/Growing Places Fund. This potential addition to the scheme budget of £12m would significantly deplete the remaining unallocated LGF of £53.9million by reducing it to £41.9million. To put this in context there are £63.4m worth of applications in the current pipeline. Section 8 below sets out an alternative proposal for this funding.
- 6.2 The current ceiling for grants made under the Small Business Capital Growth Grant Programme is £250,000 and it is recommended that this be reduced to £150,000 in order to ensure compliance with State Aid de minimis rules. Parameters of this new small grant scheme are proposed at £10,000 to £150,000 range as a 50% intervention rate where businesses will be required to provide 50% of the costs of the capital project.
- 6.3 A provider has been appointed to manage / administer the £3m pilot scheme following a procurement exercise. A separate provide has been appointed to independently appraise each application.
- 6.4 The scheme has already received 3 applications from SMEs prior to the new provider beginning marketing activity and 1 grant to a total value of £70,000 has been provisionally approved.

- 6.5 Recommendation is sought from the Business Board to Combined Authority Board for approval for delegated authority to Officers to approve grant funding awards up to the £150,000 maximum limit. Grant awards under this scheme will go through a robust process led by the new contractor with due diligence with another provider and sign-off by Combined Authority Officers, see attached **Appendix B** for flowchart. Information about the exercise of the delegation will be provided to Business Board via the regular budget monitoring reports.
- 6.6 Recommendation is sought from the Business Board to Combined Authority Board for approval for £100,000 in addition to the £3m Small Business Capital Grants Programme to be allocated to a new Entrepreneurs' Accelerator Fund ring-fenced to Thomas Cook employees or affected supply chain companies' employees who have been made redundant and are exploring starting up a business. The Entrepreneurs Accelerator Fund will offer capital grants of between £2k and £10k at 80% intervention rate. Applicants will either have to reside within the Business Board area or will have plans to create their business within the CPCA area, will be asked to provide proof of employment/redundancy from Thomas Cook or one of their Supply chain companies. This proposal is to be delivered inhouse by Officers in CPCA or through the provider who has been awarded the contract to administer the Small Business Capital Grants Programme. The individual grant applications will also be put through external evaluation and due diligence by the same provider on Small Business Capital Grants Programme.

## **7.0 EASTERN AGRI-TECH GROWTH INITIATIVE UPDATE**

- 7.1 The Eastern Agri-Tech Growth Initiative supports SME businesses in the Agri-Tech sector with growth projects or Research & Development projects. From the commencement of the Initiative in late 2013 to August 2019, a total of 99 SMEs have been supported and the Innovation Hub created. There are a total of 18 live projects across Business Board /New Anglia (NALEP) geography, which are on track to complete to their planned schedules.
- 7.2 NALEP has contributed another £1m to the Initiative and the first tranche of £500k has been received by the Combined Authority
- 7.3 The programme has re-procured its project appraisal/due diligence support service across both the Combined Authority area and Norfolk and Suffolk.
- 7.4 The Board is also asked to note that whilst there is a pipeline of interested projects for this Initiative the projected spend and delivery by the end of March 2021 is highly unlikely to utilise the full £5.17m of current funding still to be committed. The table below sets out a breakdown of the last 5 years funding take-up. It is therefore recommended that the Business Board approves a reduction in the Local Growth Fund allocated to the Initiative of £3.5million

which would leave a new balance of £1.67m in this Initiative to deploy before end March 2021. This would enable £3.5m to be allocated to other priorities as set out in section 8 below.



## 8.0 PRIORITISING ACROSS THE REMAINING FUNDS TO BE ALLOCATED

8.1 Given that the remaining funding available to support an application pipeline of £63.4million currently stands at only £53.9million, it is recommended that the Business Board:

- Reallocates the £3.5million reduction in the Eastern Agri-Tech Growth Initiative to increase the funding available to support the Growth projects application pipeline.
- Reduces the additional £12m of funding previously proposed for the Small Business Capital Growth Grant Programme to £9m and approving the allocation of £9m from the remaining £53.9million to the Small Business Capital Growth Grant Programme.

8.2 If both recommendations outlined above were approved, the revised total budget available would decrease by £5.5m from £53.9m to £48.4m. the current LGF pipeline stands at £63.4million thus approximately 75% of the 22 proposals could be funded, rather than 65% were the recommendations not approved.

## 9.0 SIGNIFICANT IMPLICATIONS

9.1 None

## 10.0 FINANCIAL IMPLICATIONS

- 10.1 The allocation of £9m is entirely from the Local Growth Fund and recycled growth funds thus has no effect on wider CPCA resources.
- 10.2 The effect on the LGF balance is small, as the majority of the additional funding will be from the recycled funding, the table below sets out the forecast income and expenditure of the recycled capital growth funds based on currently contracted loans.

£8.8m of recycled capital growth funds would represent the vast majority of the forecast unallocated balance, however the forecast does not include repayment of two approved, but subject to contract, LGF loans totalling approximately £2.1m nor any repayments of future loans made to LGF pipeline projects.

	2019-20	2020-21	2021-22	2022-23
<b>Opening balance</b>	11,136,153	8,829,153	9,803,444	10,705,091
<b>Loan repayments</b>	33,000	661,646	901,647	266,896
<b>Committed expenditure</b>	(2,340,000)	-	-	
<b>Closing balance</b>	8,829,153	9,803,444	10,705,091	10,971,987

## 11.0 LEGAL IMPLICATIONS

- 11.1 The Combined Authority has authority under section 1 Localism Act 2011 to exercise a general power of competence. The Combined Authority can exercise this power by virtue of the Cambridgeshire and Peterborough Combined Authority Order 2017. This power permits the Combined Authority to make grants to providers in order to deliver the terms of the devolution deal signed with Government
- 11.2.1 The Business Board is responsible for programme direction of the Growth Funds. The Combined Authority, as the Accountable Body, maintains the legal agreements with project delivery bodies.

## 12.0 IMPLICATIONS FOR NATURE

- 12.1 None

## 13.0 OTHER SIGNIFICANT IMPLICATIONS

13.1 None

## 14.0 APPENDICES

14.1 **Appendix A** – Local Growth Fund project pipeline October 2019

14.2 **Appendix B** – Small Business Capital Grants Scheme flowchart

<b><u>Background Papers</u></b>	<b><u>Location</u></b>
i. Local Growth Fund Documents, Investment Prospectus, guidance and application forms	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/growth-funds/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/growth-funds/</a>
ii. Eastern Agri-tech Growth initiative guidance and application forms	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/eastern-agri-tech-growth-initiative/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/eastern-agri-tech-growth-initiative/</a>
iii. List of funded projects and MHCLG monitoring returns	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/opportunities/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/opportunities/</a>
iv. Local Industrial Strategy and associated sector strategies	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/strategies/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/strategies/</a>





<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 6.5</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **SMALL BUSINESS CAPITAL GRANT SCHEME FUNDING ALLOCATION**

### **1.0 PURPOSE**

- 1.1. At its meeting on 25 November 2019 the Business Board approved the allocation of an additional £9m to the Small Business Capital Grant Scheme from the Local Growth Fund and recycled Growth Fund to create a total £12m budget for the Small Business Capital Grant Scheme. This total budget is £3m less than the £15m budget previously proposed
- 1.2. The purpose of this report is to provide the rationale for the decision to recommend reducing the total pot of funding in this programme.
- 1.3. The Combined Authority Board is asked to approve the revised allocation of £9million to the Small Business Capital Growth Grant Programme.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>James Palmer, Mayor</b>
<b>Lead Officer:</b>	<b>John T Hill, Director for Business &amp; Skills</b>
<b>Forward Plan Ref: 2020/017</b>	<b>Key Decision: Yes</b>
The Combined Authority Board is recommended to:  (a) Approve the allocation of an additional £9m to the Small Business Capital Growth Grant Programme from Local Growth Fund and recycled Growth Fund to create a total £12m budget for the Small Business Capital Growth Grant programme	<b>Voting arrangements</b>  Simple majority of all Members

## **2.0 BACKGROUND**

- 2.1 The Business Board and Combined Authority Board previously approved the allocation of £3million for a pilot for a new Small Business Capital Growth Grant Programme with potentially more funding to follow this pilot up to a total of £15million of the Local Growth Fund/Growing Places Fund. This potential addition to the scheme budget of £12m would significantly deplete the remaining unallocated LGF of £53.9million by reducing it to £41.9million. To put this in context there are £63.4m worth of applications in the current pipeline.
- 2.2 Given that the remaining Local Growth funding available to support an application pipeline of £63.4million currently stands at only £53.9million, the following is recommended to the Combined Authority Board by the Business Board:
- Reduce the additional £12million of funding previously approved and proposed for the Small Business Capital Growth Grant Programme to £9m and thus the Combined Authority Board approves the revised allocation of £9million from the remaining £53.9million to the Small Business Capital Growth Grant Programme.
- 2.3 If this recommendation and the recommendation in the separate report on the Eastern Agri-Tech Growth Initiative funding review at Item 6.4 were both accepted, the revised total budget available would decrease by £5.5m from £53.9m to £48.4m. The current LGF pipeline stands at £63.4million thus approximately 75% of the 22 proposals could be funded, rather than 65% were the recommendations not accepted.

## **3.0 FINANCIAL IMPLICATIONS**

- 3.1 The allocation of £9m is entirely from the Local Growth Fund and recycled growth funds thus has no effect on wider Combined Authority resources.
- 3.2 The effect on the LGF balance is small, as the majority of the additional funding will be from the recycled funding, the table below sets out the forecast income and expenditure of the recycled capital growth funds based on currently contracted loans.
- £8.8m of recycled capital growth funds would represent the vast majority of the forecast unallocated balance, however the forecast does not include repayment of two approved, but subject to contract, LGF loans totalling approximately £2.1m nor any repayments of future loans made to LGF pipeline projects.



	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	<b>2022-23</b>
<b>Opening balance</b>	11,136,153	8,829,153	9,803,444	10,705,091
<b>Loan repayments</b>	33,000	661,646	901,647	266,896
<b>Committed expenditure</b>	(2,340,000)	-	-	
<b>Closing balance</b>	8,829,153	9,803,444	10,705,091	10,971,987

#### **4.0 LEGAL IMPLICATIONS**

4.1. There are no direct legal implications.

#### **5.0 OTHER SIGNIFICANT IMPLICATIONS**

5.1. None.

#### **6.0 APPENDICES**

6.1. Appendix 1 – Business Board paper 25 November 2019 – 3.2 Local Growth Fund Update

<b><u>Background Papers</u></b>	<b><u>Location</u></b>
Business Board minutes November 2019 meeting [Minute 98 refers]	<a href="#">25-11-19-Draft Business Board minutes</a>





<b>BUSINESS BOARD</b>	<b>AGENDA ITEM No: 3.2</b>
<b>DATE</b> <b>25 NOVEMBER 2019</b>	<b>PUBLIC REPORT</b>

## **LOCAL GROWTH FUND UPDATE**

### **1.0 PURPOSE**

1.1. The Greater Cambridge and Greater Peterborough Local Enterprise Partnership (GCGP LEP) negotiated three successive Growth Deals with Government between 2014 and 2017, securing £146.7m to deliver new homes, jobs and skills across the LEP area. This paper provides an update on the programme's performance since April 2015 for the Local Growth Fund (LGF).

1.2. To provide the Board with operational updates on the LGF progress to 31 October 2019 based on the following items:

- (a) Financial update on programme spend
- (b) Pipeline of projects currently in delivery
- (c) Update on the applications from Investment projects since call
- (d) Update on the Small Business Capital Grant scheme
- (e) Eastern Agri-Tech Growth Initiative update

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Austen Adams, Interim Chair Business Board</b>
<b>Lead Officer:</b>	<b>John T Hill, Director Business &amp; Skills</b>
<b>Forward Plan Ref: Standing item on FP      Key Decision: No</b>	
<p>The Business Board is recommended to:</p> <ul style="list-style-type: none"> <li>(a) Recommend all the programme updates outlined in this paper to the Combined Authority Board.</li> <li>(b) Recommend to Combined Authority Board the delegation of authority to the Director of Business and Skills, in consultation with</li> </ul>	

the Chair of Business Board, to approve grants to SMEs under the Small Business Capital Grant Programme.

- (c) Recommend to Combined Authority Board approval of the allocation of £100,000 from the Small Business Capital Growth Grant Programme to a new Entrepreneurs' Accelerator Fund to be ring-fenced for Thomas Cook employees or affected supply chain companies' employees who have been made redundant and are exploring starting up a business.
- (d) Recommend to Combined Authority Board approval of delegated authority to the Director of Business and Skills, in consultation with the Chair of the Business Board, to adopt appropriate application evaluation criteria and award processes for the Entrepreneurs' Accelerator Fund.
- (e) Approve a reduction in the Local Growth Fund allocated to the Eastern Agri-Tech Growth Initiative scheme of £3.5m
- (f) Approve the allocation of an additional £9m to the Small Business Capital Growth Grant Programme from Local Growth Fund and recycled Growth Fund to create a total £12m budget for the Small Business Capital Growth Grant programme
- (g) Note that in the event recommendations (e) and (f) are approved, the revised total budget available to fund the £63.4million of applications in the Local Growth Fund pipeline would become £48.4million, allowing approximately 75% of the 22 proposals to be funded, rather than 65%.

## **1.0 BACKGROUND**

- 1.1 The Local Growth Funds must be spent by 31 March 2021 but programme outcomes can be delivered beyond 2021.
- 1.2 Local Growth Funds can provide Grants, Loans or other forms of funding such as Equity Capital Investment.
- 1.3 In addition to the Local Growth Funding there are recycled funding as a result of the Growing Places Loan Fund successfully run during the programme and has established a recyclable pot of grants and loans for projects delivering economic benefit across the region.

## **2.0 LOCAL GROWTH FUND PROGRAMME POSITION**

2.1. On 31st October 2019, the Combined Authority's Local Growth Fund programme had nine projects plus the new SME capital grant scheme in delivery, listed below:

- Kings Dyke level crossing
- Eastern Agri-Tech Growth Initiative
- Lancaster Way Phase 2
- Manea and Whittlesea Station
- Upgrade M11 Junction 8 with A120
- Terraview facility fit out
- Wisbech Access Strategy delivery
- Soham Station
- Haverhill Innovation Centre

therefore in 2019/20 current contracted forecast spend added to the completed projects total is £99.9 million (A428 Bus lane improvement project not included in this total but was previously included, this project is still undergoing its application process).

2.2. The Kings Dyke A605 road/rail crossing improvements project is still red-flagged as per last Board update. The project currently has £700,000 left to spend of the original £8m allocation. The Combined Authority's Transport and Growth fund teams have met with Cambridgeshire County Council who are the project lead and they have agreed to submit a change request and spend/timetable re-profile as per the terms of the original Grant Funding agreement for the Combined Authority to then agree before the last tranche of funding can be drawn down.

2.3. The Wisbech Access Strategy project has also become red-flagged for next Quarterly report as the project team at Cambridgeshire County Council have now confirmed they are unlikely to be able to deliver the whole package of £10.5million road/junction improvements spend before end of March 2021. The Combined Authority's Transport and Growth fund teams have met with Cambridgeshire County Council who are the project lead and they have agreed to submit a revised proposal prioritising which elements of the package can be delivered with spend before the end of March 2021. Combined Authority Officers will review once received.

2.4. A10/A142 Lancaster Way/BP roundabouts – work is progressing in the preparation of designs and S106 agreements and extensions of trigger points. Additional contribution will be sought from alternative sources in early 2020 for the additional Lancaster Way proposed works, to enhance the BP roundabout activity. All parties are still committed to the delivery of this proposed enhancement and the growth funds allocated will still be required and spent within the required timescales.

- 2.5. The total programme expenditure to the 31<sup>st</sup> October 2019 including completed projects is £80.5 million.
- 2.6. The remaining funding to be allocated to new proposals and SME capital grant scheme is comprised of £45.1million of Local Growth Funds, plus £8.8million of recycled Growth Funding, totalling £53.9million.

### 3.0 GROWTH DEAL MONITORING RETURN Q2 2019/20

- 3.1. The Business Board is required to submit formal monitoring returns to Government regarding Growth Deal performance and forecasts on a quarterly basis. The next return for Q2 2019/20 is currently being prepared by Officers for submission by the end of November 2019 and that return will come with the update to the January Business Board meeting.
- 3.2. Projects shown in amber and red are delayed in delivery but after consulting with project leads are planned to complete by the scheme end date subject to further confirmation as noted above at 2.2 and 2.3 to determine if and how they proceed to completion.

Project Name	Project RAG Ratings	
	Previous Quarter Q4_1819	This Quarter Q1_1920
Whittlesey Access Phase 1 King's Dyke Crossing	A	R
Ely Southern Bypass	G	G
Bourges Boulevard Phase 1	G	G
Bourges Boulevard Phase 2	G	G
A47/A15 Junction 20	G	G
Wisbech Access Strategy	A	A
TWI (The Welding Institute) Expansion	G	G
Technical and Vocational Centre, Alconbury Weald	G	G
Agri-Tech Growth Initiative	G	G
Cambridge Biomedical Innovation Centre	G	G
Haverhill Innovation Centre	G	G
Peterborough Regional College Food Mfg Centre	G	G
Small Grants Scheme	G	N/A
Highways Academy	G	G
CITB Construction Academy	G	G
EZ Plant Centre Alconbury	G	G
Signpost 2 Grant	G	G
Medtech Accelerator	G	G
Lancaster Way Phase 1 Loan	G	G
Lancaster Way Phase 2 Loan	G	G
Lancaster Way Phase 2 Grant	G	G
Manea and Whittlesea Stations	G	G
M11 J8	G	G
Terraviva Loan	N/A	G

### 4.0 LOCAL GROWTH FUND PIPELINE UPDATE

- 4.1 The Business Board is asked to note at **Appendix A** the current Officer assessment of the potential LGF pipeline based on the existing Expressions of Interest received and projects which have indicated they are going to submit an

EOI. The value of the received EOIs and live enquiries pipeline is £63.4million excluding the £3m allocation for the SME capital grant scheme.

## **5.0 LOCAL GROWTH FUND INVESTMENT PROSPECTUS PROJECT CALL**

- 5.1 The Investment Prospectus call for projects launched on 22 July 2019 and as of 31<sup>st</sup> October 2019 the number of Expressions of Interest received was 22 with a total grant/loan/equity application value of £63.4million or until the funding is all allocated to projects to spend before March 2021.
- 5.2 The number of projects at Full Application Form appraisal stage is 18 and 6 of those projects were presented at the Entrepreneurs Assessment Panels on 1<sup>st</sup> and 11<sup>th</sup> November.
- 5.3 The Board agreed at last meeting to the ranking of project proposals based on total scoring across all application stages which has been applied to the project proposals being considered for approval at this meeting in a separate report.

## **6.0 NEW SMALL BUSINESS CAPITAL GROWTH GRANTS PROGRAMME**

- 6.1 The Business Board and Combined Authority Board previously approved the allocation of £3million for a pilot for a new Small Business Capital Growth Grant Programme with potentially more funding to follow this pilot up to a total of £15million of the Local Growth Fund/Growing Places Fund. This potential addition to the scheme budget of £12m would significantly deplete the remaining unallocated LGF of £53.9million by reducing it to £41.9million. To put this in context there are £63.4m worth of applications in the current pipeline. Section 8 below sets out an alternative proposal for this funding.
- 6.2 The current ceiling for grants made under the Small Business Capital Growth Grant Programme is £250,000 and it is recommended that this be reduced to £150,000 in order to ensure compliance with State Aid de minimis rules. Parameters of this new small grant scheme are proposed at £10,000 to £150,000 range as a 50% intervention rate where businesses will be required to provide 50% of the costs of the capital project.
- 6.3 A provider has been appointed to manage / administer the £3m pilot scheme following a procurement exercise. A separate provide has been appointed to independently appraise each application.
- 6.4 The scheme has already received 3 applications from SMEs prior to the new provider beginning marketing activity and 1 grant to a total value of £70,000 has been provisionally approved.

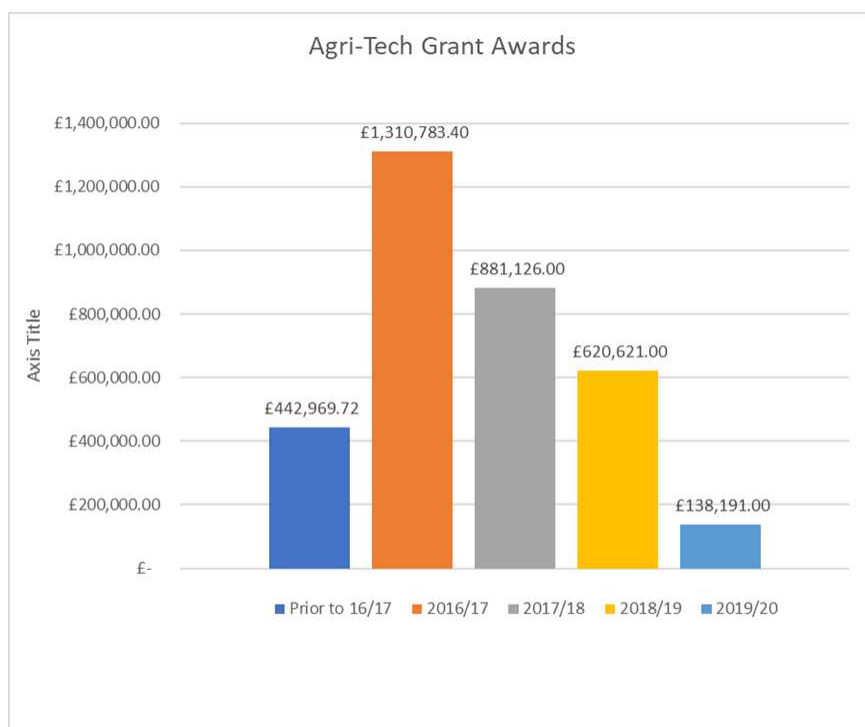
- 6.5 Recommendation is sought from the Business Board to Combined Authority Board for approval for delegated authority to Officers to approve grant funding awards up to the £150,000 maximum limit. Grant awards under this scheme will go through a robust process led by the new contractor with due diligence with another provider and sign-off by Combined Authority Officers, see attached **Appendix B** for flowchart. Information about the exercise of the delegation will be provided to Business Board via the regular budget monitoring reports.
- 6.6 Recommendation is sought from the Business Board to Combined Authority Board for approval for £100,000 in addition to the £3m Small Business Capital Grants Programme to be allocated to a new Entrepreneurs' Accelerator Fund ring-fenced to Thomas Cook employees or affected supply chain companies' employees who have been made redundant and are exploring starting up a business. The Entrepreneurs Accelerator Fund will offer capital grants of between £2k and £10k at 80% intervention rate. Applicants will either have to reside within the Business Board area or will have plans to create their business within the CPCA area, will be asked to provide proof of employment/redundancy from Thomas Cook or one of their Supply chain companies. This proposal is to be delivered inhouse by Officers in CPCA or through the provider who has been awarded the contract to administer the Small Business Capital Grants Programme. The individual grant applications will also be put through external evaluation and due diligence by the same provider on Small Business Capital Grants Programme.

## **7.0 EASTERN AGRI-TECH GROWTH INITIATIVE UPDATE**

- 7.1 The Eastern Agri-Tech Growth Initiative supports SME businesses in the Agri-Tech sector with growth projects or Research & Development projects. From the commencement of the Initiative in late 2013 to August 2019, a total of 99 SMEs have been supported and the Innovation Hub created. There are a total of 18 live projects across Business Board /New Anglia (NALEP) geography, which are on track to complete to their planned schedules.
- 7.2 NALEP has contributed another £1m to the Initiative and the first tranche of £500k has been received by the Combined Authority
- 7.3 The programme has re-procured its project appraisal/due diligence support service across both the Combined Authority area and Norfolk and Suffolk.
- 7.4 The Board is also asked to note that whilst there is a pipeline of interested projects for this Initiative the projected spend and delivery by the end of March 2021 is highly unlikely to utilise the full £5.17m of current funding still to be committed. The table below sets out a breakdown of the last 5 years funding take-up. It is therefore recommended that the Business Board approves a reduction in the Local Growth Fund allocated to the Initiative of £3.5million



which would leave a new balance of £1.67m in this Initiative to deploy before end March 2021. This would enable £3.5m to be allocated to other priorities as set out in section 8 below.



## 8.0 PRIORITISING ACROSS THE REMAINING FUNDS TO BE ALLOCATED

8.1 Given that the remaining funding available to support an application pipeline of £63.4million currently stands at only £53.9million, it is recommended that the Business Board:

- Reallocates the £3.5million reduction in the Eastern Agri-Tech Growth Initiative to increase the funding available to support the Growth projects application pipeline.
- Reduces the additional £12m of funding previously proposed for the Small Business Capital Growth Grant Programme to £9m and approving the allocation of £9m from the remaining £53.9million to the Small Business Capital Growth Grant Programme.

8.2 If both recommendations outlined above were approved, the revised total budget available would decrease by £5.5m from £53.9m to £48.4m. the current LGF pipeline stands at £63.4million thus approximately 75% of the 22 proposals could be funded, rather than 65% were the recommendations not approved.

## 9.0 SIGNIFICANT IMPLICATIONS

9.1 None

## 10.0 FINANCIAL IMPLICATIONS

- 10.1 The allocation of £9m is entirely from the Local Growth Fund and recycled growth funds thus has no effect on wider CPCA resources.
- 10.2 The effect on the LGF balance is small, as the majority of the additional funding will be from the recycled funding, the table below sets out the forecast income and expenditure of the recycled capital growth funds based on currently contracted loans.

£8.8m of recycled capital growth funds would represent the vast majority of the forecast unallocated balance, however the forecast does not include repayment of two approved, but subject to contract, LGF loans totalling approximately £2.1m nor any repayments of future loans made to LGF pipeline projects.

	2019-20	2020-21	2021-22	2022-23
<b>Opening balance</b>	11,136,153	8,829,153	9,803,444	10,705,091
<b>Loan repayments</b>	33,000	661,646	901,647	266,896
<b>Committed expenditure</b>	(2,340,000)	-	-	
<b>Closing balance</b>	8,829,153	9,803,444	10,705,091	10,971,987

## 11.0 LEGAL IMPLICATIONS

- 11.1 The Combined Authority has authority under section 1 Localism Act 2011 to exercise a general power of competence. The Combined Authority can exercise this power by virtue of the Cambridgeshire and Peterborough Combined Authority Order 2017. This power permits the Combined Authority to make grants to providers in order to deliver the terms of the devolution deal signed with Government
- 11.2.1 The Business Board is responsible for programme direction of the Growth Funds. The Combined Authority, as the Accountable Body, maintains the legal agreements with project delivery bodies.

## 12.0 IMPLICATIONS FOR NATURE

- 12.1 None

## 13.0 OTHER SIGNIFICANT IMPLICATIONS

### 13.1 None

## 14.0 APPENDICES

14.1 **Appendix A** – Local Growth Fund project pipeline October 2019

14.2 **Appendix B** – Small Business Capital Grants Scheme flowchart

<b><u>Background Papers</u></b>	<b><u>Location</u></b>
i. Local Growth Fund Documents, Investment Prospectus, guidance and application forms	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/growth-funds/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/growth-funds/</a>
ii. Eastern Agri-tech Growth initiative guidance and application forms	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/eastern-agri-tech-growth-initiative/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/eastern-agri-tech-growth-initiative/</a>
iii. List of funded projects and MHCLG monitoring returns	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/opportunities/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/opportunities/</a>
iv. Local Industrial Strategy and associated sector strategies	<a href="https://cambridgeshirepeterborough-ca.gov.uk/business-board/strategies/">https://cambridgeshirepeterborough-ca.gov.uk/business-board/strategies/</a>





<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 6.6</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **HIGH GROWTH SMALL AND MEDIUM SIZED ENTERPRISES OBSERVATORY**

### **1.0 PURPOSE**

- 1.1. To provide details of proposals to establish an Observatory function, which will monitor the local business environment, for the new Business Growth Service to help identify high growth small and medium enterprises (SMEs) who will be our target clients
- 1.2. The report to the Business Board on 27 January 2020 is attached at Appendix 1.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Austen Adams, Interim Chair of the Business Board</b>
<b>Lead Officer:</b>	<b>John T Hill, Director of Business and Skills</b>
<b>Forward Plan Ref: n/a</b>	<b>Key Decision: No</b>
<p>The Combined Authority Board is recommended to:</p> <p>(a) Note and approve the proposals to create the Observatory which will act as a Research, Analytical and Market Intelligence function to identify the Combined Authority's target clients at a total cost of £80,000 subject to the following:</p> <p>(b) Approve the re-profiling of £80,000 from the 19-20 LEP Capacity Funding budget to cover the costs of the High</p>	<p><b>Voting arrangements</b></p> <p>A simple majority</p>

Growth SME Observatory in 2020/21 and 2021/22.	
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## 2.0 APPENDICES

### 2.1 Appendix 1: Report to the Business Board 27 January 2020 – Item 2.4

<u>Background Papers</u>	<u>Location</u>
None	

<b>BUSINESS BOARD</b>	<b>AGENDA ITEM No: 2.4</b>
<b>DATE 27 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **HIGH GROWTH SMALL AND MEDIUM-SIZED ENTERPRISES OBSERVATORY**

### **1.0 PURPOSE**

- 1.1. This report details proposals to establish an Observatory function, which will monitor the local business environment, for the new Business Growth Service to help identify high growth SMEs who will be our target clients

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Austen Adams, Interim Chair of Business Board</b>
<b>Lead Officer:</b>	<b>John T Hill Director Business &amp; Skills</b>
<b>Forward Plan Ref: n/a</b>	<b>Key Decision: No</b>
<p>The Business Board is invited to recommend the Combined Authority Board to:</p> <ul style="list-style-type: none"> <li>(a) Note and approve the proposals to create the Observatory which will act as a Research, Analytical and Market Intelligence function to identify the Combined Authority's target clients at a total cost of £80,000 subject to the following:</li> <li>(b) Approve the reprofiling of £80,000 from the 19-20 LEP Capacity Funding budget to cover the costs of the High Growth SME Observatory in 2020/21 and 2021/22.</li> </ul>	

### **2.0 BACKGROUND**

- 2.1. At its meeting on 25 November 2020 the Business Board considered a report on the Local Industrial Strategy Delivery Plan and the Business Growth Service and recommended to the Combined Authority Board the establishment of a Growth Service Management Company. That recommendation was accepted by the Combined Authority Board at its meeting on 27 November 2019. The Outline Business Case for the new Business Growth Service sets out stretching

targets for each of its services in order that the ambitions laid out in the Local Industrial Strategy are achieved.

- 2.2. In preparation for this, it is important to have clear qualifying criteria for the High-Growth SMEs whom the Business Growth Service will be targeting which, in turn, will help us identify and proactively engage with these target clients.
- 2.3. There is a wide range of information available defining “High Growth SME’s” and detailing their characteristics. However, this information can be confusing and often too generic.
- 2.4. Therefore, it is proposed to establish the Business Board’s own criteria and characteristics for defining a “High-Growth SMEs” for the region, based on our priority sectors, sub-economies and our various activities under the Business Growth Service

### **3.0 WORKSTREAMS AND OUTCOMES**

3.1 It is proposed that the work will be undertaken by one full-time analyst who will act as a dedicated Research, Analytical and Market Intelligence function for the Business Growth Service.

3.2 The initial primary focus will be to focus on mapping the client profiles for the new Growth Coaching Service, where the scope of work will include:

- (a) Building a framework of qualifying criteria across our key sectors and sub-economies which helps us assess an SME’s potential for “High-Growth” and suitability for the Growth Coaching Service.
- (b) Developing a list of “trigger events” which promotes an SME for qualification for the Growth Coaching Service. These can be positive events such as a new round of funding being secured. Conversely, a new barrier to their growth being anticipated could also warrant our Growth Coaching Service.
- (c) Building target lists of high priority clients, with the highest levels of growth potential, who will be proactively engaged so their growth potential can be harnessed as quickly as possible.
- (d) Creating and maintaining Client Briefing Packs on these target companies to assist Growth Service Managers in relationship-planning and account management strategies.
- (e) Develop secondary lists of clients that should be monitored on an ongoing basis, for possible inclusion on the future target lists for the Growth Coaching Service (i.e. ones-to-watch)



- 3.3 We would also task the Observatory with mini-projects to assist in the identification of target companies for other services under the Business Growth Services umbrella such as Inward Investment and STAR Hub services.

## **4.0 DATA SOURCES**

- 4.1 To create the framework of criteria for high-growth SMEs in the Combined Authority, the observatory will collate and rationalise data from various sources:

- (a) The Combined Authority's own historic stock of information from various sources including the Department for International Trade the Scale-Up Institute, The Association For Technology Implementation in Europe, Nesta and former HMG funded Growth Accelerators.
- (b) Collation of published Academic Papers covering typical characteristics of high growth SMEs
- (c) Potential participation during Q3 2020 in BEIS/HMG's Pilot to identify and track potential high growth companies in our region through a combination of datasets including Financial Performance and HMRC Data.
- (d) Bespoke Reports identifying High Growth SMEs from specialist Data Providers such as Beauhurst and FAME. Our Growth Hub is already subscribing to these services.

## **5.0 FUNDING**

- 5.1 We wish to set aside an annual Budget for running costs of the Observatory for two years at £40,000 per annum which will be funded by the Strengthening LEPs Budget Line.

## **6.0. BENEFITS FOR THE BUSINESS GROWTH SERVICE**

- 6.1. This Observatory will work in close collaboration with, and support, the Business Growth Service by acting as a dedicated Research, Analytical and Market Intelligence function.
- 6.2. The Business Growth Service will be guided fully on the criteria and characteristics of their target client market.
- 6.3. In addition, lists of suggested target clients for the key services under the Business Growth Service will be provided by the Observatory, along with briefings on these clients.

- 6.4. This support will enable the Business Growth Service to utilise all its resource on proactive client-facing engagement at the earliest opportunity and start building the strong broker-client relationships required for these engagements to be succeed fully.
- 6.5. Ultimately, the Observatory will equip the Business Growth Service to deliver the Business and Economic growth set out in our Local Industrial Strategy by realising the growth potential and ambitions of these highly valuable businesses.

## **SIGNIFICANT IMPLICATIONS**

### **7.0 FINANCIAL IMPLICATIONS**

- 7.1. This decision would carry forward £80,000 of revenue funding from the 2019-20 budget to be split across 2020-21 and 2021-22.
- 7.2. The LEP Capacity Fund budget is funded by a grant ringfenced for use on expenditure related to the Business Board, as such the presumed underspend, were this not approved, could not be reallocated outside of the Business and Skills Budgets.

### **8.0 LEGAL IMPLICATIONS**

There are no direct legal implications.

### **9.0 IMPLICATIONS FOR NATURE**

- 9.1 None.

### **10.0 OTHER SIGNIFICANT IMPLICATIONS**

- 10.1 None.

### **11.0 APPENDICES**

<b><u>Background Papers</u></b>	<b><u>Location</u></b>
None	N/A



<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 7.1</b>
<b>29 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## **2020/21 BUDGET AND MEDIUM-TERM FINANCIAL PLAN 2020 TO 2024**

### **1. PURPOSE**

- 1.1. According to the Constitution, functions reserved to the Combined Authority Board include the adoption of the non-mayoral Combined Authority budgets, the Medium-Term Financial Plan and the Capital Programme. The Combined Authority is required to set its annual budget by 31 January.
- 1.2. The process for the approval of the Mayoral budget is set out in 'The Combined Authorities (Finance) Order 2017' and is considered in another paper on this agenda. It is shown within this report to reflect the overall financial position of the Combined Authority.
- 1.3. This paper sets out the proposed Combined Authority Budget for 2020/21 and the Medium-Term Financial Plan (MTFP) and Capital Programme for the period 2020/21 to 2023/24.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Councillor Steve Count, Lead Member for Investment and Finance</b>
<b>Lead Officer:</b>	<b>Jon Alsop, Head of Finance (S73)</b>
<b>Forward Plan Ref: 2020/009</b>	<b>Key Decision: Yes</b>
The Combined Authority Board is recommended to:  a) Approve the revenue budget for 2020/21 and the Medium-Term Financial Plan 2020/21 to 2023/24.  b) Approve the capital programme 2020/21 to 2023/24	<b>Voting arrangements</b>  At least two-thirds of all Members (or their Substitute Members) appointed by the Constituent Councils to include the Members appointed by Cambridgeshire County Council and Peterborough City Council, or their Substitute Members.  This is a recorded vote

## **2. BACKGROUND**

2.1. In November 2019 the Board received and approved a draft revenue budget, Medium Term Financial Plan and Capital Programme for consultation with the approved list of consultees. The final consultation version to include the decisions of the November Board.

2.2. The proposed budget in this paper has minor alterations from that which was included in the consultation – these are noted in paragraph 3.2 and in total reduce total expenditure across the MTFP period by £180k.

### **2.3. Budget Setting Objective**

The overarching objective is to set an affordable and balanced budget, as required by law, that supports delivery of the ambitions and priorities of the Mayor and the Combined Authority.

2.3.1. Other objectives and principles adopted in the development of the proposed budget and MTFP are as follows:

- The 2020/21 Budget preparation builds on the 2019/20 Budget and MTFP 'refresh' as approved by the Board in September 2019, incorporating any subsequent budget decisions taken up to the end of November 2019.
- Budget preparation has taken account of the level of reserves brought forward from previous financial years, and of expected annual funding streams from 2020/21 onwards to ensure that spending plans continue to be affordable.
- The 2020/21 Budget and MTFP provides a clear presentation of capital and revenue budgets on a Directorate basis, strengthening the link between spending plans and funding sources.
- The CA staffing structure and budgets will continue to be managed at a corporate level by the Chief Executive(s) as Head(s) of Paid Service.
- The Budget and MTFP identifies staffing costs and other contributions to 'overheads' associated with grant funded programmes.
- The Budget and MTFP provides a clear presentation of projects where budget lines have already been approved by the Board, and of those projects which are 'Subject to Approval'.

2.3.2. All expenditure lines which are indicated 'subject to approval' will need to be approved by the Board before any expenditure can be incurred against them.

2.3.3. All Revenue and Capital expenditure lines included within the 2020/21 budget envelope and the MTFP, including both 'approved expenditure' and 'subject to approval' expenditure, are affordable and provide a balanced budget.

2.3.4. There is no proposal to precept constituent authorities under Section 40 of the Local Government Finance Act 1992 for the 2020/21 financial year.

2.3.5. The attached appendices provide the summary positions and detailed supporting schedules for both Revenue Expenditure (**Appendix 1**) and the Capital Programme (**Appendix 2**).

2.3.6. Items listed within the Revenue and Capital Leveraged Funded Schemes (**Appendix 3**) sit outside the budget and MTFP, as they would require external funding. Potential sources of external funding for these schemes will be identified and assessed as part of the development of Strategic and Outline Business Cases.

### **3. DRAFT BUDGET FOR 2020/21 AND MTFP FOR THE PERIOD 2020/21 TO 2023/24**

3.1. This report presents the draft Revenue and Capital Budgets, reflecting decisions taken by the Combined Authority Board up to the end of November 2019, in line with agreed accounting policies. Overall affordability remains the key factor in agreeing a balanced budget and this paper refreshes presentation to clearly align Directorate Budgets with funding sources. The paper also differentiates between budgets which can be committed without further Board approval ('approved' projects and non-discretionary operational costs) and those that are 'subject to approval' by the Board.

3.2. The changes to the budget and Medium-Term Financial Plan since the draft budget which was consulted on are as listed below. The relevant appendices, or tables, where this change can be identified are included in brackets.

- The £60m Affordable Housing fund has been marked as 'approved' rather than 'subject to approval' to enable the Housing Committee to award these funds as per their Terms of Reference (Appendix 2c).
- The £1m contribution of Local Growth Funding to Essex County Council's M11 Junction 8 project has been recognised as 'approved' funding. (Appendix 2b).
- The Rural Communities Energy Funding has been applied to the matching expenditure, this was previously shown as funded by Revenue Gainshare (Table 1).
- Changes to the Business and Skills revenue budgets to reflect the revised marketing strategy in the directorate per paragraph 7.10 (Appendix 1c).
- Virement of £10k from the Combined Authority's corporate Conferences, Seminars & Training Budget to create the Mayor's Conference Attendance budget line allowing the costs of Mayoral attendance at conferences to be separated from that of the Combined Authority generally (Appendices 1a and 1b).
- Movement of the A10 dualling and junctions from the capital programme to revenue. This reflects the decision made in 2019-20 to bring the delivery of this project in-house (Appendices 1d and 2b).

### **4. FUNDING**

4.1. Funding summaries for planned and projected 'Revenue' expenditure and 'Capital' expenditure over the lifetime of the MTFP are shown in Tables 1 and 2 below. These show the expected fund balances available in each year of the MTFP and are made up of reserves brought forward and expected 'in year' funding. These tables show the movement against these funds for both 'approved' and 'subject to approval' expenditure profiles. The positive overall balance for Revenue at the end of each year and at the end of the MTFP period (2023/24 - £8,679.4k), and for Capital (2023/24 - £58,653.0k), indicate that the budget is balanced and affordable.

**Table 1 CPCA Revenue Funding Summary**

**CPCA Revenue Funding Summary**

	2020/21				2021/22				2022/23				2023/24			
Source of Funding	Available Funds	Approved Expenditure	Subject to Approval	Balance at Year End	Available Funds	Approved Expenditure	Subject to Approval	Balance at Year End	Available Funds	Approved Expenditure	Subject to Approval	Balance at Year End	Available Funds	Approved Expenditure	Subject to Approval	Balance at Year End
	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000
Revenue Single Pot	(18,220.7)	8,985.3	3,267.9	(5,967.5)	(13,967.5)	8,022.2	200.0	(5,745.3)	(13,485.3)	7,607.2	136.0	(5,742.1)	(13,482.1)	8,475.4	70.0	(4,936.7)
Earmarked Reserves	(3,342.1)	500.0	-	(2,842.1)	(2,842.1)	1,280.0	-	(1,562.1)	(1,822.1)	500.0	-	(1,322.1)	(1,582.1)	62.0	-	(1,520.1)
Enterprise Zone Receipts	(957.6)	638.2	-	(319.4)	(1,318.6)	687.2	-	(631.4)	(2,088.6)	948.6	-	(1,140.0)	(2,597.2)	530.6	-	(2,066.6)
Adult Education Budget	(11,513.1)	11,513.1	-	-	(11,513.1)	11,513.1	-	-	(11,513.1)	11,513.1	-	-	(11,513.1)	11,513.1	-	-
Transport Levy	(12,347.6)	12,347.6	-	-	(12,594.6)	12,594.6	-	-	(12,846.5)	12,846.5	-	-	(13,103.4)	13,103.4	-	-
Other Funding	(6,056.3)	4,490.8	-	(1,565.5)	(2,516.5)	2,360.4	-	(156.1)	(902.1)	746.0	-	(156.1)	(902.1)	746.0	-	(156.1)
<b>Total</b>	<b>(52,437.4)</b>	<b>38,475.0</b>	<b>3,267.9</b>	<b>(10,694.5)</b>	<b>(44,752.4)</b>	<b>36,457.5</b>	<b>200.0</b>	<b>(8,094.9)</b>	<b>(42,657.7)</b>	<b>34,161.4</b>	<b>136.0</b>	<b>(8,360.3)</b>	<b>(43,180.0)</b>	<b>34,430.5</b>	<b>70.0</b>	<b>(8,679.5)</b>

4.2. 'Earmarked Reserves' lines are made up of the following:

- The £1m Contingency reserve
- The election reserve
- The Growth Fund Top-Slice reserve

4.3. The 'Other Funding' line is made up of the following sources of income:

- EU Exit Funding
- Energy Hub Grant
- Health and Care Sector Work Academy Grant
- Commercial Support Grant
- Careers and Enterprise Company Funding
- Rural Community Energy Funding (RCEF)
- Growth Hub (BEIS)
- LEP Core Funding (BEIS)

**Table 2 CPCA Capital Funding Summary**

Source of Funding	2020/21				2021/22				2022/23				2023/24			
	Available	Approved	Subject to	Balance at	Available	Approved	Subject to	Balance at	Available	Approved	Subject to	Balance at	Available	Approved	Subject to	Balance at
	Funds in Year	Expenditure	Approval	Year End	Funds in Year	Expenditure	Approval	Year End	Funds in Year	Expenditure	Approval	Year End	Funds in Year	Expenditure	Approval	Year End
	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000
Capital Gainshare	(53,029.9)	18,717.9	11,091.6	(23,220.4)	(35,220.4)	9,837.0	25,618.5	235.1	(11,764.9)	-	4,753.5	(7,011.4)	(19,011.4)	-	5,720.9	(13,290.5)
Transforming Cities Fund	(24,476.6)	7,612.0	16,864.6	-	(30,000.0)	13,103.5	16,896.5	-	(21,000.0)	896.8	20,103.2	-	-	-	-	-
Cambridge City £70m	(35,254.1)	27,954.0	-	(7,300.1)	(7,300.1)	7,300.1	-	0.0	-	-	-	-	-	-	-	-
Housing Infrastructure £60m	(50,362.8)	12,652.9	-	(37,709.9)	(37,709.9)	19,236.0	-	(18,473.9)	(18,473.9)	6,759.6	-	(11,714.3)	(11,714.3)	11,714.3	-	(0.0)
Housing Loans £40m	(34,395.0)	6,739.8	-	(27,655.2)	(33,425.2)	-	-	(33,425.2)	(33,425.2)	-	-	(33,425.2)	(33,425.2)	-	-	(33,425.2)
Local Growth Fund	(71,594.3)	62,892.6	-	(8,701.7)	(9,625.4)	-	-	(9,625.4)	(11,111.8)	-	-	(11,111.8)	(11,937.3)	-	-	(11,937.3)
Highways Maintenance Grant	(23,080.0)	23,080.0	-	-	(23,080.0)	23,080.0	-	-	(23,080.0)	23,080.0	-	-	(23,080.0)	23,080.0	-	-
<b>Total</b>	<b>(292,192.7)</b>	<b>159,649.2</b>	<b>27,956.2</b>	<b>(104,587.3)</b>	<b>(176,361.0)</b>	<b>72,556.6</b>	<b>42,515.0</b>	<b>(61,289.4)</b>	<b>(118,855.8)</b>	<b>30,736.4</b>	<b>24,856.7</b>	<b>(63,262.7)</b>	<b>(99,168.2)</b>	<b>34,794.3</b>	<b>5,720.9</b>	<b>(58,653.0)</b>

4.4. These tables indicate that all 'Revenue' and 'Capital' expenditure lines included within the 2020/21 budget envelope and the MTFP, including both 'approved expenditure' and 'subject to approval' expenditure, are affordable and provide a balanced budget.

## 5. REVENUE BUDGET

5.1. The revenue budget covers the operational costs of the Combined Authority including staffing and staff related costs, corporate overheads and externally commissioned costs. Other 'revenue' costs include:

- Business Board funding and activities.
- Ongoing devolution of the Adult Education Budget (AEB) which commenced in the 2019/20 academic year.
- Provision for Non-Transport project feasibility studies which is allocated with CA Board approval.
- Allowance for Mayoral Elections on a four-year cycle with the next election falling in 2021/22.
- Allowance for interest charged on (potential) capital borrowing.

- 5.2. Overall affordability is a key principle in creating a lawful budget and for ensuring financial control over the period of the MTFP. The budget has also been presented to highlight the governance processes for project budget lines which are described as 'Approved' and 'Subject to Approval'.
- An **Approved Budget** line is one that the Board has already approved. Spending against budget lines is permitted without further approval.
  - A **Subject to Approval** budget line is noted within the overall budget affordability envelope, but further approval will be required from the CA Board to approve the spending.
- 5.3. Table 3 presents a summary of Approved budget totals by Directorate and year, and provides an indication of funding streams available to support these activities. A summary of Subject to Approval budget lines is included in each year, illustrating that both the Approved and Subject to Approval budget lines are affordable across the lifetime of the MTFP.

A more detailed breakdown of Directorate 'revenue' budgets and anticipated MTFP expenditure is shown at Appendix 1. Please note that where a budget line is not specified, this is deemed to be an Approved Budget line.



**Table 3 Summary Revenue Budget 2020/21 and MTFP**

Financial Year	Total Directorate Expenditure	Revenue Single Pot	Earmarked Reserves	Enterprise Zone Receipts	Adult Education Budget (AEB)	Transport Levy	Other Funding	Total
	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000
<b>Opening Bal @ 01/04/20</b>		<b>(9,480.7)</b>	<b>(2,367.3)</b>	<b>(468.5)</b>	<b>-</b>	<b>-</b>	<b>(3,858.3)</b>	<b>(16,174.8)</b>
<b>2020/21</b>								
Funds Received in Year		(9,000.0)	-	(489.1)	(11,513.1)	(12,347.6)	(2,198.0)	<b>(35,547.8)</b>
Transfer Between Reserves		260.0	(974.8)	-	-	-	-	<b>(714.8)</b>
<b>Available Funds</b>		<b>(18,220.7)</b>	<b>(3,342.1)</b>	<b>(957.6)</b>	<b>(11,513.1)</b>	<b>(12,347.6)</b>	<b>(6,056.3)</b>	<b>(52,437.4)</b>
Mayor	466.8	466.8	-	-	-	-	-	<b>466.8</b>
Corporate	6,872.6	6,714.4000	-	158.2000	-	-	-	<b>6,872.6</b>
Business & Skills	17,099.3	115.5	500.0	480.0	11,513.1	-	4,490.8	<b>17,099.4</b>
Delivery & Strategy	13,952.8	1,605.2	-	-	-	12,347.6	-	<b>13,952.8</b>
Housing	83.4	83.4	-	-	-	-	-	<b>83.4</b>
<b>Subject to Approval</b>	<b>3,267.9</b>	<b>3,267.9</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>3,267.9</b>
<b>Closing/Opening Balance</b>		<b>(5,967.5)</b>	<b>(2,842.1)</b>	<b>(319.4)</b>	<b>-</b>	<b>-</b>	<b>(1,565.5)</b>	<b>(10,694.5)</b>
<b>2021/22</b>								
Funds Received in Year		(8,000.0)	-	(999.2)	(11,513.1)	(12,594.6)	(951.0)	<b>(34,057.9)</b>
Transfer Between Reserves		-	-	-	-	-	-	<b>-</b>
<b>Available Funds</b>		<b>(13,967.5)</b>	<b>(2,842.1)</b>	<b>(1,318.6)</b>	<b>(11,513.1)</b>	<b>(12,594.6)</b>	<b>(2,516.5)</b>	<b>(44,752.4)</b>
Mayor	482.5	482.5	-	-	-	-	-	<b>482.5</b>
Corporate	8,445.0	7,506.8	780.0	158.2	-	-	-	<b>8,445.0</b>
Business & Skills	14,785.4	(117.1)	500.0	529.0	11,513.1	-	2,360.4	<b>14,785.4</b>
Delivery & Strategy	12,744.6	150.0	-	-	-	12,594.6	-	<b>12,744.6</b>
Housing	-	-	-	-	-	-	-	<b>-</b>
<b>Subject to Approval</b>	<b>200.0</b>	<b>200.0</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>200.0</b>
<b>Closing/Opening Balance</b>		<b>(5,745.3)</b>	<b>(1,562.1)</b>	<b>(631.4)</b>	<b>-</b>	<b>-</b>	<b>(156.1)</b>	<b>(8,094.9)</b>
<b>2022/23</b>								
Funds Received in Year		(8,000.0)	-	(1,457.2)	(11,513.1)	(12,846.5)	(746.0)	<b>(34,562.8)</b>
Transfer Between Reserves		260.0	(260.0)	-	-	-	-	<b>-</b>
<b>Available Funds</b>		<b>(13,485.3)</b>	<b>(1,822.1)</b>	<b>(2,088.6)</b>	<b>(11,513.1)</b>	<b>(12,846.5)</b>	<b>(902.1)</b>	<b>(42,657.7)</b>
Mayor	489.6	489.6	-	-	-	-	-	<b>489.6</b>
Corporate	7,564.3	7,283.7	-	280.6	-	-	-	<b>7,564.3</b>
Business & Skills	13,227.0	(200.1)	500.0	668.0	11,513.1	-	746.0	<b>13,227.0</b>
Delivery & Strategy	12,880.5	34.0	-	-	-	12,846.5	-	<b>12,880.5</b>
Housing	-	-	-	-	-	-	-	<b>-</b>
<b>Subject to Approval</b>	<b>136.0</b>	<b>136.0</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>136.0</b>
<b>Closing/Opening Balance</b>		<b>(5,742.1)</b>	<b>(1,322.1)</b>	<b>(1,140.0)</b>	<b>-</b>	<b>-</b>	<b>(156.1)</b>	<b>(8,360.3)</b>
<b>2023/24</b>								
Funds Received in Year		(8,000.0)	-	(1,457.2)	(11,513.1)	(13,103.4)	(746.0)	<b>(34,819.7)</b>
Transfer Between Reserves		260.0	(260.0)	-	-	-	-	<b>-</b>
<b>Available Funds</b>		<b>(13,482.1)</b>	<b>(1,582.1)</b>	<b>(2,597.2)</b>	<b>(11,513.1)</b>	<b>(13,103.4)</b>	<b>(902.1)</b>	<b>(43,180.0)</b>
Mayor	496.9	496.9	-	-	-	-	-	<b>496.9</b>
Corporate	8,021.2	7,740.6	-	280.6	-	-	-	<b>8,021.2</b>
Business & Skills	12,809.0	237.9	62.0	250.0	11,513.1	-	746.0	<b>12,809.0</b>
Delivery & Strategy	13,103.4	-	-	-	-	13,103.4	-	<b>13,103.4</b>
Housing	-	-	-	-	-	-	-	<b>-</b>
<b>Subject to Approval</b>	<b>70.0</b>	<b>70.0</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>70.0</b>
<b>Closing Balance</b>		<b>(4,936.7)</b>	<b>(1,520.1)</b>	<b>(2,066.6)</b>	<b>-</b>	<b>-</b>	<b>(156.1)</b>	<b>(8,679.5)</b>

## 5.4. Mayor's Budget

The Mayor's Office budget is included within this report for completeness as it draws on CPCA funding sources. However, the mayoral budget has a different approval process to the non-Mayoral Combined Authority budget. The process for determining the mayoral budget is set out in the Combined Authorities (Finance) Order 2017.

## 6. CORPORATE SERVICES DIRECTORATE

6.1. Given the 'non-discretionary' nature of Corporate costs, which are driven by policy and operational requirements, all costs are classified as 'Approved'.

### 6.2. Salaries and Other Employee Costs

The last 12 months has seen the Combined Authority move towards its new approved establishment structure. This process identified significant savings which were reported in the 2019/20 Budget and MTFP Refresh.

This budget reflects refinement of the staff costs already reported, showing a stabilised position and some limited cost reduction over the life of the MTFP.

The Staffing budget reflects:

- An anticipated annual pay award of 2%.
- Changes approved by the Chief Executive required to appoint appropriate staff to the structure on a harmonised pay structure.
- Positions funded by specific funding streams e.g. Energy Hub and Rural Community Energy Funding. The staffing structure now aligns operational teams to funding.

The Corporate Services budget includes recharges of staff and overheads funded by specific funding streams to reflect the full cost of each programme within Directorate budgets.

### **6.3. Support Services**

The CPCA continues to operate a lean structure. To enable that efficiency some support services are provided by constituent authorities such as democratic services from Cambridgeshire County Council, finance support from Peterborough City Council and procurement support from Cambridge City Council.

### **6.4. Corporate Overheads**

Corporate Overheads includes the costs of running an office as well as the specific costs of being in business (e.g. audit). These costs are expected to remain stable in future years.

### **6.5. Governance**

This section identifies the costs of holding meetings and the allowances and expenses of the Business Board, independent panels and the independent Chair of the Audit and Governance Committee.

### **6.6. Election Costs**

The CPCA makes a contribution of £260k per year to a reserve which provides for the costs of the Mayoral election every four years. The budget provides for this and the drawdown of £1.04m in 2021/22 is to finance this cost.

### **6.7. Capacity Funding**

The Capacity fund was established in 2019/20 to enable the organisation to react to emerging ideas, concepts and central Government policy. Use of this funding requires the approval of the Chief Executive.

### **6.8. Financing Costs**

CPCA currently has an agreed cap with the Treasury that enables it to borrow up to £84.61m to finance capital related schemes. Whilst there are no immediate plans to borrow, the revenue budget makes provision for financing interest on any potential future borrowing up to this limit. The total borrowing cost is offset by interest receivable on cash balances and investments held by the Combined Authority.

### **6.9. Workstream Budgets**

#### **6.9.1. Contribution to A14 Upgrade (DfT)**

As part of the current A14 upgrade works, an agreement was reached in October 2014 with all the Local Authorities in the area, and the Local Enterprise Partnership (LEP), that local

contributions totalling £100m would be made towards the project. The LEP's contribution to this agreement was set at 30% of the LEP's share of the Enterprise Zone receipts from the Alconbury Weald site received in each financial year from 2019-20 onwards. This commitment was taken over by the CPCA and the Business Board when the CPCA took over the activities and business of the LEP in April 2018. This budget line represents 30% of the forecast receipts receivable by the CPCA from Alconbury Weald in each financial year.

#### 6.9.2. **Non-Transport Feasibility Funding**

The CA Board approved an annual budget of £1m to fund 'non-transport feasibility projects when it set the 2019/20 budget. A Board decision is required to make allocations against this budget. The impact of Board decisions made to date leave £749.6k in this fund in 2020/21, £917k in 2021/22 and £1m in following years.

## 7. **BUSINESS AND SKILLS DIRECTORATE**

### 7.1. **Overview**

The Business and Skills Directorate and the Business Board, for which it supplies the executive support, is focused on the Combined Authority's vision to double our economy. Its **strategic approach** in achieving this is to:

- **Improve the long-term capacity for growth in Greater Cambridge** to support the expansion of this innovation powerhouse and, crucially, reduce the risk of any stalling in the long-term high growth rates that have been enjoyed for several decades.
- **Increase sustainability and broaden the base of local economic growth**, by identifying opportunities for high growth companies to accelerate business growth where there is greater absorptive capacity, beyond the current bottlenecks to growth in Greater Cambridge.
- **Do this by expanding and building upon the clusters and networks** that have enabled Cambridge to become a global leader in innovative growth, creating an economy-wide business support eco-system to promote inclusive business growth.

Business and Skills Projects and Programmes are described in the sections below.

### 7.2. **Adult Education Budget (AEB)**

The devolved Adult Education Budget funds a service providing improved adult education to raise mid-level skills in the north and east of the economy, to increase productivity and support business growth in these areas. Following on from the previous year of devolution planning, the provision of service delivery began in August/September 2019. The budget is divided into two distinct areas:

- **AEB Devolution Programme** – the full allocation of the grant that is due for receipt, less the programme costs, as detailed below.

**AEB Programme Costs** – provision of staffing and services to ensure delivery of the programme. This is the 4.9% top-slice of the AEB grant. As part of introducing clarity for corporate staffing costs and funded programmes, all staffing costs are included within this project. The staffing recharge will ensure that there is a net zero effect on the budget.

### 7.3. **Careers & Enterprise Company (CEC)**

The Careers & Enterprise Company (CEC) is the national vehicle used to drive the Skills Agenda and deliver the National Careers Strategy within education. The programme is linked to the Skills Brokerage service and is key to the success of delivering the Skills Strategy.

As with the AEB budget all staffing relating costs are included here as a recharge from the Corporate staffing budget.

#### **7.4. Energy Hub**

The Board has agreed to transfer this activity out of the control of the Combined Authority. Until the transfer happens, related costs are included in the Combined Authority's MTFP. Expenditure has been profiled to match the revised spending profile which is fully funded by the grant.

#### **7.5. Growth Hub including EU Exit Funding and Thomas Cook Task Force**

The Growth Hub is a telephone based signposting service to local organisations providing advice and growth support. An Outline Business Case presented in November 2019 and Full Business Case in March 2020, will propose the outsourcing of this service from April 2020. The revenue from Business, Energy and Industrial Strategy (BEIS), the sponsors of the service, and the outflow of costs to a contractor will continue to be included in the MTFP.

Additional services provided under sub-contract, have been provided to businesses and individuals regarding the EU Exit to ensure continuity of trade and the stability of European National Workers as well as to support employees of Thomas Cook to secure new jobs. EU Exit activities are being supported by top-up funding within this financial year from MHCLG, which will carry forward into 2020/21. Thomas Cook employee support is funded through a budget allocated from BEIS, for LEP Capacity Building.

#### **7.6. Health and Care Sector Work Academy**

The Health and Care Sector Work Academy provides additional education and work-based training for employees both in, and looking to enter, the health and social care work field. Traditionally a low-skill, low-pay area of work, the intention is to up-skill employees to improve outcomes.

#### **7.7. Local Industrial Strategy (LIS) Implementation**

The LIS Implementation budget is a cost provision for the development and launch of business support interventions, defined in the LIS as being required to meet the CPCA's economic growth ambitions. The Local Economic Commission has been included within this expenditure line.

#### **7.8. Local Growth Fund Costs**

This line was not shown in previous versions of the budget or MTFP as the costs for running the Local Growth Fund (LGF), were included within the Corporate revenue budget. By showing these costs separately, we can ensure that all relevant costs are recognised and charged against the Local Growth Fund top-slice reserve.

#### **7.9. Market Town Implementation of Strategies**

This budget line supports growth in our 11 market towns through the production of a Masterplan for each and funding to co-invest in the implementation of those plans. All masterplans will be completed by March 2020. The St. Neots plan is shown separately in Section 7.14 of this report .

#### **7.10. Marketing and Promotion of Services**

Provision has been made for a Business and Skills Marketing budget to ensure that the CPCA business and skills support interventions are well publicised. This line was revised to reflect the emerging strategy presented to the Skills Committee in January 2020.

#### **7.11. Regional Community Energy Fund (RCEF)**

As with the Energy Hub, this activity has been agreed to be transferred out of the Combined Authority. Until this happens, related costs are included in the MTFP. Expenditure is in line with the funding received for the project.

#### **7.12. Skills Brokerage, including Apprenticeship Levy**

The CPCA currently funds several pilot projects to establish the feasibility of a levy marketplace and skills brokerage to recover and scale apprenticeship levels to better meet business needs. The funding and provision of this service is under review with an enhanced proposal currently in development. To enable this review to be conducted with adequate depth and scope, part of the current contract will need to be extended to cover the 2019-20 academic year. The additional costs of this are £98k, which will require additional funding.

An Outline Business Case in November 2019 and Full Business Case (FBC) in March 2020, will propose the outsourcing of these separate place-specific interventions into a single integrated, whole economy Business Growth Service from April 2020.

#### **7.13. Skills Strategy Implementation**

The Skills Strategy Implementation budget is a provision for the development and launch of skills support interventions, defined in the Skills Strategy and carried into the LIS as being required to meet the CPCA's economic growth ambitions.

#### **7.14. St. Neots Masterplan**

The funding for this project had previously been included in the Market Town Implementation of Strategies line as referred to above.

#### **7.15. Trade and Investment Programme**

This is a pilot programme to test the ideas developed in the LIS for a larger scale inward investment service. An Outline Business Case in November 2019 and FBC in March 2020, will propose the outsourcing of these separate place-specific interventions into a single integrated, whole economy Business Growth Service from April 2020.

#### **7.16. Enterprise Zone contribution to Growth Company**

This line reflects the November Combined Authority Board's decision, based on the recommendation from the Business Board, to allocate funding from Enterprise Zone receipts to the proposed Business Growth Service.

### **8. DELIVERY AND STRATEGY DIRECTORATE**

8.1. The Delivery and Strategy Directorate promotes the Mayor and Combined Authority's growth ambition by:

- Supporting their role as the Transport Authority, developing and overseeing the delivery of new transport schemes, developing the Local Transport Plan, and ensuring the provision of subsidised public transport by delivery partners;
- Supporting Local Planning Authorities by developing an overall spatial framework for the area;
- Providing programme and performance management to ensure successful delivery of Combined Authority projects; and
- Supporting the Mayor and Combined Authority's role in public service reform.

Delivery and Strategy revenue projects in the MTFP period include:

**8.2. A10 Dualling SOBC**

The Combined Authority has procured a Strategic Outline Business Case for the dualling of the A10. This supports bids to the government's Large Local Majors and Major Route Network funds for the cost of dualling and junction improvements between Ely and Cambridge.

**8.3. Bus Review Implementation.**

This project is taking forward the Mayor's Strategic Bus Review under the guidance of the Bus Reform Task Force. It will recommend both short-term improvements to bus services and longer-term options for better delivery models, including considering the scope for enhanced partnerships with bus operators, and potentially franchising.

**8.4. Cambridgeshire Autonomous Metro (CAM).**

The budget identified here will fund the development of an Outline Business Case for the CAM metro, building on the work reported in the Strategic Outline Business Case.

**8.5. Cambridge South**

This budget makes provision for a Combined Authority contribution to constructing an accelerated new station at Cambridge South to serve the Cambridge Biomedical Campus.

**8.6. Climate Change**

This budget will fund research and other support for an Independent Commission on Climate Change

**8.7. Huntingdon Third River Crossing**

Growth to the north of Huntingdon will challenge the capacity of roads in the area. This budget funds a study of options for increasing capacity.

**8.8. Local Transport Plan**

The new Local Transport Plan (LTP) is due to be approved in the 2019-20 financial year. A number of councils' local plans will be updated in the early part of the MTFP period so it is prudent to make provision for a possible need to refresh the LTP in 2021/22.

**8.9. Monitoring and Evaluation Framework**

The Combined Authority is obliged by the terms of the Devolution Deal to maintain a Monitoring and Evaluation Framework and to pay for external evaluation of its programme. This budget reflects contractual commitments with the external evaluator.

**8.10. Public Service Reform**

The Board agreed to support the costs of the Independent Commission on Public Service Reform, which intends to report on health and care integration during 2020-21.

**8.11. Schemes and Studies**

The Combined Authority has supported Peterborough City Council in developing a package of minor schemes during 2019-20 and it is anticipated that it will do so again in 2020-21.

**8.12. Strategic Planning**

The Combined Authority is developing a strategic spatial framework for the area. Funding is required for external expertise and research to support that activity.

#### **8.13. Sustainable travel**

The Combined Authority has supported Peterborough City Council in developing sustainable travel options during 2019-20 and it is anticipated that it will do so again in 2020-21.

#### **8.14. Transport Levy**

Under current arrangements, Transport Levy funding raised from the two Highways Authorities is passported back to them in full to fund Transport Authority functions exercised by them under delegation from the Combined Authority.

### **9. HOUSING DIRECTORATE**

#### **9.1. Community Land Trusts (CLT) / <£100k Housing**

The Housing Strategy (September 2018) recognises that there is a need to deliver genuinely affordable housing across the Combined Authority Area. It further recognises that there is a gap in the market that provides for those who do not qualify for traditional affordable housing and for whom open market housing is out of reach.

<£100k Homes and Community Land Trusts (CLTs) are referenced as a mechanism that could enable the Combined Authority to make a contribution to meet our housing objectives and respond to demand for cheaper housing for local people. It is recommended within the strategy to explore and deliver the <£100k Homes project. CLTs are referenced as a means not only to deliver genuinely affordable housing but also as vehicles to potentially utilise the mechanism of land value capture.

On 25 September 2019 the Board approved the inclusion of these projects in the 2019/20 Business Plan and further agreed a total budget allocation of £250,000 to progress these projects.

<£100k Homes is an exciting new initiative and will be the first of its kind in the country. Developing and delivering this initiative will provide those individuals who are struggling to enter the housing market with a real opportunity to buy their own home at an affordable price.

Work is underway to develop the policy framework and business case for <£100k Homes.

#### **9.2. Community Land Trusts** are a mechanism to deliver community-led housing. Community-led housing is an attractive and affordable alternative to conventional housing and can be part of the answer where communities come together to design and build affordable homes for the benefit of local households most in need.

The Combined Authority vision for Cambridgeshire and Peterborough is to have the most advanced community-led housing sector in the UK, where local people in confident, and resilient communities have access to the skills and expertise to create attractive local homes that they can genuinely afford.

Housing plays an important role in the growth of our local economy but across Cambridgeshire and Peterborough too many young people and families are unable to stay in their communities, close to their place of work, because they cannot access decent housing that they can genuinely afford on their local incomes.

To support the 'scaling up' of community-led housing across Cambridgeshire and Peterborough, the Combined Authority can:

- Mobilise public support for new homes;
- Widen the range of housing products that are available, including homes for local people that are priced out of home ownership;
- Boost community ownership of assets;
- Diversify the local housebuilding market, building collaboration, innovation, skills and local supply chains;
- Inspire stronger local communities with increased confidence, capacity and control.

### **9.3. Garden Villages**

This provision is for the negotiation and exchange of two major land option deals on the proposed CAM metro network in order to enable a land value capture strategy to deliver a minimum of two garden villages.

## **10. REVENUE BUDGET CONCLUSIONS**

10.1. The Revenue Budget position for 2020/21 and MTFP for Approved and Subject to Approval budget lines is affordable within known funding sources. Current spending plans leaves uncommitted Revenue Single Pot funding of £4.9367m at the end of 2023/24 in addition to the £1m minimum prudent reserve level agreed in January 2019.

## **11. CAPITAL PROGRAMME**

### **11.1. Development of the Capital Programme**

Table 4 below, presents a summary of Approved budget totals by Directorate and year, creating a clear link to forecast funding brought forward into 2020/21 and projected drawdown across the lifetime of the MTFP. A summary of Subject to Approval budget lines is included in each year, illustrating that both the Approved and Subject to Approval budget lines are affordable within expected funding streams.

Appendix 2 shows the detailed Directorate Capital budget for 2020/21 and the Capital programme for the duration of the MTFP. The Capital programme differentiates between budget lines which have been 'Approved' for spending and those which are 'Subject to Approval' - budget lines that have been identified but require further approval from the CA Board to allow spending to commence.



**Table 4 Summary Capital Budget 2020/21 and MTFP**

Financial Year		Total Directorate Expenditure	Capital Gainshare	Transforming Cities Fund	Cambridge City £70m	Housing Infrastructure £60m	Housing Loans £40m	Local Growth Fund	Highways Maintenance Capital Grant	Total
		£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000
	<b>Opening Bal @ 01/04/20</b>		<b>(41,029.9)</b>	<b>(2,476.6)</b>	<b>(20,254.1)</b>	<b>(32,362.8)</b>	<b>875.0</b>	<b>(35,698.8)</b>	<b>-</b>	<b>(130,947.2)</b>
<b>2020/21</b>	Funds Received in Year		(12,000.0)	(22,000.0)	(15,000.0)	(18,000.0)	(35,270.0)	(36,610.3)	(23,080.0)	(161,960.3)
	<i>Top Slice of Capital Funds</i>		-	-	-	-	-	714.8	-	714.8
	<b>Available Funds</b>		<b>(53,029.9)</b>	<b>(24,476.6)</b>	<b>(35,254.1)</b>	<b>(50,362.8)</b>	<b>(34,395.0)</b>	<b>(71,594.3)</b>	<b>(23,080.0)</b>	<b>(292,192.7)</b>
	Business & Skills	63,542.6	11,150.0	-	-	-	-	52,392.6	-	63,542.6
	Delivery & Strategy	48,009.9	6,817.9	7,612.0	-	-	-	10,500.0	23,080.0	48,009.9
	Housing	48,096.7	750.0	-	27,954.0	12,652.9	6,739.8	-	-	48,096.7
	<b>Subject to Approval</b>	<b>27,956.2</b>	<b>11,091.6</b>	<b>16,864.6</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>27,956.2</b>
	<b>Closing/Opening Balance</b>		<b>(23,220.4)</b>	<b>-</b>	<b>(7,300.1)</b>	<b>(37,709.9)</b>	<b>(27,655.2)</b>	<b>(8,701.7)</b>	<b>-</b>	<b>(104,587.3)</b>
<b>2021/22</b>	Funds Received in Year		(12,000.0)	(30,000.0)	-	-	(5,770.0)	(923.7)	(23,080.0)	(71,773.7)
	<i>Top Slice of Capital Funds</i>		-	-	-	-	-	-	-	-
	<b>Available Funds</b>		<b>(35,220.4)</b>	<b>(30,000.0)</b>	<b>(7,300.1)</b>	<b>(37,709.9)</b>	<b>(33,425.2)</b>	<b>(9,625.4)</b>	<b>(23,080.0)</b>	<b>(176,361.0)</b>
	Business & Skills	-	-	-	-	-	-	-	-	-
	Delivery & Strategy	45,270.5	9,087.0	13,103.5	-	-	-	-	23,080.0	45,270.5
	Housing	27,286.1	750.0	-	7,300.1	19,236.0	-	-	-	27,286.1
	<b>Subject to Approval</b>	<b>42,515.0</b>	<b>25,618.5</b>	<b>16,896.5</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>42,515.0</b>
	<b>Closing/Opening Balance</b>		<b>235.1</b>	<b>-</b>	<b>-</b>	<b>(18,473.9)</b>	<b>(33,425.2)</b>	<b>(9,625.4)</b>	<b>-</b>	<b>(61,289.4)</b>
<b>2022/23</b>	Funds Received in Year		(12,000.0)	(21,000.0)	-	-	-	(1,486.4)	(23,080.0)	(57,566.4)
	<i>Top Slice of Capital Funds</i>		-	-	-	-	-	-	-	-
	<b>Available Funds</b>		<b>(11,764.9)</b>	<b>(21,000.0)</b>	<b>-</b>	<b>(18,473.9)</b>	<b>(33,425.2)</b>	<b>(11,111.8)</b>	<b>(23,080.0)</b>	<b>(118,855.8)</b>
	Business & Skills	-	-	-	-	-	-	-	-	-
	Delivery & Strategy	23,976.8	-	896.8	-	-	-	-	23,080.0	23,976.8
	Housing	6,759.6	-	-	-	6,759.6	-	-	-	6,759.6
	<b>Subject to Approval</b>	<b>24,856.7</b>	<b>4,753.5</b>	<b>20,103.2</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>24,856.7</b>
	<b>Closing/Opening Balance</b>		<b>(7,011.4)</b>	<b>-</b>	<b>-</b>	<b>(11,714.3)</b>	<b>(33,425.2)</b>	<b>(11,111.8)</b>	<b>-</b>	<b>(63,262.7)</b>
<b>2023/24</b>	Funds Received in Year		(12,000.0)	-	-	-	-	(825.5)	(23,080.0)	(35,905.5)
	<i>Top Slice of Capital Funds</i>		-	-	-	-	-	-	-	-
	<b>Available Funds</b>		<b>(19,011.4)</b>	<b>-</b>	<b>-</b>	<b>(11,714.3)</b>	<b>(33,425.2)</b>	<b>(11,937.3)</b>	<b>(23,080.0)</b>	<b>(99,168.2)</b>
	Business & Skills	-	-	-	-	-	-	-	-	-
	Delivery & Strategy	23,080.0	-	-	-	-	-	-	23,080.0	23,080.0
	Housing	11,714.3	-	-	-	11,714.3	-	-	-	11,714.3
	<b>Subject to Approval</b>	<b>5,720.9</b>	<b>5,720.9</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>5,720.9</b>
	<b>Closing Balance</b>		<b>(13,290.5)</b>	<b>-</b>	<b>-</b>	<b>(0.0)</b>	<b>(33,425.2)</b>	<b>(11,937.3)</b>	<b>-</b>	<b>(58,653.0)</b>

## 12. BUSINESS AND SKILLS DIRECTORATE

Business and Skills capital projects are categorised into two distinct sections:

1. **CPCA Funded Projects** – directly funded by CPCA (section 12.1).
2. **Local Growth Fund Projects** – directly funded through the grant award received from BEIS (section 12.2).

### 12.1. CPCA Funded Projects

#### 12.1.1. University of Peterborough

The University project is proceeding with an Outline Business Case due to be presented to the Board in January 2020. A Joint Venture (JV) proposal with Peterborough City Council is being developed to build and manage the new university premises.

#### 12.1.2. Market Town Master Plan Pump Priming

The Combined Authority will consider bids against the agreed list of interventions and investment priorities specified within the Master Plans during 2020/21.

## **12.2. Local Growth Fund Projects**

### **12.2.1. Capital Growth Grant Scheme**

The Capital Growth Grant Scheme is a new project approved by the Board in September 2019 and funded by the Local Growth Fund for the sum of £3m in 2020/21. This is a Small Business Capital Growth Investment Fund to help Small and Medium sized enterprises (SMEs), grow through organic expansion, paying for equipment and expanded premises.

This Grant Scheme also includes an Innovation and Re-Location Grant to co-invest with small firms towards the cost of contracting experts to help:

- a) Access Research and Development funding from UK and EU agencies for new product development and increased productivity
- b) Access fast-track planning, partners, and investment for new employment space.

### **12.2.2. Eastern Agritech Initiative**

The Eastern Agri-Tech Growth Initiative is designed to support the development of new and innovate ideas within the Agri-Tech sector. The Initiative has two main funds that can help support local businesses:

- Agri-Tech Growth Fund - offers grant funding of between £10k and £150k to support product development and improve agricultural productivity.
- Research, Development and Prototyping Fund - helps to support the research and development of new products or processes with grants of between £10k and £60k.

### **12.2.3. Future Pipeline Projects**

Local Growth Fund provides capital funding from the Government to CPCA to invest in local projects which help overcome strategic barriers to growth and contribute towards delivery of ambitions set out in the Local Industrial Strategy (LIS) - from Business Growth Programmes, Inward Investment, Business Growth space, Launchpads and incubator space, through to new skills facilities and space for innovation. The funding for this project is time-limited and will need to be concluded by the end of 2020/21.

### **12.2.4. Illumina Accelerator**

This is a Genomics Accelerator coaching programme for Start-ups and SMEs with Equity invested into the SME's in £100k convertible notes for 5+ SME businesses selected for the accelerator coaching programme in cohorts every six months. Future return of funding would be the eventual realisation of the 2% shareholding.

### **12.2.5. Lancaster Way Phase 2**

This project funds Roundabout improvements on the A142 to support access to the Enterprise Zone site and reduce traffic impacts of the site on the main route. This project is also being aligned with County Highways improvements to the A10/A142 roundabout.

### **12.2.6. Sci-Tech Container Village**

This project provides a loan for infrastructure costs to bring forward a key employment site for Cambridge unlocking 2 acres of a poor quality brownfield site to develop Sci-Tech container village business space. Delivery of this parcel of land will help accelerate wider regeneration of the overall site, for which £200M Housing Infrastructure Funding has been secured.

### **12.2.7. Small Grants Programme**

A Board decision has been made to close the programme with any remaining funds being reutilised.



### **13. DELIVERY AND STRATEGY DIRECTORATE**

The proposed capital provision for the coming years of the MTFP period are as follows:

#### **13.1. A47 Dualling**

This line makes provision for collaborative funding with Highways England to prepare the business case documents to support delivery of dualling the A47 within the RIS2 (Road Investment Strategy 2) period.

#### **13.2. King's Dyke**

The Combined Authority has committed to fund Cambridgeshire County Council's scheme to provide a new road replacement for the King's Dyke level crossing. This line reflects existing commitments made by the Board.

#### **13.3. Cambridge South Station**

This budget makes provision for a Combined Authority contribution to constructing an accelerated new station at Cambridge South to serve the Cambridge Biomedical Campus.

#### **13.4. Regeneration of Fenland Railway Stations**

The Combined Authority has agreed to fund a package of improvements to stations at Manea, Whittlesea and March.

#### **13.5. Soham Station**

A rail station will be reinstated at Soham after a 75 year gap, supporting growth in the market town. The Board agreed in September 2019 to fund the construction phase of the project.

#### **13.6. Wisbech Rail**

This budget line allows continued funding for the project to restore the rail connection between Wisbech and Cambridge, taking work beyond the current GRIP 3b (Governance for Railway Investment Projects 3b) stage.

#### **13.7. A16 Norwood Dualling**

Proposed housing development at the Norwood site in Peterborough will be unlocked by dualling a short stretch of the A16.

#### **13.8. A141 Capacity Enhancements**

This line provides for continued study work on increasing road capacity to the North of Huntingdon in anticipation of growing demand driven by future development.

#### **13.9. A505 Corridor**

This line funds a study of road capacity in this high-growth area between Cambridge and Royston.

#### **13.10. A605 Oundle Road Widening**

This line provides for the construction of an additional lane on the A605 between the village of Alwalton and the Lynchwood Business Park to relieve anticipated congestion. The scheme is estimated to support the creation of an extra 2,000 jobs.

**13.11. A1260 Nene Parkway Junction 15**

This provides funding for a scheme to unlock congestion at a pinch-point roundabout on the West of Peterborough's urban area.

**13.12. A1260 Nene Parkway Junctions 32-3**

This line funds a package of improvements to reduce congestion and enable growth at the main South-Western access route to Peterborough.

**13.13. Coldhams Lane Roundabout Improvements**

This funds improvements at this junction in Cambridge to provide a safer and more pleasant environment for pedestrians and cyclists.

**13.14. Digital Connectivity Infrastructure Programme**

This supports growth and inclusion by delivering wider broadband connectivity, better mobile coverage, and helping introduce new developments such as 5G.

**13.15. Ely Area Capacity Enhancements**

This is the Combined Authority's contribution to Network Rail's project to address capacity constraints at this crucial junction on the region's rail network, enabling significant growth, more freight diversion from the road network, and better journeys for residents across the Cambridgeshire and Peterborough area.

**13.16. Fengate Access Studies**

This funds study work to enable significant growth and job creation on Peterborough's Eastern edge.

**13.17. Highways Maintenance**

This is funding from national government for road maintenance which the Combined Authority passes to the two highways authorities to support their work.

**13.18. M11 Junction 8**

This is the Combined Authority's contribution to a joint project with Essex County Council aimed at improving capacity at this important junction that gives access to Stansted Airport.

**13.19. March Junction Improvements**

A package of measures to improve traffic flow and enable growth in March is being studied. This line provides funding for that work.

**13.20. St Neots Masterplan Capital**

The St Neots market town masterplan proposed a new cycle bridge for the town which this line funds.

**13.21. Wisbech Access Strategy**

This is the funding for the first phase of a package of improvements to key road junctions in Wisbech.

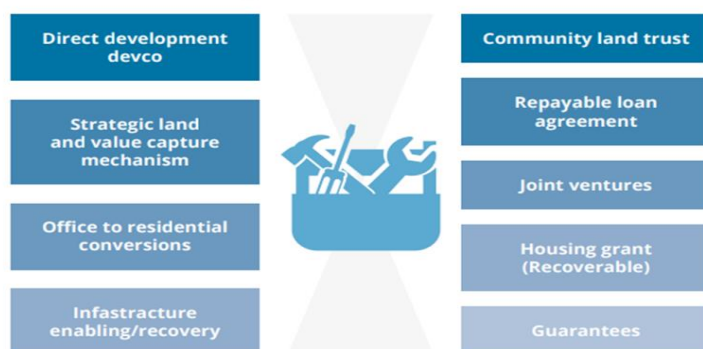
## 14. HOUSING DIRECTORATE

- 14.1. In 2017, the Combined Authority successfully negotiated £170 million from Government for delivery of an ambitious housing programme providing 2,500 new affordable homes by March 2022.
- 14.2. Within this programme, £100 million is available to be used across the Combined Authority area to deliver 2,000 affordable homes and £70 million is available to Cambridge City Council to deliver 500 new council homes.
- 14.3. The Housing and Development Team at the Combined Authority is working with officers in all partner local authorities (via the Cambridgeshire and Peterborough Housing Board) to identify new schemes to come forward for support from the Affordable Housing Programme. The Team is also building relationships with landowners, developers and housing providers to seek opportunities to influence, enable and accelerate delivery of new affordable housing across the Combined Authority area.
- 14.4. The Combined Authority Housing Strategy was approved by the Board in September 2018 and included three core objectives as illustrated in the diagram below:



- 14.5. The Housing Strategy also approved a flexible, multi-toolkit approach as the most effective way of accelerating affordable housing delivery. The use of grant as a tool to help unlock sites and deliver additional affordable housing is one of these tools:

A flexible multi-toolkit approach



- 14.6. Of the £170M funding, £70M has been allocated to grant funding provision of 500 affordable housing units within Cambridge City. The remaining £100M is intended to deliver a further

2,000 affordable housing units. £60M of this is allocated to grant funding outside of Cambridge City, and the remaining £40M is allocated to the flexible multi-toolkit to accelerate delivery of housing through other initiatives such as loan agreements and direct delivery.

#### **14.7. Wisbech Garden Town**

Progress on this project is pending confirmation and timing for the delivery of the A47 improvement works. Those works will act as the trigger to progress to the next stage of this project.

#### **14.8. Cambridge City Housing Programme**

This element of the programme is implemented directly by Cambridge City Council's Housing team with funding from the Combined Authority. The target is to deliver 500 affordable homes by March 2022.

Cambridge City Council is forecasting a total spend of £120 million on its housing programme, comprising £70 million grant via the Combined Authority plus £50 million City Council resources including Right to Buy receipts and HRA funding. This figure is set to rise to £136 million with the inclusion of a new scheme at Campkin Road.

In June 2019 there were 134 starts on site which represents 26.8% of the delivery target against a 20% spend of the available funding.

#### **14.9. Affordable Housing Grant Programme**

The Combined Authority's Affordable Housing programme runs for five years from 1 April 2017 to 31 March 2022 with the ambition to deliver a minimum of 2,000 new affordable homes.

It is anticipated that over its lifetime, the programme will support a mixed portfolio of schemes including strategic sites and projects brought forward by housing associations, developers and Community Land Trusts (CLTs). It includes the intended use of grant and a revolving fund to help unlock sites and deliver additional affordable housing, alongside other tools to support and enable housing delivery.

#### **14.10. Housing Investment Fund – Contracted**

On the 26th September 2018 the Combined Authority Board approved a flexible multi toolkit housing strategy to provide a selection of tools and a flexible approach in which housing delivery can be achieved and accelerated.

The strategy included the provision of a £40m rolling fund from within the £100m housing programme to be used for a strategic investment toolkit to enable opportunities to deliver housing over and above solely issuing traditional grant. The toolkit includes initiatives such as repayable loan agreements, land value capture, recoverable housing grant, equity investment, and direct delivery

### **15. SECTION 25 STATEMENT**

15.1. Section 25 of the Local Government Act 2003 places requirements on a Section 73 Officer in determining the Authority's budget for the forthcoming financial year to report on the robustness of the estimates made for the purposes of the calculations and on the adequacy of the proposed financial reserves. This assessment is based upon the Combined Authority continuing to operate on an on-going basis and with a minimum £20m gainshare (£8m revenue and £12m capital) to be funded from Central Government. This section sets out the Section 73 Officer's view of the budget and medium-term financial plan.

- 15.2. The level of reserves has been set in the context of the way this organisation operates. The level of revenue reserves has been kept in line with the £1m set in the 2019-20 budget. This is considered a prudent level taking into account that the majority of the CPCA's budgets are not demand led, and thus the level of control the Combined Authority has over its expenditure is significant. The projected level of capital balances is described in the capital programme and paragraph 4.3. This represents a reasonable level based upon the current and expected commitments to be made.
- 15.3. This report focuses on the budget and financing of the Authority over the next 4 years. The paper identifies a sustainable budget and MTFP for the period within the resources available to the Combined Authority. The revenue budget identifies clear budgets to progress the major priorities of the Combined Authority. The wider Medium-Term Financial Plan provides a clear financial plan that allows the Board to manage and monitor its financial performance as well as deliver its objectives. Resources are clearly identified against priorities. The assumptions and numbers are a fair reflection of the commitments of the Combined Authority.
- 15.4. The Capital Programme identifies funding to deliver specific schemes over the period. It will utilise Gainshare Capital to deliver on devolution aspirations such as Digital Connectivity, Peterborough University, regeneration of Market Towns and some transport priorities. It also looks to maximise the benefit of the Transforming Cities Fund towards major Transport priorities and the Local Growth Fund to stimulate job creation in the local economy. The programme also includes the plan to deliver housing from the devolved capital funding to accelerate delivery across the Combined Authority area. The estimates for the programmes are based upon reasonable estimates across the organisation. Importantly the committed expenditure can be controlled across the years.
- 15.5. The overall budget and Medium-Term Financial Plan allow development of the Devolution and Mayoral ambition within existing resources. Capacity has been built into the plan to potentially utilise borrowing to progress some of the investment programme. Equally resources have been identified to progress Business Cases for major strategic projects which will consider innovative funding mechanisms such as Land Value Capture, Tax Incremental Financing (TIF) and other potential new funding. Funding this capacity is essential to creating the financing packages to deliver the major strategic changes within the ambition.
- 15.6. A separate report on this Agenda describes the Business Plan for 2020/21 in more detail. The proposed budget has been developed alongside that plan

## **16. LEGAL IMPLICATIONS**

The budget setting process is as set out in the CPCA Constitution.

## **17. SIGNIFICANT IMPLICATIONS**

The budget, MTFP and capital programme form the CPCA's financial planning for delivery of projects and programmes over the next 4 years. Therefore, it will have significant implications for the community of the area and beyond.



## 18. **APPENDICES**

Appendix 1 – 2020/21 Revenue Budget and Medium-Term Financial Plan

Appendix 2 – 2020/21 Capital Budget and Medium-Term Financial Plan

Appendix 3 – Leveraged Future Schemes

Appendix 4 – Summary of Consultation and Responses

<b><u>Source Documents</u></b>	<b><u>Location</u></b>
CPCA Constitution	<a href="https://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/Constitution-2019-10-24.pdf">https://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/Constitution-2019-10-24.pdf</a>

## 2020/21 Revenue Budget and Medium-Term Financial Plan – Mayor's Office

Report Section Reference	2019/20 MTFP £000's		2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's
	85.0	Mayor's Allowance	85.0	95.6	97.5	99.5
	-	Mayor's Conference Attendance	10.0	10.0	10.0	10.0
	25.0	Mayor's Office Expenses	40.0	40.0	40.0	40.0
	52.4	Mayor's Office Accommodation	77.4	77.4	77.4	77.4
	217.5	Mayor's Office Staff	254.4	259.5	264.7	270.0
<b>5.4</b>	<b>379.9</b>	<b>Total Mayor's Costs</b>	<b>466.8</b>	<b>482.5</b>	<b>489.6</b>	<b>496.9</b>
	<b>379.9</b>	<b>Total Mayor's Budgets</b>	<b>466.8</b>	<b>482.5</b>	<b>489.6</b>	<b>496.9</b>



Report Section	2019/20 MTFP		2020/21	2021/22	2022/23	2023/24
Reference	£000's		£000's	£000's	£000's	£000's
6.2		<b>Combined Authority Staffing Costs (inc NI &amp; Pen 'e</b>				
	269.0	Chief Executive	274.2	306.4	312.5	318.8
		<b>Housing Directorate</b>				
	362.0	Housing	379.5	387.1	394.8	402.7
		<b>Business and Skills Directorate</b>				
	746.8	Business and Skills	827.7	844.2	861.1	878.3
	153.8	Growth Hub	146.8	149.7	152.7	155.8
	384.5	Energy	404.6	412.7	-	-
	50.0	Energy - RCEF Staffing	-	-	-	-
	320.1	AEB	242.5	247.4	252.3	257.3
		<b>Delivery &amp; Strategy Directorate</b>				
	1,217.6	Delivery & Strategy	1132.1	1154.7	1177.8	1201.4
		<b>Corporate Services Directorate</b>				
	614.3	Legal and Governance	503.8	583.2	594.9	606.8
	515.1	Finance	454.1	463.2	472.4	481.9
	98.4	HR	105.6	107.7	109.9	112.1
	180.5	Communications	231.1	235.7	240.4	245.2
	<b>4,912.1</b>	<b>Total Combined Authority Staffing Costs</b>	<b>4,702.0</b>	<b>4,892.0</b>	<b>4,568.9</b>	<b>4,660.3</b>
		<b>Other Employee Costs</b>				
	100.0	Travel	100.0	100.0	100.0	100.0
	10.0	Apprenticeship Levy	17.9	18.7	17.4	17.8
	100.0	Conferences, Seminars & Training	90.0	90.0	90.0	90.0
	<b>210.0</b>	<b>Total Other Employee Costs</b>	<b>207.9</b>	<b>208.7</b>	<b>207.4</b>	<b>207.8</b>
6.3		<b>Externally Commissioned Support Services</b>				
	200.0	External Legal Counsel	200.0	150.0	100.0	100.0
	90.0	Finance Service	91.0	92.0	93.0	94.0
	90.0	Democratic Services	90.0	90.0	90.0	90.0
	10.0	Payroll	8.0	8.0	8.0	8.0
	25.0	HR	25.0	25.0	25.0	25.0
	25.0	Procurement	25.0	25.0	25.0	25.0
	15.0	Finance System	-	-	-	-
	50.0	ICT external support	50.0	50.0	50.0	50.0
	<b>505.0</b>	<b>Total Externally Commissioned Support Services</b>	<b>489.0</b>	<b>440.0</b>	<b>391.0</b>	<b>392.0</b>
6.4		<b>Corporate Overheads</b>				
	339.2	Accommodation Costs	340.0	340.0	340.0	340.0
	20.0	Software Licences, Mobile Phones cost	20.0	20.0	20.0	20.0
	50.0	Communications	40.0	40.0	40.0	40.0
	29.5	Website Development	10.0	10.0	10.0	10.0
	160.0	Recruitment Costs	-	-	-	-
	30.0	Insurance	30.0	30.0	30.0	30.0
	85.0	Audit Costs	85.0	85.0	85.0	85.0
	25.0	Office running costs	25.0	25.0	25.0	25.0
	10.0	Corporate Subscriptions	10.0	10.0	10.0	10.0
	<b>748.7</b>	<b>Total Corporate Overheads</b>	<b>560.0</b>	<b>560.0</b>	<b>560.0</b>	<b>560.0</b>
6.5		<b>Governance Costs</b>				
	185.0	Committee/Business Board Allowances	144.0	144.0	144.0	144.0
	20.0	Miscellaneous	20.0	20.0	20.0	20.0
	<b>205.0</b>	<b>Total Governance Costs</b>	<b>164.0</b>	<b>164.0</b>	<b>164.0</b>	<b>164.0</b>
6.6		<b>Election Costs</b>				
	<b>260.0</b>	<b>Total Election Costs</b>	<b>-</b>	<b>1,040.0</b>	<b>-</b>	<b>-</b>
6.7		<b>Capacity Funding</b>				
	<b>125.0</b>	<b>Total Capacity Funding</b>	<b>125.0</b>	<b>125.0</b>	<b>125.0</b>	<b>125.0</b>
6.8		<b>Financing Costs</b>				
	(1,480.0)	Interest Receivable on Investments	(1,020.0)	(762.4)	(400.0)	
	-	Interest on Borrowing	2,555.2	2,555.2	2,555.2	2,555.2
	<b>(1,480.0)</b>	<b>Net Financing Costs</b>	<b>1535.2</b>	<b>1792.8</b>	<b>2155.2</b>	<b>2555.2</b>
	<b>5,485.8</b>	<b>Total Operational Budget</b>	<b>7,783.1</b>	<b>9,222.5</b>	<b>8,171.6</b>	<b>8,664.3</b>
		<b>Feasibility Budgets</b>				
6.9.1	-	Contribution to A14 Upgrade (DfT)	61.2	61.2	183.6	183.6
6.9.2	445.4	Non-Transport Feasibility (unallocated)	749.6	917.0	1000.0	1000.0
	<b>445.4</b>	<b>Total Feasibility Budget</b>	<b>810.8</b>	<b>978.2</b>	<b>1,183.6</b>	<b>1,183.6</b>
6.2		<b>Recharges to Grant Funded Projects</b>				
	-	Directly Grant Funded Staff	(1,472.4)	(1,501.9)	(1,531.9)	(1,562.5)
	-	Directly Grant Funded Overheads	(248.9)	(253.9)	(259.0)	(264.2)
	-	<b>Total Recharges to Grant Funded Projects</b>	<b>(1,721.3)</b>	<b>(1,755.7)</b>	<b>(1,790.9)</b>	<b>(1,826.7)</b>
	<b>5,931.2</b>	<b>Total Corporate Services Approved Budgets</b>	<b>6,872.6</b>	<b>8,445.0</b>	<b>7,564.3</b>	<b>8,021.2</b>

## 2020/21 Revenue Budget and Medium-Term Financial Plan – Business and Skills

Report Section	2019/20 MTFP		2020/21	2021/22	2022/23	2023/24
Reference	£000's		£000's	£000's	£000's	£000's
7.2	6,858.6	AEB Devolution Programme	10,948.9	10,948.9	10,948.9	10,948.9
7.2	115.4	AEB Programme Costs	564.1	564.1	564.1	564.1
7.3	-	Marketing and Promotion of Services	75.0	-	-	-
7.4	94.2	Careers and Enterprise Company (CEC)	80.5	-	-	-
7.5	615.4	Energy Hub	697.8	-	-	-
7.6	90.9	EU Exit Funding	181.8	-	-	-
7.6	63.0	Growth Company Development	-	-	-	-
7.6	92.2	Growth Hub	246.0	246.0	246.0	246.0
	110.0	HAT Work Readiness Programme	-	-	-	-
7.7	1,500.0	Health and Care Sector Work Academy	1,100.0	1,300.0	-	-
	400.0	LEP Capacity Funding	-	-	-	-
7.8	200.0	LIS Implementation	195.0	200.0	200.0	200.0
7.9	-	Local Growth Fund Costs	480.0	480.0	480.0	480.0
7.10	353.0	Market Town Implementation of Strategies	175.0	200.0	200.0	200.0
7.11	-	Marketing	20.0	20.0	20.0	20.0
7.12	1,052.5	Rural Community Energy Fund (RCEF)	1,713.2	314.4	-	-
	75.0	Skills Advisory Panel (SAP) (DfE)	-	-	-	-
7.13		Skills Brokerage				
	250.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	98.0	-	-	-
7.14	150.0	Skills Strategy Implementation	125.0	150.0	150.0	150.0
7.15	18.9	St Neots Masterplan	167.0	83.0	-	-
7.16	100.0	Trade and Investment Programme	100.0	-	-	-
7.17	-	EZ Funded Growth Company Contribution	230.0	279.0	418.0	-
	235.0	University of Peterborough	-	-	-	-
	12,374.1	Total Business & Skills Approved Budgets	17,099.3	14,785.4	13,227.0	12,809.0
	-	Total Business & Skills Subject to Approval	98.0	-	-	-
	12,374.1	Total Business & Skills Revenue Expenditure	17,197.3	14,785.4	13,227.0	12,809.0

## 2020/21 Revenue Budget and Medium-Term Financial Plan – Delivery and Strategy

Report Section Reference	2019/20 MTFP £000's		2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's
	-	<b>A10 Dualling SOBC</b>				
		Approved Project Costs	250.0	-	-	-
		<b>A14 Revenue Feasibility</b>				
8.2	150.0	Approved Project Costs	-	-	-	-
		<b>Bus Review Implementation</b>				
	800.0	Approved Project Costs	-	-	-	-
8.3	-	Subject to Approval	1,200.0	-	-	-
		<b>CAM Metro</b>				
	1,907.0	Approved Project Costs	965.0	-	-	-
8.4		<b>Cambridge South</b>				
	100.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	1,500.0	-	-	-
8.5		<b>Climate Change</b>				
		Approved Project Costs	125.0	-	-	-
8.6		<b>Huntingdon 3rd River Crossing</b>				
	300.0	Approved Project Costs	96.5	-	-	-
		<b>Land Commission</b>				
	105.0	Approved Project Costs	-	-	-	-
8.7		<b>Local Transport Plan</b>				
	376.7	Approved Project Costs	-	-	-	-
	-	Subject to Approval	-	100.0	-	-
8.8		<b>Monitoring and Evaluation Framework</b>				
	163.0	Approved Project Costs	168.7	150.0	34.0	-
	-	Subject to Approval	-	-	36.0	70.0
8.9		<b>Public Service Reform</b>				
	100.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	75.0	-	-	-
8.10		<b>Schemes and Studies</b>				
	100.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	100.0	-	-	-
8.11		<b>Strategic Planning</b>				
	130.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	144.9	100.0	100.0	-
8.12		<b>Sustainable Travel</b>				
	150.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	150.0	-	-	-
8.13		<b>Transport Levy CCC</b>				
	8,738.0	Approved Project Costs	8,497.7	8,667.7	8,841.1	9,017.9
8.13		<b>Transport Levy PCC</b>				
	3,631.0	Approved Project Costs	3,849.9	3,926.9	4,005.4	4,085.5
	<b>16,750.7</b>	<b>Total Delivery &amp; Strategy Approved Projects</b>	<b>13,952.8</b>	<b>12,744.6</b>	<b>12,880.5</b>	<b>13,103.4</b>
	-	<b>Total Delivery &amp; Strategy Projects Subject to Approval</b>	<b>3,169.9</b>	<b>200.0</b>	<b>136.0</b>	<b>70.0</b>
	<b>16,750.7</b>	<b>Total Delivery &amp; Strategy Revenue Expenditure</b>	<b>17,122.7</b>	<b>12,944.6</b>	<b>13,016.5</b>	<b>13,173.4</b>
	-	<b>Net Revenue Cost Subject to Approval</b>	<b>3,169.9</b>	<b>200.0</b>	<b>136.0</b>	<b>70.0</b>

## 2020/21 Revenue Budget and Medium-Term Financial Plan – Housin

Report Section	2019/20 MTFP		2020/21	2021/22	2022/23	2023/24
Reference	£000's		£000's	£000's	£000's	£000's
	90.9	War Veterans Homelessness Support Grant	-	-	-	
9.1/9.2	166.6	CLT / £100k Housing	83.4	-	-	
9.3	700.0	Garden Villages	-	-	-	
	<b>957.5</b>	<b>Total Housing Approved Budgets</b>	<b>83.4</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
	<b>957.5</b>	<b>Total Housing Revenue Expenditure</b>	<b>83.4</b>	-	-	-

## 2020/21 Capital Budget and Medium-Term Financial Plan – Business and Skills

Report Section Referenc	2019/20 MTFP £000's		2020/21 £,000	2021/22 £,000	2022/23 £,000	2023/24 £,000
12.1.1		<b>University of Peterborough - Business Case/Phase 1</b>				
	1,515.00	Approved Project Costs	11,150.0	-	-	-
12.2.1		<b>Capital Growth Grant Scheme Pilot</b>				
	-	Approved Project Costs	3,000.0	-	-	-
12.2.2		<b>Eastern Agritech Initiative</b>				
	3,690.0	Approved Project Costs	2,189.0	-	-	-
12.2.3		<b>Future Pipeline Projects</b>				
	8,528.0	Approved Project Costs	38,313.1	-	-	-
		<b>Haverhill Epicentre (Loan)</b>				
	1,350.0	Approved Project Costs	1,350.0	-	-	-
12.2.4		<b>Illumina Accelerator (Loan)</b>				
	1,000.0	Approved Project Costs	2,000.0	-	-	-
		<b>Imet Phase 3</b>				
	300.0	Approved Project Costs	-	-	-	-
		<b>In_Collusion (Digital Sector Skills)</b>				
	20.0	Approved Project Costs	-	-	-	-
12.2.5		<b>Lancaster Way Phase 2</b>				
	150.0	Approved Project Costs	713.5	-	-	-
		<b>Living Cell</b>				
	1,350.0	Approved Project Costs	-	-	-	-
12.1.2		<b>Market Town Master Plan Pump Priming</b>				
	500.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	3,500.0	1,000.0	-	-
		<b>Revenue Recharge to Growth Funds</b>				
	500.0	Approved Project Costs	-	-	-	-
12.2.6		<b>Sci-Tech Container Village (Loan)</b>				
	-	Approved Project Costs	697.0	-	-	-
12.2.7		<b>Small Grants Programme</b>				
	100.0	Approved Project Costs	100.0	-	-	-
		<b>Teraview Cambridge (Loan)</b>				
	120.0	Approved Project Costs	-	-	-	-
12.2.8		<b>Ascendal New Technology Accelerator (Equity)</b>				
	465.0	Approved Project Costs	500.0	-	-	-
12.2.9		<b>Hauxton House Redevelopment (Grant)</b>				
	292.0	Approved Project Costs	-	-	-	-
12.2.9		<b>Hauxton House Redevelopment (Loan)</b>				
	146.0	Approved Project Costs	-	-	-	-
12.2.10		<b>NIAB - Agri-Tech Start Up Incubator (Grant)</b>				
	300.0	Approved Project Costs	2,000.0	-	-	-
12.2.11		<b>NIAB - Hasse Fend (Grant)</b>				
	295.0	Approved Project Costs	300.0	-	-	-
12.2.12		<b>TWI - Innovation Ecosystem (Grant)</b>				
	-	Approved Project Costs	1,230.0	-	-	-
12.2.13		<b>The Growth Serevice Company (Equity)</b>				
	5,407.0	Approved Project Costs	-	-	-	-
		<b>Use of Loan Receipts Received - Recycle</b>				
	33.0	Subject to Approval	-	-	-	-
	<b>26,028.0</b>	<b>Total Approved Business and Skills Capital Projects</b>	<b>63,542.6</b>	<b>-</b>	<b>-</b>	<b>-</b>
	<b>33.0</b>	<b>Total Business and Skills Project Costs Subject to Approva</b>	<b>3,500.0</b>	<b>1,000.0</b>	<b>-</b>	<b>-</b>
	<b>26,061.0</b>	<b>Total Business and Skills Capital Projects</b>	<b>67,042.6</b>	<b>1,000.0</b>	<b>-</b>	<b>-</b>



## 2020/21 Capital Budget and Medium-Term Financial Plan – Delivery and Strategy

Report Section Referenc	2019/20 MTFP £,000		2020/21 £,000	2021/22 £,000	2022/23 £,000	2023/24 £,000
13.1		<b>A10 Dualling</b>				
	250.0	Approved Project Costs	-	-	-	-
13.2		<b>A47 Dualling</b>				
	410.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	218.5	218.5	576.7	720.9
13.3		<b>King's Dyke</b>				
	3,280.0	Approved Project Costs	5,922.9	9,087.0	-	-
	3,850.0	<b>A47 Junction 18 Improvements</b>				
		Approved Project Costs	-	-	-	-
13.4		<b>Cambridge South Station</b>				
	750.0	Subject to Approval	750.0	7,000.0	8,000.0	-
13.5		<b>Regeneration of Fenland Railway Stations</b>				
	1,000.0	Approved Project Costs	1,500.0	-	-	-
	-	Subject to Approval	874.0	5,559.0	-	-
13.6		<b>Soham Station</b>				
	1,950.0	Approved Project Costs	6,000.0	13,103.5	896.8	-
13.7		<b>Wisbech Rail</b>				
	1,480.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	987.6	2,000.0	3,000.0	5,000.0
13.8		<b>A16 Norwood Dualling</b>				
	50.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	400.0	730.0	12,000.0	-
13.9		<b>A141 capacity enhancements</b>				
	1,270.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	500.0	1,000.0	-	-
13.10		<b>A505 Corridor</b>				
	1,000.0	Approved Project Costs	-	-	-	-
13.11		<b>A605 Oundle Rd Widening - Alwalton-Lynch Wood</b>				
	510.0	Approved Project Costs	795.0	-	-	-
13.12		<b>A1260 Nene Parkway Junction 15</b>				
	355.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	224.6	8,000.0	-	-
13.13		<b>A1260 Nene Parkway Junction 32-3</b>				
	320.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	4,530.1	3,500.0	-	-
13.14		<b>Coldhams Lane roundabout improvements</b>				
	530.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	700.0	1,500.0	-	-
13.15		<b>Digital Connectivity Infrastructure Programme</b>				
	840.5	Approved Project Costs	-	-	-	-
	-	Subject to Approval	2,682.0	1,867.5	-	-
13.16		<b>Ely Area Capacity Enhancements</b>				
	3,320.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	4,141.4	-	-	-
13.17		<b>Fengate Access Study - Eastern Industries Access - Phase 1</b>				
	430.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	1,000.0	4,890.0	-	-
13.17		<b>Fengate Access Study - Eastern Industries Access - Phase 2</b>				
	100.0	Approved Project Costs	100.0	-	-	-
	-	Subject to Approval	120.0	700.0	1,280.0	-
13.18		<b>Highways Maintenance (with PCC and CCC)</b>				
	23,080.0	Approved Project Costs	23,080.0	23,080.0	23,080.0	23,080.0
13.19		<b>M11 Junction 8</b>				
	-	Approved Project Costs	1,000.0	-	-	-
13.20		<b>March Junction Improvements</b>				
	1,080.0	Approved Project Costs	112.0	-	-	-
	-	Subject to Approval	3,198.0	1,550.0	-	-
13.21		<b>St Neots Masterplan Capital</b>				
	750.0	Approved Project Costs	-	-	-	-
	-	Subject to Approval	3,200.0	-	-	-
13.22		<b>Wisbech Access Strategy</b>				
	1,300.0	Approved Project Costs	9,500.0	-	-	-
	-	Subject to Approval	930.0	3,000.0	-	-
	2,830.0	<b>A605 Stanground - Whittlesea</b>				
		Approved Project Costs	-	-	-	-
	<b>49,985.5</b>	<b>Total Delivery and Strategy Approved Capital Projects</b>	<b>48,009.9</b>	<b>45,270.5</b>	<b>23,976.8</b>	<b>23,080.0</b>
	<b>750.0</b>	<b>Total Delivery and Strategy Projects Subject to Approval</b>	<b>24,456.2</b>	<b>41,515.0</b>	<b>24,856.7</b>	<b>5,720.9</b>
	<b>50,735.5</b>	<b>Total Delivery and Strategy Capital Projects</b>	<b>72,466.1</b>	<b>86,785.5</b>	<b>48,833.5</b>	<b>28,800.9</b>

## 2020/21 Capital Budget and Medium-Term Financial Plan – Housing

Report Section Reference	2019/20 MTFP £,000		2020/21 £,000	2021/22 £,000	2022/23 £,000	2023/24 £,000
14.7		<b>Wisbech Garden Town</b>				
	1,750.0	Approved Project Costs	750.0	750.0	-	-
14.8		<b>Cambridge City Housing Programme</b>				
	20,610.0	Approved Project Costs	27,954.0	7,300.1	-	-
		Subject to Approval				
14.9		<b>Affordable Housing Grant Programme</b>				
	7,000.0	Approved Project Costs	12,652.9	19,236.0	6,759.6	11,714.3
14.10		<b>Housing Investment Fund - contracted</b>				
	34,180.0	Approved Project Costs	6,739.8	-	-	
		Subject to Approval				
	<b>63,540.0</b>	<b>Total Housing Approved Capital Projects</b>	<b>48,096.7</b>	<b>27,286.1</b>	<b>6,759.6</b>	<b>11,714.3</b>
	-	<b>Total Housing Project Costs Subject to Approval</b>	-	-	-	-
	<b>63,540.00</b>	<b>Total Housing Capital Projects</b>	<b>48,096.7</b>	<b>27,286.1</b>	<b>6,759.6</b>	<b>11,714.3</b>

## Revenue Leveraged Future Schemes

	2020/21 £,000	2021/22 £,000	2022/23 £,000	2023/24 £,000	2024/25 £,000	25/26 > 29/30 £,000	
<b>Delivery &amp; Strategy</b>							
Cambridge Autonomous Metro	2,866.1	2,806.0	6,716.0	3,910.0	-	-	16,298.1
<b>Total Revenue Delivery &amp; Strategy Schemes</b>	<b>2,866.1</b>	<b>2,806.0</b>	<b>6,716.0</b>	<b>3,910.0</b>	<b>-</b>	<b>-</b>	<b>16,298.1</b>

## Capital Leveraged Future Schemes

	2020/21 £,000	2021/22 £,000	2022/23 £,000	2023/24 £,000	2024/25 £,000	25/26 > 29/30 £,000	Total £,000
<b>Business &amp; Skills</b>							
University of Peterborough - Phase 2	-	-	-	30,000.0	-	-	30,000.0
University of Peterborough - Phase 3	-	-	-	-	-	100,000.0	100,000.0
<b>Total Business &amp; Skills Capital Schemes</b>	-	-	-	30,000.0	-	100,000.0	130,000.0
<b>Delivery &amp; Strategy</b>							
A10 Upgrade	1,000.0	3,000.0	30,000.0	35,000.0	100,000.0	132,700.0	301,700.0
A47 Duelling Study	-	-	-	-	10,000.0	208,000.0	218,000.0
A505 Corridor	-	1,500.0	5,000.0	241,000.0	-	-	247,500.0
Bus Reform Task Force - Capital	-	5,000.0	10,000.0	20,000.0	-	-	35,000.0
Cambridge Autonomous Metro 1	509.9	6,117.3	2,727.8	924.6	-	-	10,279.6
Cambridge Autonomous Metro 2	10,000.0	40,000.0	-	1,960,000.0	-	-	2,010,000.0
Cambridge South Station	-	10,000.0	50,000.0	-	-	-	60,000.0
Ely Area Capacity Enhancements	600.0	600.0	150,000.0	150,000.0	-	-	301,200.0
Fengate Access Study - Eastern Industries Access - Phase 1	-	2,000.0	2,000.0	4,030.0	-	-	8,030.0
Fengate Access Study - Eastern Industries Access - Phase 2	-	-	-	6,550.0	-	-	6,550.0
Huntingdon Third River Crossing	-	-	-	200,000.0	-	-	200,000.0
Wisbech Rail	1,500.0	1,500.0	30,000.0	30,000.0	-	-	63,000.0
<b>Total Delivery &amp; Strategy Capital Schemes</b>	<b>13,609.9</b>	<b>69,717.3</b>	<b>279,727.8</b>	<b>2,647,504.6</b>	<b>110,000.0</b>	<b>340,700.0</b>	<b>3,461,259.6</b>
<b>Grand Total Capital Leveraged Future Schemes</b>	<b>13,609.9</b>	<b>69,717.3</b>	<b>279,727.8</b>	<b>2,677,504.6</b>	<b>110,000.0</b>	<b>440,700.0</b>	<b>3,591,259.6</b>

## Summary of Consultation and Responses

Consultation Response	Combined Authority Officer Response
<p>Why does the Mayoral allowance go up by £10.6k between 20/21 and 21/22?</p>	<p>The draft budget and MTFP for 2021/22 reflects the recommendation of the Independent Remuneration Panel as reported to the CA Board on the 29<sup>th</sup> May 2019, plus indexation and oncosts.</p> <p>The budget for the Mayoral allowance is lower in 2020/21 due to the Mayor choosing not to take the recommended increase during the current Mayoral term.</p>
<p>Why does the Chief Executive staffing costs go up by £32.2k between 20/21 and 21/22?</p>	<p>The current co-Chief Executive arrangements are due to cease at the end of the current Mayoral term (May 2021).</p> <p>The increase in staffing costs at this point reflects the reversal of the saving that the co-Chief Executive arrangement achieves.</p>



**Motion Submitted under Section 14 (Motions submitted in the name of a member) of Chapter 5 (Proceedings of meetings) of the Constitution**

Motion to be moved by Councillor Chris Boden and seconded by Councillor Anna Bailey:

The Combined Authority Board notes the following:

- a) It is the Local Transport Authority for its area.
- b) It is the practice of the Combined Authority to hold its formal meetings, and some of its informal meetings, at the offices of each of its constituent councils;
- c) These offices include the offices of Cambridgeshire County Council at Shire Hall, Cambridge and the City of Cambridge at the Guildhall, Cambridge;
- d) The City of Cambridge is experiencing significant traffic congestion together with the associated environmental issues such as air quality and its impact on public health which arise from that congestion;
- e) The reduction of unnecessary, additional journeys into and out of the City of Cambridge would be a practical, if small, contribution to ameliorating the congestion issues in the City which the Combined Authority is committed to address.

The Combined Authority Board therefore resolves to:

No longer use any premises within the City of Cambridge, including Shire Hall and the Guildhall, as the venue for any formal or informal meetings of the Combined Authority, including:

- (i) Formal meetings of the Combined Authority Board, its Executive Committees, Employment Committee, Overview & Scrutiny Committee and Audit & Governance Committee;
- (ii) Informal meetings where attendance is limited to the Mayor, and / or Members of the Combined Authority and / or officers of the Combined Authority.

