

# **DRAFT Consultation Strategy V3.1**

For CAM Partnership Board Information Only

Cambridgeshire Autonomous Metro (CAM) – City Tunnel  
Section

January 2020



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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.