



<b>CAMBRIDGESHIRE AND PETERBOROUGH COMBINED AUTHORITY BOARD</b>	<b>AGENDA ITEM No: 3.3</b>
<b>5 AUGUST 2020</b>	<b>PUBLIC REPORT</b>

## **A10 JUNCTIONS AND DUALLING STRATEGIC OUTLINE BUSINESS CASE**

### **1.0 PURPOSE**

- 1.1. This report presents for the Board's approval the Strategic Outline Business Case (SOBC) for dualling the A10 between Cambridge and Ely and upgrading junctions on that section of the route, reports on public engagement about the options, and proposes next steps.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>Mayor James Palmer</b>
<b>Lead Officer:</b>	<b>Paul Raynes, Delivery and Strategy Director</b>
<b>Forward Plan Ref: n/a</b>	<b>Key Decision: No</b>
The Combined Authority Board is recommended to:  (a) Approve the Strategic Outline Business Case and agree in principle to proceed to Outline Business Case, subject to the outcome of funding discussions with the Department for Transport;  (b) Note the views of residents and businesses in response to the Virtual Public Exhibition.	<b>Voting arrangements</b>  Simple majority of all Members

## 2.0 BACKGROUND

- 2.1. The A10 between Ely and Cambridge spans just over 13 miles and is part of the longer route between London, Cambridge and King's Lynn. It is a strategic route for regional freight. But it is also a key road linking local communities and is heavily used by commuters. More than 18,000 vehicles use the road every day.
- 2.2. The route suffers from serious congestion leading to excess journey times. The safety record of this stretch of road is also unsatisfactory: between January 2014 and November 2019 it has seen 5 fatalities, 39 serious injuries, and 157 more minor injuries.
- 2.3. The Ely to Cambridge corridor has been identified in Local Plans as a focus for significant growth, linking Greater Cambridge to the wider Cambridgeshire area. Planned development includes:
  - Waterbeach Garden Town (potential for 11,000 homes)
  - Cambridge Fringe North East
  - Developments on the Cambridge Science Park and neighbouring innovation centres and business parks
  - Enterprise Zone growth at Ely
  - Housing growth North of Ely (3,000 homes).

An increase in transport capacity is necessary to support that growth.

- 2.4. The Devolution Deal committed the Combined Authority to recognise the significance of the A10. The Cambridgeshire and Peterborough Independent Economic Review stated in its final report that " an upgrade to the A10 bringing Ely and its environs into the Cambridge travel to work area seems to us the kind of strategically desirable scheme likely to score well on appraisal". The A10 corridor is identified as a key priority in the Authority's Growth Ambition Statement and is a Key Project in the Business Plan. The need to upgrade the A10 is also highlighted in the Local Transport Plan which the Board adopted in January of this year.
- 2.5. The Combined Authority Board agreed in 2019 to develop a strategic outline business case (SOBC) for dualling the A10 and making junction improvements between Milton and the A142 roundabout south-west of Ely.
- 2.6. A contract to develop the SOBC was awarded in December 2019 to Jacobs following a competitive procurement exercise.
- 2.7. The budget for the SOBC was set by the Board at £500,000. The work has been delivered comfortably within that budget, and on time.
- 2.8. Also during 2019, bids relating to the A10 were submitted to the Department for Transport (DfT) for its Major Route Network (MRN) and Large Local Majors (LLM) funding schemes for junction improvements and dualling. In this year's

Spring Budget, the government announced that it would support the MRN junctions bid. The LLM bid for dualling is expected to be determined later this summer.

### 3.0 STRATEGIC OUTLINE BUSINESS CASE SUMMARY

- 3.1. The final SOBC report is annexed to this paper and is summarised here. The document follows the principles of HM Treasury’s Green Book and is set out in line with the five-case model.
- 3.2. The Strategic Case identifies scheme objectives that map onto the objectives of the Local Transport Plan and Local Industrial Strategy, as well as national policy objectives.
- 3.3. The SOBC initially developed 78 route options. A multi-criteria assessment (MCA) informed by the scheme objectives was used to reduce that to a ‘long list’ of 24 options and subsequently to 7 ranked options.
- 3.4. The options are labelled as;

A	Online and offline (Bypass to West of Stretham)
B	Online and offline (Bypass to East of Stretham)
C	Offline dual carriageway Milton to Waterbeach and Junction improvements to North
D	Complete offline dual carriageway to West of existing A10
E	Online dual carriageway (Bypass to West of Stretham)
F	Online dual carriageway Milton to Waterbeach and Junction improvements to North
G	Improvement to the scoped junctions alone

These can be found in Appendix 2.

The options include provision for active travel improvements as well as motorised traffic, and the SOBC reflects the Combined Authority’s policies on increasing nature and achieving net zero carbon by 2050.

- 3.5. The Strategic case concludes that intervention is necessary to support growth and reduce congestion. It also concludes that the seven options would offer an opportunity to do that in a way that has a good strategic fit with national and local policy objectives.
- 3.6. The Economic Case assesses the options in accordance with the Department for Transport’s (DfT) Technical Appraisal Guidance (TAG) to establish the value for money of each option as measured by the benefit cost ratio (BCR).
- 3.7. DfT guidance is that projects with a benefit cost ratio greater than 2 are considered to give ‘High’ value for money. The Combined Authority’s

Assurance Framework says that the CA would normally require a scheme to offer a BCR above 2 before investing in it.

- 3.8. Almost all the options set out in the SOBC comfortably exceed that value for money benchmark. The dualling options A-F have BCRs above 4, which is considered “Very High” value for money. Option G (junctions only) offers “Medium” value for money on the BCR measure. Scheme costs and BCRs are summarised in the table below.

£ million	Option A	Option B	Option C	Option D	Option E	Option F	Option G
Construction	216.8	219.8	95.2	255.3	205.2	82.4	31
Preparation (inc design)	26.6	26.6	13.1	26.9	26.5	13.0	5.2
Total Capital	243.4	246.4	108.4	282.2	231.7	95.3	36.2
Maintenance	24.8	25.2	10.5	29.2	23.5	9.0	3.1
<b>Total</b>	268.2	271.6	118.9	311.4	255.2	104.3	39.3
BCR	5.5	5.4	5.7	4.3	5.2	4.6	1.9

- 3.9. The Financial Case considers options for funding the scheme. It concludes that the majority of funding should be sought from central government. This is in line with the strategy the Combined Authority has adopted to date. The LLM and MRN funds both require a local contribution to complement central government funding.

- 3.10. The Commercial Case considers options for procuring the delivery of the scheme. At this stage, the conclusion is that the Combined Authority should seek to let a contract on the Early Contractor Involvement model through an open Official Journal (OJEU) notice process. This thinking will be further developed at OBC stage.

- 3.11. The Management Case considers project governance and assurance mechanisms, analyses project risks, and discusses public engagement to date. It sets out an outline project plan which suggests the scheme could be open to the public by 2028, together with outlines of an Assurance and Approval Plan, a Communications and Stakeholder Management Plan, and a Risk Strategy. The options it describes for a project management approach will be further refined at OBC stage.

## COMMUNITY ENGAGEMENT

- 3.12. The development of the SOBC has been shaped by ongoing discussions with key stakeholders and engagement with the local community. A Technical Officers Liaison Group and Member Steering Group have each met twice to support the options development process.
- 3.13. It was part of the SOBC plan to hold public engagement events to test the options as they were developed. Since Covid restrictions made it impossible to hold face-to-face engagement events, a virtual public exhibition took place between 24 June and 14 July 2020.
- 3.14. Attendance is set out in the table below.

Unique visits to web site	6,535
Comments left on survey	709
Emails to the dedicated project email account	83

East Cambridgeshire District Council also submitted formal comments.

- 3.15. The responses indicated significant support for intervention, although there was a spread of opinion about the options. Issues raised included potential impacts on communities along the route, and a question was raised about the correct approach to the conclusion of the route at Ely. Public and member feedback will be taken into account in scoping the brief for the OBC stage of the project.

## NEXT STEPS

- 3.16. The SOBC concludes that there is a good strategic case for intervention on the A10 and identifies options that would provide very high value for money. On that evidence, a case is made out for the Board to take this project to Outline Business Case stage. The SOBC describes for each of the five cases the further work that would be needed to develop the project as an OBC. In particular, that would involve taking public feedback on board, and undertaking more detailed traffic modelling of the current seven options to enable a shorter list of options to be taken to formal public consultation before the selection of a preferred option.
- 3.17. As mentioned in paragraph 2.8 above, the Government has announced that it would support the next stage of work on A10 junctions, although no figure has been put on that support yet. A decision on the Combined Authority's Local Large Majors (LLM) bid for dualling is, officers understand, imminent. Officers expect that the Combined Authority would make a local contribution to the cost of the OBC work, and a budget line of £2 million, which is still subject to the Board's approval, has been provided in the MTFP. Officers will present a further paper to the Board reporting the outcome of the funding discussions with DfT and seeking approval of a final commitment within the available envelope.

3.18. Greater engagement with stakeholders, landowners, communities, and the general public will take place during OBC stage. This will include formal public consultation to inform option selection.

3.19. The Combined Authority team will continue working closely and collaboratively with interfacing projects such as the Greenways project and the CAM. A working group has been set up to include Highways England, Cambridgeshire County Council and the Greater Cambridge Partnership to take forward work on the interface between the A10 business case and the Milton interchange of the A14. Although that interchange was not within the scope of the SOBC, this is identified as an important interdependency in the SOBC work and the Combined Authority will give it close attention in collaboration with partners as the work progresses.

#### **4.0 OTHER SIGNIFICANT IMPLICATIONS**

4.1 None not reported above.

#### **5.0 FINANCIAL IMPLICATIONS**

5.1. At its June 2020 meeting the CPCA Board amended the MTFP to budget a total of £2 million for next steps on the A10, over the two years 2020-21 and 2021-22. Paragraph 3.17 above notes that the Board will at a future meeting be asked to approve a drawdown on that Budget envelope for the Combined Authority's contribution to the OBC stage in the light of discussions with DfT about cost sharing.

5.2. As required by the Combined Authority's assurance framework, an independent review of the Strategic Outline Business case has been undertaken which confirms the SOBC's value for money assessment of the options proposed.

#### **6.0 LEGAL IMPLICATIONS**

6.1. The recommendations accord with CPCA's powers under Parts 3 and 4 of the Cambridgeshire and Peterborough Combined Authority Order 2017 (S1 2017/251)

#### **7.0 APPENDICES**

Appendix 1 - A10 Dualling and Junctions Strategic Outline Business Case.  
This document is available to view at:

<https://cambridgeshirepeterborough-ca.gov.uk/about-us/programmes/transport/a10/sobc-board-papers-582020/>

Appendix 2 – Route options A-G

<b>Background Papers</b>	<b>Location</b>
2020 Government Budget	Section 2.12 <a href="#">budget-2020</a>
Link to A10 committee paper update of A10 progress, April 2020	<a href="#">link to CPCA A10 Committee Paper April 2020</a>
Link to A10 paper for Funding A10, 27 March 2019	<a href="#">A10 Funding of SOBC for £500,000</a>
Link to Board paper on 3 June 2020 to include £2.0 million capital reserve within the Medium Term Financial Plan	<a href="#">3rd June 2020 Board paper including recommendation of £2 million capital reserve for A10 OBC</a>