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The Cambourne to Cambridge Order

Cambridgeshire County Council

Transport and Works Act 1992

Transport and Works (Inquiries Procedure) Rules 2004

Inquiry into:

THE CAMBOURNE TO CAMBRIDGE ORDER

SUMMARY OF EVIDENCE

of

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of Greater Cambridgeshire Partnership

On behalf of Cambridgeshire County Council

15th August 2025

1. INTRODUCTION

1.1 Qualifications and Experience

- 1.1.1 I hold a BSc in Civil Engineering from Imperial College, London and also an MSc in Transport Planning and Engineering from the Institute for Transport Studies at the University of Leeds. I am a Fellow of both the Chartered Institute of Logistics and Transport and the Chartered Institution of Highways & Transportation.
- 1.1.2 I have over 35 years transport planning experience primarily working in consultancy including major scheme development, transport modelling and business case preparation, as well as the development of innovative clean and autonomous vehicle projects.

1.2 Context of my Evidence

- 1.2.1 From 2017 to 2020, I was the Mott MacDonald Project Director leading on the provision, to the Greater Cambridge Partnership (GCP), of consultancy services for CtoC.
- 1.2.2 Since 2020 I have been contracted by the GCP as the Senior Project Manager responsible for the scheme.
- 1.2.3 This summary of my evidence will focus on Matters 1, 3a, 4a, 6b and 6c.

2. MATTER 1: THE CITY DEAL AND GOVERNANCE AND NEED FOR THE SCHEME

2.1 The City Deal and Governance

- 2.1.1 Cambridgeshire County Council is the applicant for the scheme which has been prepared on behalf of the Greater Cambridge City Deal by the GCP. Cambridgeshire County Council acts as the Accountable Body for the GCP.
- 2.1.2 The GCP is the delivery body for the Greater Cambridge City Deal. Decision making rests with the GCP Executive Board which comprises voting representations of the County Council, Cambridge City Council and South Cambridgeshire District Council and non voting representatives of the Business and Academic sectors.

2.2 Need for the Scheme

- 2.2.1 In 2014 the Greater Cambridge City Deal was set up specifically to address the need to facilitate growth. It was an agreement between Central and Local Government and explicit in intent:

“Since 1960, the Greater Cambridge area has been home to an ever-increasing cluster of technology, life sciences and services business known as the “Cambridge Phenomenon”, a term first coined by Peta Levi in the Financial Times in 1980. The success to date has been widely celebrated, but is now contributing to a shortage of housing and significant transport congestion that threaten to choke off further economic growth.”

- 2.2.2 The Cambridgeshire and Peterborough Independent Economic Review Final Report (CPIER) 2018 produced by the Cambridge and Peterborough Independent Economic Commission (CPIEC) found evidence, that across the Greater Cambridge region, economic growth is higher than official Office of National Statistics figures suggest:

“A package of transport and other infrastructure projects to alleviate the growing pains of Greater Cambridge should be considered the single most important infrastructure priority facing the Combined Authority in the short to medium term”.

“There should be a focus on providing the fastest transit possible to those who need to work in the Greater Cambridge area using currently available, low-cost technology, which can prepare the ground for better long-term solutions. The risks to business are too great to delay in this regard”

2.2.3 The City Deal response to these issues was based on the Transport strategy and high level programme for Cambridge and South Cambridgeshire 2014 which specifically identified the need for an intervention on the Cambourne to Cambridge corridor including the following elements:

- Segregated bus links on the A1303 or on an offline alignment between the A428 and the M11.
- Provision of an outer Park & Ride on A428 between Cambourne and A1303
- A1303 busway / HQPT infrastructure to serve Bourn Airfield / Cambourne.

3. MATTER 3A: RATIONALE FOR SCHEME DEVELOPMENT AND OPTIONS

3.1 Approach

3.1.1 Based on the existing and future issues identified in Cambridge, the proposed overall vision and objectives for the C2C project were defined in the Outline Business Case. The vision and objectives were used to derive the assessment criteria used in successful multi-criteria assessment frameworks based on the approach set out in Department for Transport - Early Assessment and Sifting Tool Guidance and Transport Analysis Guidance. This process was subject to an Independent Audit in 2021 before the final approval of the Outline Business Case.

3.2 Stage 1 – Options Development And Assessment Through To SOBC

3.2.1 The initial options development and assessment process took place between 2014 and 2017. An initial longlist of 34 options was gradually refined and revised through stakeholder engagement including the 2015 consultation where options to the north and south of the A428/A1303 corridor and on-line, were considered. Following this, in September 2016, five options were presented in the SOBC. The SOBC referred to a clear case for the Scheme and recommended that five options should be taken forward for further assessment and consultation.

3.3 Stage 2 – Park And Ride Options Selection

3.3.1 The options for the location of the new Park and Ride site were considered in conjunction with the main route options development. Following initial concerns from local communities over the recommendation that a Park and Ride site would be located in the vicinity of Madingley Mulch a comprehensive review of options was undertaken in the summer of 2017 and documented in the Cambourne to Cambridge Better Public Transport Park and Ride Study which informed the End of Stage report which was produced in September 2017 in advance of the 2017/18 consultation.

3.3.2 Two options were taken forward to consultation:

- 1) Water Works (near Madingley Mulch); and
- 2) Scotland Farm

3.4 Stage 3 – Options Development And Assessment Through To OBC

Further Option Development

- 3.4.1 A series of appraisals were undertaken in 2016 and 2017 of options to the north and south of the A428/A1303 corridor which were assessed alongside on-line options and options promoted by local stakeholders including groups such as Cambridge Past Present and Future (CPPF). By the time of the second (Phase 1) public consultation (November 2017 to January 2018) these were narrowed down to the 3 options described below.

Phase 1 (Madingley Mulch into Cambridge) options assessment

- 3.4.2 The options assessed for Phase 1 were:
- 1) Option A: An on-road option which includes the introduction of an inbound bus lane on Madingley Road between Madingley Mulch roundabout and Lady Margaret Road (this is equivalent to the CPPF alternative);
 - 2) Option B: An on-road tidal bus lane on Madingley Road running between Madingley Mulch roundabout and the new entrance to Eddington (High Cross); and
 - 3) Option C: An off-road public transport route running between Madingley Mulch roundabout and Grange Road, Cambridge (this included three variants).
- 3.4.3 The option development and appraisal for the Phase 1 route alignment was undertaken in two stages. The first stage involved the assessment of the on-road options (Option A and B), and an assessment of the different variations of the off-road option (Option C) to produce an optimised on-road and optimised off-road solution.
- 3.4.4 For the second stage of assessment, the optimised on-line and off-line options were taken forward for direct comparison. Each option was considered with each of the two short listed Park and Ride sites, as well as a Do Minimum scenario. An additional option that included new infrastructure between Cambourne and Madingley Mulch roundabout (Phase 2) was also included for further appraisal to illustrate any potential step change in benefits resulting from the implementation of both Phase 1 and 2. This was called the “Illustrative Comparator” option.
- 3.4.5 The off-road route alignment was selected as the best performing option. This included the Rifle Range route to Grange Road.

Phase 2 (Cambourne to Madingley Mulch) Options Assessment

- 3.4.6 Each of 3 options was assessed with the two Park and Ride variants in turn. Again, as with the assessment of options for Phase 1, an initial economic appraisal of each option based on transport user benefits using traffic modelling outputs was also carried out. The options were as follows:
- 1) Option 1: Off-road segregated route.
 - 2) Option 2: On-road with junction improvements.
 - 3) Option 3: On-road with public transport priority lanes.
- 3.4.7 Of these Option 1 was initially selected as best performing.

3.5 Stage 4 – Option Refinement To Reflect Stakeholder Issues

- 3.5.1 Following the conclusion of the INSET options assessment, ongoing assessment and stakeholder engagement resulted in consideration of further changes to the recommended preferred alignment. Some of these proposed changes were ultimately adopted within the Scheme, as refinements of the preferred option.

- 3.5.2 The most significant change was the decision to adopt an on-line alignment through Hardwick on St Neots Road. An amendment to access Grange Road via Adams Road was considered further but was never approved.

3.6 Key Stakeholder Engagement

- 3.6.1 The development of the Scheme has been informed by a consultation programme which is documented in the Consultation Report which supports the Application. There were four formal stages of public consultation as outlined in Table 3-1 which focused on the key stages of Scheme development.

3.6.2 Table 3-1 – Formal Consultation Stages

Round	Purpose
Better Bus Journeys consultation 2015	Exploring whether people want better bus connections - six high level route options.
Phase 1 consultation 2017 - 2018	Consulting on the area between Cambridge and Madingley Mulch roundabout
Phase 2 consultation 2019	Consulting on the area between Madingley Mulch roundabout and Cambourne
EIA consultation 2022	Consulting on preferred alignment - Cambourne to Cambridge looking at environmental impact.

- 3.6.3 The formal consultations were supplemented by a wide range of other events such as workshops, presentations to Parish Councils and meeting with stakeholders including land owners.

3.7 The Preferred Option

3.7.1 The Preferred Option

- 3.7.2 The Preferred Option approved by the Executive Board in July 2021 was for the off-road option for Phase 1 with access to Grange Road via the Rifle Range, the on-road option for Phase 2, and the Scotland Farm Park and Ride.

3.7.3 Approach to Bus Guidance

- 3.7.4 The Scheme has been envisaged to form part of a wider network of busways serving the city. As time has progressed since the construction of the Cambridgeshire Guided Busway, which used physical kerb guidance, transportation innovation has advanced, creating an opportunity to adopt newer technology to create a safer, more efficient public transit system.

- 3.7.5 Developments in technology mean that transport systems can now be guided by non-physical means such as sensor guidance which is currently being trialled in Cambridge as a pilot for roll-out on busways.

3.7.6 Safety

- 3.7.7 It is recognised and documented that there were failings in the safety processes associated with the existing Cambridge Guided Busway and important to note that this scheme differs from that one in two very important regards.

- 3.7.8 Firstly, the design is completely different in that buses will be able to take avoiding action should a pedestrian or cyclist be caught in the guideway, and that physical

separation is provided between the maintenance track and the busway at all locations that design speeds exceed 30 mph. All intersections and other scheme elements on highway are subject to road safety audit.

- 3.7.9 Secondly, that a clear health and safety risk assessment process has been put in place for all aspects of the scheme which are not on adopted highway and therefore subject to road safety audit. Therefore, reflecting lessons learned from the CGB, the applicant is following the process defined in Railways and Other Guided Transport Systems (Safety) Regulations 2006 (ROGS) for design as an accepted approach which provides the best proxy for busway.

4. MATTER 4A: EAST WEST RAIL

- 4.1.1 Addressing Matter 4a, East West Rail has not undertaken its statutory consultation and therefore is some way away from DCO submission. As such, whilst East West Rail has published a Route Update which indicates what is described as a Preferred Route, and whilst in November 2024 the Secretary of State for Transport has issued safeguarding directions for the land required for the proposed East West Rail, there remains no certainty with regard to the alignment, timescale or certainty of delivery of the project.
- 4.1.2 The parties have been engaging constructively on the interface between the two schemes and other matters such as interchange opportunities at Cambourne. Principles for a collaboration agreement have been agreed between the parties, and the collaboration agreement is currently under negotiation. It is hoped that agreement will be reached in this respect shortly. The Applicant would expect that protective provisions for the benefit of the CtoC Scheme are to be included in the draft Development Consent Order (DCO) for EWR, and that this will be progressed alongside their DCO application. In due course, further specific agreements may be required once the precise detail of the interface is known. The parties are committed to working together to enable the delivery of both schemes.

5. MATTER 6B: HUMAN RIGHTS

- 5.1.1 I have summarised the assessment of the balance between scheme benefits and the impacts of compulsory purchase powers. Thereby addressing, in part, Matter 6b: Whether the purposes for which the compulsory purchase powers are sought are sufficient to justify interfering with the human rights of those with an interest in the land affected (having regard to the Human Rights Act 1998).
- 5.1.2 I have also noted that this assessment has been reviewed and accepted by a meeting of the Full Council of the County Council and thereafter ratified at a subsequent meeting.

6. MATTER 6C: FUNDING

6.1 City Deal

- 6.1.1 The £500 million City Deal is the core funding source for the scheme. This is addressed in Financial Case of the Outline Business Case and Outline Business Case Addendum which is discussed by Mr Whitehouse. Following a successful Gateway Review of the City Deal, the full £500 million City Deal funding has now been released by Government.
- 6.1.2 The Funding Statement issued in support of the TWAO sets out the sources of funds for the project. These are confirmed at each stage (SOBC, OBC, FBC) of the Green Book process by the Executive Board and the overall budget allocation is documented in the Quarterly Reports received for review by the Board as well as in periodic Future Investment Strategies. Final scheme costs will be covered in Financial Case of the Full Business Case and subject to review by Joint Assembly and approval by Executive Board.

6.2 S106 Funds

- 6.2.1 Section 106 Funds are held by CCC for the scheme and supplement City Deal funding. To date, contributions of approximately £40 million (subject to indexation) have been agreed for the Cambourne West, Bourn Airfield and West Cambridge developments.
- 6.2.2 Additional sites adjacent to the scheme were identified in the Greater Cambridge Local Plan First Proposals (Emerging Plan) 2021 for the Local Plan and so further S106 funds may be forthcoming but are not a pre-requisite for the scheme to proceed.

7. CONCLUSIONS

7.1 Matter 1

- 7.1.1 In relation to Matter 1 I have summarised the transport strategy, policies and economic context within which the scheme sits and which has guided the development of the scheme and the objectives which it addresses as well as the opportunities which it creates. These explain the aims and objectives of the scheme.
- 7.1.2 I have highlighted the historic challenges highlighted in the City Deal and echoed in numerous sources including the Cambridgeshire and Peterborough Independent Economic Review relating to transport congestion and a lack of ability to accommodate growth in Greater Cambridge.

7.2 Matter 3a

- 7.2.1 I have addressed Matter 3a: the rationale for the preferred option and the alternatives considered. An extensive scheme development process has been undertaken in line with DfT guidance, and that that process has been subject to Independent Audit.
- 7.2.2 The scheme development process has considered a wide range alignments to the north and south of the A428/A1303 corridor and on-line including an on-line inbound bus lane similar to that now proposed by CPPF.
- 7.2.3 The work undertaken was informed by 4 formal rounds of consultations.

7.3 Matter 4a

- 7.3.1 I have also addressed Matter 4a: the effect on East West Rail land safeguarded for the construction of a new railway between Bedford and Cambridge and the upgrading of existing railway between Oxford and Bedford.

7.4 Matter 6b

- 7.4.1 I have summarised the assessment of the balance between scheme benefits and the impacts of compulsory purchase powers and have also noted that this assessment has been reviewed and accepted by the GCP Executive Board and Full Council of the County Council.

7.5 Matter 6c

- 7.5.1 I have explained that the Funding Statement issued in support of the TWAO sets out the sources of funds for the project. This comprises the core funding of £500 million City Deal along with additional Section 106 funds. The allocation of funding is confirmed at each stage (SOBC, OBC, FBC) of the Green Book process by the Executive Board and the overall budget allocation is documented in the Quarterly Reports received for review by the Board.