5 September 2024

Evaluation of the Greater Cambridge Investment Fund

Process Review and Capacity Development and Partnership Working Evidence Paper

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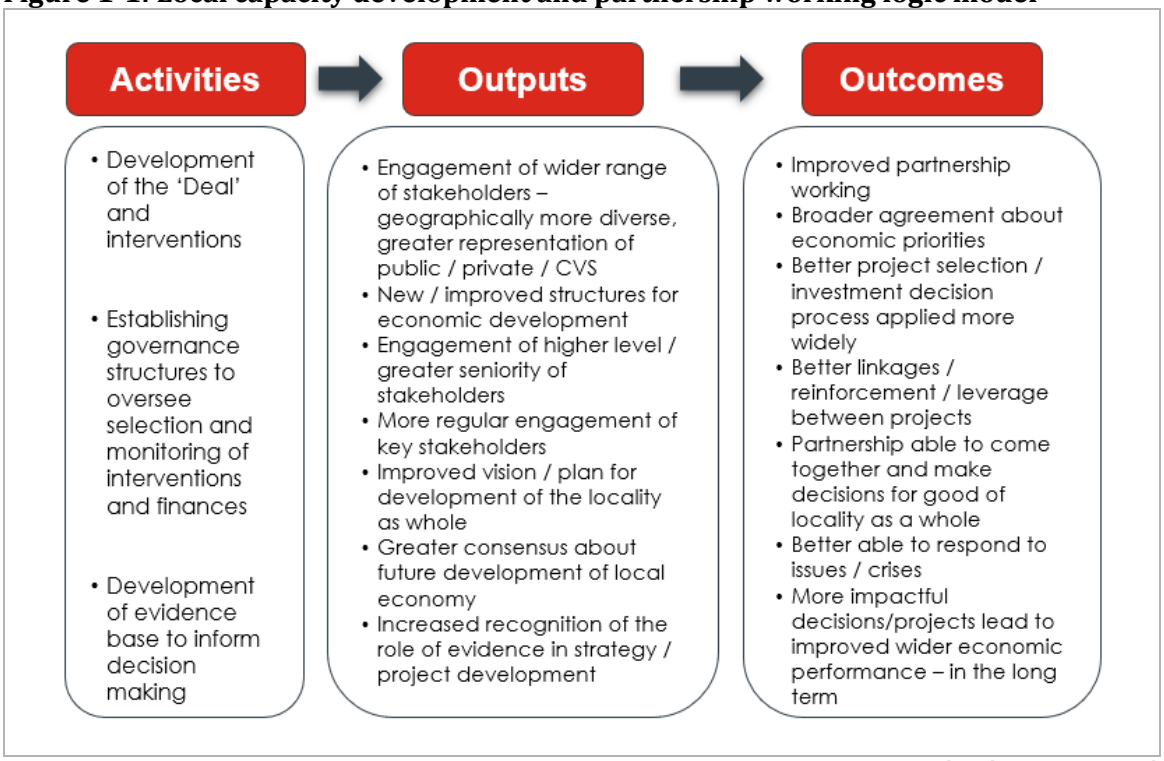
1. Introduction

1.1 This evidence paper sets out the method and findings of the assessment of the effects on capacity development and partnership working of the Greater Cambridge Investment Fund[1] delivered as part of the evaluation of the Fund to inform the second Gateway Review (GR#2). The research to inform this evidence paper was conducted by SQW and it draws on evidence collected as part of a mid-term review (fieldwork June – September 2023) and for this final review (fieldwork undertaken between March and June 2024).

Purpose

1.2 The National Evaluation Framework recommended that evaluation work to inform Gateway Reviews should include an assessment of the effects of each Fund on local capacity development and partnership working (for examples of these, see Outputs and Outcomes in Figure 1-1) to complement the evidence from the impact and progress evaluation activity. The work was intended to explore how the Investment Fund has led to changes in the behaviours, perspectives, and decisions of actors across the economic development landscape in Greater Cambridge. The type of activities, and the nature of the expected benefits – outputs and outcomes – for the assessment of the wider contribution of the Fund is set out in Figure 1-1.

Figure 1-1: Local capacity development and partnership working logic model



Source: National Evaluation Framework

[1] Note that the Greater Cambridge Investment Fund may also be known as the City Deal Investment Fund

1.3 Effects were expected at two levels:

- at a **strategic level**, considering the contribution that the Investment Fund as a whole has made to changes in the behaviours, perspectives, and decisions of actors across the economic development landscape
- at a **project-up level**, considering how the development and delivery of individual interventions (or groups of linked interventions) has led to changes in the behaviours, perspectives and decisions of actors across the economic development landscape.

1.4 The contents of this Evidence Paper are expected to be particularly useful for the Performance Indicators shown in the table below.

Table 1-1: Performance Indicators for the second Gateway Review relevant to this Evidence Paper

#	Performance Indicator
	Intervention progress and process
A1	Explanation of the approval process you followed for the intervention, including: • (a) how the intervention was agreed by the MCA, City Board or Cabinet, including a description of how challenge or disagreement was handled effectively, where applicable • (b) how the views of stakeholders were considered during intervention development • (c) how the intervention aligns with pre-existing investment programmes in the area • (d) how the business case process was appraised (N.B. Robust appraisal should demonstrate value for money and potential for positive economic impact, developed in line with the HM Treasury Green Book) • (e) how the intervention fits with pre-existing stakeholder frameworks, strategies and plans
	Capacity Development and partnership working
2C1	Description of changes to leadership roles and responsibilities assigned within the locality during the Gateway Review period, providing reasons for changes to roles and evidence of impact of following the changes.
2C2	Evidence and examples of how engagement between local authorities within the locality on development and decision-making has matured/improved/progressed over the Gateway Review period, in relation to the Investment Fund as a whole.
2C3	Evidence that stakeholders feel it continues to be beneficial to engage with the City, MCA or Cabinet.
2C4	Description of any changes to governance structures since the last Gateway Review, reasons for the changes and evidence of improvement with the new processes.
2C5	Description of how evidence has been used in the development of strategies and new projects.
2C6	Evidence and examples that the City, MCA or Cabinet have built up the required capacity to deliver their projects.

Source: DLUHC

Sources of evidence

1.5 At this Final stage, the evaluation has involved the following research at a strategic level:

- two waves of an online survey of those involved in economic development across Greater Cambridge in August and September 2023 and June 2024. In the first wave (for the mid-term evidence paper) 33 complete responses were submitted, and in the second wave (June 2024) 41 complete responses were submitted.
- two waves of in-depth consultations with senior economic development stakeholders across Greater Cambridge in September 2023 and May/June 2024. In total, 40 consultations were completed with 41 stakeholders (including 16 who were consulted in both waves).

1.6 The evaluation has involved the following research at a project-up[2] level:

- consultations with 16 project managers of all interventions in scope of the evaluation in May 2024[3] ;
- Two in-depth case studies of project-up capacity and partnership working benefits:
  - Electricity Grid reinforcement project including 6 consultations with the project manager and stakeholders from local government, businesses and healthcare
  - Smart Cambridge case study including 24 consultations with governance and management representatives, partner organisations involved directly with the programme, and stakeholders involved in the 'smart city' research and innovation landscape[4]
- Two in-depth process review case studies:
  - Cambourne to Cambridge including 5 consultations with the project manager and individuals from partner organisations involved directly in delivery or oversight of the intervention
  - The Greenways including 4 consultations with GCP project managers and external consultants.

Approach to analysis

1.7 Reflecting the sources of evidence set out above, the assessment of the effects on capacity development and partnership working is based principally on qualitative analysis.

[2] The NEF recognises that the development and delivery of individual interventions (or groups of linked interventions) can lead to changes in the behaviours, perspectives and decisions of actors across the economic development landscape. These are called 'project-up' benefits.
[3] Except for Foxton Travel Hub, which was paused following the FIS3 review.
[4] Consultees for the Smart Cambridge Progress Plus evaluation were asked additional interview questions on 'project-up' benefits which were then used to inform the case study. This is the reason for the higher number of consultees relative to the Electricity Grid reinforcement project.

1.8 The e-survey included a mix of open and closed-ended questions. The closed questions are an opportunity to provide some quantitative data on stakeholder perspectives on capacity development and partnership working and the role of the Investment Fund in contributing to changes. However, sample sizes are modest, and they may not reflect the views of the full economic development community across Greater Cambridge. Quantitative data from the online survey are presented to contextualise, complement and triangulate the detailed qualitative evidence from the stakeholder consultations.

1.9 The analysis has been framed around the extent to which the evaluation:

- provides evidence that the Greater Cambridge Partnership has followed a structured and robust approach to the approval process for interventions funded by the Investment Fund
- provides evidence that there have been positive changes in capacity development and partnership working within Greater Cambridge over the period since the first Gateway Review
- indicates that the Investment Fund has contributed to this, and its relative role and contribution alongside other factors.

Structure

1.10 The remainder of this evidence paper is structured as follows:

- Section 2: Delivery organisation and processes
- Section 3: Strategic consultation feedback
- Section 4: E-survey evidence
- Section 5: Project-up benefits

1.11 The following annexes are provided:

- Annex A: List of Consultees **(removed to ensure anonymity)**
- Annex B: E-Survey survey data tables (June 2024)
- Annex C: Case study write-ups for the process review
- Annex D: Case study write-ups for project-up benefit.

2. Delivery organisation and processes

The City Deal

2.1 Greater Cambridge includes the local authority districts of Cambridge City and South Cambridgeshire, encompassing the whole city and its commuter hinterland. The Greater Cambridge City Deal[5] brought together Cambridge City Council, South Cambridgeshire District Council, Cambridgeshire County Council, the University of Cambridge, and (through the then Greater Cambridge/Greater Peterborough Local Enterprise Partnership LEP) local businesses, colleges and research facilities in the area. Together these partners (which included political leaders from across the political spectrum) created the Deal as a way to fund delivery of local housing, skills and transport across Greater Cambridge which, in turn, would facilitate the continued growth of the 'Cambridge Phenomenon' and delivery of Local Plans .

2.2 The Deal was signed in 2014 between local partners and the then Conservative/Liberal Democrat coalition government. The Deal included agreement for an infrastructure Investment Fund (the focus of the evaluation) worth a total of £500m, with an initial £100m over the first five years and then a further £400m over the next 10-15 years.

2.3 The Deal indicated that an 'Executive Board' to drive delivery of the Greater Cambridge City Deal would be established comprising the leaders of Cambridge City Council, Cambridgeshire County Council, South Cambridgeshire District Council, one of the Pro-Vice Chancellors of the University of Cambridge, and the Chair of the Greater Cambridge/Greater Peterborough LEP (or their nominated representatives). A wider 'Joint Assembly' comprising a mix of elected members and wider stakeholders would also be established to advise and inform the Executive Board. The Joint Assembly would act as a forum for discussion encompassing a wider range of members and stakeholders across Greater Cambridge, enabling the Executive Board to draw on a range of expertise in making its decisions.

2.4 The Deal also indicated that an Assurance Framework[6] would be put in place to set out the responsibilities, processes and principles underpinning delivery. This would include identifying how interventions to be supported by the Investment Fund would be identified, prioritised, appraised and approved.

2.5 Separately, the Deal also indicated that the district Councils of Cambridge City and South Cambridgeshire would formalise joint working across planning functions to enable a more streamlined planning process across the functional area of Greater Cambridge. This was realised in 2018 with the establishment of the Greater Cambridge Shared Planning Service. The service is leading on the development of a shared local plan for Greater Cambridge.[7]

[5] Greater Cambridge City Deal: https://www.gov.uk/government/news/greater-cambridge-city-deal-signed
[6] Greater Cambridge Partnership (2022) Governance Assurance Framework
[7] For details see here: Greater Cambridge Local Plan (greatercambridgeplanning.org)

The Greater Cambridge Partnership

2.6 The Greater Cambridge Partnership (GCP) was established in 2015 to deliver the Greater Cambridge Investment Fund. GCP embodies the Executive Board/Joint Assembly proposals set out in the City Deal. The governance structure of the GCP (which was formalised in 2017 and has remained consistent subsequently) is set out in Figure 2-1. There have been no changes to the formal governance structure since the GR#1 evaluation. However, four points are noted about governance issues in this context.

2.7 First**, in 2017, a Combined Authority (the CPCA) was created across Cambridgeshire and Peterborough (including Greater Cambridge)** with statutory powers and a budget for transport, affordable housing, skills and economic development. Following the establishment of the CPCA, business representation that was formerly provided by the LEP in GCP's governance structure has been provided through the CPCA's Business Board. Mayoral elections were held in 2017 and 2021, with the latter involving a change of Mayor (i.e. since GR#1). The establishment of the CPCA has added complexity to governance arrangements in the area, and this has been particularly relevant for the GCP given that the remit of the Mayor includes setting transport policy and strategy – across the CPCA area as a whole, including but not limited to Greater Cambridge – which is the particular focus of the Greater Cambridge Investment Fund.

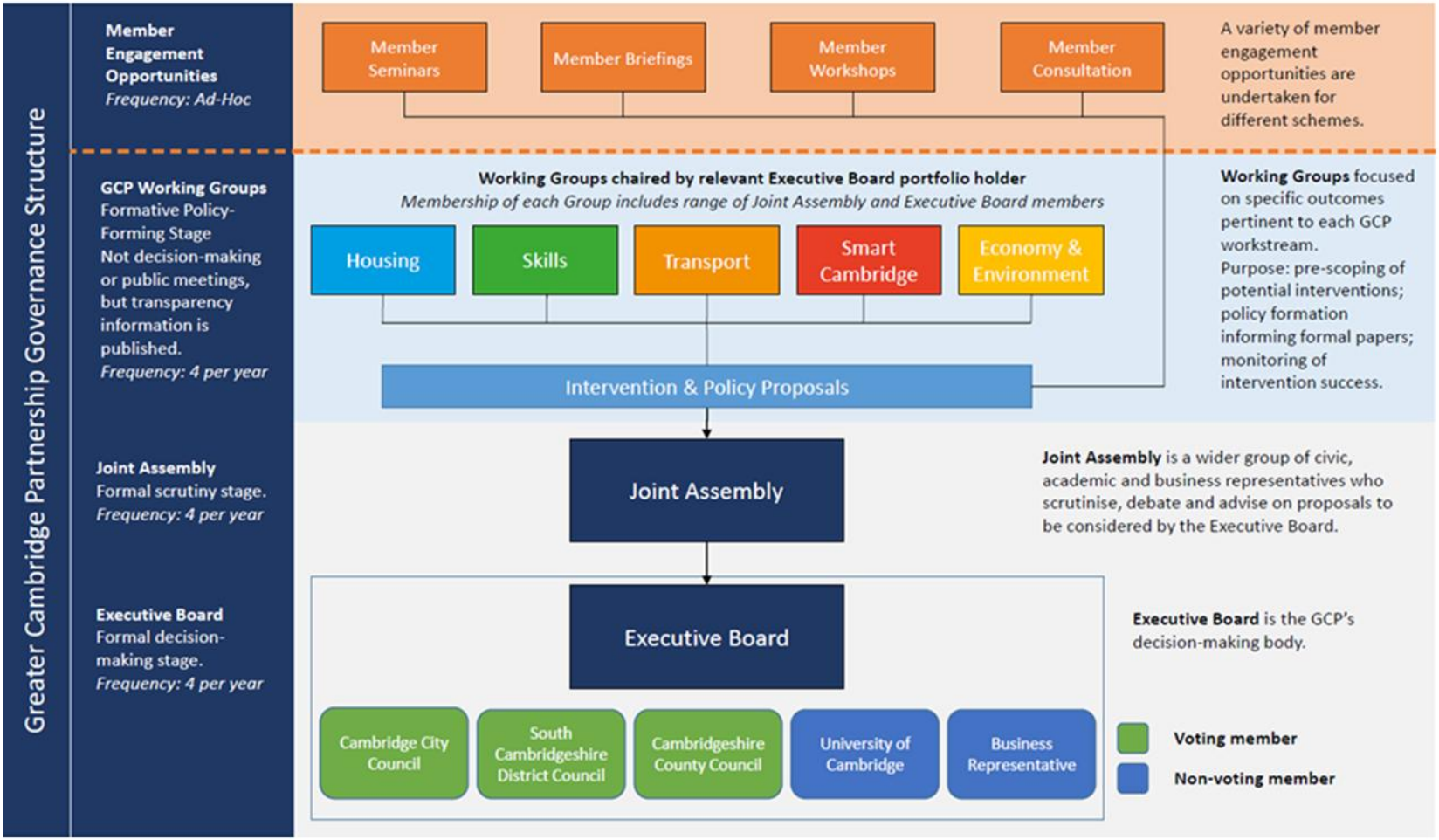
2.8 Second, the **GCP has a Senior Management Team, supported by a dedicated officer team, which oversees the City Deal and the management of individual projects supported by the Investment Fund.** This includes a dedicated Transport Director post and a Chief Executive post (the Chief Executive in post since 2017 retired in April 2024 and the Transport Director is currently Director of GCP[8]). Senior leaders work in partnership with senior officers at partner local authorities and with business and academia to deliver the City Deal.

2.9 Third, all civic authorities in Greater Cambridge (including the GCP) engage with very **active, engaged, informed and articulate local communities**. GCP has to recognise the contribution and challenge that these communities represent at each stage of project development, approval, and delivery.

2.10 Fourth, in July 2023, the Government established a **Cambridge Delivery Group** (CDG), chaired by Peter Freeman (Chair, Homes England). The CDG was tasked with driving forward a vision set out in the '**Case for Cambridge[9]**' (also referred to by some stakeholders as the **Cambridge Vision**) published in March 2024. This set out the (then) Government's ambitions for Greater Cambridge to enhance its position as a European science capital and what would be needed in terms of design and placemaking principles that would underpin this endeavour. These plans included illustrative growth scenarios of 150,000 homes by 2050, which would substantially accelerate and increase existing planned growth for the area. This would further justify delivery of GCP's planned programme (particularly its transport schemes).

[8] Noting the role of Director assumes the responsibilities of the Chief Executive role
[9] The Case for Cambridge - GOV.UK (www.gov.uk)

Figure 2-1: GCP Governance Structures



Source: Greater Cambridge Partnership

Process Review

Strategic deployment of the Investment Fund

2.11 The Investment Fund is a 10-15-year, £500m fund that began in 2015. Consistent with the principles underpinning the two prevailing Local Plans, the City Deal sought to unleash the potential of the 'Cambridge Phenomenon' by relieving energy, transport, housing and skills constraints. The City Deal Investment Fund focuses primarily (though not exclusively) on enhancing transport infrastructure relieving the congestion constraints stifling growth. The relevant policy timeline – which provides the strategic context for the development and deployment of the Investment Fund – is summarised in the box below.

2.12 This focus on transport infrastructure has been consistent across both the GR#1 and GR#2 periods. This includes schemes which aim to provide residents and workers with improved means to travel into and around Greater Cambridge and promoting active and sustainable travel (including walking and cycling). The strategy includes enhanced active and sustainable transport routes into and through the city, improved public transport with dedicated bus routes, city centre solutions to reduce traffic in the historic core, and enhanced transport interchanges and public transport infrastructure in and outside the city.

Local Plans and Local Transport Plans timeline

- 2014: Cambridge Local Plan and South Cambridgeshire Local Plan both in preparation. These include plans for an early review to ensure better alignment and a commitment to a Joint Local Plan between the Cambridge City and South Cambridgeshire District Council.
- 2014: City Deal signed with a commitment to start work on a joint Local Plan
- 2014: Transport Strategy for Cambridge and South Cambridgeshire agreed as a sub-strategy of the Cambridgeshire Local Transport Plan. Objectives included to ensure good transport links between new and existing communities, and the jobs and services people wish to access, and to prioritise sustainable alternatives to the private car.
- 2018: Cambridge Local Plan and South Cambridgeshire Local Plan adopted
- 2020: Local Transport Plan (LTP) adopted by the CPCA. The GCP programme aligns with the LTP, with GCP schemes included throughout relevant parts of the LTP.
- November 2021: Greater Cambridge Local Plan First Proposals (with a proposal for 57,000 new homes)
- June 2022: Greater Cambridge Local Plan First Proposals consultation results
- November 2023: Local Transport and Connectivity Plan (LTCP) approved by the Cambridgeshire and Peterborough Combined Authority Board. A long-term strategy to make transport in Cambridgeshire and Peterborough better faster, greener, and more accessible for everyone
- July 2023: Cambridge Delivery Group established
- December 2023: then-DLUHC announced ambition for 'Cambridge Vision' with more than 150,000 new homes for Cambridge (also known as the 'Case for Cambridge')

2.13 The Investment Fund is part of a wider suite of mechanisms to support the ongoing growth of Greater Cambridge. Investment Fund interventions unlock the development of new settlements (and/or extensions to existing ones), such as at Northstowe, Cambourne West and Waterbeach. These developments are intended to alleviate the growth pressure on the city itself and spread growth beyond the immediate area of Cambridge whilst recognising the constraints associated with the Green Belt.

Assurance Framework

2.14 Interventions supported by the Investment Fund have been approved under the City Deal Assurance Framework agreed with Government. The Assurance Framework establishes the membership, responsibilities, processes, and principles that are in place for agreeing and overseeing investments to deliver the overarching City Deal objectives. Investment Fund projects including the six approved in the GR#2 period were agreed following Framework processes.

2.15 The first version of the Assurance Framework was agreed in July 2014, and schemes/projects approved during the GR#1 period were assessed under this framework. This ensured that schemes/projects which offered maximum benefits and value for money were prioritised for investment. This included the use of the DfT's Early Assessment and Sifting Tool (EAST) methodology to enable a robust prioritisation exercise. The scheme/project SRO then submitted the scheme/project for prioritisation and review by the GCP Leadership Group (which reserved the right to decide not to include a scheme/project in the prioritisation process if key information was missing or robust assumptions were not demonstrated).

2.16 Subsequently, the GCP refined this prioritisation approach through the development of a Future Investment Strategy (FIS). The FIS included a series of strategic prioritisation criteria, designed to ensure that schemes/projects were prioritised that had the greatest potential to deliver the City Deal's objectives, or any new and emerging strategic priorities. It was first drafted in March 2018 and updated and agreed in March 2019 (including evidence taken from the 2018 Cambridgeshire and Peterborough Independent Economic Review). In December 2020, in the context of the impact of Covid-19 and reflecting on the City Deal's priorities following the first Gateway Review of the Investment Fund, the Executive Board agreed an updated FIS (FIS2). In an example of reflecting evolving strategic priorities, the FIS2 strategic prioritisation criteria were updated to reflect the importance of environmental objectives.

2.17 The wider Assurance Framework was reviewed in May 2022. This review confirmed that the Framework remained in line with up-to-date national Guidelines and Legislation and ensured compliance with the Government's National Local Growth Assurance Framework (NLGAF).[10]

2.18 Since then, significant events (nationally and internally) have led to inflation pressures which have been particularly acute for the construction sector.[11] In this context, the GCP reassessed

[10] Greater Cambridge Partnership (2022) Governance Assurance Framework
[11] Office for National Statistics (2023) Monthly Statistics of Building Materials and Components

its overall programme to ensure that the investment of funds continued to meet the objectives of the City Deal. All projects were assessed against their contribution to achieving anticipated outcomes with a priority attached to those projects that align with economic objectives of housing and jobs. This prioritisation exercise led to a third iteration of the Future Investment Strategy (FIS3) which was presented to the Executive Board in September 2023 and agreed in March 2024.[12] The Board noted that the Fund could no longer cover the costs of all interventions. Rather than cutting costs and compromising quality, it sought to identify schemes that could be paused (with a view to seeking alternative funding for future delivery, where relevant). As a result, CSETS Phase 2 and Foxton Travel Hub were paused, and revised budgets accounting for inflation were agreed across all remaining schemes.

Business case development and approval

2.19 Full details of the assessment and decision-making criteria are set out in the Assurance Framework. This requires each scheme/project to move through a series of stages starting with initial schemes identification leading to a Strategic Outline Case. If approved, then an Outline Business Case is prepared with a value for money statement. If this is approved a Full Business Case is made based on detailed design before approval and movement to scheme/project delivery with monitoring and evaluation.

2.20 Usually, the GCP Executive Board will review a scheme/project at each of the three stages (i.e. Strategic Outline Case, Outline Business Case and Full Business Case), in liaison with the Transport Director and in consultation with the Transport Programme Board (TPB). The TPB neither replaces nor duplicates the management of individual projects. Rather, it aims to ensure effective delivery of the GCP transport infrastructure programme by seeking to address barriers to progress and risk, and by ensuring good governance across the programme. The TPB meets monthly, managing by exception, and all projects are required to submit monthly project status reports for consideration by the TPB.[13]

2.21 The Executive Board has additional oversight through receiving quarterly reports on the progress of every scheme/project. The Executive Board can also request specific additional reports or actions to be taken on schemes at any point in the programme.

2.22 The appraisal methodology applied includes the following:

- For major schemes (over £5m), business cases are expected to meet requirements of the **DfT's Transport Business Case Guidance and TAG**, proportional to the scale and nature of the scheme. The scheme SRO is responsible for making the case for the proportionate use of TAG and the scope of TAG appraisal is agreed with Executive Board prior to undertaking any substantive work.

[12] GCP Executive Board papers September 2023: Document. ashx (cmis. uk. com), GCP Executive Board papers March 2024: Document. ashx (cmis. uk. com)
[13] Greater Cambridge Partnership (2022) Governance Assurance Framework

- For all schemes, central case scheme assessments adopt the latest **NTEM (DfT planning dataset) forecasts**, and, if appropriate, are supplemented with land use change figures set out in **Local Plans**.

- Schemes with a Benefit Cost Ratio of less than 2:1 are not usually funded. The exception is when wider appraisal evidence makes a strong strategic case that investment is required to "*unlock a barrier to growth, deliver wider economic benefits, environmental and or social/distributional impact.*" In this case, a formal selection process is carried out using the most up-to-date guidance (for example, the Treasury Green Book). The SRO has to evidence justification for the investment that demonstrates how benefits not included in the Benefit Cost Analysis may deliver policy objectives.

- The scheme's SRO must ensure **quality in data analysis** in line with guidance from the Treasury Aqua Book. This includes a proportionate approach to data analysis and quantification of associated risks which are then actively managed.

- All proposals account for **equalities impacts**, according to the Public Sector Equality Duty (PSED).

2.23 An independent advisor is appointed to each scheme to quality assure the business case work and provide external advice to the SRO, project team and Executive Board. A Value for Money Statement is produced by the SRO at each stage of business case sign off and this is also independently assessed by the advisor with the assessment published as supporting papers for stakeholders and the wider public. The independent advisor's scrutiny of both Value for Money Statements and business cases informs their recommendation to the S151 Officer, who will sign these off as appropriate evidence for consideration by the Executive Board.

2.24 The majority of GCP's investment is on transport infrastructure schemes, as per the purpose of the City Deal. As such, the Assurance Framework approach is primarily guided by national, regional and local transport guidance and policies. Where investment is made in projects outside of the transport sector, a bespoke approach is taken based on the most up-to-date guidance for the relevant policy area (for example, DLUHC Appraisal Guidance and Homes England good practice guidance). Management of projects outside the transport infrastructure programme is undertaken individually and according to NLGAF (National Local Growth Assurance Framework). The governance arrangements established for these projects is based on the cost, risk and importance of the scheme to GCP.

Process review case studies

2.25 The two case studies included in the Annex provide practical examples of how interventions have moved through Greater Cambridge Partnership's approval process. The two selected case studies are:

- **Cambourne to Cambridge,** which was selected because it is one of the key corridor schemes for the GCP programme and it will unlock key housing and employment sites in the West of Cambridge. It has been subject to detailed scrutiny which has required

extensive public engagement and has tested the robustness of the Local Assurance Framework in providing high-quality evidence and assessment of the scheme.

- **The Greenways,** which was selected because it has strategic importance for the delivery of an active travel network in the area. It is focused on delivering a large number of routes (12) which will impact many communities in the area. As such, it has required careful consultation and engagement.

2.26 Both case studies demonstrate that the Local Assurance Framework has proved robust, with clear processes and stages for scheme appraisal and approval:

- Both were transport projects and their appraisal used DfT tools and guidance including additional sensitivity testing, as appropriate.
- Different consultants have been used at various stages in business case development. This has ensured that specific skills are used at each stage, and also that previous iterations of evidence benefit from peer scrutiny and further development of the evidence
- Discussions with strategic stakeholders including landowners and the planning authorities have been maintained throughout
- Proactive consultation and engagement with the public and active interest groups has been designed into the process to maintain transparency and generate evidence and insight to support project development.

2.27 Case study summaries are provided below with full case study narratives in Annex C.

Process review case study summary: Cambourne to Cambridge Better Public Transport Project

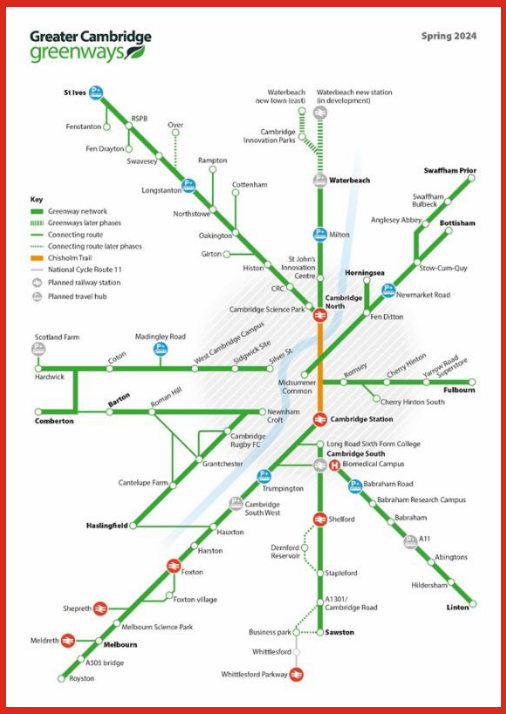
- Cambourne to Cambridge is one of four main corridor schemes progressed by the GCP under the City Deal. Expected Investment Fund lifetime expenditure on the scheme is £119m, with an additional £38m planned in match funding.[14] The scheme will create a new link to ease congestion and offer sustainable travel choices along the A428/A1303. It is linked to key development sites including Cambourne West (2,350 dwellings), Bourn Airfield (3,500 dwellings), and West Cambridge (10,000 jobs).
- The scheme aligns with the Local Plan and the Transport Strategy for Cambridge and South Cambridgeshire. Planning provisions make it clear that development of these three sites is dependent on the provision of a sustainable transport scheme to link Cambourne with Cambridge.
- The views of stakeholders have been considered throughout the development of the Cambourne to Cambridge scheme. Activities undertaken to gather insights and reflections from key stakeholder groups include
    - four public consultations (covering route options, park and ride options and environmental impact assessment)
    - place-based engagement to provide regular dialogue between officers and the local community including a series of forums and workshops that covered modelling and appraising different transport scheme options, and on-road and off-road route optimisation
    - engagement with key stakeholders (such as local developers and statutory stakeholder groups) to ensure the scheme fits housing development plans and delivers net improvements Iin biodiversity..
- The Environmental Impact Assessment (EIA) Public Consultation is an example of how consultation has improved scheme design. Undertaken in 2022, this included early engagement with key stakeholders to consult and inform subsequent wide-scale consultations within a zone of almost 12,000 households. Priority groups for consultation were individually contacted. The consultation was widely promoted and received a total of 580 online and 17 hard copy responses with a further 54 written responses. Consultation responses were presented o the GCP Joint Assembly and Executive Board and published.
- The Cambourne to Cambridge scheme development process adhered to the Local Assurance Framework (LAF). Formal approval was taken through GCP's Executive Board at each stage. Commissioned experts prepared the 2016 Strategic Outline Case and, following approval, the draft Outline Business Case was developed by different consultants in 2020. Because different consultants were involved in each of these stages, each stage of this process has benefitted from new independent reviews of materials and evidence submitted to the Executive Board.
- Overall, the Cambourne to Cambridge scheme has been designed by GCP in response to the evidenced need for a sustainable transport solution along the route (as set out in local plans, transport strategies and planning applications for individual developments in the area), ensuring that it is well-aligned. The Local Assurance Framework has provided an effective guide to ensure that

decisions at all stages are informed by evidence, fully considered and routed through the correct system.

- Key learnings that have been taken from this scheme to inform other GCP processes are the importance of a) providing different opportunities for a range of stakeholders to engage, b) ensuring that documentation is fully accessible and transparent, and c) providing an engagement timeline to keep key stakeholders informed of progress and required inputs.

[14] These planned expenditure figures are based on expectations from the LEF and have since been revised to account for construction inflation in GCP's FIS3 review.

Process review case study summary: The Greenways



- The Greenways is a proposed network of 12 active travel routes (totalling 150km of improved shared use path) connecting Cambridge city centre with surrounding villages. By providing segregated and safe active travel routes with direct links to new housing and employment growth points, educational establishments and key facilities, the Greenways will ensure that active travel is an option for many commuting journeys. Expected Investment Fund lifetime expenditure on the Greenways is £73.75m, with an additional £5.9m planned in match funding.[15]
- The Greenways will help deliver the City Deal's strategic objectives to increase capacity in strategic corridors and develop a sustainable travel network. It complements other City Deal interventions. It also supports both national and regional policies around active travel, the environment, public health and connectivity (for a list of examples, please see Annex C Table C-2).
- Intervention development took into account stakeholder and public perspectives through a process of consultation and engagement for each individual Greenway. In 2018-19 a first round of consultation was held to inform the initial route alignments and plans that were brought to GCP's Executive Board in 2020. This included formal consultation questionnaires and qualitative feedback gathered through workshops and other meetings. In 2022-2023 a second round of consultation in the form of public engagement took place across the areas associated with the Greenways routes (prior to completion of the preliminary designs). This included both pre-public engagement with key stakeholders (such as partner authorities, council members, parish councils, active travel groups and landowners) and public engagement through drop-in events and meetings. Feedback led to route design changes with decisions taken reported in publicly available 'You said, we did' documents.
- Formal approval for the Greenways has been taken through GCP's Executive Board. The first decision (March 2017) approved £480k for initial plans. Further plans, with preferred route options, were developed into 2020 and approved by the Board. Due to the large number of Greenways these were presented and approved across several Board meetings (see Annex C for all dates). The full programme-wide outline business case was approved in December 2022, and outline business cases for the individual Greenways were presented and approved in a rolling programme throughout 2023.
- Appraisal of the Greenways outline business case was carried out in line with the Local Assurance Framework. Given the transport-focus of the City Deal, the Assurance Framework focuses on appraisal against DfT Guidance (using

tools such as AMAT and Propensity to Cycle), and also gives clear guidance on the steps for the process of business case development.[16] These were followed during development of the Greenways, and additional sensitivity testing was applied during scheme appraisal in recognition of Cambridge's unique cycling context. Business cases were prepared by two sets of consultants, who then independently peer reviewed business case evidence.

- This case study demonstrates GCP's commitment to following the processes set out in the Local Assurance Framework and DfT guidance. In this case, GCP also used additional DfT tools to apply further sensitivity testing appropriate to the area's context and conditions. GCP also sought feedback on scheme development through extensive stakeholder and public engagement, incorporating changes as appropriate and setting out how plans had been altered publicly available documentation.

[15] These planned expenditure figures are based on expectations from the LEF and have since been revised to account for construction inflation in GCP's FIS3 review.
[16] Greater Cambridge Partnership (2022) Governance Assurance Framework

3. Strategic consultation feedback

Context

Background to the consultations

3.1 This evidence paper combines the evidence from strategic stakeholders interviewed at mid-term stage and final stage. In-depth consultations were undertaken with senior economic development stakeholders across Greater Cambridge at both stages. These included officers and elected members from the constituent Local Authorities and GCP's leadership, and representatives from key economic development actors such as universities, voluntary groups, business groups and third sector organisations representatives, and the Combined Authority.

3.2 Interviews at the mid-term stage were completed in August – October 2023 and those for the final stage in May and June 2024. The mid-term discussions focussed on change since GR#1, those for final evidence focussed on changes since the mid-term plus lessons learned, impacts and future plans. In total, 40 consultations were completed with 41 stakeholders (including 16 who were consulted in both waves). They were invited to participate on the basis of their role in key organisations. There was considerable overlap in individuals consulted although some were new due to changes in individuals in post, and two new stakeholders were consulted at final stage to capture wider perspectives on transport in the area. A list of consultee organisations is provided in Annex A.

3.3 Five points are noted by way of context.

3.4 First, **mid-term consultations coincided with discussions about the proposed Sustainable Travel Zone (STZ),** including vehicle charging in the city centre, as part of the Making Connections scheme. Subsequently, in September 2023, the GCP Executive Board decided to stop the further development of the STZ proposals as part of the Making Connections scheme. In addition, the then Secretary of State for Levelling Up had recently announced plans for more extensive growth than had hitherto been considered in the Local Plan, through the creation of a Cambridge Delivery Group to accelerate delivery of additional housing growth in Cambridge[17]. Consultations with stakeholders at the final stage in mid-2024 reflected on the effects of both of these events for the Greater Cambridge Investment Fund.

3.5 Second, consistent with the position at GR#1, **de-coupling the effects/role of the Investment Fund specifically from the GCP as an organisation more broadly is very difficult** in the context of assessments linked to economic capacity development and partnership working in Greater Cambridge. The Fund, the Deal and the organisation are in many cases regarded as essentially synonymous by partners locally.

[17] Department for Levelling Up, Housing and Communities (July 2023) Long-term plan for housing - GOV.UK (www.gov.uk)

3.6 Third, **the political landscape has evolved over the period**. The stakeholder interviews for the final phase were timed to occur after the local elections (6th May 2024) and, as it happened, before the pre-July 4th 2024 general election period. The local authorities (at County, District and Combined Authority level), have experienced change in political leadership in recent years. This needs to be worked through, as, for example it inevitably creates pauses in momentum (as elections are held and new people are inducted to their roles and briefs), and periods of uncertainty in relation to political consensus and challenge.

3.7 Fourth, as highlighted in Section 2, the **governance landscape in Greater Cambridge is complex**, with multiple organisations involved, and different tiers of accountability and decision-making responsibilities. This complexity is not new in Greater Cambridge and was also recognised in the GR#1 research. It is noted that Greater Cambridge is a functional economy, but decisions that affect it are taken by authorities covering different geographies namely the County Council (the Highways Authority), and to some extent also, the CPCA (responsible for Transport and Skills policy and strategy planning). While some planning decisions can be taken in Greater Cambridge, major proposals need authority from elsewhere. Therefore, some decisions taken at the GCP Board by elected representatives may need to be agreed in other democratic structures.

3.8 Finally, an important theme in the consultations for the final review was **what might happen into the final delivery period (up to 2030) and beyond** i.e. post-GR#2. For example, there were different views about the relative role of the GCP and the Cambridge Development Group and the Combined Authority in the future. There was also concern about potential uncertainty as the Fund activities came to a close, and the need to keep officers and partners energised and focussed on delivery objectives to the end of the period. This is recognised as being important for the next phase. However it is beyond remit of this evidence paper, which is focused on the GR#2 period.

Findings from GR#1

3.9 Strategic stakeholder consultations were conducted in mid-2018 and mid-2019 to inform the GR#1 evaluation. Key findings are provided here as context for the GR#2 mid-term and final stakeholder consultations. The key findings from the GR#1 consultations[18] were:

- Stakeholders agreed that better transport for Greater Cambridge was the right priority. They also agreed that the correct strategy to ease congestion and enhance connectivity was to encourage modal shift.
- Formal governance structures were working well overall, and there was effective information sharing between officer groups.
- Positive effects on partnership and capacity building were attributed to the Investment Fund and City Deal. Stakeholders expressed confidence that there was now a plan to

[18] Independent Evaluation of Local Growth Interventions: Greater Cambridge Partnership, *Capacity Development and Partnership Working Evidence Paper* (November 2019)

address Cambridge's infrastructure deficit, with funds available to deliver the plan, and partners with a shared vision.

- Local people were well informed, organised and engaged, and GCP was seen to be developing more effective ways to harness community contributions.
- The quality of evidence available to stakeholders was improving, supported by Investment Fund resource. Stakeholders noted increasingly mature decision-making based on evidence and longer-term thinking. However, it was observed that some potentially contentious and high-profile decisions around schemes were yet to be made and these would test the Partnership.
- Following early delays and interruptions, the pace of delivery was accelerating. There was confidence in the GCP team who maintained the delivery focus and alignment with the strategic objectives of the City Deal and Investment Fund. Stakeholders also noted effective links between the three core LA partners who contributed expertise/capacity.

3.10 The rest of this section draws on the evidence from both the mid-term and final consultations. It sets out the key findings related to the contribution of the Investment Fund during the GR#2 period to capacity development and partnership working outputs and outcomes, as set out in the logic model in the National Evaluation Framework.

Key findings at GR#2

Strategic deployment and Fund leadership

3.11 It was consistently acknowledged that congestion continues to be a major constraint to growth in Greater Cambridge, both directly (impacting on quality of life for residents, and business performance), and indirectly (in influencing investment decisions over the longer term by businesses and individuals). The need for Cambridge to compete in an internationally – not just nationally – competitive landscape for talent and investment was commonly cited by consultees. Consequently, as at GR#1 there was **consistent agreement at GR#2 that the strategic deployment of the Investment Fund on transport infrastructure remains appropriate**.

3.12 Moreover, the approach to developing local transport infrastructure via the Investment Fund also had broad agreement. Stakeholders recognised that there was a need to encourage modal shift from private cars to buses, and active travel (including bicycles and walking/wheeling), and to use physical changes to the environment to make those options more attractive, safer and integrated. This approach was developed by the delivery partners and agreed in the City Deal. The **Investment Fund has embedded this and has enabled a joined-up and consistent approach to seeking to address Greater Cambridge's transport infrastructure challenges.**

3.13 Since the City Deal was agreed and notably since GR#1, the view is that the **language and understanding about the purpose and effects of the intervention has positively evolved**.

Initially the projects might have been viewed as a set of developments that were necessary to ease hot-spots. However now the language reflects two important points:

- Modal shift has to be seen in the context of whole journeys and transport networks into, around and through the Greater Cambridge area. The strategic rationale is that providing connected routeways from surrounding towns and villages to employment is what links the interventions to potential economic benefit.
- There is now additional concern for air quality, public health and environmental enhancements. In part this reflects the increasing imperative to respond to the climate crisis, and potentially an increased appreciation of the importance and benefits of green space following Covid-19 lock-downs.

3.14 The potential for long-term changes in demand for different modes of transport as a result of the legacy of the pandemic (e.g., related to increased home working, propensity to use public transport across different groups etc.) to influence the strategic alignment and relevance of the Fund's deployment was identified by several consultees at mid-term stage. However, this was less common at the final stage. There were mixed views on the implications of this, and it was recognised that this may impact differently across specific interventions (and that housing growth could offset journeys lost to home-working). However, consistent with the overall findings noted above, **the legacy of the pandemic was not seen to have altered materially the overall case for the strategic deployment of the Fund on transport investment.**

3.15 Other 'pinch points' to the local economy have been identified since GR#1. The first is the energy supply which was talked about in the context of the Investment Fund focus on the Energy Grid Substation activity (See Annex D). This was noted as an example of the way in which stakeholders anticipated an issue that would delay development, used the scale and flexibility of the Investment Fund to pursue a solution and successfully justified and facilitated private sector investment to assure developers of adequate energy supplies. A second 'pinch point' that was barely mentioned at GR#1 but which was of much higher concern at GR#2 was water supply. Stakeholders noted this as a serious concern for the area– and one that has gained visibility as a result of the Case for Cambridge plans for housing growth – but one that was outside of the remit of the Investment Fund to address[19].

Governance structures and decision making

3.16 As noted in Section 2, the GCP structure has remained stable throughout the delivery of the Investment Fund. The key components of the model include the Executive Board and Joint Assembly, the latter supported by a series of Working Groups.

[19] A joint statement from Department for Levelling Up, Housing and Communities (DLUHC), Department for Environment Food and Rural Affairs (Defra), the Environment Agency and Greater Cambridge Shared Planning Service was published in March 2024 and clarified that in line with statutory requirements, the water needs of the Greater Cambridge area will need to be met by the water company. This has clarified responsibilities and need and has subsequently enabled planning approvals for key schemes to be finalised.

3.17 Feedback from stakeholders suggest that the structures put in place for the Greater Cambridge City Deal Investment Fund effectively support local economic development in Greater Cambridge. They have become embedded, and overall are seen to work well – both operationally (including bringing officers and others together via the Working Groups), and at a strategic level between elected members. Key factors underpinning this assessment include:

- Executive Board and Joint Assembly meetings are well run, and members are provided with very detailed information in advance of each meeting. Some stakeholders commented on the large volume of information provided, and there may be scope to streamline this. However, it was also acknowledged that 'details matter' and that this is inherent in the nature of schemes being brought forward.
- Discussions are open, robust and revolve around the needs of Greater Cambridge; it was noted that discussions and debates often cut across and transcend party political lines, to explore issues and create a shared narrative. This was seen to demonstrate the maturity of the partnership working in the area.
- There is a core group of individuals who have been involved both in the GCP, and previous partnerships that understand how the area works, the organisations and people involved and who remain committed to delivering the best for the area.
- The work is transparent and open to public scrutiny, as agendas and minutes of meetings of the Executive Board and Joint Assembly are available to the public. Further, at the discretion of the chairperson, members of the public may ask questions at meetings of the Executive Board and Joint Assembly.

3.18 Collaborative working with the CPCA (which was created after the City Deal was signed) has taken time to evolve both as the Combined Authority has created and then redesigned its own organisation, and as its policy focus has changed through different leadership. There was consistent agreement that relationships with the CA have been improving through the second Gateway Review period. The current Mayor of the CPCA attends GCP Board meetings to ensure join up across strategic decision making.

3.19 Stakeholders remarked on **strong business engagement by the GCP**. The presence of business partners 'at the table' (on both the Joint Assembly, and Executive Board), was seen as important, alongside wider scheme-specific engagement. These included connections with the Cambridge Network, Cambridge Ahead (a group of businesses and academics dedicated to Cambridge's sustainable growth), Innovate Cambridge (a university initiative to deliver increased innovation in Cambridge), and Cambridge& (an inward investment agency). **The Investment Fund was credited with facilitating a 'greater sense of common destiny' across business and public sector partners by some consultees**. This was partly attributed to the scale of the Investment Fund, which was seen to demonstrate a commitment from Government (as noted at GR#1) and confidence that the region can deliver.

3.20 While it was noted that progress had been made in implementation across the Investment Fund portfolio – notably on schemes such as Chisholm Trail and Histon Road – some

stakeholders expressed frustration that delivery had been delayed or stalled on some of the larger schemes, notably Cambourne to Cambridge and Cambridge Eastern Access. This was predominantly attributed to **difficulties in maintaining consensus in a complex political environment**. The difficulties of maintaining progress with long term infrastructure projects was often mentioned: these need be championed and led by political leaders in all partner authorities, but the context has been frequent elections and leadership changes. This has impacted on the extent to which GCP can progress schemes as anticipated but this in acknowledged as beyond the GCPs control.

3.21 Stakeholders consistently acknowledged the work and contribution of the GCP Senior Management Team and officer group. **The quality and calibre of the staff at GCP was consistently seen as a key strength of the area and important for overall economic development capacity**. The GCP team was consistently seen to work in evidence-based and systematic ways to deliver against objectives and operate effectively in a challenging and complex landscape. At GR#1, it was reported that the dedicated resource had been critical in facilitating improved engagement and partnership working. The later feedback suggests that this has continued and developed more fully over the GR#2 period to date.

3.22 The GCP Chief Executive had recently retired from the organisation at the point when final stage consultations with stakeholders were conducted, with interim arrangements in place at that point. Stakeholders were confident overall that this would not disrupt the delivery of the Investment Fund programme.

3.23 Several stakeholders also commented on the lifecycle of governance arrangements. In their view, after the decision by the GCP Executive Board to not progress the Sustainable Travel Zone in September 2023, the emphasis of the GCP shifted to driving forward project delivery on those schemes that had been approved. This was considered appropriate given the short time period left for City Deal Investment Fund to deliver all its interventions. They also noted that the experience of the Sustainable Travel Zone consultation and media-scrutiny was intense. For some stakeholders, during this period the **GCP became the 'lighting rod' for local political debates and disputes** simply because they led and managed the consultation process. They noted that this intensity of scrutiny was not sustainable, from an organisational or a personal perspective given the toll it takes on the organisation as a whole. This was seen to have contributed to the observed pivot to a more operational and delivery-focused phase of activity in the latter stage of the GR#2 period.

Stakeholder engagement

3.24 Consistent with the findings at GR#1, the evidence from stakeholders at the final stage of the GR#2 evaluation is that **that the right organisations have been involved in the design and delivery of the Investment Fund**. The different components of the GCP's governance structure were seen to provide an opportunity for inputs from a range of perspectives and interests.

3.25 Whereas a strong theme from GR#1 was the need to find effective ways to engage local communities in developments, good progress was considered to have been made

subsequently in GR#2. There was a **consistent recognition amongst consultees that the Investment Fund has featured strong engagement with local communities. This reflects in part the nature of the schemes proposed, but also a commitment by the GCP to engage fully and seriously in progressing schemes.**

3.26 Three elements of this were highlighted:

- The use of a range of **consultation approaches**. Once plans have been approved, local people were involved in specific aspects of design and delivery in a range of different ways including locally-convened meeting and open consultations. This aimed to ensure local communities remained informed and enabled them to have their say outside of formal consultation processes. It was commented that some GCP officers were confident to adapt schemes based on insights from local stakeholders (for example relocating a planned bus stop to a better location on the same stretch of road).

- The **Citizens' Assembly**, which met in autumn 2019 to discuss congestion, air quality and public transport, and again in September 2020 for a 'one year on' workshop to reflect on the recommendations, particularly following Covid-19. Feedback from the Citizens Assembly was reported by stakeholders to have provided a balanced perspective from the general public. It was also attributed with giving politicians and stakeholders the confidence to make bolder proposals on sustainable travel. There was comment that sustaining the Citizens' Assembly would have been beneficial in continuing to engage the public.

- The **scale of the engagement in the consultation on the 'Making Connections' proposals**, which secured over 24,000 responses, which was said to be 'unheard of' in relation to local level consultation activities nationally. The scale of local interest in the proposals (involving a Sustainable Travel Zone) was not unexpected, and some consultees noted this may have been influenced in part by national-level debates and discussion on similar schemes in other locations.

3.27 There was feedback from some stakeholders that more active engagement approaches could have been used by GCP to ensure that contributions from specific groups were secured. This included individuals with specialist expertise or experience, young people, those on lower incomes (many of whom rely on modes of active travel as their only means of moving around the city), and small business (for whom the costs of congestion can be disproportionate).

3.28 Effective community engagement is challenging. It involves engaging with numerous groups with different experiences and perspectives and can cause issues related to the timing and progress of delivery, with the process of responding to questions, challenges and feedback impacting on delivery milestones. Further, there is a risk that debate/discussion can become animated and contentious with implications for local civic and community engagement. Stakeholders recognised that each scheme will require different approaches, and no single 'solution' was noted. However, across this complexity and variation, and whilst recognising that in some cases more could have been done to ensure on-going engagement and buy-in from local communities, there was a consistent view that **projects developed through the**

Investment Fund have generated valuable learning and experience on how to effectively engage communities and manage and target communications activity. This can help to inform GCP, strategic partners and wider economic development activities in the area in future years.

Quality of evidence

3.29 An important finding at GR#1 was that the quality of evidence on economic development in Greater Cambridge, supported by the Investment Fund, had improved, and there was increasing recognition locally of the role of evidence to help shape investments and priorities. At this final evaluation stage for GR#2, the feedback suggests that this process has continued. Consultations with stakeholders indicating a **high quality and detailed evidence base has been developed by GCP to inform decision-making and the deployment of the Investment Fund**.

3.30 This has operated at several levels:

- through the development of **business cases** for individual schemes, some of which have involved very significant data collection and analytical activities (e.g., related to major infrastructure schemes such as Cambourne to Cambridge). This was seen to have helped shape an 'evidence-based debate' on business cases.

- linked to this, through **funding bespoke research** and consultations on individual schemes to inform individual schemes or plans.

- through funding additional economic updates from the University of Cambridge's **Centre for Business Research (CBR).** Previously produced annually, this analysis of business data is now produced quarterly. It has become more embedded in local decision-making, is being rolled out to other Local Authorities in Cambridgeshire and is highly valued for the insights it provides.

3.31 The data and analysis produced via these mechanisms has been shared between partners. For example, the CBR data is supported by a working relationship between the university, Cambridge Ahead, GCP and the CPCA. One stakeholder said that this was a really helpful resource because it meant that local politicians and business people were able to discuss the implications of the data, rather than whether it was accurate. Stakeholders indicated that this has led to an improved and shared understanding of the challenges and opportunities facing Greater Cambridge including related to employment, businesses and travel. This has complemented the evidence base that was attributed to the work of Greater Cambridge Shared Planning Service.

Alignment and cumulative effects

3.32 The National Evaluation Framework recognises that, across all Areas with an Investment Fund, there is no consistent 'programme' approach in the implementation of the Fund. Nevertheless, the delivery of interventions when taken together may generate impacts

greater than would be the case if they had been delivered individually. The evaluation is not seeking to quantify these effects, as a wide range of non-Investment Fund activity will also influence the impacts, and interventions have been delivered over different timescales. However, consultations with strategic stakeholders sought to identify in qualitative terms whether any 'cumulative effects' are expected or realised.

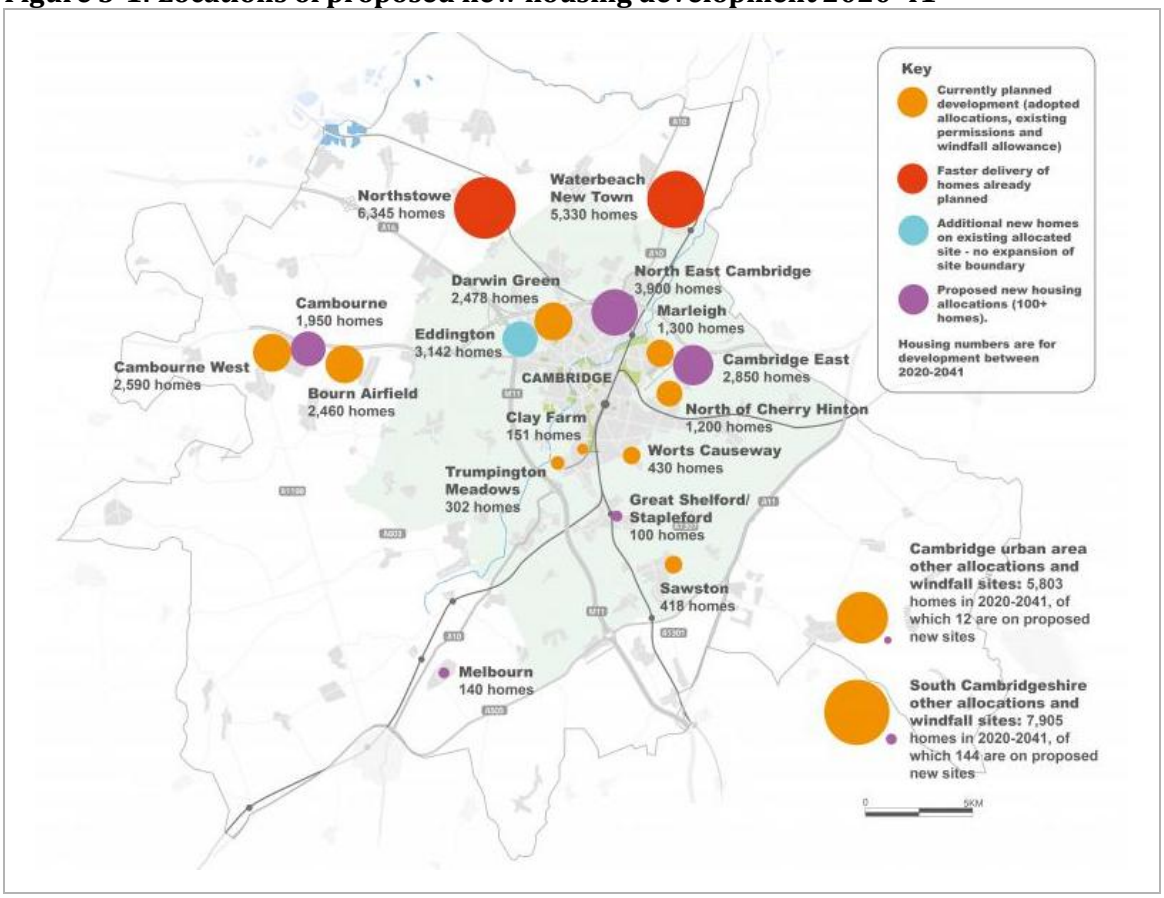
3.33 The key messages from the consultation at this final stage of GR#2 are:

- It is reasonable to expect that Greater Cambridge's transport interventions, as delivered through the Investment Fund, will over the long-term, and once a 'critical mass' of delivery has been realised, have a cumulative effect. This is because different parts of the network developed or improved via the Investment Fund will connect and complement, creating new or enhanced routes for people to move around and within the city. Delivery of these schemes individually would have meant less coordination of effort and less impactful interventions overall. However, this will take time to be realised, and at this stage this remains a reasonable 'theory of change', rather than an outcome that can be tested.

- The Investment Fund has been instrumental in delivering the current Local Plan because it has addressed delivery of key infrastructure to unlock development sites. Several stakeholders highlighted that the Investment Fund is being used to deliver key infrastructure to unlock development of major new housing (over 70,000 new units with affordable housing components) and employment sites in Greater Cambridge, including those which have been identified as key priorities in the 'First proposals' of the draft Local Plan including at Cambourne, Waterbeach and Cambridge East (see Figure 3-1). Individual interventions also align with rail investment in Cambridge South Station and infrastructure such as Cambourne to Cambridge will encourage modal shift for travel into railway stations.

- The Investment Fund has been used as a flexible resource to unlock barriers to achievement of the Local Plan. The Energy Grid sub-station and Waterbeach station are both examples of how partners have used the capacity of GCP officers, with the availability of funding to proactively focus on issues that might not otherwise be owned locally.

Figure 3-1: Locations of proposed new housing development 2020-41



Source: Greater Cambridge Local Plan - First Proposals (see here)
Note that at Waterbeach 5330 homes are expected to be delivered by 2041, with a further 5670 homes post-2041.

4. E-survey evidence

Introduction

4.1 For GR#1 evaluation, respondents were asked to provide their perspectives on the performance of the Area on a range of factors when the City Deal was approved in 2014 and in 2019 when research for the first Gateway Review was completed. At this GR#2 stage, the emphasis is on developments since 2019, although significant developments before this are highlighted where appropriate.

4.2 In June 2024, the final stage e-survey was distributed to 81 stakeholders. There were a total of 41 responses. Within this, 22 respondents (54%) had also completed the mid-term survey. The analysis here does not distinguish between responses from those who did/did not complete the mid-term survey (see Annex B for separate data tables containing results from those who did and did not complete the mid-term survey).

4.3 Consistent with guidance from the IEP, the analysis focuses on:

- changes between GR#1 and the current situation (set out in the final survey for GR#2), not changes between the mid-term and final stage for GR#2
- consolidated final stage results, which combines responses from those that did and did not complete the mid-term survey for GR#2.

4.4 *All results set out below focus on the data at the final survey stage for all respondents (n=41) unless otherwise stated*.

Respondent background

4.5 Responses were received from 41 individuals (a response rate of c.51% from the 81 stakeholders to whom the survey was circulated). The distribution of the organisations represented by individuals that were sent the survey link is provided in Annex A.

4.6 Of the 41 respondents:

- Approaching half (43%) reported having full awareness of the interventions supported by the Investment Fund, 33% reported having a breadth awareness (aware of all interventions but limited view of the details of each) and 24% reported having a depth awareness (aware of some of the interventions supported in detail). One respondent reported having no awareness of the interventions.
- When asked about their awareness of the *progress* of interventions, the majority (57%) reported having some awareness (i.e., were aware of the progress for some of the interventions, but not all), whilst 40% reported having full awareness ((i.e., were fully aware of the progress of all interventions).

4.7 Respondents were from 18 separate organisations. They were most commonly from local civic organisations or educational or research organisations with some respondents from businesses and a national civic organisation.

4.8 For context, there was a broadly even split between those who *had* completed the mid-term survey (54%) and those who had *not* or could not recall whether they had completed the survey at mid-term (47%).

4.9 In terms of the nature of respondents' involvement in the Greater Cambridge Investment Fund, results for those who completed both the mid-term survey and the final survey, and those who completed the final survey only, could not be combined. This is because those respondents that completed both surveys, and in the final survey indicated that their involvement had not changed since the mid-term, were *not* asked to indicate the nature of their involvement[20]. Data on the nature of involvement with the Greater Cambridge Investment Fund data are therefore presented separately for mid-term and final stage.

4.10 At mid-term, just over half (52%, 17 respondents) of responses were from stakeholders directly involved in the governance and oversight of the Investment Fund/interventions funded as a result of the deal (i.e. the Investment Fund), 36% (12 respondents) were interested stakeholders with no links to the governance, funding or organisation of the deal, and 12% (4 respondents) were involved in the delivery of the Investment Fund. At final-stage, nearly all respondents said that their involvement had not changed since the mid-term e-survey.

4.11 At final-stage, of respondents who had not or did not know if they had completed the survey at mid-term (n=19), just over half were stakeholders directly involved in the governance and oversight of the Investment Fund/interventions funded as a result of the deal (i.e. the Investment Fund). Three respondents were involved in the delivery of the Greater Cambridge Investment Fund, 16% (3 respondents) were interested stakeholders with no links to the governance, funding or organisation of the deal, and two were involved in contributing match funding to interventions supported by the Greater Cambridge Investment Fund.

4.12 Looking across respondents' involvement at mid-term and final-stage, the overall picture is relatively consistent, with just over half of respondents having direct involvement in the governance and oversight of the Greater Cambridge Investment Fund.

4.13 Overall, respondents were generally well-placed to comment on economic development capacity in the area due to a combination of factors including their current job role, knowledge of the Investment Fund, awareness of change over time and involvement in the area over several years.

[20] The survey tool was provided to GCP by the IEP.

Local economic development capacity

4.14 Respondents were asked to provide their perspectives on the performance of Greater Cambridge (as an area overall) on a range of factors associated with local economic development capacity (see Table 4-1). Key points from the results are:

- Overall perceptions of local economic development capacity with the area are positive, with average scores between 6 and 9 out of 10 across all of the ten aspects identified.
- The 'quality of the evidence base', 'level of engagement of the private sector', 'level of consensus on the key thematic priorities' and 'level of synergy and inter-relationships between key economic development projects' were areas ranked the most highly overall (with mean scores of 8.2, 7.7 and 7.3 respectively).
- The 'effectiveness of the decision-making process' was the area that was ranked the lowest overall (with a mean score of 6.2 overall).

Table 4-1: Mean score for aspects of local economic development capacity on a scale of 1 to 10 (low to high, where 0 is very poor, and 10 is excellent)

	Average
Quality of the evidence base	8.2
Level of engagement of the private sector	7.7
Level of consensus on the key thematic priorities	7.3
Level of synergy and inter-relationships between key economic development projects	7.3
Level of engagement of the wider public sector	7.0
Effectiveness of partnership working	6.9
Level of consensus on the key spatial priorities	6.7
Level of engagement of the voluntary and community sector	6.6
Effectiveness of governance and management structures	6.4
Effectiveness of the decision-making process	6.2

Source: SQW Analysis of Survey data n=41

4.15 Given the modest sample sizes, and difference in characteristics and respondent groups across the e-surveys, the average scores at each point cannot be robustly and meaningfully compared across the cohorts.

4.16 However, in relative terms and considering the average scores given to reflect the position at 2014, and the final stage for GR#1 (in earlier evaluation research), and the final stage for GR#2 (in this evaluation research), it is notable there was some consistency on aspects of economic development that scored the highest across the period (see Table 4-2). Notably, the 'Quality of the evidence base' was ranked highest at the final stage both in GR#1 and GR#2, consistent with stakeholder consultation feedback. The 'level of consensus on the key thematic priorities' and the 'level of engagement of the private sector' were also consistently

highly rated. There was also a high level of consistency in terms of the least rated aspects of economic development, including the 'effectiveness of the decision making process' and 'level of engagement of the voluntary and community sector'.

4.17 The change in the scores at the final stage of GR#2 for the 'effectiveness of governance and management structures' and 'effectiveness of the decision-making process' may reflect the perspectives/experience of stakeholders associated with high-profile and locally contentious decisions on the Sustainable Travel Zone, vehicle charging and potentially other major schemes (such as CSETS Phase 2).

4.18 It is also notable that the feedback on the level of synergy and inter-relationships between key economic development projects was relatively highly scored at the final stage of GR#2 for the first time. This potentially reflects the progress of projects and how these are starting to be seen to be working together as they are completed or further developed.

4.19 For context, the results from the survey at the mid-term stage for GR#2 have also been included in the table below.

Table 4-2: Aspects of local economic development capacity as rated by respondents in each survey (score and rank)

Aspect of local economic development capacity	GR1 baseline (2014, retrospective), score (n=32)	GR1 final (2019), score (n=32)	GR2 mid-term (2023), score (n=33)	GR2 final (2024), score (n=41)	GR1 baseline (2014, retrospective), rank	GR1 final (2019), rank	GR2 mid-term (2023), rank	GR2 final (2024), rank
Quality of the evidence base	4.7	8.0	7.8	8.2	4=	1	1	1
Level of engagement of the private sector	4.7	7.9	7.2	7.7	4=	2	2=	2
Level of consensus on the key thematic priorities	5.0	7.6	7.2	7.3	1=	4=	2=	3=
Level of synergy and inter-relationships between key economic development projects	4.5	7.4	7.0	7.3	7	7=	4	3=
Level of engagement of the wider public sector	4.4	7.4	6.8	7.0	8	7=	5	5
Effectiveness of partnership working	5.0	7.6	6.7	6.9	1=	4=	6	6
Level of consensus on the key spatial priorities	5.0	7.5	6.5	6.7	1=	6	7	7
Level of engagement of the voluntary and community sector	4.1	7.1	6.3	6.6	10	10	8	8
Effectiveness of governance and management structures	4.7	7.7	6.4	6.4	4=	3	9	9

Aspect of local economic development capacity	GR1 baseline (2014, retrospective), score (n=32)	GR1 final (2019), score (n=32)	GR2 mid-term (2023), score (n=33)	GR2 final (2024), score (n=41)	GR1 baseline (2014, retrospective), rank	GR1 final (2019), rank	GR2 mid-term (2023), rank	GR2 final (2024), rank
Effectiveness of the decision-making process	4.3	7.2	6.1	6.2	9	9	10	10

Source: GR#2 Survey data n=41 and SQW analysis of LGI Greater Cambridge Partnership Survey; Process and Capacity Evidence Paper

Drivers of change

4.20 Respondents were asked for their views on the extent to which a range of factors had influenced the changes in local economic development capacity reported. They rated these factors on a Likert scale of one to five from "not at all influential" to "extremely influential".

4.21 As set out in Table 4-3, the most influential factor identified by respondents was 'the Greater Cambridge Investment Fund' (i.e., the locally known 'City Deal') with an average score of 4.6 and nearly all (31 of 32 respondents) identifying it as 'moderately' or 'extremely' influential. Changes in political leadership, and the City Deal as a whole were also seen to be influential, with an average score of 4.1. This is consistent with GR#1 where the 'City Deal' and the Investment Fund were considered to be the most influential factors in the change in local economic development. The maximum available score was 5.

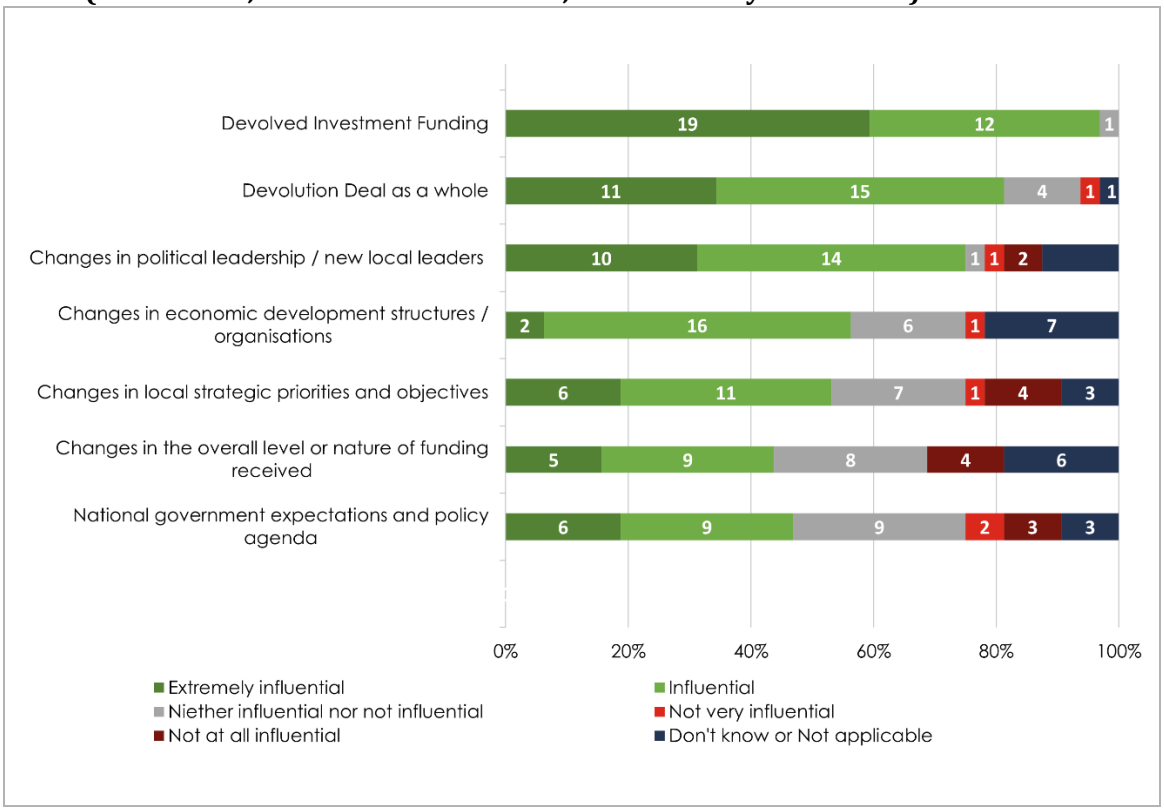
Table 4-3: Factors influencing change in local economic development capacity since GR#1 (Scale 1 to 5; 1=not at all influential; 5 = extremely influential)

	Mean score
Devolved Investment Fund (n=32)	4.6
City Deal as a whole (n=32)	4.1
Changes in political leadership / new local leaders (n=32)	4.1
Changes in economic development structures / organisations (n=32)	3.7
Changes in local strategic priorities and objectives (n=32)	3.6
Changes in the overall level or nature of funding received (n=32)	3.6
National government expectations and policy agenda (n=32)	3.5

Source: SQW Analysis of Survey data. Analysis excludes 'don't know' responses

4.22 The detailed responses (i.e. the number of responses to each Likert rating by respondents for each factor) underpinning the averages above are shown in the Figure below. This highlights the breadth of perspectives on factors influencing local economic development capacity.

Figure 4-1: Factors influencing change in local economic development capacity since GR#1 (Scale 1 to 5; 1=not at all influential; 5 = extremely influential)



Source: SQW Analysis of Survey data, n=32 (question asked to respondents who thought the economic development capacity of Cambridge had changed (positively or negatively) or didn't know since 2019)

4.23 Respondents were given the opportunity in an open text response question to suggest any other factors they felt had an influence on the local economic development capacity of Cambridge not covered in the categories above. Respondents identified factors including the Covid-19 pandemic, Brexit, the cost of living, the Greater Cambridge geography's changing political landscape and governance arrangements:

"Brexit, Covid-19 pandemic, global conflict and associated cost pressures/inflation have all played a part. Alongside political/electoral considerations that have impacted on decision making on critical schemes."

Other effects of the Investment Fund

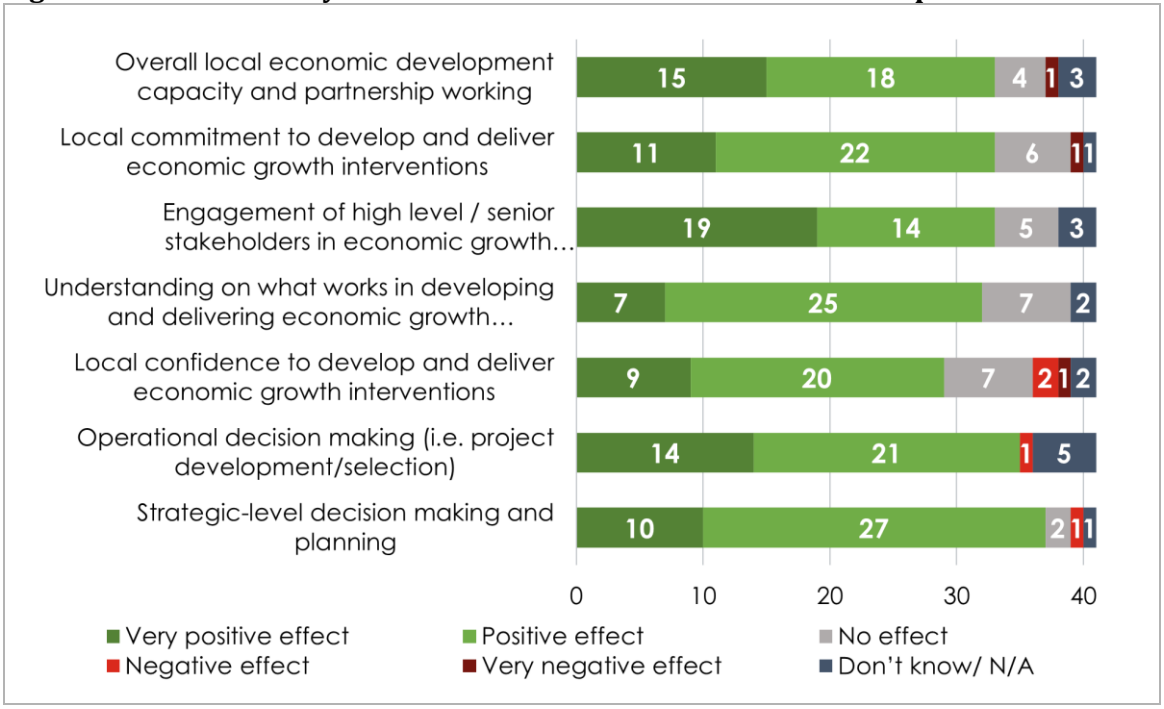
4.24 The final section of the survey focused on the overall effects of the Greater Cambridge Investment Fund. Respondents were asked specifically about the effect of the Investment Fund on various elements of local economic development capacity.

4.25 Respondents were also asked to identify whether they observed any direct effects of the development and delivery of the Investment Fund on other local economic development capacity conditions at this point, either positive or negative.

4.26 As shown in Figure 4-2, the responses were overwhelmingly positive, with at least 70% of respondents reporting a positive or very positive effect of the Investment Fund across the

factors considered. Notably, 33 of the 41 respondents (80%) indicated that the effect on overall local economic development capacity and partnership working was positive (18) or very positive (15).

Figure 4-2: Effects of City Deal Investment Fund on economic development



Source: SQW Analysis of Survey data, n=41

4.27 Table 4-4 shows the consolidated net positive effect across all respondents. 'Strategic-level decision making and planning', 'Operational decision making (i.e. project development/selection)' and 'Engagement of high level / senior stakeholders in economic growth interventions' scored the most positively with the Investment Fund having an 88%, 83% and 80% net positive effect respectively. 'Local confidence to develop and deliver economic growth interventions' scored the least positively, with a 63% net positive effect.

4.28 Qualitative responses suggest that this may be due to slower than expected progress in the delivery of interventions funded by the Investment Fund, which is linked to the stakeholder feedback discussed above related to the challenges of maintaining progress with long term infrastructure projects in a complex and changing political environment.

Table 4-42: Net positive effect of the Investment Fund

	'Net' positive effect of the development and delivery of the Fund since Gateway Review 1
Strategic-level decision making and planning	88%
Engagement of high level / senior stakeholders in economic growth interventions	80%
Operational decision making (i.e. project development/selection)	83%
Overall local economic development capacity and partnership working	78%
Local commitment to develop and deliver economic growth interventions	78%
Understanding on what works in developing and delivering economic growth interventions	78%
Overall local economic development capacity and partnership working	78%
Local confidence to develop and deliver economic growth interventions	63%

Source: SQW analysis of Survey data, n=41

4.29 Respondents were also invited to suggest any other comments they had regarding the effects of the Investment Fund on local economic development capacity, both positively and negatively. Key themes related to positive impacts included:

- That it has promoted holistic thinking and better partnership working between key organisations, including less siloed working arrangements between the public and private sector:

"It has brought together partners to progress key initiatives and infrastructure delivery that otherwise would not have been the case. It has resulted in a less siloed, and more systems led approach to working."

- That it had provided a strategic focus and a framework on delivery areas that are key to local economic development, for example transport infrastructure and key development sites, such as the biomedical campus. In regard to transport infrastructure, one respondent stated that:

"The funding has made it possible to be more ambitious in planning public transport infrastructure, which is enormously important for the economic development of our area. The ability to unlock issues such as Waterbeach station and further development at Bourne Airfield is key."

- That it has been able to provide a long-term commitment to the area, which increases confidence for business investment. For example, one respondent stated that:

"The widely known existence of the City Deal programme and its progress is a significant confidence builder to businesses in Greater Cambridge."

4.30 In relation to any perceived negative effects of the Investment Fund on local economic development capacity at this point, the key themes were related to the broader context within which the Fund has been implemented. First, the Investment Fund was seen to have highlighted the challenges that are associated with seeking to develop and deliver major schemes in relation to the appropriate level and nature of local engagement and securing local consensus, including at a political level.

4.31 Second, for some the Investment Fund and associated role of GCP had added to complex governance and decision-making structures. This was also related to the relative roles of the GCP and the CPCA. As one respondent said:

"I think the existence of the [City] Deal and the Combined Authority and two-tier local government structures and the Government's decision to set up an additional channel (the Case for Cambridge / Cambridge Growth Company) have diluted economic capacity."

5. Project-up benefits

5.1 The NEF recognises that the development and delivery of individual interventions (or groups of linked interventions) can lead to changes in the behaviours, perspectives and decisions of actors across the economic development landscape. These are called 'project-up' benefits and in Greater Cambridge evidence on these 'project-up' benefits were gathered through consultations with project managers of 19 individual interventions (all except the paused Foxton Travel Hub),[21] and also through in-depth case study evidence from the delivery of two interventions. The two case studies were Smart Cambridge and the Electricity Grid Reinforcement Project. This section summarises findings from the two case studies whose full narratives are presented in Annex D.

Project manager perspectives

5.2 When interventions and their associated logic models were being developed, very few of their managers identified outcomes associated with capacity development and partnership in their original objectives. One key exception is Smart Cambridge, which sought to deliver partnership working outcomes from the outset (see narrative in Annex D). However, when project managers reflected on the development of the Investment Fund interventions, they were able to identify a wide range of unanticipated capacity development and partnership working outcomes that have emerged.

Stakeholder engagement

5.3 Project managers said the lessons learned from early project delivery (such as the Chisholm Trail Phase 1 and Histon Road) were being shared and embedded into general practice. Since a large number of schemes are transport-related (as per the City Deal objectives), lessons learnt are more likely to be directly relevant and applicable to other schemes, especially when dealing with local residents, businesses and community groups. For example, it was recognised that **early and consistent engagement with stakeholder groups** on Histon Road was critical to project delivery and this has since been applied to other interventions. Meanwhile, Chisholm Trail Phase 1 (as the first scheme to be fully delivered) has acted as a "flagship" project informing delivery of other schemes. For example, close working with stakeholders like Cambridge United to promote the success and social benefits of the Trail is now being used on other schemes.

5.4 In addition to the case studies, two other projects had also seen significant examples of partnership working and stakeholder engagement outcomes. **City Access (via Making Connections)** proposals for a Sustainable Travel Zone in Cambridge generated "enormous" stakeholder engagement and large scale public interest in the scheme. This engagement was

[21] These Project Up consultations were conducted jointly with the Progress Evidence Paper project manager consultations. Foxton Travel Hub has been paused in the planning submission phase (as part of the FIS3 process), and so its progress update was covered through an update from the central team, rather than a separate project manager interview.

planned as part of a sequence of engagements with people in Greater Cambridge. It secured over 24,000 responses which was an exceptional number in relation to local level consultation activities. This was considered to have led to a number of positive 'project up' benefits. First, it brought attention to a policy issue that is expected to become more prominent over time and started a major conversation across the area – which will continue in the future. Second, it brought understanding of how people from different parts of the area, from businesses and households and from different political viewpoints consider issues associated with road pricing. Third, it brought improved partnership working due to the number of workshops and meetings between partners during intervention development that cemented working relationships. It was noted that the structure of the City Deal enabled this partnership working as, by design, it "brought people together."

5.5 The second example of project-up benefits is of how community voice has been heard beyond the area. In 2023, GCP undertook a programme-wide review of all schemes in light of construction cost inflation. **CSETS Phase 2** was paused as it was the only major scheme that did not have implications for the realisation of the Local Plan. There was significant public reaction to this announcement notably from stakeholders based at the Cambridge Biomedical Campus, who came together to write an open letter to the government emphasising the importance of the project to their growth plans and requesting additional funding. It was noted that while the private sector were typically supportive of infrastructure improvements 'behind-the-scenes', this incident had galvanised views in the private sector and created strong consensus around local priorities. This approach has released a further £7m from central government to ensure the scheme can progress until resources to deliver the full scheme can be secured. This effect was possible because of the Investment Fund, which had been a "catalyst" for early development of CSETS Phase 2 by providing the funds (prior to construction cost inflation) and capacity to deliver an intervention of its scale.

5.6 Across many projects, project managers gave examples of a broad range of external stakeholders who had been engaged in specific interventions. These included: Addenbrooke's Hospital, Granta Park, the Wildlife Trust, Department for Transport, Network Rail, neighbouring local authorities, Cambridge Regional College and local schools and employers. Larger-scale projects typically involved substantial partnership working with different groups. Whilst this was not considered exceptional for major capital schemes, for some consultees, the scale of development across the area made the extent of this partnership working distinctive and notable. In another example, GCP created an active travel working group for active travel stakeholders to come together and discuss all the city deal funded schemes with active travel implications, this group meets regularly and provides scrutiny of designs as well as advice on key issues. These improved processes have happened over time due to the large number of interventions being developed and delivered.

Understanding, insight and evidence

5.7 Data and evidence generated through interventions has been used in several ways to provide local insight that will inform other interventions and economic development processes. These include:

- Sharing scheme data and evidence with partners and stakeholders to inform other modelling and impact assessments. For example, data captured on Madingley Road is being used to work with the University of Cambridge as they assess the impact of their own developments along the route. There has also been close partnership working with National Highways to undertake traffic assessments. This is partly due to the 'network perspective' of the GCP, who are working to improve the transport network broadly, rather than looking at individual projects in isolation.

- Development of an evidence base for active travel. The deployment of sensors on the Chisholm Trail (Phase 1 now complete and in use) does and will continue to generate evidence on active travel in Greater Cambridge to inform future schemes. Moreover, development of the Greenways has provided insight into rural active travel routes (and will provide further insights as the intervention proceeds). These types of routes are not well understood and learning from the Greenways will provide evidence to inform decisions both locally and nationally. This enhances the existing monitoring and data gathering efforts, though the provision of new and improved evidence on active travel routes in new locations.

- More generally, data collected and modelled on key routes into Cambridge is informing development of the next joint Local Plan. This is especially true for planned busways (i.e. Waterbeach to Cambridge or Cambourne to Cambridge) where modelling bus patronage and road capacity will inform planning decisions around housing developments. For example, the transport modelling that has been done for Waterbeach to Cambridge is now being used to evaluate junction capacity on the A10. It was reported that the City Deal (and its funding) had improved partnership working with planners who now had increased confidence in the delivery of local plans.

5.8 There were also significant effects on local understanding, insight and evidence from both case study projects, Electricity Grid Reinforcement Project and Smart Cambridge which are outlined in more detail in Annex D.

Other effects

5.9 Two examples of **local capacity and systems benefits** were given by project managers. Firstly, in recognition of the scale and potentially controversial nature of **Making Connections**, GCP used a strategic and deliberative engagement process. They worked with consultants specialising in road user charging and with the Consultation Institute to quality assure their engagement process.

5.10 Secondly, during construction on **Milton Road** it was recognised that there was a need for improved management of milestones. A quarterly review meeting of milestones and KPIs was introduced to provide more regular contact with senior officers and an escalation point for the contractors (if needed). This has now been taken forward into other schemes. There were also significant effects from the Substations project, which was chosen as a Project Up case study (see Annex D for more details).

5.11 As detailed above, the increased level of data collection and insight from the interventions is already having an impact on **decision-making through local strategies and plans**, including development of the next local plan. Moreover, the City Access scheme, which includes a road network hierarchy review, integrated parking strategy and freight strategy, is expected to produce evidence that will support the Cambridgeshire & Peterborough Combined Authority (CPCA) in delivery of the Local Transport Plan and development of the Greater Cambridge Transport Plan.

5.12 Project managers felt that interventions would likely contribute to the **economic performance of Greater Cambridge**, however it was hard to attribute this to individual schemes at the current stage of delivery, with many schemes still in the planning and design stages.

Maximising project-up benefits

5.13 Within the GCP, ways of working have been developed to capture learning from project delivery and use it to inform future activity. There is now a standard process of monthly review meetings with all project managers, alongside a **consultation review which** is conducted after each 'stage' of the project and a **final review** after project completion.

5.14 These reviews consider:

- key learning activities
- what data generated for/from this project could be of use to others
- what will be done on future schemes as a result of this one

5.15 As noted in examples throughout this section, there is good evidence that learning and insight is being shared across interventions.

Project-up case studies

Project-up case study: Electricity Grid Reinforcement Project

Stakeholders were aware that additional growth would need additional energy supply and there were concerns (expressed through the planning process) about the adequacy of supply. GCP proactively researched the scale of the issue and potential solutions. They found that lack of supply could delay planned development and that the energy supplier would not intervene to pre-empt a projected shortfall. The GCP Executive Board agreed to forward fund £25m for both a feasibility study and two electricity substations to create a 29% increase in capacity. This was possible because they had the evidence, political will, and available funding.

At the same time GCP lobbied the regulator and government to change the regulation that prevented the local network operator from investing in capacity themselves. Government listened and approved the suggestion that the network operator could fund this themselves, thus eliminating the need for the majority of GCP's planned public sector forward-funding.

The effect of this has been wide ranging in terms of capacity development:

- Firstly, it has improved the local evidence base for energy needs in the area. This, in turn, has raised awareness amongst local stakeholders of the need to consider the basic infrastructure needs of the area in development conversations. This was not entirely due to the energy grid project, but it did have a strong effect, and has been influential in stakeholder discussion around government's Case for Cambridge (Cambridge 2040 vision).
- Second, it has created capability and confidence within the partnership and stakeholders to lobby for the area when policy or framework obstacles are encountered. The area will no longer accept that certain things just can't be done.
- Third, it provides reassurance to partners that they can work across party lines to focus on things that the area needs doing and then get them done.
- Fourthly, the successful outcome of the project has further enhanced the reputation of the area among developers somewhere they can do business, with practical reassurance that infrastructure needs will be met. Decisions to invest in a new cancer hospital and in the Biomedical Campus were said to be more securely made because energy needs had been considered and planned for.

The Investment Fund was key to these outcomes. It enabled the GCP to commit substantial forward-funding (£25m) to build the necessary substations, which demonstrated the seriousness of the issue both to local stakeholders and central government.

Project-up case study: Smart Cambridge

Smart Cambridge pilots and uses new and emerging technologies to tackle city challenges including reducing transport congestion and air pollution. It is a GCP-led, partnership-based intervention. A range of bespoke and targeted research and innovation activity is supported across five themes: 'better data', 'making sustainable transport easier', 'better operation of the highway', 'enabling the next generation of public transport', and 'enabling smart communities'.

The programme includes a strong focus on engaging the business base, academic, public sector bodies, and other stakeholders and partnerships, and this is reflected in the programme's objectives. Expected Investment Fund lifetime expenditure on SMART is £4.82m, with an additional £250k planned in match funding.[22]

Project-up benefits for Smart Cambridge have been varied but are seen most strongly in partnership working and the role of local insight and evidence. The project-up outcomes are:

- There is strong evidence that there has been beneficial collaboration with a range of public and private sector partners to deliver trials. This has led to new and/or strengthened relationships across the city in relation to the 'smart cities' agenda. Collaboration between different groups of stakeholders has also sparked new ideas and opportunities. Smart Cambridge was described as a "network facilitator", with one consultee citing stakeholder engagement and partnership working as *"one of the strongest aspects of the programme".*
- Smart Cambridge has helped to inform evidence-based decision-making on travel infrastructure investment with the potential to lead to improved economic performance. For example, data from the Sensor Network informed the Making Connections proposals, and the Greenways and Waterbeach to Cambridge business case work. Evidence generated from various other pilots and trials also has the potential to inform investment priorities for local 'smart' infrastructure projects in the future. For example, trials of autonomous vehicles will generate insights into whether autonomous passenger services could increase modal shift to public transport through an improved service.
- More broadly, learning and insight from the programme is supporting (local) technology businesses to improve their products and services so that they are more effective and impactful in Cambridge (as well as other places). This has the potential to contribute to improved economic performance over the longer-term and help to secure on-going engagement and buy-in of the local business base to economic growth priorities and initiatives.

The Investment Fund was key to realising these outcomes, with Smart Cambridge established as a dedicated programme within the City Deal by the GCP, and the Programme Board and Working Group viewed as important mechanisms for facilitating and enabling partnership working and capacity development outcomes.

[22] These planned expenditure figures are based on expectations from the LEF and have since been revised to account for inflation in GCP's FIS3 review.

Annex A: List of consultees

A.1 This Annex contains personal information which has been removed on the basis of confidentiality

Consultees

A.2 A range of stakeholders incorporating a broad range of sectors and organisations across Greater Cambridge were engaged throughout SQW's work. Strategic consultees for both the Mid-term and the Final evaluation evidence were drawn from:

- Local authorities: Cambridgeshire County Council, Cambridge City Council, South Cambridgeshire District Council and the Cambridgeshire and Peterborough Combined Authority
- Business representatives including three organisations that represent business in Greater Cambridge and the wider area
- Local universities and
- A community group with interests in transport infrastructure.

E-survey distribution list

A.3 The E-survey invitation was distributed by GCP to a long list of people who had strategic oversight of economic development in Greater Cambridge from local authorities, private enterprise, civic and educational organisations and elected representatives. The list was comparable in terms of scale and its representation with that used for the evidence at GR#1.

Case study consultees

A.4 The Process case studies were informed by discussions with project officers and managers at GCP, and consultants involved in the evidence gathering and planning process. Five people were interviewed for the Cambourne to Cambridge case study , and four for Greenways.

A.5 Project up case studies were informed by discussions with GCP officers and managers and other relevant stakeholders, For the Electricity Grid substation case study this included the County Council, City Council, University of Cambridge and a regional transport stakeholder organisation (six in total), . Smart Cambridge included a longer list of consultations as those who participated in the Progress Plus evaluation were also asked the relevant 'project-up' questions. . in addition to GCP consultees, 23 stakeholders participated including three local authorities, and other sub-regional public bodies, UKRI, the University of Cambridge, Business network organisations, seven businesses and the University Hospital.

Annex B: E-Survey data tables

Table B-1: Sector of respondent (n=41)

	Count
Civic organisations (i.e., Council)	27
Educational settings (including universities)	7
Business	6
Other	1

Source: SQW Analysis of survey data

Table B-2: Previous survey (n=41)

	Count
Yes	22
No	13
Don't know	6

Source: SQW Analysis of survey data

Table B-3: Please identify your involvement with the Greater Cambridge City Deal funding (n = 19, respondents did not complete survey previously)

	Count
Involved in the governance and oversight of developing and delivering the Greater Cambridge City Deal funding, and/or the interventions it supports	10
Stakeholder interested in and / or influenced by the activities/outcomes of the Greater Cambridge City Deal funding, but not involved in its governance, funding or implementation	3
Involved in the implementation (i.e., the management, delivery) of the Greater Cambridge City Deal funding and/or the interventions it supports	3
Involved in contributing match funding to interventions supported by the Greater Cambridge City Deal funding	2
Combination of the above	1

Source: SQW Analysis of survey data

Table B-4: Awareness of the interventions supported by the City Deal (n = 19, respondents did not complete survey previously)

	Count
Full awareness i.e., aware of all of the interventions supported and details about them	8
Breadth awareness i.e., aware of all interventions but limited view of the details of each	6
Depth awareness i.e., aware of some of the interventions supported in detail, but not all interventions	5
No awareness i.e., not aware of the interventions supported	0

Source: SQW Analysis of survey data

Table B-5: Awareness of the progress of the interventions (n=19, respondents did not complete the survey previously)

	Count
Full awareness i.e., aware of the progress of all interventions	9
Some awareness i.e., aware progress of some of the interventions, but not all	9
No awareness i.e., not aware of the progress of the interventions	1

Source: SQW Analysis of survey data

Table B-6: Has your involvement with the Greater Cambridge City Deal funding changed since completing the previous wave of the survey in mid-2023? (n=23, respondents completed survey previously)

	Count
Yes	3
No	20

Source: SQW Analysis of survey data

Table 5-1: Main involvement with the Greater Cambridge City Deal funding since the previous wave of the survey in mid-2023 (n=3)

Involved in the governance and oversight of developing and delivering the Greater Cambridge City Deal funding, and/or the interventions it supports	2
Stakeholder interested in and / or influenced by the activities/outcomes of the Greater Cambridge City Deal funding, but not involved in its governance, funding or implementation	1

Source: Source: SQW Analysis of survey data

Table B-7: Awareness of the interventions supported by the City Deal (n = 23, completed survey previously)

	Count
Full awareness i.e., aware of all of the interventions supported and details about them	10
Breadth awareness i.e., aware of all interventions but limited view of the details of each	8
Depth awareness i.e., aware of some of the interventions supported in detail, but not all interventions	5
No awareness i.e., not aware of the interventions supported	0

Source: SQW Analysis of survey data

Table B-8: Awareness of the progress of the interventions (n=23, completed survey previously)

	Count
Full awareness i.e., aware of the progress of all interventions	8
Some awareness i.e., aware progress of some of the interventions, but not all	15

Economic development capacity in Greater Cambridge

Table B-6: How would you characterise the current performance of the Greater Cambridge area in relation to the following elements? (n = 23, respondents completed survey previously)

	Average
The effectiveness of partnership working in the delivery of economic development strategy and activity	6.8
The effectiveness of governance and management structures in the delivery of economic development strategy and activity	5.9
The effectiveness of the decision-making process for economic development interventions	5.4
The level of consensus on the key spatial priorities for economic development strategy and activity	6.5
The level of consensus on the key thematic priorities for economic development	7.2
The quality of the evidence base underpinning economic development	8.2
The level of synergy and inter-relationships between key economic development projects	7.3
The level of engagement of the private sector in economic development strategy and activity	7.2
The level of engagement of the voluntary and community sector in economic development strategy and activity	6.1
The level of engagement of the wider public sector in economic development strategy and activity	6.9

Source: SQW Analysis of survey data

Table 5-2: How would you characterise the performance of the Greater Cambridge area in mid-2019 in relation to the following elements? (n=19, respondents did not complete survey previously)

	Average
The effectiveness of partnership working in the delivery of economic development strategy and activity	7.2
The effectiveness of governance and management structures in the delivery of economic development strategy and activity	6.4
The effectiveness of the decision-making process for economic development interventions	6.6
The level of consensus on the key spatial priorities for economic development strategy and activity	6.6
The level of consensus on the key thematic priorities for economic development	7.2
The quality of the evidence base underpinning economic development	7.4

	Average
The level of synergy and inter-relationships between key economic development projects	6.4
The level of engagement of the private sector in economic development strategy and activity	7.4
The level of engagement of the voluntary and community sector in economic development strategy and activity	6.7
The level of engagement of the wider public sector in economic development strategy and activity	6.6

Source: SQW Analysis of survey data

Table B-6: How would you characterise the current performance of the Greater Cambridge area in relation to the following elements? (n = 19, respondents who did not complete the survey previously)

	Average
The effectiveness of partnership working in the delivery of economic development strategy and activity	7.1
The effectiveness of governance and management structures in the delivery of economic development strategy and activity	6.8
The effectiveness of the decision-making process for economic development interventions	7.1
The level of consensus on the key spatial priorities for economic development strategy and activity	7.0
The level of consensus on the key thematic priorities for economic development	7.4
The quality of the evidence base underpinning economic development	8.2
The level of synergy and inter-relationships between key economic development projects	7.4
The level of engagement of the private sector in economic development strategy and activity	8.3
The level of engagement of the voluntary and community sector in economic development strategy and activity	7.1
The level of engagement of the wider public sector in economic development strategy and activity	7.2

Source: SQW Analysis of survey data

Table 5-3: Changes in economic performance since mid-2019 (n=41, all respondents)

Yes, mainly positive	28
Nio, mainly negative	1
No, the level of local economic development capacity is unchanged	3
N/A - I was not involved in economic development in Greater Cambridge mid 2019	6

Don't know	2

Source: SQW Analysis of survey data

Table 5-4: Results for 'if you have observed any changes in local economic development capacity since 2019 (when the previous Gateway Review research was undertaken), how influential were each of the following in driving this change?' Scale 1 to 5; 1=not at all influential; 5 = extremely influential (n = 32, all respondents)

	1	2	3	4	5	Average
Greater Cambridge City Deal i.e. the agreement between local partners and Government, and the associated powers/structures	1	0	4	15	11	4.1
Greater Cambridge City Deal funding i.e. the £500m 15-year investment fund that forms a key part of the deal	0	0	1	12	19	4.6
Changes in the overall level or nature of funding received (other funding/delivery mechanisms)	0	4	8	9	5	3.6
Changes in political leadership / new local leaders have emerged	1	2	1	14	10	4.1
Changes in economic development structures / organisations	1	0	6	16	2	3.7
Changes in local strategic priorities and objectives	1	4	7	11	6	3.6
National government expectations and policy agenda	2	3	9	9	6	3.5
Other factors (please specify below)	0	0	2	5	1	3.9

Source: SQW analysis of survey data

Table 5-5: The effect the Greater Cambridge City Deal has had since mid-2019 (all respondents)

	Very positive effect	Positive effect	No effect	Negative effect	Very negative effect	Don't know/ N/A	Net positive %
Strategic-level decision making and planning (n=40)	10	27	2	1	0	1	90%
Operational decision making (i.e. project development/selection) (n=36)	14	21	0	1	0	5	94%
Local confidence to develop and deliver economic growth interventions (n=39)	9	20	7	2	1	2	67%

	Very positive effect	Positive effect	No effect	Negative effect	Very negative effect	Don't know/ N/A	Net positive %
Understanding on what works in developing and delivering economic growth interventions (n=39)	7	25	7	0	0	2	82%
Engagement of high level / senior stakeholders in economic growth interventions (n=38)	19	14	5	0	0	3	87%
Local commitment to develop and deliver economic growth interventions (n=40)	11	22	6	0	1	1	80%
Overall local economic development capacity and partnership working (n=38)	15	18	4	0	1	3	84%

Source: SQW Analysis of survey data

Annex C: Process review case studies

Cambourne to Cambridge Better Public Transport Project

Key messages

- Cambourne to Cambridge is one of the four main corridor schemes developed by the GCP under the City Deal. The scheme aims to create a new link to help ease congestion and offer sustainable travel choices along the A428/A1303, connecting communities and supporting growth.
- The scheme aligns with the City Deal as it is necessary to unlock the housing in the prevailing local plan, and fully aligns with the Transport Strategy for Cambridge and South Cambridgeshire.
- The views of stakeholders have been considered throughout the development of the Cambourne to Cambridge scheme. Key activities undertaken to gather insights and reflections from key stakeholder groups include four public consultations (covering route options, park and ride options and environmental impact assessment), place-based engagement, and other interactions with key stakeholders.
- The Cambourne to Cambridge scheme development process has adhered to the Local Assurance Framework (LAF), which sets out the processes and principles for investments delivered through the City Deal. Option development and business case development have all been delivered by commissioned experts with further independent scrutiny of the evidence provided to the Board.

Method

C.1 The research for this case study was completed between March and May 2024 in parallel with the Transport Progress Plus Evaluation of the Cambourne to Cambridge scheme. The case study draws on two types of evidence; a desk-based review of key documents (including the business case, GCP Executive Board Meeting minutes and Environmental Impact Assessment Public Consultation documentation), and stakeholder interviews. Interviewees were from GCP and partner organisations involved directly in delivery or oversight of the interventions - this is consistent with the LEF, and reflects the status/stage of the interventions and the purpose of the process case studies. Interviewees included two governance and management representatives from the GCP with three representatives from partner organisations involved directly with the project (including through design processes and independent reviews)[23]. Interview notes were systematically analysed using MaxQDA software to identify key themes against the NEF performance indicators.

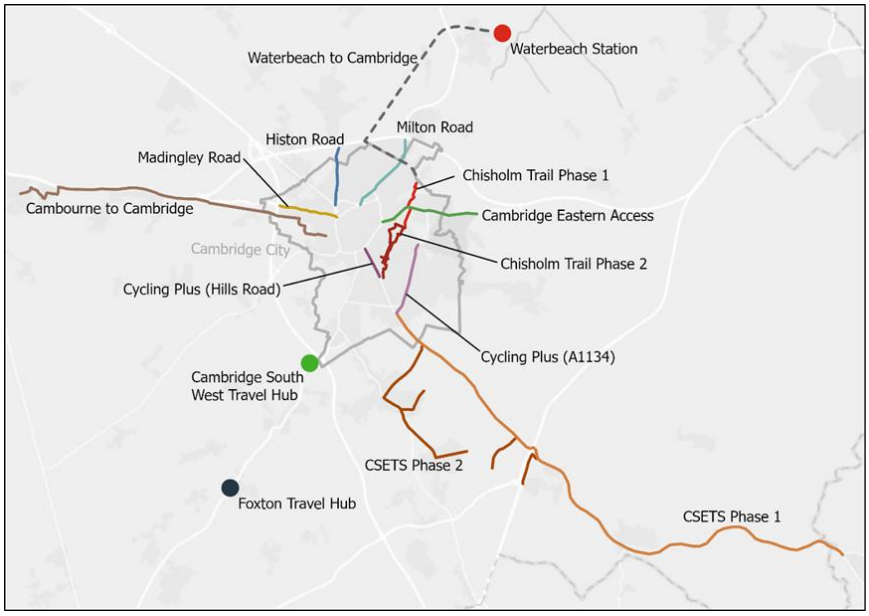
[23] It is important to note that consistent with the LEF, and given the 'process' focus of the case study, evidence from wider stakeholders (e.g., local community groups, businesses) has not been gathered as primary feedback to inform the case study.

Context

C.2 The 2023 Greater Cambridge Local Plan Development Strategy Update forecasts an additional 66,600 jobs in Greater Cambridge between 2020-2041, requiring c.51,700 new homes to accommodate for the increased population.[24] Key development sites in West Cambridge include Cambourne West (2,350 dwellings), Bourn Airfield (3,500 dwellings), and West Cambridge (10,000 jobs).[25] Development of these three sites is dependent on the provision of a sustainable transport scheme to link Cambourne to Cambridge: the Bourn Airfield site cannot proceed beyond 500 houses until a scheme is in place; build-out of Cambourne West is restricted until there is a link from Cambourne to Broadway; and the proposed Masterplan for West Cambridge shows the proposed alignment for a scheme through the campus[26]. These developments, combined with a further 2,000 houses north of Cambourne in the emerging Local Plan, demonstrate that in order to achieve growth sustainably and to improve the quality of life for those living and working in Cambridge, supporting transport infrastructure is required.

C.3 In this context, the Cambourne to Cambridge scheme is one of the four main corridor schemes developed for the City Deal and implemented by GCP (shown in Figure C-1). The scheme aims to create a new link to help ease congestion and offer sustainable travel choices along the A428/A1303, connecting communities and supporting growth.[27]

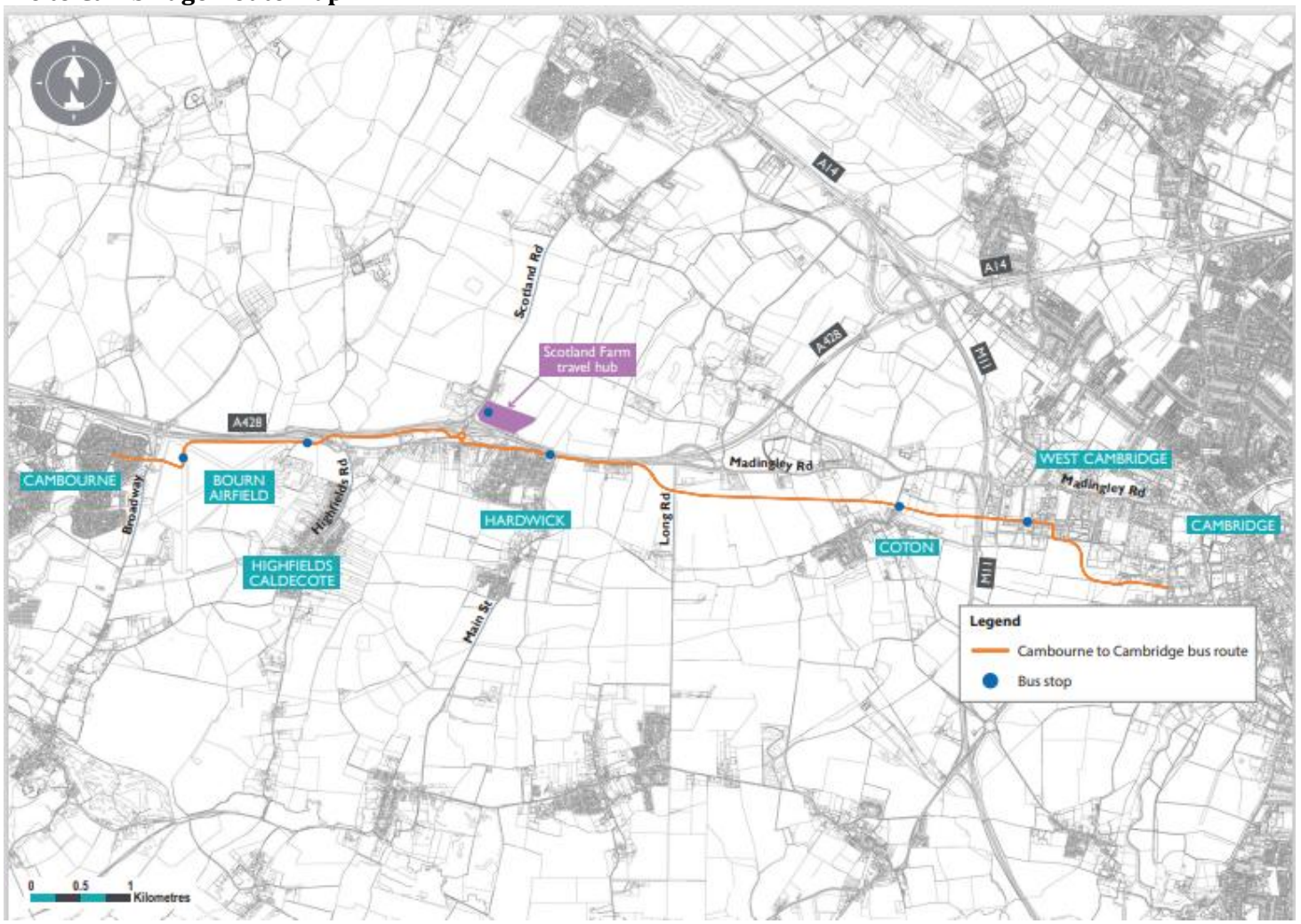
Figure C-1: The location of key GCP transport interventions



Source: Produced by SQW 2023. Licence 100030994 Data sources: OS data © Crown copyright 2023, Esri, Esri UK, GCP

[24] Greater Cambridge Share Planning (2023) Greater Cambridge Local Plan: Development Strategy Update
[25] Greater Cambridge Partnership (2023) Board Report March 2023
[26] An initial outline application for Bourne Airfield submitted in 2018, revised in 2020 and approved in 2021. Outline approval for Cambourne West granted in 2017.
[27] Greater Cambridge Partnership (2024) Cambourne to Cambridge

Figure C-2: Cambourne to Cambridge Route Map

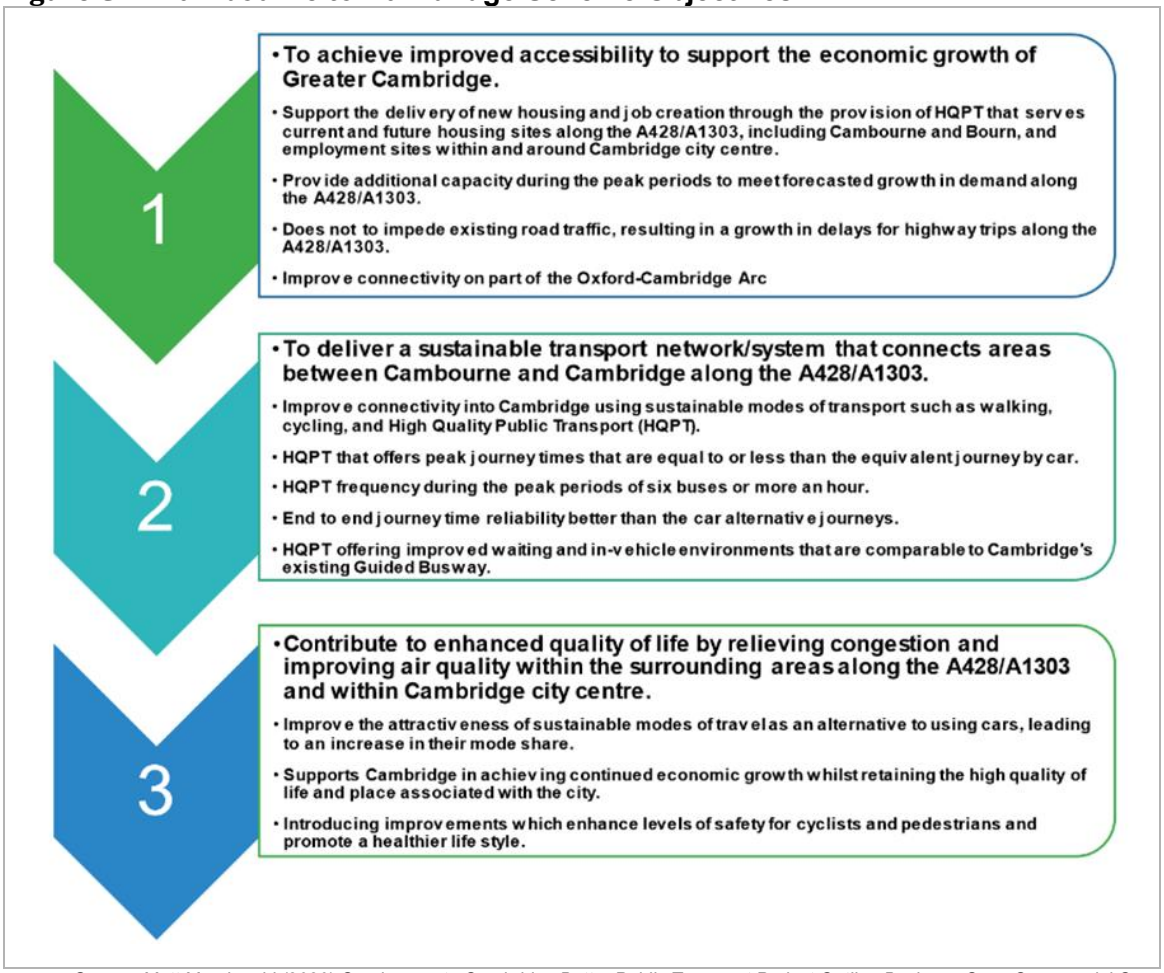


Source@ Greater Cambridge Partnership

C.4 The proposed works include a dedicated busway serving communities in Cambourne and the proposed Bourn Airfield development, as well as in Hardwick, Coton and the West Cambridge campus. An emergency access and maintenance track will run alongside the busway, also providing a path for pedestrians and cyclists and, for the majority of the route, horse riders. Buses using the Cambourne to Cambridge infrastructure will serve destinations across Cambridge. The busway will also pass via a new travel hub (a park and ride facility) at Scotland Farm on the A428, with parking for drivers who can continue into the city using the Cambourne to Cambridge Scheme - by bus, cycle or foot, and avoid the increasingly congested roads.

C.5 Figure C-1 provides an overview of the objectives underpinning the Cambourne to Cambridge scheme which have remained consistent over time and underpin the proposed intervention.

Figure C-1: Cambourne to Cambridge Scheme Objectives



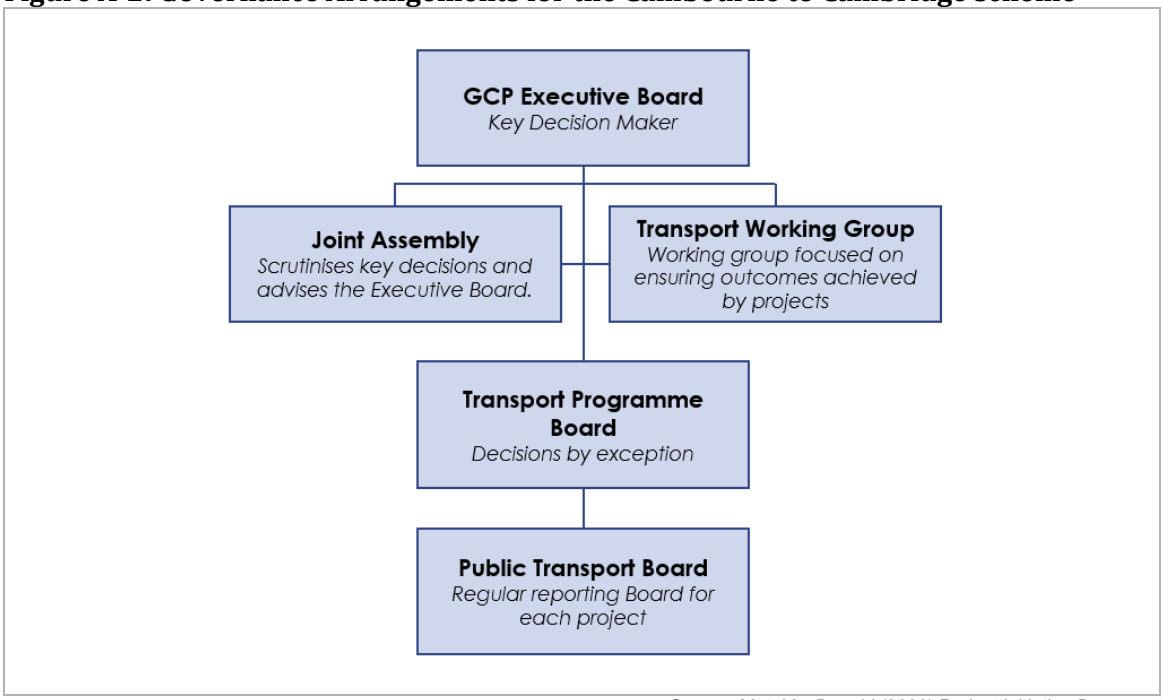
Source: Mott Macdonald (2020) Cambourne to Cambridge Better Public Transport Project Outline Business Case Commercial Case

In terms of timing, the scheme was originally developed in 2014 at the onset of the City Deal.

C.6 Cambourne to Cambridge is led by the GCP and supported by lead consultant WSP, alongside additional professional services firms as required (e.g. Womble Bond Dickinson for legal support and CBRE as property advisor). Over the lifetime of the scheme, two other lead consultants, Atkins and Mott MacDonald have been involved in the business case elements of

the project (SOC and draft OBC, respectively) with these inputs passed on to feed into WSP's ongoing activities (detail set out in later sections). The scheme governance arrangements are set out in Figure A-2.

Figure A-2: Governance Arrangements for the Cambourne to Cambridge scheme



Source: Mott MacDonald (2020) Project Initiation Document

C.7 At the time of case study interviews, the scheme was developing a Transport & Works Act Order (TWAO) for Cambourne to Cambridge, following approval from Cambridge County Council in March 2023 for the full case to be submitted. As part of the TWAO submission, WSP were commencing work to update the Cambourne to Cambridge OBC by means of an Addendum, with a particular focus on the Strategic Case and the Economic Case. Further information on Cambourne to Cambridge scheme's context, rationale, objectives and delivery progress can be found in the Transport Interventions Progress Plus Evidence Paper.

Intervention development

How the views of stakeholders were considered during intervention development

C.8 The views of stakeholders have been considered throughout the development of the Cambourne to Cambridge scheme. This has taken place through a range of activities, for example:

- **Public Consultations:** to date, four consultations have been delivered as part of the Cambourne to Cambridge scheme to gather public views on various aspects of the scheme. The GCP has a dedicated web-page providing the key documentation and engagement information delivered for each of the consultations (as well as other engagement activities) undertaken to date. It was noted by interviewees that this process has evolved

over time, with effective practices and learnings taken forward from each consultation to the next. Details of each of the four consultations and their timing/purpose are set out in the table below.

Table A-1: Public Consultations for the Cambourne to Cambridge scheme

Round	Purpose
Better Bus Journeys Consultation (2015)	Exploring whether people want better bus connections - six high level route options. The Scheme was divided into Area 1 and Area 2 with three options for each.
Phase 1 Consultation (2017-2018)	Consulting on the area between Cambridge and Madingley Mulch roundabout – various on-road/ off-road options including Park & Ride alternatives at Madingley and Scotland Farm.
Phase 2 Consultation (2019)	Consulting on the area between Madingley Mulch roundabout and Cambourne – various options including Park & Ride alternatives at Madingley and Scotland Farm.
Environmental Impact Assessment Consultation (2022)	Consulting on preferred alignment - Cambourne to Cambridge (with route options at Hardwick) looking at environmental impact.

Source: WSP (2024) Cambourne to Cambridge Report of Consultation Findings

- **Place-based engagement:** GCP have undertaken a range of different ways to engage local people in developments that affect the places they live in. Early engagement from 2016 onwards established a series of forums for dialogue between the scheme team and members of the local community including workshops that covered a range of matters including modelling and appraisal of the transport schemes, on-road and off-road route optimisations, wider economic impacts, and environmental scoring.
- **Engagement with other key stakeholders:** throughout delivery, GCP and WSP have engaged with developers to ensure the Cambourne to Cambridge route fits their housing development plans. Likewise, statutory stakeholders such as Natural England and the RSPB have been engaged via working groups to look at different steps of design and ensure there is a net improvement in biodiversity as a result of the scheme.

C.9 These various stakeholder engagement activities have shaped the Cambourne to Cambridge scheme design throughout its development. A key example of this is from the **Environmental Impact Assessment (EIA) Public Consultation** held in 2022 by GCP. The consultation was launched on 16th May and closed on 11th July 2022. This was the fourth public consultation and focused on proposals to best manage and mitigate the scheme's impacts as part of an EIA. The GCP invited a wide range of audiences to engage in the consultation:

- early engagement with key stakeholders prior to consultation launch including landowners and impacted communities (to provide them with information about the current proposals) and the Executive Board, Joint Assembly, Council partners and other priority stakeholders

- in line with requirements, information was sent to a consultation zone of almost 12,000 addresses in the vicinity of the scheme
- a range of priority groups were also invited to participate: local groups/representatives; business groups and local businesses; hospitals, colleges and universities, transport groups, schools, environmental groups, youth and seldom heard community groups; and residents of Greater Cambridge with an interest in the scheme.

C.10 To ensure the consultation activity was accessible to all, consultation activities included: publishing the consultation brochure; setting up a project specific page on ConsultCAMs website; publishing the survey (online and hard copy); holding online event webinars; promotion through print media advertising and social media posts; mailing a leaflet to almost 12,000 properties; and holding information events and in-person presentations.

C.11 In total, the online survey received 580 responses, with an additional 17 hard copies received. A further 54 written responses were received from individuals or organisations, either via email or letter. All qualitative and quantitative information was analysed by WSP and included in the Consultation report. This report was then presented to the GCP Joint Assembly and Executive Board, before being published on the dedicated web-page.

C.12 A similar process to that set out above has been followed for each of the public consultations delivered to date. The feedback received from these consultations (alongside other continuous engagement) has informed the design of the Cambourne to Cambridge scheme in a variety of ways, key changes made include[28]:

- the selection of the travel hub site at Scotland Farm;
- the decision to remove the northern off-road option was taken early in the project due to environmental impacts and potential impacts to views from the American Cemetery, an important memorial site;
- the refinement of the routes through West Cambridge and into Cambridge (off-road via the Rifle Range track) to reduce land take and avoid disruption to university laboratories;
- in response to feedback around environmental impact from the project, GCP have committed to reducing environmental impact including limiting impact on West Fields site and moving the route south of the Waterworks site;
- to avoid impacts to trees along the A428, an on-road route was selected through Hardwick on St Neots Road, and the bus gate which was initially considered was removed from the Scheme; and
- finally, in relation to the maintenance track, GCP have engaged with local and national cycling groups to ensure that this provides a safe, bike friendly active travel path, with

[28] WSP (2023) Cambourne to Cambridge Public Transport and Travel Environmental Assessment – Public Consultation Findings

amendments to junctions and road layouts as a result of feedback throughout engagement.

Alignment of the intervention

C.13 The City Deal was based on draft local plans that included 33,480 new homes whose development would be accelerated by the City Deal. The City Deal strategy was to create a transport network to link areas of population and employment. The Cambourne to Cambridge link was an integral part of that strategy as it was one of four routes linking housing sites with city centre employment. The draft local plans were approved in 2018 and have provided the planning framework during the development of the Greater Cambridge Local Plan.

C.14 Since 2019 the Cambourne to Cambridge scheme has been referenced throughout the ongoing development of the Greater Cambridge Local Plan as a requirement to unlock key developments to the west of the city including Cambourne West, Bourn Airfield, and West Cambridge. This demonstrates the alignment of the intervention with pre-existing investment and development programmes within the Greater Cambridge. Case study consultees consistently echoed this point, emphasising the alignment of Cambourne to Cambridge link with these three developments.

> **Completely. This is trying to enable growth in a way which doesn't generate car traffic, which is why it was one of the first schemes to come off the books after the City Deal was announced.**
>
> ***Consultee***

C.15 Case study interviewees were also asked to reflect on how the intervention aligns with their organisation's strategic priorities. Each of the consultees indicated that the scheme directly aligns with both their organisation's priorities for positive economic growth and transport improvements in Greater Cambridge, which in turn align with GCP's aim to enhance transport infrastructure through a suite of interventions designed to address blockages to growth resulting from congestion.

Intervention appraisal and approval

C.16 The Cambourne to Cambridge scheme has followed the processes detailed in the Local Assurance Framework (LAF), which sets out the processes and principles for investments delivered through the City Deal.[29] In accordance with the LAF (and the diagram set out in Figure A-1), recommendations relating to project delivery are submitted to the Joint Assembly, an advisory committee comprising three members from each of the three GCP councils.[30] If approved by the Joint Assembly, recommendations are then submitted to the

[29] https://www.greatercambridge.org.uk/asset-library/About/Governance/Governance-Assurance-Framework-2022.pdf
[30] https://www.greatercambridge.org.uk/about/governance

GCP Executive Board for final approval. A number of other sources, including HM Government's Transport Analysis Guidance, Transport Business Case Guidance and Green Book Guidance, have all underpinned Cambourne to Cambridge's processes.

C.17 In September 2016 Atkins developed a Strategic Outline Case for the scheme. Following approval Mott MacDonald then developed a draft Outline Business Case in January 2020. Because different consultants were involved in development of the SOC and OBC, each stage of this process has benefitted from new independent review of materials and evidence submitted.

C.18 Following legal advice (from Womble Bond Dickinson in 2023) GCP updated key elements of the Outline Business Case as follows:

- **Strategic Case:** including a review of SMART objectives to reflect the spending objective analysis statement (SOAS); business strategy updated reflecting the latest national, regional and local policy documents; and subsequently sections on Issues and Opportunities reviewed and updated.
- **Economic Case:** section on Economic Impact of the Project reviewed and updated, including updates to - highway modelling inputs; active mode appraisal; spending objective analysis; sensitivity tests; and land value uplift assessment.

C.19 Interviewees provided reflections on the process as a whole. According to one consultee, at the beginning of the Cambourne to Cambridge scheme development there were a range of early short reports submitted to the Joint Assembly and Executive Board. On reflection, the consultee suggested these could have been reduced and the overall key stages (from the DfT's Transport Business Case Guidance) used instead as key outputs for the Joint Assembly to review, in turn providing greater clarity on what was coming and when. This was recognised as a key process improvement outcome resulting from the Cambourne to Cambridge scheme, which has informed intervention approval processes for other GCP schemes.

C.20 In addition, partly due to changing political priorities amongst Joint Assembly and Executive Board members and partly due to external political challenges from key stakeholders in the local area, the **scheme has undergone a range of independent reviews throughout its development**.

C.21 For example, an independent review of the Options Selection Process was commissioned by GCP from Shared Intelligence (supported by an external transport expert). This involved an initial review of the process which GCP had gone through to select the preferred option for the Cambourne to Cambridge scheme, taking into account the various submissions stakeholders had made to the partnership, to develop an 'issues paper'. Following this, the 'issues paper' was shared with interested parties (via website and direct emails to contacts provided by GCP) to provide the opportunity for stakeholders to submit any supplementary issues or information to be added (via written feedback only). Following analysis of feedback, Shared Intelligence delivered a final report setting out and presenting the findings and recommendations back to the GCP. Overall, the review agreed with the GCP's processes and

was confident in the robustness of the approach taken. This, and other independent reviews, was highlighted as a key example of how the programme has considered and dealt with disagreements or concerns about the Cambourne to Cambridge scheme throughout to provide reassurance to key stakeholders.

"At one point the board wanted an external audit of the business case – to try to address key concerns with the route alignment. The board were [then] satisfied with the business case, said it was a robust process, with robust consultation arrangements, and there was no reason to not proceed with business case. …. That helped them in terms of that concern they had."

Consultee

Conclusion

C.22 The need for a sustainable transport solution to link Cambourne with Cambridge has been recognised in local plans, transport strategies and planning decisions for individual but significant developments to the west of the city. GCP's role has been to support the design and commission of that link. Stakeholders consulted all agreed that the scheme was fully aligned with local plans and strategies both when the City Deal was developed and signed and through subsequent iterations of plans and guidance.

C.23 The LAF has provided an effective guide to ensure that decisions at all stages are informed by evidence, fully considered and routed through the correct system. Stakeholders all agreed that the scheme had followed the LAF. Key features have been:

- extensive public consultation with four major consultation events since 2015;
- use of external experts to compile the strategic and outline business cases;
- additional external scrutiny of aspects of the strategic and outline business cases and adherence to the LAF.

C.24 Learning from this process which has informed other GCP processes has been:

- ensure there are a range of ways in which stakeholders can engage with and feedback on the scheme, both in terms of engaging with the general public via consultations and key stakeholders/stakeholder groups and also ensuring all documentation and information are fully accessible
- provide a timeline for engagement so that key stakeholders understand how the scheme is progressing to ensure they are aware of the key inputs required from them and when.

The Greenways

Key messages

- The Greenways demonstrates a commitment from the GCP to extensive public and stakeholder engagement, with a full programme of consultation and engagement across the twelve routes. There has been good consideration of the views of stakeholders, with resulting decisions reported back in 'You said, we did' documents.
- The Greenways are well-aligned with other GCP investment in the area, particularly with other active travel schemes which will lead to an improved cycling and walking network across the city and in key corridors between employment and housing. It is also well-aligned with policies at the local, regional and national levels.
- Approval and appraisal of the Greenways has happened in line with guidance set out in the GCP Local Assurance Framework. Executive Board approval has been sought for both programme-wide business cases and individual Greenway business cases.
- Appraisal of the Greenways has been conducted against DfT guidance and tools (such as AMAT and Propensity to Cycle), with independent review of business cases by consultants. The GCP have also been flexible to Cambridge's unique context as a cycling city and incorporated additional assessments to reflect the benefit of the schemes.

Method

C.25 Process review case studies are intended to show how specific interventions have moved through the local area approval process, including demonstrating their fit with the strategic context and how they were appraised.

C.26 The research for this case study of Greenways was completed between March and May 2024. It is informed by a review of programme documents that related to individual Greenways as well as programme-wide documents. These were predominantly outline business cases, engagement summaries and consultation reports, and a key source of evidence was the programme-wide outline business case (August 2022). A selection of GCP executive board reports from March 2017 to December 2022 were also reviewed as relevant to the Greenways development and approval.

C.27 Alongside the document review, we held four consultations with GCP's Head of Programme, two GCP Senior Project Managers who are responsible for individual Greenways, and an individual from the external transport engineering consultancy whose team had prepared business cases for the Greenways programme. This follows plans laid out in the LEF to target

4-6 consultations with individuals involved in the development and appraisal of the case study intervention.

Context

C.28 The Greenways are a proposed network of active travel routes connecting Cambridge city centre with surrounding villages to improve infrastructure for walking, wheeling, cycling and where appropriate horse riding in Greater Cambridge. The proposed routes (totalling 150km of improved shared use path) are located on key arterial routes into Cambridge from surrounding villages and market towns. Through providing segregated and safe active travel routes with direct links to new housing and employment growth points, educational establishments and key facilities, the Greenways will ensure that active travel is an option for many commuting journeys. This will reduce congestion in and around the city, as well as contributing to improved air quality and better public health. Delivery of the programme proposes twelve Greenways feeding into Cambridge, illustrated below in Figure A-3. [31]

[31] The Linton Greenway is being delivered by the GCP under a separate intervention, the Cambridge South East Transport (CSET) scheme. Therefore, the processes described in this case study are not all relevant to the Linton Greenway, which is following the consultation and approval process for the CSET project.

Figure A-3: Illustration of the proposed Greenways network



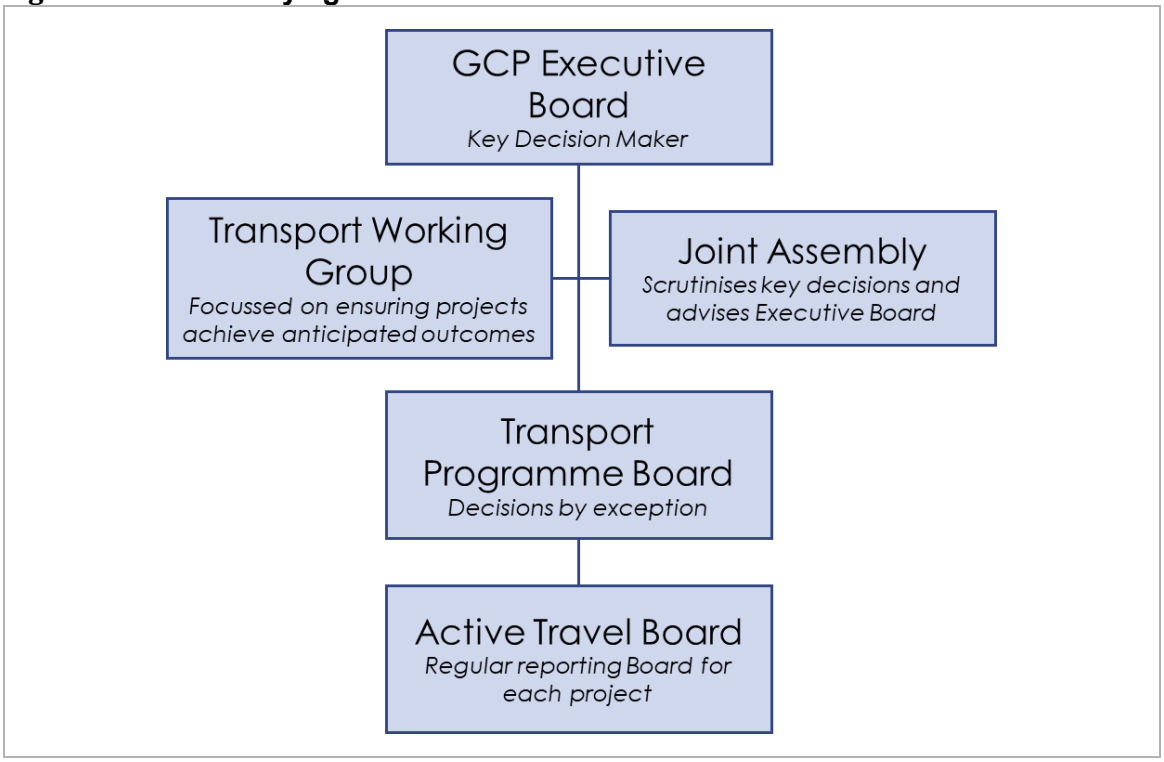
Source: Greater Cambridge Greenways Outline Business Case, GCP/WSP (Aug 2022)

C.29 The Greenways began in 2016 with a review of existing cycling and walking routes into Cambridge along the radial corridors that had been identified by Cambridgeshire and South Cambridgeshire two years earlier as having potential for promoting active travel. The Greenways was then accepted into the GCP programme in March 2017. Following public consultations in 2018 and 2019, individual Greenway routes were issued for approval at Executive Board meetings throughout 2020, with the programme-wide outline business case approved in 2022. The full business case is currently being prepared, with main construction due to start on some Greenways this year and completion scheduled for 2026.

C.30 The Greenways is an intervention of the GCP and follows GCP's governance structure, which is led by the decision-making Executive Board, and advised and informed by a Joint Assembly.

The Greenways is a transport scheme, as such sits within GCP's Transport Programme Board, this board takes decision by exception and has done since June 2017. The Greenways report to the Active Travel Board which is the regular decision-making body for the project. Day-to-day delivery is managed by the Project Team.

Figure A-4: Greenways governance structure



Source: Greater Cambridge Partnership

Intervention development

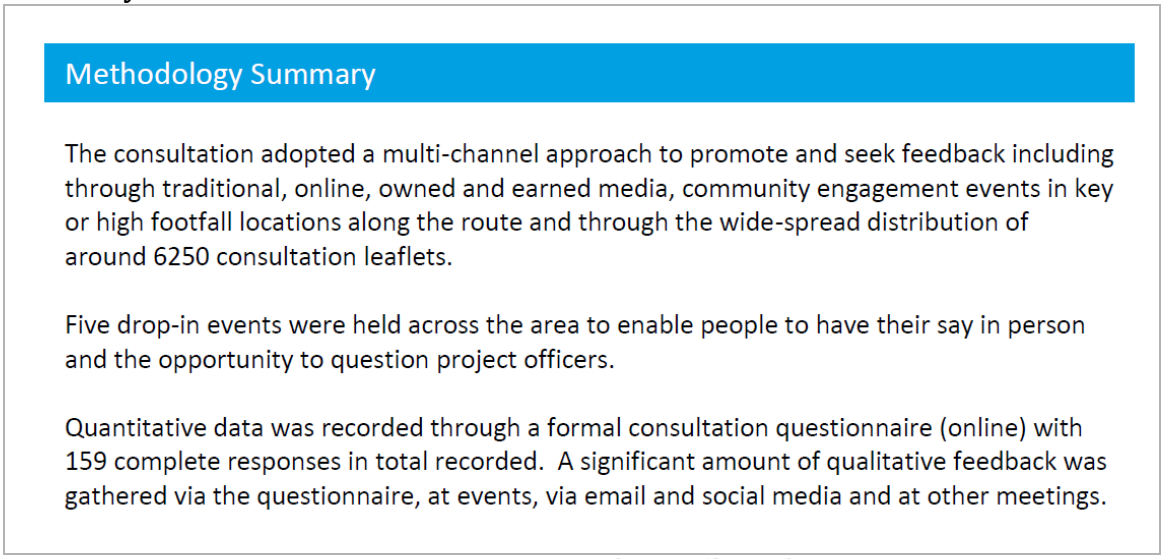
Consultation and engagement with stakeholders and the general public

C.31 The Greenways programme adopted a 'bottom up' methodology in terms of engaging stakeholders (in particular local residents) to maximise buy in. Stakeholders have been involved throughout the process in both consultation and engagement that has taken place at different stages of scheme development. Each of the individual greenways had their own consultation and engagement, sometimes in engagement focusing on just one Greenway, others in engagement to discuss multiple. Prior to public consultation and engagement, GCP have conducted appropriate stakeholder meetings to inform their engagement.

C.32 Generally speaking, consultation and engagement for the individual Greenways has occurred through two separate phases. In 2018-2019, consultation was held to inform the initial route alignments, using maps and graphics to present initial designs to the public. An example of the methodology taken for the Bottisham, Swaffham and Horningsea Greenways is provided in Figure-1 and includes a formal consultation questionnaire and qualitative feedback gathered through workshops and other meetings. The results of the Greenways' consultations

were published individually in consultation summary reports and feedback informed route options and plans that were brought to GCP's Executive Board in 2020.

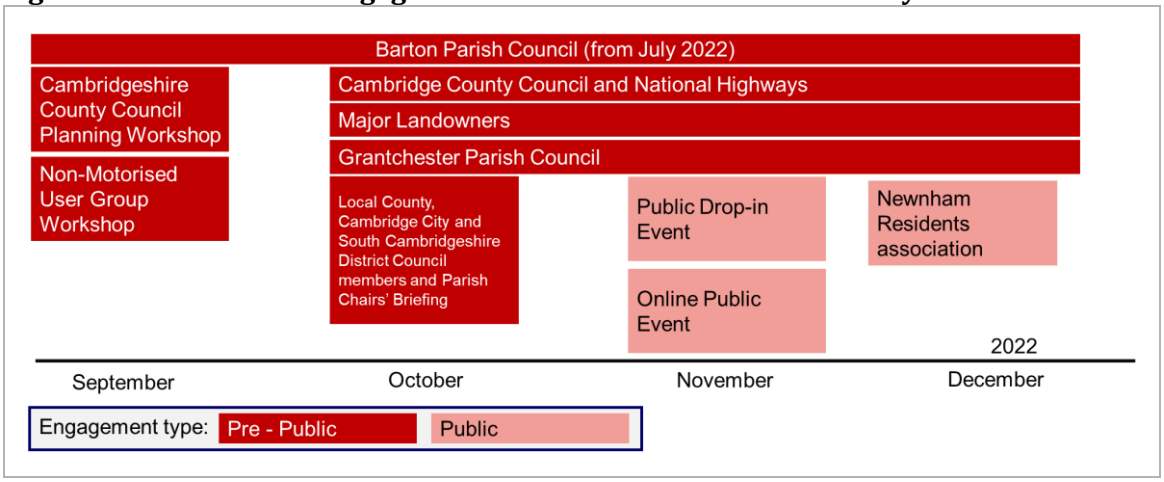
Figure A-5: Consultation methodology for Bottisham, Swaffham and Horningsea Greenways undertaken in 2019



Source: Bottisham, Swaffham and Horningsea Greenways: Summary Report

C.33 The second phase of consultation and engagement for the Greenways took place in 2022-2023 and was scheduled prior to the completion of preliminary designs. This ranged from engagement on Haslingfield Greenway in January 2022 to engagement on Fulbourn Greenway that completed in July 2023. Engagement began with pre-public engagement with key stakeholders such as partner authorities, council members, parish councils, representatives of walking, cycling and equestrian groups, and owners of land where access agreements are needed to operate or construct the route. This was followed by a period of public engagement through drop-in events and public meetings. An example of an engagement timetable for the Barton Greenway is shown in Figure A-6.

Figure A-6: 2022 Public Engagement timetable for Barton Greenway



Source: Barton Greenway Summary Engagement Report

C.34 After the engagement process had ended, for each Greenway a 'You said, we did' document was published online, detailing where changes had been either been made or not made as a result of the engagement process. Examples of such changes included removal of red surfacing in sensitive landscapes, introduction of traffic calming in new areas (for example on Long Road, Comberton) and changes to junction designs (such as the Grantchester Road junction on the Haslingfield Greenway).

C.35 Whilst there has been public support for the schemes, it was noted by consultees that stakeholder input can sometimes generate opposing views, which can prove challenging when trying to reconcile plans with resident feedback:

"People forget there are challenges there- for example the difference of opinion between older generation versus younger generation – this is difficult to overcome."

Alignment

C.36 The Cambridge Greenways programme was developed as part of the GCP's strategy to create a safer and greener travel network for Cambridge. It aligns with the City Deal's strategic objectives of ensuring 'ease of movement everywhere', increasing capacity in key strategic corridors and developing a 'sustainable transport network'.[32] As such, the Greenways sits alongside, and complements a range of pre-existing interventions designed to reduce car usage across the city. Most notably, this includes specific cycling and walking infrastructure including the 'Chisholm Trail' (a cycle and walking route from Cambridge North train station to Cambridge Station and the Biomedical Campus in the south of the city), Cycling Plus (improved active travel infrastructure on the A1134 and Hills Road) and the 'Cross City Cycling Project' (five radial cycling routes to link residents to workplaces). The Greenways also complement other travel interventions such as 'City Access' (a package of measures to reduce traffic and improve connectivity in the city) and the four 'High Quality Public Transport Corridors[33]'.

"[Because] we received funding [for the Greenways] through the City Deal there were clear objectives to align with…"

C.37 The Greenways is well aligned with the strategic objectives of policies at the local, regional and national scale. For example, at a national level, the scheme aligns with the Environment Act, national active travel policy (such as Gear Change and the Cycling and Walking Investment Strategy), and health and environment objectives in the National Planning Policy Framework. The scheme also aligns with the key strategic objectives of several regional and local policies, detailed in Table C-2 below.

[32] GCP Greenways Project Initiation Document
[33] (1) Cambourne to Cambridge, Waterbeach to Cambridge, Cambridge Eastern Access, Cambridge South East Transport scheme (CSETs)

Table C-2: Summary of regional and local policy objectives that align with the Greenways

Policy	Key Strategic Objectives	Greenways relevance
Cambridgeshire and Peterborough Independent Commission on Climate	Better air quality and access to nature, to improve health and wellbeing.	Reducing the number of journeys made by car will reduce levels of greenhouse gas emissions and improve local air quality. An uptake of active travel will contribute to better health and wellbeing.
England's Economic Heartland Transport Strategy	Improve local and rural connectivity to support a green recovery from COVID-19 and sustainable growth, whilst reaching Net Zero by 2050.	Provides a network of radial routes from the centre of Cambridge, providing surrounding communities with access to the centre. Doing so through active travel will reduce greenhouse gas emissions.
Cambridge Local Plan	Identifies a need for: 14,000 new homes 22,000 new jobs Areas of Major Change	The scheme will provide connections for the new homes and provide active travel commute opportunities to new businesses.
South Cambridgeshire Local Plan	To promote and deliver sustainable transport and infrastructure.	The scheme will provide a sustainable transport option in themselves, and also link to other more sustainable transport options than the car such as the railway network.
The Cambridgeshire and Peterborough Local Transport and Connectivity Plan	To deliver a transport network which secures a future in which the region and its people can thrive	The scheme will provide new or improved active travel routes that will improve air quality, public health (through promoting active lifestyles), protect green spaces/the environment and contribute to reaching Net Zero emissions targets (through encouraging modal shift)

Source: Greater Cambridge Greenways Outline Business Case, GCP/WSP (Aug 2022) and Local Transport and Connectivity Plan, CPCA (2023)

Intervention appraisal and approval

Intervention approval

C.38 Formal approval for the Greenways was given through GCP's Executive Board, the main decision-making body for the GCP. The first decision was taken in March 2017, when the

Executive Board resolved to develop the plans for the greenways over the next two years, at a cost of £480k. A subsequent paper summarising the results of the pre-engagement phase was presented to the Board at a meeting in July 2018, as well as details for a series of 'quick wins' (improvements to the Greenways routes that could be delivered quickly), which were approved. Further plans, with preferred route options, were developed into 2020. Due to the large number of Greenways these were presented and approved at subsequent meetings of the Board, see Table A-2, and as a result each scheme is at a different level of maturity. The full programme-wide outline business case, was approved in December 2022, and outline business cases for the individual Greenways were presented and approved in a rolling programme throughout 2023.

Table A-3: Board approval process for the Greenways

Date	Executive Board approvals
8th March 2017	Executive Board agrees to developing twelve Greenway plans
4th July 2018	Greenways 'quick wins' approved
19th February 2020	Waterbeach and Fulbourn schemes approved
1st October 2020	Comberton, St Ives and Melbourn schemes approved
10th December 2020	Barton, Bottisham, Horningsea, Haslingfield, Sawston and Swaffhams schemes approved
September 2022	Greenways Programme Outline Business Case approved Outline Delivery plan approved Total budget (£76m) approved for the Greenways
December 2022	Comberton and Haslingfield sign off of Outline Business Case
March 2023	Melbourn, Barton, Sawston and Horningsea sign off of Outline Business Cases
June 2023	St Ives (initial tranche of scheme), Bottisham and Swaffhams sign off of Outline Business Cases
January 2024	Haslingfield (Grantchester Section) and Fulbourn sign off of Outline Business Case

Source: Selection of GCP Executive Board reports 2017-2022

C.39 There was no evidence of challenge or disagreement internally between GCP partners regarding the Greenways programme. However, frustration was expressed at the length of time taken to progress the Greenways programme, with, the board expressing a desire to accelerate programme delivery *"in any way possible".*[34] One interviewee commented that aside from criticism over the Benefit-Cost-Ratio (further detail on this is included in paragraph A.16), the approval process was smooth compared to challenges with stakeholders over route design and location (as described in the previous section).

[34] GCP Executive Board report, 15th December 2022.

Intervention appraisal

C.40 Appraisal of the Greenways outline business case was carried out in line with the Local Assurance Framework for the Greater Cambridge City Deal. Given the transport-focus of the City Deal, the Assurance Framework focuses on appraisal against Department for Transport Guidance, and also gives clear guidance on the steps for the process of business case development (for further information, see Section 2 of this report). The external designer for the Greenways outline business case confirmed that the framework had been the key guidance for development and appraisal:

"…the business case is developed for GCP, so we are following DfT guidance but also aligned with the local assurance framework that GCP works to. And in the management of the business cases, there is a figure[35] reproduced from the local assurance framework which sets out the steps in the business case development from strategic to full business case (which we're currently working on)."

C.41 Specific examples from the scheme appraisal process include:

- Business case appraisal followed guidance on the use of DfT's Assessment of Active Mode Appraisal Toolkit (AMAT) to generate demand estimates for input into the tool, which then produced benefit categories for the scheme (e.g. decongestion, journey quality improvements, health). These were used to offset against the scheme costs for a benefit-cost ratio.
- There was recognition that the cumulative effect of completing the Greenways network (together with its connections to other city cycling trails, such as the Chisholm Trail) would create an additional demand not captured in the monetised assessment. A qualitative assessment was produced to reflect this cumulative effect, and this was set out in the value for money statement.
- Two external organisations/designers produced the individual Greenways business cases between them, and were then asked by GCP to conduct an independent review of each other's business cases.

"[The] consultants challenged each other quite a lot around the tool that you use in Active Travel - they wanted to make sure they were using the same methodology."

C.42 Sensitivity scenarios to calculate future demand were also carefully considered in the appraisal process. In response to the business case, GCP's Executive Board requested a more ambitious scenario for future demand that considered a "go Dutch" model for high cycling uptake. This was based on the assumption that given Cambridge's higher levels of cycling there might be a greater demand response to the Greenways improvements. It was also done in recognition that calculations for the AMAT tool were not fully capturing future demand on Greenway routes that currently had very low levels of cycling, which was affecting the cost-benefit-ratio. Therefore, an additional test was used based on growth forecasts set out in DfT's

[35] Governance-Assurance-Framework-2022 (greatercambridge.org.uk), Part 3

Propensity to Cycle Tool. The assessment has provided an improved Benefit-Cost Ratio and was presented in the updated outline business case in November 2023.

"[The Greenways are] very much a brilliantly important investment, but financially, because of the models we work within, it is much harder to demonstrate than it would be with a road scheme. That is a view that is held academically…We have done a sensitivity scenario for all of them [the Greenways] in the full business case. Given Cambridge and its extraordinary levels of cycling, we think it right to do the sensitivity scenarios and what we think will happen."

Conclusion

This case study of the Greenways demonstrates the GCP's commitment to following process according to the Local Assurance Framework and DfT guidance. In particular, the case study demonstrates:

- GCP's **commitment to extensive public and stakeholder engagement** for transport schemes, with a clear programme of consultation and engagement across each of the twelve proposed routes. There is evidence that they have been responsive to feedback from this engagement process, where it is appropriate to accommodate changes. They have also reported the results of engagement back to the public through publishing their 'You said, we did' reports. At the same time, consultees highlighted that this is not an easy task, and that it continues to pose a challenge to accommodate differing views resulting from engagement, or to accommodate suggestions which do not align with overall objectives.
- Overall, the scheme **aligns well with other GCP investments**, complementing other active travel interventions within the city and key corridors into the city. It has strong alignment with the city deal's strategic objectives to address the area's inadequate transport infrastructure. In addition, it **aligns with key policies** at local, regional and national levels.
- The approval process has followed key steps as laid out in the local assurance framework, progressing through the phases of business case development and formal approval from GCP executive board.
- Appraisal of the Greenways has happened **according to the local assurance framework and in line with DfT guidance and tools**. The GCP have added additional sensitivity testing in recognition of Cambridge's unique cycling context, and to address the widely acknowledged difficulties in developing cost-benefit-ratios for active travel schemes. These have also been conducted against DfT guidance and tools.

Annex D: Project-up case studies

Electricity Grid Reinforcement Project

Key messages

- GCP proactively researched the issue of mismatch between the current energy supply and future demand associated with rapid economic growth. They found that lack of supply could delay planned development. The GCP Board agreed to forward fund £25m for both a feasibility study and two electricity substations. This was possible because they had the evidence, political will, and available funding.
- At the same time GCP lobbied the regulator and government to change the regulation that prevented the local network operator from investing in capacity themselves. Government listened and approved the suggestion that the network operator could fund this themselves.
- The effect of this has been wide ranging in terms of capacity development:
  a) First, it has raised awareness of the need to consider basic infrastructure needs of the area in development conversations. This was not entirely due to the energy grid project, but it did have a strong effect.
  b) Second, it has created capability and confidence to lobby for the area when policy or framework obstacles are encountered. The area will no longer accept that certain things just can't be done, and this can already be seen in the area's confidence to address water supply issues with central government.
  c) Third, it provides reassurance to partners that they can work across party lines to focus on things that the area needs doing and then get them done.
- Finally, the outcome from the project has provided confidence in developers that they can do business in the area, and practical reassurance that infrastructure needs will be met. Decisions to invest in a new cancer hospital and in the Biomedical Campus were more securely made because energy needs had been considered and planned for.

Method

D.1 The research for this case study was completed between April and May 2024, and targeted 4-6 consultations with project partners and stakeholders as agreed in the Local Evaluation Framework. There was an initial consultation with the GCP's Senior Responsible Officer for the intervention. Individuals were then nominated by the SRO for consultation and four were interviewed by SQW researchers. One additional individual was nominated during interviews, taking the total number of consultations to six (including the SRO). Consultees included stakeholders from local government, businesses and healthcare, many of whom had been involved with the intervention.

D.2 Key documents reviewed for this case study were the Electricity Grid Reinforcement Project Outline Business Case (November 2021), logic model, Project Initiation Document, project Gantt chart and the executive board decision log.

Context

D.3 The Electricity Grid Reinforcement intervention intends to provide the underpinning energy infrastructure to unlock growth in Greater Cambridge, through bringing forward the development of two new energy grid substations.

D.4 In 2019 the GCP commissioned two reports to assess the condition of the electricity grid in Greater Cambridge and establish the extent to which constraints on the electricity network were preventing local development. These reports found that reinforcement works were required to meet future demand in Greater Cambridge and identified a long list of options, which ranged from upgrade/reinforcement to the creation of new grids. Three new grid substations were shortlisted from the options by GCP as critical to enabling economic growth and planned developments. These were Cambridge East, Trumpington Primary and Cambridge West.

D.5 Whilst energy infrastructure would typically be provided by the local network operator (UK Power Networks - UKPN) in response to current demand, regulatory framework for the sector does not support network operators to undertake works in anticipation of *future* demand. As a result, GCP decided to forward-fund UKPN to undertake the necessary infrastructure that would otherwise not be economically attractive to them, because regulation would normally prevent them from recouping costs via customer charges. GCP committed £25m (including £40k immediately for a UKPN feasibility study) towards two of the critical substations (Cambridge East and Trumpington) with plans to recoup the public sector investment from developers and other subsequent connectees to the network. Delivery of these two substations would unlock approximately 69 Mega Volt Amps (MVA) for the south of the Greater Cambridge area, meaning a 29% increase in demand capacity. An outline business case was prepared, and full approval was granted by GCP executive board in 2021.

D.6 However, recognising the problems with current regulation, GCP also lobbied the regulators (OFGEM and DESNZ) over a one-year period to address the barriers in the current system for local network operators to meet demand in fast-growing areas like Greater Cambridge. Following this process, in 2023, government approved UKPN to fund these works themselves via charges, thus eliminating the need for the majority of GCP's planned public sector forward-funding.

D.7 UKPN are now delivering the Electricity Grid Reinforcement Project, with GCP maintaining a facilitatory role in project delivery and supporting, as appropriate, local planning colleagues to work with UKPN to initiate project delivery and plan for cable routing.

Effects on capacity development and partnership working

D.8 Capacity development and partnership working outcomes were not stated within the original project objectives, which focused on addressing the energy barriers to planned growth in the area. All outcomes outlined by consultees are therefore additional to the original project objectives.

Local economic development understanding, insight and evidence

D.9 There was strong evidence that the Electricity Grid Reinforcement Project had improved local economic development understanding, insight and evidence. In the first instance, the project **developed the local evidence base for energy needs for the area**, which will increase due to planned future developments and the transition to net zero. The evidence drew attention to the gap between energy needs and the timeline by which UKPN could provide additional infrastructure. Consultees stressed the importance of this understanding, that highlighted how the gap would have meant *"basically stopping it in its tracks – the transformational growth."*

D.10 In addition, the project raised the broader understanding that there will be **key basic infrastructure barriers to planned economic growth in Cambridge** beyond the city deal's focus on transport-related issues. The project's articulation of a future energy demand gap, together with local concern over water-supply issues (raised by the Environment Agency), *"highlighted the importance of infrastructure"* and what one consultee termed *"a lack of strategic thinking"* amongst key economic development stakeholders in the area, and nationally, in relation to planned growth in Greater Cambridge. This was especially important given the government's intentions for the area, as stated in the Cambridge 2040 vision and laid out in the 'Case for Cambridge'. The key infrastructure issues raised, and resolved in part, by the Electricity Grid Reinforcement Project are now having a significant influence on the Cambridge 2040 process.

"This project was…ahead of its time in flagging some of the infrastructure gaps and deficits in the Cambridge ecosystem that go beyond transport. It's interesting that up until this project progressed (and now the water crisis), there weren't conversations [about this]. There were conversations about transport and congestion, but no-one had started thinking about other infrastructure needs… people weren't having these dialogues and now they are. I can't say it directly led to it, but these dialogues are now what everybody's talking about, and this was the first time it had come up."

D.11 Several speculative examples were given by consultees of **local initiatives that may have been influenced** by this improved understanding of infrastructure barriers to economic growth amongst local stakeholders. Whilst consultees stressed there were no evidenced links to attribute these to the Electricity Grid Reinforcement Project, they agreed they were "part of the conversation". These included:

- Cambridge Ahead's recent (April 2024) announcement that they would be launching a new research project into the 'Infrastructure Gap' to "provide analysis that aim[s] to deepen Government's understanding of the case for Cambridge."[36]
- The development of plans by the University of Cambridge to build a "large solar arm" to the West of Cambridge (West Cambridge was raised as a critical energy grid substation site through GCP's research, but not carried forward in the Electricity Grid Reinforcement project).
- Current work on the district heat network between Cambridgeshire County Council and the University of Cambridge as a "step up" in collaboration on an energy related project.

D.12 Consultees said they would like to see GCP use similar approaches to address other growth constraints, given the effectiveness of this intervention. However, they acknowledged that the partnership was currently focused on the delivery of its transport-related schemes.

Local economic development capacity and systems

D.13 The Electricity Grid Reinforcement Project **demonstrated the effectiveness of the 'lobbying approach'** to address constraints and barriers. Some consultees said this had "set a precedent" and generated increased capability and motivation to deal with complex frameworks within the partnership.

"It has created a teamwork for that level of lobbying, engagement, delivery – it is more mature."

"It has enabled the local planning service to take a second look. When government legislation comes down, the role we've played has meant that we have started questioning the legislation and making sure government understand how legislative frameworks are affecting local places. Again, this wouldn't have been enabled without the project."

D.14 The increased capability had also given local stakeholders increased confidence to address Cambridge's water issues with government, which are now being considered centrally.

D.15 **The Greater Cambridge Investment Fund and officers in GCP were highlighted as key to the success of the lobbying approach**, by committing alternate funding for the energy grid substations that demonstrated to UKPN and central government how serious the issue was for Greater Cambridge.

"You've got to have enough high quality officers prepared to go into those more difficult scenarios and discussions. They [GCP] were enabled by both the capability of the officers and the funding available to them…We could say that we'll fund the £25 million if you don't. The reality is unless the person you're talking to is aware that you do have that money and you could theoretically do it, they tend not to take you seriously…"

[36] https://www.cambridgeahead.co.uk/our-projects/infrastructure-gap/

Local partnership working

D.16 The Electricity Grid Reinforcement Project had **a positive impact on local partnership working within GCP**. The strategic importance of addressing the future energy gap ensured that *"partners came together with vigour"*. The Electricity Grid Reinforcement Project united partners across political ties to focus on an issue that reflected the principles and original purpose of the city deal.

D.17 The confidence and strategic focus to use Greater Cambridge Investment Fund to remove obstacles to growth has subsequently been seen in GCP's approach to Waterbeach Station, where part-funding to address a market gap has been similarly agreed.

"I think the approach taken for UKPN and substations is similar to the process which was subsequently used to agree progress to the Waterbeach scheme. Similar arguments played out, but the fact that we progressed so successfully with UKPN helped the politicians in their support for it because they'd seen something else working."

Factors hindering the effect on partnership working and economic development capacity

D.18 Whilst consultees were very positive about the impact of the project on local partnership working and economic development capacity, they highlighted a few barriers to the full realisation of these impacts:

- The successful result of GCP's lobbying to UKPN and regulators was not shared to the full extent outside of the partnership, partly due to the difficult public debate around Making Connections/the Sustainable Travel Zone which was happening at the same time.
- Some stakeholders felt that learnings from the project were not shared as widely as they could have been. This was, in part, due to the quick and 'clean' nature of the project that meant it was quickly finished and 'out of sight'.
- Consultees were keen that learnings from this intervention would not be lost as the GCP and Greater Cambridge Investment Fund ends, or with the introduction of new bodies, such as the government's Cambridge Delivery Group.

Contribution to local economic growth

D.19 Delivery of the Electricity Grid Reinforcement Project is key to **unlocking development and economic growth** within Greater Cambridge. The existing Local Plan includes 270,000sqm commercial space and 5,700 new homes. These would not be progressed without additional energy available to them and consequently the proactive and forward thinking approach of the Energy Grid Reinforcement Project has ensured that growth will not be impeded or stalled for this reason.

D.20 It was a common theme in interviews that the **increased energy capacity had, and will have, an impact on local economic growth through the development of the Cambridge Biomedical Campus** (one of the largest life sciences campuses in the region). For example, a key stakeholder from the campus said that projected employees on campus could rise from over 20,000 to approximately 40,000 if plans for expansion move ahead, but that this growth would have been constrained by limited electricity. In another example, several consultees highlighted how the delivery of the Electricity Grid Reinforcement Project had contributed to the approval of an oncology hospital on the site. The Environment Agency objected to the approval of the progression of the cancer hospital based on the area's water constraints, but energy needs were not considered an issue due to the planned substations. The hospital was ultimately approved, but consultees stressed that without the energy solution, it would have been unlikely to pass.

"The cancer hospital includes contributions from the university and the private sector in developing the next generation of cancer treatments, and that will have both patient benefits and financial benefits because the next generation of oncology medicines will both have direct and indirect benefits for the whole of the UK. So, it's quite a big deal."

D.21 The project had also **improved the economic prospects of Greater Cambridge** through increasing investor confidence in the region.

"Being able to persuade Ofgem to put it in their business plan and having secured the promise of national action, that creates confidence in the local development community... This means there is likely a positivity that investors have in the place because we've been able to address things. They [GCP] have been able to create the conditions for sustainable inclusive economic growth."

National-level outcomes

D.22 Finally, beyond the local-level outcomes, the project impacted economic development capacity and partnership working at a national-level. Through the strength of the evidence base produced in this project, GCP successfully drew attention to the failure of the current system to meet future energy demands in fast-growing areas.

D.23 *"It then brought several government departments together (DLUHC, BEIS, and Ofgem) and we were able to help them to help us tackle the constraints imposed by regulatory frameworks."*

Smart Cambridge

Key messages

- Smart Cambridge pilots and uses new and emerging technologies to tackle city challenges including reducing transport congestion and tackling air pollution. A range of bespoke and targeted research and innovation activity is supported across five themes: 'better data', 'making sustainable transport easier', 'better operation of the highway', 'enabling the next generation of public transport', and 'enabling smart communities'.
- The programme includes a strong focus on engaging the business base, academic, public sector bodies, and wider stakeholders. Encouragingly, this approach has led to new relationships and/or strengthened relationships across the city in relation to the 'smart cities' agenda. Collaboration between different groups of stakeholders has also sparked new ideas and opportunities.
- There are also examples of the programme helping to inform evidence-based decision-making on travel infrastructure investment with the potential to lead to improved economic performance. For example, data from the Sensor Network informed the Making Connections proposals, and the Greenways and Waterbeach to Cambridge business case work. Evidence generated from various other pilots and trials, such as the intelligent crossings and smart traffic signals pilots and autonomous vehicles projects, also have the potential to inform investment priorities in future and help to inform discussion focused on seeking to secure broader agreement about local economic priorities.

Method

D.24 Smart Cambridge pilots and uses 'smart' technologies to tackle city challenges including reducing transport congestion and tackling air pollution, and support the overall objectives of the City Deal. The programme was chosen as a case study reflecting the partnership-based nature of the intervention (including extensive working with the County Council, Cambridgeshire and Peterborough Combined Authority (CPCA) and the local research and business base), its success in leveraging significant external investment (totalling £15.6m as of March 2024) for activities contributing to local economic growth objectives and outcomes, and its role in providing evidence and insight to inform local strategy, decision making and investment. Project-up benefits related to improved partnership working, and the role of local insight and evidence are a particular focus of the case study.

D.25 The research for the case study was completed in parallel with the Smart Cambridge Progress Plus evaluation. The material presented in this case study draws on a desk-based review of the underpinning context and rationale for the programme (including the current delivery plan and agenda packs from GCP Executive Board Meetings) and consultations with governance and management representatives (x8), partner organisations involved directly with the programme (x10), and stakeholders involved in the 'smart city' research and

innovation landscape (x6). All interview notes were reviewed for the case study, however, the analysis focused on the responses to the questions regarding the effects of the programme on local economic development capacity and partnership working.[37]

Context

D.26 Digital technology now underpins almost all aspects of modern living across work, travel, leisure and health domains. Emerging "smart cities" technology builds on the combination and convergence of technologies to utilise digital connectivity, sensors and data in innovative ways to support: safer public spaces, understanding and addressing traffic congestion, optimise city functions, reduce city management challenges; and engage more directly with citizens to ultimately improve quality of life.

D.27 In this context, in late-2011, in line with national government thinking, the leadership at Cambridgeshire County Council (CCC) recognised that the digital connectivity infrastructure in the county was inadequate and risked damaging the long term economic success of the area. A multi-agency initiative - Connecting Cambridgeshire - was established to address the digital connectivity infrastructure shortfall and support better exploitation of digital technology across all sectors. The initiative covers Cambridgeshire and Peterborough.

D.28 Connecting Cambridgeshire included several workstreams including enhanced infrastructure and capacity for broadband, mobile and public access Wifi coverage to ensure the county is connected and can benefit from future facing 21st century digital infrastructure and services. One of the strands included the investigation of "smart" technologies and its relevance for Cambridgeshire.

D.29 Following a workshop on the opportunities to support smart and digital initiatives in Greater Cambridge, a proposal to incorporate a 'smart cities' approach within the City Deal programme was submitted and approved by the Greater Cambridge Partnership (GCP) Executive Board in August 2015. The Board allocated an initial £20k per year for two years (2015/16 and 2016/17) to establish a Smart Cambridge programme. The programme is closely linked to, but distinct from Connecting Cambridgeshire which is delivering improved connectivity across the county as well as looking at Smart technologies that sit outside of the GCP's remit. The Connecting Cambridgeshire programme provides resource Smart Cambridge to support the delivery of projects.

D.30 The core underpinning rationale for the Smart Cambridge programme is to explore the role of data and new novel and emerging technologies to help address some of the most significant challenges faced by the area including reducing transport congestion, tackling air pollution, and in turn delivering against the imperative for climate change mitigation and the move

[37] Note, the progress plus topic guide provided by the IEP was adapted to include 'project up' questions on effects of the programme on local economic development capacity and partnership working in Greater Cambridge.

towards net zero. Specifically, the current objectives of the programme (as set out in the 2023-2025 delivery plan) are:

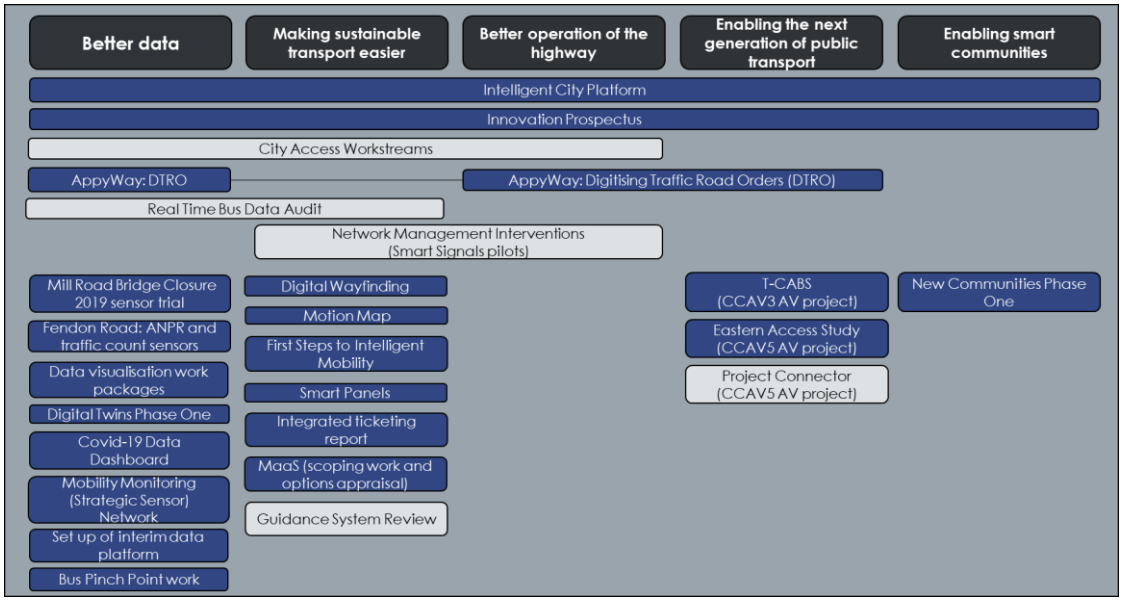
- leading projects and workstreams where they have a strong technology component
- observing and engaging with developments in the market and developments in other organisations to be able to provide thought leadership to the GCP Investment Fund programme
- catalysing and supporting innovation by engagement with the commercial markets and other partners
- carrying out trials and evaluations and using the learnings to feed into existing or future GCP projects
- bidding for external funding where there is clear alignment to GCP's objectives.

A post 2025 delivery plan is in the process of being developed and will support programme delivery post the current delivery period.

D.31 The programme identifies and tests 'smart' ways to tackle city challenges and considers how existing and emerging technologies and data can help to support the overall objectives of the City Deal, and to progress initiatives to implementation. A range of bespoke and targeted research and innovation activity is supported across five themes: 'better data', 'making sustainable transport easier', 'better operation of the highway', 'enabling the next generation of public transport', and 'enabling smart communities'[38]. The figure below provides a graphical depiction of the breadth and scope of activities delivered by Smart Cambridge since its launch.

[38] Smart Technology and Innovation (greatercambridge.org.uk)

Figure D-1: Smart Cambridge projects by theme (blue=complete, grey=ongoing)



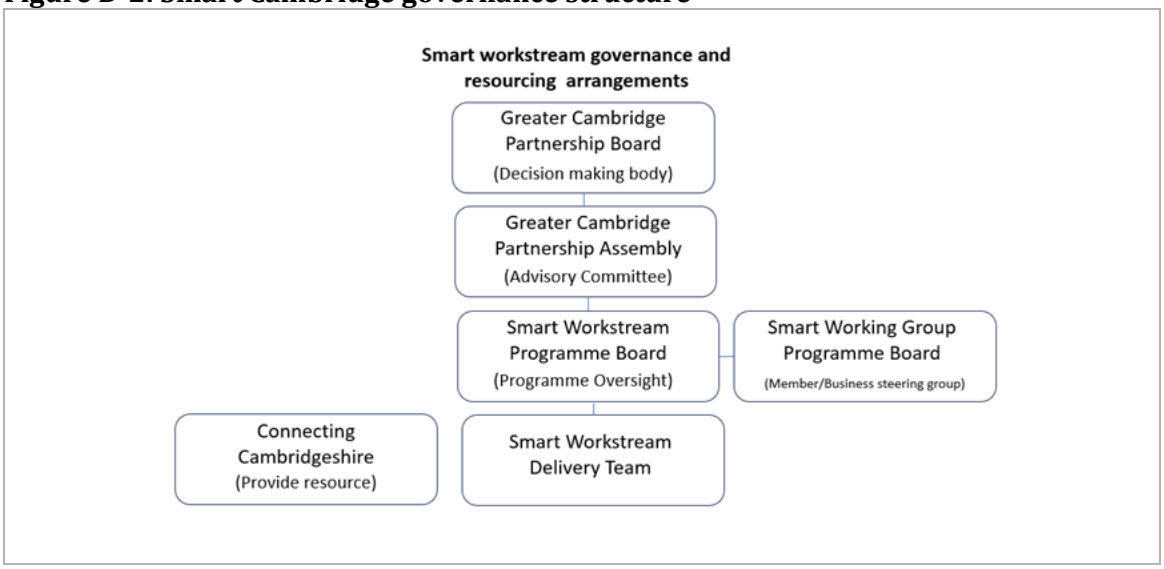
D.32 Notable complete and ongoing programme activities include:

- Developing an Innovation Prospectus[39] to promote and formalise the programme's engagement with the market (e.g. private sector and academia). It sets out the challenges that the GCP is working to address and invites the market to trial new and innovative technologies in the Greater Cambridge area.
- Research and trials into the use of autonomous vehicles in Cambridge[40], including an autonomous shuttle trial ('T-CABS') and the ongoing 'Project Connector'.
- Network Management Interventions, specifically an intelligent crossings pilot and smart traffic signals pilot.
- Establishing a Sensor Network, comprising 96 sensors which provide detailed data on the movement of traffic across Cambridge.

D.33 Smart Cambridge is a workstream of the GCP with Connecting Cambridgeshire providing resource to support delivery. The Connecting Cambridgeshire programme covers Cambridgeshire and Peterborough and is hosted by Cambridgeshire County Council. Smart Cambridge involves a range of public and private sector partners, and leverages funding from other sources to support with the practical delivery. The programme is governed by the Smart Programme Board and Smart Working Group (see Figure D-2: Smart Cambridge governance structure).

[39] Innovation Prospectus (greatercambridge.org.uk)
[40] Autonomous vehicles (greatercambridge.org.uk)

Figure D-2: Smart Cambridge governance structure



Source: GCP

D.34 Further information on programme context, rationale, objectives and delivery can be found in the Smart Cambridge Progress Plus Evidence Paper.

Effects on capacity development and partnership working

Partnership working and stakeholder engagement

D.35 As set out in the initial and current programme objectives, Smart Cambridge has sought to deliver partnership outcomes from the outset. **At a project level, Smart Cambridge has collaborated with a range of public and private sector partners to deliver trials and pilots.** In some cases, projects have led to new relationships between the GCP and partners, as well as between project partners. For example, one SME consulted for this case study noted that they have formed new relationships with several key stakeholders in the city because of their involvement with Smart Cambridge which has provided added credibility to their business and helped facilitate introductions.

D.36 The programme has also strengthened existing, often longstanding, relationships between the GCP and partners by providing a forum and mechanism for more regular, formal and informal engagement, focused on the delivery of "tangible" projects and outputs.

D.37 Consultations undertaken for this case study also highlighted that the programme has enhanced awareness amongst local technology companies – particularly SMEs – of the opportunities to use Greater Cambridge as a test bed for 'smart' technologies for example Vivacity first trialled their technology in Cambridge and are now deploying internationally, and Starling, a small start-up, have been trialling their crossing technology. Cambridge was the first place in the UK to trial a purpose built autonomous bus as part of the public transport system. The consultations indicated that without the support of the GCP and Cambridgeshire County Council (who are responsible for highways and transport), companies would not be

able to install and trial their technologies in the city (or at a minimum, that this process would be significantly more complex and time-consuming, without the context provided by the Smart programme).

D.38 There was also some feedback (from local stakeholders) to suggest that individual projects delivered via the Smart programme have strengthened relationships between the GCP and Government departments / agencies due to the GCP being an active local delivery body in the 'smart cities' landscape. An example of this is the relationships built with the Centre for Connected and Autonomous Vehicles (CCAV), the Government agency supporting autonomous vehicle deployments as well as the DfT and Innovate UK. This has supported the GCP's ambitions in the testing and trialling of autonomous vehicles and Cambridge is recognised as a leading city in this area by Government as a result of this strategic engagement.

> **"The whole design of the innovation test bed is the kind of thing which is the foundation of creating those kinds of partnerships. The programme is well designed to be able to create the environment for good public private sector partnerships"**
>
> ***Consultee***

D.39 The role of the Innovation Prospectus in providing a "clear front door" for potential partners to engage with the programme was also highlighted. The Innovation Prospectus was launched in June 2023 and is reported to have generated on-going conversations with a number of potential business and academic partners. These trails are in the development phase and will take time to deploy but early indications are positive; an example of this includes conversations with a company who are looking to aggregate freight at a warehouse level to reduce the impact of freight in the city. This is encouraging and suggests the Prospectus is likely to support the development of new partnerships in future. This may also lead to the engagement of a wider range of stakeholders in economic development activity in Cambridge, including SMEs that have not previously engaged in this area, and there are examples of companies who are interested in relocating to the area although we cannot be sure that this is solely due to the Innovation Prospectus. While the Innovation Prospectus is in its infancy, longer term impacts will take a little while to develop, however, early indications of its potential are positive.

D.40 In addition, the programme has also **strengthened and further embedded partnership working across the wider ecosystem through its management and governance processes and broader networking activities**. The programme has sought to leverage and build on existing networks – rather than creating multiple new networks – which feedback suggests has been an effective approach for enhancing existing partnerships across Greater Cambridge.

> **Engagement in the existing networks is a good way to approach things…their engagement in them has made existing networks much better**
>
> ***Consultee***

D.41 The Smart Cambridge Programme Board and Working Group were viewed as important mechanisms in facilitating partnership working. The Board has overall oversight of the programme, whilst the Working Group provides advice and guidance to the programme team. Both comprise eight to ten members (there is no cross-over in membership between the two groups) from the public and private sector. They have brought together local stakeholders with different, but complementary, expertise and specialisms, leading to effective exchange of knowledge and ideas.

D.42 Members of the programme team also actively engage in wider networking activities, including through membership on advisory boards / groups and attending events and conferences. This includes the programme lead acting as a 'Smart and Intelligent Cities Special Interest Group Champion' which is part of Cambridge Wireless.[41] This has facilitated a two-way exchange of ideas and knowledge between the programme and the Special Interest Group. Smart Cambridge is also represented at the Cambridge Biomedical Campus Transport Group when appropriate. The consultations for this case study provided examples of where such networking activities have resulted in new partnerships. For example, partnerships and work with Alchera, Aurrigo Starling, Fusion, ADL, other cities such as Sunderland and Oxfordshire as well as organisations such as BSI, Centre for Data Ethics and the Catapult network, One stakeholder noted that they had formed new connections with several tech companies, leading to collaborative activity on multiple projects, as a result of conversations with the Smart Cambridge team.

[41] Cambridge Wireless is an international community for companies involved in the research, development and application of wireless and mobile, internet, semiconductor and software technologies. Cambridge Wireless' Special Interest Groups (SIGs) provide its members with a dynamic forum where they can network with their peers, track the latest technology trends and business developments and position their organisations in key market sectors. SIG Champions meet regularly to assess key challenges, opportunities and trends in technologies, and support with arranging SIG events.

D.43 Feedback also suggested that wider networking activity has been important in raising the profile of the programme, which has been beneficial when seeking, and bidding for, external funding opportunities.

D.44 Overall, the evidence **strongly indicates that the programme has contributed to enhanced partnership working across Greater Cambridge in relation to the use of smart technologies to address transport issues.** Indeed, the programme was described as a "network facilitator", with one consultee citing stakeholder engagement and partnership working as *"one of the strongest aspects of the programme".*

> **"It's definitely added to partnership working in the local ecosystem. In the absence of Smart it would be far more fragmented… one central Smart team, it's just far more coordinated and far better for the external system to engage with"**
>
> ***Consultee***

D.45 The range of partners which Smart Cambridge has engaged with is illustrated in the graphic below. This has included engaging the public sector, academia, large corporations and SMEs. The consultations emphasised how the programme has brought stakeholders together from a mix of specialisms and backgrounds – including property development, information technology, and health – which has helped simulate new ideas and opportunities, such as how the GCP can leverage new technologies such as LoRa (deployed in Cambridge as part of early Smart Cambridge activity) in deploying a range of sensors.

Figure D-3: Examples of collaborative partners



Source: GCP

D.46 The consultations highlighted several factors that have enabled greater partnership working.

- First, the Smart Cambridge team is viewed as credible, open to collaborating, and respected within the wider ecosystem which helps facilitate engagement.
- Second, the programme is innovative and exploratory, and focused on testing 'smart' ways to tackle city challenges. Consultees thought that this focus was important in encouraging partners to collaborate who may not have otherwise done so (e.g. bus operators).
- Third, and related to the above, the openness of the programme to trialling new innovations – which may in some cases fail in technical terms – and using the learnings to feed into existing or future projects was reported to have been crucial in stimulating interest and enabling effective partnership working.

Local economic development capacity and systems

D.47 There is evidence that projects delivered under Smart Cambridge have improved transport monitoring processes and systems within the GCP and partner organisations such as CCC. **The evidence and learning generated through more comprehensive monitoring and evaluation processes has the potential to support more robust scheme development in future**. Indeed, the benefits extend beyond the GCP with other strategic partners such as the County Council, CPCA and other Local Authorities also having access to this data for their own scheme developments going forward.

D.48 This in turn has the potential to contribute over the longer term to better and more evidence-based strategic planning, improved alignment between transport (and wider economic development) investments and help to inform discussion focused on seeking to secure broader agreement about local economic priorities.

D.49 For example, prior to the installation of the Sensor Network across Greater Cambridge, data on travel movements was collected biannually (or annually in some locations), making it difficult to robustly monitor the impacts of infrastructure investments. The availability of continuous count data at 96 locations across the city has therefore provided significant opportunities to improve monitoring and evaluation processes.

D.50 Specifically, the data is being used to support the monitoring and evaluation of numerous GCP schemes such as Greenways, Histon Road, Milton Road, and the City Access programme. The Sensor Network will also support M&E of future schemes such as Chisholm Trail Phase 2, CSETS, and Cambridge Southwest Travel Hub. CCC is also utilising the data to support with scheme monitoring, notably the new developments at Waterbeach and Northstowe and the Dutch-style roundabout on Fendon Road. The CPCA funded several of the sensors and are using for monitoring of schemes such as March Road network improvements. Furthermore, the University of Cambridge and Cambridge Biomedical Campus are procuring sensors which will expand the sensor network and provide valuable data for both organisations in future.

Local strategic prioritisation and decision-making

D.51 Finally, there is evidence that **Smart Cambridge has helped inform the selection of travel infrastructure projects and investment decisions,** primarily through the utilisation of data from the Sensor Network. The Sensor Network has significantly improved the evidence base, and therefore the role of evidence in project/strategy development, by increasing the frequency and geographical coverage of count data across the city.

> **I like the emphasis on the data at the centre of things because I think that more than anything that can provide the most value to decision makers, politicians and the public**
>
> ***Consultee***

D.52 Specifically, the data informed the Making Connections proposals (e.g. the design of the Sustainable Travel Zone) and the Greenways and Waterbeach to Cambridge business case work. Currently, data is being provided to support with a freight strategy and action plan being led by GCP. Going forwards, the data will be used by CCC to inform the development of a new transport model, and this will be used by the GCP, other public sector partners and external partners such as the University and Cambridge Biomedical Campus in its future business case work which in turn will inform investment decisions.

D.53 A range of other projects/trials delivered by the programme have also **generated local evidence to date, and in future, are expected to inform decision-making regarding investment in 'smart' infrastructure projects** in Greater Cambridge. For example:

- The Starling Intelligent Crossings pilot on East Road (outside Anglia Ruskin University) captured data on pedestrians that had not previously been captured at the site. During the trial crossing waiting times reduced by 38% for pedestrians, whilst near-misses between vehicles and pedestrians also decreased.
- The Vivacity Smart Signals Pilots at Robin Hood junction and Hills Road found that performance of the smart signal could match the current system, but not significantly reduce congestion (matching peak hour operations, and marginally improving off-peak).
- Smart has delivered various research projects and trials focused on autonomous vehicles which are generating evidence and insight into whether autonomous passenger services could provide a solution to congestion within the city and/or increase modal shift to public transport through an improved service.
- Work relating to the provision of real time bus data has demonstrated the challenges associated with real time data systems, and issues with data quality which have subsequently been explored through the real time data audit which is identifying issues and how to resolve them.

D.54 Feedback highlighted the willingness of the programme to trial new technologies critical in supporting this outcome. Consultees acknowledged that piloting new, innovative technologies is inherently uncertain and inevitably not everything will be successful. However, even when delivery is unsuccessful, valuable learning and insight is generated for the city. Some examples of feedback from stakeholders in this context included the following:

I think good local economic growth is firstly locally led, which they play a really important role in, but also based on local evidence and local data that's shared transparently and robustly.
Consultee

The use of technology to gather data that then shines a light on the transport planning issues. I would say it's a key role that they play, I'm not aware that anyone else could within the current system.
Consultee

D.55 More broadly, feedback from the consultations highlighted how learning and insight generated through the programme is supporting (local) technology businesses to improve their products and services. Several companies noted that the insights generated from trialling technologies in real world environments, alongside feedback from the Smart Cambridge team, has informed the development and refinement of their products/services so that they are more effective and impactful in Cambridge (as well as other places). This has the potential to contribute to improved economic performance over the longer-term, and help to secure on-going engagement and buy-in of the local business base to economic growth priorities and initiatives.