Evaluation of the Greater Cambridge City Deal

Progress Plus Evidence Paper: Transport Interventions

Executive Summary

1. The focus of this progress plus evaluation is on three major schemes:

   - **Cambridge Eastern Access**, which encompasses a programme of schemes aimed at enhancing public transportation, cycling, and pedestrian infrastructure along Newmarket Road, an arterial route providing access to Cambridge from the east. Phase 1 involves the relocation and expansion of the Newmarket Road Park & Ride site, improvements to existing and provision of new pedestrian and cycling facilities, and improvements to the urban realm adjacent to Newmarket Road. Phase 2 will involve a new busway through a future development site.
   - **Cambourne to Cambridge**, which will provide a new busway (with an adjacent path for pedestrians, cyclists and horse riders) and a new travel hub at Scotland Farm.
   - **Waterbeach Station**, which involves the relocation of the current railway station to a new site which is 1.5km to the north. This will involve building a new railway station near to the Waterbeach new town and the closure of the existing station.

2. All three are core to the Transport Strategy for Cambridge and South Cambridgeshire[1]. The Strategy is itself a response to recent – and planned – growth in Greater Cambridge and major challenges linked especially to congestion. Growth ambitions are framed by the spatial strategies set in the current Local Plans for Cambridge and South Cambridgeshire (adopted in 2018 and looking forward to 2031); and – prospectively – by the new Local Plan for Greater Cambridge which is being developed jointly by the two councils and will consider the period to 2041. The preparation of the new Local Plan is being guided by a high level vision which includes reference to minimising carbon emissions and reliance on the private car; creating thriving neighbourhoods with the variety of jobs and homes that are needed; increasing nature, wildlife and green spaces; and safeguarding the area's unique heritage and landscapes[2].

3. All three schemes are in the design phase – and design itself is a major undertaking given the schemes' scale and complexity. Resources from the Greater Cambridge City Deal have been spent on the associated design processes, which are ongoing. To date, £18.05m has been spent on the three schemes (£2.28m on Cambridge Eastern Access, £13.75m on Cambourne to Cambridge, £2.02m on Waterbeach Station), compared to £21.39m which was planned by summer 2024 (£3.76m on Cambridge Eastern Access, £15.66m on Cambourne to Cambridge, £2.00m on Waterbeach Station).

4. Our progress plus evaluation relies on evidence from consultations. Consultees were from GCP and partner organisations involved directly in delivery or oversight of the interventions. It is important

[1] Cambridge City and South Cambridgeshire Transport Strategy | Cambridgeshire County Council
[2] https://www.greatercambridgeplanning.org/emerging-plans-and-guidance/greater-cambridge-local-plan/

to note that consistent with the LEF, and reflecting the status/stage of the interventions and purpose of progress plus evaluation, evidence from wider stakeholders (e.g., local community groups, businesses) has not been gathered to inform the evidence paper.

5. Consultees consider that:

- the schemes are clearly aligned with strategy – and GCP has been pivotal in advancing the delivery journey, albeit the process of delivery will be a long one in line with schemes of this size and complexity.
- GCP has put in place good design teams which are well managed.
- GCP has engaged in extensive public consultation processes. The schemes have generated a lot of comment – and some concerns. GCP has sought to respond to feedback. While this may have slowed progress, the engagement has ensured that members of the public have been able to provide feedback and help inform the detailed design of the interventions.
- the schemes could not plausibly have been funded through other routes. The main reason given for this was the lack of sufficient dedicated resource amongst other bodies to fund the interventions.
- the schemes' progress is creating confidence in the Greater Cambridge area – and this sense of confidence is encouraging further investment (particularly from the private sector).
- while the three interventions are ongoing, with much activity at an early point, the original outcomes identified in relation to the schemes should be achieved, but this will be well into the future. The three interventions are expected to lead to three main groups of impacts: transport specific outcomes associated with reduced congestion and modal shifts towards active travel and public transport use, and in turn (and emerging from these transport outcomes), broader economic outcomes and social outcomes.

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1. Introduction

1.1 This evidence paper sets out the method and findings of the progress plus evaluation of three transport interventions (**Cambridge Eastern Access, Cambourne to Cambridge** and **Waterbeach Station**) supported by the **Greater Cambridge (GCP) City Deal.** It is, delivered as part of the evaluation of the Fund to inform the second Gateway Review. The evaluation was conducted by independent evaluators at SQW between January to May 2024.

The 'Progress Plus' Concept

1.2 The focus of the Performance Indicators for the Gateway Review of the City Deal is to provide evidence on the impact of the Fund in delivering local economic growth outcomes by the point of the Gateway Review. However, as discussed in the National Evaluation Framework (NEF), in some cases it may be too early to robustly evidence impacts by that date.

1.3 A separate evaluation category was therefore included in the NEF for interventions which do not fit within the 'impact evaluation' category but, because of their scale, progress with implementation, novel delivery approaches etc., are suitable for more detailed research and reporting.

1.4 This 'progress plus' category builds on the findings of the separate Progress Evidence Paper. It is intended to identify emerging outcomes and consider anticipated future beneficial impacts from the interventions. It is not, however, a formal impact evaluation.

1.5 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
A2	Explanation of the delivery process to date, including: • (a) intervention milestones agreed at Board level that are likely to result in successful delivery of the intervention • (b) delivery of the intervention against agreed intervention milestones with evidence of adjusting project/programme plans to mitigate the impact and to ensure value for money and successful delivery • (c) an agreed spending profile for the intervention • (d) evidence of keeping to the spending profile, mitigating overspend or delays and the effective reallocation of underspends; including evidence of adjusting spending and project/programme plans to mitigate the impact and to ensure value for money and successful delivery • (e) outputs generated to date by intervention activities

#	Performance Indicator
	• (f) evidence of how areas have adapted to changing circumstances and managed any necessary change – including in response to Covid-19.
	Intervention impact
2B1	Description and evidence that all evaluation activities set out in an area's evaluation plan have been completed. This includes the transfer of the results of any survey, interview transcripts, any data collected, and the code used to perform any statistical analysis. Further advice and engagement should be available to ensure that an independent evaluator can replicate any empirical work.
2B2	Evidence that each element of an intervention's logic model (i.e., inputs, activities, outputs and outcomes) has materialised or been delivered. As noted in Section 4 of the NEF, whilst the default assumption is that all interventions should be subject to impact evaluation, this is not always possible (e.g., as interventions vary in terms of scale, time to deliver and time to generate impact). The Area will propose which projects are to be considered "in-scope" and agree this with the IEP. Evidence can be quantitative or qualitative, but preference should be given to providing robust, quantitative evidence where possible.
2B3	Empirical evidence that the logic model has functioned as expected (i.e., that increases in the desired outcomes and impacts can be causally attributed to the intervention). At minimum this will include the use of baselines to compare outputs and outcomes pre and post intervention. Ideally it will include an experimental or quasi-experimental approach to estimate the intervention's impact, with a clear explanation of how a counterfactual was developed and why it is credible. Where practical, efforts should be made to return to projects from GR 1 which were not fully evaluated. These projects should be evaluated as set out here using similar principles as to projects in GR 2.
2B4	The rationale for the majority of City Deal is to generate local economic growth – the two core metrics for measuring the impact, of interventions supported by the Funds are 1) Net additional Gross Value Added (GVA), and 2) Net additional output (GVA) per hour. If it is not possible to measure either of these, then alternative metrics are acceptable provided their appropriateness can be demonstrated (a list of illustrative, alternative economic growth metrics is provided in the NEF).

Source: DLUHC (2023) National Evaluation Framework for Investment Funds

The interventions

1.6 This evidence paper covers three transport interventions: Cambridge Eastern Access, Cambourne to Cambridge and Waterbeach Station. For evaluation purposes, the decision was made to combine the three interventions to reflect the consistency in the activity/coverage of the interventions (all of which are categorised under the '1A+1B' Primary Intervention Areas in the NEF). A summary of what each intervention is seeking to achieve is detailed below. Further information on each of the scheme's context, rationale and objectives is provided in Chapter 3. In summary:

- **Cambridge Eastern Access** encompasses a programme of schemes aimed at enhancing public transportation, cycling, and pedestrian infrastructure along Newmarket Road, an arterial route which accesses Cambridge city centre from the east. Phase 1 involves relocation and expansion of the Newmarket Road Park & Ride site, improvements to existing and provision of new pedestrian and cycling facilities, and improvements to the urban realm adjacent to Newmarket Road. Phase 2 will involve a new busway through a future development site.
- **Cambourne to Cambridge** will provide a new busway (with an adjacent path for pedestrians, cyclists and horse riders) and a new travel hub at Scotland Farm.
- **Waterbeach Station** involves the relocation of the current railway station to a new site which is 1.5km to the north. This will involve building a new railway station near to the Waterbeach new town and the closure of the existing station.

Structure

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

- Section 2: research approach
- Section 3: context, rationale and objectives
- Section 4: project delivery
- Section 5: evidence of emerging outcomes
- Section 6: conclusions.

2. Research approach

Method

2.1 In line with the Local Evaluation Framework (LEF), the focus of the evaluation has been on assessing progress towards outcomes which were distilled within three intervention logic models (set out in the LEF and presented in Chapter 3, below). The key outcomes are detailed below (with the relevant interventions in brackets):

- land unlocked for homes and businesses and land value uplift (all three interventions)
- construction of affordable homes (Waterbeach Station and Cambridge Eastern Access only)
- uplift in people using active travel modes to move to and from Cambridge city (all three interventions)
- uplift in number of rail/bus journeys and passenger numbers (Waterbeach Station and Cambourne to Cambridge only)
- improved integration of the transport system (all three interventions)
- enhanced understanding of transport planning conditions, challenges, and opportunities (all three interventions)
- improved scheme development, appraisal, implementation, and monitoring (all three interventions)
- funding secured/leveraged (all three interventions).

2.2 All three interventions are at an early stage of delivery. In all cases, construction is yet to start and the above outcomes are future expected outcomes. The progress plus evaluation has therefore also explored progress against four wider outcomes related to local economic development capacity and partnership working in Greater Cambridge:

- partnership working and stakeholder engagement
- local economic development capacity and systems
- local economic development understanding, insight and evidence
- local strategic prioritisation and decision-making.

2.3 Research for the evaluation has included consultations of three forms:

- **consultations (x5) with representatives involved in the management and governance** of the three interventions, including Project Managers (GCP for Cambridge

Eastern Access and Cambourne to Cambridge and SLC Rail for Waterbeach Station) and those with governance oversight within GCP.

- **consultations (x4) with partner organisations involved directly with the three interventions;** this included WSP, Greater Cambridge Shared Planning and Cambridgeshire County Council.
- **consultations (x9) with stakeholder organisations linked to the interventions across Greater Cambridge and the UK**; this included Network Rail, Govia Thameslink Railway, Urban and Civic, Marshalls, Cambridge United, Greater Cambridge Shared Planning, KMC Transport Planning and No 6 Developments.

2.4 The evaluation also involved:

- a desk-based review of the underpinning context and rationale for the interventions (e.g., including Greater Cambridge Local Plan information, business case documentation, agenda packs from GCP Executive Board Meetings, and public consultation documentation)
- inclusion of data provided by GCP regarding City Deal spend up to Q4 2023-24 and associated outputs.

Sources of evidence

2.5 The sources of evidence for the progress plus evaluation are summarised in Table 2-1, this is as planned within the LEF.

Table 2-1: Sources of evidence for the evaluation

Source of evidence	Approach
Primary evidence	• Consultations (x5) with representatives involved in the management and governance of the three interventions: ➢ Cambridge Eastern Access: 2 consultations ➢ Cambourne to Cambridge: 1 consultation ➢ Waterbeach Station: 1 joint consultation ➢ All interventions: 1 consultation • Consultations (x4) with partner organisations involved directly with the three interventions: ➢ Cambridge Eastern Access: 1 consultation ➢ Cambourne to Cambridge: 2 consultations ➢ All interventions: 1 consultation

Source of evidence	Approach
	• Consultations (x9) with stakeholder organisations involved with the three interventions: ➢ Cambridge Eastern Access: 4 consultations ➢ Waterbeach Station: 5 consultations ➢ Cambourne to Cambridge: no wider stakeholder consultations were undertaken for Cambourne to Cambridge, in line with the Local Evaluation Framework.
Monitoring data and information	• Monitoring data related to the outputs set out in the logic model • Outcome data on funding secured/leveraged for investment in transport systems/projects from Section 106 agreements up to Q4 2023-24
Secondary data	Documentation associated with the scheme development and business planning process for each intervention.

Analysis and interpretation

2.6 Each consultation was written up by the interviewer from the SQW evaluation team using a standard template. All interview notes were then uploaded to specialist qualitative data analysis software (MaxQDA) and analysed thematically for consistency of key messages or any differences across all interviewees.

2.7 The analysis process also included an internal workshop attended by all team members to share and discuss key findings from the evaluation.

2.8 As set out above, the evaluation explored progress against expected outcomes according to the logic models, as well as a particular focus on four wider outcomes related to local economic development capacity and partnership working in Greater Cambridge. The longer-term theme specific outcomes (e.g. related to reduced congestion) and broader economic outcomes have not been evidenced to date, reflecting the time-paths to impact. These outcomes should be subject to subsequent impact evaluation.

Notes in relation to the evidence

2.9 In reviewing the evidence paper, the following points are important:

- **Consultations conducted:** Consultees were from GCP and partner organisations involved directly in delivery or oversight of the interventions. Consistent with the LEF, and reflecting the status/stage of the interventions and purpose of progress plus evaluation, evidence from other stakeholders (e.g., local community groups, businesses) has not been gathered to inform the evidence paper.

- **Stage of delivery:** As set out above and detailed in the LEF, all three interventions are at a pre-construction phase. As such, it is too early to consider longer-term theme specific outcomes (e.g. related to reduced congestion and modal shift) and broader economic outcomes. Confidence in achieving these outcomes is still high according to consultees (see Section 4), however these outcomes will need to be tested through subsequent impact evaluation.

3. Context, rationale and objectives

Introduction

3.1 The rationale for all three of the schemes relates to the pace of growth in the Greater Cambridge area – both that which has been seen over the last decade or so, and that which is, in principle, planned over the next period. The *2023 Greater Cambridge Local Plan Development Strategy Update* central forecast suggests an additional 66,600 jobs in Greater Cambridge between 2020-2041, and a requirement for c.51,700 new homes to accommodate a growing population.[3]

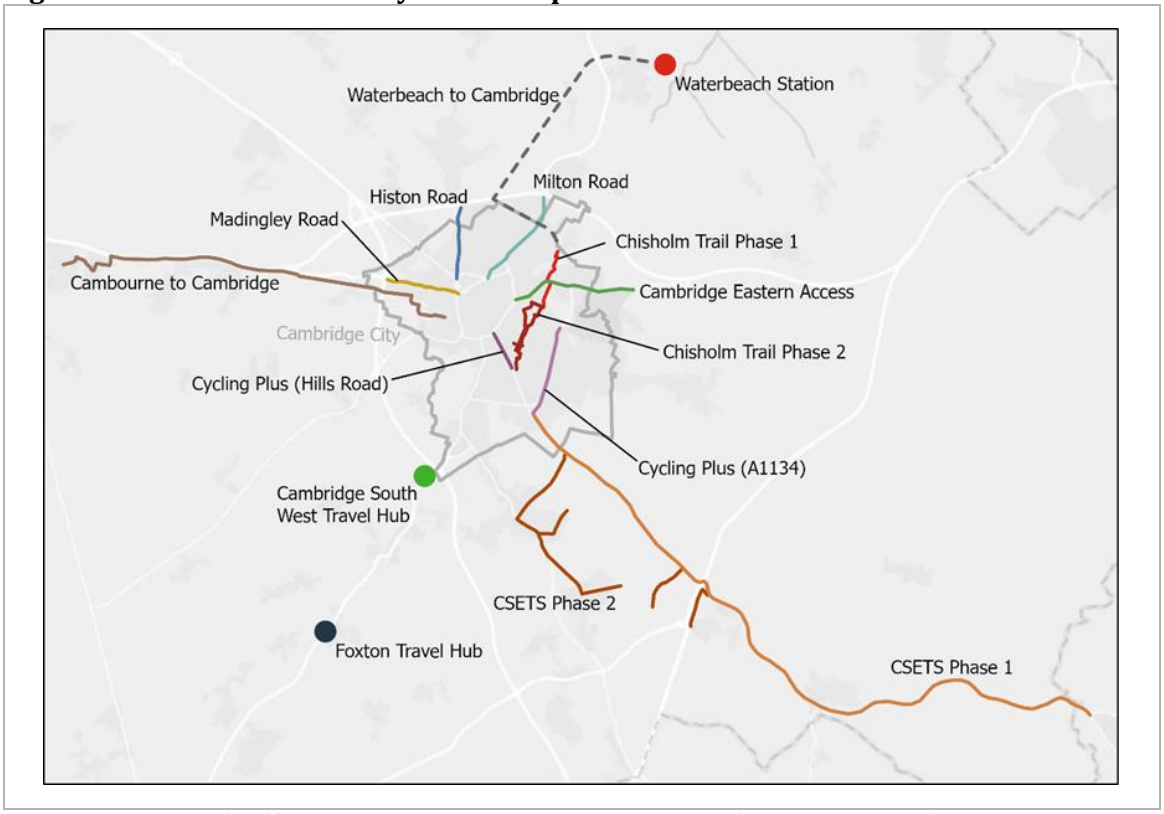
3.2 There are major issues surrounding transport and travel – both in addressing congestion and encouraging active and sustainable travel. Several major housing/employment developments will not progress without transport enhancements (which in some cases are linked to planning consents). Against this overall backdrop, the more detailed context and rationale for each of the schemes is summarised below.

3.3 Figure 3-1 shows the location of the three schemes in relation to Cambridge and other key transport interventions supported by the City Deal.[4]

[3] Greater Cambridge Share Planning (2023) Greater Cambridge Local Plan: Development Strategy Update

[4] Note that the Figure 3-1 does not plot 12 locally significant improvements to cycle infrastructure in the city collectively managed as the 'Greenways' project.

Figure 3-1: 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

Cambridge Eastern Access

Context and rationale

3.4 Growth to the east of Cambridge is accelerating – including through schemes at Marleigh and close to Teversham. As result, the pressure on Newmarket Road – the major radial route into the city centre from the east – is growing. Future housing developments in East Cambridge are likely to add a further 10,000-12,000 homes.[5] The Cambridge Eastern Access corridor consists of the A1134/A1303 Newmarket Road between Quy Interchange and Elizabeth Way.[6] The corridor provides the main access into Cambridge from the east and connects with the Strategic Road Network (SRN) at A14 Junction 35. Newmarket Road Park and Ride is located approximately 500m west of the junction with Airport Way and is accessed from the A1303.

3.5 The land either side of Newmarket Road has a mix of uses. To the west (closer to the city centre), these uses include two new hotels, Tesco and Aldi superstores, student accommodation (linked to Anglia Ruskin University) and Cambridge Retail Park. East of the railway bridge is Cambridge United Football Club, some housing (both sides of the road), McDonald's, and – further east again – various uses linked to Marshall (car show rooms to the

[5] Greater Cambridge Partnership (2019) Eastern Access Public Transport Study Executive Board Briefing
[6] Greater Cambridge Partnership (2024) Cambridge Eastern Access

north of the road and Marshall Aerospace to the south), plus Cambridge Airport. Newmarket Road also provides access to Abbey Leisure Centre (via Whitehill Road) and a large residential area (East Barnwell) which is characterised by high levels of deprivation. Overall, Newmarket Road is heavily trafficked throughout the day and week, including at weekends.

Aims and objectives

3.6 The transport-related challenges in accessing Cambridge from the east are well recognised, as is the need to invest in solutions to tackle current and future transport problems through developing offerings for public transport, cycling and walking.[7] In this context, the Cambridge Eastern Access scheme is one of the four main corridor schemes developed for the City Deal and implemented by GCP. It aims to enhance public transportation, cycling, and pedestrian infrastructure along Newmarket Road.

3.7 The delivery of Cambridge Eastern Access is being led by GCP, supported by WSP (design work) and other professional service providers. The scheme was originally developed in 2019, with the following objectives:[8]

- **Capacity** – Provide the public transport capacity to accommodate the projected increase in travel demand associated with housing and employment growth in the period to 2026.
- **Connectivity** – Improve accessibility to jobs and opportunities by public transport and active travel modes through a reduction in journey times and increased ease of interchange.
- **Communities** – Contribute towards the creation of safe and attractive communities by reducing emissions, severance and the dominance of traffic, improving personal security and road safety.

3.8 The relocation of the Park and Ride has its own business case, which aligns with these three objectives. Relocation will enable increased Park and Ride capacity, in particular to accommodate the growth in demand and planned development in east Cambridge. Connectivity will be boosted through improved access to sustainable 'last mile' modes from locations to the east of Cambridge, and increased potential for journeys along Newmarket Road to be undertaken by sustainable modes will bring benefits to communities in the east of Cambridge.

Logic model

3.9 In evaluating publicly-funded interventions, it is good practice to develop a 'logic model' which articulates explicitly the relationship between inputs, activities, outputs, and outcomes:

[7] Greater Cambridge Partnership (2019) Eastern Access Public Transport Study Executive Board Briefing
[8] Tetratech (2021) Cambridge Eastern Access: Strategic Outline Business Case

- inputs are the resources used by the intervention, including the GCP City Deal resource
- activities are those tasks undertaken by the intervention
- outputs are the readily measurable results of those activities
- outcomes are the benefits attributable to the intervention including 'intermediate outcomes; for the direct beneficiaries of the intervention, and 'final outcomes' for the wider economy/society.

3.10 Logic models are useful devices to inform impact evaluation, because they encourage thinking about the steps required for an intervention to have its desired effects, and the nature of effects that can be covered in evaluation. Therefore, to be effective, a logic model should represent the causal theory about why and how an intervention might work over time, that is, the 'theory of change'.

3.11 The logic model for the Cambridge Eastern Access intervention is presented below. This was included as part of the Local Evaluation Framework, and it has informed the choice of research methods.

Table 3-1: Cambridge Eastern Access logic model (created for the LEF, 2023)

Logic model title	Cambridge Eastern Access

Theory of change

The Cambridge Eastern Access (CEA) scheme seeks to enhance sustainable transport provision into and within the east of the city. Currently, Newmarket Road suffers considerably from congestion during peak times, causing delays, disruption and worsening problems for an existing infrastructure that cannot support future growth within the east of Cambridge. The CEA scheme will provide the transport infrastructure needed to enable people to switch from private car to walking, cycling and public transport, and improve access to both education and opportunities for people in one of the more deprived areas of Cambridge. Phase A (expected to be completed by 2026) will seek to address congestion and connectivity issues by reducing journey times for public transport and making walking and cycling more attractive options through the provision of high-quality footways, crossings, segregated cycle tracks, bus lanes and junction improvements and the relocation and expansion of the existing Newmarket Road Park & Ride site. Phase B (expected to be completed by 2030) will look to increase the capacity and connectivity of sustainable transport, opening locations for growth and reducing reliance on the car though the creation of a new continuous busway (with associated active travel provision) from the new Park and Ride to Coldham's Lane via the Cambridge Airport development site.

Key Assumptions: those who currently (or who would, in the case of residents of new developments at Marleigh and the Cambridge Airport site) drive into Cambridge are sufficiently attracted to alternative modes of transport – either bus travel, Park & Ride or active travel modes; the Phase B proposals for a new continuous busway is dependent on the vacation of the Airport site by Marshalls and the development of that site as indicated in the emerging draft Local Plan.

Other Factors: other interventions are designed to lead to modal shift such as other City Deal schemes (e.g., other bus priority measures, the Making Connections scheme), and non-City Deal schemes (e.g., integration of bus rapid transit with existing Cambridgeshire Guided Busway); and increased demand for travel from growth in and around Cambridge City. Note that there are likely to be adverse effects on outcomes over the period of developing the new routes (e.g., increased congestion due to road closures).

Inputs	Activities	Outputs	Outcomes
City Deal inputs • £47,920,000 *Other inputs (including staffing and in-kind)* • S106 £2,580,000 • Scheme development, including consultant support.	**Phase 1** • Online improvements to Newmarket Road, including: ➢ cycle lane development / improvement ➢ segregated foot paths and crossings	• Scheme is constructed and becomes fully operational • Km of new or improved cycle paths delivered • Km of new or improved dedicated bus / public transport infrastructure delivered • Km of new or improved footpaths	**Theme-specific outcomes** • Safer, faster, more reliable journeys using sustainable modes. • Increase in trips undertaken by bus, walking, and cycling into Cambridge from the east

- Public/Political/Stakeholder support.
- Materials, facilities, and technology.
- Project management.
- Time to develop and construct.

  - bus priority works and supporting infrastructure (e.g. floating bus stops)
- Relocated Newmarket Road Park & Ride site
- Public realm improvement work

Phase 2

- Provision of a continuous busway with associated active travel route from the new Park and Ride facility, through the current airport site to the vicinity of the junction of Coldham's Lane and Barnwell Road

- Number of junctions improved
- Number of new / improved pedestrian crossings
- New Park and Ride facility created
- Number of Park and Ride car parking places created
- m2 of improved public realm
- Construction years of employment (i.e., to build infrastructure)

- Reduce congestion and traffic flows along the Newmarket Road corridor.
- Capacity to accommodate an increase in travel demand associated with future growth.
- Enhanced accessibility – employment / business locations
- Enhanced accessibility – services / community locations
- Improved connectivity to new housing
- Creation of land value uplift

Broader outcomes

- Enhanced attractiveness and deliverability of new housing development sites at Marleigh, East Barnwell, and the Cambridge Airport site.
- Delivery of Masterplan for existing Airfield sites of the order of 7000-9000 houses and similar level of jobs likely to be allocated in emerging Local Plan
- Long-term positive effects on socio-economic conditions including:

- improved business productivity via travel time savings, agglomeration effects
- improved public health (via increased active travel, air quality)

Expected timescales for inputs / activities / delivery of outputs and outcomes

City Deal inputs

- Phase A inputs spread between 2020 & 2026. Around £1m expected to be spent before second Gateway Review.
- Phase B inputs by 2030

Other inputs (including staffing and in-kind)

- Inputs spread between 2020 and 2026
- Phase B inputs by 2030

- Phase 1 main construction activities expected to be completed Q1 2024 and Q4 2026
- Phase 2 construction of Busway to follow relocation of Marshalls from Cambridge business but construction costs will be provided through S106

- Outputs delivered up to December 2026 when scheme Phase A expected to be completed, and by 2030 when Phase B expected to be completed
- Construction employment realised during delivery of activities.

- Theme specific outcomes related to congestion, public transport journey times (duration and reliability) cycling safety and pedestrian connectivity are expected to occur from 2026, can be expected to increase over time and may not reach their maximum until post-2030.
- The enhanced attractiveness of development sites will occur as the scheme design is confirmed and work begins. The long-term positive effects on socio-economic conditions are expected to take 3-5 years post-opening to start to be realised and observable and may not reach their maximum until post-2030.

Relationship to other interventions

Other City Deal logic models:

- Making Connections proposals.
- Greenways proposals

Other non- City Deal activities/proposals:

- Development sites e.g. at Marleigh & Marshalls whose residents would benefit directly from alternative transport options.
- East Barnwell Regeneration Study – notes the area would benefit from measures to curb the dominance of general traffic by improving the local environment and connecting it with employment and other opportunities.
- There have been proposals to redevelop the Beehive and Grafton Centres. Already significant sites of employment, CEA would offer improved access to both.

Source: GCP

Cambourne to Cambridge

Context and rationale

3.12 Key development sites to the west of Cambridge include Cambourne West (2,350 dwellings), Bourn Airfield (3,500 dwellings), and West Cambridge (10,000 jobs).[9] Development of these three sites is dependent on the delivery 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; the 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[10].

3.13 More widely, a number of other key travel generators locally, such as the proposed Northern Fringe development at Chesterton and the Cambridge Biomedical Campus, are likely to impact on travel demand along the western radial corridor (and onward to western and northern orbital routes).[11] Therefore, in order to achieve growth sustainably and to improve the quality of life for those living and working in Cambridge, enhanced supporting transport infrastructure is required.

Aims and objectives

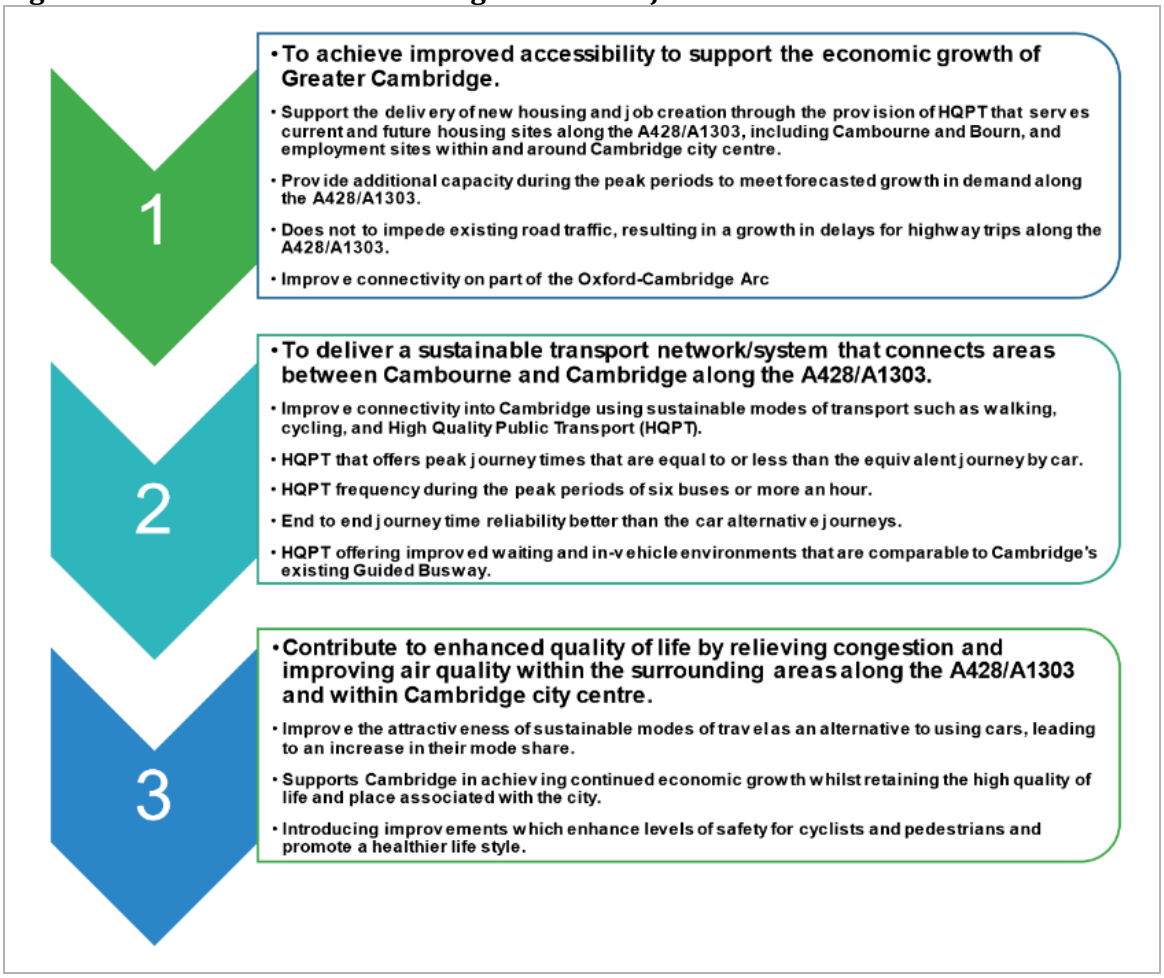
3.14 In this context, the Cambourne to Cambridge scheme is a second of the four main corridor schemes developed for the City Deal and to be implemented by GCP. Initially developed as part of the 2014 Transport Strategy for Cambridge and South Cambridgeshire [12], the scheme aims to create a link to help ease congestion and offer sustainable travel choices along the A428/A1303, connecting communities and supporting growth.[13]

3.15 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 scheme will include 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 walking/wheeling.

[9] Greater Cambridge Partnership (2023) Board Report March 2023
[10] 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.
[11] Mott Macdonald (2020) Cambourne to Cambridge Better Public Transport Project Outline Business Case Strategic Case
[12] Cambridgeshire County Council (2014) Transport Strategy for Cambridge and South Cambridgeshire
[13] Greater Cambridge Partnership (2024) Cambourne to Cambridge

3.16 Figure 1-1 provides an overview of the objectives underpinning the Cambourne to Cambridge scheme. Despite some changes to the delivery planned at the outset, the objectives for the scheme have remained consistent and continue to underpin the currently proposed intervention. Scheme design support is provided by WSP consultants.

Figure 1-1: Cambourne to Cambridge scheme objectives



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

Logic model

3.17 The logic model for the Cambourne to Cambridge intervention is presented below. This was included as part of the Local Evaluation Framework to inform the research methods adopted.

Table 3-1: Cambourne to Cambridge logic model (created for the LEF, 2023)_

Logic model title	**Cambourne to Cambridge**

Theory of change

The Cambourne to Cambridge Better Public Transport scheme seeks to improve public transport provision within the A428/A1303 corridor between Cambourne and Cambridge. This will comprise an offline busway with some online sections of route with bus priority measures that will improve connectivity between several areas of housing and employment growth to the west of Cambridge and Cambridge city. It will improve the attractiveness of using either bus travel and Park & Ride facilities or cycling, compared to driving into the centre of Cambridge due to reduced and more reliable public transport journey times and improved accessibility to Park & Ride. In doing so, it will alleviate congestion in/around Cambridge, making roads safer and more attractive for cyclists and pedestrians. In combination with improved Active Travel facilities along the corridor, this will result in increases in cycling and walking. The scheme is identified as enabling infrastructure which will unlock key housing and employment sites at Cambourne West and Bourn Airfield.

Key assumptions: those who currently (or who would, in the case of residents of new developments in Cambourne/Bourn Airfield) drive into Cambridge are sufficiently attracted to alternative modes of transport – either bus travel, Park & Ride or active travel modes; Bourn Airfield and Cambourne West sites would not have gone ahead without transport improvements (or at same speed, scale) and demand from businesses and residents for these sites is enhanced due to improved connectivity. Underpinning all these assumptions is Cambridge continues to grow/have favourable conditions for growth.

Other factors: other interventions are designed to lead to modal shift such as other City Deal schemes (e.g., other bus priority measures, city centre access), and non-City Deal schemes (e.g. integration of bus rapid transit with existing Cambridgeshire Guided Busway); and increased demand for travel from growth in and around Cambridge City. Note that there are likely to be adverse effects on outcomes over the period of developing the new routes (e.g., increased congestion due to road closures).

Inputs	**Activities**	**Outputs**	**Outcomes**
City Deal inputs • £119.01m from the City Deal *Other inputs (including staffing and in-kind)* • £37.99m from S106 funding	• Scheme development and approval through planning requirements • Creation of new dedicated busway and bus priority measures along the whole of the Cambourne- Cambridge corridor • Development of a new Park & Ride site at Scotland Farm	• Scheme is constructed and becomes fully operational • Land unlocked for development (ha) and • # New homes unlocked for development • Km of new or improved cycle paths delivered	**Theme-specific outcomes** • Land unlocked for new homes and new employment development • New segregated high quality public transport system to the west of Cambridge to encourage modal change (car to bus)

- Scheme development, including consultant support.
- High-quality public transport (HQPT) as Policy.
- Public/Political/Stakeholder support.
- Materials, facilities, and technology.
- Project management
- Time to develop and construct

- Service and maintenance track carrying segregated cycle lane and pedestrian walkway

- Km of dedicated bus / public transport infrastructure delivered
- Km of new or improved footpaths
- New or improved green infrastructure delivered (e.g. trees, green fencing)
- Construction years of direct employment (i.e. to build infrastructure)

- Cambourne to Cambridge C journeys 20 minutes faster at peak times
- Doubling of bus passengers each of Madingley Mulch
- Doubling of bus travel mode share

- Increase in transport capacity along A428/A1303 corridor.
  - Maintained/reduced congestion for general traffic
  - Enhanced road safety
  - Improved air quality along A428/A1303 and in city centre
- Active travel encouraged
  - Increase in walking and cycling into Cambridge from the West
- Improved connectivity between key growth sites.
  - Land Value Uplift benefits (£458m)
  - GVA uplift (£636m over 30 years)

Broader outcomes

			• Enhanced attractiveness and deliverability of employment growth sites i.e., Bourn Airfield, Cambourne West, West Cambridge and 'wider city centre' (LT) • Enhanced attractiveness and deliverability of new housing development sites i.e., Bourn Airfield (3,500 homes) and Cambourne West (2,350 homes) (LT) • Public health improvements associated with greater levels of active travel
Expected timescales for inputs / activities / delivery of outputs and outcomes			
City Deal inputs • Base year was 2015 with end of construction planned for 2027 • Expected spend of £40.06m (£41.66m including S106 funding) by March 2025. *Other inputs (including staffing and in-kind)* • Inputs spread between 2015/16 and 2026.	• Public inquiry and planning application process 2023 and 2024 • FBC 2024 • Main construction activities expected to be completed between 2024 & 2026 • Scheme opening Q2 2027	• Outputs delivered from 2027 when the scheme is expected to be fully open. • Construction employment delivered during delivery of activities.	• Theme specific outcomes related to congestion, public transport journey times (duration and reliability) cycling safety and pedestrian connectivity, and associated benefits related to environment and air quality, occur from 2027 onwards. • The development at Bourn Airfield and Cambourne West, as well as West Cambridge will occur during the life of the Local Plan (i.e., until 2041) contributing to the

attractiveness part of investor 'expectations'.

Relationship to other interventions

Other City Deal logic models:

- A1307 corridor improvements; Histon and Milton Road bus priority and road improvements; cycling schemes; and Making Connections proposals – all designed to reduce and/or maintain levels of congestion and to bring about modal shift from private car to public transport and/or cycling and increase the modal share for non-private car modes of transport.
- A1307 corridor improvements and Histon and Milton Road bus priority and road improvements – all designed to reduce public transport journey times and increase reliability of public transport.
- The period of construction of other schemes may adversely affect congestion, public transport journey times and reliability in the short-term.
- Other schemes will also facilitate developments in wider city centre.

Other non- City Deal activities:

- Actions specific to bringing forward development sites themselves, i.e., Bourn Airfield (3,500 houses) and Cambourne West (2,350 houses).
- Complementary to delivery of Cambridge West Masterplan
- Possible inclusion of a further 2,000 houses north of Cambourne in next Local Plan on the basis that Cambourne to Cambridge provides connectivity
- Potential to complement East West Rail Oxford-Cambridge corridor, by providing last mile connectivity to adjacent development

Source: GCP

Waterbeach Station

Context and rationale

3.18 The Waterbeach New Town development (being delivered by RLW Estates and Urban and Civic) is planned to provide 11,000 dwellings and infrastructure near Waterbeach village, to the north of Cambridge.[14] The development will help to address housing shortages in Greater Cambridge and contribute towards the city's economic growth plans. However, it will increase transport demand on the A10 trunk road and the Cambridge to King's Lynn Fen Line railway.[15] Increased rail capacity has been introduced along the West Anglia line, however existing demand and poor station infrastructure causes localised issues and limits the successful delivery of network improvements.[16]

3.19 The combined effect of the need for additional housing development, the limited capacity on the region's transport network, and existing infrastructure constraints at (the current) Waterbeach Station define the rationale for an intervention to support the development of (a new) Waterbeach Station.[17] Such a scheme will also allow Network Rail's long-term capital investment programme to continue, helping to increase the capacity and safety of the regional railway network.

Aims and objectives

3.20 In this context, the intervention is concerned with relocating the existing Waterbeach Station as part of the Waterbeach New Town development. The Outline Business Case describes the Waterbeach Station relocation as an opportunity to "*unlock residential development in the nationally important Greater Cambridge region and promote sustainable transport practices at the Waterbeach New Town development, minimising the negative externalities associated with the transport network*".[18]

3.21 Waterbeach Station is being delivered by GCP. In terms of timing, the scheme was originally developed in 2019, and the linked housing development scheme was approved by South Cambridgeshire District Council in January 2021. Table 1-2 outlines the objectives for the Waterbeach Station intervention:

Table 1-2: Objectives of the Waterbeach Station intervention

Theme	Strategic Objective	Specific objectives
Transport	Support the local economy by increasing connectivity and	• Deliver an upgraded railway station, integrating sustainable travel modes, to reduce reliance on the overcrowded highway network.

[14] Greater Cambridge Partnership (2024) Waterbeach to Cambridge
[15] WSP (2020) Waterbeach Station Relocation Outline Business Case
[16] WSP (2020) Waterbeach Station Relocation Outline Business Case
[17] WSP (2020) Waterbeach Station Relocation Outline Business Case
[18] WSP (2020) Waterbeach Station Relocation Outline Business Case

Theme	Strategic Objective	Specific objectives
	improving the performance of the regional transport network.	• Increase the capacity of rail services on the network by future proofing Waterbeach Station for the use of twelve-carriage trains and bringing it in line with modern Network Rail standards. • Reduce the number of daily crossings taking place at the Station Road level crossing, limit rail passenger and road user risk associated with the operation of the level crossing.
Housing	Directly support new homes to ensure the future success of Greater Cambridge.	• Help deliver high-quality and well-designed homes in a sustainable manner meeting South Cambridgeshire's housing needs. • Build more affordable homes in an area with large housing price discrepancies and poor affordability. • Increase the size of Waterbeach and build new communities without eroding social cohesion and village aesthetics. • Provide access to a range of services and facilities that support healthy lifestyles and the well-being of local communities.
Environment	Increase the modal share of sustainable travel modes and move the regional economy toward low carbon practices.	• Enable the development of land, reducing the environmental impacts of the project. • Reduce the environmental impacts (carbon emissions, air pollution, noise pollution) of traffic and transport infrastructure by eliciting modal shift to sustainable travel modes. • Help move the regional economy toward a low carbon paradigm.
Economic	Deliver sustainable economic growth, supporting Greater Cambridge's position as a world leader in research and technology-based industries.	• Enable housing development and economic growth at a strategic location near a nationally and internationally significant labour market. • Help deliver economic growth by increasing accessibility of goods and services in Greater Cambridge and maintain the strength of the Cambridge city core. • Improve productivity of the region by increasing the performance of rail services and lowering the time cost of travel. • Help repurpose surplus public sector land for more productive use, increasing government receipts and maximising the social and economic benefits of the development.

Source: WSP (2020) Waterbeach Station Relocation Outline Business Case

Logic model

3.22 The logic model for the Waterbeach Station intervention is presented below. This was included as part of the Local Evaluation Framework to inform the research methods adopted.

Table 3-1: Waterbeach Station logic model (created for the LEF, 2023)_

Logic model title	Waterbeach Station

Theory of change

Economic growth of Greater Cambridge requires enhanced connectivity within and across the area by public transport, alongside additional housing for people to live and work in the area. Waterbeach new town is a is a proposed development comprising 11,000 housing units and 56,300 sqm of commercial floorspace (mix of retail/ commercial). The development will be home to up to 25,000 people and create up to 2,500 new jobs on the site. The existing railway station of Waterbeach serves catchment that includes the immediately adjacent village of Waterbeach and other nearby settlements including Cottenham and Horningsea. The existing station is located approximately 1.5km to the south of the new development. It is currently ill-equipped to handle the anticipated growth in rail demand generated by the new town. The existing station's configuration, unfavourable ground conditions and heritage constraints limit the opportunity to build new railway infrastructure at the station's existing location. The re-siting of Waterbeach Station closer to the new town development brings the station within easier reach of significantly more people once the site is fully built out. It will thereby encourage a higher number of journeys to be made by rail within the local area. It will reduce the average access distance to the station thereby facilitating a greater proportion of rail access journeys by active modes. The new station will connect with both the Waterbeach to Cambridge public transport scheme and the Waterbeach Greenway.

Key assumptions: the relocation of the station will temporarily affect the active travel patterns of existing users during construction and will change existing users travel patterns after opening; there will be no disruption to rail services during the construction period; the housing development will not be occupied before the station is open to passengers; there is scope to further active travel options across Greater Cambridge; the removal of the existing level crossing will enhance road safety. The scheme will be open to passengers from December 2025 (earliest).

Other factors: the scheme is part of the Transport Strategy for Cambridge and South Cambridgeshire (TSCSC), the Long-Term Transport Strategy (LTTS), and a strategic focus on supporting housing and employment growth across the City Region. There are a range of other schemes that support active travel, with enhanced city centre access (including the Making Connections scheme). In particular the Waterbeach to Cambridge Guided Busway and the Waterbeach Greenway schemes.

In January 2020 the scheme received planning permission subject to conditions. Since then, the single option design for the station has been developed to Network Rail Engineering Stage 4 (PACE ES4 - Stage 2). .

Inputs	Activities	Outputs	Outcomes
City Deal inputs *Total* £37.0m (net £20m, see below) (Via the Greater Cambridge City Deal) • £17m to be repaid) via a Section 106 Agreement.	• Completion of development design and plans • Closure of existing station with site made good and returned to conventional operational railway. • Building new station at Waterbeach adjacent to new town development with supporting	• New station is constructed and becomes fully operational • Rail services connect the new town development to Ely and Cambridge • Parking for 200 cars completed • Storage for 400 bikes completed	**Theme-specific outcomes** • Homes unlocked for development including a proportion of affordable homes (directly related to unlocking 4,500 homes and supporting a further 6,500 at Waterbeach New Town)

infrastructure including connection to the Greenway, cycle storage and pedestrian walkways etc.

- Creation of a new two-platform station which will be able to accommodate 8-car trains (Great Northern)
- Building a station car park for 200 vehicles to serve a wider catchment and to intercept traffic from the A10 bound for Cambridge.
- Public realm improvement work, including greening within the confines of the red line boundary

- Land unlocked for development (ha) and
- Number of new homes unlocked for development
- Construction years of employment (i.e. to build the station)

- Creation of land value uplift on the adjacent housing site
- Creation of new jobs and new business in the new town
- Employers have access to skilled workforce
- Increased number of rail journeys
- Increased passenger numbers on public transport
- Enhanced safety and reduction in collisions
- Increased number and a greater proportion access journeys to the station using active mode access than at the old station
- Increased proportion of journeys by rail than would be the case with the former station site.

Broader outcomes

- Improved attractiveness of new town developments at Waterbeach
- Long-term positive effects on socio-economic conditions including:
  - improved business productivity via travel time

savings, access to a skilled workforce, and agglomeration effects

- improved public health (via increased active travel)

Expected timescales for inputs / activities / delivery of outputs and outcomes

City Deal inputs

- £9.5m by October 2024
- £20.00m to complete the scheme
- is subject to build out of the project

Other inputs (including staffing and in-kind)

- £17m of S106

- FBC approval: December 2024
- Contract award (D&B Contractor): January 2025
- Start of Construction: October 2025
- The above dates meet current programme expectations and are subject to change as the Project develops

- The new Waterbeach railway station is to be opened prior to the occupation of the first home built by the development company RLW.
- The closure of the existing Waterbeach Station will happen contemporaneously.
- The target date for opening of the new station is December 2026
- Principal outputs to be achieved as construction activities completed.
- Construction employment delivered as part of delivery of activities

- **Theme-specific outcomes** listed above expected to become evident from scheme completion, and will accumulate over time as the build out of the development will continue over a number of years beyond the station opening.
- **Broader outcomes** listed above in relation development and socio-economic outcomes can be expected to take years for it to be fully realised
- **In both cases the benefit will be net of the effect of the closure of the existing station.** Baseline data to understand the current use and travel patterns of the existing station will be essential to capture the net benefit in the longer term.

Relationship to other interventions

Other City Deal logic models:

- Waterbeach to Cambridge Guided Busway, Waterbeach Greenway scheme

Source: GCP

4. Project delivery

4.1 All three interventions are large and complex. As of spring 2024, they continue to be at the design phase and therefore in the early stages of delivery. Construction has yet to commence. This means that there is currently nothing to 'see' on the ground – albeit a great deal of design-related work has been completed. Comments in relation to progress – and consultees' reflections on the extent and effectiveness of progress – must be understood in this context.

Cambridge Eastern Access

Project expenditure and outputs

4.2 At the end of Gateway Review #1 Cambridge Eastern Access was expected to be funded through the City Deal (£47.9m) attracting £2.6m in match funding (Section 106). Since then, it has been a) delayed due to the design and consent process including public scrutiny of development proposals, b) subject to inflationary pressures which have driven up construction costs.

4.3 Consequently, by Q4 2023-24 the resources allocated to Cambridge Eastern Access had not been spent. At the start of April 2023 it was allocated £3.7m of which £2.3m had been spent by end of Q4 2023-24 (61%)[19].

Table 4-1: Project expenditure to Q4 2023/24

Funding source	Planned spend by intervention close (£m)	Planned spend by Q4 23/24 (£m)	Actual spend by Q4 23/24 (£m)	Difference between planned & actual (£m)	% difference between planned & actual spend
City Deal Funds	47.92	3.70	2.22	1.48	-39%
Match (Section 106)	2.58	0.06	0.06	0	0%
Total	**50.5**	**3.76**	**2.28**	**1.48**	**-39%**

Source: GCP

[19] During this year GCP went through an extensive review of its City Deal commitments and the scheme has been re-profiled in the new FIS . The total cost of the scheme is now £58.5m (compared to £50.5m previously). However, the City Deal will provide £15.9m and match (from Section 106) will be £42.5m. Match funding is released from developers once development sites have been delivered within terms set as part of planning negotiations. The scale and timing of these can only be estimated in advance but projections are made by GCP in detailed discussions with Cambridgeshire County Council using cautious assumptions.

4.4 No project outputs or intermediate outcomes were expected for the Cambridge Eastern Access intervention as of Q4 2023/24.

Stakeholder perspectives on project delivery

4.5 This sub-section summarises the feedback from consultees on the delivery of Cambridge Eastern Access to date (recognising that the scheme is still in the design phase).

Delivery progress

4.6 Since 2020, GCP has led a series of public consultations to inform the design of the Cambridge Eastern Access intervention.[20]

- In late 2020, GCP organised the first consultation, focusing on short-term infrastructure improvements for Newmarket Road (phase 1) and longer-term enhancements to public transport connecting to Cambridge Airport (phase 2). A Strategic Outline Business Case was then submitted in April 2021.
- Following positive feedback during the initial consultation, a second round of consultations took place in November-December 2021. Respondents expressed general support for all three options proposed for improving Newmarket Road, and there was no clear consensus either in favour of or against the proposed Park & Ride relocation.
- A third public consultation was conducted between January-March 2023.[21] A preliminary scheme design for Newmarket Road and an Outline Business Case were presented, covering junction improvements, Park & Ride proposals, landscape improvements, and improvements related to crossings, cycling, and buses. The analysis of public feedback revealed mixed views on the proposals, with roughly equal support and opposition from residents, and only the landscape improvements garnered a majority level of support.
- The results of the consultation will be reviewed by the Executive Board later in 2024, to advise on how to progress the project further.

4.7 Overall, the scheme has experienced some delays. As it stands, and subject to Executive Board approval, it is expected to deliver Phase 1a (improvements along Newmarket Road) in 2025 and Phase 1b (relocation of the existing Park & Ride site) in 2027. This suggests a year of delays compared to the original timings set out in the project logic model.

[20] WSP (2023) Cambridge Eastern Access Phase 1: Newmarket Road Improvement Park & Ride Relocation: Public Consultation Analysis
[21] WSP (2023) Cambridge Eastern Access Phase 1: Newmarket Road Improvement Park & Ride Relocation: Public Consultation Analysis

Factors that have gone well …

4.8 Overall, although it has been delayed, consultation evidence gathered for the progress plus evaluation was consistently positive regarding the design phase. The following key points were emphasised:

- **Effective operational project management processes, particularly given the number of different elements within the intervention:** Bi-weekly programme level meetings help to ensure that key opportunities and risks are discussed regularly, with separate design level meetings to discuss details regarding each element separately. Consultees involved in the management and governance of interventions, including partners, felt that this structure provides opportunities for escalation if necessary, but also enables the WSP design team to maintain momentum and continue to progress the project.
- **Managing the design process through individual workstreams, rather than as one complex scheme**: This has helped with communication and contributed towards effective public consultation by making distinctions between different elements of the programme, which have generated varying levels of public support.
- **Engagement through the public consultation process, despite divided opinion on the intervention design itself:** As noted, public consultation has been conducted in stages to ensure stakeholder views can inform intervention design. Some consultees also mentioned how they felt lessons had been learned from public consultations undertaken for other City Deal -supported projects which in turn have informed the Cambridge Eastern Access consultation exercises.

… and factors that have gone less well

4.9 The design phase of Cambridge Eastern Access has faced challenges. However, GCP and WSP have sought, where possible, to respond and adapt to mitigate impacts on scheme delivery. Key challenges faced were identified as follows:

- **Challenges linked to the wide range of views expressed during the public consultation:** responding to the mixed views on the scheme has made it challenging to progress the intervention as planned, with different stakeholder groups expressing differing needs and views. Some consultees stated that a clearer and more coherent transport strategy for Cambridge (which will emerge through the Greater Cambridge Transport Strategy) as a whole could have provided a better foundation for the design of Cambridge Eastern Access and its rationale to justify activities to key stakeholder groups.
- **While the project management processes were felt to have enabled progress and flexibility in design, approval processes for the designs were considered to be multifaceted:** one external consultee felt processes may be improved through greater clarity of sequencing to allow for simplified approval processes.

Activity additionality

4.10 The consultations explored consultee perspectives on the extent to which activities associated with Cambridge Eastern Access would have been taken forward without City Deal support ('activity additionality').

4.11 There was a strong sense among consultees that Cambridge Eastern Access would not have progressed to the stage it is at now without City Deal funds support, particularly not to the same scale. Consultees mentioned that other bodies, such as Cambridgeshire County Council, would not have had sufficient resource to fund the intervention. Some elements of the scheme, such as the park and ride relocation, have been identified as an opportunity for a number of years, but have not been delivered due to a lack of dedicated resource. Smaller elements of the scheme may have been capable of being funded through Section 278 agreements linked to future developments – although consultees noted that: (a) their scale would have been insufficient to fund the entire Cambridge Eastern Access intervention; and (b) the phasing would have been affected (i.e. with the intervention following, rather than preceding, the development process).

4.12 In addition to the funding, consultees commented that GCP itself is important in relation to delivery. Schemes like Cambridge Eastern Access are big and complicated, and delivery takes a long time. Political cycles are typically much shorter. Changes in political leadership and/or policy (and the uncertainties linked to both) can be difficult to reconcile with a long process of infrastructure delivery. In this context, the role of a delivery body like GCP was seen to be significant. Although it is difficult to be definitive, the view was expressed that it had been able to focus on delivery in a way that would not have been possible within one or more of the councils.

Cambourne to Cambridge

Project expenditure and outputs

4.13 A total of £13.75m has been spent on the Cambourne to Cambridge intervention up to Q4 23/24, lower than the £15.66m planned spend (88% of planned expenditure). The underspend to date is affected by delays as it was expected to have reached public inquiry and made progress around land purchases by Q4 23/24 but is tracking a 6-month delay. The delay is associated with public scrutiny of development proposals, changed timeframes due to local democratic processes, and consideration of water supply issues in the case of the Bourn Airfield development site[22]. Match funding (Section 106) has not come forward at this stage, as it is linked to build out rates at the major developments.

[22] The scheme has been re-profiled in the new FIS at 1st April 2024 to have a planned lifetime expenditure of £181.35m compared with previous budget allocation of £157m. This increase is mostly due to construction cost inflation. This increase in spend will mostly be covered by the City

Table 4-2: Project expenditure to Q4 2023/24

Funding source	Planned spend by intervention close (£m)	Planned spend by Q4 23/24 (£m)	Actual spend by Q4 23/24 (£m)	Difference between planned & actual (£m)	% difference between planned & actual spend
City Deal Funds	119.01	15.66	13.75	1.91	-12%
Match	37.99	0.00	0.00	0.00	0.00
Total	**157.00**	**15.66**	**13.75**	**1.91**	**-12**

Source: GCP

4.14 The scheme has been re-profiled in the new FIS at 1st April 2024 to have a planned lifetime expenditure of £181.35m compared with previous budget allocation of £157m. This increase is mostly due to construction cost inflation. This increase in spend will mostly be covered by the City Deal funds with match (Section 106) projected to increase from £37.99m to £42.99m. As before, the final outturn may need adjustment depending on the scale and timing of S106 receipts.

4.15 No project outputs or intermediate outcomes were expected for the Cambourne to Cambridge intervention as of Q4 2023/24.

Stakeholder perspectives on project delivery

4.16 This sub-section summarises the feedback from consultees on the delivery of Cambourne to Cambridge to date (recognising that the scheme is still in the design phase).

Delivery progress

4.17 The scheme is adhering to the HM Government's Transport Business Case Guidance. At the time of interviews, a Transport & Works Act Order (TWAO) was being developed for Cambourne to Cambridge, following approval from Cambridge County Council in March 2023 for the application to be submitted. As part of the TWAO submission, WSP is commencing work to produce an Addendum to the Cambourne to Cambridge Outline Business Case, with a particular focus on the Strategic Case and the Economic Case. Once the TWAO is submitted, a public inquiry is expected to follow.

Deal funds Investment Fund with match (Section 106) projected to increase from £37.99m to £42.99m. As before, the final outturn may need adjustment depending on the scale and timing of S106 receipts.

4.18 The project team has delivered extensive public consultation processes. Ultimately, the feedback received from these consultations (alongside other continuous engagement) has informed the design of the Cambourne to Cambridge scheme in the following key ways[23]:

- the selection of the travel hub site at Scotland Farm;
- the decision to remove the northern off-road option to avoid 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 noise disruption to university laboratories;
- the commitment to reduced environmental impact including limiting impact on West Fields site and moving the route south of the Waterworks site;
- the selection of an on-road route through Hardwick on St Neots Road and removal of the bus gate from the Scheme to avoid impacts to trees along the A428
- finally, the amendment of junctions and road layouts to ensure implementation of a safe, bike friendly active travel path.

4.19 Therefore, early proposals have been subject to scrutiny (related to the environmental impacts and impacts on local habitats) which has delayed the overall timeline. However, consultees generally felt that the Cambourne to Cambridge scheme is now at a positive point of delivery as it moves towards submitting a TWAO. The plan is for a full business case to be developed in 2024/25, construction in 2025/26 and scheme opening in 2028, approximately six months behind the timings set out in the Cambourne to Cambridge logic model.

Factors that have gone well …

4.20 Overall, there was consistent positive feedback from the consultations about the design phase. Key elements highlighted by consultees as working well included:

- **The alignment of the intervention with challenges and opportunities facing Greater Cambridge, alongside other interventions being delivered through the City Deal:** Consultees highlighted that Cambourne to Cambridge scheme is consistently 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 overarching strategic alignment both within the City Deal and wider investment and development programmes was viewed by consultees as important in ensuring both internal and external stakeholders are invested

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

in the programme, and in enabling effective delivery overall. For example, one consultee commented:

"The whole GCP programme is so interrelated to the growth in the region. Cambourne to Cambridge is so much a part of the baseline that we do, it tackles such cross cutting objectives, difficult to deliver in any other way. Once you have strategic corridors, it is effective sustainable transport strategy. This scheme and others are the backbone of what we are doing."

Partner Consultee

- **GCP's project management processes in delivering the intervention to date**: In particular, as Cambourne to Cambridge is a major transport intervention, a key enabler highlighted has been the project team's ability to learn from and adapt practices and processes as delivery has progressed. For example, one consultee commented:

"It would be fair to say through the life of the City Deal it has got better, we have taken early learning from Cambourne to Cambridge for taking a step back at the beginning. For example, the Waterbeach bus way [a separate intervention] will be delivered in about 60% of the time that Cambourne to Cambridge was delivered in because Cambourne to Cambridge was the first intervention. We have taken the learning, focused on governance milestones and been able to say to stakeholders we have to go away to do technical work. We have got better as you would expect."

Project management and governance consultee

- **Utilisation and adherence to best practice guidance:** HM Government's Transport Analysis Guidance, Transport Business Case Guidance and Green Book Guidance have underpinned Cambourne to Cambridge's processes. These processes and tools were highlighted by some consultees as both supporting the delivery of the intervention and providing a robust structure and set of best practice guidance to follow and report against when the project has faced scrutiny.
- **Gathering the views of stakeholders throughout the development of the Cambourne to Cambridge scheme:** A key example of this is the four public consultations delivered to gather public views on various aspects of the scheme. 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. The feedback received from these consultations (alongside other stakeholder engagement) has informed the design of the Cambourne to Cambridge scheme in a variety of ways and was highlighted by consultees as a strength and enabler of progress. Learnings from these have also been applied to other interventions being delivered by GCP under the City Deal.

Table 4-3: 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

- Furthermore, the **scheme has undergone a range of independent reviews throughout its development**. For example, an independent review of the Options Selection Process was commissioned by GCP from Shared Intelligence (supported by an external transport expert). While these processes have delayed overall project progress, consultees acknowledged they were necessary both to engage and gather feedback and buy-in on the design of the scheme and to ensure the process being followed was sufficiently rigorous.

… and factors that have gone less well

4.21 The Cambourne to Cambridge scheme has been subject to intensive scrutiny and challenge throughout. **Taking the variety of opinions into account has been challenging for the design team and GCP, particularly given the complexity of the intervention and its focus on both active travel and unlocking three development sites**. The potential impact of the intervention on sites including Coton Orchard, Cambridge American Cemetery and a nearby Site of Special Scientific Interest and the wider local environment have led to significant public concerns. As noted above, GCP and WSP have delivered a range of stakeholder engagement activities to discuss and gather public views on various aspects of the scheme. However, there was some reflection as to the speed of these processes and whether governance and stakeholder engagement processes could have been delivered more efficiently. For example, one consultee commented:

"It is those external factors that are harder to tackle, and that comes back to the governance and the stakeholder engagement. Whilst overall that has been effective, that could have been done more efficiently through the stages of the project."

Partner consultee

4.22 Other challenges or lessons from delivery were highlighted by consultees:

- **Water-related housing site approval delays:** several consultees noted that during 2023, the Environment Agency objected to the Bourn Airfield and West Cambridge developments (alongside other key developments in the region including linked to Cambridge Eastern Access) on the basis of water scarcity. This objection meant that the scheme could not proceed for three reasons: GCP requires a land agreement to cross the developments which was not forthcoming until the developers had certainty; the business case is dependent on the value delivered by those schemes; and the financial case is dependent on S106 monies from the schemes.

  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 *"long-term, and in line with statutory requirements, the water needs of the Greater Cambridge area will need to be met by the water company. We expect Cambridge Water to publish and deliver a WRMP to provide a sustainable, safe, sufficient supply of water to meet all of the planned development in the future across the Cambridge area. The water company will need to work closely with other water companies to ensure delivery of major new water resource infrastructure. This includes working with Anglian Water and Affinity Water to develop new transfer of water to Cambridge from Grafham Water, and supporting work from Anglian Water, to develop a new reservoir in the Fens"*[24].

  On 30th May 2024, Anglian Water launched a consultation on the provision of a new reservoir to address these issues in the long term and ensure long term viability of water supplies[25]. Subsequently the planning approvals for West Cambridge and Bourn Airfield are in the process of being finalised.

- **Communicating the story behind the intervention:** one consultee noted that while GCP has developed its approach to engaging stakeholders throughout Cambourne to Cambridge, there is still room to improve communications around building a clearer story of what GCP is trying to do both with Cambourne to Cambridge and how this links to wider programmes and investments across Greater Cambridge.

[24] Joint statement on addressing water scarcity in Greater Cambridge - GOV.UK (www.gov.uk)
[25] A proposed new reservoir in the Fens - Anglian Water - Fens Reservoir

Activity additionality

4.23 The consultations also explored consultee perspectives on the extent to which activities associated with Cambourne to Cambridge would have been taken forward without City Deal support ('activity additionality').

4.24 Overall, consultees felt strongly that the Cambourne to Cambridge scheme would not have been taken forward without the City Deal resource. Alternative funding arrangements suggested were through County Council funding and Section 106 and developer contributions, however it was acknowledged that the scale of City Deal resource in the scheme is much greater than could be provided realistically via those routes. The City Deal resource has instead provided dedicated funding committed to the Cambourne to Cambridge intervention.

4.25 In addition to the City Deal resource, consultees highlighted that given the challenges faced in the delivery of the scheme so far, the scheme required a dedicated body to drive the activity forward. The added value of the management and delivery processes from GCP with their remit to deliver strategic interventions which seek to benefit for the Greater Cambridge region was also emphasised.

Waterbeach Station

Project expenditure and outputs

4.26 For Waterbeach Station, actual expenditure to Q4 2023-24 was £2m against a planned spend of £2m. The total planned expenditure for the intervention is £37m and remains on track overall.

4.27 An Anticipated Final Cost (AFC) Plan baselined in February 2023 was included in the revised Outline Business Case submitted in February 2024. The AFC Plan is currently being re-baselined as the station design becomes available, and a Quantitative Cost Risk Assessment will be carried out to determine a revised risk pot based on the current level of risk. Both the re-baselined AFC Plan and Quantitative Cost Risk Assessment will be detailed in the Full Business Case due in September 2024[26].

[26] In the FIS the cost of the intervention remains the same as in the LEF at £37m. The balance between City Deal funds and Section 106 is expected to change slightly to include £2m more Section 106. This assessment may change in September 2024 when costs will be reprofiled.

Table 4-4: Project expenditure to Q4 2023/24

Funding source	Planned spend by intervention close (£m)	Planned spend by Q4 23/24 (£m)	Actual spend by Q4 23/24 (£m)	Difference between planned & actual (£m)	% difference between planned & actual spend
City Deal Funds	20.00	2.00	2.02	0.02	-1%
Match	17.00		0.00		
Total	**37.00**	**2.00**	**2.02**	**0.02**	**-1%**

Source: GCP

4.28 No project outputs or intermediate outcomes were expected for the Waterbeach Station intervention as of Q4 2023/24.

Stakeholder perspectives on project delivery

4.29 This sub-section summarises the feedback from consultees on the delivery of Waterbeach Station to date (recognising that the scheme is still in the design phase).

Delivery progress

4.30 The intervention is adhering to the Project Acceleration in a Controlled Environment (PACE) framework, which replaced the previous Governance for Railway Investment Projects (GRIP) framework. PACE consists of eight stages, covering strategic development, project design, delivery, and closure. Initially, RLW Estates led ES1-3 stages, appointing WSP as the lead design consultant for strategic development and project selection. Following completion of ES3, responsibility shifted to GCP for project design (ES4), supported by SLC as project managers and WSP as the lead design consultant. GCP will continue to act as the body responsible for delivery until completion.

4.31 At April 2024, the intervention was progressing through the PACE ES4 stage, to a point where preliminary design had been completed and it was awaiting Approvement in Principle, an approximate four month delay compared to initial plans. In April, Cambridgeshire County Council issued a selection questionnaire to procure Design and Build capabilities for Waterbeach Station, two months later than initially planned. The original selection questionnaire submission deadline was set for May 2024. However, due to a delay in the Section 106 agreement between GCP and RLW Estates, the deadline has been extended to August 2024. At July 2024 the planning authority is in the final stages of agreeing S106 provisions with the developer and the full invitation to tender is now expected to be published in November 2024.[27]

[27] Design and Build- Waterbeach Railway Station - Contracts Finder

4.32 Consultees felt that progress to date had generally been in line with expectations since the project commenced, and that other work has continued while Section 106 contractual negotiations have taken place. However, the project is now at a stage where the Section 106 agreement is required before it can progress further, and delays to the agreement are now acting as a barrier to progressing the scheme. The Planning Authority is now in the final stages of agreeing the s106 with the developer.

Factors that have gone well

4.33 Consultation feedback was broadly positive about the design phase to date. The following points were reported as having gone well:

- **Strategic alignment of the scheme with City Deal ambitions and wider investment and development programmes:** Feedback emphasised that the relocation of Waterbeach Station is critical to unlocking the 11,000 homes at the new development, and supporting direct and improved rail links to Cambridge, Cambridge North and (the upcoming) Cambridge South (stations). This strategic alignment has supported buy in from internal and external stakeholders to the programme, enabling progress in delivery. Furthermore, the ability to develop a more accessible station through inclusive design was highlighted by consultees as aligning with wider policy requirements.

"From my perspective, this station plays a very important role. Prior to the houses being built, the station needs to be in place to connect to rail network. From my perspective, this is fitting perfectly within what is going on in that area as part of the City Deal."

Stakeholder consultee

- **Strength of stakeholder engagement throughout delivery**: As part of the design process, targeted stakeholder engagement meetings and workshops were held with Network Rail, Govia Thameslink Railway, the Department for Transport, and other interfacing projects. The aim of this engagement was to ensure full integration of the new railway station design with the broader development at Waterbeach. Consultees expressed satisfaction with the effectiveness of the engagement efforts, seeing it as a key way in which the project team has supported everyone to be "fully on board and focused to deliver the work".
- **Project management processes were considered to have worked well:** The project has adopted Network Rail's PACE project management methodology. Looking forward, a review will commence at the end of ES4 to ensure alignment with Network Rail processes and ease of handover to Network Rail once the new Waterbeach Station is operational.

Ongoing risks and mitigations

4.34 The intervention has a number of associated risks which the project team has sought to anticipate and mitigate throughout the planning and design period. Key risks include :

- **Prolonged discussions on developer contributions**. Despite risk mitigation strategies and ongoing discussions between GCP and RLW Estates, partners commented on the associated delays. The challenge was viewed to be outside the control of GCP and delivery partners:

"I think one of the key things is that it feels like it isn't really in our control or GCP's control. They have allocated funding to it. But it has taken a long time for the agreement between RLW Estates and GCP. However much GCP are pushing, the station is not in their control. That brings a level of uncertainty in the interventions they are making."

Stakeholder Consultee

- **Lack of water supply –** as with Cambourne to Cambridge, there have been implications associated with the Environment Agency opposing housing consent due to a lack of water supply to meet the new demand. This is a national infrastructure risk and not one that is within the GCPs remit, authority or control, however as stated above for Cambourne to Cambridge this risk is now in the process of being resolved.

Activity Additionality

4.35 The consultations explored stakeholder perspectives on the extent to which activities associated with Waterbeach Station would have been taken forward without City Deal support ('activity additionality').

4.36 Consultees generally considered that Waterbeach Station would have made less progress without City Deal support. Some suggested that the alternative arrangement could have been sole funding of the station by RLW Estates. However, this would have changed the sequencing (i.e. the station would have followed the housing). Other possible delivery routes suggested by consultees included funding through public sector organisations like Cambridgeshire County Council, Homes England or Network Rail (or a collaboration of the three), but it was recognised that these organisations had limited resources (and limited access to funding).

4.37 Instead, the City Deal resource has enabled a significant level of protected funding which can be committed to the Waterbeach Station relocation project. It was considered further that the scheme is a high specification scheme, and one which is future-proofed (e.g. through inclusive design, platforms suitable for longer carriages, and integration with the wider transport system). The view of consultees was therefore that it should serve the future growth ambitions of Greater Cambridge.

"From a railway industry perspective, I would very much doubt they would be able to command such a level of investment given the current pressures to manage the railway industry. Without GCP, this wouldn't get anywhere near as thought about. The existing station may have been updated, but nowhere near this. There are other examples of towns which have grown, but stations have been left where they are, so it is credit to GCP for putting the funding behind it."

Stakeholder consultee

5. Evidence of emerging outcomes

5.1 This section considers the **evidence on emerging and future outcomes** expected based on consultation feedback. It is separated out into two sub-sections:

- reflections on emerging and future expected key logic model outcomes
- evidence of the wider outcomes of the interventions in relation to local economic development capacity and partnership working in Greater Cambridge.

5.2 When reviewing this section it is important to note that the three interventions are still in the design phase; none has commenced construction. As such the evidence on outcomes achieved provided by consultees was limited and predominantly focused around process and partnership working-related outcomes.

Evidence of emerging and future expected logic model outcomes

5.3 Across the three interventions, the following outcomes were identified and explored with consultees:

- land unlocked for homes and businesses and land value uplift
- construction of affordable homes
- uplift in people using active travel modes to move to and from Cambridge city
- uplift in number of rail/bus journeys and passenger numbers (Waterbeach Station and Cambourne to Cambridge only)
- improved integration of the transport system
- improved scheme development, appraisal, implementation, and monitoring
- enhanced understanding of transport planning conditions, challenges, and opportunities
- funding secured/leveraged.

5.4 Most of these outcomes will not be achieved until the schemes are complete, and as such evidence on achievement from consultee feedback was limited to date. However, consultees pointed to some evidence of progress towards some of these outcomes:

- **Funding secured/leveraged**: several consultees highlighted discussions and agreements ongoing to secure Section 106 commitments for Waterbeach Station and Cambourne to Cambridge. For example, for Waterbeach Station one consultee commented:

"The confidence of developers is there that if they pay the money the infrastructure will happen because of the scale of the City Deal and the team being there to help with that – it has helped leverage that."

Partner Consultee

- **Enhanced understanding of transport planning conditions, challenges, and opportunities**: consultees noted that through the development of the interventions GCP and its partners have developed an enhanced understanding of various elements of the transport planning process. More generally, one consultee reported:

"GCP's travails through [the] last few years has been catalyst for discussions on this. Whether or not people agree it is certainly enhanced understanding."

Project management and governance consultee

For Waterbeach Station, collaboration with transport stakeholders, including Network Rail, Govia Thameslink, and the planning service, has led to stronger relationships and greater awareness of opportunities regarding the wider rail infrastructure with Greater Cambridge.

- **Improved scheme development, appraisal, implementation, and monitoring**: similar to the above, consultees noted that GCP has improved scheme development and appraisal processes. Consultees expect this to flow through into improved implementation and monitoring once construction begins. For example, it was noted that GCP will use learning from the Waterbeach Station project around procuring design and build contractors *"as a template"*, streamlining scheme development and procurement processes.

5.5 Furthermore, the delivery of Waterbeach Station is helping to raise the profile of **the Waterbeach New Town development**. It is being used in promotional literature.

"Urban & Civic have put the new railway station in their marketing material, so I would say that they are able to sell their houses at a higher price on the promise that there will be a new station, in comparison to what would have been without the station."

Project management and governance consultee

5.6 Among consultees, there was overall confidence that key outcomes would be achieved in the future. For example, one partner consultee reflecting across all three interventions stated there is *"no reason to doubt they will deliver the outcomes"*.

5.7 However, risks were identified too, and these will need to be monitored and managed. These were broadly consistent across the three interventions and included:

- ensuring Section 106 funding is secured as expected from developers, with links to wider pressures associated with housing markets

"There is a financial dimension… you should see local contributions through projects but there is a slight challenge and uncertainty as any development and progression is dependent on that funding. This applies to any programme dependent on developer contributions."

Partner consultee

- inflation rates impacting on project costs
- ongoing political and wider stakeholder challenge (e.g., for Cambridge Eastern Access, the acceptability of reducing vehicular capacity on the route to implement the active travel infrastructure)
- long-term water supply barriers as mentioned previously (Waterbeach Station and Cambourne to Cambridge)
- ensuring the existing Waterbeach Station is closed without delays and as anticipated (Waterbeach Station only).

Evidence of emerging and future expected wider outcomes

5.8 In addition to these primary outcomes, consultees reflected on progress against four other wider outcomes associated with local economic development capacity and partnership working in Greater Cambridge:

- **Partnership working and stakeholder engagement**: across all three projects, consultees consistently identified **improved partnership working** as having been achieved. For example, the creation of a strategic partner board for Waterbeach Station to ensure the requirements of different parties are met was noted as a key partnership outcome and something which has demonstrated value and will inform future delivery of relevant transport interventions. More widely, one consultee commented on the effective structures of engagement across all three schemes:

"I think in terms of the convening around some of these programmes and projects which GCP has had to do, any organisation leading that would have to do that but we are actually in a much more better organised structure for engagement. Over the last couple of years we have developed a much more efficient engagement structure."

Partner consultee

- As mentioned throughout this evidence paper, GCP has also developed **enhanced processes and methods for stakeholder engagement**, including through public consultations and ad hoc engagements with key stakeholders as required.

- **Local economic development capacity and systems**: linked to the above, consultees across the three schemes noted improved partnership working and collaboration, stakeholder engagement and project management and delivery processes as key ways in which the schemes have enhanced local economic development capacity and systems. They expected these benefits to continue.

  One example of how systems have been improved (with knock on benefits for capacity) comes from Cambourne to Cambridge. According to one consultee, at the beginning of the scheme's development early short reports were submitted to the Joint Assembly and Executive Board. On reflection, the consultee suggested the number of 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 has subsequently informed intervention approval systems for other GCP schemes, including Cambridge Eastern Access and Waterbeach Station.

- **Local economic development understanding, insight and evidence**: some consultees highlighted examples of improved economic development understanding, insight and evidence, although others stated they would expect this to be achieved in future. One Cambridge Eastern Access consultee highlighted the wider value of the work done to inform the evidence base for the scheme. This has focused on different land uses in areas surrounding the scheme, providing additional local market insights.

- **Local strategic prioritisation and decision-making**: at this stage there was less evidence provided against this outcome. That said, one consultee for Cambourne to Cambridge reported that the scheme has *"existed through some of the challenges on this";* the outcome was learning in relation to the streamlining of processes. In addition, and potentially reflecting the previous point, one consultee from Cambridge Eastern Access reported that processes around prioritisation and decision-making have become *"slicker"* as a result of ongoing learning from delivery.

5.9 Finally, consultees were asked if there were any other outcomes emerging or expected as a result of the interventions. Two key themes emerged:

- **Environmental benefits**: Cambourne to Cambridge has a 10% biodiversity net gain commitment associated with its delivery, with similar ambitions for Cambridge Eastern Access on Newmarket Road and a commitment to achieve 20% across the programme.

- **Social benefits:** These include increased accessibility and inclusivity of Waterbeach Station and Newmarket Road infrastructure, increased affordable homes (as mentioned), healthy living outcomes associated with active travel, increased affordable public transport, as well as wider benefits associated with community cohesion and reduced separation between areas of Greater Cambridge.

6. Conclusions

6.1 This section sets out the conclusions of the progress plus evaluation of the transport interventions to inform the overall evaluation of the GCP City Deal at the second Gateway Review stage. The conclusions are structured around three key questions consistent across all impact and progress plus evaluations.

Is there evidence of positive economic outcomes at this stage, that would not have occurred without the intervention?

6.2 The three transport interventions (Cambridge Eastern Access, Cambourne to Cambridge and Waterbeach Station) are ongoing, with much activity at an early point. Construction has not commenced for any of the schemes. Given this stage of delivery and the long term and complex 'routes to impact' associated with the three interventions, it is too early to draw conclusions on any economic outcomes.

6.3 Therefore, the evaluation has considered the evidence on emerging and future outcomes expected based on feedback from consultations. This covered two groups of outcomes: key logic model outcomes, and wider outcomes of the interventions in relation to local economic development capacity and partnership working in Greater Cambridge. Evidence of progress against theses outcomes is limited at this stage. However, consultees were confident that interventions will deliver against the outcomes set out in intervention logic models.

6.4 In terms of key achievements to date, the evidence suggests that the interventions are leading to enhanced understanding of transport planning conditions, challenges, and opportunities in Greater Cambridge, and supporting improved scheme development, appraisal, implementation, and monitoring. Evidence generated by the schemes is also being used to inform ongoing delivery of both each other and other interventions being delivered by GCP to address the challenges across Greater Cambridge's transport network.

6.5 Some intervention-specific outcomes appear to be emerging. For example, the expected delivery of Waterbeach Station is increasing the attractiveness of the Waterbeach New Town development (and reference to it is being included in promotional materials). Another outcome relates to funding secured and/or leveraged. Several consultees highlighted discussions and agreements to secure Section 106 commitments for the Waterbeach Station and Cambourne to Cambridge interventions.

6.6 At this stage, the evaluation has focused on activity additionality as it is too early to assess outcome additionality. Consultation feedback indicated that GCP and City Deal resource have been critical to the delivery of project activities to date, and that the projects would not have progressed without the funding secured. Alternatives could have been considered for some aspects, e.g., Council funding or Section 106 and developer contributions. However, these sources are unlikely to have been sufficient in scale. Overall, as outlined in Section 4, dedicated

public funding, as well as support provided by GCP, has been critical to ensuring the projects' progress.

Is it reasonable to expect that positive economic outcomes will be realised in the future, that would not have occurred without the intervention?

6.7 The three transport interventions (Cambridge Eastern Access, Cambourne to Cambridge and Waterbeach Station) are expected to lead to three main groups of impacts in future: transport specific outcomes associated with reduced congestion and modal shifts towards active travel and public transport use, and in turn (and emerging from these transport outcomes), broader economic outcomes and social outcomes.

6.8 While the three interventions are ongoing, overall, in line with the strategic rationale for the schemes, confidence is high amongst consultees that the interventions will deliver long-term positive effects on transport conditions, including reduced congestion and modal shift. In turn, this has the potential to translate into broader economic outcomes related to improved productivity (e.g. via travel time savings), and social outcomes related to improved public health (e.g., via increased use of sustainable and active travel).

6.9 Furthermore, these are significant schemes in terms of unlocking key housing developments in particular. Waterbeach Station is set to unlock 11,000 dwellings, Cambourne to Cambridge 5,850 (across Cambourne West and Bourn Airfield), and Cambridge Eastern Access Phase 2 is anticipated to support housing developments of 10-12,000 homes in Cambridge East. Therefore, whilst challenging, they are all broadly on track in terms of progress and if implemented fully do have significant potential to generate economic benefits as part of the broader suite of interventions.

6.10 Evidence on the counterfactual position in relation to outcomes (i.e. whether outcomes would have occurred without the intervention) is not known at this stage. The three schemes would not be proceeding without support from the City Deal – but there are other transport schemes being delivered in parallel.

Is further evaluation evidence required in the future to provide a credible assessment of the overall contribution of the intervention to economic outcomes, and if so when should this be delivered?

6.11 Assuming continued delivery and in line with GCP plans for evaluation activity, it is recommended that an impact evaluation should be delivered within 5-7 years post Gateway Review #2.

6.12 Any future evaluation should include primary research with users (e.g., members of the public, businesses benefiting indirectly from interventions), as well as follow-up research with project management and governance representatives, delivery partners, and engagement with a wider range of external stakeholders. This should complement analysis of

relevant secondary and monitoring data. In addition, ensuring baseline data is in place so that before/after analysis for each of the schemes is possible will be key, both in terms of secondary data and potentially primary evidence.