

# Independent Evaluation of Local Growth Interventions: Greater Cambridge Partnership

Overview Report

November 2019

**SQW**



# Executive Summary

## Introduction

1. Agreed in 2014, the Greater Cambridge City Deal included a long-term Investment Fund worth up to £500m of government funding over 15-20 years. In common with similar mechanisms in other parts of the UK, the approach enabled funds to be allocated to locally appraised projects, thereby providing localities with greater control over directing priority investment decisions. The projects were to be appraised in line with assurance processes agreed with central government.
2. In addition, as part of the agreement, the Investment Funds were to be subject to five-yearly Gateway Reviews in order to release subsequent tranches of funding. A National Evaluation Panel, led by SQW, was commissioned to provide evaluation inputs to the first Gateway Reviews. This report sets out the findings of the evaluation of the Greater Cambridge Partnership's (GCP) Investment Fund. Annex A sets out how this report (and supporting evidence papers) addresses the evaluation criteria to be used by the UK Government in the Gateway Review. It is understood that the UK Government will work with the GCP to ensure that the remaining criteria are addressed throughout the Gateway Review process.
3. The GCP is a partnership between the civic, academic and business communities in Greater Cambridge. Its decision-making Executive Board includes representatives from the three local authorities (Cambridgeshire County Council, Cambridge City Council and South Cambridgeshire District Council), the private sector and the University of Cambridge.

## Context

4. Greater Cambridge has been a highly successful economy in recent decades and has expanded rapidly in terms of numbers of jobs and residents, putting increasing strain on the city's transport infrastructure. Further economic growth was expected in a number of centres in Cambridge itself, such as the Addenbrookes Biomedical Campus and the University's West Cambridge site, and to the south of the city where several science and business parks are located. There are also significant housing growth sites to the west and north of Cambridge.
5. The Investment Fund focuses on responding to Greater Cambridge's infrastructure deficit and the barriers to realising future growth posed by increasing congestion and unreliable public transport. The Fund also responds to the need to better connect housing growth points with employment growth points. The wider Greater Cambridge City Deal also includes interventions around housing and skills. Some of these issues had previously been recognised as critical for Greater Cambridge to realise its economic potential, with previous work led by Cambridgeshire Horizons until it was dissolved in 2011.
6. Twelve interventions of the Investment Fund were in the core scope of the evaluation. These were the first interventions identified by the Investment Fund and linked to delivering the infrastructure elements of the local plans for Cambridge City and South Cambridgeshire. The 12 comprised seven cycling schemes (five were cross city cycling schemes designed to improve existing cycling infrastructure and two were new cycle paths), four transport

corridor and bus improvement schemes, and a city centre access programme. Cutting across all of these schemes was an intent to encourage people out of their cars and onto other modes of transport, including walking, cycling and buses. This is to be delivered through improved infrastructure, park and ride facilities, and better integration of transport.

## Evidence of intervention progress

7. At the time of this evaluation, six of the seven cycling schemes have been completed, which is what was anticipated by this point. These have delivered the infrastructure that was originally anticipated, such as junction improvements, and segregated and widened cycleways, and in some cases done so above and beyond original plans. The other cycling scheme and the remaining five interventions were all ongoing. Across the Investment Fund schemes, there have been delays to progress, in particular due to extended consultation processes. Nevertheless, at the time of the evaluation all schemes remained on course to deliver against their original objectives.
8. By the end of June 2019, when the latest monitoring data was collected for the evaluation, Investment Fund expenditure on the 12 schemes within the core scope was 67% of what was anticipated (£30.5m versus £45.3m). By the end of 2019/20 it was expected that total expenditure across the 12 interventions would reach £48.4m (77% of what will then be £63m of anticipated expenditure on the 12 interventions). Outside of the 12 schemes forming the core of the evaluation, there has also been spend on: programme management, development of projects, evidence and engagement; and interventions that have more recently started. As well as further transport schemes, these also cover some activities on skills, energy and housing. Combining all activities under the Investment Fund, the total expenditure by the end of 2019/20 (the first Gateway Review period) was expected to be £75m (15% of the total £500m Investment Fund pot).
9. Extended consultation processes have been required on most of the schemes within the core scope of the evaluation. This has been required to respond to issues and concerns raised by communities, and to ensure that individual scheme designs are fit-for-purpose. Arguably, the delays have been a positive aspect, because in some cases they have resulted in redesign that should improve the effectiveness (one scheme has been expanded significantly in scale), and also helped to ensure better buy-in from communities. This has been a key part of realising positive engagement and profile with the public. There have also been other causes of delays such as site access, contractor issues, and a hiatus in delivery due to the establishment of the Cambridgeshire and Peterborough Combined Authority, which has a transport remit.
10. In summary on progress therefore:
  - those schemes that should have completed by this point have done so – though a little later than planned to take account of resident concerns and cyclists' needs
  - given delays to on-going schemes, overall spend is behind what was intended by this point, though was expected to start to catch up
  - anticipated lifetime spend on interventions has increased, because of redesign
  - overall, schemes were expected to deliver in line with their original objectives.

## Evidence of intervention impact

11. One impact evaluation was undertaken, which was based on three cross-city cycling schemes. This reflected that only three cycling schemes had been completed by the point of the evaluation and were in a position to be evaluated. As a result, only certain outcomes, associated with cycling uptake, modal shift to cycling, and perceptions of safety, could be assessed. These ought, in line with the underlying logic of the schemes, to contribute to overarching objectives relating to congestion and efficiency in the transport system, and ultimately to economic growth – but such links could not be formally tested given the indirect nature of them and the links with other interventions that were yet to be delivered.
12. The impact evaluation was based on three cross-city cycling schemes, using an approach that considered how aspects and outcomes associated with cycling had changed from ‘before’ to ‘after’ route improvements were made. Data were collected using counts and surveys of cyclists on routes subject to intervention, and this was analysed alongside contextual data on cycling trends, and qualitative feedback (e.g. from schools, businesses and nearby site representatives). It is important to bear in mind caveats relating to the approach, e.g. absence of a formal counterfactual, the short time since scheme completion, and other factors that may affect cycling uptake such as holidays and the weather (although the two waves of the surveys were both undertaken in June-July in 2018 and 2019 in order to seek to mitigate this risk as far as practical).
13. Drawing together the different strands of evidence, the assessment found that the schemes were starting to have an effect on these intended outcomes. The key evidence underpinning this judgement was as follows:
  - Activities have been delivered as planned, and the mechanisms through which cycling was expected to be encouraged have been evidenced, e.g. improvements in the quality of routes and the improved space for cyclists.
  - Uptake of cycling had increased overall, and markedly on two of the three routes. Uptake has slightly declined on the third, which may have been due to the short time since completion and snagging works that were still taking place on this route.
  - Self-reported feedback indicated a high awareness of the route improvements. There were behaviour changes amongst some of those noticing improvements, e.g. cycling more frequently or further, and modal shifts from using the car, which equated to reducing the numbers of car trips. Qualitative feedback supported this – including for work and to get to school – though such feedback also pointed to other factors contributing to this such as parking rules.
  - There were improvements in the perceptions of safety on the routes, and a decline in the proportion of respondents reporting to have been involved in or seeing collisions or near misses.

## Evidence of effects on capacity development and partnership working

14. Capacity building and partnership working was viewed as having improved since 2014 when the City Deal and the Investment Fund were announced. There was a mixed start: initial communications were too specific on controversial issues; and consultation at the outset was inappropriate as it focussed too much on the technical details of schemes before establishing and getting buy-in to the reasons for interventions. This was acknowledged by stakeholders consulted for the evaluation, and these areas have significantly improved. Indeed, the evidence highlighted a number of areas of progress as follows:
- Engagement with the wider public, private, and voluntary and community sectors has improved.
  - The role of evidence, and the quality of evidence used to inform decision-making has grown substantially.
  - Management and governance structures were acknowledged as being sound.
  - Partnership working across the three local authorities, each led by different political parties, and with the business sector and University of Cambridge was strong. There were some important tests ahead in relation to contentious decisions at the time of the evaluation, but there was a clear shared vision amongst these key parties.
  - The legitimacy and confidence gained by the Greater Cambridge Partnership was thought to be having an effect on prospects for the area: the GCP was seen as having a shared vision, a credible plan and the funding required to deliver on its intents.
15. It is difficult to isolate the impacts of the Investment Fund versus the wider City Deal in this respect, but three points were noteworthy:
- The size and longevity of the pot of funding has helped get partners to the table and keep them there.
  - The funding has been important in providing resource for extensive engagement and for developing the evidence base, which have been key to getting buy-in to objectives and interventions.
  - Having a dedicated team has been essential, and it is difficult to see that this would have been created without the Fund.

# 1. Introduction

## Investment Funds and the Gateway Review process

- 1.1 A series of City, Growth and Devolution Deals have empowered local partners across the UK to design and deliver programmes to develop their local economies. This encourages partners within functional economic areas to work more closely together and to develop new governance arrangements.
- 1.2 As part of this approach to local economic growth, city regions and counties across the UK (referred to as 'localities'), including Greater Cambridge, were awarded long-term Investment Funds. Spend of these funds is allocated to locally appraised projects, providing localities with greater control over directing priority investment decisions. These projects are appraised in line with assurance processes agreed with central government.
- 1.3 Key features of the approach agreed between UK Government and localities include:
  - a long-term funding commitment, with agreed overall (maximum) envelope: in the case of Greater Cambridge this is a 15 to 20-year commitment to an Investment Fund with a value of £500m as part of the wider City Deal
  - the first five years funding confirmed, paid in annual instalments
  - a Gateway Review after the first five years, and then every five years subsequently (for the Greater Cambridge Partnership, with the Investment Fund becoming operational in 2015/16, this was to involve a Gateway Review by March 2020)
  - the understanding that future funding beyond the first five years will be subject to the outcome of Gateway Reviews and Ministerial decision-making
  - agreement that the Gateway Review is informed by a review of the progress, benefits and impact of investments, undertaken by an independent National Evaluation Panel (in November 2016, an SQW-led consortium<sup>1</sup> was appointed to deliver the work of the National Evaluation Panel).

## The National Evaluation Panel

- 1.4 The purpose of the National Evaluation Panel is to evaluate the impact of the locally-appraised interventions on economic growth in each locality to inform the Gateway Review and Ministerial decision-making on future funding. This is specifically focussed on the Investment Fund, not the full 'Deal' awarded in each locality.
- 1.5 The focus is on the impact of activities supported by the Investment Fund, or the progress in delivery where it is too early for impact to be established. The work of the National Evaluation

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<sup>1</sup> The consortium includes Cambridge Econometrics, Savills, Steer, and an Academic Group (Prof Martin Boddy, University of West of England; Prof Ron Martin, University of Cambridge; Prof Philip McCann, University of Sheffield; Prof Peter Tyler, University of Cambridge; and Prof Cecilia Wong, University of Manchester).

Panel does not cover the processes of decision-making and delivery mechanism, nor advising on what projects should be supported.

- 1.6 The work of the National Evaluation Panel to inform the first Gateway Review has involved:
- the development of evaluation frameworks – a National Framework and in turn Locality Frameworks that were endorsed formally by localities and the Cities and Local Growth Unit (CLGU) on behalf of the Government
  - the agreement of evaluation plans for each locality, and subsequent delivery of the agreed evaluation research by the consortium, informed by monitoring data collected by the localities
  - evaluation reports on impact and progress of the Investment Funds.
- 1.7 The National Evaluation Framework was approved by the Steering Group<sup>2</sup> of the National Evaluation Panel in August 2017. It established three principal strands of work:
- **Impact Evaluation:** assessing the extent to which interventions supported by the Investment Funds have generated economic outcomes and impacts for their locality
  - **Progress Evaluation:** where it is too early to evidence outcomes and impacts, even at an interim stage, an assessment of the progress that interventions have made in their delivery, for example, against anticipated expenditure, delivery milestones, and in generating outputs
  - **Capacity Development and Partnership Evaluation:** to provide qualitative evidence on the effects of the Investment Funds on local capacity development and partnership working.

## This report

- 1.8 This is the Final Report for the evaluation of the infrastructure Investment Fund, to inform the first Gateway Review. It is the third and final output from the evaluation, following a Baseline Report that was approved in February 2019, and a One Year Out Report that was approved in March 2019<sup>3</sup>. This Final Report draws on, and is accompanied by, three Evidence Papers, which provide more detailed findings from the evaluation. These Papers are:
- a Progress Evaluation Evidence Paper, which sets out the findings on progress of the Investment Fund against intended spend, activity and output profiles
  - an Impact Evaluation Evidence paper, which presents findings on the early effects of investments in three cross city cycling schemes

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<sup>2</sup> The Steering Group comprises representatives from the 11 participating Localities: Glasgow City Region; Greater Cambridge Greater Manchester; Leeds City Region; Liverpool City Region; Tees Valley; Cambridgeshire and Peterborough; Cardiff Capital Region; Sheffield City Region; West Midlands; West of England,

<sup>3</sup> The two reports were published so close together as a result of the need to check the accuracy of monitoring data, which contributed to delays in sign off – notably for the baseline report.



- a Capacity Building and Partnership Evaluation Evidence Paper, which provides evidence on how the Investment Fund has contributed to local economic development capacity and partnership working.
- 1.9 A draft version of this report was reviewed and commented on by the Greater Cambridge Partnership and the National Evaluation Panel's Academic Group.
- 1.10 The rest of this report is structured as follows:
- Section 2: Policy and economic context
  - Section 3: Overview of the Investment Fund (and the focus of this evaluation)
  - Section 4: Assessment of progress
  - Section 5: Assessment of economic impacts
  - Section 6: Wider contribution of the Investment Fund.
- 1.11 Three supporting annexes are provided:
- Annex A: Mapping and commentary on the Gateway Review indicators that are covered by the Final Report of the evaluation and its accompanying Evidence Papers
  - Annex B: Peer Review comments from the Panel's Academic Group, and responses to these
  - Annex C: Economic forecasts and out-turns.

## 2. Policy and economic context

### The Greater Cambridge City Deal and wider economic and policy context

#### **Economic context**

- 2.1 Cambridge has been a highly successful economy in recent decades (see charts later in this section) and has expanded rapidly in terms of jobs and residents, putting increasing strain on the city's transport infrastructure. This growth was expected to continue in the future, with forecasts that the city's population will increase by 30% by 2031<sup>4</sup>. Without intervention it was expected that this would lead to traffic during the morning peak to increase by over 30% in the City and almost 40% in South Cambridgeshire, with time spent in congestion more than doubling as a result<sup>5</sup>.
- 2.2 Economic growth was expected in a number of new/growing centres in Cambridge itself, such as the Addenbrookes Biomedical Campus and the University's West Cambridge site, and to the south of the city where a number of science and business parks are located, such as Granta Park, the Babraham Research Campus and the Wellcome Genome Campus. The economic context is particularly shaped by Cambridge's success as a science and technology cluster internationally, for example in areas such as life sciences and information technology. It is important to note that its indigenous firms, as well as incoming investors, may often be considering Cambridge as a choice of location against international competitors (rather than against other options elsewhere in the UK), and so a range of factors will inform such decisions, including the quality of the place for firms' workers and would-be recruits.

#### **Investment Fund and City Deal**

- 2.3 The Investment Fund covered by the evaluation of Local Growth Interventions forms a key part of the Greater Cambridge City Deal. The City Deal was approved in June 2014 and represented an agreement between the UK Government and Greater Cambridge (represented by the three local authorities that serve the area, the University of Cambridge and local business as initially represented by the Greater Cambridge and Greater Peterborough Enterprise Partnership). Over its lifetime (15 to 20 years from 2015/16) – by investing £1bn of national and local public sector funding in housing, transport infrastructure and skills – it was estimated that the Greater Cambridge City Deal would<sup>6</sup>:
- create an infrastructure Investment Fund with an innovative Gain Share mechanism<sup>7</sup> worth a total of £500m, with an initial £100m over the first five years and then a further £400m over the next 10-15 years (the Investment Fund is the principal focus of this report)

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<sup>4</sup> Cambridge City Council (2018), *Cambridge Local Plan*; South Cambridgeshire District Council (2018), *South Cambridgeshire Local Plan*

<sup>5</sup> Cambridge City Council (2019), *Making Space for People*, Consultation document

<sup>6</sup> *Greater Cambridge City Deal*

<sup>7</sup> This was the mechanism agreed in the City Deal whereby Greater Cambridge is rewarded for prioritising, and investing in, projects that deliver the greatest economic impact over a long-term 15-20 year period.

- support an additional overall increase of around 44,000 jobs in the City Region (including the delivery of 420 new Apprenticeships to young people)
- accelerate the delivery of around 33,500 planned homes, and enable the delivery of 1,000 extra new homes on rural exception sites
- enable an estimated £4bn of private sector investment in the Greater Cambridge area
- create a governance arrangement for joint decision making between the councils.

2.4 The City Deal and the Fund are based on a partnership between the three local authorities; Cambridgeshire County Council, and two of the district authorities within it, namely Cambridge City Council and South Cambridgeshire District Council. The districts of Cambridge and South Cambridgeshire map onto the functional economic area referred to in this the report as Greater Cambridge encompassing the whole city and its commuter hinterland. The Greater Cambridge Partnership (GCP) was established by the authorities to deliver the City Deal and Investment Fund.

2.5 The Investment Fund, which is the subject of this evaluation, focuses primarily (though not exclusively) on a part of the City Deal (not the whole) that seeks to enhance transport infrastructure through a suite of interventions designed to address blockages to growth resulting from congestion. As is described in more detail in section 3, the initial package of interventions comprised a mix of schemes that were intended to encourage people out of their cars and onto other modes of transport, including cycling, buses (including through dedicated bus routes and enhanced Park & Ride facilities) and walking. This represents a long-term package of complementary interventions, with the full impacts expected over the medium-to-long-term.

2.6 It is important to note that the Investment Fund should not be seen in isolation from the wider City Deal. Whilst it is possible to consider, in evaluation terms, the individual and group of interventions supported by the Investment Fund (as is reported in subsequent sections), when considering the wider benefits of the Fund (e.g. through partnership working, reported in section 5) its role should be viewed as part of the wider City Deal.

### ***Cambridgeshire's growth agenda before the City Deal***

2.7 In 2004, Cambridgeshire Horizons (a company limited by guarantee) was formed to manage the delivery of the growth strategy for Cambridgeshire. Its budget was provided primarily by central government, the East of England Development Agency (EEDA) and the local authorities. It was closed in September 2011 as a result of withdrawal of government funding and the closure of EEDA, but in its time it delivered a number of successes included securing £100m from Government for various infrastructure and related projects to support sustainable growth, including forward funding for the link road from the M11 to Addenbrooke's, which enabled development of land for housing and employment on the southern edge of Cambridge. Working particularly closely with Cambridgeshire County Council, Cambridgeshire Horizons also helped secure funding for the guided busway and a £1.5bn upgrade of the A14 between Cambridge and the A1 at Huntingdon. Following the closure of Horizons, the impetus for strategic thinking was maintained temporarily by Cambridge Past Present and Future (previously Cambridge Preservation Society), which led a

visioning exercise on various strategic development issues (e.g. transport, planning and the city centre). Subsequently, Cambridge Ahead was established in late 2013 as a business and academic member group dedicated to the successful growth of Cambridge and its region in the long term.

### **Wider policy agendas**

- 2.8 At the time that the City Deal and Investment Fund were agreed with government, jointly prepared, but separate, local plans existed for South Cambridgeshire and Cambridge City. These plans identified housing growth in a number of places on the fringes and outside of the city of Cambridge, including Cambourne and Bourn Airfield to the west, and Northstowe and Waterbeach to the north. They also identified the new and growing employment areas in Cambridge, most notably the University of Cambridge's West Cambridge site and the Biomedical Campus towards the south of the city. Other growing employment areas in the Greater Cambridge area were to the south of the city in the science and business parks in the South Cambridgeshire district. In spatial terms, therefore, housing growth was expected to be focussed to the north and west of Cambridge, whilst employment growth was, to a large extent, expected to be focussed towards the south of the city. This created some challenges in ensuring that Greater Cambridge had the infrastructure required to link the different growth points, whilst also recognising that in-commuters to the area also come from a broader area.
- 2.9 A second key policy agenda that was important in contextual terms at the time that the City Deal, and Investment Fund, was agreed was the establishment of a Combined Authority. In summer 2014, when the City Deal was agreed, the arrangements for the Combined Authority were to be determined. Ultimately, the Cambridgeshire and Peterborough Combined Authority (CPCA) was established in 2017, covering a broader geographical area, including the two districts making up Greater Cambridge<sup>8</sup>. The LEP was subsumed within the Combined Authority. Key aspects of the devolution deal for the Combined Authority included responsibility for a devolved transport budget, control of a separate long-term Investment Fund (under similar terms to the GCP's infrastructure Investment Fund), and a devolved budget for adult skills. GCP and its City Deal and infrastructure Investment Fund, remained in place with no changes to their associated terms. Though, the additional layer of the Combined Authority added complexity to governance in the area. Section 5 discusses issues associated with alignment with the Combined Authority.
- 2.10 Wider transport-related interventions/agendas are also important to note, namely:
- the £1.5bn scheme to improve the A14 between Huntingdon and Cambridge (a Highways England project), which was expected at the time of the agreement of the City Deal, and which began works in November 2016 with expected completion in 2020
  - the commencement of works for a new railway station, Cambridge North, near Cambridge Science Park at the time the City Deal was agreed – and which was completed in 2017 – and subsequently during the period covered by the evaluation the emerging policy priority for a new Cambridge South railway station (key to

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<sup>8</sup> The combined authority is made up of: Cambridge City Council, the Cambridgeshire and Peterborough Local Enterprise Partnership, Cambridgeshire County Council, East Cambridgeshire District Council, Fenland District Council, Huntingdonshire District Council, Peterborough City Council and South Cambridgeshire District Council.

developing the southern side of Cambridge around the Cambridge Biomedical Campus)

- the ongoing agenda for improved connectivity along the Oxford to Cambridge Arc, which has resulted in route options being developed for both road and rail links since the City Deal was agreed.

2.11 The wider policy agendas associated with housing and employment growth, and the diversity of other transport-related interventions, illustrate the range of influences on the outcomes that the infrastructure Investment Fund is seeking to achieve. This makes it challenging to isolate the specific effects on travel behaviours, congestion and economic growth of the Investment Fund itself.

## Economic forecasts and out-turns

### Approach

2.12 To provide context for the impact and progress evaluations, the National Evaluation Framework recommended that economic forecasting was used to identify how the economy in Greater Cambridge was expected to develop at the point that the Deal and Investment Fund was agreed in 2014 and comparing this to actual out-turns at the point of the final evaluation.

2.13 This involved the use of a projection, from the East of England Forecasting Model (EEFM), of employment and GVA by industry using the data available in 2014. This projection sought to be as consistent as possible with policy makers' expectations of the wider macro environment around the time that the Deal and Investment Fund was agreed, and excludes economic and policy contexts/circumstances, which were not known at the time (most obviously Brexit). The last year of actual local area historical data in the projection was for 2012<sup>9</sup>.

2.14 The projections have then been compared to the latest information available on actual out-turns, including data to 2018. Further details regarding the approach, technical considerations and limitations, and the detailed data from the initial projections and analysis of out-turns are set out in Annex C.

### Key findings

2.15 The headline projections and out-turn data for employment, Gross Value Added (GVA), and productivity are set out in Table 2-1. Charts showing the projections and actual data for these indicators for Greater Cambridge, East of England and the UK are provided in Annex C.

**Table 2-1: Comparison of projected and actual headline economic performance in Greater Cambridge**

	2014 projection	Actual out-turn
Change in employment 2012-18 (%)	2.0	3.7
Change in GVA 2012-18 (%)	3.3	2.7
Change in productivity 2012-18 (%)	1.3	-0.9

Source: Cambridge Econometrics and EEFM

<sup>9</sup> At the time that the 2014 run of the EEFM was undertaken no local area actual data was available for 2013 or 2014.

2.16 The following points are noted:

- Actual GVA growth in Greater Cambridge over 2012-18 has been slightly slower than was expected (2.7% p.a. vs 3.3% p.a.). This scale of underperformance was broadly in line with the underperformance in the East of England and the UK, which have grown at 2.5% p.a. and 2.1% p.a. respectively over the same period – see charts in Annex C.
- In sectoral terms, Construction grew almost twice as fast than was expected (7.6% p.a. over 2012-18 compared to a forecast of 3.9% p.a.). Distribution, and Finance and Business Services both grew at over 4% p.a. over the period, close to the projected rates. Information & Communications grew at 3.3% p.a., though 2.6 percentage points p.a. below forecast. Accommodation & Food Services, and Other Services also notably grew at lower-than-projected rates.
- Employment has grown faster than expected in Greater Cambridge, at 3.7% p.a. over 2012-18, compared to a forecast of 2.0% p.a. As illustrated in the charts in Annex C, this was faster than in the East of England and the UK more widely, which grew at 1.8% p.a. and 1.5% p.a. over the same period (and both slightly above projected rates).
- The main sectors driving the higher than expected employment growth were Manufacturing, Construction, Accommodation and Food Services, Government Services, and Other Services, which collectively account for just over 50% of total employment.
- Productivity growth was below expectations for Greater Cambridge, following the trends reported above of slightly lower GVA growth than was expected at a time of strong employment growth. Productivity in Greater Cambridge actually declined by 0.9% p.a. in 2012-18, compared to low growth in productivity in the East of England (0.7% p.a.) and the UK (0.6% p.a.). The trends of flattening productivity in Greater Cambridge, East of England and the UK go back to 2012 and previously – as shown in the charts in Annex C. Taking the actual trend back to 2008 in Greater Cambridge shows that the recent performance in productivity has largely aligned with the rest of the UK – i.e. low productivity growth.
- The sectors experiencing notable decline in productivity over 2012-18 were Accommodation & Food Services (6.1% p.a.), Manufacturing (3.5% p.a.) and Other Services (4.2% p.a.).

2.17 The economic context was that of a highly successful local economy, with further growth forecast, but one that was facing barriers to growth and productivity stagnation due to an infrastructure deficit. The actual recent growth in employment highlights the challenges for Greater Cambridge in terms of the need for more housing and better connectivity, thereby providing further evidence to support the overall objectives of the Investment Fund. The growth in employment is likely to mean higher levels of commuting and further pressure on the transport system. This could make the impact of the Investment Fund on overall congestion difficult to achieve, let alone observe. Indeed, constant levels of congestion (albeit within a more efficiently operating public transport system) could be a major achievement.

## 3. Overview of the Investment Fund

### Coverage of the Investment Fund

Scope of City Deal	
Maximum value of City Deal	£1 billion over 15-20 years from 2015/16
Maximum value of Investment Fund	£500m
Length of fund	15-20 years
Scope of Investment Fund evaluation	
Number of interventions in scope of the evaluation	12
Value of interventions in scope of the evaluation	£360.6m lifetime total Investment Fund £63.2m planned spend during Gateway review period (until March 2020)
Funding type	Mix of Revenue and Capital
National Evaluation Framework Thematic coverage	
Transport	Yes
People	Yes
Infrastructure	No
Enterprise & Innovation	No
Other	No

### Strategic overview of Fund approach and model

- 3.1 The Investment Fund is focussed on a suite of complementary transport interventions that aim to deliver substantial positive outcomes for Greater Cambridge in relation to both ease and sustainability of movement around the city. The economic success of Greater Cambridge is attracting more people to live and work in the area, and to commute to the area. This is creating both congestion and poor air quality which combine to create a brake on development and act as constraints to growth. Investment Funds are therefore being invested to provide residents and workers with improved means to travel into and around Greater Cambridge, by public transport or cycling, to prevent its growing pains from limiting Greater Cambridge's growth potential. The strategy includes enhanced 'green' transport routes into and through the city, improved public transport with dedicated bus routes which will provide the infrastructure in the longer term for a Cambridge Autonomous Metro, a third rail station to the south of the city, a focus on city centre solutions to reduce traffic in the historic core, and enhanced transport interchanges in and outside the city.
- 3.2 The Investment Fund is part of a wider suite of developments to support the ongoing growth of Greater Cambridge, with other initiatives including the development of new settlements, such as Northstowe, Cambourne West and Waterbeach around the city to alleviate the growth pressure on the city itself, spreading growth beyond the immediate area of Cambridge.

## Interventions in scope of the evaluation

- 3.3 The evaluation to inform the first Gateway Review is focussed on the first tranche of interventions that were formally approved, and where significant Fund expenditure was being incurred. In practice, to allow sufficient time for evidence on progress of delivery to emerge, this meant a focus on the first 12 interventions of the Investment Fund. These interventions comprised cycle routes, bus priority packages, major transport corridor projects and a city centre package. Some of these interventions were expected to be completed within the Gateway Review period whilst others were longer term and/or larger schemes whose delivery was planned over a 6-10 year period. It is important to note that a broader set of interventions have been supported by the Investment Fund<sup>10</sup> (as explained and reviewed in headline terms in the Progress Evaluation Evidence Paper), though this evaluation has focussed principally on the first set of 12 schemes, split into three groups.
- 3.4 The first group of interventions are **cycling improvement schemes**. Cambridge is synonymous with cycling and the city has many cycle routes. However, these are not fully connected, and some are narrow or no longer suited to the volume of traffic they attract. Schemes approved for funding included: five cross-city cycling improvements that would lead to greater connectivity and usage; a new cycling link between Shepreth and Meldreth to the south of Cambridge; and a new cycling route that was part of a much longer route across Cambridge and to the north known as the Chisholm Trail. This new cycling route was the longest route developed by the Investment Fund, with monies used for the city section which will line up with other routes and ultimately is planned to run from St Ives to the north west of Cambridge through the city, past its rail stations to Trumpington and Addenbrookes. The cycling interventions were mostly planned for completion within the Gateway Review period.
- 3.5 The second group of interventions focus on key **transport corridors** which connect major employment sites with existing or planned housing developments. Two of these (Histon Road and Milton Road) combine **bus priority routes** with improved cycle pathways. Two other schemes the A1307 corridor to the east of the city and improvements to the A428 transport corridor between Cambourne and Cambridge, include the creation of new dedicated bus routes and improvements to Park & Ride and cycling provision.
- 3.6 The final intervention is **city centre access**, a series of improvements that combines ‘quick win’ initiatives such as electric charging points in the city for taxis with longer-term initiatives to reduce traffic in the city centre.
- 3.7 A summary of the interventions is set out in Table 3-1. Two of the projects described have a significantly amended profile since the Baseline Report.
- Chisholm Trail was originally described as a two-phase project with the first phase, the northern section which connected Cambridge North station across the river, originally expected to be completed by this point. This is now being progressed as a single project: the first phase was delayed due to acquisition complexities and the liquidation of a key contractor; and the second phase connecting the river crossing with Cambridge station is being undertaken earlier than anticipated due to an

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<sup>10</sup> These include further transport investments, schemes to support travel behaviour changes (e.g. Smart Cambridge), and interventions on areas such as skills and housing.



opportunity arising to align the Chisholm Trail work with Network Rail track improvements.

- The A1307 was originally designed as a package of safety improvements (£40m), but after initial consultation in 2017 with the Local Liaison Forum and a subsequent public consultation in 2018 the scheme was significantly revised and expanded. It evolved into a £140m package of “quick win” safety measures and a new separate bus route which will become the route for the Cambridge Autonomous Metro (CAM) in the longer term.

**Table 3-1: Interventions covered by the evaluation to inform the first Gateway Review**

Intervention	Summary	Investment Fund allocation total (£m)	Completion date
<b>Cycling schemes</b>			
A10 Shepreth-Meldreth	Fills a gap for cycling provision in the area; part of the longer Cambridge-Royston cycle link.	0.55	2018
Links to East Cambridge & NCN11/Ditton Lane	Cross-city cycling improvements is a series of schemes, to upgrade, extend and improve sections of cycling routes at various ‘pinch points’ across the city.	1.13	2019
Arbury Road Corridor		2.64	2019
Links to Cambridge North Station & Science Park		1.73	2019
Hills Road & Addenbrooke’s Corridor		1.55	2019
Fulbourn & Cherry Hinton Eastern Access		1.89	2019
Chisholm Trail	A new route between Cambridge Station and the new Cambridge North Station, providing connections between science and business activity in the north, the commercial hub around Cambridge Station and the Biomedical Campus.	14.27	2022
<b>Transport corridor routes</b>			
A1307 corridor to include bus priority	Bus priority works at key congestion sites on the A1307, with separate cycle paths to provide safer and more reliable journeys. Also includes the development of a new park and ride facility at the M11 J11.	140.0	2024
Histon Road bus priority	Bus priority works along Histon Road and Milton Road from the A14 into Cambridge city with associated improvements in cycle paths.	7.00	End of 2020
Milton Road bus priority		23.04	Early 2021
A428 Cambourne to Cambridge corridor bus priority	Bus priority measures between the A428/A1303 junction and the junction of the M11, and along the whole of the Cambourne-Cambridge corridor.	157.24	2024

Intervention	Summary	Investment Fund allocation total (£m)	Completion date
<b>City centre access</b>			
City centre capacity improvements	'Quick win' actions in the short term, with longer term investments to explore the introduction of measures to ease city centre congestion.	9.64	2021

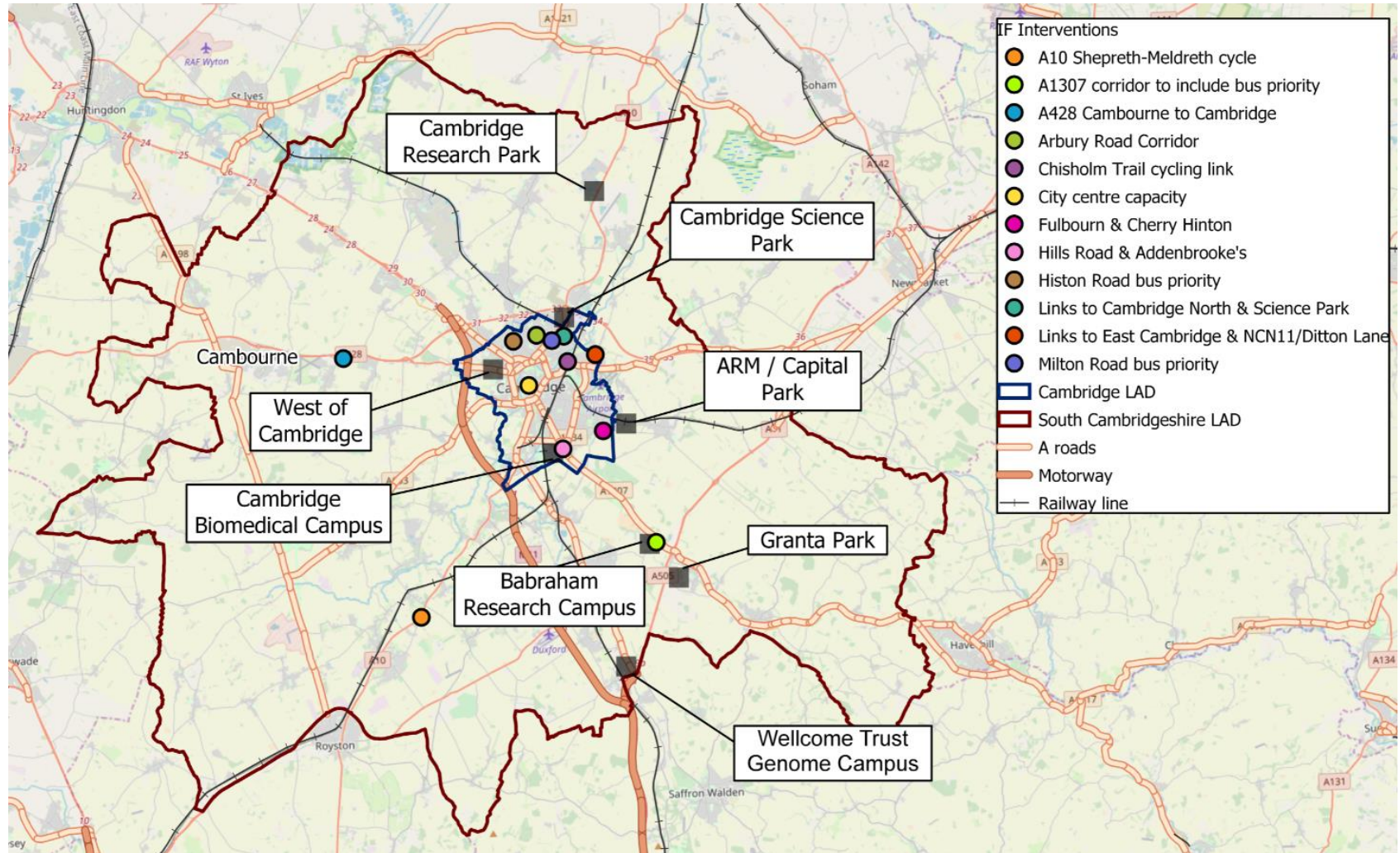
Source: GCP Monitoring Workbook, August 2019.

- 3.8 The spatial location of the interventions across Greater Cambridge is shown in Figure 3-1 along with some of the major employment sites in and around Cambridge. It shows that most of the cycling schemes are within the city except for the first one to be completed, which was an improved Shepreth-Meldreth cycling route in South Cambridgeshire. The two major transport corridors into the city are to the west (connecting Cambourne and further planned new developments to the city), and to the south east along the A1307 corridor which connects communities around Linton, Babraham and the Abingtons with major employment sites including Addenbrookes and the Cambridge Biomedical Campus. Other interventions and expenditure in the first Gateway period include a range of interventions in the city centre.
- 3.9 Since the development of the Evaluation Plan, further Investment Fund schemes have been approved and delivery started. These additional schemes over the lifetime of the Investment Fund currently amount to £60m. Of this, £20m has been allocated within the first Gateway period (between 2015/16 and 2019/20), with around one-half of this expected to be disbursed in the current financial year (2019/20). These include the West of Cambridge package (£6.3m expected spend to end of 2019/20); Greenways quick wins (£3.7m); Smart Cambridge (£2.2m); and Skills (£1.7m). In addition, there has been investment in programme management and early scheme development (£3.2m), and central programme coordination (£2.4m).
- 3.10 These investments have not been subject to the same degree of scrutiny as part of the full evaluation approach given their later start and, in most cases, early stages of activity. Nevertheless, they have been reported in the Progress Evaluation Evidence Paper and they have also been used to source case studies of activities that investigate partnership working and capacity building (e.g. on skills).

## Evaluation approach

- 3.11 The remit of the National Evaluation Panel is to provide evidence on the impact of the funds in delivering local growth outcomes. However, as noted in Section 1, in some cases it was considered too early to evidence impacts at this evaluation stage. In these cases, interventions have been subject to progress evaluation only. Across the 12 Greater Cambridge interventions that are the focus of the evaluation, it would have been too early to consider impacts for the major transport infrastructure investments, which have long lead and build times. Moreover, the suite of interventions were intended to be mutually reinforcing by providing a range of different options for people to travel into and around Greater Cambridge. This means that a better sense of overall impact will only be achieved when all the interventions are in place. Consequently, all 12 of the interventions covered by the evaluation are subject to progress evaluation.

Figure 3-1: Investment Fund interventions within Greater Cambridge



Source Produced by SQW 2019. Licence 100030994. Contains OS data © Crown copyright [and database right] [2019]

3.12 Therefore, the assessment of impacts was focussed on the early effects of the interventions that were quickest to deliver, namely the cross-city cycling schemes. The three schemes evaluated were specifically selected for impact assessment on the basis that the timing of their delivery was expected to facilitate a 'before and after' evaluation. The following interventions were subject to impact evaluation, and formed part of a single impact evaluation:

- Cross-city cycling improvements: Links to East Cambridge & NCN11/Ditton Lane
- Cross-city cycling improvements: Arbury Road Corridor
- Cross-city cycling improvements: Links to Cambridge North Station & Science Park.

3.13 For two of the major transport improvement schemes additional interviews were conducted to enhance the progress evaluation, looking in more detail at delivery issues and any early or anticipated effects. These were:

- A1307 Corridor including enhanced safety measures and improved cycle routes
- Milton Road bus priority and cycle path improvements.

## 4. Assessment of progress

- 4.1 This section presents the key evidence from the progress evaluation, the detailed findings of which are contained in the accompanying Progress Evaluation Evidence Paper.

### Overview of progress

- 4.2 The box and table below set out an overview of the evidence on progress to date, with the rest of the section providing evidence on expenditure and progress at intervention level.

#### Key summary messages

Significant progress has been made in the delivery of the Investment Fund interventions. Since the One Year Out report, when one of the 12 schemes had been completed, a further five have been completed and are now operational. Of the six ongoing interventions, significant progress has been made. All interventions remain on track to deliver against their original objectives.

By the end of June 2019, Investment Fund expenditure on the 12 schemes within scope of the evaluation was 67% of what was anticipated (£30.5m versus £45.3m). This lower-than-expected expenditure was, in large part, due to extended consultation periods that had resulted in delays up to this point. By the end of 2019/20 it was expected that total expenditure across the 12 interventions would reach £48.4m (77% of what will then be £63m of anticipated expenditure on the 12 interventions). Including spend on programme management, evidence and engagement, and on interventions that have more recently started, the total expenditure by the end of 2019/20 (the first Gateway Review period) was expected to be £75m (15% of the total £500m Investment Fund pot).

The six completed interventions have been able to overcome all of the delivery issues that were faced, and all of the intended outputs were achieved on these six schemes. The six include five cross-city cycling schemes that were subject to extensive consultation with local residents and stakeholders which led to delays in delivery but has meant that the schemes were enhanced to better meet resident requirements and/or cyclists' needs.

Learning from the additional consultation exercises undertaken on the cross-city cycling improvement schemes has been applied to the longer-term projects and was expected to lead to time savings for these projects. Resident and special interest groups were engaged much earlier in the process, opening up a constructive dialogue and presenting them with the problem that needs resolution rather than a proposed solution. This has led to an open dialogue on the development and design of these schemes and was expected to reduce the need for repeated consultation.

Expenditure on the 12 interventions in the core scope of the evaluation	
Anticipated expenditure by end-June 2019	£45.3m Investment Fund £45.3m total
Actual expenditure by end-June 2019	£30.5m Investment Fund £30.5m total
Investment Fund expenditure as % anticipated	67%
Status of 12 interventions in the core scope of the evaluation	
Interventions completed by end-June 2019	<ul style="list-style-type: none"> <li>• A10 Shepreth-Meldreth</li> <li>• Links to East Cambridge &amp; NCN11/Ditton Lane</li> <li>• Arbury Road Corridor</li> <li>• Links to Cambridge North Station &amp; Science Park</li> <li>• Hills Road &amp; Addenbrooke's Corridor</li> <li>• Fulbourn &amp; Cherry Hinton Eastern Access</li> </ul>
Interventions on-going at end-June 2019	<ul style="list-style-type: none"> <li>• Chisholm Trail Cycling Links</li> <li>• A1307 corridor</li> <li>• Histon Road bus priority and road improvements</li> <li>• Milton Road bus priority and road improvements</li> <li>• A428 Cambourne to Cambridge corridor</li> <li>• City centre capacity improvements</li> </ul>

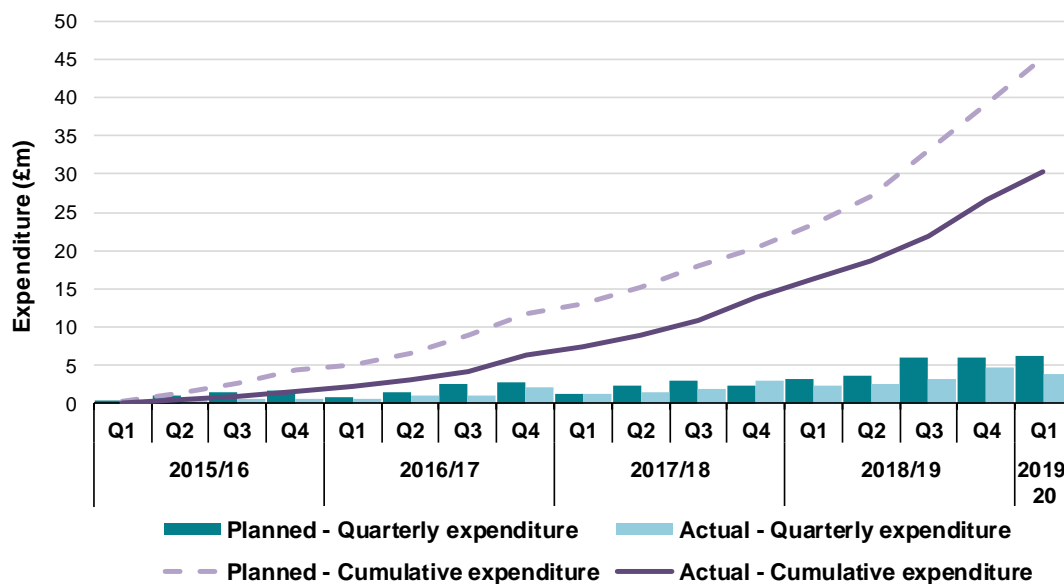
## Expenditure

- 4.3 The overall pattern of Investment Fund expenditure on the 12 interventions over the period covered by the evaluation (Quarter 1 2015/16 to Quarter 1 2019/20) is set out in Figure 4-1. In total, the GCP anticipated expenditure of £45.3m on these 12 interventions by the end of June 2019. Actual expenditure by the end of June 2019 was £30.5m. As the Figure shows, spend has been accelerating over the period. Over the last six months, the 12 interventions have collectively spent £8.5m and GCP's financial monitoring data suggest that planned expenditure between Q2 and Q4 2019/20 will be £18m.
- 4.4 Six schemes are now completed, and significant progress has been made on the remaining six schemes. The highest spending projects by Q1 2019/20 were the A428 Cambourne to Cambridge (£5.6m), the city centre capacity improvements (£4.5m) and the Chisholm Trail Cycling Links (£4.3m) – all of which are on-going interventions. Collectively, the five cross-city cycling schemes, which have now all completed, had spent £10m.
- 4.5 Behind these data is an important narrative on the development and progress of the interventions. First, all of the schemes have been subject to public consultation, and this has resulted in the interventions taking more time to deliver. For the cross-city cycling schemes the consultations resulted in some delays to the process and some modest cost increases, but it also ensured that the schemes were able to deliver both their transport objectives and environmental enhancements that were important to local residents.
- 4.6 Public consultation methods used in early phases (for example, for the A1307 project) have been changed so that they engage with both resident and special interest groups at a much earlier stage in the development of plans in order to take advantage of the high level of

resident interest and the expertise and energy of special interest groups. The new approach was felt to open a constructive dialogue from the start, allowing these groups to shape the inputs and thinking from an earlier stage, and establish certain principles for the development. Despite taking more time early in the process, resulting in slower early progress, it was expected to reap dividends later on by reducing the need for repeated consultation, and helping develop relationships with key groups to inform different developments across the city in the future. The consultation has also resulted in redefining interventions, resulting in modified and/or enhanced schemes than were initially planned.

- 4.7 A second element of the narrative across the different interventions is associated with phasing and sequencing to maximise progress. For example, the Chisholm Trail was originally phased in two parts but has since been combined with the first phase delayed, but the timing of the second phase has been brought forward to coincide with track improvements being undertaken by Network Rail. In addition, by using the same contractor on several schemes, where delays on one scheme have put works back, the teams have been deployed to different sites to make progress elsewhere.

**Figure 4-1: Anticipated and actual Investment Fund expenditure Quarter 1 2015/16 to Quarter 1 2019/20**



Source: GCP monitoring workbook (completed by GCP, 12<sup>th</sup> September, 2019)

- 4.8 The Evaluation Plan from the National Evaluation Panel was agreed on the basis of known investments at the time. Further expenditure has been made on programme management (including resource to inform the early development of interventions, evidence work and engagement) and a number of more recently-approved interventions which have all utilised Investment Funds within the first Gateway period up to 2019/20. The total value of these additional investments over the lifetime of the Investment Fund amount to £66m. Of this, £26m has been allocated within the first Gateway Review period (between 2015/16 and 2019/20), and up to the end of the financial year 2018/19 almost £15m had been spent on these schemes with the remaining £11m to be spent in the current financial year (2019/20).

- 4.9 Therefore, combining the 12 interventions within the core scope of this evaluation, the additional schemes incurring Investment Fund spend and programme management

(including evidence work, engagement and scheme development), the Greater Cambridge Partnership anticipated that the **overall actual Investment Fund spend over the course of the first Gateway Review period would be approximately £75m**. This breaks down as follows:

- £48.4m on the 12 interventions in the core scope
- £18.3m on other transport and operational interventions
- £8.0m on programme management, evidence and engagement (including spend on the early development of transport interventions).

4.10 The additional schemes have not been subject to in-depth assessment as part of the evaluation, but further data on additional expenditure from them (excluded from Figure 4-1), and a brief discussion of the main interventions, is included in the Progress Evaluation Evidence Paper.

## Out-turn of completed interventions

### Summary overview

4.11 By the end of June 2019, six of the interventions supported by the Investment Fund had been completed. These were:

- A10 Shepreth-Meldreth
- Links to East Cambridge & NCN11/Ditton Lane
- Arbury Road Corridor
- Links to Cambridge North Station & Science Park
- Hills Road & Addenbrooke's Corridor
- Fulbourn & Cherry Hinton Eastern Access.

4.12 A detailed assessment of each intervention against the five progress evaluation research questions is set out in the accompanying Progress Evaluation Evidence Paper. A summary of the evidence across these interventions is set out below.



<b>Number of interventions: Six</b>	
<b>Was expenditure on budget?</b>	
<b>Yes</b>	<b>No</b>
Three interventions	Three interventions
<ul style="list-style-type: none"> <li>Three interventions (the A10 Shepreth-Meldreth cycle link, Hills Road &amp; Addenbrooke's Corridor, and Fulbourn &amp; Cherry Hinton Eastern Access) have been completed with spend within 5% of what was originally planned.</li> <li>Of the three interventions where expenditure was not on budget (Links to East Cambridge &amp; NCN11/Ditton Lane, Arbury Road Corridor, and Links to Cambridge North Station &amp; Science Park), the overspend was due to extensive consultation with local residents and stakeholders. However, this has meant the overall delivery and quality will be of a higher standard than originally planned. On one of these schemes (Links to Cambridge North Station &amp; Science Park), close working with the contractor and effective deployment of personnel between different development sites led to some of the additional cost being recovered.</li> </ul>	
<b>Were agreed delivery milestones met?</b>	
<b>Yes</b>	<b>No</b>
One intervention	Five interventions
<ul style="list-style-type: none"> <li>One intervention, the A10 Shepreth-Meldreth cycle link, was completed on time with no significant issues experienced during the development and delivery of the project.</li> <li>The five cross-city cycling schemes have met delivery milestones that were intended by this first Gateway Review, but they did so behind the original schedule due to extensive consultation. This extensive consultation has ultimately enhanced the schemes, and so the delay has been helpful in terms of the quality, and expected effectiveness, of the schemes.</li> </ul>	
<b>Were anticipated outputs delivered as anticipated ...</b>	
<b>Yes</b>	<b>No</b>
Six interventions	No interventions
<ul style="list-style-type: none"> <li>The A10 Shepreth-Meldreth cycle link is fully operational as planned and expenditure on capital infrastructure up to Q4 2017/18 resulted in the same number of construction years of employment as was planned.</li> <li>Across all five cross-city cycling schemes, expenditure on capital infrastructure up to Q4 2018/19 has resulted in 126 construction years of employment. This was higher than what was originally anticipated (111 construction years of employment). In addition, all five schemes had become operational and were being used for a mix of purposes, including commuting and leisure.</li> </ul>	
<b>Were intermediate outcomes delivered as anticipated ...</b>	
<b>Yes</b>	<b>No</b>
Two interventions	No interventions
N/A for four interventions	
<ul style="list-style-type: none"> <li>For two of the cross-city cycling schemes, the findings of the Cycle Intercept Surveys described in the Impact Evaluation Evidence paper indicate early signs that point to increased cycling and modal shift that have reduced the number of car journeys. For the third cross-city cycling scheme subject to impact evaluation it is not possible to say definitively, which may be due to the early stage nature of the evaluation.</li> <li>For the remaining two cross-city cycling schemes and the A10 Shepreth-Meldreth cycle link it is not possible to say as the evaluation method did not include these schemes on the grounds that their respective timings would not allow the 'before' and 'after' impact evaluation approach to be applied.</li> </ul>	

Do interventions remain on course to deliver against their original objectives?	
Yes	No
Six interventions	No interventions
<ul style="list-style-type: none"> <li>The A10 Shepreth-Meldreth cycle link was completed on time, on budget and in line with the original plan. There has been reported satisfaction by residents.</li> <li>The five cross-city cycling schemes are now operational. The additional consultation work carried out has meant that the interventions are of a higher standard than originally planned. As mentioned above, findings from the Cycling Intercept Surveys indicate early signs of increased cycling and modal shift.</li> </ul>	

### Intervention level

4.13 The outputs generated by interventions, and any delivery issues encountered and how/if they were addressed is set out in Table 4-1. Further details are provided in the Progress Evaluation Evidence Paper. Data reported by the GCP was for two outputs; whether the cycle routes were fully operational, and the number of construction years of employment.

**Table 4-1: Interventions level outputs and delivery issues – completed interventions**

Intervention	Outputs generated	Delivery issues
A10 Shepreth-Meldreth cycle link	<ul style="list-style-type: none"> <li>Scheme is operational</li> <li>8 construction years of employment</li> </ul>	<ul style="list-style-type: none"> <li>No delivery issues encountered</li> </ul>
Links to East Cambridge & NCn11/Ditton Lane	<ul style="list-style-type: none"> <li>Scheme is operational</li> <li>19 construction years of employment</li> </ul>	<ul style="list-style-type: none"> <li>This scheme was delayed due to extensive consultation and implementation of resident requirements. In order to ensure the scheme met the expectations of local residents and land owners, additional design and landscape planning was carried out. This additional work has meant the overall delivery and quality was of a higher standard than originally planned and it has been well received by local communities.</li> </ul>
Arbury Road Corridor	<ul style="list-style-type: none"> <li>Scheme is operational</li> <li>32 construction years of employment</li> </ul>	<ul style="list-style-type: none"> <li>The delivery of this scheme was delayed due to extensive consultation. To ensure the scheme was delivered to an exemplar standard, after a short review, significant design amendments were applied, and an improved landscaping design was adopted. In addition to the changes, and to ensure local residents had an opportunity to engage in the altered scheme design, an extended stakeholder engagement exercise was carried out.</li> </ul>
Links to Cambridge North Station & Science Park	<ul style="list-style-type: none"> <li>Scheme is operational</li> <li>27 construction years of employment</li> </ul>	<ul style="list-style-type: none"> <li>The cost of this scheme increased due to extensive consultation, which has ultimately enhanced the scheme. In addition, close working with the contractor and effective deployment of personnel between different development sites led to some of the additional cost being recovered.</li> </ul>
Hills Road & Addenbrooke's Corridor	<ul style="list-style-type: none"> <li>Scheme is operational</li> </ul>	<ul style="list-style-type: none"> <li>This scheme ran behind its original schedule due to extensive consultation. Throughout the planning and pre-construction phase, an additional engagement process was carried out to ensure the scheme met with the expectations</li> </ul>

Intervention	Outputs generated	Delivery issues
	<ul style="list-style-type: none"> <li>22 construction years of employment</li> </ul>	of local residents. As a result of this engagement process, the design of the scheme was significantly improved, the traffic management plan has been slightly altered and additional investigative works have been carried out.
Fulbourn & Chery Hinton Eastern Access	<ul style="list-style-type: none"> <li>Scheme is operational</li> <li>26 construction years of employment</li> </ul>	<ul style="list-style-type: none"> <li>This scheme has run behind its original schedule due to extensive consultation. The scheme required additional design and landscaping, and extensive engagement with local residents was undertaken on specific details. This additional engagement changed the original profile of planned expenditure but has had minimal impact on the scheme delivery timetable.</li> </ul>

Source: SQW, based on monitoring data and consultations with intervention leads from the Greater Cambridge Partnership

## Discussion

- 4.14 In summary, these six interventions have been able to overcome the delivery issues faced, particularly around the need for additional consultation with local residents and stakeholders. **Whilst GCP had planned for consultation exercises from a technical standpoint, the GCP realised quickly that they were not going to get the community buy-in required from this approach. Therefore, what has taken longer than expected was a richer type of dialogue.** In addition, the additional consultation work has resulted in schemes that have better met resident requirements and/or enhanced provision for cyclists.
- 4.15 In addition, learning from the consultation exercises has been applied to the longer-term projects and has led to time savings for those projects. For example, resident and special interest groups are now engaged much earlier in the process, in effect to present them with the problem that needs resolution rather than a proposed solution. This has led to a constructive and open dialogue on the development and design of these schemes and reduced the need for repeated consultation.
- 4.16 It should be noted as well that for two schemes, Hills Road & Addenbrooke's Corridor and Fulbourn & Chery Hinton Eastern Access, delays in the timetable were absorbed without a significant impact on the overall spend of these projects.
- 4.17 Across the completed cycling projects, the GCP has delivered an improvement to the cycling infrastructure across the city, of good quality, and well aligned to the overall strategic intent of the strategy.

## Progress of on-going interventions

### Summary overview

- 4.18 By the end of June 2019, six of the interventions supported by the Investment Fund remained in delivery. These were:
- Chisholm Trail Cycling Links
  - A1307 corridor

- Histon Road bus priority and road improvements
- Milton Road bus priority and road improvements
- A428 Cambourne to Cambridge corridor
- City centre capacity improvements.

4.19 A detailed assessment of the progress made by each intervention against the five progress evaluation research questions is set out in the accompanying Progress Evaluation Evidence Paper.

<b>Number of interventions: Six</b>	
<b>Is expenditure on budget?</b>	
<b>Yes</b>	<b>No</b>
One intervention	Five interventions
<ul style="list-style-type: none"> <li>• The Chisholm Trail cycling links scheme had spent less than expected up to Q1 2019/20. Planning for this scheme and landowner negotiation took longer than anticipated but the two phases of the scheme have been combined resulting in a larger and more complex scheme with an increased budget.</li> <li>• The A1307 corridor scheme had spent less than expected up to Q1 2019/20. Due to a longer consultation process, which saw the project change scope and a significant increase in planned expenditure, spend has been lower than planned to date. Construction was ongoing to deliver a package of “quick win” safety measures which would see spend increase significantly.</li> <li>• The Histon Road and Milton Road bus priority and road improvements schemes had spent less than expected up to Q1 2019/20 due to delays caused by extensive options appraisal and public engagement. Whilst the overall budget has stayed the same, spend on both projects was expected to increase markedly as the projects entered the detailed design and construction phases in 2020.</li> <li>• The A428 Cambourne to Cambridge was within 5 - 10% of anticipated spend at this point. This scheme was initially due to be delivered in two phases, but, in order to deliver a higher quality and better integrated scheme, both phases of the scheme have been brought together.</li> <li>• The city centre capacity improvements scheme had spent less than expected up to Q1 2019/20. This was due to the level of engagement and the need for integrating this work with all of the GCP’s schemes.</li> </ul>	
<b>Have agreed delivery milestones been met?</b>	
<b>Yes</b>	<b>No</b>
Five interventions	One intervention
<ul style="list-style-type: none"> <li>• Agreed delivery milestones for the Chisholm Trail cycling links scheme have not been met but the project was expected to get back on track. The issues it faced have been overcome and construction has commenced. The project has picked up pace and was expected to be delivered with fairly minimal delay to the original timetable.</li> <li>• Based on the revised plan for the A1307 corridor scheme, agreed delivered milestones have been met. Following extensive consultation, it was agreed that this scheme would deliver a package of “quick win” safety measures and a high-quality mass transit route in the longer term. Construction on the “quick win” safety measures has commenced, and the bigger scheme is expected to be delivered by 2024.</li> <li>• The Histon Road and Milton Road bus priority and road improvements schemes have both met agreed delivery milestones. Both schemes have worked through early design acceptance issues and the impact of the additional engagement has resulted in far more extensive schemes which were expected to be of a higher quality.</li> <li>• The A428 Cambourne to Cambridge had met agreed delivery milestones. Significant design work had been completed and the business case was due to be finalised by December 2019.</li> </ul>	

<ul style="list-style-type: none"> <li>The city centre capacity improvements scheme was on target to meet its delivery milestones. The project team have been engaging extensively on various initiatives and this work has resulted in a range of strategically improvement deliverables to date and significant resident and business input into delivering a solution to support the better management and alleviation of congestion in the city centre.</li> </ul>	
<b>Have anticipated outputs been delivered as anticipated ...</b>	
<b>Yes</b>	<b>No</b>
No interventions	One intervention
N/A for five interventions	
<ul style="list-style-type: none"> <li>Not applicable to the A1307 corridor, Histon Road bus priority and road improvements, Milton Road bus priority and road improvements, A428 Cambourne to Cambridge and city centre capacity improvements at this stage – because it was too early to report on outputs.</li> <li>The original Phase 1 of the Chisholm Trail Cycling Links scheme was expected to be delivered by this point, but had been delayed. Phases 1 and 2 of the scheme have now been brought together as one single scheme. Expenditure on capital infrastructure up to Q4 2018/19 had resulted in 43 construction years of employment, which was fewer than the planned 98 construction years of employment up to this point.</li> </ul>	
<b>Have intermediate outcomes been delivered as anticipated ...</b>	
<b>Yes</b>	<b>No</b>
N/A	N/A
<ul style="list-style-type: none"> <li>Not applicable to the interventions at this stage, because it is too early to comment.</li> </ul>	
<b>Do interventions remain on course to deliver against their original objectives?</b>	
<b>Yes</b>	<b>No</b>
Six interventions	No interventions
<ul style="list-style-type: none"> <li>By combining the two phases of the Chisholm Trail cycling links scheme, and working closely with Network Rail, work had been brought forward and this scheme remained on track to deliver against its original objectives.</li> <li>The A1307 corridor scheme was originally going to be delivered in two phases but, following consultation work, these phases have been combined into an overall scheme, which meant the scheme was on track to deliver more than originally expected.</li> <li>The Histon Road and Milton Road bus priority and road improvement schemes were on course to deliver, resulting in significant passenger benefits, at the time of the evaluation.</li> <li>The integration of the two phases of the A428 Cambourne to Cambridge scheme and the options being developed were considered to better meet the GCP's objectives than initially anticipated.</li> <li>The city centre capacity improvements scheme was in its early days but was still on track to establish ways of dealing with congestion within Cambridge city centre.</li> </ul>	

### Intervention level

- 4.20 The outputs generated by interventions, and any delivery issues encountered and how/if they were addressed is set out in Table 4-2. Further details are provided in the Progress Evaluation Evidence Paper. Output data reported by the GCP so far covered the number of construction years of employment.

**Table 4-2: Interventions level outputs and delivery issues – on-going interventions**

Intervention	Outputs generated	Delivery issues
Chisholm Trail Cycling Links	43 construction years of employment	Planning for this scheme and landowner negotiation has taken longer than planned and the original contractor ceased trading, which caused further delays. However, these issues have been dealt with and construction has commenced. The project has picked up pace and was likely to be delivered with fairly minimal delay to the overall timetable once both of the original phases are combined. In addition, close working with Network Rail brought forward delivery of a further section of the Chisholm Trail scheme and this had been added to the original scope and was to be delivered during 2019.
A1307 corridor	N/A	The project got off to a slower start than anticipated while scope was agreed, and the Local Liaison Forum was consulted. A revised set of options was subject to consultation in early 2018, which indicated strong support for a package of “quick win” safety measures and a high-quality mass transit route in the longer term. A revised budget was approved, alignment with the CAM Metro was ensured, and the delivery issues were addressed.
Histon Road bus priority and road improvements	N/A	The project faced delays due to extensive options appraisal and public engagement, but the early design acceptance issues were worked through and the final preliminary designs were completed and approved in December 2018. The additional engagement resulted in an enhanced scheme and a shortened delivery path was agreed, meaning that delivery would be quicker and cheaper.
Milton Road bus priority and road improvements	N/A	The project faced delays due to extensive options appraisal and public engagement, but these early design acceptance issues have worked through and the final preliminary designs were completed and agreed in December 2018. The additional engagement resulted in an enhanced scheme and a decision about the timeframe for the delivery of this scheme was due to be made, noting the traffic implications of this scheme being near to the Histon Road scheme.
A428 Cambourne to Cambridge	N/A	No significant delivery issues have been faced on this scheme. In addition, once a final decision has been made on scheme route alignment, planning powers and land acquisition will be secured through a Transport and Works Act, which should make the process easier and smoother.
City centre capacity improvements	N/A	No significant delivery issues have been faced on this scheme. The project team have been engaging extensively with local residents and the business community, in order to ensure the core principles of capacity improvements were threaded through to all schemes that the GCP was delivering.

Source: SQW, based on monitoring data and consultations with intervention leads from Greater Cambridge Partnership

## Discussion

- 4.21 Overall, the **six ongoing interventions were making significant progress and were on track to deliver against their original objectives**. There were two significant factors that have affected progress. The first was the introduction of the Cambridgeshire and Peterborough Combined Authority, covering a broader geography which includes Greater

Cambridge. Some transport schemes were paused as CPCA plans were developed to ensure full alignment between Combined Authority priorities and the GCP's schemes.

- 4.22 Second, additional consultations were undertaken to provide further detailed insight into two selected major transport schemes, namely the A1307 corridor and Milton Road bus priority and road improvements. Feedback on the A1307 corridor indicated that delivery of the intervention, including dialogue with communities, had improved over time. Further improvements to communications were suggested in terms of the join-up between projects and consistency in terms of being kept up-to-date on project progress. Overall, consultees were confident that the scheme would succeed in achieving its anticipated outcomes in the future, and there was some early evidence that the scheme was helping to unlock future employment developments by virtue of the infrastructure that is anticipated.
- 4.23 Consultations with Milton Road stakeholders found that those consulted had a good overall understanding of the project, which was informed by their personal networks and regular mailings from the GCP. It was too early for consultees to comment on achieved effects of the intervention, but those consulted expected the scheme to succeed in achieving its outcomes in the future because of the confidence in GCP and its continued open conversation with local stakeholders.
- 4.24 Learning from extensive engagement on the five cross-city cycling schemes has been applied to these larger scale transport corridor improvements, meaning that resident and special interest groups were engaged at an earlier stage in the development of plans. In effect, this meant presenting them with a problem that needs resolution rather than a proposed solution. A prime example of this is the Citizens' Assembly that was held in September and October 2019 to discuss city centre improvements.

## 5. Impact evaluation of the cross-city cycling improvements

- 5.1 This section presents the key evidence from the impact evaluation of three of the cross-city cycling improvements. The detailed findings and our methodology are contained in the accompanying Impact Evaluation Evidence Paper.

### Summary of key messages

The essence of the cross-city cycling improvements was to remove some of the remaining barriers to cycling, thereby encouraging new cyclists or more cycling amongst existing cyclists. This has been delivered through improvements such as to segregation between cyclists and other road users, and to junctions.

The evidence indicates that the route improvements have brought about enhancements in quality as perceived by cyclists. However, there are still some aspects where there is dissatisfaction with aspects of routes, such as on the ease of navigating junctions and space for cyclists.

The evidence shows that the improvements to the cross-city cycling routes have coincided with increases in take-up of cycling on the routes. In aggregate across the three routes, there has been 12% increase in cycling trips between the fieldwork periods in the 2018 and 2019, compared to a long-term trend in Cambridge of 5% year-on-year growth in cycling. The above trend increase represents an extra 890-1,250 cycling trips per week for the fieldwork periods (i.e. in the summer). Within this there has been a large increase on two routes, contrasting with a small decline on the third.

The survey provides evidence that suggests that the improvements may have contributed to increases in cycling, e.g. high awareness of improvements and self-reported changes in attitudes to cycling.

The increase in take-up and the self-reported changes in attitudes appear to be contributing to some modal shift, including from car to bicycle – in line with the overarching objective of the Investment Fund to alleviate congestion in Cambridge. An estimated 12% of trips on the cycle routes were previously made by car as a driver. The number of car trips saved per week during the fieldwork period (i.e. in the summer) on these three specific routes could be around 190-230.

Perceptions of safety, and indicators of actual safety, have improved. The mean safety rating of the part of the route where cyclists were intercepted for survey has improved by around a fifth across each of the routes between the fieldwork periods in 2018 and 2019. The data also indicated an increase in the proportion that had not experienced or witnessed certain types of collision between 2018 to 2019.

The safety aspect was an important issue raised in the wider consultations. It was viewed that the interventions had addressed some safety concerns, and this was thought to have encouraged some users to cycle and/or cycle more, including pupils to/from school.



## Coverage and approach

### *The interventions*

- 5.2 Cycling usage is already high in Greater Cambridge, with Sport England's Active Lives survey indicating around 50-55% of adults had cycled for travel at least twice in the last 28 days (with the next highest place, Oxford, at around 30-35%)<sup>11</sup>. This illustrates the high prevalence of cycling that can be built upon, and the need to address specific barriers to increase cycling uptake further. In order to contribute to the overall Investment Fund objectives of reducing the blockages to growth (including congestion and quality of place), investments were made in various cycling schemes. The intended theory of change was that the cycling schemes funded would remove some of the remaining barriers, in particular through greater segregation of cycling from motorised traffic and providing direct links to new housing and employment growth points, such that those cycling intermittently cycle more frequently and those not cycling at the moment would start to cycle as a mode of transport for work and school. This further increase in cycling was intended to contribute to a modal shift away from using cars, resulting in reduced congestion in/around Cambridge and so in CO<sub>2</sub> emissions, and increase modal share for cycling. The segregated routes were intended to make cycling safer, reducing the number of road traffic accidents involving cyclists.
- 5.3 The impact evaluation covered three cycle improvement schemes that were part of the cross-city cycling schemes. The cycle improvement schemes evaluated were as follows, illustrated in the map in Figure 5-1:
- Arbury Road corridor
  - Links to Cambridge North and the Science Park
  - Links to east Cambridge and NCN11 / Ditton Lane.

### *Approach to evaluation*

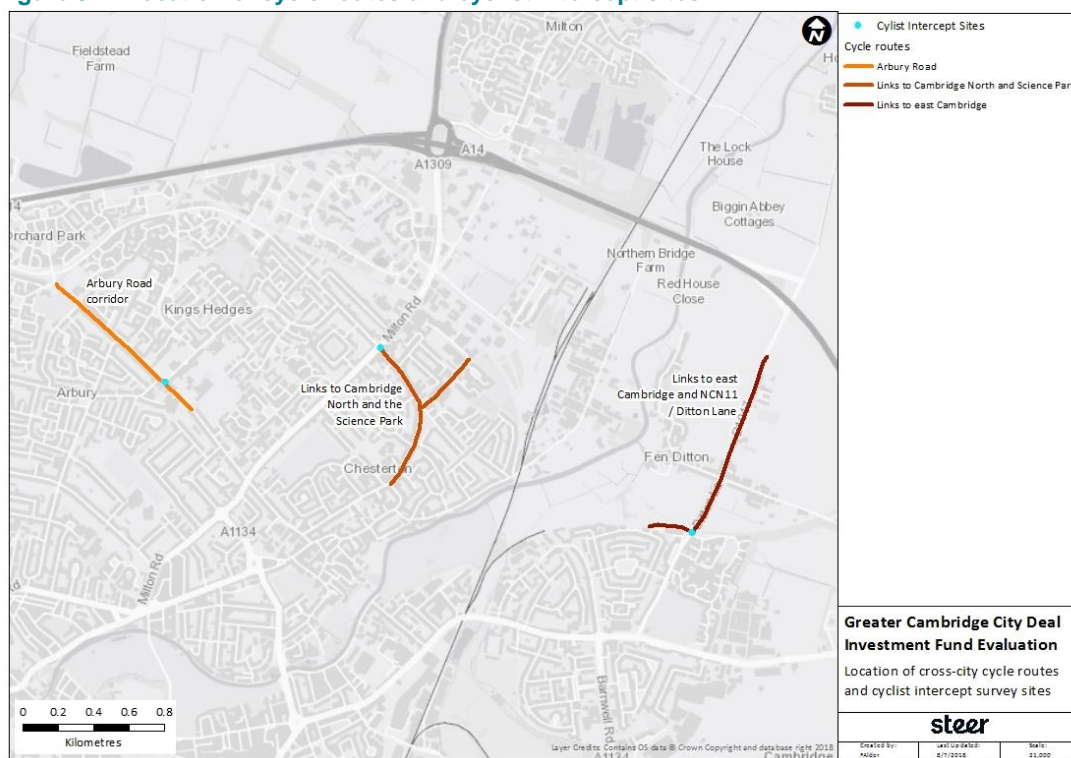
- 5.4 The impact evaluation research approach was based around a pre and post-intervention evaluation. Cyclist intercept surveys were conducted on two occasions, before and after construction works, to capture changes in usage of the cycling routes (and changes to the profile of users), behavioural changes in terms of trip frequency and modal shift, satisfaction with the routes, and perceptions of safety. The evidence on changes in indicators has been used to assess whether intended outcomes have been achieved. Data collected in the second survey also focussed on the specific improvements made on the routes, and the response data on these issues has been used to provide further evidence on the extent to which intended outcomes have been achieved.
- 5.5 The first wave of cyclist intercept surveys was undertaken in June / July 2018, and a follow-up survey took place in June / July 2019. In addition to the surveys, cycle count data was collected during the times of the survey, to assist with weighting of data and to provide overall

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<sup>11</sup> Based on analysis at Local Authority level for Cambridge and Oxford using the 2015/16 and 2016/17 iterations of the survey – see <https://activelives.sportengland.org/> [Accessed September 2019]

data on the numbers of cyclists using the routes. The data collected provides GCP with two years of data, which could be updated in the future for these and other routes.

**Figure 5-1: Location of cycle routes and cyclist intercept sites**



Source: Steer

5.6 The survey samples achieved are set out in Table 5-1, and were sufficient to provide meaningful and insightful analysis. As a result of near-identical survey locations being available and appropriate to use (see broad locations in Figure 5-1), and the same survey questions asked each time (with only additional questions asked in the after survey), the datasets were unproblematic and readily comparable.

**Table 5-1: Survey response numbers**

Route	2018 responses	2019 responses
Arbury Road corridor	124	112
Links to Cambridge North and the Science Park	175	107
Links to east Cambridge and NCN11 / Ditton Lane	177	103
<b>Total</b>	<b>476</b>	<b>322</b>

Source: Steer intercept surveys

5.7 In addition to the cycle surveys, two further strands of evidence were collected to inform the evaluation:

- Analysis of readily available data such as cycle count and travel survey data to provide the contextual backdrop of cycling habits in Cambridge and Cambridgeshire, including any notable changes between 2018 and 2019

- Consultations with developers, agents, businesses and other organisations that were associated with the routes either because of staff travel routes, development plans or the nature of the organisation; these were conducted in August / September 2019.

5.8 It is important to note some of the limitations associated with the data, and so the evaluation:

- Whilst we sought to time fieldwork to be genuinely before and after works were carried out, this could not be completely achieved. The survey results and cycle counts for the Arbury Road corridor at the baseline stage are likely to have been affected by nearby construction works, e.g. there may have been lower satisfaction ratings.
- All routes had only recently been completed by the time of the after survey, which means that behaviours and attitudes may not have had time to become embedded. Therefore, the evidence should be treated as an indication of early effects. Conversely, the fact that the fieldwork was undertaken in the summer may mean cycling numbers were higher than at other times of the year – though we note both the 2018 and 2019 surveys were completed at the same times of the year.
- The before and after data has been analysed without a formal comparator, which means that we cannot be entirely confident as to whether any changes are due to the cycle schemes themselves. We have sought to build a narrative from the different lines of questioning in the survey. We have also looked at wider cycling trends in Cambridge to help provide a stronger evidence base. However, the cycle count data available in the rest of Cambridge were subject to their own limitations, in particular gaps in the data.

## Logic model

5.9 A logic model was developed to inform the impact evaluation at the Locality Framework stage. The full logic model is set out in the accompanying Impact Evaluation Evidence Paper. Drawing on this logic model, a summary of the evidence from the impact and progress evaluations of cycling schemes is set out in Table 5-2. This sets out what has been achieved at this stage in terms of inputs, activities, outputs and outcomes, and the evidence on ‘additionality’.

**Table 5-2: Evidence on the logic model**

What the intervention has achieved ...			
Inputs	Activities	Outputs	Outcomes
<ul style="list-style-type: none"> <li>Nearly £15m of Investment Fund monies have been spent on cycling schemes to date.</li> <li>£6.5m of this has been spent on the 3 cross-city cycle schemes subject to impact evaluation (c. £1m above the original budget).</li> </ul>	<ul style="list-style-type: none"> <li>The 3 cross-city cycling schemes subject to impact evaluation have delivered intended infrastructure activities relating to cycle paths.</li> <li>Similar activities have been delivered on other schemes, as well as delivery of the new Shepreth-Meldreth route.</li> </ul>	<ul style="list-style-type: none"> <li>The planned infrastructure, e.g. junction improvements, segregated (or better segregated) cycle paths and new links have been delivered.</li> <li>As a result of the infrastructure delivery, 78 construction years of employment have been delivered on the 3 cross-city routes subject to impact evaluation.</li> <li>A further 99 construction years of employment have been delivered to date on other cycling schemes.</li> </ul>	<ul style="list-style-type: none"> <li>Cycling has increased across the 3 routes evaluated: weekly counts increased by 12% from 13,200 during fieldwork in 2018 to 14,800 during fieldwork in 2019.</li> <li>The slight majority of respondents were making their trips for commuting purposes (54% across all routes), but there were also other reasons including: to get to/from leisure activities; for pleasure; shopping; and for personal business.</li> <li>There is evidence to suggest a modal shift from car to bike, with 12% of respondents switching from car to bike (which is estimated to represent 230 fewer car trips per week during the fieldwork period).</li> <li>The % of respondents saying the route was very or quite safe at the point of the survey increased from 86% to 93%.</li> <li>The % reporting not having had or witnessed a near miss or collision fell between 2018 and 2019.</li> </ul>
... and how additional this is i.e. what would not have occurred without the intervention?			
<ul style="list-style-type: none"> <li>The increases in cycling were above wider long-term trends of cycling increases in Cambridge. The increase in cycling trips across the 3 routes in aggregate was 12% between the fieldwork periods in 2018 and 2019. This was above the average 5% p.a. growth rate in cycling numbers over the last decade. For 2 of the 3 routes, the increase in cycling trips between the fieldwork periods was over 20%.</li> <li>There was evidence of self-reported impacts on behaviours. 84% of respondents had noticed the improvements to routes and, of these, 12% reported cycling further, 10% reported cycling more frequently, and 18% reported changing modes of transport as a result of improvements.</li> <li>The changes in views and experiences of safety between 2018 and 2019 were statistically significant.</li> <li>A range of indicators had improved, which were consistent with the fact that the interventions had at least contributed to the outcomes observed. These particularly included: improvements in satisfaction with the space available for cyclists and the quality of the surface; improvements in proportion of respondents reporting that the overall quality of that part of the route was high or very high (from 30% to 61%); and a high degree of awareness of route improvements (84% of respondents).</li> <li>Some of the increase in cycling may be associated with displacement from other routes. The survey data indicated that just over 12% of all survey respondents were cycling the improved route rather than a previous route, suggesting some displacement from other routes. Note that re-routing could be desirable if it is linked to improved safety, saving time or some other benefit to the cyclist.</li> </ul>			

Source: SQW

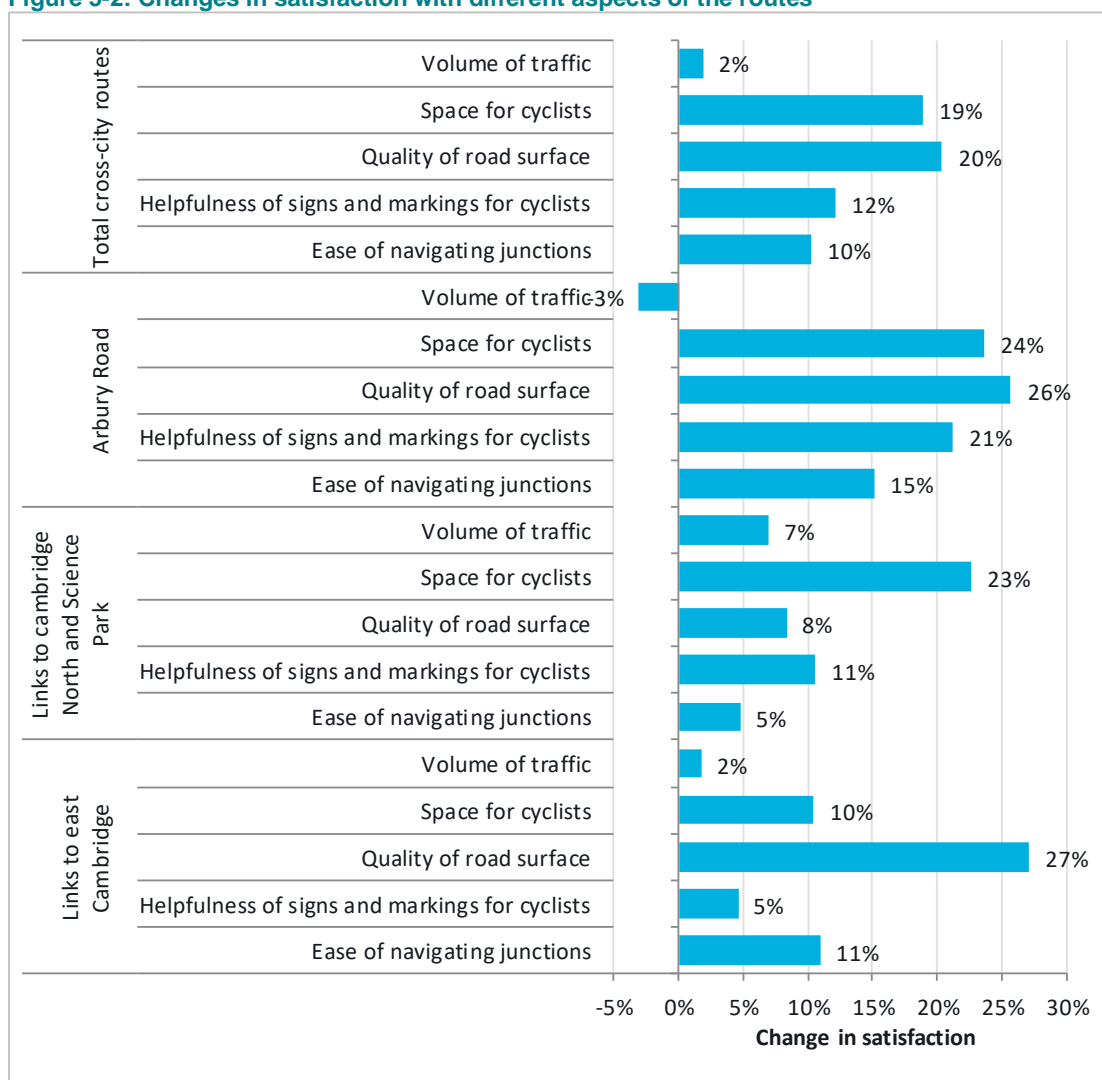
5.10 The key findings underpinning this summary logic model are discussed below.

## Key findings

### Views on the quality of the routes

- 5.11 Underpinning the theory of change was that the cycling schemes funded would remove some of the remaining barriers to cycling, in particular through greater segregation of cycling from motorised traffic. This was considered to be a way of encouraging those cycling intermittently to cycle more frequently and those not cycling at the moment to start to use cycling as a mode of transport for a range of different types of journey (including to travel to work or school).
- 5.12 The schemes have delivered in activity and outputs terms improvements in segregation between cyclists and other road users, and there has been a general focus on enhancing quality.
- 5.13 This was evident in cyclists' views, with overall perceptions of quality improving between the 2018 and 2019 surveys. Over half (61%) of respondents in 2019 rated the route that they were on as high or very high quality (up from 30% in 2018). There were increases across all routes. The rating was lowest for Links to Cambridge North & Science Park, though had still improved from 19% to 43%.
- 5.14 The views on individual aspects of quality varied – see chapter 4 of the Impact Evaluation Evidence paper for the detailed findings. Overall, across the three cross-city routes, ease of navigating junctions and volume of traffic were the elements of the routes that users rated highest (60% and 59% either very satisfied or satisfied, respectively), followed by space for cyclists (54% either very or quite satisfied). The quality of road surface was considered the poorest aspect of the routes with 36% very satisfied or quite satisfied with this. This said, **the largest improvements in satisfaction were with regards to the quality of the road surface (+20 percentage points) and space for cyclists (+19 percentage points)**, which were key aspects of the intervention – see Figure 5-2.
- 5.15 The evidence on satisfaction rates indicated that the quality of the road surface was still an issue for Links to Cambridge North & Science Park, and to a lesser extent Arbury Road (with more respondents dissatisfied than satisfied on both of these routes). Chapter 4 of the Impact Evaluation Evidence paper provides more detail and indicates other areas where there may be scope for further improvement, e.g. in relation to the ease of navigating junctions (especially on Links to Cambridge North & Science Park) and space for cyclists (largely on Links to Cambridge North & Science Park and the Arbury Road routes). In relation to the Links to Cambridge North & Science Park, we note the new infrastructure on Green End Road as enhancing the quality of this route, but the Milton Road junction and the 'old' off-road provision (which is poor relative to the new infrastructure) may explain some of the on-going dissatisfaction amongst respondents.
- 5.16 Overall, the evidence indicates that the route improvements have brought about enhancements in quality as perceived by cyclists. However, there are still some aspects where there is dissatisfaction with aspects of quality.

Figure 5-2: Changes in satisfaction with different aspects of the routes



### Cycling take-up

5.17 The cycle count data that has accompanied the intercept survey indicated that the improvements to the cycle routes have coincided with an increase in the volume of cycle trips (between the respective 2018 and 2019 surveys) of 12% in aggregate across the three routes. This represents an average increase in weekly cycling trips from 13,200 to 14,800 trips across the three routes (based on counts between 7am and 7pm during the fieldwork periods). There was variation between the three routes, with:

- a 21% increase in cycling trips on the Arbury Road route
- a 23% increase in cycling trips on the Links to east Cambridge route
- a 1% decline in cycling trips on Links to Cambridge North & Science Park.

- 5.19 Taking into account the background trend, which is estimated to be an increase in cycling of 5% per year (see 2018 Cambridge City Traffic Monitoring Report<sup>12</sup>), and assuming that this would have been achieved on the routes anyway, we estimate an above trend increase by seven percentage points in aggregate across the three routes (i.e. 12% increase versus trend of 5%). These changes between 2018 and 2019 are equivalent to between 890 and 1,250 cycle trips per week for the fieldwork period (depending on whether the decrease on the Links to Cambridge North & Science Park are included or not).
- 5.20 It is likely that some of the increase in cycling trips may reflect displacement from other routes. Indeed, the intercept survey asked respondents about the effects of infrastructure improvements on their cycling behaviours. The survey data indicated that just over 12% of all survey respondents were cycling on an improved route rather than a previous route, which suggests some displacement from other routes. Of course, re-routing could be desirable if it is linked to improved safety (discussed in more detail later in this section), saving time or some other benefit to the cyclist. Taking account of displacement reduces the estimate of the number of extra cycling trips per week for the fieldwork period to between 780 and 1,090.
- 5.21 The evidence shows that **the improvements to the cross-city cycling routes have coincided with increases in take-up of cycling on the routes**, and these are above trend. The evidence of an increase is limited to two of the routes however – it is not possible from the evidence available to comment on why there is no increase on the third route. This does not necessarily mean causality, though the survey evidence provides further evidence that suggests that the improvements may have contributed to increases in cycling:
- There was a high degree of awareness of improvements to the routes by survey respondents (84%).
  - Route improvements had encouraged longer distance cycle trips (12% of respondents), increased frequency of cycling (10%), and prompted cycling rather than using another mode of transport (18%).
  - Most respondents had been cycling in Cambridge for a while, but some more had been only started cycling more recently. Around one-fifth of respondents had started using the particular route within the last three months, which coincides with when improvements were completed – though some of this may relate to new residents or other reasons.
- 5.22 Other aspects of the theory of change were supported in relation to cycling take-up:
- Cycling was being used for a variety of trips. Whilst the slight majority of respondents were making their trips for commuting purposes (54% across all routes there were

Across the three routes, there has been an 'above trend' increase in cycling trips between the fieldwork periods in the 2018 and 2019 (a 12% increase versus trend of 5%). This represents an increase of 890-1,250 cycling trips per week for the fieldwork periods.

<sup>12</sup> Cambridgeshire County Council, Traffic Monitoring Report 2018: <https://ccc-live.storage.googleapis.com/upload/www.cambridgeshire.gov.uk/residents/travel-roads-and-parking/Traffic%20Monitoring%20Report%202018.pdf?inline=true>

also other reasons including: to get to/from leisure activities; for pleasure; shopping; and for personal business.

- In line with the intention to encourage existing cyclists to cycle more, across the three routes, 34% said that they have increased the amount they cycle in the last year (whereas 4% reported cycling less than a year ago).

### Modal shift

- 5.23 An important desired outcome of the investment was mode switching between car and cycle in order to reduce traffic congestion and improve air quality. The survey of cyclists provided some evidence that this has started to be achieved. The survey results indicated that, across all the routes, of those noticing route improvements 18% of cyclists had switched modes to use the route. Of those that had switched modes, 68% had previously used the car (with others switching from bus, walking, car as a passenger or taxi).
- 5.24 The net result, shown in Table 5-3, is that an estimated 12% of trips on the cycle routes were previously made by car as a driver. To give an indication of the scale of car trips that could be affected, we have applied this percentage change to the estimated increase in cycle trips. This indicates that **the number of car trips saved per week during the fieldwork period on these three specific routes could be around 190-230**. This is an early assessment and an estimate based on the evidence collected during the fieldwork periods. It shows that the schemes in themselves may be starting to make a contribution to the Investment Fund's overall purpose. In this regard, it is important to note that the cross-city cycling improvements should be seen as part of the wider package of interventions designed to provide more options to people in how they travel; and it is anticipated that there would be cumulative effects as further cycling improvements and wider transport improvements are delivered.

**Table 5-3: Summary of mode switching from car to bicycle**

	Arbury Road	Links to Cambridge North & Science Park	Links to East Cambridge	Total
a) Cycle rather than use another mode (Q24b)	22%	15%	15%	18%
b) Car as driver used previously (Q25f)	74%	55%	74%	68%
c) Switched from car to bicycle (a x b)	16%	8%	11%	12%
d) Weekly increase in cycling trips 2019 v 2018 (with trend rate included)	1,116	-78	510	1,548
e) Weekly reduction in car driver trips 2019 v 2018 (c x d)	180	-	60	190-230

Source: Steer intercept survey data. The 'Total' column includes a range for some estimates: the lower bound is an aggregate estimate across the whole evidence base; the upper bound excludes the decline in cycling found on the Links to Cambridge North & Science Park.

### Perceptions of safety

- 5.25 The perceptions of safety have noticeably improved. As shown in the table below (Table 5-4) **the mean safety rating of the part of the route where cyclists were intercepted has improved by around a fifth** across each of the routes between the fieldwork periods in 2018



and 2019. This outcome seems to be consistent across all of the routes. The nature of the improvements was intended to contribute to these changes in safety, i.e. through creating more segregated cycle space. This is also likely to link into confidence, with 28% of respondents reporting that they felt more confident in cycling than a year ago.

**Table 5-4: Summary of changes in perceptions of safety**

	Arbury Road	Links to Cambridge North & Science Park	Links to East Cambridge	Total
Safety rating 2018	0.68	0.45	0.48	0.54
Safety rating 2019	0.85	0.57	0.61	0.67
Change	0.18	0.12	0.13	0.13
% change	26%	27%	26%	24%

*Notes: based on Q21a how safe did you feel at the point you were handed the postcard? Safety rating based on the following weights for response categories: I felt very safe at this point in my journey +100; I felt quite safe at this point in my journey +50; I felt quite unsafe at this point in my journey -50; I felt very unsafe at this point in my journey -100*

5.26 The survey also asked respondents whether they had experienced or witnessed a collision or a near miss in the previous two weeks, thereby giving an indication of actual safety of the routes. The data indicated an increase in the proportion that had not experienced or witnessed certain types of collision between 2018 to 2019 (see Table 5-5). The increase is significant for cyclist-to-cyclist and cyclist-to-pedestrian collisions. Whilst this could be due to other factors in addition or instead of the route improvements, **the indicators on safety suggest that the intended outcomes are starting to be achieved.**

**Table 5-5: Experience or witnessing of collisions and near misses between cyclists, pedestrians and other road users – change from 2018 (unweighted)**

	Cyclist to other road user	Cyclist to pedestrian	Cyclist to cyclist	Notes
Experienced collision	+1.7%	No change	-0.7%	Negative = good
Experienced near miss	-3.4%	-5.5%	-3.4%	Negative = good
Witnessed collision	-1.1%	No change	-1.2%	Negative = good
Witnessed near miss	-1.6%	-1.2%	-0.8%	Negative = good
None of the above	+5.1%	+6.7%	+5.8%	Positive = good

*Source: Cyclist Intercept Survey (2018 and 2019 (unweighted)); 476 respondents in 2018, 322 respondents in 2019*

### Wider perceptions

5.27 Seven consultations were undertaken with a mix of landowners, developers, agents and businesses to understand perceptions of the effects of schemes supported by the Investment Fund. This included early effects on travel behaviour and organisational performance, and wider effects on the attractiveness and deliverability of new housing and employment sites<sup>13</sup>.

<sup>13</sup> These included those identified in the logic model at Cambridge Northern Fringe East, Cambridge North West, ARM Capital Park, Cambridge Biomedical campus, Cambridge Science Park and housing sites at Cambridge East.

- 5.28 It should be noted that this was a limited set of interviews from a group of individuals that were identified by the GCP as being interested and involved and who were sufficiently motivated to participate in the research. Nevertheless, the interviews provided some qualitative insight to complement the findings from the larger intercept survey.
- 5.29 There was a consensus that the bus priority and cycle schemes supported by the Investment Fund were needed. This view was informed by three key issues: congestion, safety and pollution.
- 5.30 Consultees were able to provide most evidence on achieved, or expected, effects of the cycle routes on travel behaviours, e.g. of commuters and students. There was very limited evidence reported on effects on the deliverability of employment and housing development, for which effects were intended. This may reflect the more indirect links of the cycling schemes on these wider outcomes, and the role played by other factors.
- 5.31 **The most commonly cited effect on travel behaviour of the new cycle routes was increased perceptions of the safety of cycling** (reported by 5 out of 7 consultees), aligning with the survey evidence reported above. This change of perception was reported to have led to improved confidence amongst less experienced cyclists and, for one local school (close to one of the cycle improvements), had given parents confidence that cycling was a safe mode of transport for their children.
- 5.32 Two consultees had seen evidence of an increase in the number of people choosing to cycle over other modes of transport. Again, in relation to a local school, one consultee reported an increase in the number of pupils travelling to school by bike and hoped to see changes in staff behaviour in the future. They considered that this was linked to improved perceptions of safety. An additional two consultees expected the interventions to reduce the seasonality of cycling: people tend to cycle less in winter because of bad weather (e.g. frost) and shorter daylight hours, so improved cycle lanes could make cyclists feel safer.
- 5.33 Two consultees expected to see improvements to the health and well-being of their staff as a result of the route investments supported by the Investment Fund. One organisation had already started to see improvements in the responses to their annual staff satisfaction survey, with fewer people raising issues relating to their transport to work. They stated that “*staff are very complimentary about improvements in cycling, bus lanes and Park and Rides*”.

## 6. Wider contribution of the Investment Fund

- 6.1 This section sets out the wider effects of the Investment Fund, in particular on local capacity development and partnership working. It draws on the views and feedback of some 50 individuals across local authorities, education and business.

### Summary of key messages

Stakeholders consistently reported positive effects on capacity building and partnership working associated with the City Deal in general and more specifically the Investment Fund. Improvements were reported across a wide range of aspects, in particular with relation to governance and management structures, quality of the evidence base and the involvement of a wider range of stakeholders.

Respondents to the online survey considered the Investment Fund to be one of the most influential factors changing local economic development capacity since 2014. Stakeholders specifically commented on the significant scale of the funding as being important in getting stakeholders to the table and keeping them there, and the resource available to have a dedicated high calibre GCP officer team.

A number of other factors have contributed to improvements, some of which the Investment Fund has helped to facilitate. The development of a shared narrative on strategic aims has been important, aided by evidence collection and broad engagement. The appropriate nature of Greater Cambridge as a distinct functional economic area with pro-growth partners was recognised. The mature and 'statesmanlike' approach of political members was also identified, though it was noted that some of the most contentious decisions were yet to be taken.

Formal governance structures were seen to be working well with an alignment of forward thinking Working Groups, an open Assembly, effective information sharing between officer groups, and an Executive Board that works collaboratively and with a shared strategic approach.

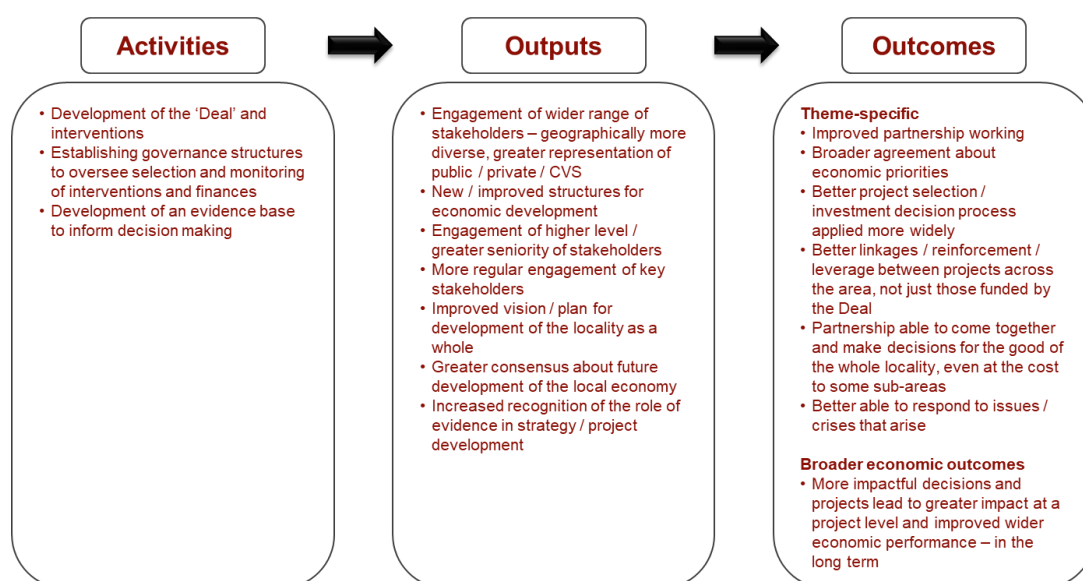
The partnership has faced two major challenges during the first Gateway Review period. The first in 2017 was the introduction of a new Combined Authority and elected mayor with a transport brief and a geographic remit that included the GCP area. Investment Funded initiatives were temporarily paused but throughout the period both organisations maintained a positive dialogue and all schemes were resumed. There is clear alignment between the GCP's and the mayor's transport plans for the Greater Cambridge area.

The second challenge has been engaging a very active and informed public. Early communications and engagement were not as effective as they could have been. However, resident engagement has evolved, and new forms of consultation have created opportunities to develop schemes that should be higher quality.

The development of local capacity and partnership working is generating confidence in the GCP's ability to deliver and, more generally, address constraints to growth in the long-term.

- 6.2 The National Evaluation Framework recommended that evaluations informing the first Gateway Review included an assessment of the effects of each Investment Fund on local capacity development and partnership working. This was expected to be particularly important for the first Gateway Review, where the impacts of interventions may not yet have been realised, and where activity was ongoing – as is the case in Greater Cambridge. Therefore, it was considered important to assess whether and how the design, development and delivery of the fund may have strengthened local partnership arrangements and boosted local capacity, leading to increased confidence about future delivery.
- 6.3 The type of activities, and the nature of the expected benefits – outputs and outcomes – for this assessment of the wider contribution of the fund is set out in Figure 6-1.

**Figure 6-1: Local capacity development and partnership working logic model**



Source: SQW

- 6.4 Evidence has been collected from two perspectives:
- At a **strategic level**, the contribution that the Investment Fund as a whole has made to changes in the behaviours, perspectives and decisions of actors across the economic development landscape has been assessed – using the framework set out in Figure 6-1. This involved evidence collected via an online survey (with 40 individuals taking part in either one or two rounds of surveys) and consultations with senior economic development stakeholders across Greater Cambridge (two rounds of 11 interviews, with 10 of these the same individuals interviewed again to understand progress).
  - At a **project level**, the outputs and outcomes set out in the framework in Figure 6-1 have been assessed in light of the development and delivery of individual interventions (or groups of linked interventions). This involved two specific case studies (on activities relating to the development of the evidence base and decision-making) and consultations with those involved in the delivery of interventions.

- 6.5 The detailed findings from the research are set out in the accompanying Capacity Development and Partnership Evidence Paper, including the results from two waves of the online survey and case studies.

## Evidence from the online survey

- 6.6 The online survey was distributed in 2018 and 2019 to a set of approximately 70 stakeholders across the Greater Cambridge area: 24 responded in 2018 and 32 responded in 2019. Some respondents (n=16) answered both the 2018 and 2019 surveys, while 16 completed only the 2019 survey. Respondents represented local authorities, universities, industry and business and academic networks. All respondents said they had some awareness of projects supported by the Investment Fund and most had either full awareness of the projects or were aware of the breadth of projects, if not their details.
- 6.7 The surveys were analysed to assess change in perception of local economic development capacity. Summary data from the online surveys are set out in the Table 6-1. Respondents were asked specifically about the effect of the infrastructure Investment Fund on various elements of local economic development capacity in 2019 compared with their recollection of capacity in 2014. In all elements, the majority of respondents stated that they thought the Fund had delivered a positive or very positive effect on capacity development which was now thought to be very good. Greatest improvements were thought to be have been made with regard to involvement of a wider range of stakeholders, formal governance structures and the quality of the evidence base.
- 6.8 Both Waves offered broadly similar thoughts regarding factors influencing changes in local economic development capacity. Wave 2 reported that the City Deal was the most important factor influencing change between 2014 and 2019 (average rate on influence of 4.4 out of five) and compared with Wave 1, emphasised more the developments in local strategic priorities and objectives in explaining changes in local economic development capacity (also 4.4 out of five). Wave 1 attributed slightly more influence to the Investment Fund specifically but the difference between the two Waves was minor (with both Waves rating the influence of the Investment Fund specifically at an average of at least 3.9 out of 5). Open text responses aligned to this assessment included the following quotes:

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*I think that the existence of the fund has had a galvanising effect on local leaders and stakeholders to take their role in economic development seriously.*

*The funding has provided the resources to make a difference and therefore given the partnership clear focus.*

*It [the Investment Fund] has focussed partners on the delivery of infrastructure in a timely and co-ordinated way.*

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**Table 6-1: Average scores for different aspects of local economic development capacity in Greater Cambridge area reported by respondents in 2018 and 2019 surveys.**

	<b>Median score in 2019: where 0 is very poor, and 10 is excellent<sup>14</sup></b>	<b>Change in median score baseline (i.e. 2014 or first involvement) to 2019<sup>15</sup></b>
Effectiveness of governance and management structures in the delivery of economic development strategy and activity	9	+5
Quality of the evidence base underpinning economic development	9	+5
Level of engagement of the voluntary and community sector in economic development strategy and activity	8	+5
Level of engagement of the private sector in economic development strategy and activity	8	+4
Effectiveness of the decision-making process for economic development interventions	8	+4
Level of engagement of the wider public sector, in economic development strategy and activity	8	+4
Level of consensus on the key spatial priorities for economic development strategy and activity	8	+3
Level of consensus on the key thematic priorities for economic development	8	+3
Effectiveness of partnership working in the delivery of economic development strategy and activity	8	+3
Level of synergy and inter-relationships between key economic development projects	8	+3

Source: SQW online surveys of GCP stakeholders 2018 and 2019

- 6.9 Overall, both survey samples show that stakeholders believed that all elements of capacity and partnership working in the Greater Cambridge area were stronger than they were back in 2014 when the Investment Fund was agreed. Strengths of partnership working cover a broad set of issues. Wave 1 respondents scored the Greater Cambridge area highest on ‘effectiveness of governance and management structures’ and ‘quality of the evidence base’. Wave 2 respondents scored the Greater Cambridge area highest on ‘level of engagement of the private sector’ in 2019.
- 6.10 Respondents were also asked about the effect that they thought the delivery of the Investment Fund had on aspects of partnership working. Again, the responses were very encouraging with most respondents saying the effect had either been positive or very positive (Table 6-2).

<sup>14</sup> n=32

<sup>15</sup> n = 32

**Table 6-2: Perceived ‘net’ positive effect of the development and delivery of the Fund since 2015**

	‘Net’ positive effect of the development and delivery of the Fund since 2015
Engagement of high level / senior stakeholders in economic growth interventions	90%
Local commitment to develop and deliver economic growth interventions	86%
Overall local economic development capacity and partnership working	83%
Strategic-level decision making and planning	83%
Operational decision making (i.e. project development/selection)	83%
Local confidence to develop and deliver economic growth interventions	83%
Understanding on what works in developing and delivering economic growth interventions	79%

Source: SQW online surveys of GCP stakeholders 2018 and 2019  
N=31

- 6.11 Whilst the overall feedback was positive, there were some negative aspects of partnership working reported. These mostly referred to early problems and challenges that the partnership had sought to address, and echoed feedback from consultations (see below). For example, open feedback referred to early public engagement activities that had resulted in negative public perceptions that were only now being redressed (see an example quote below). In the open text responses there were also some criticisms of the speed of decision making and change (referred to as ‘glacial’), which may reflect the time taken for design, approval and delivery of major transport schemes.

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*The false start with the City Deal and some earlier questionable proposals about road closures had the unfortunate effect of tarring what is now a much better run project with some negative reactions. The more recent consultation and engagement events have gone some way to neutralising these early views*

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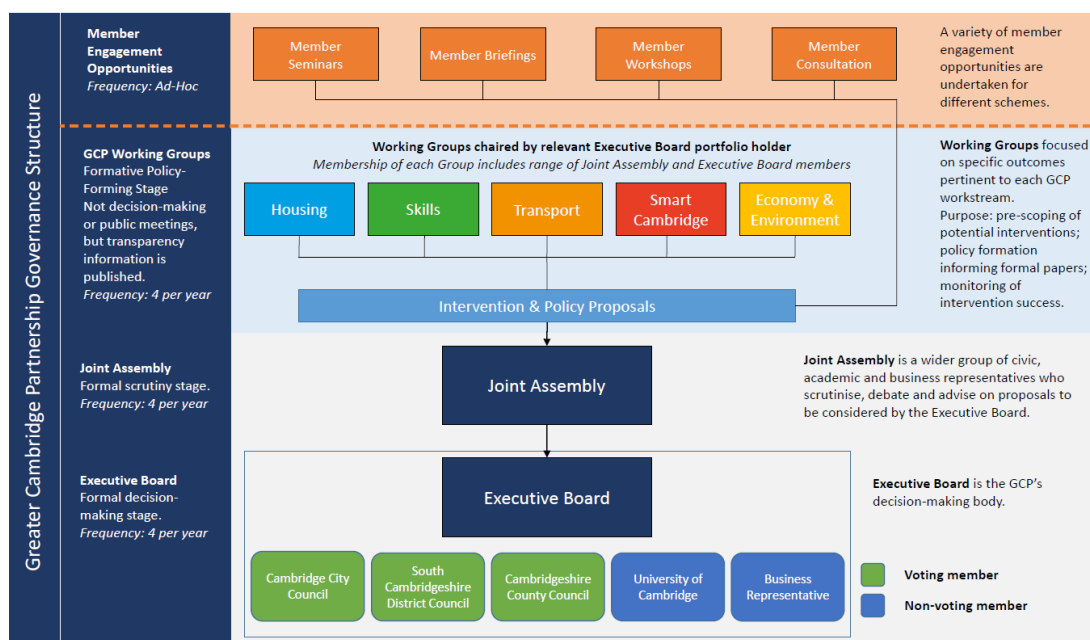
## Evidence from the consultations and case studies

- 6.12 Two rounds of in-depth qualitative consultations were completed in autumn 2018 and August 2019 with key strategic stakeholders involved in economic development across the Greater Cambridge area. The consultees included chief executives and / or senior officers of each of the three councils, business representatives drawn from Cambridge Ahead and a major local employer, and university representatives. While the conversations were set up to discuss the Investment Fund, many of the findings were intrinsically linked to the GCP City Deal more generally.

Engagement structures are appropriate, broad and balanced...

- 6.13 Formal engagement structures associated with the City Deal (and so incorporating the Investment Fund) include the Assembly, Executive Board, five Working Groups, and a Leadership group comprising senior officers (Figure 6-2). Stakeholders reported that these structures, which were enacted after the Chief Executive took up her post in early 2017, were effective and that partnership working has been enhanced through the engagement of stakeholders at the **right levels of seniority and spread of stakeholders**. Large businesses and the universities were seen as well-integrated and well-represented in the GCP. The reasons for this strong senior engagement were attributed to the GCP developing a clear mission that was seeking to solve problems in which everyone has a stake. It was also noted that having access to an Investment Fund of significant size and duration had removed some barriers to partnership working by attracting serious engagement (including from the private sector), encouraging sustained interaction and providing the basis for a dedicated team (rather than bolted on to the day jobs of local authority officers).
- 6.14 Some partners in the area know each other well in any case, and the Investment Fund has prompted means of strengthening networks and preventing duplication. For example, the case study of the GCP Apprenticeship Service (see Capacity Building and Partnership Evidence Paper) reported that its core partners (Form the Future and Cambridge Regional College) and their wider stakeholders are all well connected and networked having worked in the area for several years. The GCP Apprenticeship Service project was therefore designed to build on each partners' strengths to prevent duplication of activity. The partners also reported that they had benefited from closer working and were enjoying an effective working relationship between themselves, and with the GCP and wider stakeholders.

Figure 6-2: Greater Cambridge Partnership governance model



Source: GCP, 2019

- 6.15 Four of the working groups that were established are directly relevant to the Investment Fund, namely Skills, Transport, Economy and Environment, and Smart. These groups



comprise five or six members of the Assembly and Executive Board who can call upon the resources of GCP partners (including officers from Local Authorities, businesses and experts from the universities) to engage in forward thinking and bring innovative ideas and practical proposals to the Assembly.

- 6.16 The case study of the GCP Apprenticeship Service described how the Skills Working Group developed a package of activity to build an Apprenticeship Service to broker links between employers and potential apprentices. It built upon evidence generated through prior Investment Fund activity that sought both to understand the latent supply of apprenticeships among Cambridge employers and to build demand for better impartial careers guidance across all Greater Cambridge education providers.
- 6.17 These structures have encouraged innovative projects to come forward. For example, leading scientists have engaged in projects, such as those around autonomous vehicles and bus information technology to a degree that would not have been possible if it had been a solely local authority initiative. This is because the structures of engagement did not exist. Moreover, without the Fund, under austerity, there would have been little prospect of the councils delivering any schemes in relation to these ideas.
- 6.18 In addition to the formal governance structures there are regular meetings of senior leaders from across the partnership (referred to as the Leadership Group) which was reported to work well as it provided a regular forum for senior officers to meet with the GCP Chief Executive and share discussions with an oversight across all themes. While not a direct consequence of the Investment Fund, the structuring of planning services with a shared Director across Cambridge City and South Cambridgeshire District Councils was seen as further evidence of the strength of partnership working between the local authorities. The existing local plans were the basis for the Investment Fund's priorities, and there is a commitment to continuing with a joint local planning process.
- 6.19 An additional theme that was discussed by stakeholders was **business and employer engagement**. Previously this was reported to be too ad hoc and reactive, but this appears to have changed. It was reported that GCP has been active in discussing the Investment Fund priorities with a wide range of stakeholders including with major employers. For example, the GCP was reported to have engaged with a range of groups across the University of Cambridge, including estates team, colleges, senior tutors' committees. This was said to be contributing to the university's planning of investments. The Choices for Better Journeys research and consultation exercise case study (see the Capacity Building and Partnership Evidence Paper) provided a good example of strengthening relationships between Cambridge Ahead and its business networks and the GCP. The research exercise secured participation by over 5,000 people across all demographics and included people who commute into the city to work as well as residents. The relationship with Cambridge Ahead helped facilitate this by using their networks to share information about the research to employers and businesses to encourage responses. It created a stronger professional partnership between Cambridge Ahead and its wide business networks and the GCP. These were not new, but they matured into stronger working relationships based on trust and this provides a good foundation for future dialogue with the wider business community.
- 6.20 Business stakeholders reported that a '*genuine strength*' of GCP has been its engagement with the wider business community. It was reported to have successfully engaged with major

businesses, and with the wide range of business networks, including the Cambridge Network and Cambridge Ahead and those representing the life sciences sector e.g. through links to the Babraham Research Campus and OneNucleus. One stakeholder commented that this did not exist before the City Deal/Investment Fund. It was noted that under the LEP there was engagement with only select businesses, but there was now genuine engagement – which has provided a true business perspective.

*...and use a range of evidence to support decision-making*

- 6.21 The GCP governance structures appear to support engagement of an appropriate range of partners of the right seniority and engages them in meaningful and purposive discussions and decisions. It was reported by consultees that there have been **improvements in the recognition of the role of evidence to help shape investments and priorities**, including in GCP’s own evidence gathering, such as including business views, commissioning research and reports from experts. One consultee noted that the practices of requiring business cases, and a focus on evidence that links activity with impact was a consistent feature of their engagement with the GCP team.
- 6.22 Another issue which was mentioned repeatedly by stakeholders was that **a strong and continually evolving evidence base was necessary for future decisions**. Difficult decisions regarding traffic in the City Centre and major schemes such as the A428 to link Cambourne to Cambridge through green belt still need to be made and partners stressed the need for these to be evidence based and open.
- 6.23 Evidence has been drawn, and continues to be drawn, from a range of sources, including from wider partners. One example of this was the Cambridge and Peterborough Independent Economic Review (CPIER) process, led by the Cambridgeshire and Peterborough Combined Authority and Cambridge Ahead, which corralled a wide range of research and consultation evidence. It has provided an economic statement which has guided the Combined Authority, and also GCP. In particular, its development of the case for three economic geographies, one of which being coterminous with the Greater Cambridge Partnership footprint has reinforced the argument for a dedicated Investment Fund to serve the needs of the area.

*There are shared priorities and a common narrative*

- 6.24 Consultees felt that, in terms of the Investment Fund vision and priorities (and the City Deal more broadly), there was **consensus among GCP members on the future development of the economy**. The achievement of consensus was identified as **notable given the political make-up of the three local authority partners**. The three currently are led by the three different political parties and representation has changed over the past three years. Several mentioned that they thought that the political members were adopting ‘statesmanlike’ approaches at Board discussions and that members had risen above party politics and were increasingly thinking strategically and collectively. Members from the **university and business sectors** recognised that this was a challenge for the individuals concerned, and they appreciated the personal and political courage that this required. The university and business representatives also noted that their own attendance was valued, and recognised as such by the local authority members, as they provided **continuity** and could seek to ensure that the discussions continued in line with the shared strategic narrative.

*Supported by a dedicated resource with effective leadership*

- 6.25 The Investment Fund, and the City Deal more broadly, has provided the basis for developing a strong executive team, led by GCP's Chief Executive. Having this **dedicated resource, facilitated by having the Investment Fund, has been critical in facilitating the improved engagement and partnership working** that has been reported. Fundamentally, partnerships are about people. GCP has brought in people from outside local government, both at the board level and on the executive team, to good effect. The mindsets of the people involved at the top level have also been collaborative, which has helped to ensure a cooperative discussion, especially in light of the representation by three different political parties.
- 6.26 There was initially a slow start in terms of partnership working and operational progress. However, by the time of this Final evaluation report, **progress in achieving project delivery has been accelerating**. Monitoring systems are now well-established, meaning that the executive understand each month how projects are progressing and can actively manage risks accordingly.

*Delivered under intense public scrutiny*

- 6.27 Every stakeholder talked in some depth about the importance of engaging with the public, and many said that the nature of public engagement in Cambridge is more active, informed and extensive than other communities that they were aware of. For example, one interviewee said that they had received 5,000 different points of feedback through their consultation activities. Another consultee noted that they were amazed at the level and quality of response they got from people in their public meetings. An articulate, engaged and expert local community is clearly an asset but one that requires harnessing and effective management if the 'tricky issues' associated with transport are to be addressed. One stakeholder described how they had observed a change in the nature of the dialogue with local people over the past three years, after a challenging start:

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*whereas three years ago the conversation would be about changing nothing, now it is about which options are most relevant and impactful - about three-quarters realise something has to be done.*  
*(Strategic stakeholder)*

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- 6.28 This change has arisen due to a series of initiatives and different approaches, which have built upon learning from local consultation activities and include a series of public engagement initiatives including the Big Conversation and Choices for Better Journeys. These have been designed to engage communities in exploring options, rather than agreeing or disagreeing with a set of proposals. It has built a rich evidence base regarding people's transport priorities and preferred options at an important point in the delivery of the Investment Funds. There was some scepticism voiced at the outset about the necessity of the exercise, but as it has achieved extensive engagement it was reported that these voices have subsided. Several consultees referred to the positive impact these have had on the level and type of engagement across the area.

- 6.29 Second, there has been a series of local consultative mechanisms around the form and location of each of the Investment Fund initiatives. For example, the A1307 project initially witnessed significant hostility and it has taken time for the GCP to listen to concerns, redevelop their proposals and re-present them to ensure community buy in. The GCP has learned from this experience and is now adopting different consultation approaches. These involve meeting with resident groups and special interest groups much earlier in the process than would normally be the case. GCP present problems that need to be addressed to community groups and work with them to find an overall approach with agreed design principles that will inform the subsequent detailed designs and plans. It was said that although this extends the initial planning process, it pays dividends in two ways: first, it reduces the number of consultations that are required later in the implementation phase; and second, it builds a dialogue and trust with special interest groups who are active across the Greater Cambridge area so that their expertise and energies are harnessed to generate better solutions from the outset.
- 6.30 The Citizens Assembly provided a further high-profile example of new forms of dialogue. GCP secured funding from the Government's Innovation in Democracy programme to support a Citizen's Assembly approach to address the issues of congestion in the city centre (one of the Investment Fund's areas of work through the city centre access intervention). Sixty citizens were identified from hundreds of applicants to participate in two full weekends, in September and October 2019, where they were introduced to the issues, heard testimony from national experts, and had to provide a statement of their preferred option at the end of the second weekend.

*There is confidence in future delivery of strategic programmes...*

- 6.31 Stakeholders considered that **prospects for the next phases of development were good**. It was observed that the improved partnership working across the public sector, business and the community had resulted in the deliverability of the proposed Investment Fund interventions, and importantly **confidence** in the GCP to make informed decisions and deliver on them. There was also confidence that political decisions were being taken in the interests of the functioning on the Greater Cambridge economic area rather than local or parochial interests. They therefore considered this to be a good foundation for the next stage. Without the engagement and development of the partnership, schemes could well have stalled or have been delivered in a less effective way. The resulting effect on confidence in GCP's ability to deliver was seen as having a role in retaining and attracting businesses to Greater Cambridge (as opposed to elsewhere in the world).
- 6.32 There were however **two key concerns** about the next phase which stakeholders said would be important to address. The first was that the major spend was still to come on larger projects and they thought that this would test the partnership in terms of their ability to continue to manage engagement alongside taking **difficult decisions**. The second reservation was regarding certainty of future funding. Larger schemes need a time horizon beyond a second five-year Gateway Review to deliver. Some consultees highlighted the imperative of having funding certainty to enable them to commit to major schemes.

*...and that the GCP will align with wider agendas*

- 6.33 Previously, for the One Year Out report consultees considered the alignment of transport improvements with plans to improve regional connectivity. In particular, several mentioned alignments with the wider Oxford-Cambridge Arc agenda and plan to connect Cambridge, Oxford and Milton Keynes through an expressway. More recently, stakeholders were focussed on the potential that would be created through continued integration of the GCP's transport strategy with that of the Combined Authority, and in particular the mayor's ambition for a Metro across the city. Overall, there was a sense that these schemes were in much closer alignment now than might have been thought a year ago.
- 6.34 In addition, in July the local Industrial Strategy was published by the Combined Authority. Drawing on the CPIER, it identified the three sub-economies of the Cambridgeshire and Peterborough area. One of these is effectively the Greater Cambridge area, and the GCP has been identified as a vital partner in the delivery of some of the key ambitions articulated in the Strategy, and the overall successful delivery of the City Deal has itself been identified as a key intervention to that end.

## Annex A: Gateway Review indicators captured by SQW's evaluation

A.1 The UK Government assessed the economic impact of local investments through the “Gateway Review”.

The specific indicators against which it assessed Greater Cambridge and other places for further investment are part of internal UK Government processes and are not available for publication at this time.

## Annex B: Peer Review comments

- B.1 The work of the National Evaluation Panel (NEP) was supported by an Academic Group who were sub-contracted to SQW. The Group included Professor Martin Boddy from the University of West of England, Professor Ron Martin from University of Cambridge, Professor Philip McCann from the University of Sheffield, Professor Peter Tyler from the University of Cambridge, and Professor Cecilia Wong from the University of Manchester.
- B.2 As highlighted in the National Evaluation Framework their role was “to provide expert ‘critical friend’ inputs throughout, focussed on evaluation methods, data analysis, and interpretation”. The Academic Group provided feedback to SQW at each stage of the evaluation of the Greater Cambridge Partnership Investment Fund: the Locality Framework and Evaluation Plan; the Baseline Report; the One Year Out Report; and the Final Evaluation Report for Gateway Review 1.
- B.3 A meeting was held with SQW and Academic Group on 16<sup>th</sup> October 2019 to discuss the contents of the first full drafts provided to the GCP on 8<sup>th</sup> October 2019.
- B.4 The overall feedback from the Academic Group was that the reports were well written, clearly structured and provided a good overview of the progress of the Greater Cambridge Partnership Infrastructure Fund and the early evidence of impact during the first five-year period of delivery. The challenges of assessing impact at this stage was highlighted by the Academic Group. In this context, the Academic Group recognised that the research, analysis and interpretation for the final report was appropriate, and consistent with the proposals set out in the agreed Evaluation Plan.
- B.5 Specific points of feedback from the discussion and subsequent written feedback provided by the Academic Group members to SQW are summarised below, along with SQW’s response which has been reflected in the final versions of the reports.

**Table B-1: Summary of peer review comments**

Feedback from the Academic Group	SQW response
The key findings in the main report should be summarised in an Executive Summary.	An Executive Summary has now been included in the main report. This highlights the key research findings grouped under the four headings of the CLGU Gateway Review criteria (context/ intervention progress/ intervention impact/ and capacity development).
The context of what existed before, in particular the role of Cambridgeshire Horizons in the first decade of the 2000s, needed to be acknowledged in the reports	A short paragraph outlining the role of Cambridgeshire Horizons in major infrastructure developments that have formed the context for the Investment Fund has been added to the Overview report (section 2).
It was acknowledged that the approach taken by SQW to evaluating the impact of cycling schemes was appropriately focussed on the direct effects of such schemes. It was commented that SQW could be more up front about this, whilst also acknowledging the role in increasing their integration in Cambridge,	A section has been added to the Impact evidence report (section 1) that suggests that the links between enhanced transport connectivity, including through cycling provision, and growth (the ultimate purpose of the City Deal and Investment Fund) are neither immediate nor direct but that the evaluation nevertheless has noted the strategic rationale that

Feedback from the Academic Group	SQW response
and the plausibility of the projects having an impact on the wider economy.	links the different transport improvements (including cycling provision) in and around Cambridge with overarching objectives relating to growth, but it has not sought to assess the nature of these relationships nor their impact at this early stage.
There was a good logic for the GCP picking projects (cycling schemes), seen as easy wins, as they will affect the day-to-day experiences of the public and the level of civic engagement and participation. The academic group suggested this theme could be potentially drawn out more fully in the report.	Text added to Capacity development and partnership paper (section 3) to say; Stakeholders were generally supportive of decisions to progress cycling infrastructure schemes in the early stages. It has been recognised in retrospect that it was positive to take forward a selection of projects that were noticeable, deliverable, and had the potential to make a difference to people's lives on a day to day basis. Using these to build capacity and experience through different modes of civic engagement, and demonstrate the GCP's delivery capacity, helped to establish the legitimacy of the partnership. This will stand GCP in better stead when it comes to making more difficult decisions and implementing them.
It was too early to expect outcomes and impacts at this stage in the process for many of the larger schemes, but it would be useful to include justification for why there was no impact evaluation undertaken for two cross city cycling schemes (Overview report page 19).	Text added to the Overview (section 4) report table to explain why other cycling schemes could be evaluated due to the timings of the interventions.
There is a significantly higher increase in cycling identified along intervention routes compared with city long term trend. Reductions in car use and perceived improvement in safety was also noted. Academics commented there is good analysis presented of change in the quality of routes and impacts of this. However, the Impact report should include a comment on the possible explanations as to why links to CN&SP have seen a drop-in cycling.	Text added to Impact report (section 5): It is possible that the decline on this third route was due to snagging work which was underway during the follow up survey: at times there were three-way traffic signals in place (Nuffield Road/Green End Rd) which may have meant cyclists were not fully utilising this route at this time.
The evolution of engagement in context of an active and informed public is an important finding that has been teased out by the study with positive implications for future interventions. However, the earlier issues faced by GCP need further stating to provide the context for why subsequent developments were noteworthy.	Text added to Capacity development and partnership paper (section 3). It was observed that early communication was problematic. For example, earlier consultations about the city centre were said to have presented central charging as an agreed policy (rather than an option), and it was also reported that local communities objected to the solutions presented for the A1307. Feedback suggested that communities and interest groups wanted to be engaged in decisions, rather than just the technical details of implementation. This created poor press coverage and a lack of positive engagement. Since then, however, the nature of consultations and dialogue has changed.
Consensus across political stakeholders was also noted as positive – the report could add a suggestion as to why this has been possible and why has it worked here.	The Overview report (section 6) states that the political representatives have adopted 'statesmanlike' approaches to decision making which is noteworthy given that the three local authority partners belong to the three main political partners. The stakeholders interviewed did not include elected members; consequently, we do not



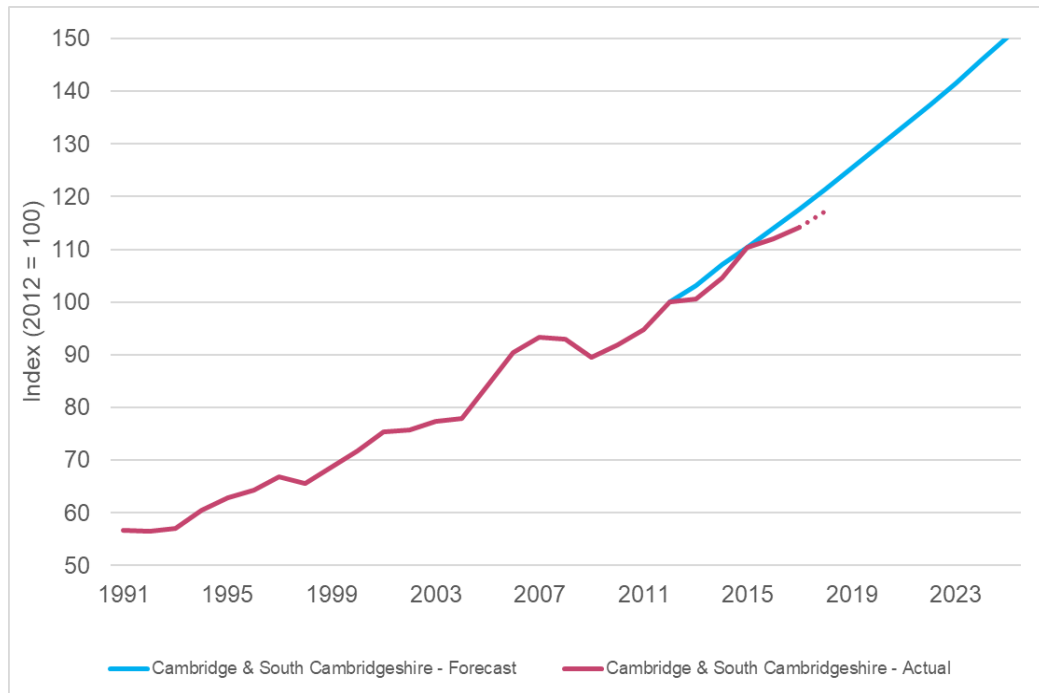
<b>Feedback from the Academic Group</b>	<b>SQW response</b>
There could be more routing and cross referencing across the various evaluation reports to help the reader.	consider it appropriate to conjecture as to why this might be the case.
	We have ensured that all sections of the main report adequately signpost the reader to more detail that is provided in the supporting evidence papers. In addition, Annex A of the main report now maps the evidence from the SQW reports onto the final set of CLGU's Gateway Review criteria.

*Source: Academic Group and SQW*

## Annex C: Economic forecasts and out-turns

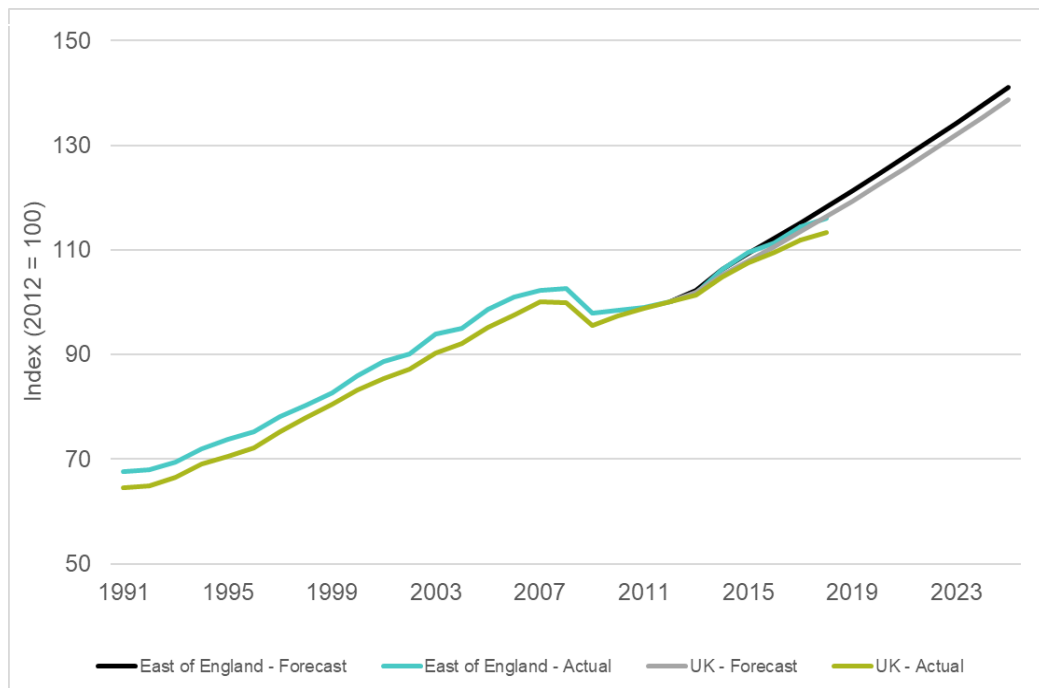
C.1 This Annex provides charts to illustrate the economic out-turns versus the baseline forecasts for Greater Cambridge alongside the wider East of England region and the UK – they complement the discussion of key findings in section 2. These economic forecasts and out-turns are provided for GVA, employment and productivity.

**Figure C-1: GVA for Greater Cambridge – forecasts and out-turns**



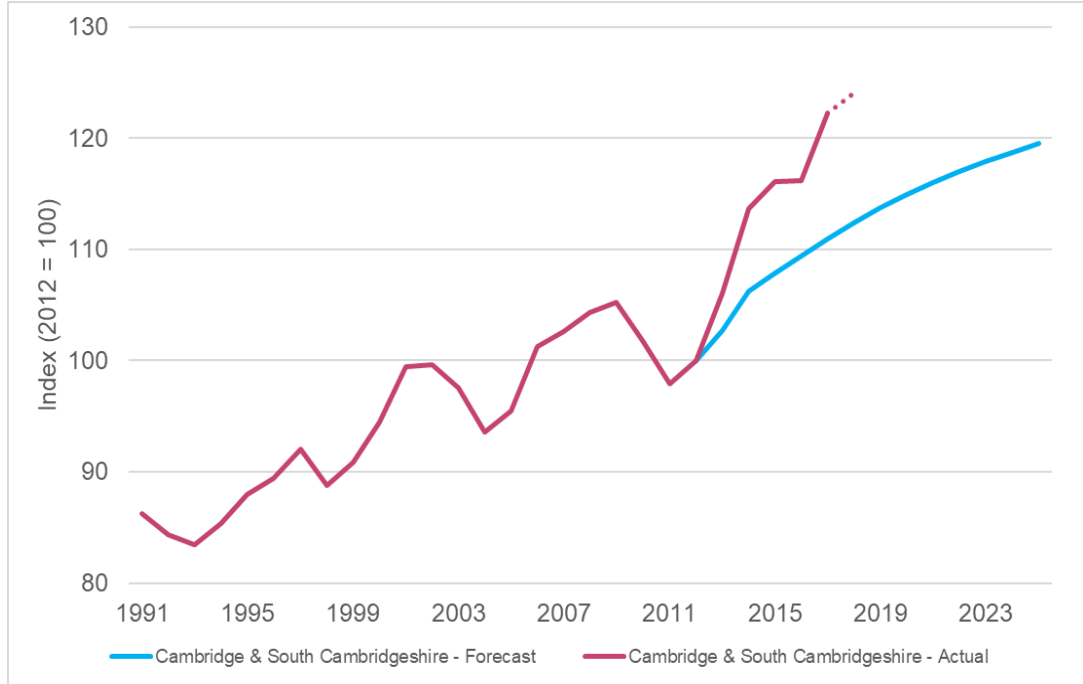
Source: Cambridge Econometrics and EEFM

**Figure C-2: GVA for East of England and the UK – forecasts and out-turns**



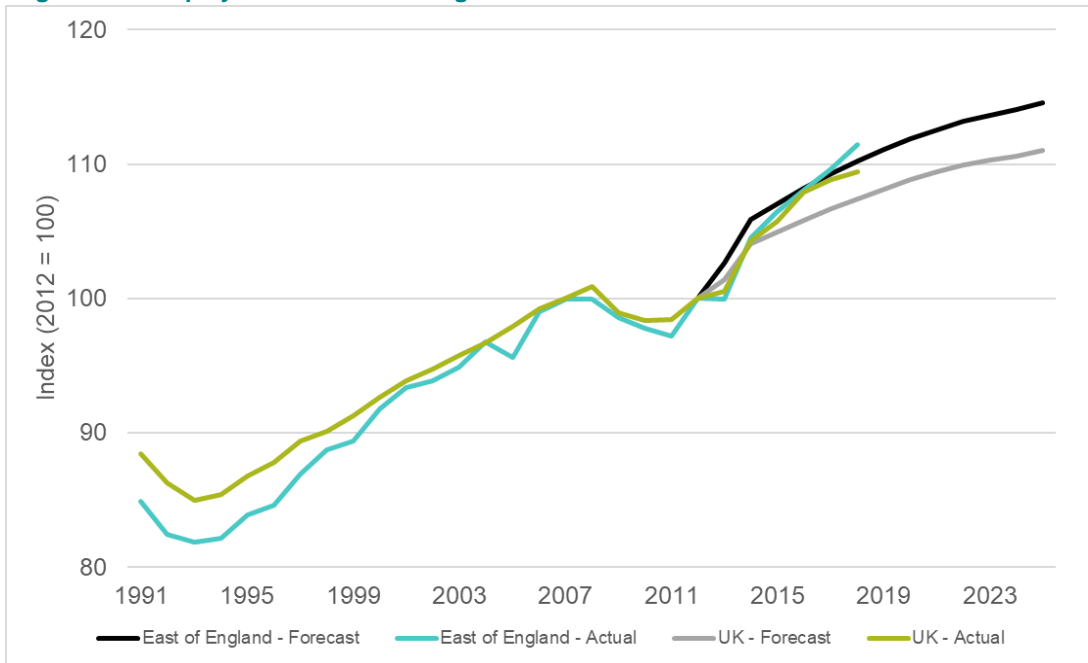
Source: Cambridge Econometrics and EEFM

**Figure C-3: Employment for Greater Cambridge – forecasts and out-turns**



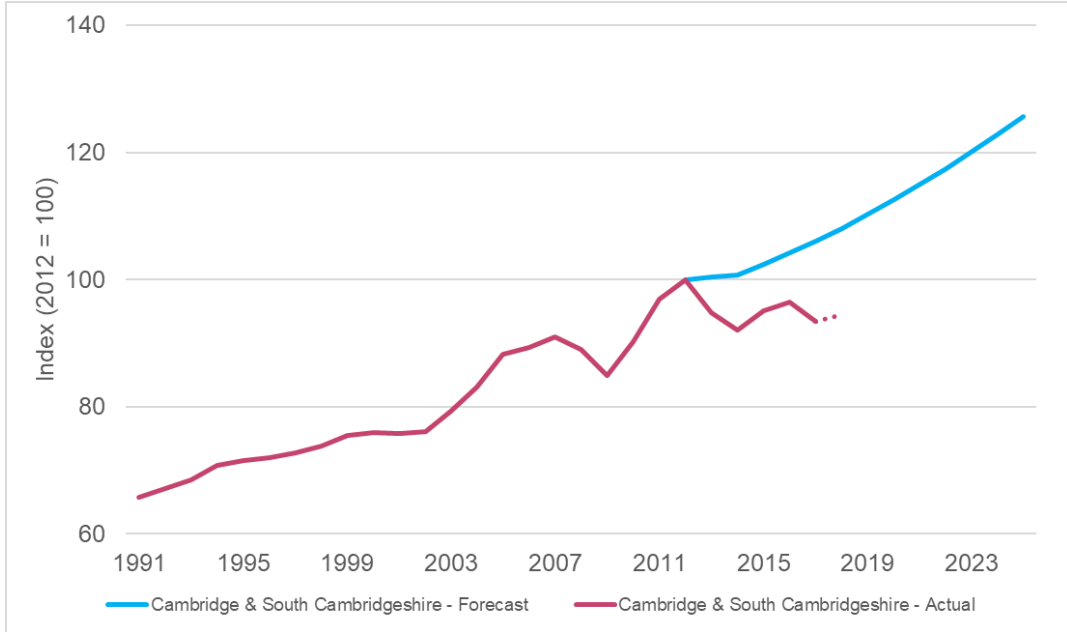
Source: Cambridge Econometrics and EEFM

**Figure C-4: Employment for East of England and the UK – forecasts and out-turns**



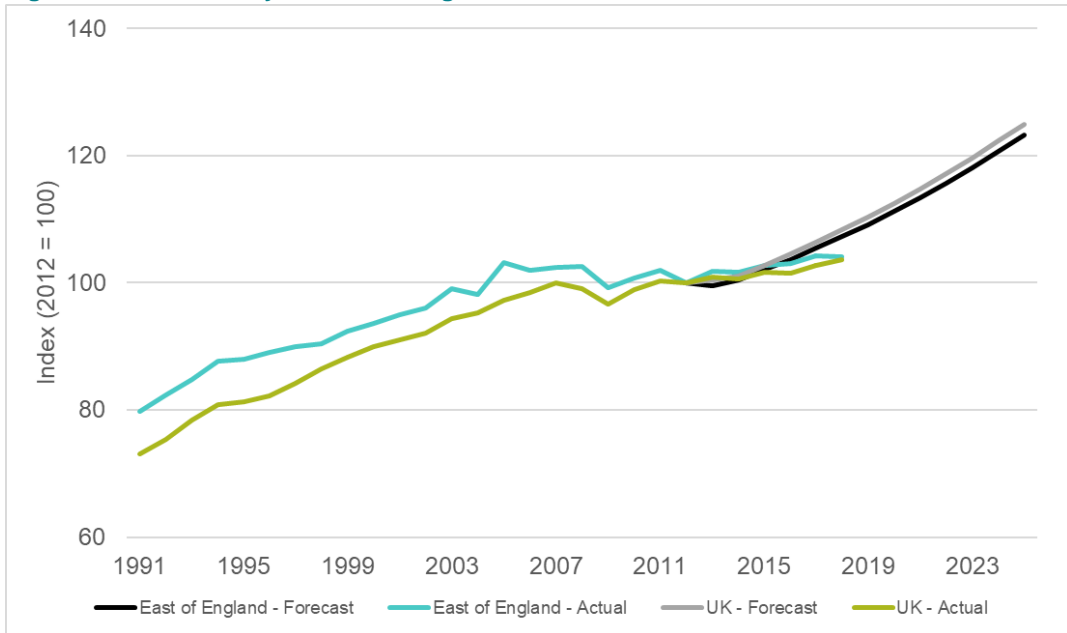
Source: Cambridge Econometrics and EEFM

Figure C-5: Productivity for Greater Cambridge – forecasts and out-turns



Source: Cambridge Econometrics and EEFM

Figure C-6: Productivity for East of England and the UK – forecasts and out-turns



Source: Cambridge Econometrics and EEFM