A meeting of the CABINET will be held in COUNCIL CHAMBER, PATHFINDER HOUSE, ST MARY'S STREET, HUNTINGDON PE29 3TN on THURSDAY, 15 FEBRUARY 2007 at 11:30 AM and you are requested to attend for the transaction of the following business:-

Contact (01480)

APOLOGIES

1. MINUTES (Pages 1 - 6)

To approve as a correct record the Minutes of the meeting held on 1st February 2007

Mrs H Taylor 388008

2. MEMBERS' INTERESTS

To receive Members' declarations as to personal and/or prejudicial interests and the nature of those interests in relation to any Agenda Item. Please see notes 1 and 2 below.

3. A14 ELLINGTON TO FEN DITTON - FURTHER PUBLIC CONSULTATION (Pages 7 - 30)

With the assistance of a report by the Head of Planning Services, to consider a response to the Highways Agency consultation document on the proposed improvements to the A14 between Ellington and Fen Ditton. S Bell 388387

Dated this 7 day of February 2007

Chief Executive

Notes

- 1. A personal interest exists where a decision on a matter would affect to a greater extent than other people in the District
 - (a) the well-being, financial position, employment or business of the Councillor, a partner, relatives or close friends;
 - (b) a body employing those persons, any firm in which they are a partner and any company of which they are directors;
 - (c) any corporate body in which those persons have a beneficial interest in a class of securities exceeding the nominal value of £5,000; or

- (d) the Councillor's registerable financial and other interests.
- 2. A personal interest becomes a prejudicial interest where a member of the public (who has knowledge of the circumstances) would reasonably regard the Member's personal interest as being so significant that it is likely to prejudice the Councillor's judgement of the public interest.

Please contact Mrs H Taylor, Senior Democratic Services Officer, Tel No. 01480 388008/e-mail Helen.Taylor@huntsdc.gov.uk /e-mail: if you have a general query on any Agenda Item, wish to tender your apologies for absence from the meeting, or would like information on any decision taken by the Cabinet.

Specific enquiries with regard to items on the Agenda should be directed towards the Contact Officer.

Members of the public are welcome to attend this meeting as observers except during consideration of confidential or exempt items of business.

Agenda and enclosures can be viewed on the District Council's website – www.huntingdonshire.gov.uk (under Councils and Democracy).

If you would like a translation of Agenda/Minutes/Reports or would like a large text version or an audio version please contact the Democratic Services Manager and we will try to accommodate your needs.

Emergency Procedure

In the event of the fire alarm being sounded and on the instruction of the Meeting Administrator, all attendees are requested to vacate the building via the closest emergency exit and to make their way to the base of the flagpole in the car park at the front of Pathfinder House.

Agenda Item 1

HUNTINGDONSHIRE DISTRICT COUNCIL

MINUTES of the meeting of the CABINET held in the Council Chamber, Pathfinder House, St Mary's Street, Huntingdon PE29 3TN on Thursday, 1 February 2007.

PRESENT: Councillor I C Bates - Chairman.

> Councillors PLE Bucknell, Mrs J Chandler, N J Guyatt, A Hansard, Mrs P J Longford, Mrs D C Reynolds, T V Rogers

L M Simpson.

142. **MINUTES**

Subject to the deletion of Councillor N J Guyatt's name in the list of those present and his inclusion in the list of apologies, the Minutes of the meeting of the Cabinet held on 11th January 2007 were approved as a correct record and signed by the Chairman.

143. **MEMBERS' INTERESTS**

No declarations were received.

144. FINANCIAL STRATEGY, MEDIUM TERM PLAN 2008-2012 AND **BUDGET 2007/08**

Further to Minute No. 06/109 and by way of a report by the Head of Financial Services (a copy of which is appended in the Minute Book) the Cabinet were acquainted with a number of variations to assumptions made previously for the purpose of preparing the draft financial strategy, Medium Term Plan (MTP), the budget and associated level of Council Tax for 2007/08, together with the deliberations of the Overview and Scrutiny (Corporate & Strategic Framework) thereon.

In reviewing the issues involved, Members were advised of a recent decision by the Government to restrict the funding of housing improvement grants from the revenue budget and expressed their concern as to the likely impact this would place on District Council budgets for the foreseeable future.

Reference having been made to the outcome of consultation with the business community on expenditure proposals and in noting amendments to the housing benefits figures summarised in the capital budget table on page 6, the Cabinet

RECOMMENDED

that the proposed budget, Medium Term Plan and financial strategy appended to the report now submitted be approved; and

(b) that a Council Tax increase of 4.99%, representing a level of £109.91 for Band D properties, be approved for 2007/2008.

145. TREASURY MANAGEMENT STRATEGY 2007/08

With the assistance of a report by the Head of Financial Services (a copy of which is appended in the Minute Book) and having considered a proposed Treasury Management Strategy 2007/08, the Cabinet

RESOLVED

that the Council be invited to approve the 2007/08 Treasury Management Strategy as appended to the report now submitted.

146. QUARTERLY SUMMARY OF DEBTS WRITTEN-OFF

The Cabinet received and noted a report by the Head of Revenue Services (a copy of which is appended in the Minute Book) summarising debts which had been written off during October – December 2006 as irrecoverable.

147. ENVIRONMENT STRATEGY

Consideration was given to a report by the Head of Technical Services (a copy of which is appended in the Minute Book) to which was attached a draft copy of a suggested Environment Strategy for Huntingdonshire designed to identify areas of action to create more sustainable communities to reduce adverse environmental impacts and to ensure the continuation of a good quality of life in the District.

Having considered the development of the strategy through a comprehensive consultation process to include the involvement of the Overview and Scrutiny Panel (Corporate and Strategic Framework) and in noting that appropriate governance arrangements would need to be established to ensure the planning, implementation, review and reporting of the strategy's delivery, the Cabinet

RESOLVED

- (a) that the draft environment strategy as submitted be approved for consultation with Members, external organisations, partners and businesses;
- (b) that the intention to seek approval for a public consultation draft in April 2007 be noted;
- (c) that the Head of Technical Services, after consultation with the Executive Councillor for Environment, be authorised to publish a leaflet on the development of the Environment Strategy;
- (d) that an Environment Strategy Members' Working Group comprising the Leader of the Council and

Councillors M G Baker, D B Dew, J A Gray, R G Tuplin and the relevant Executive Councillor in relation to the matter to be discussed, be established to assist with the development and delivery of the strategy; and

(e) that responsibility for matters associated with the Environment Strategy be reserved to the Leader.

148. NEIGHBOURHOOD MANAGEMENT

Further to Minute No. 06/71 and by way of a report by the Community Development Manager (a copy of which is appended in the Minute Book) the Cabinet were updated on progress with the introduction of neighbourhood management initiatives in Eynesbury and Huntingdon North (Oxmoor).

In considering a proposal to extend the approach to the market town of Ramsey, Executive Councillors expressed concern about the long term implications of the initiative in terms of cost, governance arrangements, partnership working and accountability. Having been acquainted with the key priorities for the localities identified by significant service providers, the Cabinet

RESOLVED

- (a) that the area of Ramsey be developed as a neighbourhood management initiative;
- (b) that the progress of the approach be noted and the management model appended to the report now submitted recommended to the Huntingdonshire Strategic Partnership Board at its meeting on 14th February 2007; and
- (c) that a further report be submitted to a future meeting of the Cabinet outlining the longer term implications of the initiative.

149. CHOICE BASED LETTINGS

(a) Memorandum of Understanding

By way of a report by the Head of Housing Services (a copy of which is appended in the Minute Book) the Cabinet were acquainted with the background to a memorandum of understanding for the Cambridge Choice-Based Lettings Scheme. Having noted details of the District Council's involvement and the allocation of the funding involved, it was

RESOLVED

that the Director of Central Services be authorised to complete the Memorandum of Understanding for the Cambridge Choice-Based Lettings Scheme on behalf of the Council.

(b) Consultation Lettings Policy

Further to Minute No. 06/91 and by way of a report by the Head of Housing Services (a copy of which is appended in the Minute Book) the Cabinet were invited to consider the content of a draft consultation document on a new lettings policy for Huntingdonshire as part of the wider Cambridge Sub-Regional Choice Based lettings scheme.

Having been reminded of the background to the policy, the Cabinet

RESOLVED

that the contents of the draft Huntingdonshire District Council Lettings Policy document be approved as a basis for consultation.

150. ELECTORAL ADMINISTRATION ACT 2006 - RELEASE OF FUNDING

By way of a report by the Head of Administration (a copy of which is appended in the Minute Book) the Cabinet considered a request for the release of funding for the acquisition of the computer hardware and software equipment required in order to discharge new duties to verify information submitted by postal voters, thereby reducing the risk of personation at elections.

While expressing concern about the broad order cost for the maintenance of the software equipment and the implications of funding the changes, particularly given the restraints on service budgets, the Cabinet recognised that few, if any, alternative courses were available in which to put into place the necessary arrangements for the discharge of this new legislative requirement before the forthcoming District and Town/Parish Council elections in May 2007 and, accordingly, it was

RESOLVED

- (a) that a budget transfer of £8,000 in 2007/08 be approved and appropriate financial provision made in subsequent years in respect of the cost of changes to the electoral process as outlined in the report now submitted; and
- (b) that further enquiries be made into the ongoing software maintenance costs and appropriate representations made to the Local Government Association and the Society of Local Authority Chief Executives.

Chairman

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Agenda Item 3

OVERVIEW & SCRUTINY PANEL 13th FEBRUARY 2007 (SERVICE SUPPORT) **CABINET**

15TH FEBRUARY 2007 21ST FEBRUARY 2007

A14 ELLINGTON TO FEN DITTON - FURTHER PUBLIC CONSULTATION (Report by Head of Planning Services)

1. INTRODUCTION

FULL COUNCIL

1.1 The purpose of this report is to consider and respond to the latest Public Consultation by the Highways Agency regarding the proposed improvement of the A14 between Ellington and Fen Ditton.

2. **BACKGROUND**

- 2.1 The proposed improvement of the A14 has been the subject of a number of previous studies and consultations, the fundamental study being the 2001 Cambridge to Huntingdon Multi-Modal Study (CHUMMS). In its final report of August 2001, CHUMMS recommended a strategy of trunk road and local highway improvements combined with the provision of additional high quality public transport.
- 2.2 The CHUMMS proposals were considered by Full Council on 26th September 2001. The resolutions agreed at that meeting are attached at Annex A. Key issues of that resolution were that action needed to be taken as a matter of urgency to address the problems of the A14, that a comprehensive package of improvement measures should be prepared and that Government should commit sufficient funding to implement the overall comprehensive package.
- 2.3 In 2005, the Highways Agency subsequently published a set of proposals to improve the A14 between Ellington and Fen Ditton. This took the form of public consultation on two strategies for the new road, namely the CHUMMS strategy and an Alternative Proposal.
- 2.4 The principle proposal within the CHUMMS strategy was for the provision of a new road south of Huntingdon and Godmanchester. This would be three lanes in each direction, the existing A14 would become a local road allowing direct access to Huntingdon Station with less traffic using the Godmanchester town bridge, the removal of the A14 viaduct over the East Coast Main Line (ECML) and the connection of that route into the local road network. The proposals also included plans to widen the A1 to three lanes in each direction

between the new Brampton Interchange and Brampton Hut and to consider future widening of the A1 to three lanes between Brampton Hut and Alconbury.

- 2.5 The Alternative Proposal was for a proposed new road south of Huntingdon & Godmanchester, two lanes in each direction, between Ellington and Fen Drayton which would only take east-west traffic. North-south traffic would continue to use the current A14 through Huntingdon and Godmanchester and the existing Viaduct over the ECML at the railway station would be rebuilt. It was also concluded that there would be no requirement to widen the A1 as it would carry very little additional A14 traffic.
- 2.6 These proposals were considered by Full Council on 29th June 2005, and a number of resolutions were agreed and a copy of these were contained in the formal response of the District Council to the Highways Agency dated 4th July 2005. This is attached at Annex B.
- 2.7 As will be noted, this response was extensive but the principle issues included;
 - the need for measures to ameliorate noise and mitigate visual intrusion on all the communities affected by the routing of the proposed A14 upgrade including effort to reduce the excessive height of the viaduct over the River Great Ouse
 - the implications of the choice of preferred route would have profound and significant economic effects for both Huntingdon and the whole area
 - that any choice should not be solely based on highway network implications or environmental effects and that it was important that economic considerations also be taken into account
 - measures to mitigate the effects of the A1 at Brampton and Bucken including A1 realignment and a fully integrated interchange between the A1, Brampton Hut and the new A14
 - support for the non-provision of a junction between a new A14 and the A1198 at Godmanchester
 - while the Alternative Option was alleged to be a cheaper costoption, that the real issue was which option would deliver the best long-term highway solution, the most beneficial economic effects and future capability for development to be accommodated
 - that the Alternative Option if implemented, would result in Brampton being surrounded on three sides by major trunk roads and that Huntingdon and Godmanchester would continue to suffer major noise and visual intrusion as well as pollution
 - that the line of the new A14 is further south than inferred by the CHUMMS line meaning that the communities of Buckden and The Offords could experience more visual intrusion and noise than was originally expected

- the CHUMMS option requires the A14 to be de-trunked and the A14 viaduct taken down to an at-grade junction at the railway station. While this concept was supported in principle, it was outlined that at that time there was insufficient information to enable a firm conclusion to be made and it was considered essential that detailed modelling work be undertaken to determine if such an arrangement were feasible
- 2.8 Following the 2005 consultation, the process was then subject to a legal challenge to the Highways Agency. It is understood that following agreement between the parties involved, that this current further consultation would be undertaken. However, the Highways Agency have clearly stated that any decision on a Preferred Route will be based on both this latest consultation and comments made as part of the 2005 consultation.
- 2.9 In addition, following the 2005 consultation and the comments of the District Council relating to the uncertainty relating to the A14 viaduct as outlined above, a specific Technical Study was commissioned to investigate the implications of its retention or removal. This was jointly funded by the District and County Council's, the Highways Agency, the Eastern Region Government Office, EEDA (East of England Development Agency) and Cambridgeshire Horizons.
- 2.10 The outcomes of this Study were reported to Cabinet and Overview and Scrutiny (Service Support) in June 2006 advising that the Study had concluded that the original CHUMMS option for the removal of the viaduct would be viable. This reported that the highway network could be modified to accommodate a new access into Huntingdon from the revised road layout arising from the downgrading of the old A14.
- 2.11 Discussion took place as part of both reports into future public consultation and it was noted at that stage that this was a technical study and, if accepted, as part of any future A14 proposals, that any emerging proposals would be subject to future public consultation as part of the wider A14 proposals.
- 2.13 Cabinet resolved to note the Study and commend it to the Secretary of State for consideration as part of the decisions of the (future) options for the development of A14 improvements. It was also resolved that the principles of the CHUMMS Options Strategy, presented as part of the Highways Agency 2005 consultation, be supported and that the Secretary of State be urged to develop further details of new highway links in Huntingdon as part of the A14 scheme. This would include the promotion of the necessary statutory orders for such links along with those required for the wider A14 scheme and associated local access roads.

2.14 Finally, as part of the options emerging from the original CHUMMS study, Members are reminded that a public transport option was a key recommendation of that report for the A14 corridor. This has been taken forward as a Guided Busway, which has now received Transport & Works Act consent. Funding has been made available by Government and work has now commenced on-site and it is expected that the route will be open early in 2009. The busway will be supported by the provision of on-street bus priority measures between Huntingdon and St. Ives.

3. THE CURRENT CONSULTATION

- 3.1 Following the resolution of the legal challenge to the 2005 public consultation, the Highway Agency has now launched a 'Further Public Consultation' on possible routes for a new road between Ellington and Fen Drayton. The consultation period runs from 1st December 2006 to 9th March 2007.
- 3.2 The current consultation now outlines three alternative routes for consideration, Orange, Brown and Blue plus 3 variations to the Blue option. The key issues of each route are described in Annex C. For the purposes of this consultation, the Highways Agency have advised that comments made during the 2005 consultation will also be taken into account in reaching a decision. They also advise that for the purposes of this consultation, a 3-lane dual carriageway has been assumed, which would include the removal of the Huntingdon viaduct, although a decision on whether or not the road should be a 2 or 3 lane dual carriageway will be made after the consultation is complete. The section of carriageway between Ellington and the A1 would be 2-lane dual carriageway under any scenario to be considered.
- 3.3 The Highways Agency also advise that their proposals for improving the A14 to the east of Fen Drayton have not changed from that shown as part of the 2005 consultation and therefore they are not part of this further consultation.
- In developing the current consultation, the Highways Agency outline that as part of the CHUMMS study, some 24 combinations were investigated, with 18 being rejected for a variety of reasons. Within the 6 options remaining, a number of different combinations and junction arrangements were subject to 'Stage 2 Environmental and Scheme Assessment Reports' with more being rejected on safety, environmental or engineering grounds.
- 3.5 As part of the 2005 consultation, only one option for the route of the new road was shown (essentially what is the Orange route in respect of this consultation), together with an indication of a number of the rejected options. The current consultation now includes these previously rejected options as well as an additional alternative

- possible route through the Buckden landfill site (part of the Brown route).
- 3.6 Copies of the consultation leaflet will be available at the meetings and this is also a background paper to this report. This describes the line of the routes in some detail and key characteristics are also contained in Annex C.
- 3.7 Costs for building the whole route between Ellington and Fen Ditton are estimated to be as follows;

	Orange	Brown	Blue	Blue Variation 1	Blue Variation 2	Blue Variation 1 & 2
Total (£ million inc. VAT)	£639m	£714m	£640m	£649m	£617m	£620m

4. KEY AREAS FOR CONSIDERATION

- 4.1 This consultation is supported by various pieces of technical work relating to scheme assessment, traffic and economic reports and route options and technical appraisal reports. These are all available as Background Papers to this report.
- 4.2 Key issues arising from that work are also outlined in Annex C. These will enable Members to gain a wider appreciation of the factors which may influence the Highways Agency. It must be stressed that these are lengthy, detailed reports and cannot be repeated verbatim.
- 4.3 <u>Forecasting Approach.</u> This outlines the methodology when looking at a 'Do Minimum' and a 'Do Something' scenario. A 2014 opening year is now being considered with a design year of 2029 for forecast traffic flows. 15 years post-opening is a national design standard.
- 4.3.1 Forecasting analysis has taken into account economic evaluation, environmental assessment, scheme design, based on required carriageway standards to 2029, as well as landscape and drainage assessments.
- 4.4 <u>Scheme Proposals.</u> This highlights some of the key issues arising from the routes now being presented and changes that have been made since the 2005 consultation, including those introduced as a result of the additional scheme options.
- 4.5 <u>Engineering Assessment.</u> This outlines some of the key engineering aspects identified with the options now being presented, including departures from standard where required. This includes the new Brown option for crossing straight over the Buckden landfill site where significant issues to accommodate a route would need to be addressed.

- 4.6 Environmental Assessment. All route options are anticipated to lead in varying degrees to a reduction in the number of people annoyed by road traffic when compared to the 'do minimum' scenario. However the report also notes that the options proposed will also introduce noise to areas that are presently relatively tranquil. The Council would seek to ensure that any option selected results in the least significant potential harm to the immediate environment
- 4.7 Annex D is a report of the District Council's Environmental Health team on the Air Quality, Noise and Land Contamination issues associated with the proposed routes. Key issues on air quality at Brampton and Fenstanton are outlined and that all routes would be likely to lead to the revocation of the current Air Quality Management Area in Huntingdon.
- 4.8 In terms of Noise, it is reported that there is little to differentiate between the Orange or Brown routes but that the Blue route would affect more residential properties. In terms of potential Land Contamination, the report states that the significant issue for the consultation is associated with the Brown route where it would cut across the Buckden landfill site.
- 4.9 Annex C also includes background information relating to Landscape, Townscape and Visual Effects as well as Ecology & Nature Conservation, Cultural Heritage, Water Quality & Drainage and Rights of Way. In considering these issues the Council would consider it vital to mitigate any impact within any eventual design.
- 4.10 <u>Economic Assessment.</u> Detailed work has been undertaken for all the route variations based on construction and operating costs as well as benefit/cost ratio assessment over a 60-year appraisal period. The benefit/cost ratio assessment includes consumer and business benefits, private sector provider impacts and accident benefits compared to local and central government funding.

5. CONCLUSIONS

- As was stated in our response to the 2005 consultation, any new road proposals will obviously result in potential benefits for some communities and potential costs for others. Many of the comments provided at that time still apply and will still be considered by the Highways Agency.
- 5.2 On that basis, it is important that the Council consider what it resolved in respect of its 2005 response and to consider the further options within this current consultation and to consider which proposal would be in the best interests of Huntingdonshire as a whole.

- 5.3 In terms of this consultation, the Highways Agency is asking those consulted to indicate a preferred option, a second choice and a least favourable option with the ability to expand on the responses given, to suggest alternative route combinations and to make any additional comments. Although this approach is understood, a process of elimination is recommended with a view to obtaining a single preferred choice as this would clearly assist any representation to be made by the Council at any future Public Inquiry.
- Having regard to the consultative information now available, the various issues outlined in Section 4, those contained in Annex C and D, and our previous comments made as part of the 2005 consultation, it would appear that the Orange route, with possible modifications around Brampton in order to achieve the best possible environmental solution, will be our preferred option. It is considered that this option is the one which most closely follows the existing landscape and topography and presents the greatest opportunity to achieve the least overall impact.
- While there are areas of the Orange route where intrusion and impact takes place, such as the proposed viaduct over the River Great Ouse and ECML, this is applicable to all options now being considered. It is felt that the Orange route provides the best solution to provide extensive mitigation against those impacts, subject to sufficient funding being made available as part of any final recommendations of the Highways Agency to the Secretary of State. This was a specific recommendation of the Council's 2005 response to the Highways Agency in respect of the impact on both Buckden and The Offords.
- As part of our 2005 consultation response, the potential detrimental impact on Brampton was reported. As part of this consultation, the Council considers that there may be merit in amending the line of the Orange route between Ellington and the A1 to follow the line suggested in the Brown route. While it is felt that this may help to minimise the impact of the scheme on Brampton, it may be that retaining the Orange route on the line suggested, and by providing substantial environmental mitigation measures, that this may provide such relief for Brampton from the effects of the A1 as well, where none currently exist. The Council should suggest that a detailed modelling study is undertaken by the Highways Agency to determine the best option.
- 5.7 In any recommendation of the Orange route, the Council would need to support that consideration again be given to the need to investigate any required improvements to the A1 between Alconbury and the new junction with the A1. Any such investigation should consider the need for widening and improvement measures in accordance with the same forecasting approach adopted for this consultation.

- 5.8 The Council also consider that if the Orange route were to be adopted, that this should be built to a minimum 3-lane dual carriageway standard in accordance with the original CHUMMS strategy. This should be supported by the removal of the existing Huntingdon viaduct in line with that strategy.
- Likewise, based on the same information, it would appear that the Blue route with Variation 2, would be our least favoured option due to the impact on both Brampton and Fenstanton for varying technical reasons. This particularly relates to air quality and noise issues where it is felt that current data provided by the Highways Agency is insufficient to find favour with such a route. Additionally, the Council considers that from the limited information available, that the constrained nature of Variation 2 will make the implementation difficult to achieve, including during the construction phase and in maintaining existing traffic flows. Specific concerns relate to the constrained nature of the proposed junction at Galley Hill and the likely layout of the local road provision, which may affect any future public transport options on this corridor relating to public transport recommendations arising from CHUMMS.
- 5.10 In terms of the Brown route and the specific element relating to the crossing of the Buckden landfill site, this raises serious cause for concern for the reasons outlined in this report and the accompanying technical data. It is evident that there are significant issues including the extent of existing and possible future contamination, removal of existing fill and reduction in the lifespan of the landfill site. Given the Environment Agency view that the least risk of pollution would result from avoiding the north and south landfill areas, it is considered that the Council cannot support this route.
- 5.11 On the completion of the last consultation, the four affected District Council's, the County Council and ten other leading stakeholders agreed a common statement of support for the A14 scheme. It is considered that a similar approach should be possible this time to lend weight to the overall recommendations and conclusions of the parties.

6. RECOMMENDATION

- 6.1 It is recommended that
 - (a) Overview and Scrutiny (Service Support) and Cabinet consider the issues outlined in this report and;
 - (i) recommend to Council that the Orange route be supported as part of the current A14 Ellington to Fen Ditton Further Public Consultation, subject to the Highways Agency consideration of the best

- alignment and environmental solution for Brampton between the Orange and Brown routes to the west of the A1, as outlined in the report;
- (ii) that the Blue route, including Variation 2, be rejected on the grounds of their detrimental unacceptable impacts on both Brampton and Fenstanton, and:
- (iii) that the Brown route be rejected on the grounds of the potential impacts on the Buckden North and South landfill and associated issues that may arise from the adoption of the element of the route.
- (b) That Council authorise the Director of Operational Services, after consultation with the Executive Councillor for Environment & Transport, to submit a formal response to this Consultation to the Highways Agency based on the outcomes of their meeting
- (c) That Council authorise the Director of Operational Services, after consultation with the Executive Councillor for Environment & Transport, to agree a Statement of Principles with other Cambridgeshire stakeholders as a joint position statement for submission to the Highways Agency.

BACKGROUND INFORMATION

CHUMMS Final Report - August 2001

Full Council Report – 29th September 2001

Highways Agency Alternative Proposal Public Consultation 2005

Full Council Report – 29th June 2005

A14 Huntingdon Viaduct Study - May 2006

Cabinet and Service Support Reports Huntingdon Viaduct - June 2006

A14 Ellington to Fen Ditton – Further Public Consultation leaflet (1st December 2006 to 9th March 2007)

A14 Ellington to Fen Ditton – Stage 2 Scheme Assessment Report

A14 Ellington to Fen Ditton – Initial Route Options & Technical Appraisal Report

A14 Ellington to Fen Ditton – Traffic & Economics Report

A14 Ellington to Fen Ditton – Stage 2 Environmental Assessment Report (EAR) CD 1 & 2

Contact

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MINUTES of a meeting of the HUNTINGDONSHIRE DISTRICT COUNCIL held at Pathfinder House, St. Mary's Street, Huntingdon on 26th September 2001 at 2.30 pm.

34. CAMBRIDGE – HUNTINGDON MULTI-MODAL STUDY

With the assistance of his report and a series of proposed recommendations circulated at the meeting (copies of which are appended in the Minute Book) the Portfolio Holder for Planning Strategy, Councillor N J Guyatt invited Members to consider the Council's response to the preferred Plan presented by the Cambridge to Huntingdon Multi-Modal Study (CHUMMS) for submission to the East of England Local Government Conference.

In his introduction, Councillor Guyatt referred to three key principles identified by the Cabinet which were considered to be critical components of any preferred plan, namely –

- urgent upgrading of the A14;
- preparation of a comprehensive package of measures with a single local inquiry
- the availability of sufficient finance from Central Government for both road and public transport improvements to remedy the historical infrastructure deficit.

Responding to a series of questions from Members, Councillor Guyatt acknowledged that further work was required on the practicality of the options proposed for public transport improvements particularly the guided bus and light rail schemes and that improvements to the A428 between Caxton Gibbet and the A1(T) should form part of the Council's formal response to the Local Government Conference.

After further detailed discussion on the proposed alignment of the A1 road between Alconbury and Brampton and the need to advance the timetable proposed for its implementation, it was

RESOLVED

- (a) that action should be taken as a matter of urgency to address the problem of the A14 and implement solutions to the local transport infrastructure;
- (b) that a comprehensive package of measures should be prepared with a single co-ordinated planning and public inquiry process, as opposed to a piecemeal approach to individual transport improvements;
- (c) that given the lack of investment in the transportation infrastructure locally, the Government should commit sufficient funding to implement a comprehensive programme of measures without delay;
- (d) that the Council reiterate their support for an amended southern strategy that links with the A428 road;

- (e) that in the event of the CHUMMS preferred plan being adopted, the Council support the plan in the interests of expedience only if:-
 - the funding of the scheme is accepted by the Government in its totality (both in terms of the public transport and road improvements elements);
 - (ii) the need to make appropriate provision for local traffic is recognised;
 - (iii) the requirement for further work on the practicability of implementing a guided bus scheme in terms of the District Council's longer term vision for public transport in and around Huntingdonshire similarly is recognised;
 - (iv) there is a satisfactory outcome of an examination of the implications of the proposed alignment of the A1 upon local communities;
 - (v) an examination of potential traffic congestion on and adjacent to the A14 at the Brampton/Spittals interchange is undertaken;
 - (vi) the requirement for bus priority measures at the Caxton Gibbet roundabout is recognised;
 - (vii) the need to address satisfactorily those issues raised in Sections 4.5 (implementation issues), 4.6 (road improvement issues), 4.7 (guided bus route), 4.8 (rail), and 4.9 (other public transport) as set out in the Appendix to the report now submitted is acknowledged; and
- (f) that improvements to the A428 between Caxton Gibbet and the A1(T) should be classified as essential.

ANNEX B

Ms Cara Elder
A14 Scheme Administrator
Highways Agency
Heron House
49-53 Goldington Road
BEDFORD
MK40 3LL

Our Ref: EW/LR/A14

Your Ref:

4th July 2005

Dear Ms Elder

A14 ELLINGTON TO FEN DITTON - CONSULTATION RESPONSE

At the Full Council on 28 June 2005, Huntingdonshire District Council considered the consultation proposals for the A14. The following resolutions were passed:

- (a) That the Council approve the Joint Statement of Support of the Cambridgeshire Local Authorities, Cambridgeshire Constabulary, Cambridgeshire Horizons and EEDA. I understand this statement will be submitted to you shortly by Cambridgeshire County Council.
- (b) That the Director of Operational Services be authorised, after consultation with the Executive Councillor for Planning Strategy, to make representations to the Highways Agency with regard to the need for measures to ameliorate noise during and after construction and to mitigate visual intrusion on all the communities affected by the routing of the proposed A14 upgrade scheme between Ellington and Fen Drayton; and
- (c) That, subject to (b) above, the comments listed below form the basis of the Council's formal response to the Highways Agency consultation on the upgrade of the A14.
- (1) The implications of the choice for the preferred route will have profound and significant economic effects for both the town of Huntingdon and the whole of the area. It is important that the choice made is not based solely on highway network implications, nor just on the environmental effects. It is important that the economic considerations are also taken into account.

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- (2) The need to ensure that appropriate noise and visual intrusion mitigation measures are implemented as part of the new road proposals. These should also be introduced at the start of the building process (see (b) above). Nothwithstanding the generality of the forgoing every effort, in consultation with the Environment Agency and other interested parties, should be made to reduce the excessive height of the viaduct over the River Great Ouse, see (11) below.
 - (3) The alignment of the A1 from Alconbury to south of Buckden could be realigned westward to alleviate the environmental effects of the upgrade of the A1 on Buckden and Brampton, but that the potential impact on Brampton Wood SSSI needs to be part of the consideration. We believe that there could be meaningful further discussions between this Authority, the County council and the Highways Agency.
 - (4) The current proposals show the alignment of the new A14 from south of Buckden Tip turning northwards and running alongside the western edge of the A1 to join the A14 to the west of Brampton Hut and the widening of the A1 from Brampton Hut to south of Brampton. This will mean that in this area there will be 10 lanes of highway. The Highway Agency are asked to consider whether there are alternative methods of dealing with the Brampton Hut Interchange which would enable an all-ways junction to be implemented in that location, thus relieving the need for additional widening of the A1 between Brampton Hut and south of Brampton. This could form part of the discussions requested in paragraph (3) above.
 - (5) The interchange between the new A14, the A1 and Brampton Hut interchange needs careful consideration and should be fully integrated if at all possible.
 - (6) A new access to Alconbury Airfield site should be provided directly onto the detrunked A14.
 - (7) The existing junctions on the current A14 at the Hemingfords need to be considered in terms of safety works.
 - (8) The absence of a junction between the new A14 and the A1198 at Godmanchester is supported. If a proposal for a junction were to come forward this should be vigorously opposed.
 - (9) The issue of the closure of the A1 slip road northbound, north of Buckden into Brampton, appears to have been resolved by the Highway Agency producing an alternative as set out earlier in this report. This would certainly alleviate the concern of how lorries would access Buckden Tip. It is essential that any proposals do not encourage through traffic either through Brampton or Buckden.
 - (10) The proposals envisage the new A14 coming back on alignment at Fen Drayton with an interchange to accommodate the junction with the old A14 and then a junction shortly after for the Trinity Foot/Cambridge Services area. However, access to the services is not direct from the proposed A14 and HCVs would have to use the local road between Girton and Fen Drayton. It is suggested that the location of the Fen Drayton Interchange should be further investigated so it could be moved to the Trinity Foot junction thus providing good access to the service areas.

- (11) The proposal for the new A14 includes a viaduct spanning the River Great Ouse and from the information available the height of the viaduct seems excessive. It may be a requirement of the Environment Agency, but the Highway Agency should be asked to ensure that the height of the new viaduct is only that which is absolutely necessary.
- (12) Whilst the proposals for the Girton Interchange are outside the boundary of the Huntingdonshire area, the current proposal does not include for an all-ways junction between the A14, M11 and A428. This could have implications for the traffic movements associated with the A428 and the Highway Agency should be asked to investigate whether an all-ways junction is possible.

In considering the two options put forward in the consultation for the trunk road network between the A1 and Fen Drayton, the following points need to be considered (the de-trunking option will be referred to as the CHUMMS Option and the continuing use of the existing A14 as a trunk road will be referred to as the Alternative Option):

- (a) Whilst one of the alleged advantages of the Alternative Option is that it is cheaper than the CHUMMS Option by some £30m, the real issue is which option delivers the best long-term highway solution, the most beneficial economic effects in terms of the vitality and long-term viability of Huntingdon, and the capability for development to be accommodated without detriment to the environment. Therefore, the Alternative Option should not be chosen purely on the cost basis
- (b) In any case, whilst the initial capital estimates indicate that the Alternative Option may be cheaper than the CHUMMS Option, in overall terms the difference in cost is only some £30m and at this stage of the process the ability for contractors to improve on these prices mean that the difference is minimal.
- Huntingdonshire is part of the M11 Growth Area Corridor which the Government has (c) established to deliver significant levels of growth in the coming decades. Huntingdon will play a significant role, not only in the delivery of new housing, but also for a range of new services and facilities, particularly new retail and commercial development, to serve the needs of the growing population of Huntingdonshire. There are 4 major development sites within the town centre of Huntingdon and a major housing development at Ermine Street. These developments require a significant level of investment in order for Huntingdon to remain a vibrant market town that is able to cope with additional traffic and improve its environmental quality. Work towards the implementation of these sites has been predicated on the assumptions drawn from the CHUMMS Strategy that there would be a new A14 and that the current A14 around Huntingdon and Godmanchester would be de-trunked to become a local road to encourage public transport provision, the development of an integrated public transport interchange and the diversion of existing rat-running traffic in Huntingdon, Godmanchester and St. Ives onto the de-trunked route. We have provided the Highways Agency with the appropriate development briefs already but further copies are attached to this letter.

- (d) If the Alternative Option is implemented the community of Brampton would be surrounded on 3 sides by major trunk roads, and the communities of Huntingdon and Godmanchester would continue to suffer major noise and visual intrusion as well as pollution. This would particularly apply in later years as the created capacity would reduce due to predicted traffic growth and the impact of new development, including at Alconbury Airfield, taking effect.
- (e) The line of the new A14 is proposed to be further south from Brampton than was possibly inferred by the CHUMMS line. This does mean that the communities of Buckden and The Offords could experience more visual and noise intrusion than had originally been expected. However, in terms of the two Options, the difference between a dual 2 and a dual 3 road is marginal. The issue therefore for these communities is whether the line of the road is optimal rather than the number of lanes.
- (f) The CHUMMS Option does require that the existing A14 is de-trunked and the viaduct taken down to an at grade junction by the station. In principle, this concept should be supported as it could provide a long-term opportunity for the reorganisation of local traffic movements around and through Huntingdon. This could not be achieved if the alternative option is pursued. However, at the present time there is insufficient information available to enable a firm conclusion to be drawn about whether an at-grade junction at Brampton Road would help to ease the traffic movements or whether it would cause further problems. It is essential that detailed modelling work of this proposed junction is carried out as soon as possible to enable the Council to decide whether this junction has appropriate capacity. Some work is going on at present. However, more detailed modelling is required. This modelling needs to show how the de-trunking of the A14 and the changes at Spittals will affect the through traffic which currently uses the ring road on an east-west movement.

Since the original CHUMMS Study, transport related air quality issues have been identified in Huntingdon that will result in the declaration of an Air Quality Management Area (AQMA) for nitrogen dioxide (NO²) later this year. Having regard to this the CHUMMS Option is much preferred in terms of the expected improvement to air quality within the future AQMA in Huntingdon

Yours sincerely

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<u>CURRENT CONSULTATION – KEY ISSUES</u>

Route Scenarios

The Orange Route

- 18.8 km (11.5 miles) in length including the widest crossing of the River Great Ouse flood plain. This includes an 1100m long viaduct across the river and ECML and would be the longest span of all the routes (together with Blue Variation 1)
- The route is nearer to Buckden, The Offords and Hilton than that of the Blue route
- No properties need to be taken down
- This takes the same alignment and junctions arrangements as the CHUMMS strategy and the 2005 consultation and it includes the removal of the A14 viaduct
- The junction of the new A14 and the A1 at Brampton has been revised following the 2005 consultation with the link between the new westbound A14 and the A1 southbound removed
- The combined Fen Drayton/Trinity Foot junctions allow improved access to Cambridge services from the main A14. This was an issue raised by the District Council at the 2005 consultation

The Brown Route

- 19.4km (11.8 miles) in length including the section following the old railway line straight across Buckden landfill site. This route would require part purchase of both the north and south landfill sites
- The route includes an 810m long viaduct across the flood plain and ECML and would be the shortest span of all the routes
- The route is near to Brampton and Godmanchester
- No properties need to be taken down
- The construction costs for this option are the highest of the three and material within the landfill areas is noted as variable. Delay and extra cost is noted as a possibility with this option due to unforeseen problems
- It is noted that Government would take responsibility for areas of purchased landfill and any pollution issues arising

The Blue Route

- 19.2 km (11.7 miles) in length including a 1000m long viaduct across the flood plain and ECML
- The route is nearest to Brampton, crosses the Golf Course and is near to Godmanchester
- One property needs to be taken down

There are variations for the Blue Route and it would be possible to have one, both, a combination of or no variations.

The Blue Route (North)

• This is the closest route to Brampton north of the landfill site and is a similar distance from Godmanchester as the Brown route and crosses the A1198 at a similar point. East of the B1040 and north of Hilton, it follows a route through to the Fen Drayton Interchange

The Blue Route (South)

 With Variation 1 (see below) the route passes south of Buckden landfill and east of the B1040 and north of Hilton, it follows a route through to the Fen Drayton Interchange

The Blue Route Variation 1

- 19km (11.6 miles) in length with a 1100m long viaduct (as with the Orange route, this is the longest span)
- The route goes south of the landfill site and is further from Brampton but closer to Buckden and The Offords
- No properties need to be taken down

The Blue Route Variation 2

- This is a significant difference from any of the other options. The route joins the existing A14 west, not east, of Fenstanton with on line widening from two to three lanes between the new junction and Fen Drayton and also includes the provision of a new local road alongside
- 20.1km (12.5 miles) in length with a 1000m long viaduct
- As part of the widening through Fenstanton, 5 houses and several farm building would need to be taken down

Forecasting Analysis

<u>Do-Minimum</u>

- This scenario shows that the A14 is already carrying high traffic levels and that between Galley Hill and Bar Hill, this section is very close to reaching capacity for the current two-lane dual carriageway
- Under a 'do-minimum' scenario i.e. no major road building, growth on the existing A14 would likely be lower that in the overall area as traffic would be expected to divert to other routes, notably the A428 and A1198, to avoid the increasing congestion of the A14
- With no action and by 2014, a 31% increase in travel time is estimated with more people making diversions to avoid congestion
- With no action and taking a design year of 2029, it is estimated that during the AM peak over-capacity would increase fourteenfold with a corresponding increase in total travel time of over 97%

Do-Something

- The starting point for improvement of the A14 was the CHUMMS study, which includes the removal of the A14 viaduct and its replacement with a new junction into the local road network in Huntingdon
- In assessing the performance of the local network, it is estimated that to 2029 all options could deliver a reduction in over-capacity queuing and reduce travel time by around 10% compared to the 'do-minimum' scenario
- In terms of forecast journey times and traffic flows, all options are very similar and alignment differences at Brampton and Buckden Landfill have no significant effects at the 2029 design year

Scheme Proposals (include)

- A lower vertical alignment for the River Great Ouse and ECML crossing with the Orange and Blue routes addressing minimum height clearances as advised by the Environment Agency and Network Rail and highlighted and supported by the Council as part of its 2005 consultation response
- The additional route through the Buckden Landfill site associated with the Brown route
- An alternative route for the junction with the A1 applicable to all options, which provides better local road access between Buckden and Brampton following representations made in 2005
- Better access to Cambridge Services via the Fen Drayton/Trinity Foot interchange with variations associated with each option following representations made in 2005

Engineering Assessment (includes)

- At the Ellington junction, it is proposed that free flowing links would be provided between the A14 and A1. Significant embankment work would be required at this location and such arrangements would be supported subject to the best environmental solution being achieved
- All main route options have been designed to full standard.
 However a number of side roads and junctions along the route
 associated with all the options have been designed with
 substandard geometry in order to minimise the impact on the
 surrounding area. This would be supported subject to safety
 standards being met
- Major earthworks of varying degrees are required with all the options, particularly at the approach embankments to the River Great Ouse and ECML viaduct
- The Blue route to the north of Wood Green Animal Shelter requires cutting through the adjacent ridge

- The Brown route requires a major cutting between Ellington and the A1 and through the ridge to the south of Godmanchester
- The Orange route has been designed to follow the existing land contours will complimentary mitigation measures
- In the vicinity of Fen Drayton, low embankments have been designed to ensure that any route runs above the floodplains recorded along the A14
- Contaminated Land is recorded at the Ellington Brook Landfill, although none of the proposed routes directly affect the filled area.
- A major source of contamination is associated with the Brown route that traverses the Buckden Landfill;
 - Buckden North is currently active and the proposal would affect current rates of filling where the Operator has an aspiration to fill against the northern side of the Buckden South Landfill. The site is licensed to accept inert, domestic, commercial and industrial wastes
 - ➤ The route has been designed to avoid cutting into the northern margin of the Buckden South site but some cutting into the capping would be required
 - ➤ A cutting would be required through completed areas of landfill on the northern site. However, waste extends to some 13m below finished road level and this must be removed and replaced with engineered fill to provide a stable foundation. No penetration of existing containment would be permitted
 - Removal of existing fill will reduce the overall projected lifespan of the landfill site due to the need relocate excavated areas to those with capacity
 - ➤ The extent of contamination associated with both landfill sites is unknown at this stage and further investigation is noted as being required in order to assess the extent of any potential contamination within the underlying soil and groundwater regime
 - ➤ The area south of the Buckden South site was capped in 1994 and it is reported that it has previously been affected by breakouts of leachate. The Environment Agency view is that the least risk of pollution would result from avoiding the landfill at both Buckden North and South
- Some possible contamination is noted with the blue route at Brampton where it passes through a former petrol filling station

Annex D is a report of the District Council's Environmental Health team on the Air Quality, Noise and Land Contamination issues associated with the routes proposed and should be read in conjunction with the section above

- Major impact on statutory undertaker apparatus is present at Fen Drayton/Fenstanton
- For the Blue Route Variation 2, the loss of four houses is noted, plus other buildings. It is also proposed that as well as a widened A14, a local access road will also be provided through the Fenstanton section in order to avoid the village High Street. It is

also noted that the Galley Hill junction is very confined with property constraints so retaining measures will be required to achieve a compact layout. The restriction of the local road to a single two-lane carriageway will affect the ability to deliver future public transport options on the old A14 associated with the CHUMMS recommendations

Environmental Assessment

Air Quality;

- ➤ The annual mean nitrogen dioxide objective is currently being exceeded alongside the A14 in Fenstanton, Brampton and Huntingdon and Air Quality Management Areas (AQMA's) have been declared in these locations
- ➤ The report states that all of the route options would lead to improvements in air quality within the AQMA's alongside the existing A14 and other roads where traffic flows reduce. Conversely, there would be increases where new routes are created and where there would be increases in traffic flow associated with the route options. It is stated that with all the route options, that more people would experience an improvement in air quality rather than a deterioration but given the above comment, the report does not assess for how long this would be the case with those affected by forecast traffic growth
- ➤ It is also reported that while there are three SSSI's (Sites of Special Scientific Interest) within 200m of the proposed options where traffic flows are predicted to change significantly, it is stated that nitrogen oxides concentrations and nitrogen deposit rates would reduce for all the options over the 'do minimum' scenario
- Annex D is a report of the District Council's Environmental Health team on the Air Quality, Noise and Land Contamination issues associated with the routes proposed and should be read in conjunction with the section above

<u>Landscape, Townscape and Visual Effects, Ecology & Nature Conservation, Cultural Heritage, Water Quality & Drainage and Rights of Way</u>

- Landscape, Townscape and Visual Effects. The assessment notes that given the open arable character of the landscape, that any work could be visible over a wide area and that with all the route options, the proximity to surrounding settlements and their setting is a consideration, particularly with respect to the River Great Ouse Valley
- Ecology and Nature Conservation. In addition to the SSSI's outlined above, County Wildlife sites affected are also identified as being affected by any of the route options proposed. It is also noted that there are a number of habitats and species that are

- either of UK and/or local biodiversity value, which may be adversely impacted by the proposed options
- Cultural Heritage. Key issues currently identified are potential damage to archaeological sites, those as yet discovered, impact on, or setting of, listed buildings and conservation areas, historic landscape and the Mill Common Scheduled Monument. Further study and full assessment is noted as being required
- Water Quality and Drainage. General impact is noted and need for detailed assessment at a future design stage recorded, particularly in respect of watercourses and floodplains, the largest of which is the viaduct required across the Great Ouse floodplain, and the importance of water abstraction some 2km upstream of the proposed scheme.
- Rights of Way. All options have effects on a number of existing routes for pedestrians, cyclists, equestrians and the local community in terms of severance. It is noted that severance issues must be dealt with as part of any detailed design and the Council would support this approach

Air Quality

There are currently three Air Quality Management Areas (AQMAs) in Brampton, Huntingdon and Fenstanton resulting from high annual mean concentrations of Nitrogen Dioxide (NO₂) a pollutant that is largely derived from road traffic emissions.

It is likely that the Brown and Blue routes, which include the more westerly option west of the A1 (closer to Brampton Wood), would result in a net reduction in NO₂ concentrations in the western part of Brampton. The Blue Route also passes very close to RAF Brampton and, although this is not currently in an AQMA, this option would lead to an increase in NO₂ concentrations at residential locations and could possibly lead to the declaration of a further AQMA in Brampton. On balance, the more westerly option set out in both the Brown and Blue routes is considered to be best for Brampton in terms of overall air quality impact although it is recognised that detailed air quality modelling may be necessary to determine the extent of the benefit.

Traffic on the current A14 makes a significant contribution to the measured concentrations of NO_2 in Huntingdon. All of the proposed routes are further away from the town than the existing route and therefore the implementation of any of these proposed routes will reduce the concentrations of NO_2 are likely to lead to the revocation of the AQMA in Huntingdon.

Traffic on the current A14 makes a significant contribution to the measured concentrations of NO_2 in Fenstanton. All of the proposed routes **except Blue Variation 2** are further away from the village than the existing route and therefore the implementation of any of these proposed routes will reduce the concentrations of NO_2 and lead to the revocation of the AQMA in Fenstanton. The Blue Variation 2 route rejoins the existing A14 west of Fenstanton and it is expected that this option would not lead to any significant reduction in the concentrations of NO_2 or to the revocation of the AQMA in the village.

There are currently no AQMAs in Huntingdonshire resulting from exceedences of the fine particulates (PM_{10}) objectives. It is widely anticipated however, that the forthcoming EU Daughter Directive on Air Quality (expected mid 2007) and the revised National Air Quality Strategy (expected Spring 2007) will feature a new approach on PM_{10} ; that of 'exposure reduction'. This approach recognises that any increase in PM_{10} levels has a human health impact and promotes the reduction of population exposure to PM_{10} overall, regardless of concentrations.

An approach of PM₁₀ exposure reduction would advocate locating trunk roads away from settlements and would therefore favour the more westerly route at Brampton and the Orange or Brown the Route east of the A1.

In summary the favoured routes in terms of air quality are the Brown Route west of the A1 and the Orange or Brown Routes east of the A1.

Noise

In terms of traffic noise exposure there is little to differentiate between the Orange Route and the Brown Route. Both of them would have a relatively small negative impact on a small number of isolated dwellings but would not significantly worsen noise levels for any settlements. The Blue Route and Blue Route Variation 2 both introduce considerably more residential receptors to elevated road traffic noise levels.

Land Contamination

The only significant contamination issue is associated with the Brown Route as it crosses the Buckden Landfills. The consultation document acknowledges that the scale of the issue is almost a complete unknown. Landfills are regulated by the Environment Agency and so under the circumstances it is recommended that note is taken of the Environment Agency's response to the consultation.

On balance, having consideration of air quality, noise and land contamination issues, the preferred option is the Brown route or the Orange route incorporating the westerly option at Brampton west of the A1 (closer to Brampton Wood).