

5 Consultation

5.1 Introduction

5.1.1 This chapter provides a brief summary of the consultation undertaken to date for the scheme, and the consultation proposed for the future. The chapter sets out key highlights of:

- historic consultation;
- non-statutory pre-application consultation activities and outcomes;
- statutory consultation activities and outcomes; and
- proposed ongoing consultation activities.

5.1.2 The consultation undertaken to date is described in more detail in the *A14 Cambridge to Huntingdon improvement scheme Consultation Report* (DCO submission document number 5.1 consultation report).

5.2 Historic consultation

5.2.1 Scheme studies and consultation regarding improvements to the A14 between Cambridge and Huntingdon have been undertaken since 1998, when the Roads Review put on hold a previous scheme to widen the A14 between Bar Hill and Huntingdon, and the Government commissioned a multi-modal transport study to investigate the combined problems of congestion, road safety, and residential development pressure in the Cambridge and Huntingdon area. The following summary outlines the principal consultation activities carried out between 2005 and 2013 in conjunction with the development of the scheme:

- March 2005: The Cambridge to Huntingdon Multi-Modal Study (CHUMMS) strategy, which included a dual three-lane southern bypass of Huntingdon and the removal of the A14 trunk road viaduct across the East Coast mainline railway in Huntingdon, was taken to a public consultation, together with an alternative strategy in which the Huntingdon A14 viaduct was retained for movements between the north and east. Feedback from the consultation indicated that there was greater support for the CHUMMS strategy than for the alternative strategy.
- 2006-2007: A legal challenge was mounted by local opponents of the scheme and it was agreed that the Highways Agency would consult further on six previously considered route options, which would be referenced against the CHUMMS strategy. A second public consultation therefore followed in 2006/2007.

- 2007-2010: An announcement of the preferred route was made by the Secretary of State in two stages: the route between Fen Drayton and Fen Ditton was announced in March 2007; and the route between Ellington and Fen Drayton, which confirmed the CHUMMS strategy, was announced in October 2007. Further development of the route followed and it became known as the A14 Ellington to Fen Ditton scheme.
- 2010: In the Government's 2010 Spending Review the A14 Ellington to Fen Ditton scheme was withdrawn from the roads programme as it was considered to be unaffordable in the current climate.
- 2011: In late 2011, the Department for Transport commissioned a study to re-consider multi-modal options for this section of the A14 trunk road. The A14 Study identified 21 un-tolled road options, from which six viable highway packages emerged and were further considered against traffic, economic, environmental and social criteria.
- 2012: Secretary of State for Transport announced that the A14 Cambridge to Huntingdon improvement scheme would enter the road programme as a tolled scheme. A14 Study recommends a seventh scheme option that is tolled.
- 2013: The Highways Agency conducted a public consultation exercise between September and October 2013, to gain the views of the community and stakeholders on the scheme, the proposed tolling arrangements and the other options previously considered. As a result of this consultation, major changes were applied to the scheme that included improved layout and access, as well as the removal of the proposal to toll the scheme.

5.2.2 For further information on consultation carried out for previous scheme options, refer to the *A14 Cambridge to Huntingdon improvement scheme, Technical review of options* (Highways Agency, September 2013).

5.2.3 Consultation during the development of the previous scheme route options outlined above has influenced the current scheme route proposal, which has been developed from previously considered options 3 and 5 as described in *Chapter 4*.

5.3 Non-statutory pre-application consultation

Meetings and workshops

5.3.1 Informal non-statutory engagement was carried out throughout the preparation of the DCO application, in addition to statutory consultation, as described below. This included consultation both before and after the statutory consultation period. It has assisted the Highways Agency in understanding key issues and concerns of the potentially affected communities and stakeholders for this scheme. *Table 5.1* outlines the consultation activities carried out, in relation to environmental issues, as part of this non-statutory process.

Table 5.1: Non-statutory pre-application consultation activities

Consultation activity	Consultees who have participated	Key issues raised/outcomes
<p>General one to one meetings held with selected stakeholders between November 2013 and the submission of the DCO.</p>	<ul style="list-style-type: none"> • host¹ and selected neighbouring local authorities – various departments including environmental and non-environmental; • relevant parish and town councils; • prescribed consultees including Environment Agency, Natural England and English Heritage; • selected land interest stakeholders including property and business local to the scheme; • selected infrastructure organisations including Cambridge Airport and Network Rail; • selected drainage boards and water infrastructure organisations; • civil services including Cambridgeshire Constabulary, Ambulance and Fire Services; • other local and regional stakeholders interested in the scheme and its environmental assessment, such as landfill operators; • other relevant government bodies, including Homes and Communities Agency. 	<p>Meeting agendas and topics discussed were specific to stakeholder's area of interest in the scheme.</p>

¹ Host local authorities are the local authorities with land within the scheme, including Cambridgeshire County Council, Huntingdonshire District Council and South Cambridgeshire District Council.

Consultation activity	Consultees who have participated	Key issues raised/outcomes
<p>Regular Local Authority Forum meetings with host local authorities between December 2013 and submission of the DCO.</p> <p>Meetings will continue beyond DCO submission.</p>	<ul style="list-style-type: none"> • Cambridgeshire County Council; • Huntingdonshire District Council; • South Cambridgeshire District Council; • Cambridge City Council (attendance at selected meetings). 	<p>Key issues covered included:</p> <ul style="list-style-type: none"> • updates and collection of comments on emerging scheme design; • early informal comment from hosting authorities on Statement of Community Consultation; • explanation of role of host local authorities in DCO process.
<p>Presentations to host local authority members. Presentations held over three dates:</p> <ul style="list-style-type: none"> • 14 February 2014; • 17 February 2014; and • 20 February 2014 	<ul style="list-style-type: none"> • elected members from host local authorities. 	<p>Attendees updated on emerging scheme development and process going forward.</p> <p>Highways Agency obtained an improved understanding of local scheme opinion and issues of key local importance.</p>
<p>Regular Environmental Stakeholder Forum meetings between December 2013 and submission of the DCO. Meetings have generally been bi-monthly and will continue beyond DCO submission.</p>	<p>Invitations issued to the following hosting authorities:</p> <ul style="list-style-type: none"> • Cambridgeshire County Council; • South Cambridgeshire District Council; and • Huntingdonshire District Council. <p>Invitations issued to the following prescribed consultees /attendance depending on set agenda;</p> <ul style="list-style-type: none"> • Environment Agency; • Natural England; and • English Heritage. <p>Other environmental stakeholders were also invited depending on the set agenda.</p>	<p>January 2014</p> <p>Key environmental issues discussed included air quality, noise and hydrology/flooding. Actions included investigation into mitigation of cultural heritage impacts and location of borrow pits during construction.</p> <p>March 2014</p> <p>For this forum meeting, experts from drainage, landscape and ecology were in attendance to provide detailed information on design and current positions on mitigation where applicable. It was noted that plans shown in the forum were of a draft nature and still in the process of being developed. Actions included clarification of impact on waterbody near the Brampton interchange, consideration of design principles and request for a further meeting regarding construction methodology.</p>

Consultation activity	Consultees who have participated	Key issues raised/outcomes
		<p>May 2014 Key environmental issues focussed on construction details including location of compound areas, location of plant and source of materials including borrow pits. Actions included a proposed meeting to discuss ecology mitigation plans, traffic access routes, and traffic arrangements to the Lafarge batching plant.</p> <p>July 2014 Key environmental issues discussed revolved around design details of items such as the river Great Ouse crossing, borrow pit restoration, north-south ecological connectivity across the scheme and the Code of construction practice (CoCP). Actions included a proposed meeting to discuss ecology issues of mitigation and habitat connectivity, and setting up a consultation exercise to focus on the CoCP.</p> <p>October 2014 Headlines of draft environmental statement were presented by topic specialists. Stakeholders were given the opportunity to ask questions regarding methodology and findings. Presentation was followed by issue of draft environmental statement for independent review/information purposes only.</p>

Consultation activity	Consultees who have participated	Key issues raised/outcomes
<p>Local interest and user group engagement workshops.</p> <p>Workshops held over two dates:</p> <ul style="list-style-type: none"> • 22 March 2014; and • 29 March 2014. 	<ul style="list-style-type: none"> • representatives from numerous local community and stakeholder groups with varying interests in the scheme, including attendance from Godmanchester and Huntingdon Civic Society, Huntingdon Ramblers Association and Swavesey and District Bridleways. 	<p>Attendees updated on emerging scheme development and process going forward.</p> <p>Highways Agency obtained an improved understanding of local scheme opinion and issues of key local importance.</p> <p>Feedback gathered used to inform emerging scheme layout and mitigation design proposals.</p>
<p>Highways Agency key stakeholder engagement.</p> <p>Workshop(s) held over three dates:</p> <ul style="list-style-type: none"> • 19 February 2014; • 20 February 2014; and • 24 February 2014. 	<ul style="list-style-type: none"> • representatives from the Highways Agency's national and strategic stakeholders, including attendance from Sustrans, British Horse Society and National Farmers Union. 	<p>Attendees updated on emerging scheme development and process going forward.</p> <p>Highways Agency obtained an improved understanding of local scheme opinion and issues of key local importance.</p>
<p>Borrow pit mitigation proposal workshop.</p> <p>Workshop held on 24 June 2014.</p>	<ul style="list-style-type: none"> • Cambridgeshire County Council; • Huntingdonshire District Council; • South Cambridgeshire District Council; and • Environment Agency. 	<p>The workshop focused on the indicative borrow pit restoration proposals and sought feedback on these. Small groups identified potential legacy opportunities and commented on the long term management of the sites for community benefit.</p>
<p>A 3 week consultation period for the CoCP including issue of the draft CoCP on 1 September 2014 for comment and a workshop held on 11 September 2014.</p>	<ul style="list-style-type: none"> • Cambridgeshire County Council; • Huntingdonshire District Council; • South Cambridgeshire District Council; • Cambridge City Council; • English Heritage; • Environment Agency; and • Natural England. 	<p>The workshop was attended by the four local authorities, including environmental health officers. The workshop enabled views on the draft CoCP to be shared and questions were put to the environment and stakeholder consultation teams.</p> <p>A facilitated dialogue took place regarding the form of future engagement with local authorities ahead of and during the construction. Consultee feedback was formally issued to the project team by e-mail and used to refine the final CoCP.</p>

Consultation activity	Consultees who have participated	Key issues raised/outcomes
<p>Local non-motorised users (NMU) interest group workshop. Workshop held on 3 October 2014.</p>	<ul style="list-style-type: none"> Representatives from local organisations with an interest in NMU issues, including attendance from Sustrans, Confederation of Passenger Transport and local Ramblers Association. 	<p>Consultees updated on proposed changes to scheme NMU provision as a result of pre-application consultation.</p>
<p>In response to consultation feedback received, the Highways Agency made changes to the design of the scheme. These changes were communicated through the issue of drawings which clearly identified changes made. Drawings were issued to the local authorities and statutory environmental consultees on 16 October 2014. Drawings were issued to other stakeholders during October.</p>	<ul style="list-style-type: none"> Cambridgeshire County Council; South Cambridgeshire District Council; Huntingdonshire District Council; Cambridge City Council; English Heritage; Environment Agency; Natural England; and other relevant and prescribed stakeholders with an interest in scheme changes. 	<p>Consultees updated on both scheme infrastructure and environmental mitigation changes within their area of interest and given the opportunity to forward comment before finalisation of DCO submission. Follow on one to one meetings were held with consultees as required.</p>

PINS engagement

- 5.3.2 Meetings were held with the Planning Inspectorate (PINS) in December 2013 and March, June and October 2014. The purpose of the meetings was to discuss legal aspects and to confirm and clarify requirements and timings of the DCO submission for the scheme.
- 5.3.3 The Highways Agency also submitted selected draft DCO documents to PINS on the 8 and 15 September 2014 to seek feedback on the DCO application. The *Environmental Statement (ES)* did not form part of the draft DCO documents submitted due to the size of this document, which would not make it practicable for PINS to provide feedback.

5.4 Statutory consultation

Scoping report submission

- 5.4.1 A scoping report was prepared for the scheme, outlining the key issues proposed to be covered in the *ES*, to enable consultation with PINS and statutory consultees on the scope of the environmental assessment. A draft of the scoping report was prepared in February 2014 and comments were received from Cambridgeshire County Council.
- 5.4.2 The final scoping report for the scheme was formally issued to PINS on behalf of the Secretary of State on 20 March 2014. Before preparing the scoping opinion on behalf of the Secretary of State, PINS consulted 91 prescribed consultees, including the relevant host and neighbouring local authorities, parish and community councils, statutory environmental bodies and statutory undertakers (such as service providers including, gas and water), as listed in *Appendix 5.1*. Twenty-three of the consultees replied within the statutory deadline. This consultation commenced 21 March 2014. The formal scoping opinion report from PINS was received on 30 April 2014, and included responses received from statutory consultees within the consultation period. Late responses to the consultation were forwarded separately by PINS as received and these were also considered in the environmental impact assessment (EIA).
- 5.4.3 For more information on the scoping process, refer to *Chapter 6*.

Public consultation

- 5.4.4 Public consultation on the scheme commenced on 7 April 2014 and concluded on 15 June 2014, in compliance with the requirements for statutory consultation under the *Planning Act 2008*. This consultation included consultation with the local community (in accordance with *section 47 of the Planning Act 2008*), prescribed consultees (in accordance with *section 42 (1) (a) of the Planning Act 2008*), local authorities (in accordance with *section 42 (1) (b) of the Planning Act 2008*) and persons with an interest in the land (in accordance with *section 42 (1) (d) of the Planning Act 2008*). The purpose of the consultation was to obtain information, views and comments from local communities, residents, businesses, visitors, road users, wider interest groups and the general public about the scheme. This information has been used to inform the design proposals.
- 5.4.5 Consultation included a variety of events and opportunities to provide comment. *Table 5.2* provides a description of the formal consultation carried out, including who was consulted and the methods used.

Table 5.2: Formal consultation activities

Consultation activity	Consultees
<p>As per <i>section 47(6) of the Planning Act 2008</i>, a <i>Statement of Community Consultation (SoCC)</i> (Highways Agency, 2014) was published in local newspapers prior to the start of the public consultation to inform the public of the upcoming events. The SoCC was published in:</p> <ul style="list-style-type: none"> • Cambridge Evening News, 31 March 2014; and • Huntingdon Post, 2 April 2014. <p>In addition, a consultation flyer was distributed door-to-door containing information on consultation background and exhibition events being held.</p>	<p>The consultation flyer was circulated door to door within 46 local towns and parishes.</p>
<p>A letter was issued on 10 April 2014 and 9 May 2014 to notify statutory consultees of their role, provide information on the upcoming consultation (including provision of the consultation brochure and section 48 notice) and highlight methods of providing comment. A letter was also issued on 9 May 2014 to non-statutory key stakeholders.</p>	<p>Prescribed consultees, local authorities and land interest consultees (as per <i>section 42 of the Planning Act 2008</i>). Key stakeholders (non-statutory).</p>
<p>Through a process of diligent inquiry the Highways Agency identified additional persons with an interest in the land, as defined by <i>section 44 of the Planning Act 2008</i>, which had not already been written to on the 10 April and 9 May. The Highways Agency consulted with each of these persons, by issuing a letter, questionnaire and consultation brochure. The letter provided a deadline for the responses of consultation feedback of 28 days following the day of the day the letter was received. This feedback was analysed and taken into account in the same way as other statutory consultation feedback received.</p>	<p>Land interest consultees (as per <i>section 44 of the Planning Act 2008</i>).</p>
<p>Under <i>section 48 of the Planning Act 2008</i> and in accordance with <i>regulation 4 of The Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009 (as amended)</i>, a notice was published in four newspapers to publicise the Highways Agency's proposed DCO application. The section 48 notice was published in the following newspapers:</p> <ul style="list-style-type: none"> • Cambridge News – 31 March and 7 April 2014; • Huntingdon Post – 2 April and 9 April 2014; • London Gazette – 31 March 2014; and • The Times – 31 March 2014. 	<p>Local readers of the selected newspapers.</p>
<p>Thirty-one public consultation exhibition events were held across the scheme area between 7 April and 15 June 2014. The events provided information on the scheme proposals, as well as providing an opportunity for attendees to speak to members of the project team and to comment on the proposals by completing a questionnaire.</p>	<p>General public. Venue and number of attendees detailed in <i>Table 5.3</i> and <i>5.4</i>.</p>
<p>Two web-chats were held between 29 April and 4 June 2014. The web-chats allowed people to sign onto a web-chat forum and ask questions or make comment on the scheme.</p>	<p>General public.</p>

Consultation materials

5.4.6 During the consultation period, between 7 April and 15 June 2014, materials were available to view at the exhibition events, at 23 local deposit points across the scheme and online at:

<https://www.gov.uk/government/consultations/a14-cambridge-to-huntingdon-improvement-proposed-scheme>

5.4.7 These materials included:

- consultation brochure and questionnaire;
- exhibition boards, summarising the consultation brochure;
- *A14 Cambridge to Huntingdon improvement scheme Preliminary environmental information report* (Highways Agency, April 2014a);
- plans of the scheme layout;
- *A14 Cambridge to Huntingdon improvement scheme Statement of Community Consultation* (Highways Agency, 2014);
- Section 48 Notice (publicising the proposed application); and
- *A14 Cambridge to Huntingdon improvement scheme Preliminary traffic report* (Highways Agency, April 2014b).

5.4.8 The preliminary environmental information report provided information available at the time, on likely significant environmental effects to enable the public to gain a good understanding of the scheme and to make informed responses regarding likely environmental effects as part of the consultation.

5.4.9 The locations of the 23 local deposit points were:

- A14 Cambridge Services;
- Bar Hill Library;
- Brampton Frosts Garden Centre;
- Buckden Library;
- Cambourne Library;
- Cambridge Central Library;
- Cambridge City Council;
- Chesterton Sports Centre;
- Histon Library;
- Huntingdon Library;
- Huntingdonshire District Council;
- Northamptonshire County Council;
- One Leisure Huntingdon;
- One Leisure St Ives;

- One Leisure St Neots;
- Orwell Crossing Lorry Park;
- Papworth Everard Pendrill Court;
- South Cambridgeshire Hall;
- St Ives Library;
- St Neots Library;
- Suffolk County Council;
- Swavesey Library; and
- Travelodge Cambridge Orchard Park.

Consultation events

5.4.10 A series of large exhibition events were held to provide an opportunity to view the proposals, to discuss any queries or concerns with members of the project team and to comment on the proposals by completing a questionnaire. *Table 5.3* shows the location and attendance at the large exhibition events.

Table 5.3: Main exhibition events

Date	Venue	Number of attendees
08 April 2014	Bar Hill Tesco	Estimate 500
11 April 2014	Bar Hill Church Centre	57
11 April 2014	Buckden Village Hall	154
12 April 2014	Cambridge Grand Arcade	Estimate 800
15 April 2014	Offord Village Hall	85
17 April 2014	Huntingdon Commemoration Hall	102
22 April 2014	Brampton Memorial Centre	191
24 April 2014	Godmanchester Queen Elizabeth Hall	122
25 April 2014	Hilton Village Hall	89
26 April 2014	Girton College	55
28 April 2014	Cambridge Science Park (The Trinity Centre)	26
29 April 2014	Cambridge Meadows Community Centre	18
30 April 2014	St Ives Burgess Hall	83

5.4.11 To support the larger events a series of smaller exhibition events were also held to engage local communities, as detailed in *Table 5.4*.

Table 5.4: Smaller exhibition events

Date	Venue	Number of attendees
10 April 2014	Papworth Library	41
07 May 2014	Houghton and Wyton Memorial Hall	42
08 May 2014	Hemingford Pavilion	60
09 May 2014	Great Paxton CE Primary School	25
10 May 2014	St Neots Museum	20
12 May 2014	Fenstanton Church Centre	70
13 May 2014	The Hub Cambourne	21
14 May 2014	Swavesey Memorial Hall	17
16 May 2014	Fen Drayton Village Hall	12
17 May 2014	Over Community Centre	4
23 May 2014	Longstanton Village Hall	12
24 May 2014	Dry Drayton Village Hall	12
27 May 2014	Milton All Saints Church Hall	11
28 May 2014	Oakington Pavilion	25
29 May 2014	Impington Village College	25
30 May 2014	Boxworth Village Hall	28
31 May 2014	Madingley Village Hall	27
02 June 2014	Lolworth Robinson Hall	37

5.5 How responses to consultation and publicity have been taken into account

- 5.5.1 Over 1400 responses to the statutory pre-application consultation were received from prescribed consultees, local authorities, persons with an interest in the land (in accordance with *section 42 of the Planning Act 2008*), as well as other non-statutory consultees and the public. Around 80% of these were responses to the statutory consultation questionnaire, but other responses were also received by letter and e-mail. Many of the responses related to the EIA. The responses have been analysed and reviewed by technical specialists, where relevant, and reported in the consultation report.
- 5.5.2 Both during and since the close of the statutory public pre-application consultation there have been numerous changes made to the scheme design as a result of both statutory consultation and non-statutory engagement activity.

- 5.5.3 The changes made vary in scale and type. An example of a material change made to deal with environmental concerns is the change of a junction at Mill Common, from a roundabout to a signal controlled junction, in order to reduce the land take at this location within the Huntingdon Conservation Area. Less significant changes include alterations to access to adjacent private land and improvements to non-motorised user provision.
- 5.5.4 *Chapter 7 of the A14 Cambridge to Huntingdon improvement scheme Consultation Report* (DCO submission document number 5.1) provides a summary of changes to the scheme design, presented by individual scheme element. *Appendix E of the Consultation Report* (DCO submission document number 5.2) provides a more detailed account of comments, along with a response to the comments from the Highways Agency, and identifies the relationship between comments received as a result of statutory pre-application consultation and scheme design changes.
- 5.5.5 In addition, further detail regarding how key consultation relating to specific environmental topics has been addressed in the EIA is provided in the topic chapters (*Chapters 8 to 18*).

5.6 Ongoing non-statutory engagement

Environmental Forum

- 5.6.1 The Environmental Forum is planned to carry on throughout the development of the scheme, including the detail design and construction phases. While the meetings have generally been bi-monthly during the pre-application stage, it is envisaged that more frequent meetings will be required during detail design and during the period that would lead up to construction.

Statements of common ground

- 5.6.2 A statement of common ground is a written statement setting out issues of agreement, and is prepared jointly by an applicant and other parties, including statutory and non-statutory stakeholders. As such, the statement of common ground establishes issues about the design and/or impacts of the project which are not agreed between the applicant and parties. It strives to address the issues prior to examination.
- 5.6.3 Approximately 31 stakeholders have been invited to be involved in the preparation of a statement of common ground for this project. These stakeholders include:
- local authorities, including hosting authorities, neighbouring planning authorities and, parish and town councils;
 - environmental organisations;
 - utilities/drainage boards;
 - emergency services;
 - Network Rail; and
 - land interest consultees.

5.7 Summary and conclusion

- 5.7.1 Consultation during the development of the scheme has been extensive. In addition, previous consultation has been summarised as part of the setting of public consultation for this scheme.
- 5.7.2 For this scheme, the Highways Agency has engaged with a broad range of stakeholders to ensure that the views, concerns and suggestions are considered during the development of the scheme. The Highways Agency has also engaged in early consultation activities before the formal consultation period to ensure that issues and suggestions are considered early in the design process. In addition, the establishment of the Environmental Forum is fundamental to understanding potential environmental impacts.
- 5.7.3 Consultation is a vital supporting element for the DCO application and has allowed changes to the scheme based on an open and collaborative dialogue with a range of stakeholders and the public. The consultation is intended to be continued during the detail design and construction phases of the scheme.

5.8 Bibliography

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