

## Appendix 2b Highways and Transport

### Pressures / Investment Proposals

Place & Economy Restructure Page 2

County input to Nationally Significant  
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## Business Planning: Business Case – Pressure

Project Title: Place & Economy Restructure

Committee: Highways & Transport / and  
Environment & Green Investment

2022-23 Investment request: £260k pa

Brief Description of proposal:

JMT agreed the restructure of Place & Economy (P&E) senior management structure which is currently being recruited to. It has been agreed that the in-year costs (2021/22) will be met using existing funds but the ongoing costs (£260K pa) need addressing through Business Planning.

This business case requests £260k to fund the additional costs of the new agreed structure. The existing revenue and capital funding will continue to fund the structure but this £260k is required to fund the net increase.

Date of version: 23 September 21      BP Reference: B/R.4.015

Business Leads / Sponsors: Steve Cox

## 1. Please describe what the proposed outcomes are:

The Place & Economy (P&E) Directorate is responsible for many of the enablers of growth across the county, and supporting prosperity by delivering services which keep residents and businesses moving efficiently and safely. As the central focus for Cambridgeshire's place-based services, the work of P&E is crucial in achieving the Council's overall aim of making Cambridgeshire a great place to call home and accomplishing the four core priorities of:

- Developing the local economy for the benefit of all
- Helping people to live independent and healthy lives
- Supporting and protecting vulnerable people
- Climate change and sustainability

The landscape that the County Council is working within has changed significantly in recent years with the introduction of the Greater Cambridge City Deal in 2015 now managed by the Greater Cambridge Partnership (GCP) and the Mayoral Combined Authority in 2017 (CPCA). In addition, most of CCC's senior management team until recently have been engaged in shared roles with Peterborough City Council (PCC), including the Executive Director for Place & Economy and the Service Director for Highways & Transport.

In March, our JMT (Joint Management Team) agreed to a proposed new structure for P&E Management. In order to drive forward the aspirations described above and to achieve the ambitions set out for P&E and the drivers for a new senior management structure, the following changes were agreed:

1. Deletion of the existing Service Director post
2. Deletion of Assistant Director Highways & Assistant Director Infrastructure & Growth posts
3. Creation of a new Director for Highways & Transportation that is 100% focussed on CCC
4. Three new Assistant Director roles:
  - a. Assistant Director Highways Maintenance: focussed on maintaining our existing highways asset
  - b. Assistant Director Transport & Strategy: focussed on longer term strategy, development and getting the best out of our network
  - c. Assistant Director Project Delivery: focussed on commissioning and project delivery of the schemes and initiatives we are tasked to deliver. This will also include ensuring we get the best out of our supply chain partners and stronger relationship management with GCP and CPCA.

All the posts have now been recruited to, and senior management within P&E is fully in place with the task of ensuring that the new management structure works for the service. Moving forward there will be a need to fund the additional costs of the new agreed structure. The existing revenue and capital funding will continue to fund the structure but £260k is required to fund the net increase.

## 2. What evidence has been used to support this work, how does this link to any existing strategies/policies?

During the Summer and Autumn of 2020 an internal review of Highway Capital Delivery was commissioned to understand the effectiveness of capital programme management and the overall control environment. It included a detailed review of several key schemes. That work was completed in October 2020. It concluded that a significant programme of work was being delivered across the Major Infrastructure Delivery (MID) team with a large number of complex and high profile schemes.

The review underlined the need for stronger early concept and design work, a greater understanding of risk and improved budget setting. There are a number of components that team leaders and managers are already seeking to re-shape and enhance service delivery within P&E; together these will create a stronger and more transparent control environment. Once implemented and operational across H&T projects, the service can realise overarching governance, project assurance, and greater control including programme, risk and cost control. It is in the context of this review that a revised management structure was settled upon.

## 3. Has an options and feasibility study been undertaken? Please explain what options have been considered.

The proposed restructure went through various iterations before it went out to consultation and was further developed to reflect the consultation feedback. This structure was felt to be the most appropriate to deliver the objectives mentioned above.

## 4. What are the next steps/ actions the Council should take to pursue it? Please include timescales.

### High Level Timetable

| Task                            | Start Date   | End Date | Overall Responsibility |
|---------------------------------|--|----------|------------------------|
| Recruitment to all posts        | In process   | TBC      | Steve Cox              |
| Recruitment of Director         | Sue Proctor started on 1 November 2021   |          | Steve Cox              |
| Assistant Director appointments | One AD started on 1/9/21.<br>The second will start on 23/11/21.<br>New AD for Growth, Environment and Planning started on 1/7/21 | 23/11/21 | Steve Cox              |

## 5. Could this have any effects on people with Protected Characteristics including poverty and rural isolation? If so please provide as much detail as possible.

It is not anticipated that this restructure will have effects on people with protected characteristics. An Equality Impact Assessment was developed and this will be reviewed and updated for this iteration of the restructure. The EqlA was completed before the restructure commenced to ensure we adhered to our Public Sector Equality Duty.

## 6. What financial and non-financial benefits are there and how will you measure the performance of these? Are there any dis-benefits? These MUST include how this will benefit the wider internal and external system.

The revised senior management structure will:

- Provide robust and resilient leadership for the future goals of the Place and Economy directorate;
- Better align functions within Place & Economy to build cohesion and resilience
- Ensure accountability rests at the right level in the organisation through clearly articulated roles and responsibilities;
- Simplify structures so our staff are closer to the customers that they are serving;
- Look for opportunities to commercialise and take appropriate risks by putting in place supportive systems and processes that enable and facilitate service delivery

## Financial Costs

The restructure will result in an additional £260k being needed per year to fund the new roles outlined above.

7. Are there any identified risks which may impact on the potential delivery of this? What is the risk if we do not act?

| <b>Risk</b>                                 | <b>Mitigation</b>  | <b>RAG (should the risk occur)</b> | <b>Overall Responsibility</b> |
|---|--|------------------------------------|-------------------------------|
| Risk of not being able to recruit to roles. | N/A All roles have now been recruited to   | Green                              | Steve Cox                     |
| Risk of not being able to retain managers   | Working closely with managers and being proactive about addressing problems as and when they arise | Amber                              | Steve Cox                     |

8. Scope: What is within scope? What is outside of scope?

Only the roles above (listed in section 1) are impacted by the proposals and are in scope.

## Business Planning: Business Case – Investment proposal

### Project Title: County input to Nationally Significant Infrastructure Projects, and Transport Works Act Orders

Committee: Highways and Transport

2022-23 Pressure / Investment: £147k

#### Brief Description of proposal:

The investment is towards the County Council's technical input and planning representation on a programme of massive infrastructure schemes – specifically, those considered 'Nationally Significant', or those requiring a 'Transport and Works Act Order'.

Technical resource is required to negotiate favourable outcomes from the consenting of 'nationally significant', and other substantial third-party infrastructure projects affecting Cambridgeshire.

These large projects have substantial inherent risks, so it is vital that the County is properly resourced to mitigate these risks, by

- (i) Pre-application involvement in shaping the projects
- (ii) Securing comprehensive mitigation as part of any planning consent, through appropriate legal agreement

By investing now, we could prevent significant future costs/risks.

Date of version: 25/10/2021

BP Reference: B/R.4.016

Business Leads / Sponsors: David Allatt / Gareth Blackett

## 1. Please describe what the proposed outcomes are:

This business case seeks investment towards the County Council's technical input on the shaping and consenting of a programme of 20 massive third-party transport and energy schemes. We are obliged to be involved in these because (i) it is a statutory duty and (ii) they present broad and significant risks if not properly planned.

The primary purpose of this input is to prevent these projects from causing significant future financial and reputational damage to the County Council. For example, the most recent Nationally Significant Infrastructure Proposal (NSIP) to be delivered in Cambridgeshire was the A14, and this has led to a substantial County maintenance liability due to damage caused to local assets during construction. It is important that lessons are learnt and that on future NSIPs, the County deploys resource to negotiate appropriate legal agreements/protective provisions to avoid similar liabilities.

The projects in the programme of massive schemes fall into two categories, both of which require a special planning consent, involving a public inquiry:

- Nationally Significant Infrastructure Proposals - are major infrastructure proposals (such as very large energy or transport projects) that bypass normal local planning requirements and are instead given planning consent by a Development Consent Order (DCO) issued by the Planning Inspectorate / Secretary of State.
- Transport and Works Act Orders (TWAOs) - these function similarly for rail, tramway and guided bus infrastructure projects

The consenting process for these scheme types is resource intensive, and the public inquiries are a statutory duty on the Council. The County Council has never faced such a large number of these schemes at once. It is vital that input is resourced to tackle the associated risks:

- County must ensure that the infrastructure is properly designed in line with appropriate safety, engineering and sustainability standards.
- County must ensure that appropriate mitigation is secured through the planning process to ensure that any severe impacts on local communities or local networks are addressed as part of the project.
- Some schemes include a statutory requirement for adoption of new local assets: the County must ensure that these are of appropriate standard, and that long term maintenance costs are externalised.
- County input is a statutory requirement, so it is essential that appropriate technical input is resourced

Input is required from the County Council across the following teams and specialisms:

| Function                                | County Council   | District  |
|---|--|---|
| Project Delivery                        |  |   |
| Transport Strategy & Network Management | Non-Motorised User and Rights of Way<br>Cycling<br>Traffic Management<br>Local Plan Policy<br>Transport strategy<br>Road Safety<br>Traffic Modelling<br>Business Case<br>Legal |   |
| Highway Maintenance                     | Highway Design<br>Highway Lighting<br>Highway Structures<br>De-trunking and assets   |   |
| Planning, Growth & Environment          | Biodiversity and Ecology<br>Cultural Heritage<br>Minerals and Waste<br>Flood and drainage<br>Archaeology<br>Public Health  | Air Quality<br>Noise/Vibration<br>Land Contamination<br>Landscaping and Trees<br>Economy<br>Ecology |
| Climate Change & Energy Services        | Climate and Carbon   |   |
| Connecting Cambridgeshire               | Connecting Cambridgeshire  |   |

## Funding County Input into the Process

Wherever possible, the County seeks to recover its costs in resourcing this technical input. This is dealt with through Planning Performance Agreements where the pre-application advice is charged for. However, the statutory aspect of consents cannot always be recovered, and it is that element that is the focus of the business case.

## 2. What evidence has been used to support this work, how does this link to any existing strategies/policies?

The County Council has learnt significant lessons from the A14 NSIP, which resulted in a substantial maintenance liability on the County Council. It is recognised that the County must resource technical input to future major infrastructure projects to appropriately de-risk these schemes and maximise their value to Cambridgeshire communities.

## Costs of Consent Input: Case Study – A428

Taking the A428 (at the live examination stage) as an example:

National Highways is proposing to upgrade the route between the Black Cat roundabout and Caxton Gibbet roundabout with a new 10-mile dual carriageway and associated junction improvements, including major engineering works to improve the Black Cat roundabout. The scheme aims to improve journeys by road between Milton Keynes and Cambridge, bringing communities together and supporting long term growth in the region.

The costs to date this financial year split between external technical support, internal support and legal support is £147k to date (£54k of which is internal staff time).

Funding contributions from Huntingdonshire and Greater Cambridge partners have been agreed in principle (£49k per local authority) for this period. This would leave CCC's contribution of up to £49k. Future exposure on the A428 consent is assumed on a pro rata basis to year end. This would be a total additional £147k to year end, of which £49K would be unrecovered CCC costs.

### 22/23 Consent Costs

The following consents, which make up the estimated £147k, are expected in 22/23:

| <b>Consent</b>            | <b>Status</b>   | <b>Planning Performance Agreement</b>       |
|---------------------------|---|---|
| East/West Rail            | CCC engagement on EIA                                       | Cost cover for engagement & evaluation only |
| CSET TWAO                 | CCC agree to promote TWAO                                   | Officer time                                |
| Ely Capacity Enhancements | Phase 2 pt.2 consultation                                   | £40K  |
| MVV Energy                | Initiation  | TBC   |
| A47                       | Pre-examination   | TBC   |
| OxCam                     | Spatial framework consultation                              | TBC   |
| Cambridge South Station   | Statement of Common Ground between CCC/GCP and Network Rail | £13K invoiced 20/21                         |
| Sunnica Solar Farm        | DCO preparation   | TBC   |

The County is required to feed into these through the following stages:

| Stage            | Action Required  |
|------------------|--|
| Pre-notification | Investment planning, business case, strategic planning, options appraisals, development plan allocations, early engagement with stakeholders   |
| Pre-application  | Preparation of the DCO application – environmental impact assessment, non-standard stat consultation and on-going engagement, drafting DCO and supporting documents                        |
| Acceptance       | Assessment by the Planning Inspectorate (PINS) of whether the application is of a satisfactory standard to be examined and whether the promoter has met its pre-application duties.        |
| Pre-examination  | Preparation for examination including opportunity for anyone to registers as an ‘interested party’ to be involved and to make their initial representations, and publication of timetable. |
| Examination      | Inquisitorial examination of the application, led by Examining Inspectors at PINS  |
| Recommendation   | Preparation of recommendation report by PINS Examining Inspectors  |
| Decision         | Decision by Secretary of State   |
| Post Decision    | If consented, implementation, subject to judicial reviews  |

The proposal supports the CCC Business Plan priorities as follows

- A good quality of life for everyone
- Thriving places for people to live
- Zero Carbon emissions for Cambridgeshire by 2050

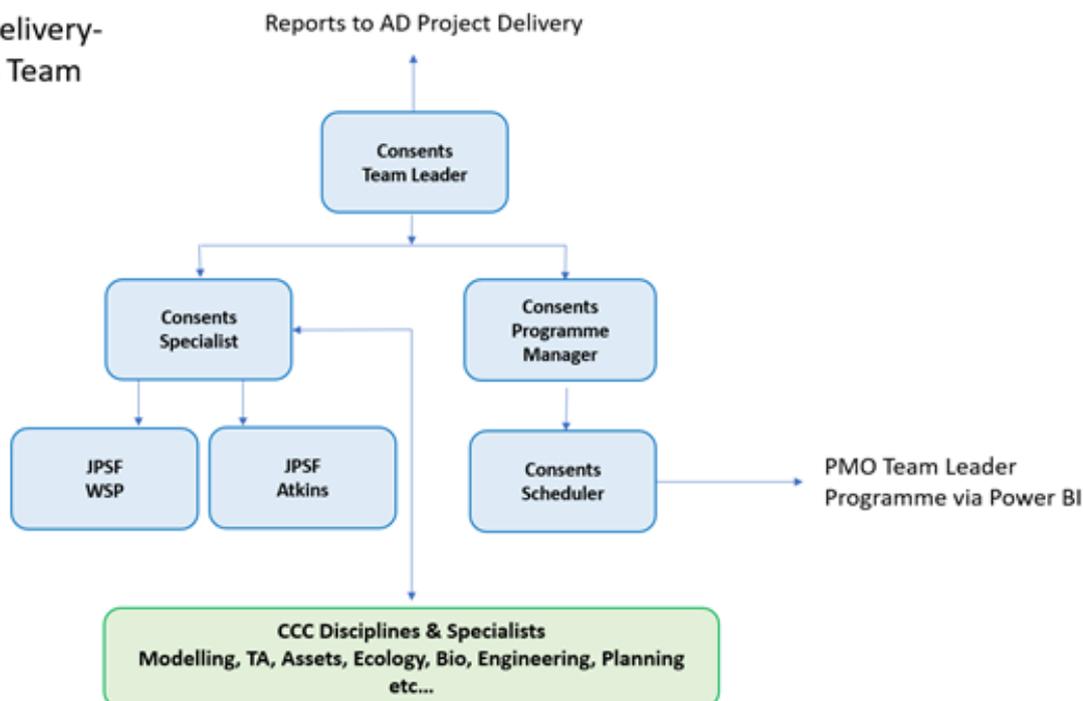
### 3. Has an options and feasibility study been undertaken? Please explain what options have been considered.

Ultimately the consenting of NSIPs/TWAO's is a statutory duty, and failure to input effectively presents significant risks in terms of being unable to effectively mitigate the local impact (and associated network risks/liabilities).

#### Programming the Consents

The County Council have established a Consents Team to (i) prepare a programme for County input into the 20 consents, (ii) negotiate funding agreements with the project promoters to recover County costs where appropriate.

## Project Delivery- Consents Team



## Resourcing Individual Consents within the Programme

This business case is focused on resource for the County input to the projects within the programme. There is a need to draw from internal technical resource and to draw on specialist external advice where appropriate.

The lack of local resource to input into the growing number of NSIPs is acknowledged nationally. The Planning Inspectorate have convened a working group to reform the current regulations.

## 4. What are the next steps/ actions the Council should take to pursue it? Please include timescales.

County Council input to the programme will be coordinated by the Consents Team, drawing upon the relevant internal expertise from County Council technical leads.

1. The outline list of projects is outlined below which sets out the timescales of each project in the consents programme
2. The Consents Programme has been co-designed with colleagues responsible for the management of individual projects, as well as project promoters. This includes the GCP, the Combined Authority, District Council colleagues, county council staff, external professional services (where necessary) and scheme promoters (as appropriate)

There is a Consents Programme Board that meets monthly and includes representation by a range of CCC teams.

| Task                    | Start date | End Date (of consent stage) | Overall responsibility                        |
|-------------------------|------------|-----------------------------|---|
| East/West Rail          | 2021       | 2024                        | Network Rail                                  |
| CSET                    | 2021       | 2022                        | GCP/CCC                                       |
| Ely Rail Enhancements   | 2020       | 2024                        | Network Rail                                  |
| MVV                     | 2021       | 2023                        |   |
| A47                     | 2021       | 2023                        | National Highways                             |
| OxCam                   | 2021       | 2023                        |   |
| Cambridge South Station | 2021       | 2022                        | Network Rail                                  |
| Sunnica Solar Farm      | 2021       | 2023                        | Sunnica Ltd (Tribus Energy and PS renewables) |

5. Could this have any effects on people with Protected Characteristics including poverty and rural isolation? If so please provide as much detail as possible.

Advice to date indicates that as the promoters of the consents are legally required to complete EqlAs, it may not be necessary for CCC (Cambridgeshire County Council) to duplicate the process. However, each project within the Consents Programme will be reviewed to see if a County Council EqlA is required. Place and Economy and have been working with Pathfinder Legal Services for legal advice on CCCs Public Sector Equality Duty and the EqlA process in partnership projects.

6. What financial and non-financial benefits are there and how will you measure the performance of these? Are there any dis-benefits? These MUST include how this will benefit the wider internal and external system.

### Financial Benefits

The financial benefits are predicated on the avoidance of future liabilities on the County. While little data is available, evidence from the A14 project indicates that (unfunded) work conducted by the Public Rights of Way team avoided c.£100K worth of costs due to deviations from the standard specification by the consent promoter.

It is important that lessons are learnt from the A14, which resulted in a substantial maintenance liability on the County Council, due to damage caused to local assets during construction

## Non-Financial Benefits

| Key Benefit               | Measure           | Baseline | Target & Timescale         |
|---------------------------|-------------------|----------|----------------------------|
| Reduced reputational risk | No. of complaints | TBC      | -10% per project per annum |

7. Are there any identified risks which may impact on the potential delivery of this? What is the risk if we do not act?

| Risk   | Mitigation                        | RAG (should the risk occur) | Overall Responsibility |
|--|-----------------------------------|-----------------------------|------------------------|
| Non compliance with statutory consents processes | Centralised Programme Plan        | Red                         | Gareth Blackett        |
| Insufficient capacity and capability             | Consents resource management plan | Amber                       | Gareth Blackett        |

8. Scope: What is within scope? What is outside of scope?

Please see the Consents programme outlined in Section 4