



CAMBRIDGESHIRE & PETERBOROUGH
COMBINED AUTHORITY

Cambridgeshire and Peterborough Combined Authority

Devolution Deal Monitoring and Evaluation Framework

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Executive Summary

This document confirms Cambridgeshire and Peterborough Combined Authority's (CPCA) commitment to Monitoring & Evaluation and the approach to be taken by the authority. The key points are as follows:

- This framework should be viewed in the context of the publication of the Cambridgeshire & Peterborough Independent Economic Review (CPIER¹). **The CPIER document provides a strategic baseline for the Combined Authority area** for the performance of the economy and progress on key areas such as housing, jobs and the rate of growth.
- A heavy emphasis is placed by the CPCA on a **partnership approach to Monitoring and Evaluation**. The CPCA will work very closely with the shared Cambridgeshire County Council / Peterborough City Council, Business Intelligence Service, as part of the wider CambridgeshireInsight² partnership. The CPCA will fully utilise the national evaluation arrangements for the 'single investment fund' funding stream. The CPCA is also building closer working arrangements with the What Works Centre for Economic Growth and the Office of National Statistics Cities team. Finally the CPIER has been established as a forum for developing effective challenge regarding the nature and the rate of growth (and its measurement) for the area. These arrangements **will collectively support the CPCA in having an effective methodology for M&E**.
- The evaluation schedule table in section three provides an overview of the practical approach to M&E that is being taken in relation to the current CPCA investment decisions.

Projects will be subject to one of three levels of Monitoring & Evaluation (1. Major Independent, 2. Local Independent, and project 3. Self-Evaluation). In addition programmes may also be subject to the national evaluation framework for Gateway One (**Major Independent Evaluation**). For example it is anticipated that the **CPCA Market Town Strategy** will be subject to these arrangements.

Locally we are currently planning to commission major independent evaluation of the **programme to deliver affordable homes and local evaluation** for a number of other projects.

- The government's published guidance requires that both the Business Board (LEP) and CPCA Local Assurance Frameworks reference their monitoring and evaluation arrangements and recommends that these are completed as part of the same body of work. **Therefore the Business Board will be asked to co-adopt this M&E Framework alongside renewal of their Local Assurance Framework.**

¹ www.CPIER.org.uk

² www.CambridgeshireInsight.org.uk

1. Introduction

Background

- 1.1 Monitoring and evaluation (M&E) is a critical component of an effective performance management regime. Monitoring supports the effective tracking of a scheme or series of policy interventions ensuring that intended outputs are being achieved. Evaluation quantifies and assesses outcomes, including how schemes were delivered and whether the investment generated had the intended impact and ultimately delivered value for money. M&E forms a significant part of the policy feedback loop to inform future policy development, priorities and budgets.
- 1.2 The purpose of this document is to set out both the commitment and the approach of the Cambridgeshire and Peterborough Combined Authority (CPCA) to M&E. The Devolution Deal between Government and the CPCA specifically includes a commitment to work together in developing an approach to monitoring and evaluating the impact of the Deal.
- 1.3 This document ensures local ownership of the commitment and also provides as robust guide as to how the CPCA aims to carry out its own M&E. This document will be reviewed at least annually so that it remains relevant and fully aligned to progress on delivering the Devolution Deal. It will also be shaped by ongoing dialogue with the Department for Business, Energy & Industrial Strategy (BEIS) and other relevant government departments as well as sources of best practice for evaluating schemes to encourage local economic growth.
- 1.4 For a complete understanding of the background, this document should be read in conjunction with a number of other publications.
 - The CPCA Business Plan for 2019/20
<http://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/CPCA-Business-Plan-2019-20-dps.pdf>
 - The CPCA four year plan (2018/19 to 2021/22) and 2030 ambition_
<http://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/OS-Agenda-250618.pdf>
 - The Green Book: appraisal and evaluation in central government_
<https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-government>
 - The Magenta Book: HM Treasury Guidance on Evaluation_
<https://www.gov.uk/government/publications/the-magenta-book>
 - Local Enterprise Partnerships: National Assurance Framework 2016_
<https://www.gov.uk/government/publications/local-enterprise-partnership-national-assurance-framework>
 - Evaluation of Local Growth Interventions Framework, SQW, 2018
(not in the public domain)

The Cambridgeshire and Peterborough Combined Authority Commitment to Monitoring and Evaluation

1.5 The CPCA is committed to implementing effective M&E so that it is able to:

- a. Provide local accountability to the public by demonstrating the impact of locally devolved funding and the associated benefits being achieved.
- b. Comply with external scrutiny requirements i.e. to satisfy conditions of the Devolution Deal. Specifically, M&E will be used to demonstrate local progress and delivery to senior government officials and Ministers who are ultimately accountable to parliament for devolved funds.
- c. Understand the effectiveness of policies or investments and to justify reinvestment or modify or seek alternative policy. M&E provides a feedback loop for the Authority and relevant stakeholders;
- d. Develop an evidence base for input into future business cases and for developing future funding submissions. M&E will collect, collate and analyse data which can be utilised for future work.

1.6 The remainder of this framework document aims to ensure that these commitments are delivered by setting out the approach, principles, resource and responsibilities together with the proposed approach to evaluating each element of the Devolution Deal.

Roles and Responsibilities

1.7 The overall responsibility for monitoring and evaluation (this framework and the execution of the activity associated with it) is held at director level at the CPCA within the post of Strategy & Assurance Director³. The CPCA has agreed a contract with Cambridgeshire County Council (part of the wider CambridgeshireInsight⁴ partnership) to provide an appropriate level of officer support for M&E including local knowledge, expertise and supporting capacity in order to undertake the work associated with the framework in the period leading up to and including the first 'Gateway' assessment for the Authority (see Partnership Approach below).

1.8 In addition the Finance Director (Section 73 officer) maintains a responsibility to regularly report on spend and to support the integration of this reporting with the wider monitoring and evaluation work. This is particularly relevant when assessing the effectiveness of specific funding streams such as the Investment Fund Grant (£20 million over 30 years). Although this funding is added into the CPCA's 'single pot' (along with Transport Grant and Adult Education Budget and other funding) there are specific arrangements agreed with central government to evaluate this funding (see partnership approach below).

³ See CPCA Leadership Structure <http://cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/Staff-structure.jpg>

⁴ <https://cambridgeshireinsight.org.uk/>

1.9 The board for the CPCA meets monthly. As part of this framework there is a commitment for the board to receive a **Quarterly Performance Monitoring Scorecard** together with an annual **Strategic Overview of Performance** against key metrics. The frequency of reporting will be kept under review and is dictated in part by the availability of metrics at a local level that track, for example, the rate of economic growth or the rate of housing building completions. The work in this area will also be available for review by the CPCA Overview and Scrutiny Committee. There will also be an evaluation reporting time-table (with interim reporting where appropriate to ensure the benefits of investment decisions are understood and lessons learnt incorporated back into policy work. Specific responsibilities are outlined in the table below.

Figure 1: Roles and Responsibilities for Monitoring and Evaluation

Responsibility	Resource
Setting the CA's strategic approach to Monitoring and Evaluation, including annual review	Director of Strategy & Assurance reporting to CPCA Board.
Monitoring progress against Devolution Deal objectives and of the wider CPCA programme of activity, including funded projects and programmes.	Evaluation and Performance Monitoring Officer (role supplied by Cambridgeshire County Council), with support from Head of Finance and individual project leads.
Preparation of individual Monitoring and Evaluation Plans	Theme Leads / funding applicants with quality assurance carried out by Evaluation and Monitoring Officer.
Undertaking individual evaluation	As per framework. Independent evaluation teams where appropriate. Local Evaluation and Monitoring Team in all other cases (roles supplied by Cambridgeshire County Council),
Developing the Local Evaluation Framework for the Single Investment Fund (SIF) in support of the Gateway Assessment	Director of Strategy & Assurance with support from Evaluation and Performance Monitoring Officer.
Maintaining a repository of Monitoring and Evaluation data; Extend and curate current evidence base	Evaluation and Monitoring Team (supported through Cambridgeshire Insight)
Dissemination of evaluation conclusions	Director of Strategy & Planning supported by CPCA Communications Team

Partnership Approach

1.10 At the core of the CPCA approach to Monitoring and Evaluation is the commitment to build a strong partnership to support activity.

- Cambridgeshire County Council / CambridgeshireInsight (CI) Partnership

The CPCA has agreed a contract with Cambridgeshire County Council to provide direct officer support in managing the Monitoring and Evaluation Framework (full details of the scope of the arrangements are in appendix 1). The commissioned work includes a) Refresh and Manage the Monitoring and Evaluation Plan; b) Curate Strategic Evidence; c) Lead Performance Management for the CPCA; d) Manage the Independent Evaluation Arrangements for the CPCA.

Cambridgeshire County Council's Research Team hosts the 'County's shared evidence based www.CambridgeshireInsight.org.uk into which a number of local partners already invest, drawing together evidence about Cambridgeshire and Peterborough's economic, housing, planning, health needs and other issues. Much of the Monitoring and Evaluation work will be driven through this platform.

The Research Team supported the development of the previous versions of the CPCA Monitoring and Evaluation Plan and is familiar with the policy area and the current context as well as the historic approach to monitoring and evaluation for devolution deals. The team has also actively supported the Cambridgeshire and Peterborough Independent Economic Commission (CPIER), the development of skills evidence and other policy work of the Combined Authority. Establishing this method of leadership for monitoring and evaluation provides continuity of evidence across a range of organisations and partners including the Greater Cambridge Partnership.

The new arrangements were put in place from August 2018 onwards.

- The What Works Centre for Economic Growth⁵

The What Works Centre (WWC) for Local Economic Growth was set up in October 2013 to analyse which policies are most effective in supporting and increasing local economic growth. It is jointly run by the LSE, Centre for Cities, and Arup and funded by the Economic and Social Research Council and a number of Government Departments.

It is very much the intention of central government for all Combined Authorities to engage with the Centre and build a thorough understanding of evaluation methodology. From initial engagement between the CPCA and the Centre it has been identified where possible gaps in local knowledge around Monitoring and Evaluation lay. For example in relation to tracking the precise impact of skills development programmes. The CPCA will take up the WWC offer for further bespoke workshop sessions and is committed to working jointly to identify an opportunity for specific evaluation support from the Centre.

This framework (see methodology section) also reflects advice from the WWC in regard to our

⁵ <http://www.whatworksgrowth.org/>

approach to evaluation.

- SQW (Investment Fund Grant Evaluation)

Within the prescription around the Investment Fund Grant Funding, central government has committed to having an independent expert group reporting every five years on how investments have made a difference to the local economy. The Secretary of State (MHCLG) will then decide whether or not the funding should continue for the next five years⁶.

SQW Ltd have been appointed to manage the independent expert group and to also lead evaluation of selected initiatives within each Combined Authority area. The CPCA has been actively negotiating with SQW as to the precise focus for their evaluation work. At the present time it is clear that this work stream will cover a proportion of the evaluation work required (the long list for this SQW focus is reflected later in this framework).

Importantly the engagement with SQW around the scoping of their work has served to increase understanding of evaluation approaches within the CPCA and the authority will look to enhance and apply this knowledge (and approaches learnt from engagement with SQW) across the rest of its programme (outside of the Investment Fund Grant) going forward. We have also noted the importance in learning from other Combined Authorities / Devolution deals from across the Country (forth-coming shared learning event).

- Cambridgeshire and Peterborough Independent Economic Review Team (CPIER)⁷

- The CPIER has been commissioned by the Authority to enable Cambridgeshire and Peterborough to articulate the case for greater devolution, demonstrate how the area delivers benefits across the UK and allow local stakeholders (through its partnership approach) to unite behind a common economic strategy.

The CPIER (through its work on reviewing the region's economy) provides an excellent, independent, evidence baseline against which to evaluate the progress of the Cambridgeshire and Peterborough economy. It was published in mid-September 2018 so this work has not yet been fully incorporated into the M&E framework. Through the technical review team for the CPIER the CPCA has established access to a robust level of challenge in regard to economic policy and a growing body of local evidence to both complement and challenge input from the Office of National Statistics (ONS).

Specifically our local understanding of business growth has been greatly enhanced by the work of Cambridge University⁸ on the Cambridge Cluster (as well as businesses in other areas). Tracking the extent to which Cambridge and Peterborough based companies are growing and contributing to the national economy and the extent to which national statistics under estimate local growth.

⁶

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/608527/Plain_English_Guides_to_Devolution_Cam_and_Peter.PDF

⁷ <http://www.cpier.org.uk/>

⁸ <https://www.cbr.cam.ac.uk/research/research-projects/cambridge-ahead-the-cambridge-corporate-database-regional-growth/>

- The Office of National Statistics (ONS)

The CPCA has commenced the process of working closer with ONS through the Cities Analysis Team. A recent workshop considered how this collaboration could develop in order to meet the data and evaluation needs of the CPCA.

Specific areas of interest were the development of a localised view of UK exports⁹, reaching an agreed understand of the precise rate of employment growth within the Cambridge Sub-region and gaining value for the monitoring work of the CPCA from the ONS Data Science Campus¹⁰. The development of the relationship is on-going with the key point of contact being between Cambridgeshire County Council (through Cambridgeshire Insight) and the ONS Cities Team.

- 1.11 Collectively these strands of work will come together to provide a significant level of support around the CPCA for monitoring and evaluation and the development of a robust evidence base for the area.

Integration with LEP (Business Board) / the future of M&E

- 1.12 The relationship between the CPCA and its local LEP is unique. The work of the LEP Cambridgeshire and Peterborough is now conducted by a 'Business Board' which is supported by the Business and Skills Team within the Cambridgeshire and Peterborough Combined Authority (CPCA).

- 1.13 The government's published¹¹ guidance requires that both the Business Board (LEP) and CPCA Local Assurance Frameworks reference their monitoring and evaluation arrangements and recommends that these are completed as part of the same body of work. Therefore the Business Board will be asked to co-adopt this M&E Framework alongside renewal of their Local Assurance Framework.

- 1.14 Further the government has stated its determination to *"help local areas learn from what works best and where, so that we can work together to refine and maximise the impacts of major investments. Government will support all Local Enterprise Partnerships to develop a strong local evidence base of economic strengths, weaknesses and comparative advantages within a national and international context. We will require robust evaluation of individual projects and interventions."* (Page 18, Strengthening Local Enterprise Partnerships, 2018). Therefore emphasis will be placed on further developing and strengthening the 'shared evidence' base as far as possible.

⁹ <https://blog.ons.gov.uk/2017/10/02/building-a-better-understanding-of-local-level-service-exports/>

¹⁰ <https://www.ons.gov.uk/aboutus/whatwedo/datasciencecampus>

¹¹

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/768356/National_Local_Growth_Assurance_Framework.pdf page 49 paragraph 189.

2. Methods

Best Practice that Underpins Monitoring and Evaluation

2.1 The CPCA's approach uses the Magenta Book¹² definition of monitoring and impact evaluation: -

- Monitoring: Seeks to check progress against planned targets, formal reporting and evidencing that spend and outputs are successfully delivered and milestones met.
- Evaluation: The assessment of effectiveness and efficiency during and after policy/intervention implementation. It seeks to measure outcomes and impacts to assess whether anticipated benefits are realised.

2.2 The CPCA approach also makes wider use of the guidance within the Magenta Book (as complementary guidance to the HM Treasury Green Book¹³) which itself acknowledges that whilst it is the *"recommended central government guidance on evaluation that sets out best practice for departments to follow."* It is *"not a textbook on policy evaluation and analysis, rather, it is written and structured to meet the specific and practical needs of policy makers and analysts working in public policy"*. This encapsulate the CPCA's own broad intentions which are to make best use of academic advice and to also be guided by practical considerations around capacity when implementation monitoring and evaluation across a large range of different projects.

2.3 The Green Book presents the recommended framework for the pre-appraisal and evaluation of all policies, programmes and projects. This framework is known as the "ROAMEF" policy cycle, and sets out the key stages in the development of a proposal, from the articulation of the Rationale for intervention and the setting of Objectives, through to options Appraisal (long list and short list) and, eventually, implementation, Monitoring and Evaluation, including the Feeding back of evaluation evidence into the policy cycle.

2.4 HM Treasury Business Case Guidance also provides the framework for preparing business cases for spending proposals. Business cases are prepared according to a model which views proposals from 5 interdependent dimensions – known as the Five Case Model¹⁴ outlined below. The CPCA has committed to following this model which in this context provides the thinking upon which the Monitoring and Evaluation work will be based, for example by providing the strategic and economic case against which to assess if predicted benefits have been achieved.

¹² <https://www.gov.uk/government/publications/the-magenta-book>

¹³ <https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-government>

¹⁴ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/190609/Green_Book_guidance_short_plain_English_guide_to_assessing_business_cases.pdf

Figure 2: The Five Business Case Model

Five Cases	Detail
Strategic Case	The strategic case sets out the rationale for the proposal, it makes the case for change at a strategic level. It should set out the background to the proposal and explain the objective that is to be achieved.
Economic Case	The economic case is the essential core of the business case and should be prepared according to Treasury's Green Book guidance. This section of the business case assesses the economic costs and benefits of the proposal to society as a whole, and spans the entire period covered by the proposal.
Commercial Case	The commercial case is concerned with issues of commercial feasibility and sets out to answer the question "can the proposed solution be effectively delivered through a workable commercial deal or deals?" The first question, therefore, is what procurement does the proposal require, is it crucial to delivery and what is the procurement strategy?
Financial Case	The financial case is concerned with issues of affordability, and sources of budget funding. It covers the lifespan of the scheme and all attributable costs. The case needs to demonstrate that funding has been secured and that it falls within appropriate spending and settlement limits.
Management Case	The management case is concerned with the deliverability of the proposal and is sometimes referred to as programme management or project management case. The management case must clearly set out management responsibilities, governance and reporting arrangements, if it does not then the business case is not yet complete. The Senior Responsible Owner should be identified.

The Core Approach to Monitoring and Evaluation

2.5 CPCA will develop a comprehensive performance management system and evaluation framework that will operate at both a strategic level and at the individual programme/project level. This will enable CPCA to:

- Monitor impacts and progress towards organisational goals, and to understand whether projects are on track to deliver projected outputs and outcomes.
- Assess the additionality of activities (and impacts) and to assess whether a project or programme has achieved VfM.
- Identify the sustainability of impacts, and the equality implications of activities.
- Maintain scrutiny and accountability.
- Inform future investment prioritisation and resource allocation.
- Identify what works (and what does not), and in what circumstances, to inform future activities and delivery and the sharing of best practice.

- 2.6 All projects funded by the CPCA (regardless of the size), will have a **basic monitoring plan in place** as a part of the business case (as per the Green Book) and all funding awards with external bodies will include monitoring obligations. The monitoring arrangements should be sufficiently detailed to guide the collection of data from individual projects and be designed to ensure that it captures information required by both the CPCA and government.
- 2.7 **Evaluation plans will be proportionate**, corresponding with procedures for appraisal, and be in line with the latest government department guidance where relevant. For example, all transport schemes (over £5m) will follow Monitoring and Evaluation Guidance for Local Authority Major Schemes. This will enable assessment of the effectiveness and impact of investing public funds, and the identification of best practice and lessons learnt that can inform decisions about future delivery.
- 2.8 The CPCA will identify the projects that will be subject to a **more detailed evaluation**. The level of evaluation will depend on the following:
- A. Project funded through *growth funding* (in the CPCAs case the core agreement with central government to devolve £20m per year over 30 years). Therefore subject to the agreed national evaluation framework, independent evaluation led by SQW Ltd.
 - B. Project funded through other streams and identified as being '*major*' in terms of the relative size of the funding and / or the expected benefits to be achieved. Therefore subject to full independent evaluation commissioned by the CPCA (an example would be evaluating the effectiveness of projects commissioned under the £100m affordable housing fund).
 - C. Project identified locally as one where *significant learning* could be available that would help to inform future policy making either locally or nationally. This will include projects that are innovative or considered 'pilots'. Evaluation work in this case would be either be commissioned independently or carried out locally by the Research Team for Cambridgeshire County Council.
 - D. Other projects not included above subject to minimal '*self-evaluation*' based on submitted business cases.
- 2.9 All monitoring and evaluation arrangements (which will form part of final Business Cases) and interim and final monitoring and evaluation reports will be published on the CPCA website. The CPCA Overview and Scrutiny Committee will also have the opportunity to review decision making against the above criteria. The funding award to specific projects will set out the key milestones for the delivery of the scheme together with the outputs and outcomes detailed in the business case that will be embodied in the monitoring and evaluation plans. Proportionally timed (quarterly as standard) monitoring returns will be used to capture progress against agreed milestones and metrics as part of the funding contracts.
- 2.10 Individual project monitoring information will feed into an overall monitoring scorecard for the CPCA, which will be published and reported to the CA Board, including an annual judgement to the extent to which projects are contributing to the overall objectives of CPCA. The achievement of wider impacts will be gathered as part of the evaluation work.

Monitoring (Detailed Considerations)

- 2.11 Effective monitoring indicators measure and describe the delivery system. They also help understand how the projects are working or can be improved. Key performance indicators (KPIs) can apply both at an organisation as a whole as well as to individual projects. At an organisational level, a Key Performance Indicator (KPI) is a quantifiable metric that reflects how well an organisation is achieving its stated goals and objectives; collectively these can be gathered into a scorecard. Section three of this framework looks at the headline KPIs for GVA, House Building, Productivity and Employment Growth in particular.
- 2.12 Methodologically it is important to choose the most accurate KPIs for business performance; it is equally useful if project managers define their own KPIs for members of their teams. While considering measures and metrics, we should look at a blend of lagging and leading indicators. Lagging indicators are based on prior performance, history of the delivery. They measure if the CPCA is ahead, on target or behind in reaching strategic goals. However, lagging indicators don't explain what is happening to achieve the goals. Indeed, only focusing only on lag measures doesn't give any direct credit on influence to reach our goals and can be frustrating at a board level.
- 2.13 The lead measure is an activity that leads to the goal and is predicative of goal achievement (these should be underpinned with a logic model that demonstrates how interventions are expected to work. Leading performance indicators will help the CPCA attain business plan objectives by defining the monthly, quarterly and yearly activities needed to meet the desired outcomes.
- 2.14 The following questions can help when defining effective KPIs:

Understanding the context

- What is the vision for the future?
- What is the strategy? How will the strategic vision be accomplished?
- What are the organisation's objectives? What needs to be done to keep moving in the strategic direction?
- What are the Critical Success Factors? Where should the focus be to achieve the vision?

In Defining KPIs

- Which metrics will indicate that you are successfully pursuing your vision and strategy?
- How many metrics should you have? (Enough, but not too many!)
- How do we define indicators?
- How often should you measure?
- Where does the data come from?
- Are there any caveats/warnings/problems?
- Are particular tests needed such as standardisation, significance tests, or statistical process control to test the meaning of the data and the variation they show?
- Who is accountable for the metric?
- How complex should the metric be?
- What should you use as a benchmark?
- How do you ensure the metrics reflect strategic drivers for organisational success?

- What negative, perverse incentives would be set up if this metric was used, and how will you ensure these perverse incentives are not created?

2.15 Performance indicators provide valuable information and must be defined very carefully to balance the need to be proportionate in collecting information, with the level of detail that is required in order to be operationally useful. Work to develop key performance indicators should take account of changes in data availability at a government level. A key part of the CPCAs partnership approach will be to work with ONS to ensure the required measures are available.

2.16 Having agreed the title and definition of the performance measures, appropriate targets can be set. It is important that targets are achievable with an appropriate level of additional effort i.e. stretch targets. The useful acronym is that targets need to be SMART: Specific, Measurable, Achievable, Realistic, Time bound.

Evaluation (Detailed Considerations)

2.17 Evaluations can be designed to answer a broad range of questions on topics such as how the policy was delivered, what impact it made, whether it could be improved and whether the benefits justified the costs. Broadly, these questions can be answered by three main types of evaluation.

A. Process evaluations assess whether a policy is being implemented as intended and / or what, in practice, is felt to be working more or less well, and why.

B. Impact evaluations attempt to provide an objective test of what changes have occurred, and the extent to which these can be attributed to the policy.

C. Economic evaluations, in simple terms, compare the benefits of the policy with its costs.

2.18 Understanding why an intervention operated in a certain way and had the effect it had generally involves combining the information and analytical approaches of the different types of evaluation and they should, therefore, be designed and planned at the same time.

2.19 The choice of evaluation approach should be based on a statement of the policy's underlying theory or **logic model** and stated objectives – how the policy was supposed to have its effect on its various target outcomes. The more complex the underlying logic, the more important it will be to account for other factors which might affect the outcome. Having a clear idea about the questions that need to be addressed and the required type(s) of evaluation at an early stage will help inform the design of the evaluation and the expertise required therefore each funded project will be expected to have an accompanying 'logic model' at the outset.

2.20 Prompted by initial discussions with the 'What Works Centre for Local Economic Growth', the CPCA does not intend to undertake a complex meta-evaluation of the whole Devolution Deal, or a programme level evaluation as the overall effectiveness of such an approach is likely to prove negligible, and come at a very high cost. It is also likely that such an approach would duplicate significant aspects of the five-yearly gateway reviews and future Revisions of the

CPIER.

- 2.21 Where in depth evaluation is undertaken this will include methods to identify the counterfactual – comparison with the expected outcome had there been no additional intervention – such as randomised control trials and/or the use of control variables in regression analysis.
- 2.22 Independence: To ensure independence for evaluations, these will be expected to be conducted externally to the commissioning department or organisation. Evaluation will either be undertaken ‘in-house’ where the department conducting the evaluation is independent of the commissioning department and where appropriate ethical walls exist, or else by external parties who are independent from the business case or project being evaluated.
- 2.23 Quality Assurance: In a further effort to ensure the quality of all evaluation work, the CPCA will further develop its relationships with the ‘What Works Centre for Local Economic Growth’, the academic community and other organisations such as the Urban Transport Group plus government departments. External quality reviews will be undertaken on evaluation activities.

3. Four Year Plan and 2030 Ambition

3.1 The mayor and the CPCA have published its immediate four year plan and also a 2030 vision¹⁵, these are then accompanied by a medium term financial strategy. Collectively these documents provide the reference material for the detailed activity associated with this framework, in terms of required monitoring data and planned evaluations.

3.2 The 2030 Ambition sets out the CPCA broad objectives

- Double the size of the local economy;
- Accelerate house building rates to meet local and UK need;
- Deliver outstanding and much needed connectivity in terms of transport and digital;
- Provide the UK's most technically skilled workforce;
- Transform public service delivery to be much more seamless and responsive to local need;
- Grow international recognition for the area's knowledge-based economy;
- Improve the quality of life by tackling areas suffering from deprivation;

With the Cambridgeshire and Peterborough Combined Authority core funding and powers from Central Government grouped around

- £170 million to deliver new homes over a five-year period in Peterborough and Cambridgeshire which includes affordable, rented and shared ownership housing
- £20million a year funding over 30 years to boost growth in the region
- responsibility for chairing a review of 16+ skills provision in the area

The four year plan then outlines the initial investment decisions and practical steps that the CPCA are taking to achieve the 2030 Ambition; organising these under five distinct themes.

Cambridgeshire & Peterborough 2030 Ambition



¹⁵ <http://cambridgeshirepeterborough-ca.gov.uk/assets/Uploads/OS-Agenda-250618.pdf>

Strategic Approach and Logic Models

- 3.3 Following his election in May 2017, the Mayor published 100-day plan outlining the actions to deliver on his agenda. The 100-day plan kick-started the activities to progress the devolution deal commitments.

A. Initial Investment In Strategic Working: Underway to develop core strategies including for example, the local industrial strategy, housing strategy, skills strategy, local transport plan, strategic spatial planning framework and market towns masterplans;

B. Current Investment Decisions: The Combined Authority has progressed key investment decisions in a range of transport and infrastructure, skills, housing and economic development initiatives. These include for example:

- The establishment of the Economic Commission which will bring forward independent advice and evidence on the local economy which will enable political and business leaders to agree on economic priorities and to come together more effectively in pursuing them;
- Investment in developing core transport and infrastructure such as the Cambridge Automated Metro, A10, A47;
- Investment in specific local interventions across the Combined Authority geography.

- 3.4 Whilst further investments are being made as the strategy work develops (see 2019 Business Plan), the practical elements for this version of the monitoring and evaluation plan take a cue from the mayor's **Long Term Objectives** and **Previous** investment decisions. In this respect reference to the July 2017 Combined Authority Board papers¹⁶ (for affordable housing and skills) and the October 2017 papers¹⁷ (for priority transport schemes) is important as they outline the earliest investments (post-election of the mayor in May 2017); projects that will come forward first for detailed monitoring and evaluation.

- 3.5 Figure 3 overleaf then outlines two things.
- a. How the on-going development of strategy (largely funded from Investment Fund grant) will drive future investment decisions under each of the mayoral themes.
 - b. Where the current investment decisions sit in relation to themes and the proposed split between the national, SQW led Investment Fund evaluation work, and the selection for evaluation against the criteria within section two of this framework. The remainder of section three then outlines our monitoring against strategic goals followed by more detailed monitoring and evaluation around current investment decisions.

This outline is then followed by the Logic Models for the CPCAs major projects.

¹⁶ <http://cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/Combined-Authority-July-2017-Agenda.pdf>

¹⁷ <http://cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/Priority-Transport-Schemes.pdf>

Figure 3: CPCA, Monitoring & Evaluation Schedule for Major Projects and Investment Decisions

		A Good Job within Easy Reach of Home	Healthy Thriving and Prosperous Communities	A Work-Force Founded on Investment in Skills and Education	UKs Capital of Innovation & Productivity	A High Quality Sustainable Environment	
A: Initial Investment in Strategic Working	Local Industrial Strategy	☑	☑	☑	☑	☑	
	Housing Strategy	☑	☑	☑		☑	
	Local Transport Plan	☑	☑				
	Strategic Spatial Plan	☑	☑				
	Skills Strategy	☑	☑	☑	☑	☑	
	Infrastructure Strategy	☑	☑	☑	☑	☑	
	Finance and Investment Strategy	☑	☑	☑	☑	☑	
B: Current Investment Decisions							
	Investment Fund Grant Eligible for first gateway evaluation by SQW (subject to agreement) or subject to future gateway impact evaluation	Gateway One Candidates	- Cambridge South Station (interim)	- Market Town Masterplans - Supporting package including Regeneration of Fenland Railway Stations and ‘minor’ transport improvement schemes.	n/a	- Investment in Connecting Cambridgeshire, (Achieve 99% superfast broadband across the county, Roll out of 5G services).	n/a
		Future Gateways	- Cambridge Autonomous Metro (CAM) - A47 Dualling; - A10 upgrade; - Alconbury Station	Market Towns continued - Wisbech Garden Town - Wisbech Rail / Wisbech Access, - Ely Rail Improvements, - Soham Station, - Huntingdon Third River Crossing (A141)	- Development of the University of Peterborough including new university campus.	n/a	n/a
	Other funding Application of CPCA Monitoring & Evaluation Framework	CPIER (Cambridgeshire and Peterborough Independent Economic Review)					
		- Kings Dyke - Quantum of Package of minor road transport measures (see appendix two) not included in national evaluation.	- Housing fund investments for affordable homes (site specific) - East Cambs Housing Company Loan - ECTC Haddenham CLT Loan Supporting Infrastructure to unlock housing sites - HIF Yaxley Loop Road - HIF Soham Eastern Gateway	- Development of the centre for skills (AGE Grant) - Health and Care Sector Progression Academy	- Incubator and Accelerator Hub (and Satellites) - Innovation & Business Growth Fund	- Local Energy Hub	

KEY
b. Full independent evaluation commissioned by the CPCA.
c. Evaluation work commissioned independently or carried out locally
d. Scheme ‘self-evaluation’ based on submitted business cases.

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c. Evaluation work commissioned independently or carried out locally
d. Scheme 'self-evaluation' based on submitted business cases.

EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: ALCONBURY STATION

Policy Context

- Delivery of the Alconbury Weald Enterprise Campus is identified as a key part of the Devolution Deal.
- The CPCA is committed to delivering better transport links to support growth of the local economy.

Programme Objectives

- Support the delivery of a new Alconbury Weald rail station, which is planned as part of a £22 billion investment in East Coast Mainline, Crossrail, and Thameslink.

Programme Rationale

- CPCA as Local Transport Authority, should have coordinated oversight of key transport infrastructure projects.
- Provision of a new station will improve transport links for the Alconbury Weald Enterprise Zone, and ensure successful development.

Delivery

Inputs

- No current committed funding from CPCA, the project is anticipated to be wholly funded through developer contributions.

Activities

- Formalise partnership structures with the developer Urban&Civic.
- Work with Network Rail to support plans for rail link.

Outputs

- Potential outputs of the scheme include:
- Station building
 - Infrastructure

Benefits

Outcomes

- Support opportunities for growth planned for Alconbury Weald Enterprise Zone (6,000 new homes and 290,000m2 of employment floor space).
- Improve connectivity.
- Reduce car usage.

Impacts

- It is anticipated that a new station could:
- Improve local connectivity and unlock economic growth.
 - Reduce congestion on surrounding strategic roads

Underlying Assumptions

- There will be demand for rail travel.

Possible Metrics

- Rail usage
- Traffic flows
- Employment numbers
- Housing units

EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: CAMBRIDGE AUTONOMOUS METRO

Please note: that whilst this logic model focuses on the potential future benefits of the scheme, the project has currently been funding for the strategic outline case development only.

Policy Context

- The Combined Authority has set out clear ambition to deliver growth with the Cambridgeshire and Peterborough region, setting out the target of doubling the size of the local economy over the next 25 years, boosting regional GVA from £22bn to £40bn in line with the findings for growth of the CPIER.
- Despite the significant investment planned across Greater Cambridge, significant constraints will remain part of the transport network. The historic, highly constrained nature of the city centre streetscape will always limit the public transport connectivity and capacity that can be achieved for trips to, across and within the city.

Programme Objectives

- To provide a reliable metro network to connects Cambridge City Centre, key rail stations (Cambridge, Cambridge North and future Cambridge South), major city fringe employment sites and key 'satellite' growth areas, both within Cambridge and the wider region.

Programme Rationale

- Transport infrastructure is a fundamental 'enabler' to supporting the additional housing and jobs growth required to deliver the wider growth ambitions of the Combined Authority and its partners.
- Providing a high-quality, fast and reliable transport network will transform transport connectivity across the Greater Cambridge region, enabling acceleration of economic growth through investment to alleviate the region's transport constraints and by supporting the sustainable delivery of additional jobs, housing, and GVA..

Delivery

Benefits

Inputs

- See March 2019 Board Paper.

Activities

- Strategic Outline Case development.
- Assessment of options for funding
- Integration with existing infrastructure schemes being progressed by others.

Outputs

- Potential outputs include:
- Tunnelled infrastructure underneath the city
 - Metro type public transport service
 - Zero-emission electric powered vehicles
 - Regional transport corridor infrastructure

Outcomes

- Possible outcomes of the scheme include:
- Increase public transport capacity, connectivity and accessibility.
 - Increase labour market catchments.
 - Reduction in air pollution city and regionally.
 - Employment and housing sites unlocked.

Impacts

- Potential impacts of the scheme include:
- Improve local connectivity and unlock economic growth.
 - Enhancing access to and attractiveness of the city for residents, businesses and visitors.
 - Increase productivity of CPCA area.

Underlying Assumptions

- Funding will be available to enable the scheme to come forward.

Possible Metrics

- Traffic counts
- Air quality
- Metro usage
- GVA
- Housing units
- Employment

EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: SOHAM STATION

Policy Context

- Soham station was identified as a priority project within the Devolution Deal
- The CPCA is committed to delivering better transport links to open up the economy and to accelerate the growth of local housing.
- The Local Plan identifies Soham as an area which can accommodate housing growth.

Programme Objectives

- To create a new railway station at Soham and reopen the rail link between Soham and Ely.
- To improve poor existing transport links for Soham residents, which are currently linked with high car usage and congested roads.

Programme Rationale

- CPCA input will bring forward the project quicker.
- Provision of a new station will improve transport links for residents and reduce car usage, enabling housing and commercial growth to be unlocked.

Delivery

Benefits

Inputs

- £3.2 million **committed** to current phase (GRIP stage 3).
- £20 million **anticipated** to deliver the station (*of which £7 million is ring fenced for a second platform and footbridge*).

Activities

- Feasibility/options (single option for August 2019).
- Potential design construction and build of the new station.

Outputs

- Potential outputs of the scheme include:
- Station building
 - Footbridge
 - Infrastructure

Outcomes

- Support opportunities for growth planned for Soham (1,600 new homes by 2031 and wider regeneration proposals for employment of 125 tech jobs).
- Improve connectivity.
- Reduce car usage and consequently reduce congestion along the A142.

Impacts

- It is anticipated that a new station could:
- Make Soham an attractive place to live and work.
 - Increase property values.
 - Increase public transport usage leading to environmental benefits.

Underlying Assumptions

- There will be rail usage and travel demand.
- Strategic housing and employment sites will be brought forward for development.

Possible Metrics

- Station usage
- traffic counts
- employment and housing unit numbers
- Property prices

EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: A10 Corridor

Please note that whilst this logic model focuses on the potential future benefits of the whole A10 corridor, the progression of the identified projects within this programme are anticipated to be delivered by both the CPCA and partner organisations, through securing additional funding and developer contributions.

Policy Context

- The A10 corridor was identified as a priority project within the Devolution Deal
- The CPCA is committed to delivering transport connectivity, accelerating house building rates and increasing the local economy.
- The A10 corridor has been identified as a significant growth corridor with much of Cambridge’s future growth expected to be concentrated within the study corridor where a number of strategic sites and associated developments are planned up until 2031 and beyond. These include a new town north of Waterbeach and developments on the Cambridge Science Park.

Programme Objectives

- To improve capacity on the A10 corridor, which provides the main transport connections between Ely and Cambridge and for journeys through this corridor
- Enabling the build-out of the new settlement at Waterbeach; releasing up to 17,000 new homes
- Ensuring residents and businesses have a public transport system and pedestrian and cycle-friendly infrastructure and facilities.
- Expanding access and upgrading this major road corridor between Fenland and Cambridge.

Programme Rationale

- Improving capacity on the A10 corridor will reduce peak period traffic congestion, and network reliability issues, improving travel journey times and supporting housing and economic growth along the route.

Delivery		Benefits		
Inputs	Activities	Outputs	Outcomes	Impacts
<ul style="list-style-type: none">£250,000 committed by CPCA for assessment and feasibility work.£0.5 million anticipated for the next phase of the dualling project.Circa £500million estimated for whole A10 corridor improvements, to be delivered by both the CPCA and partners.	<ul style="list-style-type: none">Park and ride review, junction improvement study, refresh of strategic outline case and model to assess traffic model.Development of the specific route options for the A10 dualling to support funding applications.<i>Anticipated delivery/construction of A10 infrastructure improvements.</i>	<ul style="list-style-type: none">Pedestrian and cycle route measures <i>(delivered by partners)</i>Potential junction improvements along the A10 route <i>(may be delivered by partners)</i>.Potential dualling of A10.	<ul style="list-style-type: none">Reduced travel congestion and journey times along routeImproved safety along routeImprove transport connectivity for strategic sites which have the potential for up to 17,000 new homes and 14,000 new jobs	<ul style="list-style-type: none">Improve transport capacity to cater for the travel demands of additional growth.Improve local connectivity and unlock economic growth between Fenland and Cambridge.

Underlying Assumptions

- Funding will be available to deliver the corridor improvements.
- Strategic sites and development will come forward with investment.

Possible Metrics

- journey times
- traffic counts
- employment and housing numbers
- road traffic accidents

EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: CAMBRIDGE SOUTH STATION

Please note that this logic model considers the Cambridge South Station scheme as a whole, however there are two workstreams within this scheme, one of which is being led by the Department for Transport and National Rail, and the other which seeks to explore the opportunity to accelerate the provision of a station on the site (an 'interim' solution). There is therefore crossover in the benefits between the two schemes.

Policy Context

- The CPCA CPIER recommended for rapid infrastructure responses to be introduced where the need is most pressing.
- The Southern Fringe and Biomedical Campus development is expected to enable significant economic growth. The Southern Fringe is identified in the Cambridge Local Plan as an 'area of major change' in which approximately 3,500 new homes will be provided. The development will be integrated with the adjacent Biomedical Campus, which by the mid-2020s could be home to more than 15% of all employment within Cambridge.

Programme Objectives

- To explore interim solutions to bring forward an interim train station at Cambridge South, ahead of the development of a permanent solution to increase public transport connectivity for the Southern Fringe and Cambridge Biomedical Campus.
- Reducing reliance on central Cambridge transport infrastructure for the significant growth expected in this area. Improve sustainable transport access to housing, services, and employment within the Cambridge Southern Fringe and Biomedical Campus area, to fulfil existing and future demands.

Programme Rationale

- By 2020, the Cambridge Biomedical Campus is expected to house the largest concentration of biomedical expertise in Europe, and strong employment growth is anticipated to coincide with this. Excellent connectivity and transport provision is crucial to success, and therefore a provision for high quality public transport is needed.
- An interim solution would support this immediate growth, ensuring effective recruitment of a highly skilled workforce who can easily travel to the campus and reduce the reliance on central Cambridge transport infrastructure.

Delivery

Inputs

- £90,000 **committed** from CPCA for a study to assess the interim solution.
- £1.75m **committed** from the CPCA towards the cost of the permanent solution.
- £ 175-350 million **estimated** cost for the overall scheme.

Activities

- Study to look at the viability of bringing forward an interim station 2-4 years earlier than the anticipated permanent solution.
- Work with Department for Transport to deliver a permanent solution for the station.

Benefits

Outputs

- Possible interim outputs:
- Infrastructure and interim station at Cambridge South
- Anticipated permanent outputs:
- Four tracking of the West Anglia Main Line
 - Reconstruction of the Long Road rail bridge
 - New four platform station at Cambridge South

Outcomes

- Reduced congestion, the need for car travel and improve journey times.
- Improved public transport infrastructure and capacity.
- Link the Biomedical campus to international transport network
- Continued economic growth of national significance

Impacts

- Attraction of highly skilled workforce to the area; contributing to creation of 2500 additional jobs over 20 years
- Improve local connectivity and unlock economic growth.
- Increased GVA.

Underlying Assumptions

- The permanent station scheme will be brought forward and delivered.
- Continued successful growth and development to attract demand.

Possible Metrics

- Traffic counts
- Station usage
- employment and housing numbers
- GVA

EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: MARKET TOWN MASTERPLANS

Policy Context

- The CPCA is committed to increasing the local economy and the Cambridgeshire and Peterborough Independent Economic Review (CPIER) recommended that Market Towns are key if the region is to meet the goal of doubling GVA.
- Historically, growth strategies have been city focused. Market Towns feel the impact of growth, but do not always see the associated investment and therefore growth has not been inclusive. This programme is aimed at creating more geographically and socially inclusive growth across the county
- The eleven market towns of Cambridgeshire and Peterborough, represent the places where much of the planned housing growth will occur over the next twenty years.

Programme Objectives

- To have an individual plan and focused set of headline strategic interventions for each of the market towns, co-ordinated by CPCA and co-produced by businesses, residents and the communities which live and work in them.
- This programme is aimed at creating more geographically and socially inclusive growth across the county.

Programme Rationale

- Having individual plans for each market plan, will focus CPCA direct investment on top strategic priorities and create the evidence-based prospectus to attract investment from other sources.
- A co-ordinated overall CPCA oversight of all masterplans will ensure they are complimentary of each other and with the Local Industrial Strategy will enable each Market Town to achieve their full potential.

Delivery

Benefits

Inputs

- £500,000 committed by CPCA for 2018/19 and 2019/20 (£50,000 for each masterplan).
- £5 million capital and £600k revenue allocated 2019-2022 to implement market town masterplans priorities.

Activities

- Production of ten evidence based action plans for each market town.
- Implementation of market town masterplan top strategic priorities.

Outputs

- 2018/19: market town masterplans for Chatteris, March, Littleport, St Ives and Whittlesey.
- 2019/20: market town masterplans for Wisbech, Ramsey, Ely, Soham and Huntingdon.

(Expected to be completed by December 2019)

Outcomes

- Each Market Town has a shared set of ambitions for the future looking at :
 - job opportunities
 - education and skills provision
 - health
 - community facilities
 - local attractions

Impacts

- Future investment in market towns, direct from CPCA and attracted from other sources.
- Market towns thrive, are successful economic centres, and are vibrant places individuals want to live and work in.

Underlying Assumptions

- Market town masterplans will make recommendations for and stimulate future investment

Possible Metrics

- GVA
- Population
- Investment
- Employment
- Highstreet footfall
- Retail

EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: KING’S DYKE

Construction of the A605 King’s Dyke Level Crossing bypass commenced in November 2018 and is being delivered in partnership with Cambridgeshire County Council and growth deal funding.
This logic model looks at the scheme as a whole, drawing out CPCA specifics.

Policy Context

- The CPCA is committed to delivering transport connectivity, accelerating house building rates and increasing the local economy.
- The Peterborough to Fenland corridor has been identified in the CPIER as a significant growth corridor.
- The eastern side of Peterborough and Whittlesey have both been identified as growth areas for both economic growth.

Programme Objectives

- Upgrading this major road corridor between Peterborough and Fenland to improve travel and safety between Whittlesey and Peterborough along the A605.

Programme Rationale

- Improving travel along the A605 will reduce peak period traffic congestion at the level crossing, improving safety, reducing travel journey times and supporting the economic growth along the corridor, specifically for Whittlesey.
- Without additional funding this scheme, which improves transport capacity and local economic growth, could not have come forward.

Delivery		Benefits		
Inputs	Activities	Outputs	Outcomes	Impacts
<ul style="list-style-type: none">£16.9million committed from the CPCA to match the £30million cost needed compared to the original anticipated £13.6million:<ul style="list-style-type: none">£5.6million Cambridgeshire County Council funding£8million growth deal funding <p>(Note: figures quoted above rounded)</p>	<ul style="list-style-type: none">Construction of the level crossing bypass <p>CPCA input specifically supports:</p> <ul style="list-style-type: none">Stabilisation workDesign changesLand costs	<ul style="list-style-type: none">New roundabout constructed at either end of the diverted route, with underpass access and a bridge over the rail route. <p>(Anticipated completion December 2020)</p>	<ul style="list-style-type: none">Reduction in journey times and congestion.Unlocking land for potential employment and housing sites.Improve train travel along the Birmingham – Stansted Cross Country key rail route.Reduction in accident/increased safety at the level crossing.	<ul style="list-style-type: none">Increase in attractiveness of Whittlesey as a place to live and work.Improve local connectivity and unlock economic growth between Peterborough and Fenland.Reducing the environment impact along North Bank road.

Underlying Assumptions	Possible Metrics
<ul style="list-style-type: none">Sites will come forward for economic growthCar users will no long divert along North Bank road	<ul style="list-style-type: none">journey timestraffic countsplanning site allocationroad traffic accidents

EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: A47

The combined Authority is working in partnership with Highways England to assess the viability of the A47 dualling. Please note that whilst this logic model focuses on the potential future benefits of the scheme, the project has currently been funding for the viability stage only. This scheme is competing nationally against other schemes for inclusion in the Roads Investment Strategy Period 2 programme.

Policy Context

- The CPCA is committed to delivering transport connectivity, accelerating house building rates and increasing the local economy.
- The A47 corridor has been identified as a strategic network trunk road by Highways England for requiring improvement. The route connects and passes through several areas that have strong growth aspirations, including the proposed Wisbech Garden Town.

Programme Objectives

- Improving this strategic route between Peterborough and Lowsosoft to increase capacity and improve transport links for Wisbech.

Programme Rationale

- Improving travel along the A47 will reduce traffic congestion and travel journey times along the route. Increasing capacity will cater for future demand of employment and housing growth along this strategic corridor between Peterborough and Kings Lynn.

Delivery

Benefits

Inputs

- £1million **allocated** from Transforming Cities fund to support viability (2018-19)
- £60million **estimated** to develop business case for scheme (2020-25)
 - £30million CPCA
 - £30million Highways England
- £600-700million overall **estimated** cost for build (2025-27)

Activities

- Project control framework documents for stage 0, strategy, shaping and prioritisation to enable Highways England to assess viability.
- Potential development of business case following viability work
- Potential dualling of the A47

Outputs

- Potential duelling of A47 between A16 Peterborough and Walton highway.
- Possible option for new road bypass.

Outcomes

- It is anticipated that improvements could:
- Reduced travel congestion and journey times along route
 - Improve transport connectivity along a strategic route.
 - Support strategic sites which have the potential for up to 12,000-30,000 new homes into the area.

Impacts

- Improve transport capacity to cater for the travel demands of additional growth.
- Improve local connectivity and unlock economic growth.

Underlying Assumptions

- The scheme will get through to RIS2
- Funding options will be available to support the build

Possible Metrics

- journey times
- traffic counts
- planning site allocation
- housing units built

EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: WISBECH RAIL

Please note that whilst this logic model focuses on the potential future benefits of the scheme, the project has currently been funded for the cost and viability stage only.

Policy Context

- The CPCA is committed to delivering better transport links to open up the economy as identified in the latest CPIER.
- Wisbech has been identified as an area suitable for strategic growth, including the Wisbech Garden Town.

Programme Objectives

- To reopen the disused railway line between Wisbech and March, connecting Wisbech to the local rail network

Programme Rationale

- Opening the disused railway will improve the current public transport options in Wisbech. Public transport improvements will enhance the Garden Town proposals by reducing the car dependency of the development as well as increasing capacity for future demand of employment and housing growth.
- Improved connectivity will alleviate capacity and reduce peak travel times around Wisbech and the strategic A47 route.

Delivery

Inputs

- £1.5 million **approved** for cost and viability of a single option solution for the line.
- £75-110 million **estimated** cost to reopen the line between Wisbech and March (based on GRIP 2 study).

Activities

- Feasibility, viability and cost estimates including a single option solution of potential heavy/non-heavy for the line.
- Potential business case design and construction.

Outputs

- It is anticipated that Wisbech rail could include:
- A new station building at Wisbech.
 - A bridge over the A47.

Benefits

Outcomes

- It is anticipated that a new rail link could:
- Support opportunities for growth planned for Wisbech.
 - Improve connectivity for Wisbech residents, particularly enhancing links to regional employment hubs.
 - Increase public transport usage and reduce the need for car usage.

Impacts

- It is anticipated that a new rail link could:
- Improve local connectivity and unlock economic growth.
 - Reduce congestion on surrounding strategic roads
 - Make Wisbech a more attractive place to live and work.

Underlying Assumptions

- There will be demand for rail travel.
- Future strategic housing growth will be approved.

Possible Metrics

- Rail usage figures
- Traffic flows
- Employment numbers
- Houses built

EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: £100M AFFORDABLE HOUSING PROGRAMME

Policy Context

- The development of sites for affordable housing (or the proportion of a site allocated to affordable housing) can be slowed or even stalled for a number of reasons, including land ownership, planning conditions and the financial viability of the site. This has led to unmet need within the local housing market and a lack of new delivery models for affordably housing delivery.
- Cambridge is an attractive place to live and work, with high salaries and low unemployment levels driving up house prices. Housing affordability ratios are high, especially for some employment sectors (e.g. care workers/admin).

Programme Objectives

- To increase delivery of affordable homes in Cambridgeshire and Peterborough, through utilisation of a variety of tools to using different models to expand the housing choices to suit the different geographies of the Combined Authority area.
- To establish a revolving fund to continue to invest in affordable housing models within Cambridgeshire and Peterborough beyond the initial programme investment.

Programme Rationale

- In the current economic climate, traditional commercial development will not provide enough affordable housing to meet the need. Through CPCA intervention, more sites capable of development can be brought forward quicker.

Delivery

Inputs

- Devolution Deal funding of **£100 million**:
- Grants to improve scheme viability and provide affordable housing
 - Loan investment to other bodies (e.g. local authority delivery vehicles) to accelerate delivery
 - Potential direct development of affordable housing via a CPCA development company.

Activities

- Working across CPCA programmes (ie including transport and infrastructure) to increase overall growth and development
- Grant funding, inc infrastructure funding
- Loan investment
- Direct development and delivery

Outputs

- 2,000 affordable homes started on site by 31st March 2022
- Market and affordable homes enabled through the programme
- Sites brought forward for development
- Loans repaid and return on investment (recycled fund).

Benefits

Outcomes

- Increase in local, affordable housing available.
- Stabilisation of wage/rent/mortgage affordability ratios within the CPCA area.
- Reduction of people living in temporary accommodation.

Impacts

- Employee recruitment improved.
- Trend of increase in long distance commuting into the area stabilised.
- Projected 'stalling' in the rate of CPCA employment growth avoided.

Underlying Assumptions

- Sites will come forward with investment
- Housing plots created will be sold/rented

Possible Metrics

- Units built
- Housing affordability to wage ratio
- Business/resident surveys
- Travel to work

EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: PETERBOROUGH UNIVERSITY

Policy Context

- Peterborough has been identified as a cold spot for HE Education. Inequalities exist in accessing Higher Education, in some of the more deprived parts of the CPCA area. Raising aspirations for HE education is crucial to upward social mobility.

Programme Objectives

- Support the development of an independent university in Peterborough with its own degree awarding powers.
- Increasing participation and narrowing the attainment gap by enabling residents to take up higher education.
- Matching curriculum delivery with local employer needs and skills gaps locally.

Programme Rationale

- A more locally based institution will encourage students access to higher education, providing a higher level skills set locally and attracting talented individuals to the area.

Delivery

Inputs

- £13.35million **committed** from the CPCA to support feasibility, viability work and support infrastructure and site preparations.
- Cost for the signature building will be confirmed at business case stage.

Activities

- Feasibility and viability work.
- Infrastructure and site preparations.
- Anticipated signature building and student accommodation for the site.

Outputs

- 10 acres of site developed to house 2,000 students by 2022.
- A university which offers varying models of delivery including digital platforms.
- Student accommodation.
- Variety of technical courses delivered to address CPCA priority sectors.

Benefits

Outcomes

- Greater skills of residents.
- Skills gaps of the local economy reduced.
- Individuals attracted to the region to study a technical/vocational offer.

Impacts

- Increased employment opportunities.
- Increased earning opportunities.
- Narrowing gap between skills outcomes across CPCA area.
- Increased productivity.

Underlying Assumptions

- Students are highly motivated to take up university places to study locally.

Possible Metrics

- Earnings
- Skills levels
- GVA
- Student numbers
- Employer survey

EVALUATION AND MONITORING FRAMEWORK LOGIC MODEL: HUNTINGDON THIRD RIVER CROSSING

Please note that whilst this logic model focuses on the potential future benefits of the scheme, the project has currently been funding for the feasibility stage only. This will provide an understanding of the viability and economic benefits of possible options that might be brought forward. The initial feasibility report is expected in early 2020.

Policy Context

- The CPCA is committed to delivering transport connectivity, accelerating house building rates and increasing the local economy.
- A number of studies supporting the development of the emerging Local Plan, and the associated transport strategy work have identified that the existing road network in the areas of Alconbury-Huntingdon-Wyton-St Ives is unable to accommodate any large-scale development and is therefore a key constraint impacting the unlocking of strategic development sites.

Programme Objectives

- To improve capacity on the highway network north of the Great River Ouse, and to connect this area with the wider strategic road network in the most sustainable way, to unlock the areas of Alconbury-Huntingdon-Wyton-St Ives economic growth potential.

Programme Rationale

- Improving the capacity of the road network in this area will enable the potentially strategic sites of Wyton Airfield, Giffords Park, Sapley Park and Lodge Farm to be unlocked for future development.

Delivery

Inputs

- £0.5million **committed** to examining the feasibility, viability, benefits and impacts of a road link crossing the river
- £136million **estimated** to fund a potential dual carriageway river crossing

Activities

- Feasibility, viability and impact work of a new road link connecting the primary road route north of the River Great Ouse and the existing wider strategic road network.
- Potential construction of the preferred link.

Outputs

- A potential new road link connecting the primary road route north of the River Great Ouse and the existing wider strategic road network.

(Note, other highways-based interventions will be tested at feasibility stage.)

Benefits

Outcomes

- It is anticipated that a new link could:
- Reduce travel demand and alleviate congestion at existing river crossings
 - Unlock strategic sites which have the potential for up to 12,000 new homes

Impacts

- It is anticipated that a new link could:
- Improve transport capacity to cater for the travel demands of additional growth
 - Improve local connectivity and unlock economic growth.

Underlying Assumptions

- That following any construction, the demand and funding will be available for additional economic or housing growth

Possible Metrics

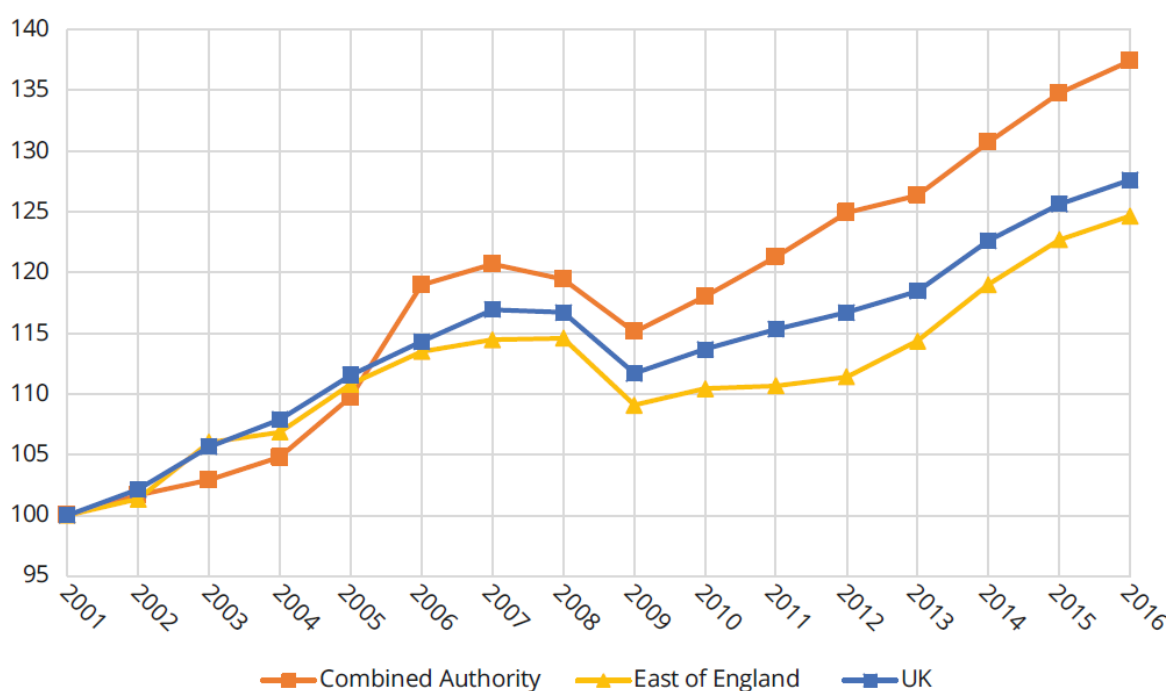
- journey times
- housing delivery
- employment growth

Progress against Strategic Goals - Doubling GVA

- 3.6 A distinguishing feature of the area is how strongly it has grown recently. Economic growth has outpaced both the East of England and UK over the last decade. (See Figure 2 showing Gross Value Added (GVA)). This has been driven primarily, but not entirely, by rapid business creation and growth in the south – Cambridge and South Cambridgeshire. This business is innovation rich, supported by waves of finance, with early acquisitions of companies (often by US firms) providing additional finance which could be invested in other new business. Peterborough is also relatively innovative, with rapid population growth as a factor in driving economic growth – it is the fourth fastest growing city (for population) in the UK.

Figure 4: GVA Growth for the CPCA (extract from CPIER)

Figure 3 – Real Gross Value Added (GVA) – index 2001=100



Source: ONS Regional GVA figures

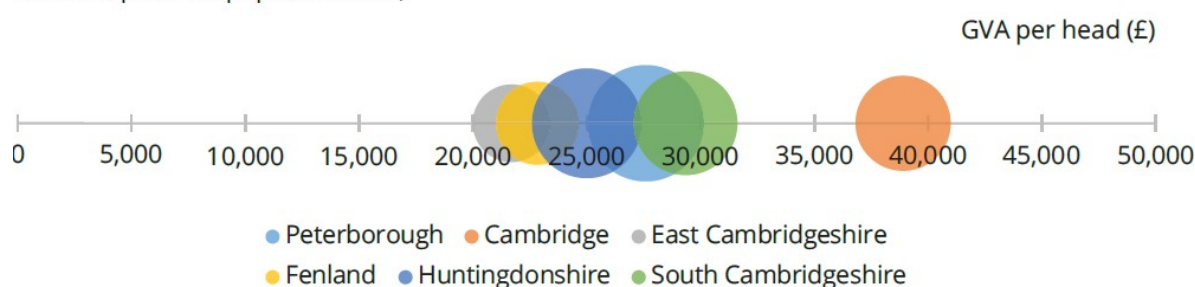
- 3.7 The broad narrative within the Cambridgeshire and Peterborough Independent Economic Review (CPIER) is that for this model of high performance for GVA growth to continue there needs to be significant investment in infrastructure, hence the CPCA initial approach within the four year plan of evaluating a range of these investment proposals.
- 3.8 The CPIER contains a specific narrative on the mayors GVA target. *“To double an economy over twenty-five years requires an average annual growth rate of 2.81%. Historically, since 1998, the local economy has grown at around 2.5%. Viewed in this light, it is a “stretch target” – it requires the area going beyond what it has before.”* Further challenge will arise from the rate of participation in the labour market being already at historically high levels, outstripping Ireland, France and the United States and

the uncertainty around Brexit.

- 3.9 As the CPIER goes on to say, ‘these challenges do not mean the target is unattainable (the effect of the financial crisis in 2007 was clearly felt, but the CPCA economy bounced back strongly from this, the 2.5% historic GVA growth rate includes the period of the financial crisis). However the growth model will need to change. Future growth will have to involve elements of both *employment growth* and *productivity growth*, with ‘the dial pushed firmly in the direction of productivity improvement’.
- 3.10 This is a helpful narrative as it unpacks the headline GVA¹⁸ indicator more and places the emphasis on a wider set of indicators. Clearly the partnership work with ONS (see partnership section) is important in precisely defining what these are but they need to include economic participation rates and wages / household income. In terms of productivity GVA per head for places like Peterborough (see below) will need to improve.

Figure 5: GVA Per Head for the CPCA constituent districts (extract from CPIER)

Figure 13 – GVA per head in each local authority of Cambridgeshire and Peterborough (size of the bubble represents population size)



Source: ONS Regional Gross Value Added (Balanced) by Local Authority

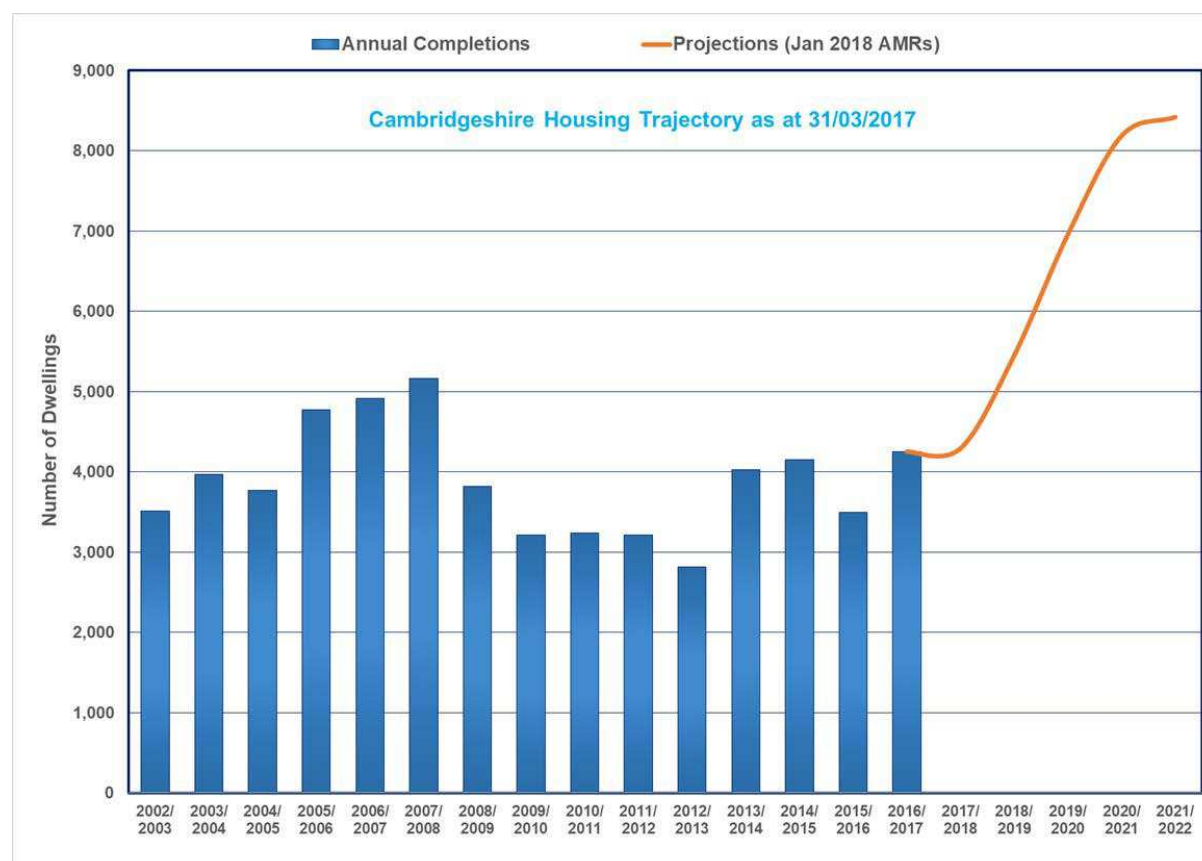
Progress against Strategic Goals - Accelerating house building rates

- 3.11 The challenge of delivering homes is not unique to the CPCA however this is seen as major issue due to the significant size of the gap between demand and supply (driven by economic growth) and the problem of affordability. The housing topic is also very prominent within local conversations, certainly employment growth is outpacing the growth in the housing stock across the Combined Authority leading to longer commuting journeys for many.

¹⁸ (From the CPIER) measuring GVA is not straightforward. The assessment of GVA must be real and not nominal. That is, inflation will tend to increase the ‘face value’ of the economic output of the area regardless of whether real economic output has increased or not. The preferred ONS method of measuring GVA – the ‘balanced’ measure, which takes into account both ‘income’ and ‘production’ factors – is a nominal measure, i.e. with values being given in that year’s prices it is important to use the ONS’ official figures (to give credibility) [for the measurement of the GVA target and progress towards it], but we also need to capture the real value of the economy. The ONS does provide ‘deflators’ for the production approach to GVA measurement. While not perfect, [the CPIER Recommends] that the GVA target should be measured using the ONS (Balanced) GVA measure, deflated by the ONS GVA (Production) GVA deflators.

- 3.12 The figure below explains the housing challenge for the CPCA in terms of accelerating housing delivery. The peak build year was in 2007/08 (just prior to the economic crash) with over 5,000 homes being completed within Cambridgeshire (excluding Peterborough); since then build rates have been considerably lower. The combined district Annual Monitoring Reports (AMRs) show a five year housing supply designed to meet the immediate needs of the local economy **but** build rates per year will need to surpass the 2007/08 peak in order for this to be fulfilled.

Figure 6: Past dwelling completions compared to current ambition for the CPCA.



- 3.13 At present the monitoring of house building within Cambridgeshire and Peterborough (and government returns) are based upon an annual survey. For closer monitoring purposes there needs to be a review of this time-scale (and the suitability of quarterly returns, perhaps using a different data approach). Beyond that there needs to be an understanding of where the CPCA in particular are playing a role in unlocking specific sites and enabling them to come forward as early as possible.

Progress against Strategic Goals – Five Key Themes

- 3.14 The four year plan, the initial investment decisions and practical steps that the CPCA are taking to achieve the 2030 Ambition, is organised under five distinct themes.

- A Good Job within Easy Reach of Home;
- Healthy Thriving and Prosperous Communities;
- A Work-Force Founded on Investment in Skills and Education;
- UKs Capital of Innovation & Productivity;
- A High Quality Sustainable Environment.

At the point these were agreed (February 2018) a draft set of indicators were proposed for each theme. These are outlined in Appendix One (with the data view being incorporated in a draft format across a series of reports on the CambridgeshireInsight website¹⁹)

- 3.15 This strategic monitoring is currently being reviewed in light of the recent publication of the CPIER²⁰. Key considerations for our approach to strategic monitoring will need to incorporate the CPIER's findings in relation to:

- The three distinct sub-economies for the CPCA; Greater Cambridge, Greater Peterborough and Rural Fenland.
- Cambridge and Peterborough Futures. Monitoring against CPIER projects for growth and indicators of 'stresses' within the local economy.
- Quality of 'natural assets' for the CPCA area (e.g. highest grade farmland)
- Suggested measures for GVA, Productivity and Business Growth and the pros / cons of local monitoring (Cambridge Centre for Business Research V BRES data²¹)
- The CPIER emphasis on addressing the health of the workforce as a key element to increasing productivity (the draft monitoring framework is limited on how it measures workforce health).

- 3.16 The CPCA will focus on its partnerships (see section one) to further develop its indicator set. In particular the future working relationship with ONS (and the Cities unit in particular) is seen as vital in order to ensure an accurate and appropriate set of metrics for the programme at a strategic level.

¹⁹ <https://cambridgeshireinsight.org.uk/economy/report/view/0e573c77dfd746d399dedbd5590cbff8/E47000008> as an example report.

²⁰ www.cpier.org.uk

²¹ CPIER subsidiary recommendation "It is important to establish a sound employment database to inform key decisions. The Office for National Statistics (ONS) should continue to work with the Centre for Business Research to clarify why differences exist between the two sources of employment growth rates

Early Investments – A Good Job within Easy Reach of Home

Specific Considerations –Transport Schemes

- 3.17 A significant part of this strategic objective involves the development of a number of transport infrastructure schemes. Proportionate monitoring and evaluation (M&E) will be developed for each scheme with the scope for evaluation being drawn from the final business case submission. The type and depth of evaluation for each scheme will be assessed against the DfT's guidance on monitoring and evaluating local major schemes, or subsequent 'WebTAG'²² guidance on evaluation techniques, hence the precise structure for M&E will vary by scheme.
- 3.18 Fundamental to the approach for scheme evaluation should be the extent to which each has contributed to the Mayor's overall economic objective. Traditionally, measuring return on investment for transportation initiatives has focused on direct user benefits and the economic impacts that arise from those cost savings e.g. minutes of travel time saved by passengers or goods. The reality is however that the CPCA is looking to transportation to play a broader role in shaping the area's economy by²³:
- Supporting business clusters and agglomeration;
 - Increases productivity;
 - Enhancing jobs and labour market accessibility;
 - Opening new markets for businesses; and
 - Enhancing supply chain efficiency.
- 3.19 A proper evaluation is therefore accomplished by assessing specific variables showing how locally the links between businesses and labour depend on the transportation system and how improvements then affect productivity, income, and revenue.

Ideally, before and after studies would be conducted to measure the impact of new or improved transportation. This would mean extensive work in establishing an economic baseline for places / people / businesses that are expected to benefit from each scheme. It should be noted that against this 'ideal' there needs to be a recognition of the challenge of apportioning observed benefits (e.g. growth in employment or wages) to a specific scheme, therefore a thorough understanding of the counterfactual (what would have happened without the scheme) will need to be considered.

Schemes for Monitoring & Evaluation (based on Current Investment Decisions)

- 3.20 An initial investment in feasibility studies for 'strategic' infrastructure schemes was made in June 2017 with a further short-list of schemes for investment being agreed in October 2017²⁴ with the budget allocation at that time being £4.53m. There was also an acknowledgement at the time that there were also other transport interventions that supported the Combined Authority objectives but were promoted by other bodies or through partnerships which may or may not include the Combined Authority (this is important to understanding the cumulative impact of infrastructure investment within future evaluation work). Collectively these create a 'pipeline' of improvements to the

²² <https://www.gov.uk/guidance/transport-analysis-guidance-webtag>

²³ <https://csengineermag.com/article/top-five-ways-transportation-impacts-economic-development/>

²⁴ <http://cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/Priority-Transport-Schemes.pdf>

transport network for the area over the short, medium and longer term.

3.21 There are three schemes that have reached the design and construction phase:

Name	Details	Stated Benefits
A605 Whittlesey Access Phase 2 (Stanground Access)	<i>Provide a right turn lane at junction between the A605 and B1095, where right turning traffic currently blocks straight ahead traffic travelling between Peterborough and Whittlesey</i>	<i>Provide improved access between Peterborough and Whittlesey, which could otherwise inhibit the growth and development of Whittlesey</i>
A47 Junction 18 improvements	<i>Widening of slip roads and circulatory carriageway of existing grade separated roundabout</i>	<i>The improvements would increase capacity and enable Peterborough's Core Strategy of 26,000 homes and 20,000 jobs to be delivered.</i>
A605 Oundle Road Widening - Alwalton to Lynch Wood Business Park	<i>To provide an additional lanes inbound to Lynchwood Business Park, which currently employs c.4000 staff.</i>	<i>Capacity improvements would resolve the severe delays experienced on approach to the Business Park, and would maintain the attractiveness of employment on the Lynchwood Business.</i>

Of these the A605 Whittlesey work will be included within the evaluation of the cumulative impact of initiatives to support the market towns within the CPCA area, and the A47 Junction Improvements will be included in the evaluation of initiatives to support the delivery of housing across the CPCA area (see following section).

3.22 The total cost of the A605 scheme is £1.49m so will be **subject to standard monitoring**²⁵ as per guidance. The timing of the standard monitoring process is anticipated to be as follows:

- Baseline data requirements will need to be collected / collated before / during the scheme construction.
- Data used to monitor scheme delivery performance and processes should be collected during construction.
- Initial analysis of monitoring data conducted at least one year (but less than two years) after scheme opening; with a 'One Year After' report published within two years of scheme opening.
- A final report based on analysis of both 'One Year After' data and enhanced with further data collected up to approximately five years

3.23 The primary objective of the scheme is to improve the economy, reducing the costs to the wider public accounts, to business users and consumers, on congestion and journey reliability, there would also be direct measureable impact on the numbers employed at a major employment site. The broad logic model equates to that for logic models 1a and 1b from the national evaluation framework. The following measures covering, inputs, outputs and outcomes could be monitored.

²⁵ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/9154/la-major-schemes-monitoring-evaluation.pdf

- Scheme build / delivery scheme / costs;
- Travel demand (volume), travel times and reliability of travel times (localised survey of employees at the Lynch Wood Business Park
- Impacts on economy, impact on employment numbers and employment growth at the Lynch Wood Business Park

Initial Investments – Healthy Thriving and Prosperous Communities

Specific Considerations – Market Town Master planning

- 3.24 This strategic objective places a strong emphasis on the progress of a number of market towns with the CPCA area. The core approach will be the development of market town master plans followed by targeted investments. **It is expected that SQW will lead the evaluation of this work as part of the five-year gateway process** with a probable emphasis on baseline studies for each settlement and the development of a set of comparator places as part of the ‘counter factual’ work.
- 3.25 The first Masterplan has been published for St Neots²⁶ within the context that the town already contributes £470m to GVA for the CPCA from over 10,500 jobs. The key projects are:
1. A new foot and cycle bridge in St Neots town centre alongside improvements to the riverside area (which the new bridge will link to the Market Square) (£3.1m direct investment from the CPCA for a £4.6m scheme)
 2. Creation of an enhanced events programme that will act as the springboard to create a Business Improvement District for the town - £259,000 investment from the CPCA towards a £310,000 project)
 3. Establish St Neots as the first Smart Town in the country – (£30,000 investment)
 4. A comprehensive transport study to solve the issue of traffic flow in St Neots town centre, (£175,000 investment)
 5. Improving street furniture in St Neots town centre to make it more attractive and easier for people to travel around the centre (£40,000 investment)
 6. A Business Demand Survey to better understand the future growth needs of local businesses and respond to them in Phase 2 of the Masterplan

In addition the town will likely benefit from investment from housing schemes as this CPCA programme progresses and the development over the longer term of infrastructure schemes, East / West Rail and the Oxford to Cambridge Express Way.

- 3.26 The way each market town master-plan is locally led will create variability in expected outcomes. Whilst the objectives for St Neots are to continue job growth (an additional 3,600 by 2036) and support housing growth by maintaining a vibrant town centre (4,000

²⁶ <http://www.cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/St-Neots-Masterplan-Phase-1.pdf>

additional dwellings) other areas may wish to focus on reducing inequalities. For example, local experience on the Wisbech 2020 initiative shows how important health and community cohesion are as barriers to economic success.

- 3.27 It should be noted that outside of the core master planning process the CPCA have invested in a number of schemes aimed at directly improving market towns and their attractiveness or accessibility e.g. the refurbishment of Fenland railway stations. These will be considered collectively as a package of measures for each of the market towns (rather than evaluated as a separate initiative).

Specific Considerations – Affordable Housing

- 3.28 The CPCA has also considerable commitments (and funding) related to the supply of housing in the local area. As already stated there will be a focus on the overall monitoring of build rates. The majority of the activities being taken forward in respect of housing are process-related hence subject to process evaluation (e.g. ‘lessons learned’ exercises). Similarly, milestones will be set for the processes such as monitoring of planning decisions and their speed, number of units with planning permission, allocations or parcels of land, housing starts, and changes in land value.
- 3.29 Beyond this though there are a range of tangible benefits expected to accrue in relation to the supply of ‘affordable’ homes, commuting distances / labour supply and in the case of Wisbech Garden Town, regenerative impacts. Evaluation for housing schemes, beyond process evaluation will have a blend of both quantitative and qualitative approaches. Examples include ‘Social Return on Investment’ methods²⁷ where impacts are systematically evaluated through interviews with stakeholders and frequency of occurrence and likely duration of benefit calculated.

Schemes for Monitoring & Evaluation (based on Current Investment Decisions)

- 3.30 **It is expected that the CPCA affordable homes programme will be subject to a full independent evaluation.** The reason for this decision is the relative value of the programme (£100m) and the learning that the interim evaluation work could provide for the scheme. The affordable homes scheme was also part of the initial business plan submitted to government.
- 3.31 An initial investment of £4.56m was approved in July 2017 to accelerate the delivery of 253 affordable homes (part of the CPCA target to deliver a total of 2000 new affordable homes). This initial investment was spread across 11 schemes (with further sites since being added to the portfolio).
- 3.32 At the point of investment the average Combined Authority grant per unit was £18k, comparing favourably with other Value for Money (VFM) comparators. Also on five of the sites Combined Authority grant funding was deployed alongside grant funding from other public bodies, the Homes and Communities Agency and East Cambridgeshire District Council. The total combined public grant funding for the 11 schemes equating to

²⁷ <http://www.socialvaluelab.org.uk/wp-content/uploads/2012/09/SROI-Vineburgh.pdf>

£7.16m for 355 new affordable homes, at an average of £20.2k per unit (the detail of the sites receiving investment is shown below).

Figure 7: Sites for CPCA Affordable Homes Investment, June 2017 (candidates for evaluation)

CA Area	Provider	Scheme
Fenland	Cross Keys Homes	Snowley Park
South Cambs	Flagship	Papworth
	Cambridge Housing Society	Melbourn
	Cross Keys Homes	Willingham
East Cambs	Cambridge Housing Society	Littleport
	Palace Green Homes	Soham
	Hastoe	Burwell
Peterborough	Cross Keys Homes	Perkins
	Cross Keys Homes	John Mansfield
Huntingdonshire	Cross Keys Homes	Offord D'arcy
	Havebury	Warboys

- 3.33 At the point of investment the stated baseline for delivery of affordable housing (over five years 2017/18 to 2022/23) was 1,000 homes, with the CPCA investment programme adding 2,000 homes to this figure (3,000 in total). Continued monitoring on a site by site basis and CPCA wide, will be conducted to confirm progress towards this target.

Specific Considerations – Community Land Trust Grants

- 3.34 Community Land Trusts are a form of community-led housing, set up and run by ordinary people to develop and manage homes as well as other community assets. CLTs act as long-term stewards of housing, ensuring that it remains genuinely affordable, based on what people actually earn in their area, not just for now but for every future occupier.
- 3.35 As an example, the CPCA approved a £6.5m commercial loan to the East Cambs Trading Company (ECTC), a standalone company owned by East Cambridgeshire District Council to support a development at West End Gardens (Haddenham) within which 19 affordable homes, owned by a Community Land Trust (CLT), will be delivered.
- 3.36 Nationally there are relatively strong evaluations for CLTs and their benefits are reasonably well understood. Therefore it is proposed that **CLT grants will only be subject to light touch** monitoring (against achievement of stated objectives). With their contribution to the overall affordable homes target noted.

Specific Considerations – Infrastructure to Unlock Housing Sites

- 3.37 The CPCA have secured two Housing Infrastructure Fund projects²⁸. The fund is a government capital grant programme of up to £2.3 billion, which has the stated intention of helping to deliver up to 100,000 new homes in England. The purpose of the fund is to deliver new physical infrastructure to support new or existing communities, making more land available for housing, bringing forward additional homes.
- 3.38 The CPCA projects are both funded from the 'Marginal Viability' element of the fund (housing sites being held back because of the cost of infrastructure is too high). Soham Gateway (East Cambridgeshire) has received a grant of £6.33m and Yaxley Loop (Peterborough) a grant of £4.57. Both schemes provided a robust, value for money business case.
- 3.39 The new Yaxley Loop Road will enable the delivery of 5,350 new homes on a key site in Peterborough. Construction of the road, which will be designed and built by Peterborough Highways Services, is due to start in early 2019. The Soham scheme will focus on Land Assembly. At the moment, the site is not under sole ownership and a roundabout onto the A412 is needed ahead of the site access road to unlock a development site of 553 homes.
- 3.40 Whilst separate monitoring arrangements are in place for this particularly funding stream it is proposed that both are subject to a local evaluation to ensure that there is sufficient learning to inform future projects aimed at unlocking growth sites.

Initial Investments – A Work-Force for the Modern World Founded on Investment in Skills and Education

General Considerations

- 3.41 The core approach will be the development of a number of schemes / initiatives within the CPCA skills strategy. This work has been brought together under the conceptual title of the 'Centre for Skills' and includes:

- Apprenticeship hub development;
- AGE Grant
- Devolved AEB;
- Work & Health Programme;
- Employment & Skills Board;

At the present time this work is developing (and needs to respond to the recently published CPIER work. So only two aspects of this work, the continuation of the AGE grant and the Health and Care Sector Progression Academy will be considered in detail by this version of the evaluation framework.

²⁸ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/625528/DCLG_Introduction_to_Housing_Infrastructure_WEB.pdf

- 3.42 Collectively previous evaluation studies point to employment training schemes for adults having a positive (albeit modest) impact on earnings and employment²⁹. Although there is specific learning that can be applied to scheme design there are also gaps in knowledge for example there is little evidence which provides robust, consistent insight into the relative value for money of different approaches. As a response to this the CPCA will identify, at an early stage, an opportunity for an evaluation to contribute to knowledge in this area of policy.

Specific Considerations – Peterborough University

- 3.43 It is expected that the development of **Peterborough University will be evaluated as part of future gateways (not gateway one) in line with the national evaluation framework**. However this activity may need to be supplemented by local evaluation work supported by knowledge transfer from the What Works Centre for Economic Growth which has particular expertise in both understanding and evaluating skills / employment schemes³⁰.
- 3.44 In regard to the development of Peterborough University there is an extensive range of benefits³¹ that could accrue over time. Monitoring and evaluation will need to be selective in nature, with one or two of the expected benefits being subject to detailed evaluation. Possibilities include
- its role as an anchor institution (having a prominent role in its community, students and staff frequenting local businesses and adding value to the diversity of the area;
 - informal and formal ambassadorial roles (raising the national and overseas profile of the university and area);
 - tracking graduates (adding their newly-acquired skills to the local labour market).
 - The university itself is a major employer, both through the people it directly employs and those whose employment it supports through its purchases of goods and services; the
 - its role in tackling social exclusion (encouraging students from families with little experience of higher education to continue their studies);

Specific Considerations – AGE Grant

- 3.45 The Combined Authority administered the Government's AGE grant for an initial 12 months under its own criteria. This grant was used to support small business financially to take on apprentices. The national criteria was a payment of £1500 for a business of less than 50 employees to take on an apprentice, subject to them not having had one in the past 12 months.
- 3.46 The Cambridgeshire and Peterborough criteria, implemented by the Combined Authority, were initially £2000 for a 16-18 apprentice and £1500 for a 19-24-year-old for a business with less than 250 employees and have the opportunity to access grants for up to 5 apprentices a year. The initiative generated 524 apprentices up to July 2017

²⁹ <http://www.whatworksgrowth.org/policy-reviews/employment-training/evidence-review/>

³⁰ <http://www.whatworksgrowth.org/policy-reviews/employment-training/>

³¹ <https://www.birmingham.ac.uk/Documents/university/economic-impact-of-university-of-birmingham-full-report.pdf>

with the CPCA then committing further investment (with alterations to scheme criteria) with the target of generating 575 apprenticeships up to July 2018.

- 3.47 Whilst the CPCA does not propose to evaluate the effectiveness of apprenticeships (this exists nationally). It is proposed to monitor the outputs from this programme. The on-going development of stages two (employer / apprentice matching service) and three (establishing an apprentice training academy) of the apprentice work stream will be available for local evaluation in the future. The development of a full logic model at this point in time though would be premature.

Specific Considerations - Health and Care Sector Progression Academy

- 3.48 Developed and delivered by Cambridgeshire and Peterborough Combined Authority in partnership with the Government, the Health and Social Care Progression Academy scheme aims to train around 2,100 people (including disabled people and older people) to secure and progress in a variety of occupations in the health and care sector.
- 3.49 The scheme will target those who are disadvantaged and long-term jobseekers in the Cambridgeshire and Peterborough area with specialist tailored advice and support to get into work. This will also include training to gain employment, and also help those already working in the sector to progress. This in turn should help meet the high demand in this area of the labour market; 600 new apprenticeships will be created.
- 3.50 As this scheme is an agreed 'pilot' with government, the monitoring and evaluation will be subject to the terms of that agreement. At present, this project will self-report.

Initial Investments – UKs Capital of Innovation & Productivity

- 3.51 A number of the investments under this stream will be subject to a limited amount of monitoring as the nature and value of the interventions are clearly understood from previous national evaluation work. The monitoring will focus on ensuring successful implementation. One of the projects for more significant evaluation will be the investment in superfast broadband and 5G coverage which is expected to be included within the national evaluation framework. A second will be conducted locally and focus on the outcomes achieved through the economic review (CPIER).

Specific Considerations – CPEIR

- 3.52 Whilst the economic review won't be subject to a major evaluation, locally there will be an assessment as to the extent to which the stated aims of the review were met. This assessment could include involvement from the original CPEIR team and stakeholders who were engaged (consulted) during the development of the review. At present the CPCA is considering its response to the review so it is too early to build any detailed logic models however, two possible areas of focus could be:
- How seriously the CPCA and other agencies (including central government) are acting on recommendation 3 of the CPEIR and supporting the Knowledge Intensive Businesses of the Cambridge Cluster.

- The extent to which policy has been differentiated to reflect the three distinct economies of the Cambridgeshire and Peterborough area identified in the CPIER.

Initial Investments – A High Quality Sustainable Environment

- 3.53 This area of policy current has a limited set of initiatives although these are expected to expand with the development of the CPCA's Rural Strategy. At present the emphasis is on the modal shift to sustainable transport (see A Good Job within Easy Reach of Home') and on the development of a Local Energy Hub (LEH); this is one of five nationally³². At present the LEH will only be subject to light touch monitoring.

³² http://www.apse.org.uk/apse/assets/File/Day%201%20-%20Session%201_2%20-%20Patrick%20Allcorn.pdf

Appendices:

Appendix One: Key metrics

Possible Metric	Potential Source	Description	Released	Other Sources?	Possible Gaps/ Data Issues	Able to baseline now?
Station Usage	Office of Rail and Road - Estimates of station usage https://orr.gov.uk/statistics/published-stats/station-usage-estimates	Estimates of the total numbers of people entering, exiting and changing at each station.	Annually 1997-2018 per station	<ul style="list-style-type: none"> More detailed datasets potentially available from network rail e.g. routes passengers have taken. Possibility also to use current surveys (e.g. travel 4 Cambridge) to supplement this work. 	Peterborough equivalent. Historical data will not be available for new station/routes.	Y
Traffic Counts	Cambridgeshire County Council - Traffic Data https://www.cambridgeshire.gov.uk/residents/travel-roads-and-parking/roads-and-pathways/road-traffic-data/	Information on vehicle flows, flow composition, vehicle occupancy and overall trends. Based on twelve-hour manual traffic counts.	Annually 2013-2017 per Cambridge location	<ul style="list-style-type: none"> More detailed Automatic Number Plate Recognition (ANPR) data, for example Greater Cambridge ANPR Data: Trip Chain Reports. Additional traffic studies/surveys in relation to larger infrastructure projects. 	Peterborough equivalent. Historical data limited to certain sites around Cambridge.	Y
Employment Numbers	Office for National Statistics – Labour Force Survey	Estimates of employment, unemployment and economic activity. Based on a household survey.	1992-2018	<ul style="list-style-type: none"> ONS Business Register and Employment Survey data (used for EEFM) Business register kept by Cambridge University Judge Business School (data available to CCC) 	Survey based.	Y

Possible Metric	Potential Source	Description	Released	Other Sources?	Possible Gaps/ Data Issues	Able to baseline now?
Productivity	Office for National Statistics – Labour productivity	The efficiency of the UK workforce calculated as output per worker, output per job and output per hour.	Quarterly 2014-2018		Regionally, not detailed.	Y
GVA	Office for National Statistics - Regional economic activity by gross value added	Estimates of economic activity by UK country, region and local area using balanced regional gross value added (GVA(B)).	Annual 1998-2017		Historical data regionally, not detailed. From January 2018 data will be available at lower level.	N
Journey Times	Department for Transport - Journey time statistics https://www.gov.uk/government/collections/journey-time-statistics	Statistics on journey times to key services including food stores, education, health care, town centres, employment centres and transport hubs.	Annually 2014-2018	<ul style="list-style-type: none"> Potential to survey population for bespoke data per projects. Cambridgeshire live bus journeys data available along key routes. 	Detailed data on resident's journey times to work.	Y
Highstreet Footfall	Cambridge BID - Footfall and City Performance data https://www.cambridgebid.co.uk/city-performance	Data from Cambridge city footfall cameras.	Weekly and monthly 2018-2019	<ul style="list-style-type: none"> District level historical data available from retail studies. Cambridgeshire County Council anticipates updating current network of monitors. Potential to invest in/deploy new monitors. 	Limited to cameras in Cambridge.	N
Resident skills levels	Office for National Statistics - Annual Population Survey	A residence based labour market survey including qualifications.	Quarterly 2004-2018	<ul style="list-style-type: none"> Census 2011 data 	Survey based.	Y
Students numbers	HESA - Higher Education Student Data	HE student enrolments	2014/15-	<ul style="list-style-type: none"> Cambridgeshire County Council collects data on student numbers direct from institutions for 	Historical data limited to current	N

Possible Metric	Potential Source	Description	Released	Other Sources?	Possible Gaps/ Data Issues	Able to baseline now?
	https://www.hesa.ac.uk/data-and-analysis/students	by HE provider.	2017/18	population projection purposes.	providers.	
Property Prices	HM Land Registry - Price Paid Data https://www.gov.uk/government/statistical-data-sets/price-paid-data-downloads	Data in the sale prices of properties in England and Wales submitted to HM Land Registry for registration.	Monthly 1995-2019	<ul style="list-style-type: none"> Cambridgeshire County Council subscribe to Home Track data. 		Y
Retail	Cambridgeshire County Council - Cambridgeshire Retail and Town Centre Uses Completions	Amount of completed Retail floorspace (sq.m.) in each financial year. Broken down into four development use classes and includes data by district, town centre or local authority and gains or losses.	Annually 2002-2017	<ul style="list-style-type: none"> CACI – recent value of major retail centres. Goad Maps - over 3,000 retail centres are available through a subscription to the online service. 	Combining Peterborough and Cambridge data.	Y
Housing Completions	Cambridgeshire County Council - Cambridgeshire Housing Completions	Number of dwellings completed (built) includes data by district, parish, settlement, by bedrooms, on previously development land, affordable and density.	Annually 2002-2017		Combining Peterborough and Cambridge data.	Y
Road Traffic Accidents	Cambridgeshire County Council - Traffic Data https://www.cambridgeshire.gov.uk/residents/travel-roads-and-parking/roads-and-pathways/road-traffic-data/	Counts of road traffic collisions across Cambridgeshire. The dataset breaks down data for each month by district and contains a dataset breaking down by collision severity.	Annually 2012-2017		Peterborough equivalent.	Y

Possible Metric	Potential Source	Description	Released	Other Sources?	Possible Gaps/ Data Issues	Able to baseline now?
Population	Cambridgeshire County Council – population estimates	Local population estimates and forecasts.	2011- 2036	Census 2011 data		Y
Resident Earnings	Office for National Statistics – Annual Survey of Hours and Earnings	Information about earnings and hours of employees.	Annually 2002-2018		Survey based.	Y

Appendices:

Appendix 2: October 2017 'Short List' Schemes (Provisional).

<http://cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/Item-2.2-Appendix-A-280318.pdf>

Project Information							Cost / Funding						
Scheme	Location / District	Scope	Benefits	Current Status (Refers to stage completed or currently underway)	Next project stage	Owner	Total Scheme Cost (£m)	3rd Party Contributions (£m)	CA Commitment (£m)	CA Annual Spend Profile (£m)			
										Term 1			
										17/18	18/19	19/20	20/21
Cambridgeshire Capacity Study	Strategic	Strategic rail study identifying network constraints	Underpins strategic rail growth directly supporting jobs and housing	Pre-feasibility	Feasibility	CA	0.3	0.25	0.05				
Cambridge South Station	Cambridge	Development costs of a new station next to the Biomedical Campus	Provides access to a major employment site which will support new homes and 16,000 existing, and 7,000 new jobs, with further growth planned.	Feasibility	Options appraisal / business case	CA	10	8.25	1.75				
Soham Station	East Cambs	Development costs of new station at Soham	Will support the delivery of 1,655 new homes and 15ha of employment land.	Options appraisal / business case	Options appraisal / business case	CA	12	7	5				
Regeneration of Fenland Railway Stations - March, Manea and Whittlesea Station	Fenland	A package of improvements to upgrade the Fenland railway stations	To ensure greater use of the railways in Fenland for local residents, businesses and tourism. Supports Local Plan commitments to 7,200 jobs on 85ha of new employment land.	Options appraisal / business case	Preliminary design	FDC	9.5	0.5	6.5				
A505 Corridor Study	South Cambs	A Strategic economic growth and transport study to include outline business case development for a scheme on the A505	Reduces congestion, supports key employment sites including Granta Park, Babraham and the Genome Campus with potential growth of over 11,200 jobs.	Pre-feasibility	Feasibility	CA	1.5	0	1.5				
A10 Foxton Level Crossing	South Cambs	Scheme development work to take forwards level crossing replacement	Resolves longstanding key constraint on the network, reducing congestion, providing interchange with rail, and supporting jobs and employment.	Feasibility	Feasibility	CCC	2	0	2				
A14 Junctions Improvement feasibility Study	East Cambs	Feasibility study to understand and review J35-38 of the A14	Reduces congestion on the strategic network, supports new jobs and houses.	Pre-feasibility	Feasibility	ECDC	0.15	0	0.15				
A142 Capacity Study	East Cambs	Feasibility study to understand what the impact of growth is on the key route between Newmarket and Chatteris	Reduces congestion, supports new jobs and houses, improves road safety.	Pre-feasibility	Feasibility	ECDC	0.15	0	0.15				
A47 Junction 18 improvements	Peterborough	Widening of slip roads and circulatory carriageway of existing grade separated roundabout	The improvements would increase capacity and enable Peterborough's Core Strategy of 26,000 homes and 20,000 jobs to be delivered.	Design	Construction	PCC	5.5	1.65	3.85				
A605 Whittlesey Access Phase 2 – Stanground Access	Peterborough	Provide a right turn lane at junction between the A605 and B1095, where right-turning traffic currently blocks straight ahead traffic travelling between Peterborough and Whittlesey.	Provide improved access between Peterborough and Whittlesey, which could otherwise inhibit the growth and development of Whittlesey.	Preliminary design	Design/Construction	PCC	4	1.2	2.8				
A605 Oundle Road Widening - Alwalton to Lynch Wood Business Park	Peterborough	To provide an additional lanes inbound to Lynchwood Business Park, which currently employs c.4000 staff.	Capacity improvements would resolve the severe delays experienced on approach to the Business Park, and would maintain the attractiveness of employment on the Lynchwood Business.	Preliminary design	Design/Construction	PCC	1,493	0.773	0.72				
A1260 Nene Parkway Junction 15 improvements	Peterborough	Capacity Improvements to existing Junction 15, at the interchange between the A1260 and A47 Major Roads.	Increased capacity to enable Peterborough's Core Strategy of 26,000 homes and 20,000 jobs to be delivered.	Pre-feasibility	Feasibility	PCC	7	0.7	2,455				
Eastern Industries Access Phase 1 - Farnwell Way	Peterborough	Capacity improvements to existing infrastructure, possible dualing of link road or alternative access arrangements.	Provides access to large employment area at Red Brick Farm within the Eastern Industries, enabling the creation of 6,000-8,000 jobs.	Pre-feasibility	Feasibility	PCC	9.55	0.95	0.55				
A1260 Nene Parkway Improvement (n 32 to n 3 (Fletton Parkway))	Peterborough	Capacity improvements to A1260 Nene Parkway including additional lanes	The proposal would increase capacity necessary to enable Peterborough's Core Strategy of 26,000 homes and 20,000 jobs to be delivered.	Pre-feasibility	Feasibility	PCC	4.5	0.45	4.05				
A16 Norwood dualing	Peterborough	Provide roundabout access off the A16 into the proposed Norwood development and dual the existing section of the A16 between there and its roundabout with the A47 which would also be improved.	Enable the development of Norwood comprising 2,000 houses, which would otherwise be difficult to bring forward due to developer cash flow issues as the infrastructure improvements are required from dualing of the A16.	Pre-feasibility	Feasibility	PCC	10.8	1.1	0.125				
Eastern Industries Access Phase 2 - Fengate	Peterborough	Capacity improvements to existing infrastructure, possible road widening or junction improvements.	Provides access to large employment area at Red Brick Farm within the Eastern Industries, enabling the creation of 6,000-8,000 jobs.	Pre-feasibility	Feasibility	PCC	7.5	0.75	0.2				
A47 Junction 18 Pedestrian Footbridge	Peterborough	Detailed assessment at the cost of reconstructing the existing shared used footbridge.	Enable pedestrians and cyclists to continue crossing the A47 via a shared use footbridge	Pre-feasibility	Feasibility	PCC	0.3	0.05	0.25				
Wisbech Access Study Packages	Fenland	Delivery of measures identified in the Access Study to support growth and regeneration	Reduction in congestion at key junctions, supports Local Plan commitments of over 11,000 new homes and 30ha of employment land.	Options appraisal / business case	Preliminary design	CA	13	10.5	8.5				
March junction improvements package, Capital and Revenue	Fenland	Feasibility studies and testing of options for improvements to key set of junctions on the A141 and the B1101; and phase 2 of a northern Link road. Project would then include implementation of preferred option(s) from the study.	Reduction in congestion at key junctions, supports Local Plan commitments of over 11,000 new homes and 30ha of employment land.	Feasibility	Feasibility	CCC	6.35	3.7	3.65				
Huntingdon Strategic River Crossing	Hunts	Feasibility and preliminary work on major strategic new river crossing	Development work to inform future development requirements (new homes at Wyton(4,500), Giffords Park (2,200), Sapley Park (1,300) & Lodge Farm (3,820)) and capacity involving new strategic river crossings.	Pre-feasibility	Feasibility	CA	0.5	0	0.5				
A141 capacity enhancements around Huntingdon	Hunts	Package of highway schemes on A141	Highway improvements adjacent to the strategic Alconbury development site, with congestion reduction and supporting Local plan commitments of employment and 16,000 new dwellings.	Pre-feasibility	Feasibility	CCC	7	0	6				
Queen Adelaide Road Study	East Cambs	Road study to explore acceptable highway solutions to level crossing down time as a result of increased rail flows	Enables strategic rail growth whilst maintaining local access to employment and services.	Pre-Feasibility	Feasibility	CCC	0	0	0.16				

Project Information							Cost / Funding						
Scheme	Location / District	Scope	Benefits	Current Status (Refers to stage completed or currently underway)	Next project stage	Owner	Total Scheme Cost (£m)	3rd Party Contributions (£m)	CA Commitment (£m)	CA Annual Spend Profile (£m)			
										Term 1			
										17/18	18/19	19/20	20/21
St Neots River Great Ouse northern crossing / cycle bridge	Hunts	Delivery of new cycle crossing in St Neots	Provides critical infrastructure linked to the St Neots Masterplan, supporting 4000 houses and 3600 jobs.	Pre-feasibility	Preliminary design	CCC	4.5	1.5	3				
Coldhams Lane roundabout improvements	Cambridge	Remodelling roundabout to improve safety and provide crossings on each arm	Improved road safety, encourages walking & cycling to major urban development of over 1,200 new homes in East Cambridge.	Pre-feasibility	Design	CCC	3	0.2	2.8				
Smart City Network	Peterborough	To develop a plan of how Peterborough would implement a Smart City Network (including intelligent mobility). This would form the basis for joint working with Cambridgeshire County Council to develop a Smart City Strategy to serve the Combined Authority area.	Gain a comprehensive understanding of the requirements which will enable the exploitation of data to support the management and control of the network, with an aim of increasing network resilience and capacity, allowing for more informed and	Pre-feasibility	Feasibility	PCC	0.1		0.1				
Sustainable Travel Capital/Revenue	Peterborough	Promoting sustainable travel and infrastructure improvements city wide	Increased mode choice, less congestion on the roads and reduce the need for expensive transport infrastructure investment.	Preliminary design	Feasibility	PCC	0.5		0.5				
Schemes and Studies	Peterborough	Undertake small scale studies and traffic modelling in order to develop on-going pipeline of transport infrastructure schemes	Identify transport schemes that would tackle congestion, enable housing and promote job jobs creation.	Preliminary design	Feasibility	PCC	0.4		0.4				
Total							121.6	39.5	57.71	9.275	17.18	16.975	20.33

KEY

	Combined Authority Funding Approved Oct 2017
	Combined Authority Funding Request Mar 2018
	Future Investment

Performance Management and Monitoring & Evaluation Programme

The following programme outline has been prepared by the Business Intelligence Team of Cambridgeshire County Council (referred to this point forward as CambridgeshireInsight³³ with a view to supporting the development and delivery of the Combined Authority's (CPCA) Performance Management and Monitoring and Evaluation Framework - providing on-going support for the performance management of the Combined Authority whilst also integrating the CPCA's requirement for evidence with other on-going programmes³⁴ in Cambridgeshire and Peterborough, providing value for money to the public purse.

Background

The Combined Authority has published its four year plan 2018/19 to 2021/22 as well as its 'Ambition' for 2030. Both documents make significant commitments in terms of the delivering sustainable economic growth, infrastructure and housing.

The Combined Authority's agreement with central government includes two relevant commitments.

- To maintain an up-to-date Assurance Framework (which incorporates the Monitoring and Evaluation Plan); a commitment to use evidence to justify policy decisions and to effectively monitor the outputs and outcomes of policy (spending plans).
- To support an independent³⁵ evaluation framework for the Combined Authority's work up to its first Gateway Review in 2022. Providing evidence of effective interventions.

There is also a requirement to demonstrate a good fit with central government expectations for best practice³⁶ in the development and implementation of policy. This is best reflected within the treasury 'Green Book' (see figure 1). At first glance there might be an assumption that this is focused towards the end of the cycle (Appraisal, Monitoring and Evaluation). However, there is also a need to be clear about the rationale, the logic model for the proposed intervention (e.g. if we invest in training centre x we will support people into better employment in industry y) and objective setting (e.g. we expect x hundred people to be trained and gain sustainable employment in industry y; GVA will increase by z%).

³³ CambridgeshireInsight is a brand name for the County Council's Research Team and the on-line web resources under which the evidence base for Cambridgeshire and Peterborough are drawn together. www.cambridgeshireInsight.gov.uk

³⁴ The County Council Team already coordinates the monitoring of land and movement planning, the Strategic Housing Needs Assessment and is a significant contributor to the Independent Economic Review.

³⁵ The Independent Evaluation will be led by SQW Ltd.

³⁶ The Green Book, Central Government Guidance on Appraisal and Evaluation.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/685903/The_Green_Book.pdf

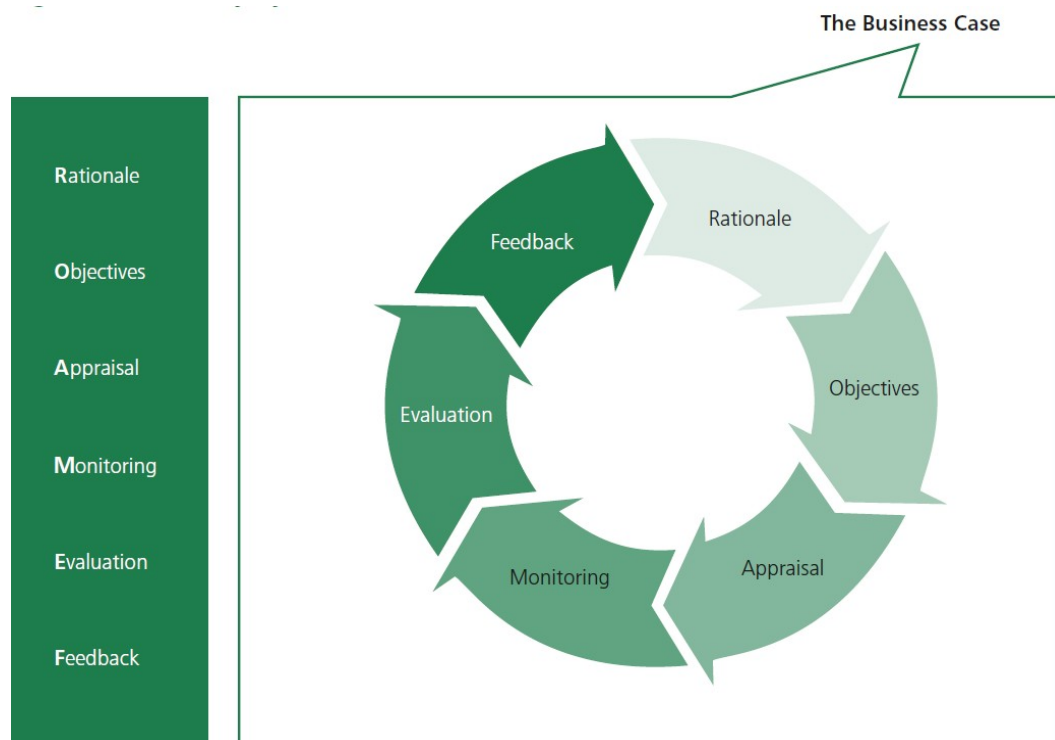


Figure 8: The Policy Cycle, Treasury Green Book, 2018

As well as the explicit requirement for monitoring and evaluation in the above model there is also a clear expectation that early stage planning for policies, the 'strategic dimension' (within the five case model), the framing of rationale and objectives should "have an objective basis in research (as set out in previous versions of the Combined Authority Assurance Framework)³⁷. Relevant evidence can be drawn from evaluations of past interventions, evidence of 'what works', international comparisons, academic and other literature and relevant experience. Key will be the evidence that has been drawn together within the Cambridgeshire and Peterborough Independent Economic Review (CPIER) and the Local Industrial Strategy. The basis for the following proposal therefore seeks to put the Combined Authority in the best possible position in these respects.

The proposal has been drawn together by CambridgeshireInsight The full details of the team's competences are given below. The team is well qualified to deliver the proposed programme:

- The County Council's Research Team (part of the Business Intelligence Service) hosts the 'County's' shared evidence based 'CambridgeshireInsight' into which a number of partners already invest, drawing together evidence about Cambridgeshire and Peterborough's economic, housing, planning, health needs and other issues.
- CambridgeshireInsight supported the development of the initial Monitoring and Evaluation plan for the Combined Authority and is very familiar with the policy area and the current context as well as the historic approach to monitoring and evaluation for devolution deals. CambridgeshireInsight already has established links with the relevant government departments and personnel.
- CambridgeshireInsight has a significant track record in managing performance management frameworks both within the County Council and for partnerships such as the CommunitySafety

³⁷ Last updated October 2017, see MEv2.doc

<http://cambridgeshirepeterborough-ca.gov.uk/meetings/combined-authority-board-25-october-2017/?date=2017-10-25>

Partnerships.

- CambridgeshireInsight has actively supported the Cambridgeshire and Peterborough Independent Economic Commission (CPIER), the development of skills evidence and other policy work of the Combined Authority. CambridgeshireInsight are familiar with the policy context, emerging evidence and interventions and can offer continuity of expertise and evidence, enabling them to 'hit the ground running' in delivering the programme.
- Developing activities together with existing County Council services provides both continuity of evidence and best value for the public purse. CambridgeshireInsight also inputs to the evidence base for the Greater Cambridge Partnership so alignment of evidence can take place.

Programme Objectives

- To develop and deliver performance management and Monitoring and Evaluation Plan for the Combined Authority.
- To integrate performance management and Monitoring and Evaluation for the work of the Combined Authority and the Business Board.
- To scope and commission 'a fit for purpose' evidence base for the Combined Authority and the Business Board.

In delivering the above, the programme provider will lead for the Combined Authority (and engage with central government) on the relevant issues regarding evidence, performance management and monitoring and evaluation.

Programme Approach

The following specification has been drawn up with reference to the four year plan, 2030 Ambition and the Green Book.

Programme Approach

The following specification has been drawn up with reference to the four year plan, 2030 Ambition and the Green Book.

Refresh and management of the Monitoring and Evaluation Plan of the Combined Authority's Assurance Framework

Specification Framework	Detail
Rationale	<p>The Assurance Framework forms part of the Combined Authority's commitment to Central Government. Part of the framework outlines in detail how the Authority will measure and evaluate the success of each of the policies that it adopts – the Monitoring and Evaluation Plan.</p> <p>The last version of the Assurance Framework was completed in Autumn 2017, pre-dating the publication of the CPCA's four year plan.</p> <p>The Monitoring and Evaluation Plan requires a significant refresh to reflect the CPCA's strategic objectives, priority programmes and target outcomes and to incorporate Central Government requirements..</p> <p>The Business Board (previously GCGP LEP) framework was last updated in 2015. There was a commitment to an annual refresh). This needs to be incorporated into the CPCA Monitoring and Evaluation Plan. This is also identified as a requirement by the recent LEP Review (July 2018) and as outlined in Appendix 1</p>
Outputs	<p>A refreshed Monitoring and Evaluation Plan as part of the CPCA's Assurance Framework no later than 27th September 2018.</p> <p>The refreshed Monitoring and Evaluation Plan will be shared and signed-off with Central Government to ensure their requirements are incorporated (dependent on feedback from cross-Whitehall analysts) – See Appendix 1.</p> <p>Compliance with all Central Government requirements for Monitoring and Evaluation (See outline in Appendix 1).</p>
Expectations for Combined Authority	<p>Engagement with the process for developing the framework/plan with input from Directors and topic leads (e.g. Business, Skills, Transport and Infrastructure, Housing, Strategic Planning).</p> <p>Sign off Monitoring and Evaluation Plan (in draft and final form) prior to release.</p> <p>Support for the Integration of approaches between the CPCA Monitoring and Evaluation Plan and previous arrangements (last updated in 2015) for funds administered by the GCGP LEP e.g. effectiveness of funding contribution to Ely Bypass and Whittlesey Crossing.</p>
Resource input	<p>Input from topic experts from within CambridgeshireInsight on monitoring and evaluation including fitting logic models to policy interventions and early identification of evidence and data.</p> <p>Meeting the engagement requirements from BEIS and MHCLG</p> <p>Engaging directly with BEIS and MHCLG, the 'What works Centre', SQW Ltd and the devolved authorities evaluation network.</p>

Curation of Strategic Evidence

Specification Framework	Detail
Rationale	<p>Completion of the monitoring programme and evaluation work requires the development of an evidence base upon which to draw.</p> <p>At present there is only a loose coordination of evidence upon which to draw through various partnerships centred on CambridgeshireInsight.</p> <p>This element of the programme will fulfil a coordination role and (in the language of the Green Book support "<i>The strategic dimension to identify where there are gaps in the evidence base</i>", and commission (or develop with partners) information to fill the gaps.</p>
Outputs	<p>An initial assessment of the evidence base for Cambridgeshire & Peterborough Combined Authority (including an understanding of the process by which evidence is commissioned) taking into account the CPIER.</p> <p>A commissioning strategy to bridge any information gaps based on the risk they pose for fulfilment of the Combined Authority's functions.</p> <p>Management of the commissioning of providers/partners in developing evidence and incorporation in performance and monitoring and evaluation reporting.</p>
Expectations for Combined Authority	<p>Engagement with the process for the assessment of the evidence base and identifying required evidence</p> <p>The lead for CambridgeshireInsight (Michael Soper) will work alongside the Directors and topic leads (e.g. Business, Skills, Transport and Infrastructure, Housing, Strategic Planning) to identify the required evidence and gaps.</p>
Resource input	<p>Input at a senior officer level (Michael Soper) to oversee the assessment of the strategic dimension and identify evidence gaps.</p> <p>Leadership to cover gaps with recommendation for the commissioning of additional evidence gathering or analysis work taking into account the CPIER.</p> <p>Management of the commission of evidence and incorporation within the Monitoring and Evaluation Plan and performance management framework.</p>

Performance Management

Specification Framework	Detail
Rationale	<p>The CPCA will need to track the delivery and achievement of the outputs and outcomes under the four year plan.</p> <p>The programme will reflect the fundamental link between performance and financial expenditure and will develop integrated performance reporting.</p> <p>At its simplest the Framework will ask: How much did we do? How well did we do it? Are people better off?</p>
Outputs	<p>Performance Management Framework, prepared, negotiated, and implemented.¹</p> <p>Performance reporting - delivered 6 times per year (in accordance with the agreed CPCA timetable)</p> <p>Development and collection of agreed performance indicator set.</p> <p>Development of a Performance Reporting Dashboard (including comparators)</p> <p>Publication of agreed performance reports(e.g. public release on the CPCA/ CambridgeshireInsight websites and other agreed communications platforms).</p> <p>Performance Management to include Combined Authority and Business Board (with alignment to GCGP as appropriate) and to include an appropriate mix of contextual, output and outcome indicators.</p>
Expectations for Combined Authority	<p>The integration of performance and financial reporting is central to the performance monitoring arrangements.</p> <p>The CPCA Finance team will support the co-design of the performance framework and support regular reporting with commentary.</p> <p>The Directors and topic leads (e.g. Business, Skills, Transport and Infrastructure, Housing, Strategic Planning) within the CPCA will support the co-design of the performance framework and support regular reporting with commentary.</p>
Resource input	<p>Design of the performance management framework to be led by a Senior Analyst. The performance dashboard will be developed and implemented by an Analyst.</p> <p>Input includes the development of an appropriate mix of contextual, output and outcome indicators.</p>

¹ Example of performance report see County Council GPC Integrated Performance Report

<https://cmis.cambridgeshire.gov.uk/ccclive/Committees/tabid/62/ctl/ViewCMISCommitteeDetails/mid/381/id/2/Default.aspx>

Management of Independent Evaluation Arrangements

Specification Framework	Detail
Rationale	<p>Collectively BEIS / Devolved Authorities have appointed SQW Ltd to carry out an independent evaluation for elements of each devolution deal (see appendix one). CambridgeshireInsight currently represents both the Combined Authority and the Greater Cambridge Partnership on the steering group for this work.</p> <p>The pattern of engagement will be to negotiate a local evaluation framework with SQW (this will be a local translation of the national framework). Then link SQW to local data and information in order for them to complete their work.</p>
Outputs	<p>A Local Evaluation Framework (together with SQW).</p> <p>Independent Evaluation Report Prior to Gateway 1 for the CPCA.</p>
Expectations for Combined Authority	<p>A clear project programme (Four Year Plan and Medium Term Financial Strategy) so the independent evaluation panel can understand growth fund spending and intended outcomes.</p> <p>SQW input and services will be charged to the CPCA under the terms of the agreed independent evaluation contract between SQW and each of the devolved authorities.</p>
Resource input	<p>Input at a senior officer level to manage the engagement with SQW and secure the interests of the Combined Authority within the design of the local evaluation framework.</p> <p>Senior Analyst and analyst support in collating and presenting evidence to support the evaluation.</p>