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White Paper

Protecting the long-term value of infrastructure consents in a changing world

Protecting consent value from planning approval through construction, operation and future growth.

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Foreword



Andrew Ross, Director,
Major Infrastructure Projects, ITP

Planning consent is a defining milestone for any major infrastructure project, but it is not where delivery risk disappears. It is the point at which commitments must be translated into practical delivery, tested against changing conditions and managed as part of the project's long-term value.

Across logistics, ports, offshore wind, energy and industrial development, consented transport assumptions are being tested by changing markets, evolving technologies, policy shifts and new commercial opportunities.

This matters particularly in sectors where investment decisions depend on demonstrating deliverability through competitive leasing rounds, funding applications, Contracts for Difference processes, public grant programmes or divestment regulation.

At ITP, we have spent decades supporting major infrastructure projects through planning, construction, operation and future expansion. That experience shows that the most successful infrastructure owners do not treat consent as fixed permission alone. They treat it as a strategic asset - one that needs evidence, judgement and active management over time.

This paper shares practical lessons from major infrastructure projects and introduces a framework to help project leaders challenge outdated assumptions, use evidence to guide proportionate decisions, preserve flexibility and maintain stakeholder confidence.

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Executive summary

01



Why consent value is under pressure

Your consent may already be losing value if the transport, access, logistics or design assumptions behind it no longer reflect how the project will actually be built, occupied or operated.

For developers, infrastructure owners and contractors, this is not a technical housekeeping issue. It is a leadership issue affecting commercial optionality, surety of delivery, investment timing, programme certainty and stakeholder confidence.

Many infrastructure projects are still governed by assumptions set years earlier, while economic conditions, supply chains, workforce needs, freight patterns, technologies and sector demand continue to change.

The result can be:

- *Increased delivery risk*
- *Disproportionate mitigation costs*
- *Programme delays*
- *Reduced flexibility*
- *Greater stakeholder scrutiny and demands*

The organisations creating the greatest long-term value are those actively managing consent as a 'strategic asset' throughout delivery. They use evidence to decide where commitments should be monitored, adapted, deferred or delivered before avoidable risks affect cost, programme or value.

Who this guide is for

- **Developers** - protect commercial optionality and consent value.
- **Infrastructure owners** - keep long-term assets adaptable as markets, technologies and policy priorities change.
- **Contractors** - reduce buildability, programme and discharge risk.
- **Project leaders** - evidence decisions, maintain stakeholder confidence and keep delivery moving.

What the guide helps you do

Use this guide to:

- ☑ **test outdated assumptions;**
- ☑ **apply proportionate mitigation;**
- ☑ **design commitments for delivery;**
- ☑ **maintain stakeholder confidence;**
- ☑ **improve delivery certainty.**

For more information visit: **integratedtransportplanning.com**



Infrastructure resilience framework at a glance

ITP's Infrastructure Resilience Framework gives project leaders a practical way to test whether a consent still protects value as a scheme moves from approval into delivery, operation and future growth.

Used alongside the case studies in this guide, the framework helps teams identify where consented commitments may be creating avoidable cost, delay or stakeholder risk - and what action to take next.

It focuses on six leadership actions:

01 *Protect consent value by treating consent as a strategic asset.*

02 *Test transport assumptions against current evidence.*

03 *Invest proportionately where transport impacts are demonstrated.*

04 *Design for delivery so commitments can be built and operated.*

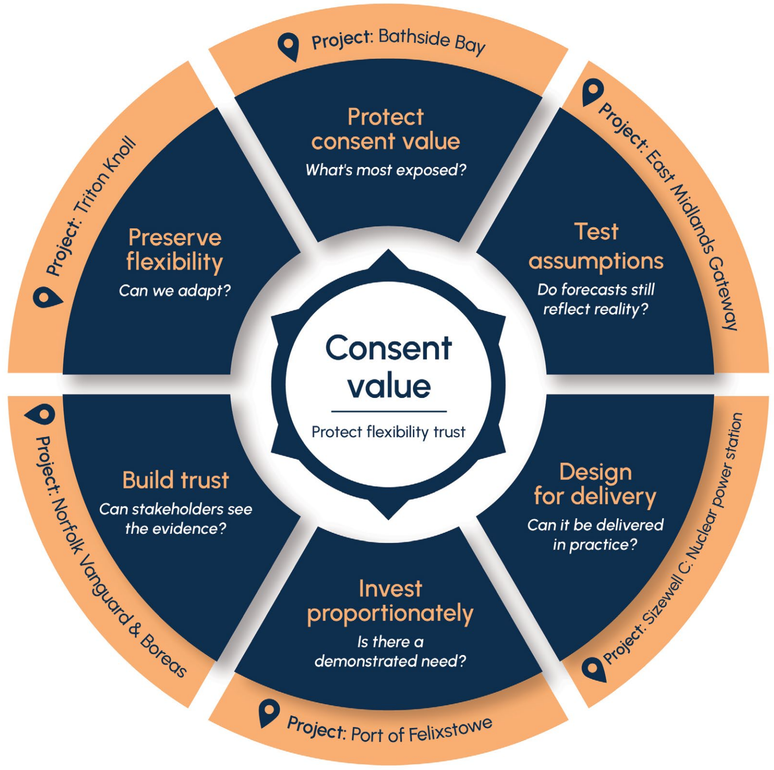
05 *Preserve flexibility for future markets, technologies and opportunities.*

06 *Build trust through transparent, evidence-led engagement.*

01

ITP's Infrastructure Resilience Framework

Six leadership actions to protect consent value



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Planning consent

Consent as a strategic asset

Planning consent creates value, but that value must be protected as a project moves from approval into construction, operation and future growth.

A strategic logistics hub, offshore wind development or major port expansion may take years to secure approval and decades to realise its full value. During that time, the transport system that supports it must evolve from consented strategy into practical delivery: construction access, abnormal loads, workforce travel, freight routing, bus provision and last-mile logistics.

During that time, markets change. Technologies evolve. Policy priorities shift. Transport networks change. Operational requirements become clearer.

Project teams must continually balance two competing objectives:

1. ***Maintaining confidence in the approved scheme.***
2. ***Preserving sufficient flexibility to adapt to changing circumstances.***

The greatest risks often emerge after approval, when delivery decisions start to test whether consented commitments are still practical, affordable and aligned with real-world requirements. Without active review, projects can drift towards avoidable expenditure, delayed discharge, misdirected mitigation, contractor challenge and weakened stakeholder confidence.



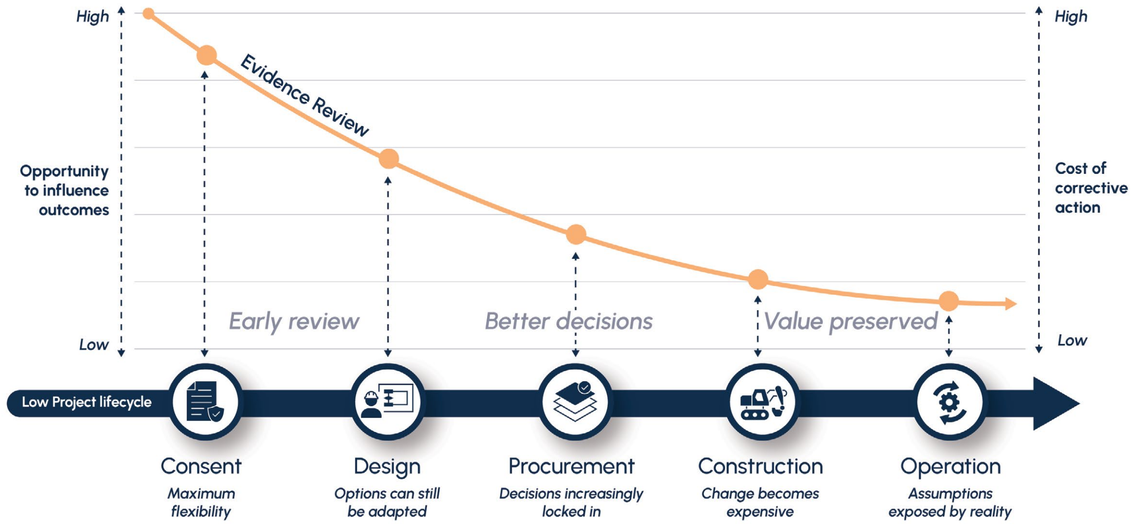
This is where ITP helps clients bridge the gap between consent and delivery by turning approved transport strategies into operational monitoring, construction logistics, access designs, requirement discharge and stakeholder evidence.

At Bathside Bay, transport evidence helped protect the value of a historic port consent by testing how it could remain commercially viable as green port, offshore wind and renewable energy opportunities emerged.

Surety of delivery is increasingly central to how consented schemes are assessed, funded and progressed. Whether clients are competing through Crown Estate leasing rounds, seeking support through Government Contract for Difference mechanisms, applying for public grants or responding to divestment regulation, the ability to demonstrate that consented commitments remain deliverable, proportionate and evidence-led can directly influence confidence, competitiveness and value.

The Cost of Waiting

Protecting investment decisions through timely evidence review



Key takeaway

The costliest transport risk is often not the one identified at consent, but the one that emerges when no one retests whether the consent still reflects reality.



Project Bathside Bay

Preserving consent value in a changing market

02



The challenge

Bathside Bay was originally consented for container port development, but market conditions and investment priorities have since shifted. The consent was underpinned by commitments to large-scale transport network improvements, informed by the 'predict and provide' transport assessment approaches common at the time. The challenge was to keep the consent commercially relevant as new green port, offshore wind and renewable energy opportunities emerged, while ensuring transport investment remained proportionate to current and future needs.

Our approach

We reviewed the original transport assumptions, access requirements, freight movements and infrastructure expectations against current evidence and future market opportunities. This included developing a post-Covid evidence base, reviewing commencement obligations and identifying a deliverable package of proportionate mitigation.

Value delivered

The work helped convert a historic consent into a live platform for future investment. By testing the original approval against today's market context, we helped protect consent value, retain commercial optionality and give the client a clearer basis for proportionate, evidence-led next steps.

> **ITP helped us assess, from a transport perspective, how those evolving uses would influence the mitigation required.**

Jane Albins
Head of Planning and Infrastructure, Hutchison Ports

Assumptions

03



Why infrastructure consents become misaligned with reality

Every infrastructure consent is built on assumptions about demand, movement, behaviour and impact. The issue is not that assumptions are wrong; it is that they need to be revisited as better evidence becomes available.

Forecasts for traffic demand, workforce numbers, freight movements, construction logistics, public transport capacity and operational activity are often developed before the delivery context is fully known. The planning system recognises this uncertainty through approaches such as the 'Rochdale Envelope', which allows promoters to assess a reasonable worst-case scenario where final details are not yet fixed. This is valuable because it preserves flexibility at consent stage, but it does not remove the need for active review after approval.

In practice, a consent may be based on envelope assumptions that were deliberately cautious, particularly around peak construction activity, HGV routing, workforce travel, abnormal loads, phasing, mitigation triggers or operational demand.

Those assumptions may remain appropriate for assessment, but they can become commercially inefficient if they are carried into delivery without being tested against current programme, contractor methodology, occupier requirements and live network conditions.

The key leadership task is therefore not to undermine the consented envelope, but to understand where it still protects value and where it may now be driving unnecessary cost, delay or constraint. This is where evidence-led review matters: it helps teams distinguish between commitments that should be delivered, assumptions that should be monitored, mitigation that can be phased, and areas where adaptation may be justified.

At East Midlands Gateway, live monitoring and occupier evidence helped test historic assumptions against how the site was actually being used as it grew.

Key takeaway

Assumptions should be managed like live commercial risks: reviewed, evidenced and challenged at the points where decisions affect cost, programme or stakeholder confidence.

Project East Midlands Gateway

Testing transport assumptions through operational evidence

03







The challenge

East Midlands Gateway is one of the UK's largest strategic rail freight interchanges and logistics developments. As the scheme moved into long-term operation, stakeholders needed confidence that its transport strategy remained aligned with actual occupier needs, workforce behaviour, rail freight activity, bus provision, active travel demand and highway impacts.

Our approach

We supported the project throughout its lifecycle through travel plan monitoring, evidence-led transport review, occupier engagement and stakeholder dialogue. Rather than relying solely on historic forecasts, transport performance has been assessed against operational evidence as the development has matured.

This approach has allowed the project team to keep testing consented assumptions against real workforce travel patterns, occupier needs, sustainable transport performance and operational change.

Value delivered

Seven years of monitoring has helped East Midlands Gateway move from consented transport assumptions to operational intelligence. The site now supports more than 7,000 employees, with sustainable commuting at 50% compared with the 32% planning target, giving the client stronger evidence for future transport investment, occupier support and stakeholder confidence.

> **Half the workforce is commuting by sustainable transport, compared to a target of 32%.**

For more information visit: **integratedtransportplanning.com**

Proportionate mitigation

The case for proportionate mitigation

One of the biggest risks facing infrastructure promoters is delivering transport mitigation too early, too extensively or without a clear evidence base.

Many planning obligations are agreed years before projects become operational. While entirely appropriate at the time of consent, actual transport impacts may evolve in unexpected ways as construction methods, occupier profiles, logistics patterns, workforce catchments and travel behaviour become clearer.

Procurement models can unintentionally reinforce this risk. Where delivery risk is pushed down to the contractor and early certainty is sought on programme and mitigation, the safest commercial response is often to mobilise for the worst-case consented scenario. Without evidence-based triggers, this can lock projects into premature or overdesigned mitigation before actual impacts are understood.

This is not about reducing commitments. It is about ensuring interventions remain aligned with real-world needs and genuine impacts.

In an increasingly commercial environment, that distinction matters.

For ports and logistics schemes, proportionality depends on knowing when operational growth, freight activity or network performance justifies intervention. At the Port of Felixstowe, ITP used transport evidence to support mitigation decisions that were phased, targeted and linked to actual need.





Key takeaway

Proportionate mitigation is not about doing less. It is about investing at the right time, in the right place and on the basis of evidence that stakeholders can trust.

What this means for developers and contractors

Developers need consents that remain flexible without weakening certainty. Contractors need commitments that are buildable, affordable and capable of being discharged within programme.

But as delivery methodology, construction logistics and programme constraints become clearer, contractors also need to revisit mitigation requirements, test the practical bounds of the consent and identify where better evidence-led solutions may be available.

This is where specialist transport and delivery advice can unlock value: helping teams distinguish between commitments that must be delivered, mitigation that can be phased or adapted, and assumptions that can be challenged safely within the consented envelope.

04

Preserving consent value

From changing conditions to the right interventions

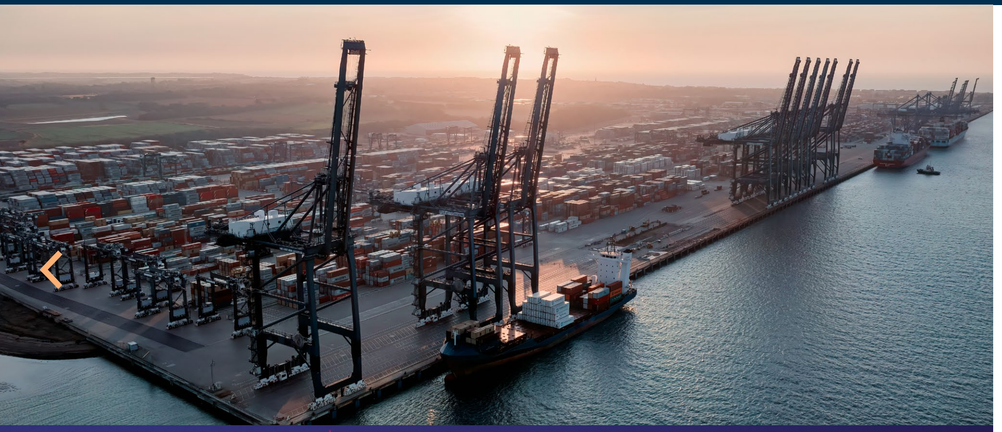


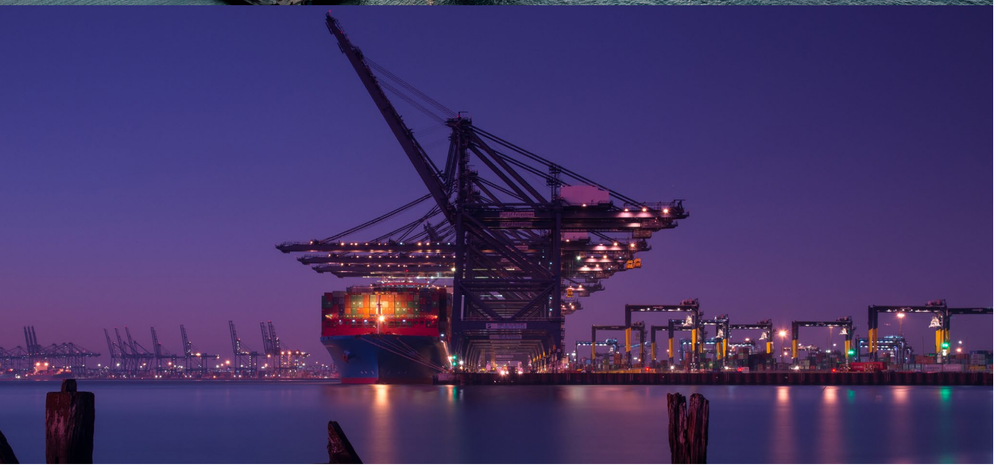
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Project Port of Felixstowe

Delivering mitigation proportionately

04





The challenge

The Port of Felixstowe is the UK's largest container port and a strategically significant trade gateway. Historic consents for port expansion were bounded by major rail infrastructure investment triggered by container throughput. As Hutchison Ports progressed expansion plans, the challenge was to understand when transport mitigation was genuinely needed and how investment could be aligned with real-world port activity.

Our approach

We provided transport planning, modelling and stakeholder engagement support, translating shipping, logistics and operational data into clear evidence on traffic, freight patterns, network performance and growth trajectories.

This evidence-led approach gave the client a stronger basis for decision-making and provided stakeholders with confidence that future interventions would be targeted, phased and justified by genuine need.

Value delivered

Freight activity, container throughput, operational growth and network performance evidence provided the basis for phased mitigation decisions, helping align investment with real-world port activity rather than historic assumptions alone. This supported programme certainty while avoiding premature expenditure on major rail infrastructure before trigger points were reached.

> **We brought a pragmatic understanding of both the planning framework and the commercial realities of operating a major port.**

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Deliverable design

05

Designing for delivery, not just consent

Infrastructure consents create value only when the commitments they contain can be translated into practical, buildable and operable solutions.

Deliverable design is where planning strategy, transport evidence, engineering judgement and construction realities come together. It ensures that access arrangements, highway works, drainage, utilities, site layouts, workforce transport and environmental commitments are not simply consented in principle, but capable of being implemented safely, efficiently and within programme.

Where design thinking is brought in too late, projects can face avoidable redesign, delayed discharge of requirements, contractor uncertainty, cost pressure and stakeholder frustration.

Where it is integrated early, it helps clients move from approval into construction with greater confidence.

On complex schemes, transport planning must be integrated with engineering, drainage, utilities, security, landscape and contractor requirements early enough to avoid rework. At Sizewell C, ITP helped translate consented construction workforce transport commitments into practical Park & Ride infrastructure within a demanding programme environment.

Deliverable design should:

- ☑ *Translate planning commitments into practical construction requirements.*
- ☑ *Align transport, access, drainage, utilities and site operations from the outset.*
- ☑ *Support timely discharge of requirements and technical approvals.*
- ☑ *Reduce rework by testing constructability before decisions are locked in.*
- ☑ *Maintain enough flexibility to respond to contractor input, stakeholder comments and changing site conditions.*



Key takeaway

Buildability is a consent value issue. If a commitment cannot be translated into practical design and delivery, it becomes a programme risk rather than a planning success.

For more information visit: **integratedtransportplanning.com**

Project Sizewell C: Nuclear power station

Turning consent commitments into buildable infrastructure

05



The challenge

The Sizewell C programme required workforce transport infrastructure to move from consent into detailed design and delivery within the governance framework of one of the UK's largest nuclear energy projects, with extensive quality assurance, BIM requirements, programme controls and multidisciplinary coordination.

Our approach

ITP coordinated multidisciplinary RIBA Stage 3 and 4 design activity across site layout, transport operations, highways, drainage, utilities, security, lighting, landscape, architecture, structures and stakeholder interfaces. The team developed practical technical solutions, including Section 278 highway works with Suffolk County Council and a bespoke drainage strategy for the northern Park & Ride site, combining permeable pavement with conventional construction in heavier-use areas. The work maintained continuity between consent commitments, detailed design, quality assurance, BIM, programme controls and contractor support, helping the infrastructure move from approved concept into practical delivery.

Value delivered

RIBA Stage 3 and 4 coordination brought together transport, highways, drainage, utilities, security, landscape and contractor requirements for the northern Park & Ride site. This resolved key interfaces between consent, design, approvals and construction support, giving the client clearer delivery confidence before commitments became programme-critical.

> **The ITP team has been a valued partner in the delivery of the Sizewell C workforce transport infrastructure.**

Sam Parmenter
Project Manager Offsite Infrastructure – Park and Rides, Sizewell C

For more information visit: **integratedtransportplanning.com**

Flexibility

06

Preserving flexibility in a changing market

The infrastructure projects creating the greatest long-term value are often those best able to respond to future opportunities.

Across logistics, energy, offshore wind, ports and industrial development, markets continue to evolve rapidly, changing not only land-use requirements but also the transport networks, access strategies and workforce mobility solutions needed to support them.

The organisations leading these sectors increasingly ask:

- *How can we retain optionality?*
- *How can we respond to emerging opportunities?*
- *How can we future-proof investment?*
- *How can we preserve flexibility without undermining certainty?*

The most valuable consents are those capable of supporting opportunities that were not fully foreseeable when approval was granted.

That flexibility is often protected through detailed post-consent work. On Triton Knoll, access designs, Traffic Management Plans, safety audits and logistics support helped translate DCO concepts into deliverable construction arrangements while allowing the project to respond to contractor input and evolving offshore wind delivery requirements.

> **Across logistics, energy, offshore wind, ports and industrial development, markets continue to evolve rapidly.**



Key takeaway

Flexibility protects value when it is governed by evidence. The aim is not to reopen consent, but to keep approved strategies capable of responding to credible future opportunities.

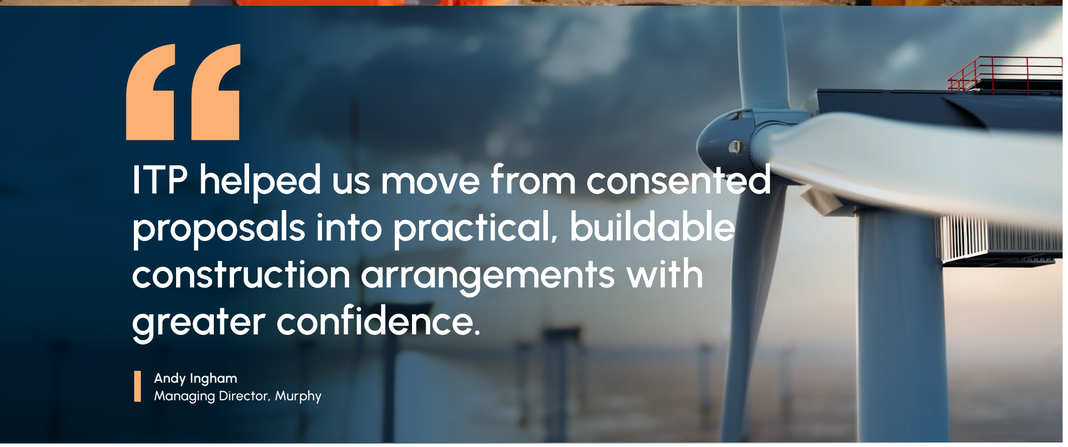
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Project Triton Knoll

Responding to evolving requirements

06





> ITP helped us move from consented proposals into practical, buildable construction arrangements with greater confidence.
>
> Andy Ingham
> Managing Director, Murphy

The challenge

Triton Knoll shows how renewable energy projects need flexibility as delivery requirements, technology, supply chains and construction logistics evolve. After DCO approval, the project needed post-consent support to turn high-level concepts into practical access, logistics and construction arrangements.

Contractors and delivery teams needed greater detail to understand the scope of works, reduce consent-related delay and manage transport logistics effectively during construction.

Our approach

ITP developed bespoke designs for approximately 30 access and crossing locations, including setting out, signage, lining, drainage and statutory undertaker drawings. The team also undertook Stage 1 Road Safety Audits for the locations and prepared Traffic Management Plans for the cable route and onshore substation, setting out key parameters such as delivery routes, daily vehicle numbers per access and delivery hours.

Additional work included rail aggregate and rail crossing studies, planning variation support, peer review of access drawings and Traffic Management Plans, and ongoing logistics support during construction.

Value delivered

Approximately 30 access and crossing designs, supported by Traffic Management Plans, road safety audits, rail logistics assessment and contractor-side peer review, helped translate DCO concepts into deliverable construction logistics. The work reduced consent-related delay, enabled value engineering within agreed constraints and preserved flexibility through clear evidence and delivery controls.

Stakeholder confidence

07



Building stakeholder confidence through change

Infrastructure delivery rarely succeeds through technical evidence alone. Long-term success depends on trust: the confidence that commitments are understood, monitored and acted on consistently from consent through delivery.

Transparent decision-making, regular engagement, shared ownership of challenges and evidence-led conversations are critical to successful infrastructure delivery. Transport evidence is often central because it directly affects local communities, highway authorities, public transport operators, occupiers, contractors and regulators.

Successful infrastructure organisations therefore invest in:

- *Transparency*
- *Collaboration*
- *Continuous engagement*
- *Evidence-led decision making*
- *Long-term relationship building*

Stakeholder confidence is not built through a single consultation exercise. It is earned over years of transparent decision-making, continuous engagement and evidence-led delivery.

Where trust exists, projects can adapt constructively. Where it is absent, even minor changes can become barriers.

On Norfolk Vanguard and Norfolk Boreas, ITP maintained a clear evidence trail from site selection and DCO assessment through to construction logistics, CTMP updates, route monitoring, vehicle logs and stakeholder assurance. This helped manage cumulative impacts while keeping local authorities, contractors and communities engaged through delivery.

Key takeaway

Evidence builds trust when it is consistent across the whole lifecycle: the assumptions tested at consent, the commitments made during delivery and the performance demonstrated in operation.

Project Norfolk Vanguard & Boreas

Building trust through evidence-led engagement

07



The challenge

Norfolk Vanguard and Norfolk Boreas required major offshore wind construction activity to be delivered through constrained rural routes, alongside other infrastructure programmes competing for similar corridors, grid connections and stakeholder attention. The challenge was to maintain confidence across rural communities, tourism routes, highway constraints, construction traffic, workforce movement and cumulative impacts while keeping delivery practical.

Our approach

ITP supported the projects from site selection and DCO application through to construction delivery, providing transport planning, Environmental Impact Assessment, route strategy, cumulative impact analysis, stakeholder engagement, construction logistics and compliance support.

Working with other infrastructure promoters helped identify programme interactions and establish a realistic transport mitigation and logistics framework based on credible worst-case construction scenarios.

Value delivered

A consistent evidence trail from site selection and DCO assessment through to CTMP updates, route monitoring and construction logs helped support requirement discharge and construction-phase assurance. This gave stakeholders a clearer line of sight between consent commitments, logistics planning and delivery decisions, helping maintain confidence across constrained rural routes.

> **Infrastructure programmes competing for similar corridors, grid connections and stakeholder attention.**

For more information visit: **integratedtransportplanning.com**

Resilience framework

08

ITP's Infrastructure Resilience Framework: six leadership actions to protect consent value

Use this one-page checklist as a practical diagnostic for board discussions, project reviews, contractor workshops and stakeholder conversations. It helps teams identify where consented commitments should be monitored, adapted, deferred or delivered.

> **The strongest projects treat transport as a fundamental feasibility consideration from the outset.**

Andrew Ross
Director, ITP by Haskoning

Principle	Diagnostic question	Red-flag indicator	Practical action	Case study
01 Protect consent value	*Which commitments are most exposed if the assumptions behind them have changed?*	The project is still relying on historic traffic, workforce, freight or access assumptions.	Create a consent value risk register and prioritise the commitments that need review before cost or programme decisions are locked in.	Bathside Bay: Historic consent originally secured for container port development was reviewed against current green port, offshore wind and renewable energy opportunities, helping protect optionality and enable commencement within a constrained programme.
02 Test transport assumptions	*Do the forecasts still reflect how the site will be built, occupied, serviced and operated?*	Monitoring data, occupier needs, contractor plans or local network conditions are diverging from the consent evidence.	Compare consented forecasts with current evidence on workforce travel, freight, construction logistics, public transport, active travel and highway performance.	East Midlands Gateway: Seven years of monitoring now supports more than 7,000 employees, with 50% sustainable commuting against a 32% planning target.
03 Invest proportionately	*Is mitigation being triggered by demonstrated need?*	Mitigation is being prepared before the scale, timing or location of the impact has been retested.	Agree evidence-based triggers for mitigation and phase investment so interventions are delivered when justified by real-world conditions.	Port of Felixstowe: Port mitigation was reviewed against actual freight activity, operational growth and network performance, supporting proportionate investment decisions.
04 Design for delivery	*Can commitments be translated into practical, buildable and operable infrastructure?*	Design teams, contractors or technical approvers are raising late-stage concerns about buildability, approvals or operational practicality.	Bring transport, engineering, construction and operational teams together early to resolve interfaces before programme-critical decisions are fixed.	Sizewell C: Workforce transport commitments were translated into practical Park & Ride infrastructure through RIBA Stage 3 and 4 multidisciplinary design coordination.
05 Preserve flexibility	*Does the consent allow the project to respond to credible changes in market demand, technology or logistics?*	Future opportunities are being constrained by fixed assumptions about land use, access, construction routing or supply-chain needs.	Identify where flexibility is essential, define the evidence needed to support change and establish governance for adaptation.	Triton Knoll: Approximately 30 access and crossing designs, Traffic Management Plans, Road Safety Audits and contractor support helped translate DCO concepts into deliverable construction logistics.
06 Build trust	*Can stakeholders see a clear line from consent evidence to delivery commitments and monitoring?*	Communities, authorities or delivery partners are questioning whether commitments are being honoured or monitored transparently.	Maintain a clear evidence trail, communicate changes early and keep stakeholder conversations focused on practical delivery.	Norfolk Vanguard & Boreas: Transport evidence shaped site selection, DCO assessment, cumulative impact mitigation, requirement discharge, CTMP updates, route monitoring and construction-phase assurance.

Conclusion

09

The infrastructure projects that succeed tomorrow are those making disciplined decisions today. They keep testing assumptions, align transport strategies with real-world delivery needs, preserve flexibility, use evidence to guide investment and maintain stakeholder confidence throughout the lifecycle.

For leadership teams, the priority is to review consented commitments before they become cost, programme or stakeholder risks - and before avoidable decisions reduce the value of the consent itself.

That means testing whether assumptions still hold, identifying where transport or access strategies need to adapt, and ensuring delivery decisions remain evidence-led, proportionate and commercially focused.

Journey of consent value

Review assumptions when decisions can still influence outcomes.



> **Our whole-life perspective helps clients avoid impractical obligations, retain appropriate flexibility and develop schemes that work on the ground.**

One team. Broad expertise

ITP (Integrated Transport Planning) is Haskoning's specialist, UK-based transport team. As part of Haskoning,

ITP combines deep transport planning expertise with the strength of a multidisciplinary international consultancy. This brings together transport planners, environmental specialists, engineers, economists and infrastructure advisers within a single team.

The result is joined-up advice, streamlined project delivery and better outcomes for people, places and the environment.

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Haskoning *Enhancing Society Together*

Ensuring delivery decisions remain evidence-led, proportionate and commercially focused.

Dean Johnson
Director Engineering Design



Progressing a consented scheme, preparing for construction or reassessing legacy commitments?

ITP can help you review consented commitments, map evidence gaps, prioritise proportionate interventions and define a clear action plan to protect delivery value from planning approval through to construction and operation.

Contact us to discuss how we could support your project.

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