

18 FEBRUARY 2021

REVISIONS TO METRO PLUS PROGRAMME

REPORT OF CARDIFF CAPITAL REGION DIRECTOR

AGENDA ITEM 6

Reason for Report

1. To set out revisions required to the Metro Plus scheme, in light of deliverability, viability and affordability challenges recently presented. To set out the outcomes of a review of the scheme which has involved an options appraisal; and to a) propose appropriate modifications to ensure the programme as a whole can work optimally; and b) introduce new criteria to ensure individual schemes are locally accountable and are subject to a rigorous performance framework.

Background

2. The SOBC for Metro Plus was approved by Regional Cabinet in February 2019 as a three-year programme. Metro Plus is embedded in the principle that enhanced transport infrastructure is of equal importance in all ten LA areas and because some places will feel greater and earlier benefits of the main Metro scheme than others – it provides an opportunity to share the impact equally and in a similar timeframe. It's also a very visible addition to local infrastructure and an important symbol of City Deal working and investing directly in local community-scale improvements. Whilst the ten local schemes should add value to and play a part in local connectivity upgrades and regeneration schemes, Metro Plus is important for what it signifies in helping create a level playing field of benefits across the region.
3. The basis of the original Cabinet approval was for £15M CCR funds, £15M LTF and £20M to come from LA capital budgets, programmes and income, totalling a £50M programme budget, with any shortfalls to be met by LAs. The GVA impact and direct job numbers resulting from transport schemes are inevitably difficult to estimate with infrastructure schemes which are 'enabling' by their nature and have a more indirect impact. As a result, the leverage principle in the case of Metro Plus remains an important one in demonstrating direct value added to CCR.

Challenges

4. Delivery of Metro Plus has coincided with the COVID-19 pandemic and the knock-on effects seen in the public transport; construction and contractor realms. Coupled with some of the local capacity issues impacting delivery, the scheme has inevitably slowed. Whilst the GRIP and WelTAG processes used in the design and development appraisal of transport proposals are often protracted; it is nonetheless an issue that at the time of writing, only £2.415M in 2019/20 of Local Transport Funds (LTF) have been drawn down and it anticipated that approx. £3m will be drawn down in 2020/21. There has been no drawdown of CCR funds to date – but this is mostly due to the necessity of utilising annual LTF first. There are a number of issues surfacing:
 - it is clear that due to the choices made for local scheme selection, some are not ‘shovel-ready’ in the context of the short, sharp intervention originally anticipated and delivery within a three-year timeframe;
 - in particular, four of the local schemes are struggling to demonstrate deliverability. These are: Caerphilly; Blaenau Gwent (Abertillery); Merthyr (Pentrebach) and Newport. In Caerphilly, the scheme is part of a wider and more complex longer-term regeneration project. In Abertillery, the challenge is associated with the need for c£50M mainline improvements to Ebbw Vale and a Dept. for Transport process and business case. In Merthyr, the proposal is part of a longer-term regeneration proposal in which there are issues with land ownership and planning. In Newport, the impact of the SE Wales Transport Commission, has changed the priority focus;
 - the remaining six schemes are focussed, short-term deliverable projects. This starts to draw a distinction in the pack across those that are relatively ‘self-contained’ and can deliver in their own right; and, those that are more developmental at this point and have to be delivered as part and parcel of wider, strategic and longer-term programmes;
 - reserve schemes are currently not in place;
 - the scheme criteria needs reinforcement to embed principles that will help drive a performance culture – in the same way as the Homes for all the Region programme has been constructed;
 - there are difficulties cited in LAs ability to contribute to scheme costs – especially where these are over and above anticipated total cost envelopes;
 - this is compounded by one tender estimate coming back at over 50% of the original forecast cost (Pontypool/ New Inn – Torfaen) reflecting market realities at this time and a risk contingency imposed by the network provider. This brings with it a timing imperative;
 - there is need for greater clarity in terms of the way the scheme operates and is delivered. These schemes are not delivered by CCR. CCR is one funding component of locally delivered schemes;
 - none of the schemes can be delivered within the original three year timescale and this report seeks an extension of one additional year to enable completion of delivery of the 6 schemes where there is a higher confidence of deliverability.

Options assessment

5. A robust appraisal of available options has been undertaken, to ensure a balanced but optimal response to the challenges presented. Whilst this in the main, focuses on solving the viability and affordability/ funding issues, it is clear that further modifications to the scheme will need to be introduced to improve overall viability and deliverability. These are set out below and will work in tandem with the preferred option, which has the endorsement of Programme Board and the Regional Transport Authority (meeting dates 18th February 2019 and 5th March 2019 respectively).
6. Given the varying nature of the schemes and prospects for timely delivery, it should be noted that the main principle feeding into the options appraisal is one of a staggered pack reflecting the graduated pattern of delivery. This has been necessary to fairly reflect the six schemes that are capable of earlier delivery and the four schemes that require more radical revision and/or need to be re-defined as 'developmental schemes' (with wider regeneration or longer-term goals in mind). As a result, the list of schemes will be split as follows:

Metro Plus Phase 1, Wave 1 – to be delivered in full by 31st March 2023

Scheme	LA
Barry Docks Park and Ride	Vale of Glamorgan
Cardiff East Bus Priority Corridor	Cardiff
Porth Interchange	RCT
Severn Tunnel Junction Park & Ride	Monmouthshire
Pontypool and New Inn Station Park & Ride	Torfaen
Bridgend – Pyle P&R / Porthcawl Bus Terminus / Penbrysg (Pencoed) Level Crossing	Bridgend

Metro Plus Phase 1, Wave 2 – Development Programme to be funded up to 31st March 2023

Scheme	LA
Newport – Cardiff Bus Priority Corridor (or alternative)	Newport
Pentrebach Park & Ride (or alternative)	Merthyr
Abertillery Interchange (or alternative)	Blaenau Gwent
Caerphilly Interchange (or alternative)	Caerphilly

7. The working of the Full Options Appraisal is attached at Appendix 1. Five scenarios have been appraised in addition to the base case which is predicated on the extant decision of Regional Cabinet. These scenarios draw on three main principles:
 - i) **Do nothing** – the scheme retains same shape and form as agreed on 19 February 2019 with LAs making up any shortfall in balance. This principle is **a level playing field** one and treats all LAs the same. However it does not

recognise the important principle that no one scheme is the same and the characteristics, costs, inputs and outputs are all different.

- ii) **Plug the funding gap** - this options looks at a number of scenarios for plugging the funding gap of the six forerunner schemes. This would resolve the funding issue at hand, however, it would **vary the playing field** and treat all LAs differently – in line with the principle of all schemes being different.
- iii) **Hybrid solution** – this options retains the highest number of original characteristics in order that the leverage principles remain the same with the first round of LTF and CCR contributions remaining fixed and a one-off fixed contribution from all LAs in Wave 1. However it also recognises that schemes and costs will vary and offers a ‘top-up’ CCR/ LTF contribution to those schemes where costs (as evidenced through tender) exceed the original forecast and ‘budget’. **This is thus, a needs-based approach.**

8. Of the 5 + base case scenarios listed in Appendix 1, scenario 5 is the favoured option. The priority order for accessing funding would be as follows:-

- 50/50 LTF/City Deal funding for the first £3m per scheme;
- Then £1.5m from LAs (or less if scheme total is less than £4.5m);
- Other external grant funding if available to support the scheme;
- Any residual balance to be met by 50/50 contributions remaining from the ‘pooled’ LTF and City Deal pots.

Phase 1 – Wave 1	LTF (millions)	CCRCD	LA	Other Grant Funding	Estimated Cost of Scheme	Balance to be met through 50/50 LTF / CCRCD from pooled pot *
Total Available	15	15				
Barry Docks Interchange	1.5	1.5	1.5	0	6.48	1.98
Cardiff East Bus Priority Corridor	1.5	1.5	1.5	1.5	6.0	0
Porth Interchange	1.5	1.5	1.5	0	5.48	0.98
STJ P&R	1.5	1.5	1.0	0	4.0	0
PNI P&R	1.5	1.5	1.5	0	7.14	2.64
Pyle P&R/Porthcawl Bus Terminus/Penprysg level crossing (Pencoed)	1.5	1.5	0	0	3.0	0
Sub-total	9	9	7	1.5	32.1	5.6
Residual balance – phase 1 wave 1 projects	2.8	2.8				
Phase 1 – Wave 2 Proposed available funding	2.0	2.0			4.0	
Contingency	1.2	1.2			2.4	
TOTAL	15.0	15.0	7.0	1.5	38.5	

** currently estimated as 5 of the schemes have not yet been tendered. The total revised estimate cost of the scheme is £38.5M.*

There may be opportunities to reduce the balance to be met where schemes already benefit from other public grants and therefore do not require use of their own Capital funds / private development funding. Where this is the case, it should be clear that the LA would need to maximise the opportunities from other grants available before requesting additional funds from this allocation.

Risks and Issues

9. As stated above, the preferred scenario Option 5, is a workable 'hybrid' solution aimed at solving the funding problem. However, by itself it won't address some of the wider issues and challenges set out in Para 4. There are other risks and issues which have to be considered and mitigated.
 - Keeping the balance of the WIF programme in check and creating a portfolio approach that includes transport, alongside a wider assortment of investments and priorities – as per the Heads of Terms;
 - Managing the programme as a whole – whilst LTF schemes and CCR monies are not officially 'one programme' they are aligned and care must be taken to ensure the schemes revised, changed and taken forward are viable and deliverable and do not create risk any exposure issues for LTF and CCR. This should be managed via the due diligence processes for WG and acceptance of individual LA submissions/ Terms and Conditions and through established CCR processes;
 - Metro Plus was approved pre-Investment and Intervention Framework and delegations sit with the Director and RTA Chair. In order to keep everyone informed and to work within the spirit of the IIF – Investment Panel and external stakeholders must be briefed and involved;
 - Driving a performance culture. The schemes are important locally and are symbols of City Deal working for the whole region. Visible delivery and tangible outcomes must thus be driven through introducing enhanced performance measures and remedies which will be embedded in grant T&Cs. This will ensure there is a local accountability dimension and that the portfolio lead/ Chair of RTA as well as Leaders, are able to hold their own local schemes to account;
 - Capacity and resources at the local level are hugely variable. Experience has shown that 'readiness' for delivery is impacted by a range of factors and this all points to the need to develop regional capability through the RTA; and,
 - Metro Plus is a small example of the CCR City Deal Strategy to balance the need for every area to see/ feel benefit of City Deal, with more targeted and market-driven investments. Retaining this balance of public sector-led intervention for the benefit of all and the market-led approach will continue to be a significant marker of success.
 - LTF funding could potentially be at risk if schemes are not delivered in accordance with the agreed programme, which could then expose the CCR / LAs to additional financial risk in order to complete the programme.

Performance Culture

10. The above issues demonstrate that beyond resolving the immediate funding issue, the scheme requires further de-risking. As such, the following criteria will be introduced as a schedule to all approved schemes and reinforced further through grant Terms and Conditions:
 - In addition to WeTAG, each scheme will require a robust implementation plan that beyond timeframes, sets out clear review points and the requirement for quarterly Highlight Reports
 - These will go to RTA on an ongoing basis with quarterly challenge sessions being held by independent external advisors from Local Partnerships and again, reported into the RTA
 - Cabinet Members to receive Highlight Reports so as to help monitor local performance and delivery
 - Quarterly reports on progress to Programme Board
 - Break-points will be inserted into the schedules, to ensure that schemes that may be deemed undeliverable/unviable through the process can be quickly reviewed, re-purposed where required and if needed, stopped
 - Inclusion of grant clawback conditions for situations where there has been a failure to deliver on commitments – and to mirror provisions in place through LTF
 - Creation of a reserve scheme list that can be retained as part of contingency planning

Opportunities

11. In 2020/21 many opportunities for additional schemes and funding related to Metro Plus projects have arisen which would have benefitted from a portion of match funding. The ability to match fund, offers a better chance of any bids being successful. This is particularly evident within the LTF and ULEV programmes where match funding benefits are identified within the scoring criteria. It is therefore requested that a budget is made available from the IIF allocation to the value of £3m to enable the CCR to maximise any opportunities that come forward from both other public bodies and private investors. Often decisions to match fund need to be taken quickly and outside of timescales that make it feasible to present to either RTA or Regional Cabinet to meet deadlines. It would therefore also be requested that delegation is given to the City Deal Programme Director in consultation with the Chair of the RTA (or in his absence the Vice Chair of the RTA) and the Accountable Body S151 Officer, to authorise any commitment and spend.

Delegations

12. Delegations were approved by Regional Cabinet at its meeting on 12th September 2019, to the RTA and to the City Deal Programme Director in consultation with the Chair of the RTA (or in his absence the Vice Chair of the RTA) and the Accountable Body S151 Officer, to authorise spend on individual approved Metro Plus projects up the sum approved by the RTA in respect of the Metro Plus project concerned (pursuant to the above delegation) and to deal with all associated matters required to facilitate the implementation of the Metro Plus Project

PROVIDED Always that in exercising any delegated powers all decisions made should:

- (i) consider the broader aims and objectives of the Common Assessment framework;
 - (ii) be made in accordance with the requirements of the Joint working Agreement in relation to the delivery of the Cardiff Capital Region City Deal;
 - (iii) be within approved budgets and comply with any legal requirement and
 - (iv) a full record (report) of the exercise of such powers shall be kept by the City Deal Programme Director in respect of each decision taken and update reports provided to the RTA outlining decisions taken.
13. It is now recommended that Regional Cabinet be requested to amend those delegations to reflect the option 5 programme, including the delegations to the City Deal Programme Director in consultation with the Chair of the RTA (or in his absence the Vice Chair of the RTA) and the Accountable Body S151 Officer to authorise spend on individual approved Metro Plus projects up to the sum approved by the RTA in respect of the amended Metro Plus project concerned (pursuant to the above delegation) and to deal with all associated matters required to facilitate the implementation of the Metro Plus Project.

Delegation Used

14. Following the tender of the taxi infrastructure ULEV programme, it became apparent from all bidders that the programme would need a 5 month timeframe and therefore would cut across 2 financial years. To enable the programme to be delivered, a further £750k would be required from the WG LTF ULEV Transformation fund. However, whilst WG officers were supportive of the bid, the funding could not be spent until the new financial year and submissions for the next financial year had not yet been submitted and therefore no formal approvals given. A bid for the 2021/22 LTF ULEV Transformation has now been submitted to accommodate this request. However, to award the contract, the accountable body needed comfort that the funding package is in place. As the ULEV Programme forms part of the Metro Plus project, and to enable the contract to be awarded (to ensure spend of the £750k for this financial year), in accordance with the requirements within the Common Assessment Framework (CAF), the City Deal Director has used her delegations to underwrite the £750k spend in 2021/22 until the decision I made by WG for the next year's funding allocation. Should this funding not be awarded through WG's LTF ULEV Transformation fund, the £750k would need to be funded from the Metro Plus Phase 1 programme. This decision was taken in accordance with the delegations agreed by Regional Cabinet on 12th September 2019. This update reflects the requirement within the delegation for the City Deal Director to report any decisions made to the next RTA meeting following the decision.

Reason for Recommendations

15. The recommendations on adoption of preferred Option 5 will enable the Metro Plus scheme to deliver for the whole region, based on recognising distinctive

local characteristics, local priorities and inherent scheme differences and build a viable platform for wider transport interventions, such as Metro and ULEV that will improve Connectivity, Competitiveness and Resilience in the region.

16. An extension of one year is required to enable the delivery of the 6 schemes and for the development of the 4 schemes.
17. To enable the programme to be delivered in a timely manner.
18. To ensure that match funding is available to maximise opportunities as they arise.

Financial Implications

19. The report highlights performance against investment agreed by Regional Cabinet in February 2019 in respect to Metro Plus projects. Any lessons learnt from challenges and issues identified should be considered in future projects, with clear lines of responsibility for delivery. This is to ensure that objectives initially assumed when approving schemes are realised.
20. The report proposes solutions to support the delivery of planned schemes, albeit within the existing level of resources committed by CCRC (£15m) agreed by CCRC for this project. The solutions also include an extension of time for delivery.
21. Any proposed projects as part of Metro Plus as well as future grants bid for should be in accordance with a robust business case, with all funding sources including match funding and leverage identified. Schemes submitted for approval should be done so in accordance with individual local authorities to ensure that any commitments for ongoing operating costs and any match funding are considered as part of medium term financial planning processes.
22. The Welsh Government grant application assessment process does provide greater weighting to projects which are match funded. The report highlights that a request will be made to Regional Cabinet to allocate £3m from the Wider Investment Fund to support future bids. Any such approvals will need to continue to be supported by a business case, be in line with CCR objectives and have regard to lessons learned from projects currently proposed.

Legal Implications

23. CCRTA should note the use of the delegation previously granted to the Regional Director by CCRTA at a meeting on 1st August 2020 referred to in paragraph 13 of this report.
24. It is recommended that CCRTA proceed with Option 5 set out in the Full Options Appraisal at Appendix. In order to proceed, further delegations are required by CCR as outlined within the body of the report and in the recommendations below.

Well-being of Future Generations (Wales) Act 2015

25. In agreeing to these recommendations consideration must be given, amongst other matters, to:
- a) the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards;
 - b) public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: a. age; b. gender reassignment; c. sex; d. race – including ethnic or national origin, colour or nationality; e. disability; f. pregnancy and maternity; g. marriage and civil partnership; h. sexual orientation; i. religion or belief – including lack of belief, and;
 - c) the Well-being of Future Generations (Wales) Act 2015. The Well-being of Future Generations (Wales) Act 2015 ('the Act') is about improving the social, economic, environmental and cultural well-being of Wales. The Act places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language and is globally responsible. In discharging their respective duties under the Act, each public body listed in the Act (which includes the Councils comprising the CCRC) must set and published wellbeing objectives. These objectives will show how each public body will work to achieve the vision for Wales set out in the national wellbeing goals. When exercising its functions, the CCRTA should consider how the proposed decision will contribute towards meeting the wellbeing objectives set by each Council and in so doing achieve the national wellbeing goals. The wellbeing duty also requires the Councils to act in accordance with a 'sustainable development principle'. This principle requires the Councils to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs.
26. Put simply, this means that CCRTA must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, CCRTA must:
- look to the long term;
 - focus on prevention by understanding the root causes of problems;
 - deliver an integrated approach to achieving the 7 national well-being goals;
 - work in collaboration with others to find shared sustainable solutions;
 - involve people from all sections of the community in the decisions which affect them.
27. CCRTA must be satisfied that the proposed decision accords with the principles above. To assist CCRTA to consider the duties under the Act in respect of the

decision sought, an assessment has been undertaken, which is attached at Appendix 2.

Recommendations

28. It is recommended that CCRTA:

- a) confirms adoption of preferred Option 5 as a means of taking forward and modifying the Metro Plus programme in order to ensure it is fit for future purpose and capable of delivering for the whole of the region;
- b) notes the wider issues and challenges set in the report, which includes implementing a new schedule to each approved scheme, to drive the performance culture and the appointment of independent experts, Local Partnerships which will help bring independent rigour to the process and ensure all ten schemes are held to proper account;
- c) approves an extension of one year for the programme;
- d) agrees to approve a request to CCR that it grants further delegations as outlined in this report including amendments to the delegations approved on 12th September 2019;
- e) agrees an additional allocation of £3m from the IIF Programme to match fund transport initiatives that meet the Metro Plus agenda to maximise new funding and delivery opportunities; and to approve a request to CCR that it grants the additional delegations as identified within the report;
- f) notes that ongoing monitoring of the programme will be featured within quarterly Highlight Reports and also actively reviewed by Chief Executives via Programme Board.

Kellie Beirne
Director, Cardiff Capital Region
18 February 2021

Appendices

- Appendix 1 Options Appraisal – Metro Plus
Appendix 2 Well-being of Future Generations Assessment

Base Case - Exant Decision

	CCR	LTF 1 LA/Private	Total
1 Cardiff	1.50	1.50	3.00
2 RCT	1.50	1.50	2.48
3 Torfaen	1.50	1.50	4.14
4 MCC	1.50	1.50	1.00
5 VoG	1.50	1.50	3.48
6 Bridgend	1.50	1.50	-
Balance			
	9.00	9.00	14.10
			32.10

Scenario 1 - CCR funding reallocated equally

	CCR	CCR	LTF LA/Private	Total
1 Cardiff	1.50	1.00	1.50	2.00
2 RCT	1.50	1.00	1.50	1.48
3 Torfaen	1.50	1.00	1.50	3.14
4 MCC	1.50	1.00	1.50	-
5 VoG	1.50	1.00	1.50	2.48
6 Bridgend	1.50	1.00	1.50	-1.00
Balance				
	9.00	6.00	9.00	
				32.10

Hierarchy of Funding Contributions

- CCR orig funding commitment of £1.5M each 6 - Lead schemes
- LTF orig unding commitment of £1.5M each 6 - Lead schemes
- LA/Private funding commitment of £1.5M each 6 - Lead schemes
- Top-up Fund (CCR & LTF balance available to support 6 - Lead schemes)
- Top-Fund utilised on a 50/50 (CCR/LTF) basis
- Development funding made available to other 4 schemes (£0.5M each)**
- £0.9M balance of Contingency available going forward - Need to consider :
- What other commitment to other 4 LAs?**
- CCR approve a further sum say £5M delegated to Director for 4 LAs**

Scenario 2 - LTF Balance (4 schemes less commiteed sums) match CCR additional Funding

	CCR	CCR	LTF	LTF 2 LA/Private	Total
1 Cardiff	1.50	1.00	1.50	0.67	1.33
2 RCT	1.50	1.00	1.50	0.67	0.81
3 Torfaen	1.50	1.00	1.50	0.67	2.47
4 MCC	1.50	1.00	1.50	0.67	-0.67
5 VoG	1.50	1.00	1.50	0.67	1.81
6 Bridgend	1.50	1.00	1.50	0.67	-1.67
Balance					
	9.00	6.00	9.00	4.02	
					32.10

* CCR will need to meet LTF match-funding commitments on 4 Developmental Schemes (Wave 2)

Scenario 3 - Scenario 1 but varying the level playing field

	CCR	CCR	LTF LA/Private	Total
1 Cardiff	1.50	-	1.50	3.00
2 RCT	1.50	-	1.50	2.48
3 Torfaen	1.50	-	1.50	4.14
4 MCC	1.50	-	1.50	1.00
5 VoG	1.50	-	1.50	3.48
6 Bridgend	1.50	-	1.50	-
Balance		6.00		
	9.00	6.00	9.00	
				32.10

6.00 Clean air fund
 5.48 RCT can find its LA/Private
 7.14 Only LA to Tendered figs
 4.00
 6.48
 3.00
 Balance available to support other 5 LAs once Tendered

Scenario 4 - Scenario 3 but with LTF balanced from end

	CCR	CCR	LTF 1	LTF 2 LA/Private	Total
1 Cardiff	1.50	-	1.50	-	3.00
2 RCT	1.50	-	1.50	-	2.48
3 Torfaen	1.50	3.00	1.50	-	1.14
4 MCC	1.50	-	1.50	-	1.00
5 VoG	1.50	-	1.50	-	3.48
6 Bridgend	1.50	-	1.50	-	-
Balance		3.00		4.00	
	9.00	6.00	9.00	4.00	
					32.10

Balance available to support other 5 LAs once Tendered

Scenario 5 - As above but ALL LAs make a minimum Base Contribution of £1.5M, with any residual LA funding requirements met by CCR & LTF 50/50

Total CCR & LTF	CCR 1	CCR 2	LTF 1	LTF 2 LA/Private	LA/Private	Total
4.50	1.50	0.75	1.50	0.75	1.50	6.00
3.98	1.50	0.49	1.50	0.49	1.50	5.48
5.64	1.50	1.32	1.50	1.32	1.50	7.14
3.00	1.50	-	1.50	-	1.50	4.00
4.98	1.50	0.99	1.50	0.99	1.50	6.48
3.00	1.50	-	1.50	-	1.50	3.00
Balance		2.45		0.45		
Development Project		2.00		-		
Contingency		0.45		0.45		
	9.00	6.00	9.00	4.00		
						32.10

Balance available to support other 5 LAs once Tendered

**Future Generations Assessment Evaluation
(includes Equalities and Sustainability Impact Assessments)**

<p>Name of the Officer completing the evaluation:</p> <p>Clare Cameron</p> <p>Phone no: 07976 708539 E-mail: clare.cameron@cardiff.gov.uk</p>	<p>Please give a brief description of the aims of the proposal</p> <p>To provide members with an update on the Metro Plus Programme and propose revisions to enable its delivery</p>
<p>Proposal: Revision of Metro Plus Programme</p>	<p>Date Future Generations Evaluation form completed: 18 February 2021</p>

1. Does your proposal deliver any of the well-being goals below? Please explain the impact (positive and negative) you expect, together with suggestions of how to mitigate negative impacts or better contribute to the goal.

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
<p>A prosperous Wales Efficient use of resources, skilled, educated people, generates wealth, provides jobs</p>	<p>The Metro Plus RTA Programme will have a slight to large positive impact on the strategic objectives contained within the Prosperity and Opportunity theme.</p> <p>In particular, the programme will greatly assist in providing the right infrastructure to improve connectivity by means of good transport links. Those schemes where new links or improvements in corridors are to be implemented are likely to have the largest benefit, for example, Abertillery Interchange.</p> <p>As a whole, connectivity across the region will improve through implementation of the programme. All of the combined improvements to Interchanges, Park and Ride and bus priority will assist in creating a seamless network allowing ease of transfer between modes. The programme will facilitate ease of access for communities across south east Wales, for those with and without access to a private car thereby improving connectivity to a range of services.</p>	<p>Proposals to improve progress against each of the projects currently in progress – are set out in the report. This report does not seek to simply report progress – but to address the actions needed to drive it.</p>

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
	<p>Both the Metro Plus RTA Programmes and MEF will improve connectivity to the South Wales Metro, permitting regional connectivity throughout south east Wales and beyond.</p> <p>The interventions will support a more productive economy through an increase in access to the South Wales transport network. This will allow for individuals, households, public sector and business to grasp new opportunities, from the improved access provided by new and improved transport options.</p> <p>By improving access throughout the south east Wales region, the Metro Plus programme will help increase the skills base of the labour market, by providing means of access to new educational, employment, healthcare and training opportunities.</p> <p>As the Metro Plus RTA Programmes and the MEF include investment across the whole of south east Wales it will improve the quality of the region as a whole and is likely to encourage new inward investment as businesses have access to a wide pool of potential resources that can easily travel around the region to access new job and training opportunities.</p> <p>The programmes clearly demonstrates a commitment to a sustainable future, as all of the transport interventions include focus on facilitating and promoting sustainable transport access.</p> <p>The Statistical Bulletin on the regional economic and labour market profile issued by the Welsh Government in January 2018 shows the employment rate, economic inactivity rate and benefit claims and ILO unemployment rates for 16+ across Wales. It can be seen that the International Labour Organisation (ILO) unemployment rate for south east</p>	

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
	<p>Wales is higher than for Wales as a whole (5.6 compared to 4.7 for Wales as a whole). A breakdown of the data shows that the highest rate of ILP unemployment for 16+ is within Merthyr Tydfil (7.6) and second is Rhondda Cynon Taf (6.3). Both these local authority areas are within south east Wales and will directly benefit (as will all communities across south east Wales) from the improved transport provision that the Metro Plus RTA Programmes and MEF would deliver.</p> <p>The Metro Plus RTA Programme and MEF will deliver direct transport improvements into those areas where evidence shows high rates of claiming job seekers allowance, allowing access to sustainable public transport for those seeking employment, increasing their chance of gaining employment through access to wider employment markets.</p> <p>The majority of the schemes included within the Metro Plus Programme are located within the most deprived areas. Those that are corridor based can be seen to be passing through a number of those areas classified as the most deprived. Improvements in access to sustainable public transport provided will help to improve levels of deprivation in these areas, where caused by a lack of transport options. The Programmes will deliver a transport network penetrating the most deprived areas, providing a means of travel to major cities such as Cardiff and Newport, permitting access to a wide range and higher number of employment opportunities for all community members located within the most deprived areas of south east Wales. This will increase their personal prosperity and the economic prosperity of the area within which they live as they spend their income on local goods and services.</p>	

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
	<p>Currently most travel-to-work trips into Cardiff are made by car (58%), while the proportion of sustainable travel-to-work trips diminishes with the distance of commuting.</p> <p>The Metro Plus RTA Programmes provides an alternative for access into areas such as Cardiff from all areas of south east Wales, helping to facilitate modal shift. This could lead to journey timesavings on the road network across southeast Wales helping businesses and promoting economic development. Journey time savings could also be achieved for users of the public transport network, as the Metro Plus RTA Programmes promote the co-locating of modes via seamless interchanges.</p>	
<p>A resilient Wales Maintain and enhance biodiversity and ecosystems that support resilience and can adapt to change (e.g. climate change)</p>	<p>New infrastructure and enhancement of provision will open up journey alternatives for commuters, business users and leisure users. Instead of automatically undertaking a journey by car, the Metro Plus Programmes will encourage modal shift to public transport for a range of journey types. This could help to reduce the number of car journeys undertaken, helping to reduce congestion and improve other environmental factors such as an improvement in air quality and noise reduction from vehicles.</p> <p>The development of new transport schemes which can utilise new technologies such as electric charging points and electric vehicles within its operation and design will also allow formation of new industries to supply these services. A report prepared by Cenex demonstrates the need for a Programme of Electric Vehicle Infrastructure within the Programme and has proposed the level of infrastructure likely to be required up to 2030. The delivery of this programme will seek to expand on</p>	<p>This activity will be driven up in future. In addition as physical infrastructure schemes enter delivery – more comprehensive assessments will need to be carried out in full.</p> <p>All schemes will consider any likely changes in need due to COVID 19.</p>

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
	this provision for the region as a whole, which will help combat climate change.	
<p>A healthier Wales People's physical and mental wellbeing is maximized and health impacts are understood</p>	<p>A potential reduction in car trips may make the roads safer, thus opening them up for more Active Travel journey opportunities. There is also likely to be growth in active travel journeys undertaken to interchanges to access the Metro Plus Programme of schemes.</p> <p>The potential to increase active travel journeys will have associated health benefits leading to cost savings across a range of health service provisions. There can also be economic benefits for the region from increasing active travel. It has been quoted in the 'Transport Fit for Future Generations' Report that 'expanding the investment programme in Active Travel out to the whole of the Cardiff Capital Region would cost approximately £290 million but would result in economic benefits of £2.5bn over 20 years, delivering a 19% and 82% increase in walking and cycling trips respectively'.</p> <p>CCR is working with bus operators to provide better infrastructure that improves reliability and working in partnership to encourage operators to invest in newer buses, electric vehicles and providing better access to information, thus aiding positive improvements in air quality through ULEV vehicles and more reliable provision.</p>	
<p>A Wales of cohesive communities Communities are attractive, viable, safe and well connected</p>	<p>The programme will greatly assist in providing infrastructure to improve connectivity by means of good transport links. Those schemes where new links or improvements in corridors are to be implemented are likely to have the largest benefit for example, Abertillery Interchange and Spur.</p> <p>All of the combined improvements in interchanges, Park and Ride and bus priority will assist in creating a seamless network allowing ease of transfer</p>	<p>A greater contribution will be made to this by the aforementioned data capability, sectoral analysis and place assessments.</p>

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
	<p>between modes. This will facilitate ease of access for communities across south east Wales, for those with and without access to a private car thereby improving connectivity to a range of services. The Metro Plus Programmes will also improve connectivity to the South Wales Metro, permitting regional connectivity throughout south east Wales and beyond.</p> <p>Currently most travel-to-work trips into Cardiff are made by car (58%), while the proportion of sustainable travel-to work trips diminishes with the distance of commuting. The Metro Plus Programmes provide an alternative for access into Cardiff from all areas of south east Wales helping to facilitate modal shift. This will lead to journey timesavings on the road network across southeast Wales helping businesses and promoting economic development. Journey time savings will also be achieved for users of the public transport network, as the Metro Plus Programmes promote the co-locating of modes via seamless interchanges. A greater contribution will be made to this by the data capability, sectoral analysis and place assessments.</p>	
<p>A globally responsible Wales Taking account of impact on global well-being when considering local social, economic and environmental wellbeing</p>	<p>The Metro Plus Programmes include investment across the whole of south east Wales and it will improve the quality of the region as a whole. Therefore, it is likely to encourage new inward investment as businesses have access to a wide pool of potential resources that can easily travel around the region and wider, to access new job and training opportunities.</p> <p>The Metro Plus Programmes will sustain new connections, share good practice and secure propositions and deals that support economic growth.</p>	<p>Develop the legacy impact of the event, sustaining new connections, sharing great practice and potentially securing propositions and deals that support economic growth.</p>

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
	<p>The Programmes includes ULEV infrastructure at the Metro Plus locations and a further regional bid through the ULEV fund will help to encourage the participation of taxi and bus operators and provide incentives for take up of any schemes. Business cases in association with ULEV provision and incentives will measure changes to greenhouse gases emitted as identified within the CCR ULEV Taxi Strategy and Regional Strategy for all modes.</p>	
<p>A Wales of vibrant culture and thriving Welsh language Culture, heritage and Welsh language are promoted and protected. People are encouraged to do sport, art and recreation</p>	<p>Providing new and improved sustainable transport infrastructure across the Region will help increase the means of access to sport and recreation. All signage will be bilingual, and buses are already equipped with Audio Visual (AV) for those vehicles younger than 2012 to enable them to deliver bilingual messaging. Where each individual scheme has an effect on the landscape and historic environment, sympathetic solutions will be sought to ensure that there is no/minimal negative impact.</p>	
<p>A more equal Wales People can fulfil their potential no matter what their background or circumstances</p>	<p>City Deal is about delivering across 10 LAs and a population of 1.5m people. It is about economic gains – but importantly how this will convert as tools for improving people’s lives. The Programme will support a more productive economy through an increase in access to the South Wales transport network. This will allow for individuals, households, the public sector and businesses to grasp new opportunities, from better access provided by new and improved transport options. Transport improvements throughout the south east Wales region will help increase the skills base of the labour market, through providing means of access to</p>	

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
	<p>new educational, employment, healthcare and training opportunities.</p> <p>The Metro Plus Programmes will deliver direct transport improvements into those areas where evidence shows high rates of claiming job seekers allowance, allowing access to sustainable public transport for those seeking employment in wider employment markets. This will increase their personal prosperity and the economic prosperity of the area within which they live as they spend their income on local goods and services.</p> <p>Travel costs on the Core Valleys Lines are being reviewed to allow more Valleys communities to access the network at cheaper rates and enhancements to the CVL Metro programme will offer better accessibility.</p>	

2. How has your proposal embedded and prioritized the sustainable governance principles in its development?

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Balancing short term need with long term and planning for the future</p>	<p>The Metro Plus Programme assists Government with delivering on the four Grand Challenges within the UK Industrial Strategy - Future of Mobility; Artificial Intelligence and Big Data; Clean Growth and Meeting the Needs of an Ageing Society.</p> <p>Being a programme that is focused on the provision and improvement of sustainable transport, it helps in particular to achieve the goals of a 'globally responsible Wales', 'A Wales of cohesive communities', 'a healthier Wales' and 'a prosperous Wales'.</p> <p>The Metro Plus Programme will provide increase network capacity, providing new and improved transport facilities, increasing capacity at interchanges across the rail network along with providing new capacity along transport corridors such as between Newport and Cardiff and the Abertillery to</p>	
	<p>Ebbw Valley Railway line.</p> <p>In developing the programme long terms trends have been analysed. For example, the need to provide for electric powered vehicles at all sites with the programme has been investigated. A separate report produced by Cenex has considered how electric vehicle charging can be provided, what type of provision is required and the operating model for implementation. The Metro Plus programme also looks to address future trends such as population increases and decreases, providing increased public transport capacity and helping to prevent out-migration from some communities through improved access.</p>	

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Working together with other partners to deliver objectives</p> <p>Collaboration</p>	<p>The Metro Plus Programme has been formed through collaborative working by ten local authorities (Caerphilly CBC, Cardiff CC, Bridgend CBC, Newport CC, Vale of Glamorgan Council, Rhondda Cynon Taf CBC, Merthyr Tydfil CBC, Monmouthshire CC, Torfaen CBC and Blaenau Gwent CBC). The Well-being objectives of each of the local authorities have been considered when developing the programme.</p> <p>The inclusion of EV Charging is also supported by WG and work has been undertaken by Cenex to assess the demand up to 2030 at the locations identified.</p>	<p>Public consultation will take place through the WelTAG process as each scheme develops through the WelTAG stages, and, as the proposal includes all schemes identified within individual LA LDPs, the public will have been made aware of the proposals and would have already had an opportunity through the LDP consultation process to consider the principle of individual schemes.</p>
 <p>Involving those with an interest and seeking their views</p> <p>Involvement</p>	<p>The Metro Plus Programme has been formed through collaborative working by ten local authorities (Caerphilly CBC, Cardiff CC, Bridgend CBC, Newport CC, Vale of Glamorgan Council, Rhondda Cynon Taf CBC, Merthyr Tydfil CBC, Monmouthshire CC, Torfaen CBC and Blaenau Gwent CBC). The Well-being objectives of each of the local authorities have been considered when developing the programme.</p> <p>Cenex were commissioned to consider EV Charging to be included within the Programme and to assess likely demand up to 2030.</p>	<p>More needs to be done to develop engagement platforms – beyond formal partnerships – to reach communities, hard to reach groups and those who currently have a limited understanding of City Deal. Improving social media, web presence and marketing materials will increasingly make a contribution to this.</p> <p>The RTA will ensure that all partners are included whilst delivering the Programme.</p>

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Putting resources into preventing problems occurring or getting worse</p> <p>Prevention</p>	<p>The Metro Plus Programme is designed to prevent further environmental damage from transport through the promotion and development of a sustainable transport network.</p> <p>Population in some communities is projected to decline (such as some valleys communities, where younger members of the community leave to seek job opportunities in larger towns and cities). The Metro Plus Programme linking into the wider Metro network will provide an effective transport system, connecting major towns and cities across Wales for those communities where population is declining. This may permit people to stay within the community within which they have grown up, commuting to and from employment as an efficient transport network is available, rather than needing to relocate to seek employment.</p>	<p>This will be an increasing focus of scheme and programme delivery.</p>
 <p>Considering impact on all wellbeing goals together and on other bodies</p> <p>Integration</p>	<p>The Metro Plus Programme has been developed with consideration to a wide range of contextual factors. Strategic fit of the programme has been considered along with a number of other wider issues such as carbon reduction.</p> <p>In terms of the programme impact on local authority wellbeing goals, a positive impact can be seen. In particular the Metro Plus Programme will help to achieve goals that aim to tackle poverty and deprivation, improve access to skills, improve employment opportunities and provide improved infrastructure and healthier communities.</p>	

3. Are your proposals going to affect any people or groups of people with protected characteristics? Please explain the impact, the evidence you have used and any action you are taking below.

Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?
Age	The Metro Plus Programme will help to achieve goals that aim to tackle poverty and deprivation, improve access to skills, improve employment opportunities and provide improved infrastructure and healthier communities for all characteristics as all infrastructure included within the projects will be designed in accordance with current inclusive design.	None arising at this time.	
Disability	As above	As above	
Gender reassignment	As above	As above	
Marriage or civil partnership	As above	As above	
Pregnancy or maternity	As above		
Race	As above		
Religion or Belief	As above		
Sex	As above		
Sexual Orientation	As above		
Welsh Language	As above	Not at this time but the situation will be kept under review.	

4. Safeguarding & Corporate Parenting. Are your proposals going to affect either of these responsibilities?

	Describe any positive impacts your proposal has on safeguarding and corporate parenting	Describe any negative impacts your proposal has on safeguarding and corporate parenting	What will you do/ have you done to mitigate any negative impacts or better contribute to positive impacts?

Safeguarding	Not directly relevant –however, building the future economy should have a profoundly positive impact on ability to safeguard the future of our residents		
Corporate Parenting	Not directly relevant – however building strength in the economy should create opportunities for all of the young people entrusted in our care		

5. What evidence and data has informed the development of your proposal?

- Evidence and input contributed by theme leads
- Outcomes of assessments such as audit reports
- Delivery against targets set out in individual business cases/ approved project documentation

6. SUMMARY: As a result of completing this form, what are the main positive and negative impacts of your proposal, how have they informed/changed the development of the proposal so far and what will you be doing in future?

The areas requiring attention and focus are set out and follow-up actions will be assessed and monitored ongoing through the quarterly reporting mechanism. .

7. MONITORING: The impacts of this proposal will need to be monitored and reviewed. Please specify the date at which you will evaluate the impact, and where you will report the results of the review.

The impacts of this project will be evaluated on:	Delivery of schemes
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