



26 SEPTEMBER 2022

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## METRO CENTRAL UPDATE AND CO-OPERATION AGREEMENT

### REPORT OF THE DIRECTOR OF CARDIFF CAPITAL REGION

#### AGENDA ITEM 6

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*Appendices 1 and 2 to this report are exempt from publication because they contain information of the kind described in paragraphs 14 (information relating to the financial or business affairs of any particular person) and 21 (public interest test) of parts 4 and 5 of Schedule 12A to the Local Government Act 1972 and in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.*

#### Reason for this Report

1. To provide an update on the CCR's funding arrangements for the outstanding contribution of £2.8m from the £4m agreed by CCR towards the overall c£10m cost of completing essential design specification and technical requirements, and the preparation of the Full Business Case for the Metro Central programme.
2. To seek agreement to enter into a short-form Co-operation Agreement with Transport for Wales to transfer the remaining funds and ensure agreed objectives are delivered.
3. To provide a wider brief programme update in respect of key milestones and dates for the remainder of the Full Business Case Development process.

#### Background

4. In January 2018, the Cardiff Capital Region City Deal Regional Cabinet agreed in-principle to set-aside £40m of City Deal funding to support the redevelopment of Cardiff Central Station under the Metro Central programme, on the basis that match funding would be forthcoming from both UK and Welsh Governments - and subject to a Full Business Case. On 22 July 2019, the UK Government announced a similar in-principle funding contribution of £58.3m. It should be noted that these figures are illustrative and subject to confirmation through ongoing business case testing, procurement and development.
5. The capacity enhancements to Cardiff Central Station are a critical component of the overall South Wales Metro programme. The station's capacity determines the overall capability and resilience of the network and is also the sole connection

between the South Wales Mainline and the Core Valley Lines. As such, the ability of the station to deal with increased patronage is fundamental to the future success of city-region infrastructure, and its ability to achieve dispersed and inclusive growth and uplifts in productivity across the CCR.

6. The original case for CCR investment was predicated on a funding stack comprising both public and private investment, as well as on c5M sq. ft of commercial development, seeking to leverage some £2BN of commercial funds and up to £1BN in additional GVA to the region and helping to create, support, and induce between 20,000-30,000 jobs

## **Project Update**

7. Transport for Wales (TfW) is presently working through the design process to develop the project to a sufficient point to fully support the development of a final Full Business Case (FBC) which will secure the delivery funding for the scheme through the GRIP (Governance for Railway Investment) process and TfW has been remitted to complete the first 4 stages in order to secure planning consents and funding.

### 2020 - GRIP 1 - Output Definition

8. Building on previous work completed for the 2018 Outline Business Case, the project team completed the option definition work. This stage concluded with approval of six project objectives, agreement on the scheme boundary, a set of interventions to be further developed and the procurement strategy for the subsequent stages. This work was delivered in five months, significantly quicker than usual due to the previous work that had already been undertaken. Specific deliverables produced at this stage included:

- Full GRIP 1 Report;
- Stakeholder Engagement Strategy;
- Initial Economic Impact Assessment.

### 2021 – 2022 GRIP 2 – Feasibility

9. The Feasibility work took the 12 separate interventions identified previously, tested their feasibility and combined them into three alternative holistic scenarios focussed on enhancing the transport capacity and enabling a wide range of benefits to be achieved. As part of this stage of work, public engagement was undertaken to inform thinking on issues at the station and broad stakeholder engagement undertaken. This stage concluded with the recommendation of three alternative capacity scenarios. A decision was reached to extend Platform 0 without altering the Grade II listed ticket hall. This stage was delivered in 10 months, and specific deliverables produced at this stage included:

- Design Feasibility Report;
- updated WeITAG 1;
- public engagement work;
- pedestrian surveys and modelling scope.

## 2022 – 2023 GRIP 3 – Option Selection

10. The option selection stage is currently in progress. In this stage detailed pedestrian modelling and forecasting is being undertaken for the station which will help to identify the best performing capacity scenario. Once that scenario is confirmed, the design team will progress through decision making on other components including platform building configuration, concourse extensions and cycle parking. This stage of work is due to be completed within 12 months of starting (by February 2023), and specific deliverables produced at this stage will include:

- Option Selection Report;
- updated WelTAG 2 report;
- detailed surveys and modelling of the station;
- public engagement to inform the Option Selection.

The total spend to date is £3.80 million with the total final cost estimated at £9.83 million by the completion of GRIP Stage 4, including the FBC.

### **Governance Change**

11. Cardiff Central Enhancements Project Strategy Board (the Strategic Board) was established in July 2022 to replace the Metro Central Development Partnership Board and provides the strategic oversight of the project delivery. The Strategic Board has been established to bring together senior decision makers and funders for the Cardiff Central Enhancements Project, and to provide focussed strategic leadership through both the design and construction phases of developments at Cardiff Central Railway Station in line with the objectives agreed by the two principal funders for the project: Cardiff Capital Region (CCR) and the UK Government's Department of Transport (DfT).

12. The purpose of the Strategic Board is to:

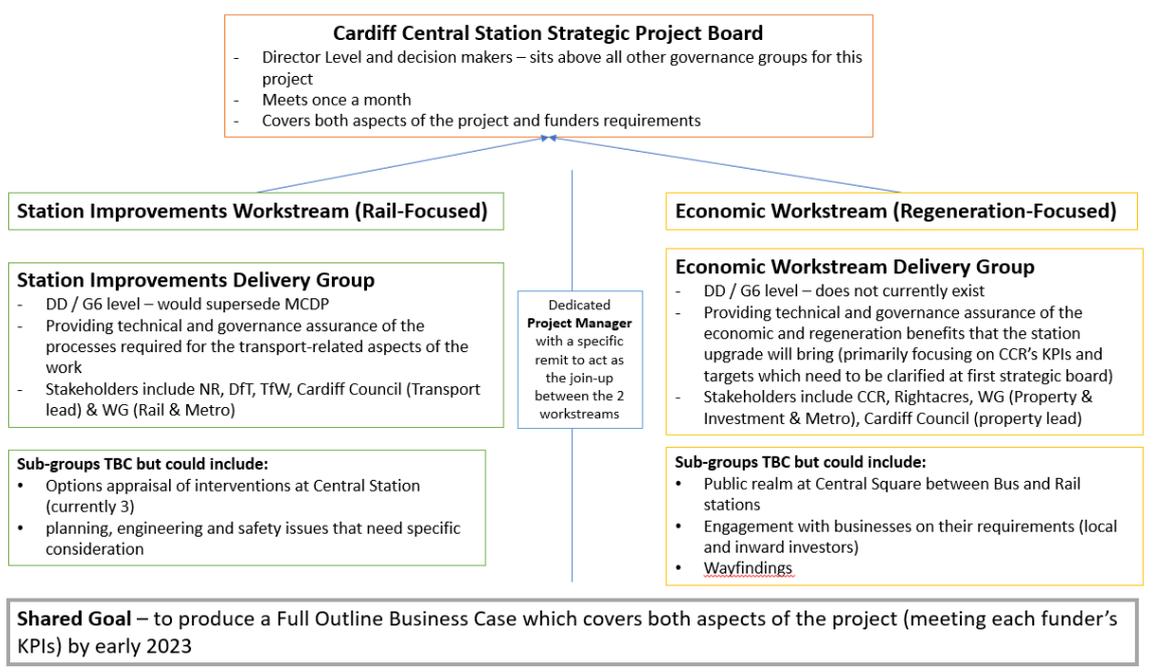
- provide focussed strategic leadership through both the design and construction phases of developments at Cardiff Central Railway Station which fall under the remit of this project;
- provide assurance to funders that the project is being delivered in accordance with their agreed priorities;
- ensure that the project is being delivered in accordance with project management good practice, financial controls and appropriate governance mechanisms; and
- communicate decisions effectively to stakeholders as required to provide transparency in decision making.

The Strategic Board will focus its business on:

- achieving consensus between key stakeholders and funders of the delivery objectives and requirements for the entire project (the station infrastructure work itself and the wider economic and regeneration

benefits this will bring to the city), and re-visit these Key Performance Indicators and Objectives on a regular basis to ensure they remain current;

- providing assurance on progress of the project's delivery and alignment with the project's objectives through the use of highlight reports from the Strategic Board's sub-groups;
- consider the risks and issues associated with the project, which may also be escalated through the Strategic Board's sub-groups, through the Strategic Board's Risk and Issues Register, and taking appropriate mitigating actions as required; and
- provide assurance on the financial management of the project, balancing the needs of all parties whilst ensuring prudent management of public funds.



### Costs Incurred to Date

Spend to-date		
Funder	TfW Spend to July 2022	% Split
Cardiff Capital Region via Welsh Government	£1.085 Million	29%
Department for Transport	£2.711 Million	71%
<b>Total</b>	<b>£3.796 Million</b>	<b>100%</b>

## **Next Steps – Finalising Design Specification and a Programme-level Full Business Case**

### **Co-operation Agreement**

13. In order to ensure the commissioning process is robust, tax efficient and demonstrates clear lines of accountability, CCR commissioned specialist procurement advice. Full details of advice provided is found at exempt Appendix 1 – Procurement Advice Note.
14. The Procurement Advice Note identified that TfW and CCR would benefit from entry into a partnership and Cooperation Agreement to progress the delivery of the Cardiff Central Enhancements Programme. In the long-run, it is anticipated the Co-operation Agreement will comprise all key partners to the project – CCR, TfW and Network Rail. However, for this stage of the project, which is to simply passport the remainder of the funding for the business case development process, the initial Co-operation Agreement shall be in short-form, with members initially restricted to CCR and TfW. The Co-operation Agreement will outline the intentions and goals of the parties as well as the conditions of the future working partnership. The Co-operation Agreement will allow CCR to provide funding to TfW and will ensure that both parties have a role in steering the project to delivery of the goals. A draft version of the Co-operation Agreement is attached at Appendix 2. A delegation is sought to enable the Chair of CCR, Chair of RTA and CCR Director to finalise all outstanding details, in accordance with the principles and stated amounts set out in this report.
15. Whilst the Co-operation Agreement is currently being prepared, there are still some issues around specific CCR objectives to be considered and included within that agreement, along with the inclusion of the CCR Governance arrangements and sign off of each element of the scheme. This is currently being worked up and will be included within the formal short-form Co-operation Agreement prior to signing. With this in mind, it is proposed that the CCR top slices the £4m provisional budget by £150k to enable the CCR to fund a client role project manager to ensure the commercial outcomes are delivered as part of the CCR investment. This will also include any technical, legal and financial due diligence required by the CCR to inform the Programme.
16. Whilst this report provides an overview of progress to date in relation to the early stages of programme development and that a Co-operation Agreement is proposed to be entered into as a means of progressing important matters concerning governance and procurement, it should be noted that further detail will be brought forward through a separate project briefing. This is because the issues emerging with the development of the project business case, demonstrate a number of potential challenges regarding:
  - the overall budget for the programme and the need to work through what is termed a 'Minimum Viable Product Plus' process which will help reconcile stakeholder aspirations, determine affordability, phasing and additional financing mechanisms for the wider proposed masterplan

- the current Car Park and proposed re-provision through the Multi Modal Transport Hub and impact on wider CCR Funds and Projects such as the Strategic Premises Fund;
  - the commercial factors associated with the Southern Concourse and South-side development;
  - economic benefits for the region and the wider re-development of the Station area, Central Quay and Central Square as a key business district for the Capital City Region;
  - the wider masterplan for the site.
17. The project has been identified currently as having a higher risk profile. However, and progressively, these risks are being worked through and mitigated and the project has received renewed impetus through the recent news of the c£200M deal secured by Legal and General to develop the South-side area for residential accommodation. This helps to better anchor some of the key interdependencies and creates renewed momentum for the wider programme and the opportunity to see the technical transport upgrades to the Station as part of richer and bigger picture of driving opportunity into the region. All these factors will be examined further through the FBC development process and progress reports brought back to both the Regional Transport Authority and Regional Cabinet at regular intervals.
18. In respect of timeframes, the following should be noted as an indicative guide, with further updates and confirmations to follow in due course:
- June-September – MVP+ work;
  - Nov-December – draft FBC (OBC in our terms);
  - Feb-April 2023 – FBC produced and reviewed;
  - May 2023 – Planning;
  - Sept-October 2023 – Tendering Complete and FBC finalised;
  - Nov 2023 – FBC to be considered by Regional Cabinet and relevant DfT SoS thereafter;
  - 2024/25 – Works Commence;
  - 2027/28 – Projected Completion.

### **Reasons for Recommendations**

19. To ensure that the project can be developed and can satisfy all commissioning requirements and demonstrating tax efficiency.
20. To ensure that the project can be developed and CCR funding deployed within a timely manner in accordance with the programme timetable.

### **Financial Implications**

21. At the Regional Cabinet meeting of 15th January 2018, it was agreed in principle to allocate £40m of CCRC Wider Investment Fund (WIF) capital resources towards delivery of the Metro Central project, subject to receipt and approval of a full business case (FBC).

22. A report to Regional Cabinet on 9<sup>th</sup> March 2020 sought approval for release of up to £4 million from the in-principle allocation of £40 million to contribute towards the circa £10 million cost of finalising design work and technical specifications required to inform an FBC.
23. This FBC was considered necessary to give a more detailed and comprehensive view of the overall vision for the programme proposals and to provide key evidence which would inform the requirement for CCRCD investment.
24. Issues have since been identified with regard to potential tax implications for some of the participating bodies within the Metro Central Delivery Partnership (MCDP). This partnership was established to oversee the overall Metro Central project with the shared aim of a coordinated and managed approach to the redevelopment.
25. The proposed establishment of a Cooperation Agreement between CCRCD and TFW is the recommended solution which allows CCRCD to provide funding to TFW for this phase of the programme and to facilitate finalisation of the TfW works set out in this report. Formal tax and procurement advice and legal due diligence undertaken in this regard has concluded that such an arrangement would be fully compliant with financial and procurement regulations.
26. The Cooperation Agreement will need to reflect the supply of services between CCRCD and TfW with Cardiff Council as the Accountable Body acting on behalf of CCRCD and able to fully recover the related VAT.
27. It is additionally proposed that a top slice of £150,000 from the £4 million provisional budget is approved to fund the necessary technical, legal and financial due diligence required by the CCRCD to inform the programme and ensure achievement of scheme objectives.
28. Members should note that it is recommended that following the conclusion of stage 1 and prior to entering into any formal contract for works at stage 2 that any tax, legal and procurement implications are further reviewed.
29. Further updates will be brought to the Regional Transport Authority and to Regional Cabinet and should clearly set out any risks to the programme and identified mitigations, particularly with regard to future governance arrangements and achievement of CCRCD objectives.

### **Legal Implications**

30. This report seeks approval to submit a request to Regional Cabinet for approval for CCRCD to enter into a Co-operation Agreement with TFW in order for CCRCD to release to TfW funding of up to £4 million to contribute towards the costs of the finalisation of the design work and technical specifications required to inform a FBC for this stage of the Project. Formal tax and procurement advice and legal due diligence undertaken has concluded that entering into a Co-operation Agreement as detailed in this report would be fully compliant with financial and procurement regulations. Both the Public Contracts Regulations 2015 and the

Utilities Contracts Regulations 2016 contain specific exemptions that enable contracting authorities to award public contracts outside the scope of those Regulations. This includes contracts concluded between two or more contracting authorities which establish or implement co-operation between contracting authorities to carry out public service tasks that each has an obligation to perform. There are specific conditions which must be fulfilled in order to rely on this exemption and it is considered that this arrangement satisfies those conditions.

31. Cardiff Council, acting in its capacity as Accountable Body for CCRC, is expected to enter into the Co-operation Agreement with TfW on behalf of CCRC.
32. As the Metro Central proposal develops, detailed legal advice will be required, (along with all other relevant professional advice) and set out in the Full Business Case, to ensure that the proposals as developed meet (i) all legal requirements; (ii) HMT and Welsh Government funding conditions and are in accordance with the Investment and Intervention Framework.
33. It is understood that this Co-operation Agreement only covers Stage 1 of the Project. Should the Project pass Stage 1, a further report will be brought to members and Regional Cabinet for approval to proceed to Stage 2 and, if required, approve any variations required to the Co-operation Agreement for Phase 2.

#### **Well-being of Future Generations Act 2015 (Wales)**

34. In developing the Plan and in considering its endorsement regard should be had, 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

CCRCD) 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 Regional Cabinet 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.

35. Put simply, this means that Regional Cabinet must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, Regional Cabinet 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.
36. Regional Cabinet must be satisfied that the proposed decision accords with the principles above. To assist Regional Cabinet to consider the duties under the Act in respect of the decision sought, an assessment has been undertaken, which is attached at Appendix 3.

### **Equality Act 2010**

37. In considering this matter regard should be had, amongst other matters, to the Councils' duties under the Equality Act 2010. Pursuant to these legal duties the Regional Cabinet 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:
- age;
  - gender reassignment;
  - sex;
  - race – including ethnic or national origin, colour or nationality;
  - disability;
  - pregnancy and maternity;
  - marriage and civil partnership;
  - sexual orientation;
  - religion or belief – including lack of belief.

**RECOMMENDATIONS**

38. It is recommended that Regional Cabinet:

- (1) approves the entering into a short form Cooperation Agreement with TfW as detailed in this report and attached at Appendix 2;
- (2) approves the Director of CCR City Deal representing CCR on the Co-Operation Board and delegates authority to the Director of the CCR City Deal to make decisions in respect of the Project in line with the delegations policy within the Co-operation Agreement.

**Rob O’Dwyer**  
**Head of Infrastructure**  
**Cardiff Capital Region**  
**26 September 2022**

**Kellie Beirne**  
**Director**

**Appendices**

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- EXEMPT Appendix 1 Procurement Advice Note
- EXEMPT Appendix 2 Draft Co-operation Agreement
- Appendix 3 Well-being of Future Generations Assessment

# Future Generations Assessment Evaluation

(includes Equalities and Sustainability Impact Assessments)

<b>Name of the Officer completing the evaluation:</b>  <b>Clare Cameron</b>  <b>Phone no:</b> 07976 704839 <b>E-mail:</b> clare.cameron@cardiff.gov.uk	<b>Please give a brief description of the aims of the proposal</b>  Unlocking up to £4m funding mechanism for detailed design work finalisation
<b>Proposal:</b> Metro Central	<b>Date Future Generations Evaluation form completed:</b> 26 September 2022

**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.

<b>Well Being Goal</b>	<b>Does the proposal contribute to this goal? Describe the positive and negative impacts.</b>	<b>What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?</b>
<b>A prosperous Wales</b> Efficient use of resources, skilled, educated people, generates wealth, provides jobs	Assessing progress with City Deal and the targets set around GVA, jobs and leverage – is our key means of securing greater prosperity. Creating he transport connectivity to drive capacity in the whole region will make a significant contribution to this.	Investment Panel has requested conditions are placed – which require more information and evidence relating to investment proposal, full economic impact, a programme level business case and enhanced sustainability and active travel measures
<b>A resilient Wales</b> Maintain and enhance biodiversity and ecosystems that support resilience and	Regard will have to be given in detailed design and WelTag phases to resilience and sustainability	Conditions imposed around active travel, wellbeing measures and sustainability

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?
can adapt to change (e.g. climate change)		Proposed MMTH will also be focused on clean growth with LEV charging infrastructure  Wider ambitions exist around a green canopy roof and ensuring the whole development is equipped for active travel, in particular, supporting walking and cycling.
<b>A healthier Wales</b> People's physical and mental wellbeing is maximized and health impacts are understood	The focus on multi-modal public transport is front and centre in this proposition to build capacity and capability region-wide	Assessments of opportunity for active travel to be fully appraised as part of GRIP and FBC process
<b>A Wales of cohesive communities</b> Communities are attractive, viable, safe and well connected	Improving regional infrastructure and connectivity will make a key contribution to travel to work modes, denser labour market creation and development of human connections	Clear evidence of this capability will be tested through the business case process
<b>A globally responsible Wales</b> Taking account of impact on global well-being when considering local social, economic and environmental wellbeing	This could see the region grow its strengths through connecting and linking key areas, economic zones and places	Masterplan approach taken to optimizing the development in order to ensure it is equipped for future generations.
<b>A Wales of vibrant culture and thriving Welsh language</b> Culture, heritage and Welsh language are promoted and protected. People are encouraged to do sport, art and recreation	Our City Deal is uniquely Welsh – but pitches towards being world leading in areas of competitive strength. This enables a strong reflection on our rich culture and heritage.	

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?
<b>A more equal Wales</b> People can fulfil their potential no matter what their background or circumstances	Metro Central is a regional connectivity enhancement scheme that aims to drive provision to places that currently lack it.	Business case will test true regional capability benefits

## 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>Long Term</p> <p>Balancing short term need with long term and planning for the future</p>	<p>This scheme will support the CCR over the long-term</p>	<p>Through the business case development process</p>
 <p>Collaboration</p> <p>Working together with other partners to deliver objectives</p>	<p>The scheme is a partnership across public and private and involves all ten councils</p>	
 <p>Involvement</p> <p>Involving those with an interest and seeking their views</p>	<p>TfW and WG are the scheme proposers and there will be opportunities for comprehensive public engagement as part of the full scheme business case</p>	
 <p>Prevention</p> <p>Putting resources into preventing problems occurring or getting worse</p>	<p>This is set out in the REGP work on the developing Regional Economic and Industrial Plan.</p>	<p>This will be an increasing focus of scheme and programme delivery.</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>Considering impact on all wellbeing goals together and on other bodies</p>	<p>As the business case progresses through the framework, this can be further considered.</p>	<p>The renewed focus on clean growth and driving mobility of the future has been supported by the RTA which will act as critical friends in ensuring the project meets its wider sustainability and wellbeing goals.</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	N/A at this stage which is detailed design and WelTag	None arising at this time.	As the case passes through the business case development process and should a FBC be forthcoming, this will be looked at comprehensively as part of sustainability requirements.
Disability	As above	As above	
Gender reassignment	As above	As above	
Marriage or civil partnership	As above	As above	
Pregnancy or maternity	As above		

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?
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
- DfT OBC
- ARUP economic impact work
- Weston Williamson detailed design work

**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?**

*As the business case develops and the causes/ effects and consequences are understood – provision will be ongoing.*

**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 proposal will be evaluated on:	March 2023
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