One Planet Council

The 'Better Decision Making' tool has been designed to help officers consider equalities and social, economic and environmental sustainability, when developing a new proposal. The purpose of the 'Better Decision Making' tool is to ensure that the impacts of every proposal are carefully considered and balanced, and that decisions are based on evidence.

The questions contained within this tool draw upon priorities set out in the Council Plan, and will help us to realise its ambitions by maximising the opportunity to embed positive impacts in the new initiatives we put forward. The tool is key to ensuring that we as a council meet our statutory duties set out in the Equalities Act (2010) to provide inclusive and discrimination-free services. Essentially, it is a tool that helps deliver decisions that we can have confidence in.

The 'Better Decision Making' tool should be used for proposals going to the Executive, whether to propose a new project, policy or strategy, or to make changes to services.

Sections 1–7 of this form should be completed as soon as you have identified a potential area for change, and when you are just beginning to develop a proposal. This should be done to identify any potential negative impacts and highlight any areas for improvement. If you are following the All About Projects Framework it should be completed before going through Gateway 2.

Section 8 of this form should be filled in once you have completed your proposal and prior to being submitted for consideration by the Executive. This is to demonstrate how the proposal has been amended in light of information gathered in Sections 1–7. If you are following the All About Projects Framework it should be completed before going through Gateway 5.

Please note that your answer to Question 8.4 in Section 8 must be reported in Executive reports, and the full 'Better Decision Making' tool must be attached as an annex.

Guidance on completing this assessment is available by hovering over the text boxes. The full guidance document can be accessed by following this link to the 'Better Decision Making' tool on Colin.

Please complete all fields (and expand if necessary).

Section 1: Introduction

1.1	Service submitting the proposal:	Adult Social Care
1.2	Name of person completing the	Adam Gray
1.3	Job title:	Commissioning Manager
1.4	Directorate:	Health, Housing and Adult Social Care
1.5	Date Completed:	22nd March 2017
1.6	Date Approved: form to be checked by service manager	10th April 2017

Section 2: What is the proposal?

	Name of the service, policy or strategy being assessed?
2.1	Adult Social Care - Adult Customer's Transportation Service

What are the main aims of the proposal?

2.2 To deliver a sustainable, integrated transportation model which empowers adult customers to exercise independence, choice and control over their transport arrangements (in line with the principles of the Care Act 2014).

What are the intended effects and key outcomes?

2.3 To create a culture of personalised commissioning and self-managed support, driven by individual citizen's choices for better life outcomes.

Section 3: Evidence in support of the proposal

What data is available to understand the likely impacts of the proposal? (e.g. hate crime figures, obesity levels, recycling statistics)

Adult Transport Journey Patterns: Current data indicates that 184 adult customers are currently reliant upon CYC to reach their social care destinations (included those being supported through independent travel training initiatives). Journey pattern data (and customer spend) is monitored on a monthly basis. Approximately two thirds of adult customers are currently being transported via an in-house fleet of rapidly ageing vehicles, whilst one third are transported by shared or individual taxis. The existing approach is fragmented, inefficient and will not realise budgetary savings by March 2020.

What further evidence (including all engagement and co-design feedback) has been used to support this proposal?

Previous Consultation: Adult users of transport services, their carers (and key service providers / representative forums) were contacted in writing and invited to express their views/opinions to their usual Social Worker, or to attend a Transport Consultation Event (held at the Priory Street Centre) in November 2014. The intention of the Consultation Event was to gauge the willingness of adults with substantial needs to accept a personal budget / direct payment for the transport element of their support and their willingness to explore independent travell options. The event was attended by over 40 people (predominantly service users, but also carers and support agencies) with additional correspondence received from customers unable to attend i.e. 50 responses in total. Some customers (particularly younger customers with learning disabilities) were dissatisfied with the 'one size fits all approach' of fleet vehicles transporting them 'en masse' from home to a particular destination, resulting in journey times of an hour or more. Feedback indicated that the smaller the vehicle and customer sharing cohort the better in terms of personalising and 3.2 tailoring services to individual requirements. It should be noted that some older customers and parents were concerned at the potential for removal of the fleet and the necessity to make their own transportation arrangements. Several customers expressed interest in having access to transport direct payments to facilitate personalised, independent travel and welcomed the opportunity to select a provider of their choosing rather than have one 'imposed' on them by CYC. A number of innovative travel approaches were also discussed, including the pooling of direct payments to employ an escort to accompany customers on public transport. Again it should be noted that the concept of a personalised approach was far more popular with younger learning disability customers than those who had travelled by fleet or individual taxi for many years. Further to the consultation event adult customers with learning disabilities were contacted in writing in January 2017 informing them of potential changes to commissioned transport arrangements, the need to deliver a more efficient adult transport model moving forwards and the necessity to introduce a clear set of eligibility criteria for access to CYC commissioned transport services. Further intensive customer, family and provider engagement events will be delivered over forthcoming months.

Are there any emerging initiatives which will produce a combined impact with this proposal? (e.g.

will the same individuals/communities of identity also be impacted by a different project or policy?) The proposal is in line with emerging initiatives within Adult Social Care (driven by the Care Act 2014) to create a culture of personal commissioning - placing emphasis on prevention, early intervention and the maximisation of self care. The proposal forms one element within the introduction of a new Operating Model for Adult Social Care which maximises self support / management for all and concentrates on embracing risk and supporting individuals to manage risk. One of the actions arising from the Integrated Assessment is to appoint a dedicated project manager and to conduct ongoing engagement / facilitated Q&A sessions with customers, families and carers throughout the course of 2017 to ensure that all relevant parties are fully aware of, and comfortable with, the introduction of the personalised transportation approach. Another emerging initiative is the production of a cross directorate customer and community Transport Policy, clearly setting out an aligned approach to transportation (including overarching strategic objectives and eligibility criteria for specific client groups).

3.3





Section 4: Impact on One Planet principles

Please summarise any potential positive and negative impacts that may arise from your proposal on staff or service users. This section relates to the impact of your proposal on the One Planet principles.

For 'Impact', please select from the options in the drop-down menu.

If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'.

		Equity and Local Economy		
	Does your proposal?	Impact	What are the impacts and how do you know?	
4.1	Impact positively on the business community in York?	Positive	The initiative will support local transport businesses (including community transport organisations) and will help to develop a healthy, thriving marketplace of specialist transport providers in York.	
4.2	Provide additional employment or training opportunities in the city?	Positive	The option may create employment opportunities for drivers, escorts and personal assistants.	
4.3	Help individuals from disadvantaged backgrounds or underrepresented groups to improve their skills?	Positive	The cohort of adult customers who have already undertaken YILTS training and embraced independent travel have experienced transformative benefits within their lives (as evidenced within a comprehensive evaluation report produced by the YILTS team) including the development of significantly improved social skills and financial management skills amongst a range of other benefits.	

		Health & Happiness		
	Does your proposal?	Impact	What are the impacts and how do you know?	
4.4	Improve the physical health or emotional wellbeing of staff or residents?	Positive	The project will equip customers with the confidence to take ownership of their own support requirements and will significantly strengthen personal resilience. As indicated above customers who have already been trained to travel independently have experienced positive outcomes and transformative benefits.	
4.5	Help reduce health inequalities?	Positive	The project will improve the emotional health and wellbeing of a disadvantaged community of interest (older people and people with learning disabilities) and will therefore reduce health inequalities between these communities of interest and the wider population of the city.	
4.6	Encourage residents to be more responsible for their own health?	Positive	The proposal breaks away from traditional commissioning approaches that have reinforced dependency amongst individuals from disadvantaged backgrounds and stifled innovation. The project will enable customers to take ownership of their own support requirements, which will strengthen their confidence and personal resilience.	

4.7	Reduce crime or fear of crime?		Neutral	The project will not impact positively or negatively on the reduction of crime, or the fear of crime.
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	Culture & Community			
	Does your proposal?	Impact	What are the impacts and how do you know?	
4.8	Help improve community cohesion?	Mixed	The project will contribute positively to community cohesion by encouraging customers with learning disabilities to integrate within their wider communities and neighbourhoods, thus avoiding the potential stigma and isolation associated with the existing approach of being transported separately, en masse, within council fleet vehicles. The project may also open up a completely 'closed' transportation system in favour of voluntary / shared community transportation schemes involving both customers with learning disabilities and members of the wider community. Customers with learning disabilities might begin to explore wider social activities and events within their local neighbourhoods which, over time, could as an alternative to traditional social care destinations. This is less likely to happen without active supporting and facilitation - making linkages and connections with initiatives such as the new Local Area Co- ordinators scheme. Without support such there remains the risk that customers with learning disabilities might be more visible within their local community without achieving true integration.	
4.9	Improve access to services for residents, especially those most in need?	Mixed	The project will ensure that social care transportation services are accessible, flexible and tailored to the specific needs of disadvantaged individuals and communities of interest. The project forms part of a broader movement to encourage customers with complex needs to use health and care services more effectively, focusing on the lives they want to live and exploring better alternatives to traditional services. At the same time it is recognised that the introduction of a personalised approach to transport represents a challenge to customers who have been used to having this service provided for them by CYC. There remains a risk that some customers might potentially withdraw from accessing services altogether if they feel that it will be more difficult / challenging to reach their social care destinations. Older customers with learning disabilities are particularly at risk and this client cohort will be offered extensive support to become comfortable and familiar with the new process. The client cohort and usage of transport direct payments will be carefully monitored in order to identify whether some existing client groups begin to travel less frequently through the personalised approach. If this is the case these individuals will be offered intensive support.	
4.10	Improve the cultural offerings or heritage of York?	Neutral	The project will not impact positively or negatively on the cultural offerings or heritage of York.	
			Equipping adult customers with the skills and confidence to travel independently will enable them to become more actively involved in social and leisure opportunities within their local communities, and to	

Encourage residents to be more

4.11 socially responsible and participate in their communities?

Positive

more actively participate in the life of their communities. The fact that customers are no longer travelling through formal, structured provision offered by CYC may in turn lead these customers to explore alternatives to their existing social care destinations. For instance customers who previously travelled to a council run facility may be inspired to seek out new 'alternative care destinations' in their local area - joining in with local voluntary groups and activities for example.

	Zero Carbon and Sustainable Water		
	Does your proposal?	Impact	What are the impacts and how do you know?
4.12	Minimise the amount of energy we use, or reduce the amount of energy we will use/pay for in the future?	Positive	The project will promote the use of shared transport wherever possible, reducing fuel consumption and carbon emissions. It is also likely that customers choosing their support from the market will have access to more modern, fuel efficient vehicles than the existing fleet cohort.
4.13	Minimise the amount of water we use or reduce the amount of water we will use/pay for in the future?	Neutral	The project will not impact positively or negatively on water usage.
4.14	Provide opportunities to generate energy from renewable/low carbon technologies?	Neutral	The project will not impact positively or negatively on energy generation from renewable / low carbon technologies.

	Zero Waste		
	Does your proposal?	Impact	What are the impacts and how do you know?
4.15	Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials?	Neutral	The project will not impact positively or negatively on waste reduction.

		Sustainable Transport		
	Does your proposal?	Impact	What are the impacts and how do you know?	
4.16	Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?	Positive	One of the primary aims of the project will be to promote greater use of sustainable transport, particularly public transport. For customers unable to pursue these options the project will encourage the formation of friendship groups and the pooling of transport direct payments to book shared taxi and community transport, as opposed to multiple individual bookings to the same destination.	
4.17	Help improve air quality?	Positive	The project will promote the use of shared transport wherever possible, reducing fuel consumption and carbon emissions. It is also likely that customers choosing their support from the market will have access to more modern, fuel efficient vehicles than the existing fleet cohort.	

		Sustainable Materials			
	Does your proposal?	Impact	What are the impacts and how do you know?		
4.18	Minimise the environmental impact of the goods and services we buy?	Positive	See above.		

Local and Sustainable Food

	Does your proposal?	Impact	What are the impacts and how do you know?
4.19	Maximise opportunities to support local and sustainable food initiatives?	Neutral	The project will not impact positively or negatively on local sustainable food initiatives.

	Land Use and Wildlife		
	Does your proposal?	Impact	What are the impacts and how do you know?
4.20	Maximise opportunities to conserve or enhance the natural environment?	Neutral	The project will not impact positively or negatively on conservation or the natural environment.
4.21	Improve the quality of the built environment?	Neutral	The project will not impact positively or negatively on the quality of the built environment.
4.22	Preserve the character and setting of the historic city of York?	Neutral	The project will not impact positively or negatively on the quality on the character and setting of the city.
4.23	Enable residents to enjoy public spaces?	Neutral	The project will not impact positively or negatively on public spaces.

4.24	

Additional space to comment on the impacts

The risk of some existing customer cohorts not fully engaging with the personalised approach will be mitigated through the employment of a dedicated Project Support Officer. This individual will possess a strong track record of supporting social care customers through change and will work intensively with the hardest to reach client groups.





Section 5: Impact on Equalities and Human Rights

Please summarise any potential positive and negative impacts that may arise from your proposal on staff or service users. This section relates to the impact of your proposal on **advancing equalities and human rights** and should build on the impacts you identified in the previous section.

> For 'Impact', please select from the options in the drop-down menu. If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'

Equalities

Will the proposal **adversely impact** upon 'communities of identity'? Will it **help advance equality** or foster good relations between people in 'communities of identity'?

1 1	Whill it neip advance equality or loster good relations between people in communities of identity ?			
		Impact	What are the impacts and how do you know?	Relevant quality of life
5.1	Age	Mixed	For many younger customers with learning disabilities the project offers a welcome opportunity to exercise choice, independence and control over their lives. However, it should be noted that a small proportion of commissioned adults transport services are provided for elderly customers with dementia, who have no family or support network. In such circumstances it would not be appropriate to expect these customers to take up a direct transport payment. Alternative solutions may need to be considered for this client group	N/A
5.2	Disability	Mixed	A primary focus of the project is to support customers with learning disabilities (LD). As previously mentioned it is anticipated that this project will impact positively on this client cohort, recognising citizens' strengths and abilities to make decisions, enabling them to exercise greater control of their day-to-day lives. (and significantly boosting their confidence and self- esteem). The proposals have been welcomed by some younger LD customers. However, some older LD customers who have used to travelling via CYC fleet or taxis for many years (and who feel safe / comfortable in this setting) are likely to find the prospect of having to organise their own transport arrangements a significant upheaval. The intention is to introduce change incrementally for these customers - the CYC fleet will not completely close until March 2020. Some customers might initially continue to travel by fleet for a proportion of their journeys, thereby moving steadily towards a personalised approach rather than facing its sudden and immediate introduction.	N/A
5.3	Gender	Mixed	For the most part the project will not impact positively or negatively on gender. There may be a potential negative impact for older female customers who might feel particularly vulnerable if faced with the prospect of travelling in isolation.	N/A
5.4	Gender Reassignment	Neutral	The project will not impact positively or negatively on gender reassignment.	N/A
5.5	Marriage and civil partnership	Neutral	The project will not impact positively or negatively on marriage and civil partnership.	N/A
5.6	Pregnancy and maternity	Neutral	The project will not impact positively or negatively on pregnancy or maternity.	N/A
5.7	Race	Neutral	The project will not impact positively or negatively on race.	N/A
5.8	Religion or belief	Neutral	The project will not impact positively or negatively on religion or belief.	N/A

5.9	Sexual orientation	Neutral	The project will not impact positively or negatively on sexual orientation.	N/A
5.10	Carer	Negative	The project will result in greater reliance on carers and family members to support the adult customer, assisting them with making decisions and choices around transportation. Carers and family members may also find themselves supporting the customer with the financial aspects of managing a Direct Payment. Carers and family members will require more support and confidence building to adjust to the personalised approach. The risk will be mitigated by encouraging Carers to access support networks and share best practice (through support groups facilitated by York Carers Centre). They will also receive support with the financial and practical aspects of managing a Direct Payment (through the Approved Framework of DP Support Providers). City of York Council will also appoint a dedicated project manager for 18 months to work intensively with customers, carers and family members and help to prepare them for the personalised approach.	N/A
5.11	Lowest income groups	Negative	The project will place responsibility on the customer to use their mobility allowance to meet their social care transportation requirements in the first instance. If an individual has transport needs over and above those that can be met by the mobility allowance the council will have a duty to meet this need. Therefore the initiative should result in a neutral impact on the lowest income groups. However, it may be the case that some customers were mistakenly using mobility benefits towards their wider costs of living. For customers in these circumstances the reapportionment of mobility benefits could impact negatively on their financial circumstances. The risk will be minimised by facilitating consultations with York CAB and other financial advisory services to ensure that customers are in receipt of full benefits entitlements, and are supported to manage their finances efficiently.	N/A
5.12	Veterans, Armed forces community	Neutral	The project will not impact positively or negatively on veterans or the armed forces community.	N/A

	Human Rights		
	Consider how a human rights approach is evident in the proposal		
		Impact	What are the impacts and how do you know?
5.13	Right to education	Neutral	The project will not impact positively or negatively on the right to education.
5.14	Right not to be subjected to torture, degrading treatment or punishment	Neutral	The project will not impact positively or negatively on the right not to be subjected to torture, degrading treatment or punishment.
5.15	Right to a fair and public hearing	Neutral	The project will not impact positively or negatively on the right to a fair and public hearing.
5.16	Right to respect for private and family life, home and correspondence	Neutral	The project will not impact positively or negatively on the right to respect for private and family life, home and correspondence.
5.17	Freedom of expression	Neutral	The project will not impact positively or negatively on freedom of expression.
5.18	Right not to be subject to discrimination	Mixed	The project will bring learning disability customers into greater contact with members of the public, particularly by encouraging greater use of public transport and walking to social care destinations. This is regarded as a positive development insomuch as it helps to breakdown barriers between communities and overcomes the existing paternalistic approach of transporting LD customers in isolation. However, there remains the risk that some adult customers might potentially be subjected to discrimination whilst travelling independently. This risk will be mitigated by the continued support of YILTS travel training officers and social workers who will remain in close contact with customers. It will also be mitigated by the development of the Safe Places scheme which can offer immediate support and sanctuary to LD customers who feel scared or at risk when they are out and about in the community.
5.19	Other Rights	Neutral	The project will not impact positively or negatively on other rights.

5.20

Additional space to comment on the impacts

It is recognised that some customers have more than one protected characteristic. Customers falling into this category are likely to feel particularly vulnerable if faced with the prospect of travelling in isolation. The project support officer will undertake a careful analysis of the customer cohort and offer more intensive support to clients in this position.

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Section 6: Developing Understanding

Based on the information you have just identified, please consider how the impacts of your proposal could be improved upon, in order to balance social, environmental, and economic concerns, and minimise any negative implications.

It is not expected that you will have all of the answers at this point, but the responses you give here should form the basis of further investigation and encourage you to make changes to your proposal. Such changes are to be reported in the final section.

Taking into consideration your responses about all of the impacts of the project in its current form, what would you consider the overall impact to be on creating a fair, healthy, sustainable and resilient city?

The proposal breaks away from traditional approaches to the commissioning of adult social care transport that have reinforced dependency amongst citizens and stifled innovation. It is the only 6.1 option which will allow truly imaginative, flexible and sustainable approaches to the provision of adult's transport. However, as a result of conducting the Integrated Impact Assessment it is clear that there are some vulnerable customer cohorts for whom the introduction of a personalised approach presents a particular challenge. Without an action plan to support these vulnerable customers the overall impact of the initiative in its current form is likely to be mixed.

What could be changed to improve the impact of the proposal on the <u>One Planet principles</u>? (please consider the questions you marked either mixed or negative)

Some additional work could be undertaken to minimise the environmental impact of the project making it a condition that transport providers on City of York Council's Approved Provider Framework use fuel efficient vehicles for instance. A targeted piece of work could be undertaken to raise awareness of the employment opportunities that may be associated with the proposed approach. More importantly however work needs to be undertaken to mitigate the risk that some customers might potentially withdraw from accessing services altogether if they feel that it will be 6.2 more difficult / challenging to reach their social care destinations. Customer take up and usage of transport direct payments needs to be monitored carefully to ensure that nobody is left behind as a result of the new model. Vulnerable groups need to be offered ongoing assistance and support. Work also needs to be undertaken to actively encourage the wider community to integrate with adult LD customers through voluntary car share schemes, and through wider social activities and events which may over time act as an alternative to traditional social care destinations. This is less likely to happen without actively supporting it - making linkages and connections with initiatives such as the new Local Area Co-ordinators scheme.

What could be changed improve the impact of the proposal on equalities and human rights?

(please consider the questions you marked either mixed or negative)

6.3

There are a number of potential measures to mitigate mixed or negative impacts. These include ongoing customer / family engagement sessions to ensure that the most vulnerable customers and their carers are fully aware of the personalised model, the practicalities of how it will operate and the implications and opportunities associated with it. This will be supplemented by support for families and carers with the financial and practical elements of the personalised approach, alongside social and emotional support. Work also needs to be undertaken (particularly by the project co-ordinator) to understand the needs and concerns of customers with protected characteristics (sometimes multiple protected characteristics). Above all it is essential to ensure that the new approach does not lead to isolation for any of the existing client cohort.

Section 7: Planning for Improvement

What further evidence or consultation is needed to fully understand its impact? (e.g. consultation with specific communities of identity, additional data)

Ongoing monitoring and customer feedback will take place as the personalised approach is
implemented. As indicated in 7.2 there will be continual engagement sessions with customers, providers, carers and families throughout the roll-out of the personalised approach. The extent to which the personalised service is being accessed by specific communities of interest / customers with protected characteristics will also be carefully monitored in order to understand impact.

7.2 What are the outstanding actions needed to maximise benefits or minimise negative impacts in relation to this proposal? Please include the action, the person(s) responsible and the date it

Action	Person(s)	Due date
Appoint Dedicated Project Manager to support customers, carers, family members and providers.	Project Manager	May-17
Engagement / Q&A sessions with customers, carers and families	Project Manager / Adults LD / YILTS Team	May - Nov 17
Engagement / Q&A sessions with care providers.	Project Manager / Adults LD / YILTS Team	May - Nov 17
Produce cross directorate customer and community Transportation Policy	Health, Housing & Adult Social Care / Children, Education & Communities directorates	Nov-17
Practical / financial support with the management of Direct Payments	DP Support Framework Providers	Ongoing
Practical / financial support with the wider aspects of money management, income maximisation.	Financial Inclusion Network	Ongoing
Social and emotional support for families and carers	York Carers Centre	Ongoing
Explore alternative solutions for elderly customers with dementia and no family support.	Adults Long Term Team	Ongoing
Reduce the risk of discrimination against vulnerable customers.	YILTS / Safe Places Scheme	Ongoing
Encourage transport providers on the Approved CYC Framework to adopt sustainable principles.	Adults Commissioning Team	May-June 2017
Explore employment opportunities for Personal Assistants and Escorts created through the personalised approach.	Adults LD Team	Ongoing

Support volunteering and integration with wider community events and activities and promote shared transport schemes involving the wider community.

Local Area Co-ordinators	Ongoing
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	Additional space to comment on the impacts
7.3	N/A

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Section 8: Improvements

Section 8 builds on the impacts you indentified in sections 1-7. Please detail how you have used this information to make improvements to your final proposal.

Please note that your response to question 8.4 must be reported in the One Planet Council implications section of reports going to the Executive.

8.1	For the areas in sections 4 and 5 where you were unsure of the potential impact, what have you done to clarify the situation?	There are few areas of the project where its impact will be uncertain. However, there will be areas where the impact of the initiative will contain a mixture of both positives and negatives which will be addressed through the Action Plan in Section 7.
8.2	What changes have you made to your proposal to increase positive impacts?	Customers will be encouraged to embrace the positive aspects of personalisation - there will be ongoing support and assistance to make the proposed approach a genuinely positive one for all customers, carers and families.
8.3	What changes have you made to your proposal to reduce negative impacts?	The ongoing changes as indicated in the Actions in Section 7.
8.4	Taking into consideration everything you know about the proposal in its revised form, what would you consider the overall impact to be on creating a fair, healthy, sustainable and resilient city? **This information must be input into the One Planet Implications section of the Executive Report**	With the implementation of the actions identified in Section 7 it is anticipated that the project will impact positively on the creation of a fair, healthy, sustainable and resilient city than was originally envisaged. The actions identified through the Integrated Impact Assessment are critical to enhancing the quality of the project and mitigating risk - and will be delivered thoroughly and diligently over forthcoming months.

