BRIDGEND COUNTY BOROUGH COUNCIL

REPORT TO CABINET

18 JANUARY 2022

REPORT OF THE CHIEF EXECUTIVE

UPDATE ON REGULATIONS TO ESTABLISH CORPORATE JOINT COMMITTEES AND RESULTANT CHANGES TO THE CARDIFF CAPITAL REGION JOINT COMMITTEE

1. Purpose of report

- 1.1 The purpose of the report is to:
 - Update Members on the introduction of Corporate Joint Committees (CJCs) as provided for in the Local Government and Elections (Wales) Act 2021;
 - Consider The South East Wales Corporate Joint Committee Regulations 2021 that came into force on 1st April 2021, in respect of the establishment and operation of CJCs, with the economic well-being, transportation and strategic planning functions coming into being on 28th February 2022;
 - Consider the Cardiff Capital Region Joint Committee Cabinet Report dated September 2021 that sets out how the functions of the current Joint Committee will be transferred to the South East Wales Corporate Joint Committee on 1st March 2022 and note the recommendations:
 - Note the events that have now taken place since that Report and consider the Cardiff Capital Region Joint Committee Cabinet Report dated December 2021 that sets out the "twin track" approach which will now be implemented ahead of the South East Wales Corporate Joint Committee setting its first statutory budget on 31st January 2022;
 - appraise Cabinet of the next phases with resolving the current barriers to full implementation of the "lift and shift" model which seeks to eventually bring together the Cardif Capital Region City Deal and the CJC into one coherent model of regional economic governance.

2. Connection to corporate well-being objectives / other corporate priorities

- 2.1 This report assists in the achievement of the following corporate well-being objectives under the **Well-being of Future Generations (Wales) Act 2015**:
 - Supporting a successful sustainable economy taking steps to make the
 county borough a great place to do business, for people to live, work, study
 and visit, and to ensure that our schools are focussed on raising the skills,
 qualifications and ambitions for all people in the county borough.
 - Helping people and communities to be more healthy and resilient taking steps to reduce or prevent people from becoming vulnerable or
 dependent on the Council and its services. Supporting individuals and
 communities to build resilience, and enable them to develop solutions to
 have active, healthy and independent lives.

Smarter use of resources – ensure that all resources (financial, physical, ecological, human and technological) are used as effectively and efficiently as possible and support the creation of resources throughout the community that can help to deliver the Council's well-being objectives.

3. Background

- 3.1 Part 5 of the Local Government and Elections (Wales) Act 2021 included provisions to create Corporate Joint Committees (CJC) as a vehicle for consistent regional collaboration between principal councils. The aim is to ensure there are consistent, resilient and accountable regional arrangements for the delivery of three important functions (i) strategic land use planning (ii) strategic transport planning and (iii) economic development.
- 3.2 Welsh Government (WG) maintain that the model of CJCs builds on what has already been achieved in the development of regional arrangements in different parts of Wales. In South East Wales, the Cardiff Capital Region City Deal Joint Cabinet Committee which has led on the City Deal is an example where councils achieve significantly more than they would individually by collaborating in areas that no individual council had the capacity or the capability to undertake.
- 3.3 WG consulted local government and other interested parties on the specific functions of a CJC, how it will be governed, its legal status as a corporate body, whether it can employ staff and financial powers. This information was used to develop the South East Wales Corporate Joint Committee Regulations 2021 (the "Establishment Regulations"), which came into force on 1st April 2021.
- 3.4 The aim of the Establishment Regulations is to reduce complexity and duplication of effort and resource. WG hope they act as the catalyst to the development and implementation of collaborative arrangements across local government, where regional planning and delivery makes sense, using them as a means of maximising outcomes for the people of Wales by maintaining local democratic accountability, reducing complexity and making the best use of resources. CJCs aim to offer a consistent approach to strategic planning and delivery at a scale where it makes sense to do so.
- 3.5 In contrast to other joint committee structures, CJCs will be separate corporate bodies and legal entities to their constituent councils which will be able to directly employ staff, hold assets and budgets, and be directly responsible for exercising functions. CJCs present an opportunity to respond to some of the operating model challenges whilst retaining and building upon the features and integrity of the current Joint Working Agreement (JWA).
- 3.6 Since its inception in 2016, the Cardiff Capital Region City Deal (CCRCD) has delivered a range of high value programmes and initiatives across the region, totalling some £198M of investments. The investment strategy has been predicated on meeting local basic needs provision of sustainable transport schemes, roll-out of ultra-low emission vehicles (ULEV) infrastructure, closing viability gaps on industrial sites for housing, support for skills and strategic development sites alongside a range of more targeted market driven investments around the innovation economy and growing vital research and development intensity. Key principles have been developed to leverage investment made, through an investment framework that has prioritised private sector leverage and the high-skill nature of jobs created. To date,

projected leverage is in the region of £2.5BN with a target of 6,900 jobs. Outwardly, competitiveness has grown with two Strength in Places awards made within a two year period from UK Research and Innovation spanning the Compound Semiconductor and Creative Industries priority sectors and nearly £100M of new direct investment.

- 3.7 In terms of the forward pipeline, there are c£150M of potential programmes in development, potentially straddling an Innovation Investment Fund, large-scale energy demonstrator and innovation in Fintech, Cyber and the foundational economy.
- 3.8 CCRCD is delivering for the region but it is clear that it cannot stand still. The current operating model has been outgrown and there are specific issues and barriers, with respect to its:
 - Inability to act direct or in its own right doesn't have its own contracting arrangements or structure or balance sheet;
 - Inability to borrow;
 - Inability to hold or acquire assets.

These are critical factors in a world in which competition for investment is growing and where systems of regional economic governance equip places to be more competitive and resilient, through building upon their scale and critical mass. With the new levelling-up agenda, ambitions for Global Britain, the UK as a Science Superpower and a new Welsh Government Programme for Government – the world is not waiting for the CCR to mobilise and every step must be taken to ensure the region is able to access all investment and opportunities available to it – irrespective of where these sit.

4. Current situation/proposal

Transfer of the Functions of the Cardiff Capital Region to the South East Wales Cardiff Capital Region – Governance and Delivery

- 4.1 The Establishment Regulations provide the functions of the Corporate Joint Committee (CJC) that comes into force on 28th February 2022. This effectively means that the Cardiff Capital Region Joint Committee must be ready to "go live" and operate via the CJC body by 1st March 2022.
- 4.2 At the Cardiff Capital Region Cabinet ("the Regional Cabinet") meeting on 20th September 2021, the CCR Cabinet considered the following four options:
 - Option 1 Do nothing and stay as we are This option is therefore a
 continuation of CCR's existing operational and delivery model which consists of
 Cardiff Council assuming the role of Accountable Body, to deliver CCR's
 investments/projects on behalf of itself and the other partner councils to fulfil the
 objectives of the CCR;
 - Option 2 Lift & shift "like for like" model This option involves transposing CCR's existing governance arrangements into the CJC such that the CJC acts as the decision maker and adopts the existing role of the Joint Committee by replicating the CCR (JWA) governance arrangements. However, under this option the Accountable Body would continue to act as the vehicle body for project delivery and not the CJC;

- Option 3 Lift & shift single corporate entity/CJC This option involves transitioning CCR's existing operational and delivery model into a single corporate body, the CJC. This would mean:
 - Carrying across CCR's existing governance arrangements under the JWA to the CJC such that the CJC adopts the existing decision-making and oversight role of the Joint Committee; and
 - Analysing existing projects/pipeline projects and, where appropriate (in the case of existing projects), transferring such projects to the CJC to act as the vehicle for project delivery going forwards.
- Option 4 Holding Company Structure This option establishes the CJC as
 the decision-making entity and provides for the CJC to adopt the existing role of
 the Joint Committee. This would be achieved by overlaying the governance
 arrangements of the CJC set out under the Regulations with CCR's existing
 governance arrangements under the JWA.
- 4.3 The Regional Cabinet considered a detailed option appraisal and decided that Option 3 was the preferred model as it:
 - Ensures that the partner councils retain absolute control over CCR decision making;
 - Allows for a bespoke governance model which can follow the terms of CCR's JWA:
 - Does not require a partner council to assume the role of accountable body and the additional burden and risks associated with that role;
 - Ringfences delivery risk from the partner councils;
 - Takes advantage of Welsh Government policy and the Regulations by transposing CCR's existing decision-making and project delivery into the CJC;
 - Provides a framework by which the CJC, as a separate corporate body, can naturally evolve over time on a project by project basis.
- 4.4 The preferred option 3 "lift and shift" sees the CJC act as decision maker and as a conduit for project delivery (in place of the current arrangement of an Accountable Body). This is identified as an efficient and viable option that moves out of the current Accountable Body-led approach and satisfies the immediate requirement to transition to a CJC (albeit some projects could need to remain with the Accountable Body). This will however mean a wide range of risk profiles will sit under one body a risk to be mitigated through ongoing evolution of the CJC and to establish subsidiary bodies (such as the CSC Foundry Ltd company) on a project-by-project basis and with the approval of Regional Cabinet.
- 4.5 Further information on the decision of the CCR Cabinet is available on the following link: Agenda for Regional Cabinet on Monday, 20th September, 2021, 9.30 am Modern Council (moderngov.co.uk).
- 4.6 The report also described a number of live risks and issues, relating to a series of unresolved matters concerning the implications of the CJCs' financial status for taxation purposes and borrowing and their impacts. It was stated that work would continue to be undertaken with CCR's advisory team and Welsh Government to resolve the issues sufficiently to allow for Option 3 to be implemented in early 2022. A letter was also provided from the Welsh Government's Minister for Finance and Local Government to reiterate this intent and the report sought to commit to a "no worse off" principle, on this basis as at the point of transition.

- 4.7 However, since that meeting of the Regional Cabinet, it has become clear that the risks and issues highlighted cannot be substantially resolved in order to support Option 3 and by the date that the CJC is required to set its budget, being 31st January 2022. The main issues which require resolution are:
 - section 33 VAT status which requires the approval of bodies such as HMRC and HM Treasury which sit outside the sphere of direct influence and control of Welsh Government:
 - Corporation Tax. This is a complex matter which has not yet been addressed in the Establishment Regulations and could have significant implications to the CCR operating model unless addressed through an application to HM Treasury for relevant dispensations.

Work is currently underway on addressing this, with CCR supporting Welsh Government's business case application to HMRC for the relevant dispensations. However, there could be a significant impact unless these issues are addressed and resolved prior to the implementation of the "lift and shift" model and are understood and mitigated against ahead of a "bare minimum" implementation. Even basic activities under a "bare minimum" approach could still lead to the CJC incurring a level of irrecoverable VAT. Consequently, a report was taken to a meeting of the Regional Cabinet on 13th December 2021 where it was proposed that an initial scaled back approach be followed which reduces such a risk.

- 4.8 The report highlighted that these issues are not standalone and consideration also has to be given to seeking UK Government support regarding the timing and transfer of the existing CCRCD Funding Agreement to the CJC. In addition, the report emphasised that these are complex and inter-connected issues with no 100% guarantee of success.
- 4.9. CCR has made representations to Welsh Government on these issues, including seeking a reset of the statutory budget timeframe. However, Welsh Government has advised that this is not possible due to timescales and the need to carry out statutory consultation on any proposed changes. However, Welsh Government has recognised and understood the issues raised and the implementation proposed is supported. Additionally, legal advice has been taken on the risks and challenges posed to CCR of 'doing nothing' and it is clear that the Constituent Councils must be minimally compliant at this stage.
- 4.10. The "bare minimum" approach will need to delivered alongside the continuation of the current Joint Committee/Accountable Body-led model for delivery of the CCR. This "twin-tracked" approach is unavoidable but will provide for business continuity for the delivery of the City Deal.
- 4.11. Welsh Government has also stated that the date of commencement of the CJC exercising its functions around preparation of the Regional Transport Plan, Strategic Development Plan and economic wellbeing powers can be changed from the original date set for 28th February 2022 to 30th June 2022. This will bring it in line with other CJC regions. The report to the Regional Cabinet on 13th December 2021 recommended that the date of 30th June 2022 be accepted in order to better align with the proposed "bare minimum" approach.
- 4.12. Further background information pertinent to this is set out in the report to the Regional Cabinet on 13th December 2021 and is available on the following link: Agenda for Regional Cabinet on Monday, 13th December, 2021, 9.30 am Modern Council (moderngov.co.uk).

Next Steps

- 4.13. Whilst the above issues are complex and requires the re-doubling of efforts across Welsh Government with support from the CCR and its technical and legal advisory team, it is recognised that where progress can be made, then it should be made. The proposed "bare minimum" approach provides a pragmatic way of enabling the CCR and the ten Constituent Councils to start implementing the CJC requirements and adopting the statutory duties whilst at the same time supporting Welsh Government to resolve the issues which are preventing transition to the "Lift and Shift" model. Consequently, a series of steps are required to be put in place between now and 31st January 2022 (being the date by which the CJC must approve its budget) in order to ensure compliance with legislation but which protects the short and long term position of the ten Constituent Councils and, wherever possible, safeguards against any detriment.
- 4.14. On the basis of external advice and technical support, the proposed "bare minimum" approach will enable the CCR to demonstrate that it has commenced transition and ensures compliance with the legislation. It will essentially create an outline of the CJC as an absolute statutory minimum and an interim holding position only. It will operate on the expectation that only the absolute minimum of operational activity required will be undertaken. Any extraneous activity (such as production of a business plan, meetings of the CJC beyond initial budget setting/establishment meetings, meetings of the Audit and Governance Committee, staffing arrangements beyond those linked to the aforementioned) will be unlikely to take place. It will include:
 - Setting minimal nominal budgets and the amounts payable by each Constituent Council for the operation of the CJC no later than 31st January 2022;
 - Agreeing with the Auditor General for Wales the CJC audit scope and fee, which is proportionate and reflects the CJC's bare minimum operations;
 - Adopting model Standing Orders and any basic supplements for example a scheme of delegations (a draft is attached at Appendix 1 to this report);
 - Arrangements to place any staff at disposal of CJC again this will be on the basis of proportionality;
 - Establish statutory sub-committees e.g. Audit and Governance Committee etc.;
 - Appoint Chair/ Vice Chair/s which can mirror existing CCR arrangements; and,
 - Establish practical arrangements in respect of the CJC's basic infrastructure as a separate legal entity accounting and reporting requirements, bank account, VAT registration, minimum insurances, proportionate records scheme etc
- 4.15. In order to provide a level of certainty to all CJC stakeholders and Constituent Councils, the "bare minimum" approach will be predicated on being in place until 31st March 2023. However, should the issues be resolved sooner, there is provision for the budget requirement to be re-visited in-year and as the "lift and shift" model becomes doable. For the initial operating period, a nominal budget will be set with the clear expectation of minimum expenditure against it (with a strong case that even low-level expenditure which can be justified should be avoided if it can be demonstrated that it would 'prejudice the CJC's position or suffer any detriment').

- 4.16. Aside from the provisional budget being set and actions taken to set up and 'ready' the CJC, no further action beyond this is necessary, at least until such time that the CJC is ready to be operable and "lift and shift" can occur. The above timeframe will be kept under constant review throughout the year and an update report will be taken to the Regional Cabinet for further consideration once sufficient information is available to do so. It is envisaged that once a timescale is known to enable to recommencement of the "lift and shift" model, the original Transition Plan and arrangement set out in the report of 20th September 2021 can be re-activated.
- 4.17 It should be noted that the clear milestone to work towards is budget setting for the CJC on or before 31st January 2022. Approval of the budget requires unanimous support of the Constituent Councils. Brecon Beacons National Park Authority will feature as part of this in relation to the estimated budget for preparing an SDP and as such, ongoing communication and engagement is taking place.
- 4.18. Whilst the work led by Welsh Government, on behalf of all regions/ constituent CJCs in Wales, is underway with HMRC and HM Treasury on the outstanding issues named in this report, there are further updates to note. The CJC is not a 'levying body' with an expectation that 'Connected Body' status can be secured to enable access to the Local Government Pension Scheme. In relation to access to Public Works Loan Board borrowing, at the relevant future point, Welsh Government has had initial positive discussions with HM Treasury that suggest that borrowing capability through this medium, can be considered and potentially, developed.
- 4.19 Work is ongoing in respect of arrangements for interim accounting systems, processes and relevant systems infrastructure for the CJC. This is being carried out in partnership with RCTCBC who will provide the basic transactional services for the initial operating period. The CCR will continue to be supported by the 'Lead Council/ Accountable Body' mechanism. This reflects the arrangements underpinning the "twin-tracked" approach which is required initially and until the remaining issues are resolved.
- 4.20 There are several risks related to the proposed "twin-track" approach. However, if the principles of the "bare minimum" approach set out above are adopted and risks are continually mitigated against by the detailed technical work that is ongoing and continued liaison with Welsh Government and Audit Wales, it is suggested that these can be kept in check, monitored and managed. This means that the CJC shall keep expenditure to the bare minimum during this interim operating period and on the basis of no significant detriment to its short or long-term operating model.
- 4.21 Other risks concern the resources now needed to implement the "bare minimum" approach which will be met from existing budgets, although there will be some effect given the efforts that will need to now be fully channelled into getting the work completed in an ever-decreasing timeframe. Timeframes present a further risk because there is no clear point at which the "lift and shift" model can be estimated as commencing although this could be clarified via Welsh Government shortly. Arguably, the bigger issue is guaranteeing successful outcomes although it is anticipated that a strong case will be made to both HMRC and HM Treasury and it remains the strong intent, and wider effect, of the Enabling Regulations for CJCs to be part of the Local Government landscape and be treated as if it is a Local Authority.

- 4.22 It should be noted that further risks may arise but that these will only become apparent throught the process of application and implementation.
- 4.23 There are also potential risks around the potential for double taxation at the point of the "lift and shift" model which are unpreventable, with work required to develop the conversations, flexibilities where they exist and pragmatism to deal with such eventualities. The possibility of fragmented legacy accounts also requires analysis and conclusions to be presented at the relevant time.

5. Effect upon policy framework and procedure rules

5.1 There are no effects on BCBC's Policy Framework and Procedure Rules.

6. Equality Act 2010 implications

6.1 The protected characteristics identified within the Equality Act, Socio-economic Duty and the impact on the use of the Welsh language have been considered in the preparation of this report. As a public body in Wales, the Council must consider the impact of strategic decisions, such as the development or the review of policies, strategies, services and functions. The CJC will be subject to the same requirements. It is considered that there will be no significant or unacceptable equality impacts as a result of this report.

7. Well-being of Future Generations (Wales) Act 2015 implications

7.1 The well-being goals identified in the Act were considered in the preparation of this report. It is considered that there will be no significant or unacceptable impacts upon the achievement of well-being goals/objectives as a result of this report.

8. Financial implications

- 8.1 CJCs will be funded by their Constituent Councils, in proportions that they will be able to determine. As is the case with the Constituent Councils, a CJC will be required to calculate its budget requirement, taking into account any other funding streams it might receive. The regulations state the CJC members (leaders) must unanimously agree a budget and that 'constituent' councils must pay a proportionate amount. If there is a disagreement on the proportionality of funding, Ministers have powers of direction. In providing further detail, there are essential matters that need to be considered by Welsh Government before the CJCs are able to set a budget, such as the CJC's status in terms of VAT, and other taxation matters, associated pensions arrangements (e.g. a 'Scheduled Body' or an 'Admitted Body') and the financial responsibility for any borrowing, lease, financial guarantee and similar future liabilities and risks.
- 8.2 This report recommends the implementation of a "bare minimum" approach until the "lift and shift" model can take place and following resolution of issues identified in this report. Movement to a bare minimum will require the establishment of practical arrangements in respect of the CJC's basic infrastructure as a separate legal entity accounting & reporting requirements, bank account, VAT registration, minimum insurances, etc. It will also include appointment of key officers such as the Responsible Finance Officer with the approach to remuneration etc. being the

subject of a future report. CJCs have the same financial reporting and disclosure requirements as existing local authorities, including compliance with relevant codes of practice where deemed to be relevant. A "bare minimum" approach to the CJC will need to consider and work with partners such as Welsh Government and Audit Wales at an early stage to determine the approach to compliance in a proportionate way.

- 8.3 It should be noted that the Establishment Regulations require the CJC to determine a capital and revenue budget by 31st January 2022. This is for the 2021/22 and 2022/23 financial year. It is proposed that any budget set will be on a bare minimum basis and will be a minimal nominal budget. This will be the subject of a future report the Regional Cabinet and similar approval by the CJC in accordance with the deadlines.
- 8.4 Where activities are undertaken within the scope of the CJC, the expenditure and income of these activities will need to be costed and identified as part of CJC budget proposals by 31st January 2022 and annually thereafter. This is to include:
 - where there are increases or reductions in budgetary requirements from local authorities;
 - whether additional activities are to be paid for as part of grant support from Welsh Government and or other grant funding providers;
 - where additional costs are to be met from within existing budgets
 - where there are commitments to support credit arrangements or similar liabilities arising as part of approved investment plans
- 8.5. This should be considered for revenue costs as well as the approach in respect to the servicing costs of any liabilities undertaken for capital expenditure and the operating costs of any financial or physical assets. This will need to be considered as part of the annual budget setting process for the CJC for inclusion in respective Local Authority budgets.
- 8.6 This report will also need to include the basis on which any budget requirement not funded by external grant or similar is to be met by the Constituent Councils and the Brecon Beacons National Park Authority where relevant.
- 8.7 It should be noted that in accordance with the Establishment Regulations, the budget must be agreed on a unanimous basis by the Constituent Councils, with Welsh Government determining contributions in any scenario where a budget cannot be agreed. Any assets or liabilities entered into by the CJC are the liabilities of the Constituent Councils and will need to be included as part of the budget setting processes of respective local authorities.
- 8.8. The current JWA and the principles of the financial model in respect to delivery of City Deal activities set out Local Authority Contributions towards the Wider Investment Fund. The establishment of the "bare minimum" approach does not change the quantum of the already agreed financial obligations of each authority in respect to the Wider Investment Fund.
- 8.9 The local authority received its provisional local government settlement from Welsh Government on 21st December 2021. The Minister for Finance and Local Government indicated that within the settlement "The Local Government and

Elections (Wales) Act 2021 (the Act) provides for the creation and ongoing development of corporate joint committees to allow authorities to work together on specific functions such as transport, economic development and planning. Following one-off specific grant funding this financial year to support preparatory work I am delivering ongoing additional funding to support the core operation of these committees though the Local Government Settlement". Whilst a specific amount for each local authority has not been specified, based on the current contribution that the local authority makes to the CCR, a sum of £200,000 has been set aside in the draft Medium Term Financial Strategy for 2022/23 onwards to meet this contribution. This will be reviewed annually and adjusted as necessary.

9. Recommendations

9.1 It is recommended that Cabinet:

- (i) Note the new Establishment Regulations that have established the South East Wales CJC;
- (ii) Note the decision of the Regional Cabinet on 20th September 2021 to transfer its existing functions, which are principally in respect of the City Deal agreement as committed to by the ten South East Wales councils in March 2016, to the South East Wales Corporate Joint Committee on 28th February 2022;
- (iii) Note the decisions of the Regional Cabinet on 13th December 2021, following the realisation of the risks and issues that now prevent full implementation of the chosen Governance and Delivery option 3 "Lift and Shift" model on the previously proposed timescale and the revised arrangements, to:
 - a. approve the re-direction and re-purposing of the principles contained in the report of 20 September 2021 and agreed the implementation of the "bare minimum" and "twin track" approaches set out in the report, allowing the CCR to be compliant with the Estabishment Regulations, until such time transition via the "lift and shift" model can be resurrected and in tandem with outstanding issues being resolved;
 - approving the reset of the critical path in relation to the tasks and acitvites which need to be undertaken prior to the setting of the budget by 31st January 2022 and resolving to stand down the Transition Board in this period;
 - c. agreed to ask Welsh Government to amend the Establishment Regulations to change the date of commencement of the exercise of its functions in relation to the Regional Transport Plan, Strategic Development Plan and economic wellbeing power from 28th February 2022 to 30th June 2022;
- (iv) Notes the requirement for the CJC to set and approve a budget on or before the 31st January 2022 and the steps set out in the report to enable this;
- (v) Notes the risks and issues set out in the report which require ongoing monitoring, mitigation and management;
- (vi) Notes the draft Standing Orders at Appendix 1 to this Report which set out the initial requirements and operating model for the CJC as well as initial business for the inaugural meeting on 31st January 2022;

- (vii) Notes the work ongoing by CCR and its Constituent Councils to work with Welsh Government, Audit Wales and advisors as appropriate, to help inform resolution of the remaining issues wherever possible;
- (viii) Notes that the Leader of this Council, in consultation with the Chief Executive and the Section 151 Officer, will consider and set the first budget of the CJC no later than 31st January 2022 in order to ensure the Council is complying with the legislation as required;
- (ix) Notes that updates are provided on progress from the "twin track" approach to the "lift and shift" model.

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Background documents: None