
Consenting to the Combined Authority and Approving the Devolution Deal

*West Midlands
Combined Authority*

Assurance report

29 February 2016

Giving you comfort that
your recommendations
are sound



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Executive summary

Councils are expecting to make key decisions over the coming months:

- Whether to consent to the order to create the West Midlands Combined Authority (WMCA).
- Whether to approve the devolution deal.

The WMCA has made considerable progress in a short space of time to enable these decisions to be taken safely. The work undertaken to date in the following areas should enable Members to take those decisions on the back of a body of evidence and with some confidence that the areas of future work are being planned effectively and that a robust and balanced process has been followed to date:

- Identification and resolution of legal matters relating to the approval and formation of the CA.
- Development of strategic objectives and a strategic economic plan supported by financial and non-financial evidence.

Development of a detailed implementation plan and commencing planning for delivery.

We have been provided with sufficient evidence to conclude that, at this point in the process, enough has been done to prepare Councils for the decisions they need to take. There are some significant risks to the delivery of the Investment Programme, many of which would be faced without the Devolution Deal, which will need careful management as the Programme moves forward.

Background

1. The Local Democracy, Economic Development and Construction Act 2009 (LDEDC) gives the Secretary of State the ability to establish a Combined Authority (CA), to give it powers and transfer into it the powers of existing bodies, for example Passenger Transport Executives and Integrated Transport Authorities.
2. The Cities and Local Government Devolution Act 2016 (CLGDA) received Royal Assent on 28 January, and gives the Secretary of State further powers to confer additional functions, and make provision for the election of mayors.
3. Combined Authorities formalise the commitment of a number of local authorities to work together. The West Midlands CA (WMCA) is set to be established in June.
4. Councils are making key decisions over the coming months:
 - whether to consent to the order to create the West Midlands CA; and
 - whether to approve the Devolution Deal (“the Deal”).
5. This follows:
 - the WMCA Devolution Agreement published last November;
 - resolutions last October by all seven constituent authorities to approve in principle the formation of the CA; and
 - resolution of non-constituent authorities to accept the invitation to join the CA.

6. The Shadow Board of the WMCA asked us to provide assurance on preparations so that members could make informed decisions.

Working together

7. All seven of the West Midlands Metropolitan Boroughs along with the Integrated Transport Authority (ITA), three Local Enterprise Partnerships (LEPs) and a number of District Councils are working together on a programme which will see:
 - radical devolution of funding, powers and responsibilities from central government
 - an ambitious Strategic Economic Plan (SEP); and
 - major economic and social challenges addressed.
8. In a very short space of time at the end of last year, the organisations put proposals to Government which have been welcomed and agreed. Since then, considerable focus has been given to plans for establishment of the CA, and to clarifying and preparing for the Devolution Deal.
9. The commitment of Authorities and their elected Councillors, from a broad spectrum of political balance, with diverse heritage giving rise to very different social and economic conditions, is striking and commendable. In our conversations with all the Councils, it is clear that there has been a considerable shift in outlook, with each Council gaining a better understanding of its role in the West Midlands.
10. There has been agreement in principle that the Devolution Deal will benefit all areas, but in different ways and to a different extent, with different timing over the life of the Deal. All of this has been achieved through a continual and intensive process of informal and formal discussion and debate. It is in this context that the Councils will now individually formally commit to the new arrangements.

Combined Authority

11. Following the submission of the summary of responses to the consultation on the formation of the CA, the Secretary of State has confirmed his intention to establish it. The draft order was issued by the Secretary of State as this report was drafted. Each Council will now be recommended to consent to the draft Statutory Order to create the West Midlands CA, subject to minor amendments, and to delegate to the Chief Executive (or equivalent), in consultation with the Leader, final consent to the Order.
12. In comparison to the Devolution Deal, the formation of the CA is more reliant on adhering to a clear process with defined stages. Most questions currently being clarified relate to governance and the role of the mayor.
13. There are still a number of risks associated with the establishment of the CA including the possibility of a Judicial Review, or of one or more Councils not giving consent to the draft Order. The risk of the Secretary of State requiring further consultation has now passed with the issue of the Draft Order. Judicial Review is possible at several points, and the Shadow Board has taken advice to identify risks; three months from the draft Order is recognised as the key date.
14. Having said that we are satisfied that the process followed and decision making to date has been effective in identifying, managing and mitigating these risks as far as possible to reduce the possibility of any delays in the establishment of the CA.

Planning for the operation of the new Authority

15. The decision to establish the CA, and the commitment from each of the constituent and non-constituent authorities is a significant landmark in itself, but there is much to be done between approval and day 1 of the new CA. Areas for consideration include:
 - Establishment of Board, executive arrangements, audit and scrutiny arrangements;

- Consideration of committee structures, appointment of members to committees and terms of reference;
 - Formal approval of the constitution;
 - Establishment of new systems and processes;
 - Establishment of workforce including capacity and capability issues; and
 - Drafting and approval of mayoral scheme and Order by both the CA and constituent councils.
16. These and other issues will need full consideration before and after the establishment of the CA. Sufficient resource will be required from individual Councils while dealing with business as usual and elections in some cases.
 17. There is also the possibility of changes to the CA in the longer term. Governance arrangements need to be sufficiently flexible to accommodate new members within the 3 LEP geography, and agile enough to ensure that any potential expansion in membership does not dilute the effectiveness of the CA. Future governance arrangements and inclusion of new members will require a Secretary of State approval and a new Order.
 18. The political implications of any potential expanded membership will need to be understood and worked through, particularly if member Council leaders are to have distinct responsibilities for programmes, initiatives or projects.
 19. The past 18 months has seen an unprecedented level of engagement between the member councils and significant input and commitment from each one, this level of commitment will need to be sustained if the new CA is to be successful from its inception.
 20. The draft Governance Review was approved at a meeting of the West Midlands Metropolitan Leaders in July 2015 and approval given to engage with stakeholders on the Governance Review.
 21. Although combined authorities are still relatively new, a process has been followed, with the support of legal and financial advisers, at both Shadow Board and individual councils, resulting in a well documented trail with evidence available to support key decisions taken. Formal legal advice has been obtained when necessary.
 22. The Shadow Board and Programme Board have met regularly.
 23. All organisations involved should be commended for the pace which has enabled the progress to date. There has been significant commitment from both officers and members and a real drive to establish the CA which is anticipated to be in place from June 1st 2016.
 24. The possibility of a Judicial Review cannot be discounted. The Shadow Board legal adviser submitted a paper outlining the implications of a Judicial Review and the Shadow Board are aware of the possibility of this. However, to date no threat of judicial review proceedings has been received.

Devolution Deal

25. The Deal is set to tackle the economic and social challenges that the region faces.
26. With an annual contribution to the CA of £36.5m for 30 years, along with capital funding, a precept on Council Tax, retained business rates growth of 0.3% of the share currently held centrally and a 2% levy on business rates, the current proposed overall investment package generated amounts to approximately £8bn. This is dependent on a number of factors, including a future mayor raising a levy on business rates and a Council Tax precept.
27. The Deal is underpinned by an agreement, signed by the Chancellor of the Exchequer and the Leaders and Chairmen of each constituent Authority member and three LEPs, setting out the devolution of powers and functions from Central Government, covering:

- transport, including franchised bus services and smart ticketing
 - a new Key Route Network of local authority roads
 - Homes and Communities Agency CPO powers in relation to housing delivery
 - control of funding for investment
 - devolved skills funding
 - joint responsibility for employment and business support
28. None of this is deliverable without the further funding, as well as business case approval and funding for schemes included in the Deal.
29. Government has in turn offered:
- support for the High Speed 2 (HS2) growth strategy and Strategic Transport Plan
 - funding commitment for the Eastside Metro extension, and support for the work on the delivery plan for extensions to Brierley Hill and Interchange
 - to work with the Authority on the Roads Investment Strategy
 - to support work on public service reform
30. Some of the constituent Councils will seek approval of the Devolution Deal in the coming weeks and others will seek approval in May 2016. This split timetable meets the requirements of the Parliamentary timetable and the commitments set out in the Devolution Deal.
31. Significant progress has been made in a relatively short time period and the direction of travel in relation to the Devolution Deal is positive. Given the scale of the Devolution Deal and the complexities involved it is to be expected that the resolution of some matters is still ongoing and it is important to ensure that processes are established to monitor the effective resolution of these outstanding issues in the required timescales.
32. It is clear from discussions with all constituent and non-constituent members that engaged with us that the establishment of the West Midlands CA and the negotiation of a Devolution Agreement with Government has provided Councils with the ability to go further and faster in exploiting the economic potential of the area. It also enables authorities to take more concerted action on productivity in the public and private sectors, including a programme of ambitious public service reform.
33. Our review of the economic market assessment information available to the constituent authorities supports this conclusion and would appear to be a sound basis on which to develop proposals.
34. Although the provisional Devolution Agreement was subject to approval by each Authority and further work was required to refine exactly what was meant by each section of the Agreement, the Leaders of each of the seven West Midlands Metropolitan Boroughs agreed the provisional Agreement as a statement of intent to work with the government on what devolution could look like.
35. Our review supports the conclusion that the content of the Deal sufficiently met its objectives and, subject to its ongoing clarification, this appears to be a sound basis on which to sign the provisional agreement.
36. The intention of the Programme Board is to complete the 'super clarification' process by the end of February which should provide constituent and non-constituent members of the CA with sufficient information to make an informed decision on approving the Deal. As an example, we are aware that other Councils are considering whether to join the CA, but as yet there is no certainty. Were other parties to join, consideration would need to be given to the impact on a Devolution Deal for constituent members, and on the governance of the CA, including requirements for further Orders from the Secretary of State. We understand that there may be some slippage in the proposed super clarification timetable although an exact date for completion is not known.

37. Each Council will need to determine whether or not the outstanding matters are of such significance that the Devolution Agreement cannot be approved in accordance with the proposed timetable. Ratification of the draft Deal is required for the first tranche of £36.5m to be released. Some, if not all, of the Metropolitan Councils are looking to consent to the Devolution Deal in March to meet the CA's commitments, as set out in the provisional Devolution Agreement.
38. The WMCA has commissioned the production of a vision-led Strategic Economic Plan that sets out the action that needs to be taken in order to deliver the vision and the detail of the Devolution Agreement. The development of the SEP has been subject to a rigorous governance process and is expected to be delivered on time to allow Shadow Board sign off before the CA vesting day. The development of the SEP is being delivered alongside the development of associated implementation plans and supporting documents.
39. Regular reports have been made to Shadow Board meetings. We found a significant body of work in progress that has gone a long way to addressing outstanding issues covering the following topics:
- Finance, funding and investment strategy;
 - Balance
 - Joined up linked work streams
 - Appraisal and performance frameworks
 - Governance planning for delivery
 - Other practical matters
- 40.
41. The WMCA committed to establish three major independent Commissions to inform future work that it expects to be co-commissioned with central government as they represent critical shared challenges.
- 42.
43. A significant programme of work has taken place since signing the proposed Devolution Deal in November 2015 to maximise the opportunities and minimise the challenges faced in achieving the WMCA's strategic objectives. The politicians and officers should be commended for the achievements to date. We have seen evidence of the decision making arrangements put in place operating on a regular basis and we have identified a significant number of developments that indicate the arrangements are working.
44. A lot of the developments are live and current so we cannot reach final conclusions on outcomes but the direction of travel is positive.
45. By developing a Devolution Agreement Implementation Plan with support from government the WMCA is well positioned to monitor ongoing implementation plans and quickly identify any areas of slippage so that action can be taken.
46. It is important that the pace of implementation continues and does not slow due to distractions arising from the formation of the CA or the upcoming elections.

Finance

47. Significant progress has been made in a relatively short period. The Investment Programme sets out schemes and funding streams which will inevitably be subject to change and further iteration as proposals develop.
48. The headline figures of a new government contribution of £36.5m pa and the total Investment Programme of £8bn are based on the best information currently available and are subject to change. We have examined supporting information on each element and are satisfied that the totals are the best estimate currently of the total cost and funding required. However, the majority is subject to further feasibility and business case work, and political decisions being taken, before funding can be finalised. At each stage there is considerable risk of change in scope, cost and funding availability, all of which the new Authority will need to keep under constant review. These are risks which each

constituent member of the Authority would face if schemes were to be funded and delivered piecemeal. The government has identified new revenue streams in the Devolution Deal.

49. Many of the financial risks are related to the market, but the analysis of the deal is underpinned by assumptions on borrowing costs. Where we have seen these assumptions set out these broadly align with what we would expect with reference to current projections of relevant indices, but they need keeping under regular review.
50. The range of risks which exist, the number of future actions that are required and the wide scope of the Investment Programme, mean that establishing an effective, proportionate CA governance structure will be critical to ensure that appropriate decisions are made. The ability of the CA to make well-informed decisions, and to deliver against its stated priorities, will be fundamental to its future success.

Prioritisation and Balance

51. The CA has made good progress in developing the Balance work stream. It is critical that the CA agrees an open, transparent and fair process through which individual schemes and programmes of intervention will be identified, assessed, prioritised and their success monitored. There needs to be clarity and agreement amongst all key stakeholders on the process to be followed, and on the specific metrics by which schemes will be analysed. Once this is agreed, the decision-making process should be the primary way in which investments are prioritised.
52. Once the Balance metrics and Decision Economic Impact Model (DEIM) model have been finalised, the extent to which the existing Investment Programme is consistent with the emerging SEP, and the degree to which the proposed interventions will deliver the intended outcomes, will need to be established. Given the range of risks associated with the Investment Programme it is also likely that re-prioritisation will need to occur. This should be driven by the agreed process for decision-making referred to above.

Delivery risks

53. There is a five year review of the Devolution Deal, the criteria for which are yet to be defined. This is set to determine the success of the Deal, and whether further Deals should be made. While there are a range of risks, this five year review is critical for the Deal and the CA. There is a balance to be struck in prioritising projects which provide benefits quickly against those which might take longer to deliver but which have significantly more impact. A combination of effective prioritisation and programme management will be required, and need to be planned for in preparation for the CA.
54. The CA has made significant strides towards getting ready to implement the Devolution Deal. Strategic objectives have been set and a strategic economic plan is close to being finalised. A detailed Devolution Agreement Implementation Plan is being finalised which will allow progress to be measured over the coming months. Significant progress has been made preparing for delivery and attention must now turn to delivering the deal.
55. The draft governance arrangements for the CA are now well advanced. As the delivery of the Devolution Deal develops, and if membership of the WMCA evolves, it is critical that the governance arrangements for delivery are integrated, agile and robust.
56. Establishing the CA and clarifying the Devolution Deal have been the main priorities to date. This has taken significant commitment and drive and the pace of change is continuing to accelerate. More focus can now be given to implementing and embedding effective working practices to support the delivery plan and the achievement of objectives.
57. Detailed monitoring and reporting will be required once the Devolution Deal is being delivered, but a robust Assurance Framework has to be defined and then approved with BIS before funds can flow to the CA. This task is now time critical. There are a number of decisions to take to finalise the

Assurance and Performance Management frameworks, and these need to be taken well in advance of vesting day.

Other main risks

58. The risks associated with the delivery of the Devolution Deal are potentially considerable:

Geopolitical risk

59. Many economies around the world are in largely uncharted territory, with oil prices as low as a decade ago, financial market volatility in China and other developing economies, a very strong dollar, and interest rates in western economies at near zero. At the same time, there is considerable debate about the movement of people across continents, and Britain's membership of the European Union.
60. While all these factors could impact the Devolution Deal's costs and benefits, they are all faced by each member of the CA, regardless of the Authority's formation. Conversely, they emphasise the importance of acting together at scale to make the most of the UK's current performance, and to grow and strengthen the West Midlands Economy underpinned by the Devolution Deal.

Political risk

61. Members need to be conscious of the risk that the devolution deal might not be delivered as planned because of changes in political will or priority, at national, regional or local level. This is relevant particularly since there will be elections at each level, and for the Authority's Mayor, in the period of the first Devolution Deal. It will be the responsibility of the Mayor to determine whether or not to raise additional revenue from local tax payers to underpin the Investment Programme. Again, the individual elements of the Devolution Deal are subject to political risk with or without the CA.
62. The Shadow Board is working to clarify the governance arrangements within the Authority, and further clarification is expected from Central Government.

Market risk

63. As with all significant programmes, particularly including construction, there are cost and delivery risks associated with the market because of availability of contractors, labour and materials. This is a particular feature of current markets as the economy grows out of recession, but is likely to remain a risk in the future because of the timing and significance of projects such as HS2. Success is also reliant on private sectors partners such as land owners and developers. Progress on this risk can be made as business cases are finalised, the delivery mechanism for the CA is defined, and plans for engagement with the market are put in place. These should be key priorities for the Shadow Board and for the Authority on formation.

Overall conclusions

64. Councils are expecting to make key decisions over the coming months:
- Whether to consent to the order to create the West Midlands Combined Authority (WMCA).
 - Whether to approve the devolution deal.
65. The WMCA has made considerable progress in a short space of time to enable these decisions to be taken safely. The work undertaken to date in the following areas should enable Members to take those decisions on the back of a body of evidence and with some confidence that the areas of future work are being planned effectively and that a robust and balanced process has been followed to date:
- Identification and resolution of legal matters relating to the approval and formation of the CA.
 - Development of strategic objectives and a strategic economic plan supported by financial and non-financial evidence.

- Development of a detailed implementation plan and commencing planning for delivery.
- 66. We have been provided with sufficient evidence to conclude that, at this point in the process, enough has been done to prepare Councils for the decisions they need to take. There are some significant risks to the delivery of the Investment Programme, many of which would be faced without the Devolution Deal, which will need careful management as the Programme moves forward.**

Scope and background

Scope

67. As set out in our proposal to the WMCA Programme Board on 29 January 2016, this review is intended to assure you that the recommendations being made to your respective Councils in relation to the establishment of the WMCA and approving the Devolution Deal are sound.
68. We have built on your own sources of assurance from the individual Councils, CA Shadow Board and Programme Office. We have reviewed the assurance provided to members regarding the process you have been through and your readiness to enter into the CA and Devolution Deal arrangements. We have also considered the reasonableness of the high level assumptions about benefits which have been made and independently evaluated your conclusions.
69. In preparation we have met with the Chief Executives of individual Councils to understand the work they are leading on, considered any issues which have been identified regionally or those risks relating specifically to their Authority. In addition, we have met with members of the Programme Board to understand their areas of focus and current progress.
70. We have reviewed a number of the reports and working papers prepared and have included comments in the main section of the report on how these support the decisions to be made.
71. We invited the External Audit Engagement Leaders from all the constituent bodies to discuss current progress and take their questions into account. They have requested a further meeting with representatives from the WMCA towards the end of April.

Background

National Devolution

72. Combined Authorities are legally discrete public authorities established by groups of Councils to deliver economic growth and prosperity across the areas that they cover. The legislation to enable them to be established is contained in the Local Transport Act 2008 and the Local Democracy, Economic Development and Construction Act 2009 (LDEDCA). The Queen's speech last year set out the Government's intention to bring forward new legislation to provide for the devolution of powers to cities/CA areas. This was followed by the publication of the Cities and Local Government Devolution Bill on 28 May 2015. This Bill received Royal Assent earlier this month.
73. Combined Authorities can be delegated functions related to economic development and growth by their constituent local authorities and by the Secretary of State. Transport powers and functions can be transferred to Combined Authorities under the provisions of the Local Transport Act 2008.
74. Constituent authorities can continue to hold their own range of economic development and transport powers and functions concurrently with the CA.
75. A CA is not a 'super council/authority' or a merger of local authorities. Whilst a CA is a legal entity, each local authority retains its own local identity and powers. Any 'asks' of government will always be predicated on the needs of the locality each local authority represents and wishes to secure economic benefits for.
76. Broadly, a CA provides local authorities with the opportunity to collectively:
 - secure greater resources from government over the long-term (ten years+);

- engage with government on issues and functions that cross local authority boundaries (such as transport, economic development, skills, business support, inward investment and employment); and
 - be consulted and ultimately influence the delivery of national programmes to address local need.
77. Under the amended LDEDC the process for creating an Economic Prosperity Board or CA involves the following five main steps:
- A review of governance in the area concerned, which is then published for formal public consultation;
 - The publication of a ‘scheme’ which must also be consulted on;
 - Consultation on the published scheme by the constituent councils, which is then submitted to the Secretary of State for Communities and Local Government;
 - The publication of an Order (if approved) by the Secretary of State to legally establish and recognise the new CA for constituent council consent; and
 - The draft Order is laid before Parliament by the Secretary of State for approval.

Local Devolution

CA

78. Based on the steps required to establish a CA, the WMCA has already completed steps one to three. The members now have to approve the Scheme which will result in the establishment of a CA and approve the proposed Devolution Deal.
79. The WMCA has built on its earlier engagement, including ongoing consultation with local residents from July 2015, and a formal consultation was commenced between 18 January and 8 February. A summary of the consultation response was submitted to the Secretary of State on 12 February and helped inform the Secretary of State’s decision to approve the CA Scheme.
80. The proposal for a Mayoral CA is subject to the final formal consent of the West Midlands CA Shadow Board, the constituent councils, agreement of ministers, and to the Parliamentary process for the necessary secondary legislation and subsequent orders.

Devolution Deal

81. When established, the CA will create a fully devolved funding programme covering all domestic budgets for devolved functions (“The West Midlands Investment Fund”), accountable to the CA. The Fund will operate as a single programme, bringing together resources for economic growth, skills and employability, regeneration, transport and housing; including future allocations from the Local Growth Fund if agreed locally.
82. The proposed agreement with government will see them make an annual contribution worth £36.5 million for 30 years to support an overall investment package worth £8 billion, alongside the creation of up to half a million jobs. At present, the £8 billion investment programme comprises a number of individual projects.

Findings – Establishment of a Combined Authority

Formative stages

83. The idea of a CA for the West Midlands has been around for a considerable time. Birmingham City Council's white paper "Planning Birmingham's Future & Budget Consultation 2014-15" in December 2013 proposed the creation of a CA.
84. A joint press statement was issued in November 2014 which was reported on 7th November 2014 <http://www.localgov.co.uk/Councils-reveal-West-Midlands-combined-authority-plan/37573>.
85. At this time, Dudley, Sandwell, Wolverhampton, Walsall and Birmingham councils agreed in principle to join forces and invited other neighbouring local authorities including Solihull and Coventry to join negotiations.
86. The Kerslake Report "*The way forward: an independent review of the governance and organisational capabilities of Birmingham City Council*" published in December 2014 acknowledged that the Black Country and Birmingham City Council were taking steps to form a CA and made the following recommendation:
87. Recommendation 10

88. A CA governance review based on an authority formed of at least in the initial stage the core functional economic area of Birmingham, Dudley, Sandwell, Walsall, Wolverhampton and Solihull should be completed by July 2015. Once this has happened the Government should begin to engage in a dialogue about further devolution. Based on the experience of other combined authorities we recommend that the following proposals should be adopted:

- a. wherever possible decisions should be reached by consensus, if a vote is required each member should appoint a single representative and decisions should be taken on the basis of one member one vote;
- b. the secretariat should be based outside of Birmingham City Council;
- c. the Government wants to see seamless working between Local Enterprise Partnerships and combined authorities. To ensure enterprise retains a strong voice in economic strategy, the chairs of both the Black Country and Greater Birmingham and Solihull Local Enterprise Partnerships should be invited to join the board of the new CA.

89. A Programme Office was established in early 2015 to support the establishment of the CA. This team has been key in ensuring that the whole process has been kept on track and progressed in accordance with legislation and government expectations. The team has seen some changes but continues to provide a valuable input to the CA process.
90. Regular meetings of the Chief Executives and leaders were held from May 2015. At the same time further discussions were held with Solihull and Coventry Councils resulting in Solihull's Cabinet on 18th June recommending to Council that Solihull moves into a position of being supportive of a CA and Coventry's Cabinet on 28th May agreeing to the creation of a CA although preferably with councils from Coventry and Warwickshire. A Leaders Summit was arranged in June 2015 with district and borough councils within the 3 LEP areas, and the LEP chairs, invited to discuss the way forward for a Devolution Deal for the West Midlands. This eventually resulted in the establishment of a Shadow Board and the launch of the West Midlands CA website along with the launch in July of a statement of intent signed by the leaders of the seven metropolitan authorities and the three LEP

chairs.

<https://westmidlandscombinedauthority.org.uk/media/1101/westmidlandscombinedauthoritylaunchstatement6july2015.pdf>

91. This commitment from a very early stage in the process of both Chief Executives and Leaders has been a key feature throughout the establishment of the CA with collective leadership evident at all stages of the process.
92. One of the early concerns was around the mayoral role in relation to the establishment of the CA. Consent was received from Department for Communities and Local Government (DCLG) in January 2016 that the establishment of the CA could be done in two phases with the incorporation of the mayor subject to a separate process. We have seen written evidence of this approval from DCLG but have not made any further comments on the move to a mayoral authority in this report.

Governance review

93. Under the LDEDCA 2009 the process for creating an Economic Prosperity Board or CA involves four main steps, the first of which is a review of existing governance arrangements for the delivery of economic development, regeneration and transport. This must lead to a conclusion that there is a case for changing these arrangements based on improvements.
94. The WMCA Governance Review was undertaken between May and July 2015 and updates on progress were presented to meetings of the CA Leaders Group and LEP Chairs. Meetings were held on a weekly basis administered by the Programme Board with Keith Ireland (Managing Director of Wolverhampton City Council) as Programme Director supported by Rachel Ratcliffe as Programme Officer.
95. The Governance Review was undertaken in accordance with Section 108 of the LDEDCA and Section 82 of the Local Transport Act 2008.
96. The review considered the current arrangements in relation to the areas below:
 - a. the exercise of the statutory functions relating to transport in the area;
 - b. the effectiveness and efficiency of transport in the area;
 - c. the exercise of statutory functions relating to economic development and regeneration in the area; and
 - d. the economic conditions in the area.
97. It then considered the following alternative governance options:
 - Maintain the status quo
 - Establish an Economic Prosperity Board (ESB)
 - Establish a CA
98. The review includes a detailed assessment of economic evidence in order to determine if the proposed geography of the CA could be understood as a 'functional economic market area' (FEMA). The review concluded that a FEMA exists at the level of the seven unitary authorities but also acknowledged that the three LEP areas created a stronger FEMA and the review recognises the ambition to collaborate across this broader area.
99. The review concludes that:
100. In order to deliver the identified improvements in the efficiency and effectiveness of governance of economic development, regeneration and transport in the West Midlands, a CA should be established pursuant to Section 103 of the Local Democracy, Economic Development and Construction Act 2009. The Leaders of the seven Metropolitan authorities of the West Midlands are all committed to a CA for their area. They agree that a CA collaborating across the much wider and

important geography across the three LEPs is crucial and that LEP representation on the board will be key to the area's success and aligned priorities. Additionally, the West Midlands Integrated Transport Authority shall be dissolved pursuant to Section 91 of the Local Transport Act 2008 and its functions transferred to the CA.

101. The Governance Review has been compared to that undertaken by other authorities as part of a proposal to establish a CA and found to be broadly comparable. All contained the legislative basis, a review of economic evidence, a consideration of current arrangements and a case for change and an options appraisal.
102. Other governance reviews included details of regional arrangements in relation to employment and skills and also strategic planning and housing although these are not required by the Act.
103. The draft Governance Review was approved at a meeting of the West Midlands Metropolitan Leaders in July 2015 and approval given to engage with stakeholders on the Governance Review.

Stakeholder engagement

104. In conjunction with the Governance Review, the Leaders of the seven metropolitan authorities conducted a process of engagement with stakeholders across the CA region. This process included engagement with neighbouring authorities and the three Local Enterprise Partnerships (LEPs) (Black Country, Coventry and Warwickshire, and Greater Birmingham and Solihull).
105. This engagement helped to shape the CA proposals and saw five district authorities (Cannock Chase, Nuneaton & Bedworth, Redditch, Tamworth and Telford & Wrekin) and the three LEPs joining the WMCA as non-constituent members.
106. Six of the seven authorities took a similar approach to engagement but Coventry adopted a different approach as a result of greater local concerns over the establishment of the CA.
107. The engagement process took a number of forms including online surveys and attendance at meetings as well as providing an opportunity for feedback through the usual contact points. In addition Coventry held drop in sessions, conducted telephone interviews, held focus groups and other forums for increased engagement.
108. The consultation documents are set out in:
109. <https://westmidlandscombinedauthority.org.uk/media/1048/26-october-2015-appendix-2-combined-authority-engagement-analysis.pdf>
110. <http://democraticservices.coventry.gov.uk/documents/s25784/Devolution%20and%20Economic%20Growth%20-%20Scheme%20for%20Setting%20Up%20a%20West%20Midlands%20Combined%20Authority%20-%20Appendix.pdf>
111. The engagement summary within the links provided above shows responses to certain questions as well as other comments made. There are some differences in responses from the different areas within the CA geography. In Coventry a summary of the engagement process was submitted to the Council in October 2015. The overall engagement summary is supported by a signed letter of support from the Chief Executives of the Black Country, Coventry and Warwickshire and Greater Birmingham Chambers of Commerce.
112. The engagement conclusions were incorporated where appropriate into the Governance Review.

Shadow Board, Programme Board and governance arrangements

113. Throughout the early stages of establishing the CA, regular meetings were held between the Leaders of the Metropolitan districts and the LEP Chairs and with the district and borough councils within the 3 LEP areas. These meetings established the governance process followed throughout the formation of the CA prior to the establishment of the Shadow Board. Leaders and LEP Chairs meetings have continued following the creation of the Shadow Board.
114. The Shadow Board held its inaugural meeting on 21st August 2015. At that meeting, a number of key decisions were taken including:
 115. Appointment of Chair – Bob Sleight, Leader of Solihull MBC
 116. Vice chair – Darren Cooper, Leader of Sandwell MBC
 117. Clerk to the Shadow Board – Keith Ireland, Managing Director Wolverhampton MBC
 118. Legal Adviser – Stuart Portman, Walsall MBC
 119. Finance Adviser – Paul Dransfield, Birmingham CC
120. In addition the Terms of Reference for the Board were agreed as was the decision for the meetings to be in private until the date of vesting. The CA branding was also agreed.
121. The Shadow Board also received updates on the three commissions it had set up in relation to Mental Health, Land and Productivity as well as updates on other work streams associated with the CA. It was evident that there was an effective segregation of duties and roles across the key work streams of the CA by the respective Chief Executives.
122. The Shadow Board meets approximately once a month and is complimented by the Leaders meetings and also the Programme Board meetings.
123. The Programme Board meets weekly and includes the Chief Executive (or equivalent) from each of the constituent Members as well as representatives from the non-constituent Districts and LEPs. These meetings are supported by officers, advisers and the Programme Team.

Draft scheme for the establishment of a CA

124. Following the conclusion of the engagement process and the updating of the Governance Review, the Scheme for the Establishment of a CA for the West Midlands (the Scheme) was finalised.
125. The Scheme was compared to schemes submitted by other authorities in the process of establishing a CA and found to be broadly similar. The Scheme sets out the following:
 - Intention to establish a CA
 - Establishment of a CA
 - Area of the CA
 - Name of the Authority
 - Membership of the Authority
 - Voting
 - Executive arrangements
 - Dissolution of the Integrated Transport Authority
 - Passenger Transport Executive and ancillary functions
 - Scrutiny arrangements

- Functions, Powers and Duties of the CA
 - Functions – economic growth
 - Functions – Transport
 - Incidental provisions
- Funding, transfer of property, rights and liabilities
- Substructures and internal scheme of delegation

126. The Governance Review and the Scheme for the establishment of the WMCA was reviewed and approved by the Shadow Board on 9th October 2015.

127. Following this approval, the Scheme was submitted to all of the constituent members for approval prior to submission to DCLG. District and borough councils, and the 3 LEPS, were invited to join the CA with 5 districts and 3 LEPS joining as non-constituent members.

128. Approval was given as follows:

Council	Cabinet date	Council date	Decision
Birmingham		15.09.15	<p>Towards a CA</p> <p>The Leader to move the following Motion:</p> <p>"1 Note the draft report of the Governance Review which has reviewed the proposed area and assessed the functional economy (Appendix 1).</p> <p>2 Approve the current draft scheme which is being considered by Councils who will form the CA (Appendix 2).</p> <p>3 Authorise the Council Leader and the Chief Executive to agree the version of the scheme for the establishment of a CA which will be submitted to Government for consideration in October.</p> <p>4 To note that the final proposal to establish a West Midlands CA will be presented to Full Council in April 2016."</p>
Coventry	06.10.15	13.10.15	<p>Devolution and Economic Growth – Scheme for setting up a West Midlands CA</p> <p>RESOLVED that Council agree:</p> <p>1. That Coventry City Council should join the proposed West Midlands CA after considering the information available including the West Midlands statutory governance review and Statement of Intent for the CA (appendices 1 and 2) and the results of the local engagement and consultation process (appendices 3 and 4)</p> <p>2. That Coventry City Council should approve the Scheme for a West Midlands CA for submission to the Secretary of State for Communities and Local Government.</p> <p>3. That any Devolution Deal would be subject to a separate and detailed decision by Cabinet and Full Council which would include an analysis of the benefits and risks and the</p>

Council	Cabinet date	Council date	Decision
			<p>value of the deal to the city of Coventry along with any proposed changes in governance including whether or not to have an elected metro mayor.</p> <p>4. That any Devolution Deal for the seven West Midlands metropolitan councils must require a unanimous decision by all the councils concerned.</p> <p>5. To undertake continued engagement across the city on the development of a CA and devolution.</p> <p>6. To continue to take a full part in the Coventry and Warwickshire Local Enterprise Partnership.</p> <p>7. To take a full part in and develop the Coventry and Warwickshire sub-regional local authority arrangements jointly with the other councils.</p> <p>8. That the Executive Director of Resources be given delegated authority in consultation with the Cabinet Member for Strategic Finance and Resources to make decisions on the Council's behalf to withdraw from the existing Coventry and Warwickshire Business Rates Pool and agree the terms for entering a new wider West Midlands business rates pool where appropriate.</p>
Dudley	13.07.15	(delegated)	<p>Resolved</p> <p>(2) That subject to (1) above, report and recommendations of Cabinet be approved and adopted, namely:</p> <ul style="list-style-type: none"> a. That the decisions of the Cabinet, as set out in the report, be noted b. That the Leader of the Council and the Chief Executive be authorised to agree the draft and final governance review findings and scheme for the purposes of public consultation and submission to the Department of Communities and Local Government; and c. That Officers be instructed to continue to progress the necessary feasibility work associated with (i) creating a potential CA and (ii) delivering the potential economic benefits detailed in the report
Solihull	30.09.15	13.10.15	<p>Resolved</p> <p>(i) That subject to the successful conclusion of the ongoing negotiations, the Direct Scheme for the establishment of a CA for the West Midlands be approved for submission to the Secretary of State;</p> <p>(ii) That subject to no material change being made to the Scheme by other Member authorities following the Council meeting, the Chief Executive, in consultation with the Leader of the Council be authorised to sign the final version of the Scheme for submission to the Secretary of State; and</p> <p>(iii) That it be noted that the acceptance of any Devolution Deal, as a whole or in parts depending on how</p>

Council	Cabinet date	Council date	Decision
			<p>announcements are made by Government, will require a future decision of the Council, and that the creation of a CA is separate to any Devolution Deal agreed by the Government</p> <p>(Noted: In approving the Scheme for submission, this meant that Solihull MBC will have agreed to be a constituent member of the WMCA from 1 April 2016)</p>
Sandwell	30.09.15	20.10.15	<p>It was unanimously resolved :-</p> <p>(1) that the Council confirms its commitment to become a constituent member of the West Midlands CA and endorses the draft Scheme for the CA and the Governance Review as the basis for the submission to the Secretary of State for Communities and Local Government;</p> <p>(2) that the Leader of the Council and the Chief Executive be authorised to agree, on behalf of the Council, the version of the Scheme for the CA which will be submitted to Government for consideration;</p> <p>(3) that, in order to further progress the Council's interests in the creation of a CA, the Leader of the Council and the Chief Executive be authorised to determine all matters appropriate to their respective position, that are required to progress the development of a CA;</p> <p>(4) that the authority vested in the Leader of the Council to determine and commit the Council to joint decisions required to be made by the Shadow Board as necessary to secure the delivery of a CA be reaffirmed</p> <p>(5) that, should it prove necessary in order to meet required timescales, the Chief Executive, in consultation with the Mayor, be authorised to call an extraordinary meeting of the Council for the purpose of receiving the final proposals and to determine if the Council should become a constituent member of the CA.</p>
Walsall	19.10.15	19.10.15	<p>Resolved</p> <p>That the final 'Governance Review' and 'Scheme' for the West Midlands CA be approved and submitted to the Secretary of State for Communities and Local Government; confirming that Walsall Council will join the West Midlands CA as a 'Constituent Member'.</p>
Wolverhampton	16.10.15	23.09.15	<p>It was resolved :</p> <ol style="list-style-type: none"> 1. That Council approve the current draft of the scheme (Appendix 1) and Governance Review (Appendix 2). 2. That Council approve delegation for the final approval of the Governance Review Scheme to the Leader of the Council (to allow timescales to be achieved). 3. That Council note a paper outlining the Devolution Deal progress to date (Appendix 3).
We have also noted the approvals of the ITA and PTE as follows:			

Council	Cabinet date	Council date	Decision
West Midlands Integrated Transport Authority	Board meeting 17.09.15		<p>Resolved:</p> <ol style="list-style-type: none"> 1. That the establishment of a West Midlands Combined Authority (WMCA) as recommended in the Governance Review and detailed in the proposed Scheme, subject to the approval in Parliament, be agreed; 2. That the Chair of the ITA in conjunction with the Clerk to the Authority be authorised to agree any further changes to the Scheme prior to its submission to the Secretary of State; 3. That subject to the formation of the CA and recommendation 1. above: <ol style="list-style-type: none"> a. the West Midlands Integrated Transport Authority (WMITA) be dissolved, its property, functions, rights and liabilities be transferred to the CA by Order; b. the West Midlands Passenger Transport Executive (Centro) (“the PTE”) be dissolved and its powers, functions, rights and liabilities be transferred to the CA by Order; c. the staff of the PTE be transferred to the CA pursuant to the Transfer of Undertakings (protection of Employment) Regulations (TUPE); d. the ITA Policy and Strategy Team (currently employed by Solihull MBC) be TUPE transferred to the CA; e. the employment terms and conditions (including Job Evaluation scheme) for the CA initially be the terms and conditions currently used by the PTE; f. the CA offices being initially based in Centro House; g. the current Transport Delivery Committee of the ITA be dissolved on dissolution of the ITA and reconstituted as the Transport Delivery Committee of the CA; 4. That the following being subject to further detailed work with appropriate reports being presented to future meetings: <ul style="list-style-type: none"> • The CA seeking concurrent Street, Highway and Transportation Powers with the seven Constituent Authorities; • Consideration being given to the development of a Strategic Transport Network (as per the proposals within the Devo Deal) and Transport Hub as detailed in paragraph 3.7 of the report.
West Midlands Passenger Transport Executive - CENTRO	Executive Board 24.09.15		<p>RESOLVED that</p> <ol style="list-style-type: none"> (1) the decision of the district councils and the ITA to form a CA and to seek devolved powers for the CA be welcomed ; (2) the proposal that the Secretary of State will be requested to abolish the PTE and transfer all powers and obligations of the PTE to the ITA immediately prior to the ITA powers being transferred to the CA be supported and (3) the timetable for the establishment of the CA including the submission to the Secretary of State for Transport be noted.

Council	Cabinet date	Council date	Decision

129. The Governance Review and approved Scheme were submitted to DCLG on 26th October 2015. At this point, it was expected – and set out in the Act (LDEDCA) – that any consultation would be undertaken by the Secretary of State. However, following discussions with DCLG, and in response to changing legislation under the Cities and Local Government Devolution Act 2016, this was deemed to be no longer the case. Following legal advice including QC advice, the constituent councils agreed to undertake consultation to inform the Secretary of State’s decision to establish a CA.

Consultation

130. The constituent councils of the proposed West Midlands CA carried out a public consultation, in connection with the proposals in the Scheme, to inform the Secretary of State for Communities and Local Government’s decision regarding the establishment of a CA in the West Midlands. The consultation summary is available on the West Midlands CA website.
131. <https://westmidlandscombinedauthority.org.uk/about/documents/>
132. Building on earlier engagement and in response to changing legislation, whereby if the constituent councils carry out a consultation that is deemed sufficient no further government consultation is required, the constituent councils carried out a consultation between 18th January and 8th February 2016.
133. This consultation has now closed and a summary of the consultation has been submitted to the Secretary of State and DCLG.

Consent to the draft Order to establish the CA

134. Following submission of the consultation summary responses, the Secretary of State has now confirmed to the constituent councils his intention to establish the West Midlands CA.
135. The draft Order was provided on February 22nd and each Council will then be asked to confirm its previous decision that the Council should formally become a constituent member of the WMCA. All Councils need to consent to the CA establishment Order by the 8th March in order to meet the Shadow Board required creation date of 1st June 2016. Final drafting amendments are likely to be delegated to the Chief Executive (or equivalent) and the Leader to avoid any delays in laying the Order before Parliament.
136. The expected date for each organisation to receive the CA Order is:
- Coventry – 23 February
 - Passenger Transport Executive – 25 February
 - Dudley – 29 February
 - Solihull – 1 March
 - Birmingham – 1 March
 - Wolverhampton – 2 March
 - Walsall – 7 March
 - Sandwell – 8 March
 - Integrated Transport Authority – 18 March
137. The CA order will also be received by the non-constituent members.
138. Subject to approval the WMCA will be formally established from 1st June 2016 at which point it will hold its inaugural meeting and agree its Constitution and ways of working. The functions of the West

Midlands Integrated Transport Authority and the Passenger Transport Executive (CENTRO) will be subsumed into the CA at that point.

139. Each constituent member will be represented on the CA by two members of its cabinet. Each non constituent member will be represented by one member of its authority.

Risks

140. Although the actions taken to date have been subject to considerable scrutiny and governance, there are still risks to be faced by the CA and its constituent members.
141. The possibility of a Judicial Review cannot be discounted. The Shadow Board legal adviser submitted a paper outlining the implications of a Judicial Review and the Shadow Board are aware of the possibility of this. It would seem that the most likely opportunity for a Judicial Review to be requested is at the point the Secretary of State determines if the consultation is satisfactory and drafts the Order. As the draft Scheme has been in the public domain for some time now (published by each Council in September/October 2015) and the draft Order has been published it would seem unlikely that a Review will be requested now but again, this cannot be fully discounted.
142. Although the draft Scheme has already been passed through each Council, there is still a possibility that one or more Councils may decide not to consent to the draft Order. This cannot be discounted and recent publicity around the future Mayoral election has seen increased publicity and increases the potential for challenge at the Council meetings.
143. Any of these risks materialising could have serious consequences with regard to the establishment of the CA. The timescales are very tight with a desire to ensure that the CA is established as soon as possible. At the moment these timescales are on track but there is very little leeway.

Looking forward

144. The decision to establish the CA, and the commitment from each of the constituent and non-constituent authorities, is a significant landmark in itself, but there is much to be done between the approval and day 1 of the new CA.
145. The Scheme itself sets out some of the functions and governance of the new CA such as Board membership, Executive arrangements and Scrutiny arrangements, but the words will need to be translated into actions. A new constitution has been drafted which Councils are due to note and/or ratifying shortly before final approval by the new CA Board. This constitution has been drafted by the legal representatives from the constituent councils under the supervision of the Shadow Board legal adviser.
146. The draft constitution has been prepared in parallel with the CA establishment process and was approved as a working draft at the Shadow CA Board meeting on 12th February 2016. It is intended that the constitution will be formally approved at the inaugural board meeting of the CA on vesting day.
147. There will be no let-up in the pace of change. The fact that the ITA and PTE staff will have TUPEd into the CA and therefore there will be a full functioning operation covering all standard operations including HR, Finance, Legal, ICT, strategy, and transport services addresses many practical issues but there will be a lot of focus on the new body and it is important to be performing from day 1 across all these business critical functions.
148. The Mayoral Order will need to be drafted and all Councils need to consent to this and the Devolution Deal by 31st May in order to meet the timetable agreed with the Government. Real care needs to be taken locally in working with CLG to finalised the Order so that arrangements meet local requirements as far as possible.
149. Appointments need to be made, particularly for key post holders and statutory positions.

150. Committee structures and terms of reference have to be considered in order to ensure that there is effective governance from day 1.
151. At the same time the individual Councils will be dealing with business as usual activities as well as elections in some cases.
152. There is also the possibility of changes to the CA in the longer term. This possibility does highlight the need for governance arrangements to be sufficiently flexible to accommodate new members within the 3 LEP geography. The administration and operation of the CA needs to be agile enough to ensure that an expanded membership does not dilute the effectiveness of the CA.
153. The political implications of an expanded membership will need to be understood and worked through, particularly if member Council leaders are to have distinct responsibilities for programmes, initiatives or projects.
154. The past 18 months has seen an unprecedented level of engagement and agreement between the member councils and significant input and commitment from each one, this level of commitment will need to be sustained if the new CA is to be successful from its inception.

Findings – Approving the Devolution Deal

Background, content and timetable

155. In July 2015 the Leaders of the seven Metropolitan Councils of the West Midlands launched a vision for the West Midlands CA called the Statement of Intent and in the following months worked closely with government to develop a draft Devolution Deal agreement based on the founding principles that it:

- ‘confirms and endorses our commitment to work together across a three-LEP geography to secure our objectives;
- focuses on the issues that really matter to the people and businesses of the West Midlands: growth, jobs, skills, transport and homes;
- recognises that economic growth for the West Midlands is part of the wider Midlands Engine;
- gives us the ability to create a substantial investment programme and to make the investments that we decide will have the biggest benefit for the West Midlands;
- enables us to start work with government on our public service reform agenda; and
- supports and strengthens our commitment to partnership with the private sector’.

Deal approval – in principle

156. On 17 November 2015, the West Midlands Devolution Deal (“the Deal”) was signed by the Chancellor of the Exchequer, Secretary of State for Business, Innovation and Skills, all seven of the West Midlands Metropolitan Boroughs and three Local Enterprise Partnerships (LEPs).

157. A summary of the Agreement is available on the WMCA website:

<https://westmidlandscombinedauthority.org.uk/media/1044/17-november-2015-west-midlands-combined-authority-deal-summary.pdf>

From principle to formal approval

158. The deal was contingent on a number of factors, including the legislative process to establish the CA; the establishment of a mayor for the West Midlands CA area; agreement by the constituent councils; agreement by Ministers; the outcome of the Spending Review; and further public engagement.

159. As detailed in the CA section of this report, consent was received from DCLG in January 2016 that the establishment of the CA could be done in two phases with the incorporation of the mayor subject to a separate process.

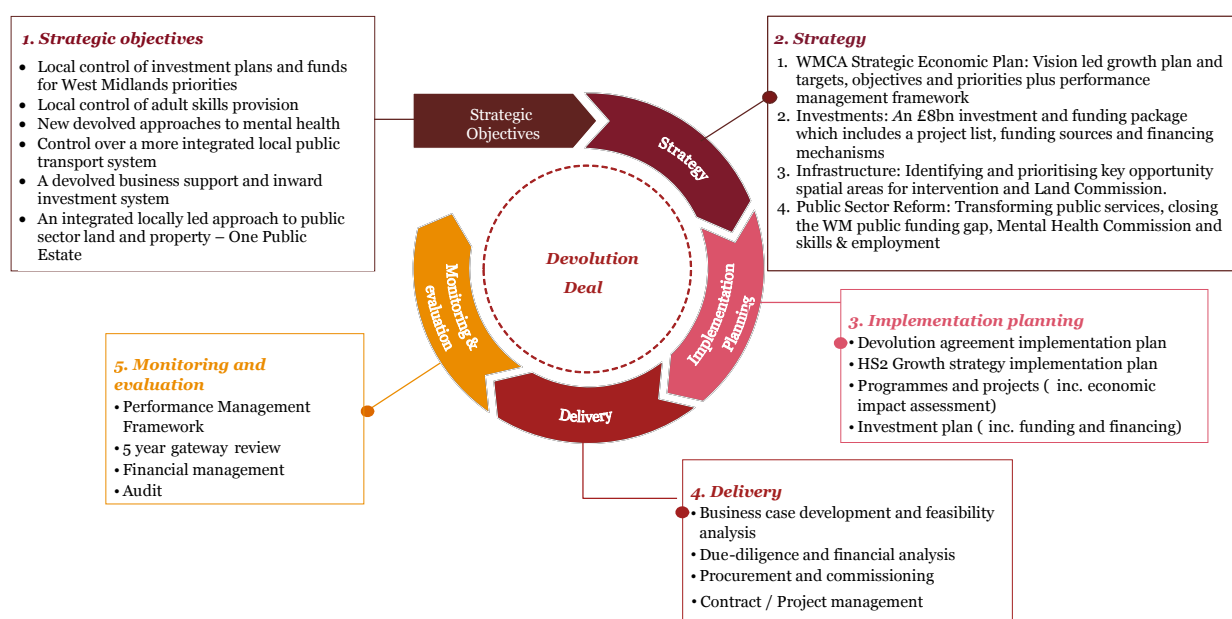
160. At its meeting on 20 November 2015, the WMCA Programme Board considered a paper which set out a series of issues in the proposed Deal that needed clarifying that had previously been raised by Leaders and LEP Chairs. The Programme Board was resolving these issues in early 2016 by clarifying outstanding matters through a ‘super-clarification’ process.

161. The Programme Board has continued at pace to develop a detailed understanding of each element of the Deal testing, where possible, the financial viability and profiling of the schemes. The vast majority of the issues outlined at the 20 November 2015 Programme Board meeting have been addressed fully during the ‘super clarification’ process but a number are still outstanding, either as a result of ongoing work within the WMCA or within government departments.

- 162. Some of the constituent Councils will seek approval of the Devolution Deal in the coming weeks and others will seek approval in May 2016. This split timetable meets the requirements of the Parliamentary timetable and the commitments set out in the Devolution Deal.
- 163. The outstanding ‘super-clarification’ issues are being resolved as soon as possible but some of the constituent authorities are likely to formally consider the Devolution Deal before all matters are resolved fully.

Our review

164. The scope of our review is to provide assurance at a point in time as well as highlighting what work is still in progress and what is to be done going forward. The following diagram sets out five stages in a delivery programme such as this which Chief Officers have been presented with previously. To date the vast majority of efforts have, rightly, been on addressing the strategic objectives, strategy and implementation planning required before approving the deal, reflected in steps 1 to 3:



- 165. In the coming months the focus must now switch to delivering at pace and addressing business process, capacity and capability matters of delivery.
- 166. **Significant progress has been made in a relatively short time period and the direction of travel in relation to the Devolution Deal is positive. Given the scale of the Devolution Deal and the complexities involved it is to be expected that the resolution of some matters is still ongoing and it is important to ensure that processes are established to monitor the effective resolution of these outstanding issues in the required timescales.**

Strategic objectives

Exploring a Devolution Deal

167. It was widely acknowledged by all stakeholders we interviewed that the creation of the CA and the signing of the proposed Devolution Deal has required collaboration in a fundamentally different way and on a different scale than ever before. The proposed Devolution Agreement represents a radical devolution of funding, powers and responsibilities to the region.
168. Interviews with stakeholders identified a number of economic and other benefits that resulted in a step-change in collaborative efforts:
- a Functional Economic Market Area (FEMA) assessment, which tested whether the geographic area covered by the three LEPs was markedly more coherent in economic terms than each of the individual LEP areas separately. This showed that the region was a functioning economic area that is even more inter-dependent than previously recognised;
 - the region can collaborate on matters of strategic importance to be greater than its consistent parts;
 - the economic benefits of agglomeration were significant and the links between the LEP areas had been growing recently;
 - growth in Gross Value Add (GVA) is not a zero-sum game as it was sometimes seen in the past. One area within the region benefitting significantly does not mean other areas losing out. On the contrary, the indirect benefits for the whole region can be significant;
 - supply chain value and indirect benefits – access to jobs, connectivity, cross-authority border job creation, economic development, housing growth, access to funding
 - this is not about jobs for each authority area. The focus is on the supply chain and ‘hub and spoke’ benefits with a recognition that job creation may not be evenly distributed but the whole region will benefit from growth in the region as whole;
 - Government policy led authorities to believe that the direction of travel toward further devolution was clear and that those failing to follow this direction would miss out on the opportunities it provided; and
 - there was also a firm belief that further devolution of power and funding would come in the future.
169. By the spring of 2015 there was a common understanding amongst the local authorities and LEPs that for better outcomes for local people and businesses the Devolution Deal needed to be considered further. The evidence increasingly pointed to a binary choice between what the individual entities could achieve on their own against what they could achieve through a combined effort.
170. In the summer of 2015, driven by the economic data summarised in the governance review and the shared common aspirations, the Leaders of the constituent members agreed a number of founding principles which drove the initial decision making in the run up to agreeing a Devolution Deal agreement and expansion of the membership of the emerging CA:
1. All leaders are committed to working together to deliver the vision behind the CA.
 2. All communities will benefit from the CA, but not all communities will necessarily benefit at the same time or in the same way.
 3. The CA should facilitate smarter investment decisions with better outcomes.
 4. The CA should deliver economic growth for the benefit of its communities.
 5. The CA should reform fragmented public services.
 6. The CA should walk before it can run and the initial focus should be on the ‘quick wins’.
171. These principles have remained fundamental to decisions taken since the proposed Devolution Deal was approved and are continuing to drive the arrangements that are being developed to implement the deal.
172. It is clear from discussions with all constituent and non-constituent Members that engaged with us, that the establishment of the West Midlands CA and the negotiation of a Devolution Agreement with

the Government provided Councils with the ability to go further and faster in exploiting the economic potential of the area. It also enables authorities to take more concerted action on productivity in the public and private sectors, including a programme of ambitious public service reform.

- 173. Our review of the economic market assessment information available to the constituent authorities supports this conclusion and would appear to be a sound basis on which to develop proposals.**

Agreeing the strategic intent for a Devolution Deal (Stage 1)

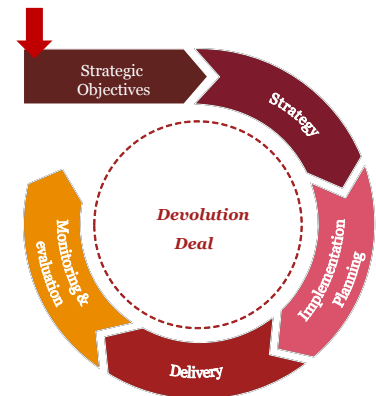
174. Between July 2015 and the signing of the Devolution Agreement in November 2015 significant progress was made toward finalising the desired outcomes from a Devolution Deal that must be present for the constituent councils to agree to the deal.

175. These were:

- Local control of investment plans and funds for West Midlands priorities (transport and land reclamation for housing and employment)
- Local control of adult skills provision
- A local employment service
- The development of new devolved approaches to mental health, troubled individuals and youth justice services
- Control over a more integrated local public transport system and influence over strategic road network planning
- A devolved business support and inward investment system
- An integrated locally led approach to public sector land and property – One Public Estate.

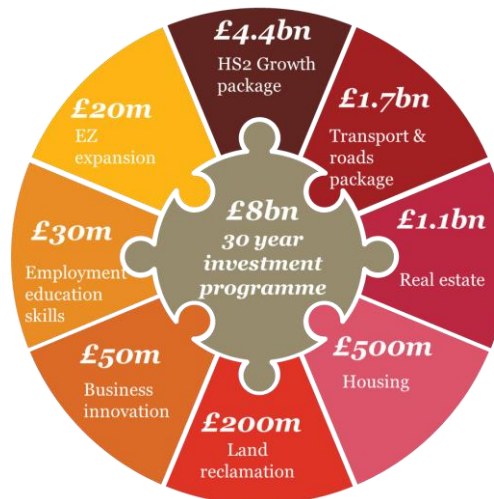
176. The Devolution Agreement agreed with Government in November 2015 set these out under four overarching themes:

- Collaborating to make the region act as one place
- Creating the jobs of the future
- Reforming public services to give people the help they need to succeed
- Connecting the region more effectively internationally, internally and with neighbouring areas.



Additional funding for economic growth

177. In addition to the direct devolution funding package, the WMCA has considered other benefits of devolution in achieving its objectives. These include significant devolved funding streams which are to be invested in support of local economic growth. At present an £8bn investment programme is being developed comprising over 13 programmes and over 50 projects:



178. Key elements of the Devolution Deal look to address some of the wider regional requirements to develop and sustain economic growth across the West Midlands region. The schemes below focus on key themes or areas within the region that will assist in the delivery of this growth:

- Coventry UK Central Plus – Connectivity
- Devolved Transportation Funding
- West Midlands Revolving Housing Fund
- Collective Investment Vehicle
- Coventry City Centre Regeneration
- Land Reclamation
- Business Innovation
- Employment, Education & Skills
- Enterprise Zone (EZ) Expansion excluding Curzon Street

179. Further details of these schemes and funding are set out below in the Finance section below.

180. It is expected that the combined package of funding fed by the Devolution Deal will bring:

- Benefits for every part of the area
- Our local investment priorities
- Half a million new jobs
- Better training and improved skills – enabling local people to get the jobs on offer
- Better public services – helping people into the labour market and reducing the public finance gap
- Better business support services to accelerate innovation and growth
- More and better homes
- Faster, more convenient and affordable transport

181. Although the provisional Devolution Agreement was subject to approval by each Authority and further work was required to refine exactly what was meant by each section of the Agreement, the Leaders of each of the seven West Midlands Metropolitan Boroughs agreed the provisional Agreement as a statement of intent to work with the government on what devotion could look like.

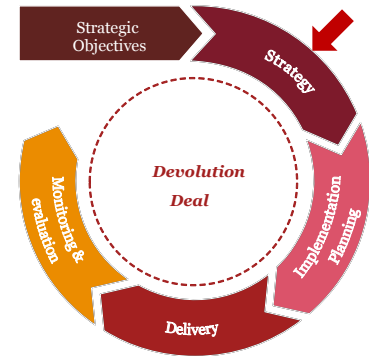
182. Our review supports the conclusion that the content of the Deal sufficiently met its objectives and, subject to its ongoing clarification, this appears to be a sound basis on which to sign the provisional agreement.

Finalising the Devolution Deal

183. The Programme Board has received updates on relevant government announcements made subsequently to ensure that any other matters arising from changes in policy are understood and considered, including on skills and apprenticeships, transport, devolution, housing and business rate retention. Where matters have required further consideration these have been incorporated into existing processes such as the super-clarification process.
184. At the end of January 2016 the WMCA Programme Board received a paper from the Chief Executive with responsibility for finalising the super-clarification process which summarised progress made.
185. Many of the issues outlined in November 2016 immediately after signing the Devolution Agreement have been addressed fully. A number of matters were still outstanding, either as a result of further decisions needed by the WMCA or, we understand, because of work ongoing within Government departments.
186. The most notable outstanding issues relate to:
- Governance across the three LEP geography: the Shadow Board is in continuing dialogue with HMT, and DCLG where appropriate, to confirm how powers would apply to different types of constituent members and to non-constituent members;
 - CPO powers: the Shadow Board is considering how the proposed devolution to the WMCA of the Homes and Communities Agency Compulsory Purchase Order powers should be exercised within the WMCA area; and
 - Reform of local government funding; the arrangements for the retention of growth in Business Rates are not yet certain, in particular the government's plan to allow Councils to retain 100% of the growth in business rates. The Investment Plan assumes that the CA will retain 0.3% in the growth of business rates over the 50% that is currently retained centrally. The CA have assumed this will generate £697 million over the life of the plan. If this growth is not secured for the CA as part of the future changes to Business Rates retention arrangements, the capital investment it supports may not proceed as planned. The impact of the existing Enterprise Zone arrangements on Business Rate growth will also need to be taken into account.
187. The intention of the Programme Board is to complete the 'super clarification' process by the end of February which should provide constituent and non-constituent members of the CA with sufficient information to make an informed decision on approving the Deal. We understand that there may be some slippage in this timetable although an exact date for completion is not known.
- 188. Each Council will need to determine whether or not the outstanding matters are of such significance that the Devolution Agreement cannot be approved in accordance with the proposed timetable. Ratification of the draft Deal is required for the first tranche of £36.5m to be released. Some, if not all, of the Metropolitan Councils are looking to consent to the Devolution Deal in March to meet the CA's commitments, as set out in the provisional Devolution Agreement.**

Strategy

189. Once the strategic objectives had been set, underpinned by the market assessment, economic work and governance review, the Shadow Board set about developing a strategic plan that will allow the vision to be achieved and the Devolution Deal to be fulfilled.



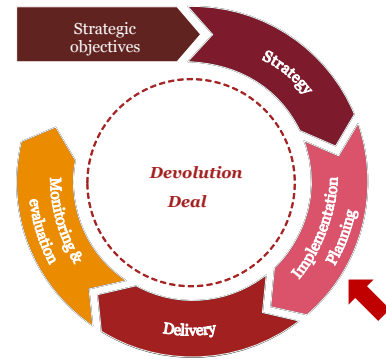
The Strategic Economic Plan

190. The WMCA has commissioned a Strategic Economic Plan (SEP) for the West Midlands region, taking as its starting point the individual economic plans for each of the LEP areas. This establishes the economic targets for the region, and is underpinned by an economic forecasting model and detailed delivery plans. It is designed to be a vision led document supported by technical papers and economic modelling.
191. The draft SEP sets out the action required to deliver the vision and in particular how the Devolution Agreement can be used to enable the region to 'go further, faster in doing so'.
192. The development of the SEP has been led by the three Local Enterprise Partnerships and Local Authority Leaders. The inaugural SEP is intended to complement and sit alongside the LEPs' individual SEPs and therefore focuses on action which:
- Exploits the provisions in the devolution agreement to enable the CA to go further and faster in enabling economic growth;
 - Is of strategic importance across the CA area and the wider LEP geography;
 - Is of sufficient scale to warrant attention at a CA level.
193. We have seen evidence of significant progress towards the development of a SEP to support the content of the WMCA Devolution Deal, as clarified by the super-clarification. The Sub-Board has continued to meet to develop a SEP for the CA area in accordance with the timetable set out by the Shadow Board. The Board:
- Established the structure of the Plan around which the Plan narrative will be built.
 - Is in the process of drafting an initial set of cross cutting programme propositions;
 - Is developing a critical path for the relevant communications and engagement required for the WMCA SEP taking it from draft to adoption via the CA Governance arrangements; and
 - Is developing SMART objectives which translate the vision into key measures and their relationship to the Balance Metrics previously approved by the Shadow Board.
194. The draft SEP set out eight strategic priorities as follows:
- *New Manufacturing Excellence*: to build on one of the biggest concentrations of high value manufacturing businesses in Europe, with global companies supplied by clusters of local businesses;
 - *Digital and Creative*: a programme to ensure that the level of business start-ups, growth and survival matches the best in the country with a particular focus on the digital and creative sectors;
 - *Environmental Technologies*: action to secure environmental improvements and contribute to low carbon sustainability and by doing so enable the growth of the environmental technologies sector.
 - *HS2 Growth*: a programme to maximise the benefits of the largest infrastructure project in Europe to drive economic growth across the Midlands.
 - *Housing*: action to accelerate the delivery of current housing plan and enable an increase in the level of house building to support the level of growth envisaged in this SEP;
 - *Skills for the Supply Chain and Employment for All*: a programme of activity to ensure that the skills of businesses are met and that everybody has the opportunity to benefit from economic growth;

- *Medical, health and wellbeing*: enable the growth of the health and care sectors to improve the health and wellbeing of the area, reduce demand on public services and enable economic growth;
 - *Exploiting the economic geography*: making the most of the scale and diversity of the West Midlands geography to enable economic growth and community wellbeing.’
195. Key implementation decisions arising from the SEP will be part of the central business of the CA. This process is expected to be supported by a decision making tool – the Dynamic Economic Impact Model (DEIM) – to ensure decisions are taken on the basis of a legitimate authorised process that all have signed up to. More detail on this mechanism is set out in the ‘*Balance*’ section later in this report.
196. The draft SEP reflects the draft Performance Management Framework and a further table of desirable programme impact and ambitions to deliver the vision. This work stems from the economic modelling previously commissioned by the CA.
197. Updates have been presented to the Programme Board and the approved timeline for finalising the SEP is:
- Endorsement by the WMCA SEP Sub Board at its March meeting;
 - Final sign-off by WMCA Programme Board in early April; and
 - Final sign-off by WMCA Shadow Board in early April.
198. A Devolution Strategy Group has recently been established, in part to ensure that all future Devolution negotiations are driven by the SEP.
- 199. The WMCA has commissioned the production of a vision-led Strategic Economic Plan that sets out the action that needs to be taken in order to deliver the vision and the detail of the Devolution Agreement. The development of the SEP has been subject to a rigorous governance process and is expected to be delivered on time to allow Shadow Board sign off before the CA vesting day. The development of the SEP is being delivered alongside the development of associated implementation plans and supporting documents.**

Implementation planning

200. The Devolution Agreement presents the WMCA with a range of opportunities and challenges summarised in the table below.
201. A significant programme of work has taken place since signing the Devolution Agreement to maximise the opportunities and minimise the challenges faced to achieving the WMCA’s strategic objectives. Underpinning the programme of work have been regular meetings of the Shadow Board and Programme Board.



The opportunity	The Challenge
<ul style="list-style-type: none"> • Devolved funding and powers – likely to increase as Government confidence in WMCA grows. • Increased local decision making • Whole place / whole system approach. Greater alignment of local and national partner agendas, priorities, funding, resources – the optimal complimentary investment programme. • Local investment planning and prioritisation • Local service redesign and commissioning • A programme approach – use funding more flexibly – no ring-fencing? • Leverage private sector investment • Minimise / transfer risk • Use of spending power to grow local businesses and leverage the supply chain of delivery partners. 	<ul style="list-style-type: none"> • Delivering the scale and ambition • Operating within a new and changing governance model • Mix of capital projects, revenue projects and service delivery • Projects at different stages of development • Delivery risk linked to economic and financial success of other projects • Need for increased resources • Partner budget pressures • Reputational and financial risks of non/delayed delivery • Devolved funding dependent on 5 year gateway review to assess that the investment has contributed to economic growth.

Decision making arrangements

202. The Shadow Board meets approximately once a month and is complimented by the Leaders meetings. The Shadow Board comprises the Leaders of the constituent and non-constituent local authorities and the Chairs of the 3 LEPs.
203. Review of Shadow Board minutes reveal that regular updates are provided on, and decisions taken in relation to:
- The Devolution Implementation Plan
 - The Super Clarification process
 - The Strategic Economic Plan (fed in from the Super SEP Board)
 - Individual work streams that are focussing on specific elements of the Devolution Deal such as Transportation matters
 - All three Commissions
 - Matters arising from the Programme Management Office such as finance update
 - Summary updates of governance announcements such as Spending Review 2015

204. These arrangements are supported by the Programme Board which meets weekly and includes the Chief Executive (or equivalent) from each of the constituent members as well as representatives from the non-constituent Districts and LEPs. These meetings are supported by officers, advisers and the Programme Team.
205. Review of Programme Board minutes reveals that regular updates are provided on, and actions agreed in relation to all of the above topics but with more in-depth discussion about programme management matters and updates on individual pieces of work that are being commissioned and managed by the Programme Board. Progress on discussions with government ministers and departments is also provided.
206. It is evident that responsibilities for different work streams and strands of work have been shared between Officers of each of the constituent members which has allowed a degree of specialism and provided balance and representation.
207. It also became apparent during discussions with stakeholders that being able to share the strategic intent, needs, wants and concerns of individual Board Members has continued to build trust and understanding across the constituent and non-constituent members.

Devolution Agreement Implementation plans

208. Many of the arrangements above focus on the Devolution Deal but other matters with less clear links to the Devolution Agreement are also covered. A specific programme of work is in place to ensure that the CA is ready for vesting day.
209. A high level Devolution Agreement Implementation Plan has been developed in partnership with government to identify lead accountabilities and milestones for each element of the Agreement. This document is a detailed plan which translates everything contained in the West Midlands CA Devolution Agreement into clear actions. This is an important tool for giving the CA and government departments the assurance needed that implementation arrangements for the Devolution Deal are robust. A summary version has also been prepared.
210. While it is considered necessary for the WMCA to have such a detailed plan in place, the CA and government departments also need a mechanism for monitoring delivery against the plan.
211. These documents have been presented to the CA Programme Board and are now being populated in full with a view to having a readily available tool against which to monitor progress by 4 March 2016. After this date regular monitoring of progress against plans will begin.
212. A specific implementation plan has also been developed for the HS2 Growth Strategy, setting out timescales and resources for the various parts of the strategy. The HS2 related projects in the broader funding package have sponsors and project leads from across the region and the projects are currently overseen by a separate Steering group.

Implementation progress to date

213. The arrangements set out above have already led to progress being reported to Board meetings. In later sections of the report we set out what further action is required to ensure delivery success but during our review we have identified a significant body of work in progress that has gone a long way to addressing issues covering the following topics:

Finance, funding and investment strategy

- An assessment of all the existing plans for infrastructure development in the region and their potential for generating growth has been undertaken.
- This work provides a basis for the next stage which is the development of an Infrastructure Plan for the WMCA, which meets the strategic aspirations of the SEP. This work is underway as is a validation of the investment strategy.
- Discussions are continuing to take place to clarify implications for changes regarding business rates.

Balance

- A Dynamic Economic Impact Model (DEIM?) review group has overseen the development of a bespoke model to support a full economic investment prioritisation exercise and integrated spatial strategy. This is designed to provide a clear mechanism to enable the objective assessment of a range of interventions across the 3 WM LEP areas in order for the WM CA Board to understand the impact of the intervention being proposed, its ability to deliver the Vision and how investment should be prioritised.
- DEIM is expected to be ready for the largest projects from April/May in line with the SEP and the expectation of the CA is that it will give the CA the tools and mechanisms to demonstrate how benefits flow fairly and effectively.

Joining up linked work streams

- Efforts have been made to ensure coordination and linkage with the Balance, Infrastructure Work streams, and the SEP.
- A Steering Group has been convened to join up key work streams to work in unison under one overarching working group incorporating outcomes from:
 - WMCA SEP (Coventry City Council’s CEO is overall lead, Walsall Council’s CEO leads on balance, Economic Work stream own this work)
 - Investments (The Finance Officer group together with Sandwell Council’s CEO owns this work)
 - Infrastructure (Sandwell Council’s CEO and the Infrastructure work stream own this work) plus
 - Public Sector Reform
- A CA Infrastructure and Investment Strategy is being developed that links the Strategic Economic Plan (SEP), Dynamic Economic Impact Model (DEIM) that will enable the development of the SEP Delivery Plan.

Appraisal and performance frameworks

- Work is underway to develop a robust performance management framework and an assurance framework. Further details are set out elsewhere in this report.

Governance planning for delivery

- Governance arrangements have been put in place for the operation of the Shadow CA and the CA Shadow Board receives proposals from Programme Board over what effective governance arrangements could be before and after vesting day. Work is continuing to finalise governance arrangements that are effective both for the CA and for the associated entities and delivery agents. A draft constitution has been drafted.
- Agreement in principle has been reached regarding future arrangements for entities such as Finance Birmingham and Marketing Birmingham.

Practical and technical factors

- There are a significant number of practical and technical matters which have been, and continue to be, addressed. Earlier sections of this report set out progress on legal and constitutional matters such as the Constitution. Other matters that have been progressed include:
 - There has been some progress on filling key interim Officer roles and work is ongoing towards identifying what other roles are required and how they will be filled.
 - Changes in working relationships between the CA, the Integrated Transport Authority and the Passenger Transport Executive have been identified and managed. Resolutions have been reached regarding future changes and key reports have been considered by both ITA and Shadow Board.
 - Functions, officers and systems in existence within the ITA and PTE are expected to automatically role into the CA.
 - Discussions have taken place with DCLG and Treasury on VAT and Corporation Tax.
 - A fund has been created from contributions from constituent and non-constituent members to fund activities that are required by the Shadow Board.
 - The process has begun to develop a CA budget for 2016/17 in both shadow and fully constituted form. It is expected that a CA draft budget will be endorsed at a Shadow CA meeting prior to 1 April

2016 and subsequently a formal budget approved by the full CA as soon as possible after its formation.

Commissions – from Strategy to Delivery

214. The WMCA committed to establish three major independent Commissions to inform future work that it expects to be co-commissioned with central government as they represent critical shared challenges. These are:

- A Land Commission to ensure that the pipeline of appropriate land for development should not become a brake on the delivery of the new SEP.
- A Mental Health Commission to identify the contribution that devolution can make to addressing poor mental health and wellbeing with a view toward transforming mental health and wellbeing services and re-balance them to prevent demand for public services and critically to improve outcomes.
- A Productivity Commission to increase productivity in both public and private sectors and increase the opportunities to transfer best practice between the sector types.

215. Progress has been reported regularly to Board and we understand the current status to be as follows:

Land Commission:

- Draft Terms of Reference have been prepared and a Chair identified.
- Progress is being made toward recruiting for and convening a commission.
- A technical brief has been issued to the market to scope the potential toolbox of initiatives that will accelerate the pace, scope and quality of delivery of residential and commercial development across the three LEP geography.
- A timetable for the Commission has been agreed with an expected publication date for the Commission's findings of September 2016.

Mental Health Commission:

- The membership of the Commission has been resolved and a Chair identified.
- A steering group for the Commission has been established.
- The Commission has developed a set of key lines of enquiry (KLOE).
- The Commission has met a number of times so far and has plans to meet regularly over the coming months.
- A timetable for the Commission has been agreed with an expected publication date for the Commission's findings of July 2016.

Productivity Commission:

- Members of the Programme Board have met with representatives of the UK Commission for Employment and Skills (*UKCES*) to explore potential Productivity Commission approaches.
- Productivity Terms of Reference have been drafted.
- Further work is ongoing to agree the approach and scope of the commission.

216. *A significant programme of work has taken place since signing the proposed Devolution Deal in November 2015 to maximise the opportunities and minimise the challenges faced to achieving the WMCA's strategic objectives. The politicians and officers should be commended for the achievements to date. We have seen evidence of the decision making arrangements put in place operating on a regular basis and we have identified a significant number of developments that indicate the arrangements are working.*

217. *Many of the developments are live and current so we cannot reach final conclusions on outcomes but the direction of travel is positive.*

- 218. *By developing a Devolution Agreement Implementation plan with support from government the WMCA is well positioned to monitor ongoing implementation plans and quickly identify any areas of slippage so that action can be taken.***
- 219. *It is important that the pace of implementation continues and does not slow due to distractions arising from the formation of the CA or the upcoming elections.***

Finance

The CA Investment Programme has been developed to plan the proposed investments. It covers a wide range of projects, and analyses the programme by both scheme and funding mechanism. The source of this data is information supplied by the Shadow CA. It represents a snapshot of the plan at this point in time and it is therefore work in progress. There are a range of schemes included, from fixed shorter-term schemes to others which are broader in nature:

CA Investment Programme Theme	Devolution Deal					Partner Funding				Investment Funds			Total
	Borrowing funded from rev grant, precept, BR Supp't & BR growth	EZ	Transport Capital Grant	Existing DfT/HS2 funding	Metro Capital Funding	Local Contributions	Public Sector Major Partner Contributions	ESIF	Other Private Sector Contributions	Collective Investment Vehicle	Productivity Fund	Revolving Housing Fund	
		£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
HS2 - UK Central Interchange	317			216		139							672
HS2 - Curzon Street Station Masterplan	51	559											610
HS2 Curzon - Bull Street to Curzon Street Metro Extension				41									41
HS2 Curzon - Adderley Street Digbeth Metro Extension					97								97
HS2 - Metro Birmingham Interchange		183			492								675
UK Central Infrastructure Package	319						395						714
HS2 Wider Connectivity Package exc Metro Birmingham Interchange	570			95			273						938
Brierly Hill Metro Extension	103				207		0						310
High Speed Supply Chain and Business Support						12		13			325		350
HS2 Growth Strategy	1,360	742	0	351	795	151	668	13	0	0	325	0	4,406
Coventry UK Central Plus - Connectivity	247			89		27	8						370
Devolved Transport Investment			1,299										1,299
West Midlands Revolving Housing Fund												500	500
Collective Investment Vehicle										1,000			1,000
Coventry City Centre Regeneration	150												150
Land Reclamation	200												200
Business Innovation	50												50
Employment, Education & Skills	20					10							30
EZ Expansion excluding Curzon St		20											20
WM CA TOTAL CAPITAL	2,026	762	1,299	440	795	188	676	13	0	1,000	325	500	8,025
Plus interest Costs	1,006												
Repaid from revenue resources over 30 years*	2,918												

220. The CA Investment Programme has been developed to plan the proposed investments. It covers a wide range of projects, and analyses the programme by both scheme and funding mechanism. The plan is split into two main sections; the HS2 Growth Strategy and the rest of the CA Investment Programme.
221. A number of projects were specifically mentioned in the Devolution Deal, in particular:
- The HS2 Growth Strategy;
 - Eastside Metro extension to Digbeth; and
 - The Metro extensions from Curzon to Interchange and from Brierley Hill.
222. The Investment Programme includes these schemes, in addition to a number of other planned investments.
223. Business Cases for each of the projects in the programme are at varying stages of development. Further assurance and/or due diligence may be required once the cases are fully developed. We have considered the individual schemes as they stand along with their funding streams, and have raised comments as appropriate.

Projects

224. The Investment Programme outlines a number of key projects which are planned to be delivered by the CA. The nature of the Investment Programme is that it is a long-term plan, up to a 30-year period, for capital investment in the region. As a result, the status of the specific projects in the programme are inevitably at varying stages of development and certainty. This includes the degree to which the following are in place:
- detailed plans, such as an Outline or Full Business Case;
 - confirmation of planned costs;
 - the timing and sequencing of projects;
 - accessibility and confirmation of funding;
 - how the projects score against the emerging SEP objectives and Balance metrics; and
 - the level of risk associated with delivery.
225. The Investment Programme presents the HS2 Growth Strategy schemes in the top half of the table which amount to £4.4 billion of proposed investment. Work to ensure the area benefits from HS2 has been ongoing for a number of years prior to inclusion in the Investment Programme. The schemes are supported by a draft HS2 Growth Strategy Implementation Plan which has been developed by the Greater Birmingham and Solihull Local Enterprise Partnership in conjunction with a number of other stakeholders.
226. The plan outlines the individual schemes and the proposed programme governance arrangements. The projects have sponsors and project leads, and are overseen by a steering group currently chaired by the Chair of the GBS LEP. The governance arrangements are relatively well developed considering the timescales involved.
227. We have considered the main projects in the HS2 Growth Strategy and summarised them in the table below:

Project	Value £m	Comments
HS2 – UK Central Interchange	672	<p>The ‘UK Central – Hub’ Preliminary Concept Masterplan was launched in August 2014. It highlights the opportunity for development surrounding the proposed HS2 station.</p> <p>The HS2 Growth Strategy refers to a fully integrated approach being necessary to fully realise the benefits of the Interchange Station. This will include:</p> <ul style="list-style-type: none"> • delivery of a new international landmark gateway; • enhanced access and connectivity; • provision of a highly connected economic ‘growth hub’; • creation of a residential community with 1,900 new homes; and • creation of a linear park through the development. <p>Solihull Metropolitan Borough Council is establishing an Urban Growth Company (UGC) to lead and co-ordinate the delivery of the infrastructure to support development of Interchange Station site, beyond that which will be delivered by HS2.</p> <p>The plans for the development of the Interchange Station and the associated infrastructure are in development and these will need to be finalised for the impact on the Investment Programme to be confirmed. Close working with HS2 and the relevant land owners will be required to ensure that the required capital works will be appropriately sequenced and co-ordinated.</p>
HS2 – Curzon Street Station Masterplan	610	<p>The Birmingham Curzon HS2 Masterplan was launched in February 2014 and set out the wider development opportunities from securing a well-integrated station and unlocking other development opportunities in the vicinity. The vision is well established.</p> <p>This element of the HS2 Growth Strategy is proposed to be mostly funded (91%) by the Enterprise Zone which has been agreed with government to surround the station. The remainder of the funding is provided by borrowing supported by the revenue stream secured in the Devolution Deal.</p> <p>The Investment Programme outlines the following individual schemes:</p> <ul style="list-style-type: none"> • HS2 Station Environment; • Site Enabling Works; • Local Transport Improvements; • Connecting Economic Opportunities; • Duddeston Viaduct Sky Park; • Social Infrastructure; • Unlocking Strategic Development Sites; and • Delivery Vehicle Operating Costs. <p>The HS2 Growth Strategy Draft Implementation Plan states that because the primary funding source is via the Enterprise Zone it is anticipated that the existing Accountable Body function, currently</p>

Project	Value £m	Comments
		<p>performed by Birmingham City Council, will be extended to cover Curzon.</p> <p>A detailed business plan is being prepared for Curzon that will set out the strategic programme for Curzon covering the Curzon Infrastructure Investment Programme, the priorities, strategy, future governance structure, investment programme, funding and resource requirements. This plan needs to be prepared, with ongoing engagement with stakeholders including HS2, in order for the proposed benefits outlined in the Growth Strategy to be realised.</p>
HS2 Curzon – Bull Street to Curzon Street Metro Extension	41	<p>The extension of the Metro from Bull Street through to Curzon Street Station is part of a wider plan to extend the Midland Metro. Funding for this part of the Metro extension was secured as part of the Greater Birmingham and Solihull LEP Growth Deal secured in July 2014, comprising £5.5m for development and preparatory works and a provisional amount of £35 million to help deliver the extension to Curzon Street, which has now been secured.</p> <p>A Transport and Works Act Order (TWAo) application will need to be made to the Secretary of State. Any objections received will need to be satisfactorily addressed before approval is received.</p>
HS2 Curzon – Adderley Street Digbeth Metro Extension	97	<p>The Metro line is planned to be extended from Curzon Street station to Adderley Street via Digbeth High Street. This was not funded by the 2014 Growth Deal. The Devolution Deal stated that the government ‘commits to funding the Eastside Metro extension to Digbeth, subject to a business case, to support the first part of the HS2 Growth Strategy.’</p> <p>A robust business case will need to be developed and approved by the government in order for the funding to be released. A TWAo will also need to be secured.</p>
HS2 – Metro Birmingham Interchange	675	<p>The Metro is planned to be further extended from Adderley Street to the HS2 Interchange site. Work on establishing the proposed route of the line is ongoing.</p> <p>A proportion of the funding for this line is planned to be provided by funding from the Curzon Street Enterprise Zone (£183 million). The current working assumption of the CA is that the remainder of the required funding (£492 million) will need to be funded by the government through a future capital grant. The Devolution Deal stated that the government ‘supports the work of the Shadow Board to develop a delivery plan, encompassing the Metro extensions from Curzon to Interchange’.</p> <p>The CA will need to develop and present a robust business case to government, demonstrating clear economic benefits, in order for any future funding to be allocated to the scheme. A TWAo will also need to be secured, which given the length and nature of the potential route will require sufficient time to be built in to the project plan.</p>
UK Central Infrastructure Package	714	<p>To realise the UK Central vision a UK Central Infrastructure Package is being developed that will involve local network improvements, public realm and town centre enhancements, green infrastructure and digital connectivity. In particular, this includes:</p>

Project	Value £m	Comments
		<ul style="list-style-type: none"> • Improvements to Junction 6 of the M42, to be delivered by Highways England; • A45 Damson Parkway junction improvements; • Parking improvements; • NEC / Airport interventions; • A UK Central people mover to provide access between the HS2 Interchange site and the NEC / Airport; • North Solihull public realm and regeneration projects; • Improvements to Solihull town centre; • Blythe Valley Park improvements; and • Wider connectivity improvement, including digital. <p>The schemes are planned to be funded through a mix of public sector partner contributions, and borrowing supported by CA revenue streams.</p> <p>The plans for the development of the Interchange Station and the associated infrastructure are in development and these will need to be finalised for the impact on the Investment Programme to be confirmed. Close working with HS2 and the relevant land owners will be required to ensure that the required capital works will be appropriately sequenced and co-ordinated.</p>
HS2 Wider Connectivity Package exc Metro Birmingham Interchange	938	<p>A wider connectivity package is also proposed to deliver local and sub-regional connectivity to HS2 stations. The schemes focus on improving labour access to the station masterplan sites, access to HS2 for key business sectors, and improving access for deprived areas of the area. An HS2 'Connectivity Package' has been developed by the West Midlands Integrated Transport Authority, from which the schemes in this package are derived.</p> <p>The schemes in the package include:</p> <ul style="list-style-type: none"> • The Metro extension from Centenary Square to Edgbaston in Birmingham; • A number of 'Sprint' bus schemes; and • A series of rail schemes, including the Camp Hill Chords, Water Orton enhancements and other rail investments in the region. <p>The Edgbaston Metro extension and one Sprint route on the A45 to the Airport were provisionally funded as part of the 2014 Growth Deal. Outline timescales and business cases are being developed, or have been developed, for the majority of these schemes. The delivery will be dependent on satisfactory final business cases being developed and the WMCA obtaining at least part funding from others. The current working assumption in the Investment Plan is that 1/3 will be funded by Public Sector Partners, and 2/3 from local sources.</p> <p>The current working assumption is that the rail schemes in the Investment Plan will be 1/3 funded by Network Rail and 2/3 locally. These schemes will need to be prioritised for delivery by Network Rail in their future Control Periods if they are to be funded and successfully delivered.</p>

Project	Value £m	Comments
Brierley Hill Metro Extension	310	<p>The proposed extension of the Metro from Wednesbury to Brierley Hill via Dudley is part of the Investment Programme. The Devolution Deal states that ‘As part of establishing their prioritised investment programme, the CA Shadow Board will bring forward business cases for individual transport projects for the government to consider, where required in line with existing agreements and processes, including the interlinked Metro extensions to Brierley Hill and HS2 Interchange’.</p> <p>The scheme has been planned for a number of years and is for 11km of new tramway with up to 17 stops. A TWAO is already in place, having been approved in 2005 and implemented through works in 2009. Compulsory Purchase Orders may be required to implement the route. Any deviations from the approved TWAO would require an amendment to the existing order to be approved.</p> <p>The current funding assumptions in the Investment Programme are for 1/3 to be funded through borrowing against WMCA revenue streams, with 2/3 to be funded by a future capital grant from government. The CA will need to develop and present a robust business case to government, demonstrating clear economic benefits, in order for any funding to be allocated to the scheme.</p>
High Speed Supply Chain and Business Support	350	<p>The objective of this programme is to develop and support all supply chain companies who seek out business support and assistance to capitalise upon the opportunities presented by the delivery of the HS2 programme. It focusses on 4 key areas:</p> <ul style="list-style-type: none"> • Business Engagement & Diagnostics; • Market Development; • Building Information Modelling (BIM); and • Developing Capability and Capacity. <p>Initial funding of £20m has been secured for a pilot, which has started in February 2016. Discussions are underway with a view to enlarging the pilot fund with planned private sector leverage of £350m.</p>
HS2 Growth Strategy	4,406*	The schemes above form the HS2 Growth Strategy

*The casting error in the table is due to rounding on the individual schemes in the Investment Programme. We have presented the same figures as appear in the Investment Programme for consistency.

228. The remaining schemes in the Investment Programme are the bottom half of the table and are worth £3.6 billion. We have reviewed the main projects in the remainder of the Investment Programme and summarised them in the table below:

Project	Value £m	Comments
Coventry UK Central Plus – Connectivity	370	<p>The Coventry UK Central Plus investment focusses on a number of infrastructure schemes, including:</p> <ul style="list-style-type: none"> • A46 Expressway Junction Enhancements to improve its resilience and reliability; • A City Centre First Programme to unlock University and Friargate growth access; • The Coventry South Growth Zone, to unlock the further expansion of housing, employment and higher education. To include new road connectivity and land remediation; • Improved connectivity to the UK Central HS2 Hub and Birmingham Airport; and • A Western Urban Corridor Capacity Major Scheme, to upgrade to the main urban corridors to the west of the City Centre. <p>An outline business case and full business case will need to be developed for all of these schemes. The schemes will need to continue to be developed in conjunction with stakeholders to ensure they are consistent with other proposals. The phasing of the schemes needs to be agreed ensure the funding required can be accessed.</p>
Devolved Transport Investment	1,299	<p>The Investment Programme includes an estimated £1.3bn of Transportation funding which is due to be devolved to the area over the next 10 years. This is comprised of the following existing funding streams:</p> <ul style="list-style-type: none"> • Growth Deal; • Highways Maintenance Block; • Integrated Transport Block; • Active Travel, Smart Ticketing, Low Emissions Funding; and • Cycling & Walking. <p>Negotiations with central government need to be progressed and the arrangements for the flow of these funds finalised.</p>
West Midlands Revolving Housing Fund	500	<p>The West Midlands has a significant requirement for new homes each year to meet demand. The Investment Programme includes a revolving housing fund to address the shortfalls faced by developers in the funds they can raise from the private sector. A fund of £500 million is proposed, with an ambition for private sector loans to at least match the fund to provide £1 billion in total.</p> <p>The CA is in the process of developing a Housing Strategy which will need to be finalised and approved so that it can drive the way this proposed fund will be utilised. The exact details of how the fund will be established and accessed, and how private sector funding will be successfully leveraged also need to be developed.</p>
Collective Investment Vehicle	1,000	<p>The ‘Collective Investment Vehicle’ (CIV) will be an evergreen fund to provide senior debt and mezzanine loans for commercial real estate development where commercial lending is not currently able to meet the demand. The Investment Strategy will target an economic return and will be focused on a range of outputs including GVA, area of brownfield land regenerated, and new employment space provided. The plan is for an initial capitalisation of £70 million (secured through prudential</p>

Project	Value £m	Comments
		<p>borrowing) to leverage at least £1billion of additional private sector and applicant investment over the 10 year life of the fund.</p> <p>The plans for the CIV are already in development. The details of how the fund is going to be established and accessed, how private sector funding will be successfully leveraged, and the profile of the investment fund need to be finalised.</p>
Coventry City Centre Regeneration	150	<p>The Investment Programme includes £150 million for the regeneration of Coventry City Centre. The main schemes are the development of Coventry City Centre South and Friargate and are supported by a proposed funding profile.</p> <p>The status of these schemes will need to be confirmed; in particular, a green book compliant business case and a funding profile are likely to be required in order for funding to be allocated.</p>
Land Reclamation	200	<p>The Investment Plan allocates a £200 million fund for land reclamation. The delivery of the CA's ambitions will depend the ability to reuse brownfield sites to accommodate both housing and employment growth. This will be an important aspect of the Investment Programme.</p> <p>The cost of the land reclamation scheme is to be met through borrowing funded by the CA's revenue streams. The proposed 'West Midlands Land Commission' will need to be established and a detailed plan developed which outlines the framework through which individual land reclamation projects will be prioritised.</p>
Business Innovation	50	<p>The CA has a number of aims in the facilitation of business innovation. This includes an 'innovation audit' and supporting the provision of economic modelling, analysis and prediction.</p> <p>The cost of the scheme is to be met through borrowing funded by the CA's revenue streams. More detailed plans will need to be developed to demonstrate how this proposed scheme will be delivered.</p>
Employment, Education & Skills	30	<p>The cost of the scheme is to be met through borrowing funded by the CA's revenue streams. Plans have recently been developed to demonstrate how this proposed scheme will be delivered. We have not reviewed these plans.</p>
EZ Expansion excluding Curzon Street	20	<p>This scheme represents the balance of the Enterprise Zone funding generated from its expansion, excluding Curzon Street. The detailed schemes which relate to this scheme will need to be developed.</p>
Total	3,620	The value of the non-HS2 Growth Strategy schemes.

*The casting error in the table is due to rounding on the individual schemes in the Investment Programme. We have presented the same figures as appear in the Investment Programme for consistency.

Funding

229. The Devolution Deal document sets out the terms of a proposed agreement between the West Midlands CA Shadow Board and the government to progress the devolution of funding, powers and responsibilities. The Devolution Deal provides for:

- £36.5 million a year of revenue funding provided over 30 years; and
- The ability for a CA Mayor to place a supplement on business rates to fund infrastructure, with the agreement of the relevant local enterprise partnership boards, up to a cap.

230. It is these funding streams which will be used to fund borrowing to invest to drive growth, supplemented by other sources of funding, including from a potential precept on Council Tax, Enterprise Zones, transport grants and local contributions. These funding streams are planned to support the CA Investment Programme. The Shadow CA Board has undertaken a process of identifying which projects should be funded from these revenue streams and those projects have been described above.

231. The main funding streams in the current version of the CA Investment Programme are as follows:

Funding Stream	Value £m	Comments
Borrowing (funded from Devolution Deal)	2,026	<p>The Devolution Deal provides the opportunity for revenue streams to be used to fund the borrowing necessary for capital investment programmes. The revenue streams primarily relate to:</p> <ul style="list-style-type: none"> • £36.5 million of revenue funding per year over 30 years from the Devolution Deal; and • Revenue raised from Mayoral revenue, comprising: <ul style="list-style-type: none"> ○ a £10 Band D Council Tax precept, raising £6 million in 2017/18 and rising by 2% each year; ○ a Business Rate supplement of 2%, raising £30 million each year; and ○ Business Rate growth of 0.3% on the 50% of currently retained by government, raising £1.5 million each year and growing cumulatively. <p>The Investment Programme assumes that the revenue raised supports borrowing for capital investment of £2,026 million, with interest costs of £1,006 million. The main assumptions are that:</p> <ul style="list-style-type: none"> • The Mayor will generate the revenue stated above. If decisions are not made to raise the revenue, the available funding to support investment will be lower; • The Local Enterprise Partnerships approve any Business Rate supplement, as required by the Devolution Deal; and • Prudential borrowing is to be accessed based on an affordable rate. <p>If these assumptions change, the level of capital investment that can be made would also be subject to change. For example, the arrangements for the 100% retention of the growth in business rates by Local Authorities has not yet been confirmed. The Investment Programme will need to be reviewed in light of any changes.</p>

Funding Stream	Value £m	Comments
Enterprise Zone (EZ)	762	<p>Funding relating to the Curzon Street Enterprise Zone has been included as part of the CA Investment Programme. This relates to capital investment that is planned to be paid for through the increase in Business Rates assumed over the life of the Enterprise Zone. The funding primarily contributes to the Curzon Street Station Masterplan and the Metro extension to Interchange.</p> <p>The arrangements for the ring-fencing the revenue gained from growth in business rates for an Enterprise Zone, when the government is also looking to devolve 100% of business rate growth to local councils, has not yet been confirmed. The impact of the Enterprise Zone on the wider business rates growth available to individual Councils will also need to be considered.</p>
Transport Capital Grant	1,299	<p>Devolved funding for transport across the CA is included in the Investment Programme. It is split across a number of categories – Growth Deal, Highways Maintenance Block, Integrated Transport Block, Active Travel – Smart Ticketing – Low Emissions Funding and Cycling & Walking.</p> <p>This primarily represents funding streams that are currently devolved to individual Councils, and assumes a continuing level of investment over the life of the Devolution Deal. The phasing of the capital spend will need to be agreed.</p>
Existing DfT/HS2 funding	440	<p>A number of projects in the Investment Plan refer to pre-existing funding arrangements from central government. Primarily this relates to:</p> <ul style="list-style-type: none"> • £216 million of funding for UK Central Interchange; • £41 million for the Bull Street to Curzon Street Metro extension; • £95 million for the HS2 Wider Connectivity Package – £60 million for a Metro extension from Centenary Square to Edgbaston, and £35 million for the A45 Sprint Scheme; and • £89 million for expressway junction enhancements and connectivity to UK Central. <p>The majority of this funding has been confirmed, in some instances subject to a business case being approved.</p>
Metro Capital Funding	795	<p>The Investment Plan includes £795 million of Metro Capital Funding. The current working assumption is that this will fund approximately 70% of the total cost of each the following proposed Metro schemes:</p> <ul style="list-style-type: none"> • £96.7 million – Curzon Street Station to Digbeth; • £492 million – East Birmingham to Interchange; and • £206.7 million – Wednesbury to Brierley Hill. <p>The balance of the funding for the schemes is funded from existing agreed funding (Bull Street to Curzon Street Station), Enterprise Zone funding (East Birmingham) and CA Borrowing (Wednesbury to Brierley Hill).</p>

Funding Stream	Value £m	Comments
		The Devolution Deal states that the government ‘supports the work of the Shadow Board to develop a delivery plan, encompassing the Metro extensions from Curzon to Interchange and from Brierley Hill’. Any future funding will be subject to the approval of a satisfactory Business Case by central government.
Local Contributions	188	<p>Local contributions of £188 million have been identified in total in the Investment Plan.</p> <p>The most significant of these is a contribution of £139 million towards HS2 UK Central Interchange from interested parties. The source and nature of this funding stream will need to be confirmed and secured as part of ongoing negotiations with the relevant stakeholders.</p>
Public Sector Partner Contributions	676	<p>Contributions from other public sector bodies have been assumed in the Investment Plan. The most significant assumed funding is:</p> <ul style="list-style-type: none"> • £395 million towards the UK Central Infrastructure Package. This is for improvements to Junction 6 of the M42 by Highways England, and a contribution to the ‘People Mover’ at UK Central; and • £273 million towards the HS2 Wider Connectivity Package, from both the Department for Transport and Network Rail; <p>Funding towards the UK Central Infrastructure Package reflects stated intentions from Public Sector partners.</p> <p>Funding towards the HS2 Wider Connectivity Package will be dependent on government decisions on funding for such schemes, for example through a future Local Growth Fund bid, and through Network Rail’s investment plans in Control period 6 and beyond. The availability of funding is dependent on the ability of individual schemes to meet the criteria for prioritisation set out by the relevant funding body.</p>
European Structural and Investment Fund (ESIF)	13	Funding of £13 million from the ESIF has been included in the Investment Plan to support the wider HS2 Supply Chain and Business Support programme.
Private Sector Contributions	-	No direct private sector contributions to individual projects have been assumed in the funding for the Investment Plan. This position could change, subject to successful negotiations with the private sector in relation to specific schemes.
Collective Investment Vehicle (CIV)	1,000	<p>A Collective Investment Vehicle is planned as an evergreen fund to provide senior debt and/or mezzanine loans for commercial real estate development. This revolving fund will be targeted at commercial real estate projects which will require a level of funding support which the commercial lending sector is not presently able to meet.</p> <p>The Investment Plan has assumed that an initial capitalisation of £70 million from prudential borrowing could deliver in excess of £1billion of additional private sector and applicant investment over the 10 year life of the fund. The details of the fund are currently being developed and the exact profile and arrangements for the CIV need to be finalised and agreed.</p>

Funding Stream	Value £m	Comments
Productivity Fund	325	This a new WM Productivity Fund which will be designed to bring benefits to smaller businesses. Relationships are being developed with the banking sector to provide a £325m private funding resource, though formal agreements will need to be progressed.
Revolving Housing Fund	500	The supply of new homes in the West Midlands is currently less than half of demand. Developers are faced with shortfalls in the funds they can raise from private sector lenders as at the outset of a project. A loan fund of £500m has been identified as being required to assist in bridging the gap. It is envisaged that private sector loans will at least match the fund to provide £1bn of total resource. The source of this fund and its profile has not yet been finalised.
Total	8,024	

*The casting error in the table is due to rounding on the individual schemes in the Investment Programme. We have presented the same figures as appear in the Investment Programme for consistency.

Future actions

232. The potential for the West Midlands CA to invest up to £8 billion through the Investment Programme is a very significant opportunity for the area. The Investment Programme is a work in progress, reflecting intended schemes and associated funding at this point in time. A number of risks have been highlighted through our review of the programme schemes and funding mechanisms:

Timescales

233. Given the timescales involved and the varying status of the individual schemes, the cost of individual projects has the potential to increase from the estimates included in the Investment Plan. It will be important for WMCA to monitor and review the cost of schemes on a regular basis, and to update the Investment Programme accordingly.

Funding

234. The funding for a number of the schemes in the Investment Plan is not certain. The CA will need to review the funding streams regularly, and update the Investment Plan to reflect any changes in assumptions. In particular:

- The £36.5 million annual revenue funding from the Devolution Deal, to create an investment of over £1 billion, is subject to a jointly agreed 5-yearly gateway assessment process to confirm the investment has contributed to economic growth. Refer to the section on Balance for more details. This revenue stream of £1,095 million over a 30 year period supports in the region of £692 million of investment in the current plan.
- A significant proportion of planned borrowing is supported by Mayoral revenue streams. Once a Mayor is elected, decisions will need to be made on whether a £10 Band D Council tax precept and a 2% Business Rate levy will be introduced. The Mayoral revenue streams are currently planned to generate the following funds over the life of the Investment Programme; if these are not progressed, the capital investment they support may not proceed as planned:
 - £10 Band D Council Tax precept – Revenue of £233 million over 30 years, currently assumed to support capital investment of £135 million; and
 - Supplementary business rate - Revenue of £870 million over 30 years, currently assumed to support capital investment of £535 million.
- The arrangements for the retention of growth in Business Rates are not yet certain, in particular the government's plan to allow Councils to retain 100% of the growth in business rates. The

Investment Plan assumes that the CA will retain 0.3% in the growth of business rates over the 50% that is currently retained centrally. The CA have assumed this will generate £697 million in revenue over the life of the plan to support £349 million of capital investment. If this growth is not secured for the CA as part of the future changes to Business Rates retention arrangements, the capital investment it supports may not proceed as planned. The impact of the existing Enterprise Zone arrangements on Business Rate growth will also need to be taken into account.

- A number of Metro extensions are currently assumed to be reliant on capital funding being made available in future by government. In order for the required funding to be accessed, an effective approach to developing compelling business cases and presenting them to government will be required.
- Local Contributions of £188 million in the Investment Programme will need to be identified and agreed with relevant parties.
- Public Sector Partner Contributions of £676 million are required to deliver a number of the transport schemes in the Investment Plan. The CA will need to influence the funding and prioritisation decisions made by partners, including central government, Highways England and Network Rail. Effectively delivering schemes which already have funding will be an important factor in the ability of the CA to access future funding.
- The CA should continue to review the opportunity for private sector contributions to contribute to the Investment Programme.
- A number of investment vehicles and revolving funds are planned as part of the Investment Programme. The funding mechanisms and governance arrangements for these funds, and a process for measuring the benefits delivered, need to be agreed.

Sequencing

235. The sequencing of projects and timing of cash flows is a significant factor. The CA will not be able to fund or deliver all of the capital investment in the early years of the programme. The timing of borrowing requirements also impacts on affordability of overall borrowing. The prioritisation and phasing of schemes needs to be agreed in the context of the overall programme.

Profile

236. The borrowing profile in the Investment Plan is a cautious estimate of when the funds may be required. This profile is likely to change as planned investments become more certain.

Slippage

237. Slippage is possible in any capital investment scheme. Significant slippage in the Investment Programme would have a considerable impact on the planned timing of borrowing and capital investment. It may also undermine stakeholders' confidence in the CA to deliver what it plans. A clear focus on delivery of what is planned and when is therefore required.

Re-prioritisation

238. Preparing the Investment Programme is an ongoing iterative process. As a result it is subject to the potential for change, particularly if the other risks noted here materialise. Prioritisation of schemes using an agreed transparent methodology will be required.

Business cases

239. Green Book compliant full business cases are likely to be required for all of the proposed schemes in the Investment Programme. Further development of the proposed schemes is required, particularly for the non-HS2 Growth Strategy schemes. The CA will need to agree on how the development costs of these schemes are to be funded. Whether development costs can be capitalised will also need to be considered.

Supply chain

240. The Investment Programme represents a significant demand on the supply chain. In addition, the draw of nationally significant investment such as HS2 will impact on the spare capacity of the private

sector to deliver on all the schemes when planned. This may also create cost inflation over and above the assumptions made in the Investment Plan.

Stakeholders

241. A large number of funders and stakeholders are involved in the delivery of the Investment Plan. Good stakeholder management by the CA and effective collaboration with partners will be critical success factors.

Financial and operational expertise

242. The demands of continuing to develop the Investment Programme, in addition to the other duties of the CA, will require access to financial expertise. This will be dependent on the ability of the CA to access the right capacity and capability for financial support.
243. The responsibility for operational delivery of the proposed schemes needs to be agreed and understood by all relevant parties.

Programme governance

244. Programme governance arrangements need to be agreed which are consistent across all of the schemes in the Investment Programme. The arrangements for the governance of the HS2 growth strategy schemes are relatively well developed. The CA should consider establishing consistent governance arrangements across the whole Investment Programme.

Passenger Transport Executive (Centro) and Integrated Transport Authority (ITA)

245. Separately to the matters noted above, the CA will inherit the ITA levy, currently amounting to £124.8m, and an associated capital program of £34.4m, for which funding mechanisms are already in place. The CA needs to ensure there is smooth transition, and that the current funding and capital programme continue to be monitored and reviewed.

Summary

246. A significant amount of work has been undertaken in a relatively short period of time. The Investment Programme sets out a set of schemes and funding streams which will inevitably be subject to change and further iteration as proposals develop.
247. **The range of risks which exist, the number of future actions that are required and the wide scope of the Investment Programme, mean that establishing an effective, proportionate CA governance structure will be critical to ensure that appropriate decisions are made. The ability of the CA to make well-informed decisions, and to deliver against its stated priorities, will be fundamental to its future success.**

Prioritisation and Balance

Background

248. The concept of Prioritisation and ‘Balance’ were identified in the [West Midlands CA Statement of Intent](#) from July 2015, which outlined that ‘of our agreed principles, one of which is to ensure that all communities benefit. To seek to achieve this, we will demonstrate an objective means with which to assess interventions, or the design of interventions, so that these are aligned to our balanced economic outcomes for the West Midlands CA’. It also states that ‘all communities will benefit from growth, but not necessarily at the same time or in the same way’.
249. The purpose of the workstream is to direct the design and prioritisation of CA interventions, and to measure the impact of those interventions. This is a critical concept in ensuring that the CA has an open, transparent and agreed process for the evidence based prioritisation of projects which may be competing for limited resources.
250. To test the Balance principle that ‘all communities will benefit’, and to define the basis from which the design and assessment of interventions are aligned to balanced outcomes, five balance objectives were identified and aligned to the emerging draft Strategic Economic Plan (‘SEP’) as part of the SEP work stream:
- Economic Growth – To improve GVA for the region in line with the UK average;
 - Skills – To improve skills levels so that people have the skills and qualifications to access jobs;
 - Accessibility – To improve the connectivity of people and business to jobs and markets respectively;
 - Business Competitiveness – To improve the productivity (GVA) of our businesses focusing on our growth sectors; and
 - Land – To improve the quantity of high quality, readily available development sites; turning brownfield sites to high quality locations that meet our housing and business needs.
251. Each of these objectives is being developed into a SMART objective for inclusion in the Strategic Economic Plan. The timescales set by the CA for the development of this work stream have been met to date.

Prioritisation

252. Prioritisation is a fundamental aspect of any programme of investment. The CA is unlikely to have the capacity or finance to do everything it wishes to. In order to prioritise CA interventions, a robust and transparent decision making process is required. This process needs to be balanced and evidence-based to deliver the outcomes sought by the CA, not solely driven by political or other factors. The planned Prioritisation & Appraisal Framework will follow three filters:
- First filter of interventions assessed against criteria – a mechanism to decide if the project is sufficiently developed to progress, which will require an Outline Business Case;
 - Second filter – using the Dynamic Economic Impact Model (DEIM), a green book appraisal of a Full Business Case and a detailed assessment of the funding plan; and
 - Third filter – the agreement of steps to implementation, agreement of monitoring and reporting processes, final sign-off and due diligence.
253. The Balance metrics are required to enable the prioritisation process to take place and to measure the subsequent impact of interventions. The metrics need to be driven by the Strategy of WMCA, and as a result are aligned to the balance objectives noted above. Developing a set of metrics, aligned to the objectives, will allow the CA to measure the impact of interventions at the planning and execution stages of individual projects. The metrics will be designed to be:

- Aligned to WMCA strategic priorities;
- Measureable, accurate & specific;
- Based upon reliable and consistent data sources;
- Not complex or costly in the collection of information; and
- Ensure accountability for monitoring and reporting purposes.

Actions to date

254. A Balance work stream has been established, overseen by the Shadow WMCA Board, to progress the development of the metrics and model by which the impact of interventions will be assessed. The established working group includes representatives from key stakeholder groups including relevant Councils, the Department for Business, Innovation & Skills and the Treasury. The Programme Board approved the approach to Balance, and the Performance Management Framework, on 24 July 2015.
255. A number of actions have been taken to date:
- A separate work stream is in place to develop the WMCA Strategic Economic Plan (SEP) and Performance Management Framework as set out earlier in this report.
 - The SMART objective indicators will be the basis upon which the WMCA appraise and prioritise the programme of interventions to deliver the WMCA SEP. Prioritisation will be driven by the performance of interventions against the agreed metrics, to deliver the greatest economic benefits to the area and allow balance to be achieved in terms of opportunities created across the WMCA.
 - A single investment appraisal framework is being developed in conjunction with the Balance and SEP work streams. It is important that this is designed to ensure consistency in the promotion of individual schemes. It needs test the readiness and deliverability of individual schemes before WMCA approves programme entry.
 - A Dynamic Economic Impact Model is being developed to measure the impact of interventions. The model was commissioned by the Shadow CA and is a bespoke economic modelling framework to be finalised in April 2016. It will measure the economic impact of investments in a spatial context and their impact on a programme level. It will help to:
 - Understand the impact of individual investments in terms of their economic impact (as measured by GVA) in order to robustly and transparently prioritise investment across the three WM LEP areas; and
 - Appraise and prioritise different types of interventions (e.g. housing versus transport) on a level playing field.
 - The Balance metrics will be agreed and set so that individual projects and groups of projects can be tested in the DEIM against them. Some initial modelling has been undertaken to test schemes in the DEIM against emerging Balance metrics, and this needs to be progressed to ensure there is confidence in the model before it is approved.
 - The DIEM work will aim to provide an overarching metric to assess programme interventions. Within the programmes individual projects will be expected to demonstrate through a business case that the project in questions can deliver outcomes across the range of 'balance' metrics and performance management framework indicators.
- 256. Good progress has been made in drafting a SEP, developing a Performance Management Framework and progressing the DEIM and Balance work stream in accordance with the planned timescales. The direction of travel is positive. All of these elements continue to be in progress and their successful ongoing development and subsequent approval are critical to the overall Investment Programme.**

Future actions

257. As noted above, the development of the Balance work stream is still ongoing and a number of actions are planned:

- Finalising and approving the draft SEP, including the Performance Management Framework;
- Ensuring there is clarity on the SMART objectives which will measure the CA's progress against its stated vision. The devolved revenue funding from the Devolution Deal is dependent on a 5 year gateway review to assess that the investment has contributed to economic growth, and the monitoring arrangements need to be designed with this in mind;
- Primary and secondary Balance metrics are not yet embedded and in operation. They need to be agreed to inform the assessment of individual schemes, and investment programmes, in the DEIM. The balance metrics exist to inform decisions about the extent and location of interventions at both the planning and investment decision stage. The potential metrics need to be identified, tested and agreed to ensure they are appropriate and deliver against the proposed outcomes in the SEP. This is important to avoid the potential for later disagreement on the prioritisation the model recommends;
- A process needs to be agreed for the identification and assessment of individual schemes. This needs to be approved and communicated to key stakeholders, including potential private sector promoters;
- The decision-making process for investments needs to be agreed so that all stakeholders are clear on what basis this will be done. This should include how the WMCA Board will be supported in their decision-making, for example through the involvement of specialists, and how the constitution drives the decision-making process; and
- The Balance metrics and DEIM may need to be subject to refinement and iteration in future periods. A process for updating them should be agreed.

258. The CA has made good progress in developing the Prioritisation and Balance work stream. The emerging mechanisms are on track to meet the objective of ensuring that all communities benefit from growth, but not necessarily at the same time or in the same way. It is critical that the CA agrees an open, transparent and fair process through which individual schemes, and programmes of interventions, will be identified, assessed, prioritised and their success monitored. There needs to be clarity and agreement amongst all key stakeholders on the process to be followed, and on the specific metrics by which schemes will be analysed. Once this is agreed, the decision-making process should be the primary way in which investments are prioritised.

259. Once the Balance metrics and DEIM model have been finalised, the extent to which the existing Investment Programme is consistent with the emerging SEP, and the degree to which the proposed interventions will deliver the intended outcomes, will need to be established. In particular, the SEP will have an increasingly significant role in influencing ongoing devolution and funding decisions. Given the range of risks associated with the Investment Programme it is also likely that re-prioritisation will need to occur. This should be driven by the agreed process for decision-making referred to above.

Delivery

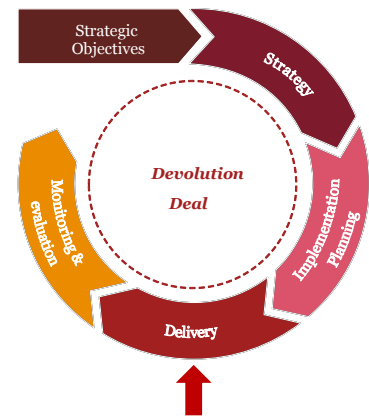
260. As the CA vesting day approaches attention will need to focus increasingly on delivery rather than strategy and implementation planning. The scale of this task is considerable.

261. We see a number of areas that will need to be addressed during this phase and have grouped them in to three categories:

- Financial
- Legal and governance
- Technical and practical

262. From our stakeholder interviews it is clear that these issues are well known and there is a broad acceptance that it is acceptable for these matters to be ongoing at the time of approving the Devolution Agreement.

263. The main future actions required to minimise delivery risk in relation to financial matters are set out in ‘Future Actions’ headings of the Finance and Balance sections above. The main future legal, governance, technical and practical actions are set out below.



Legal and Governance

Structure for delivering the deal as a whole

264. Many of our comments on the governance arrangements for the CA are applicable here. There are some additional considerations that the CA will need to address:

- The historical establishment of the region’s ITA demonstrated the desire to work together on strategic issues and the Devolution Deal creates an opportunity to build on this example and for governance to be joined up more effectively and transparently in relation to economic development, regeneration and transport. Approving a governance model that is effective before and after a Mayor is in post is of vital importance.
- Once the organisation design is finalised then the roles will need to be filled. The CA has made good progress on filling some interim statutory posts but further work is required to fill all statutory roles and identify Cabinet Lead roles and Portfolios.
- Decisions are required regarding the arrangements below the CA Board level (such as Steering Groups and Project Boards).
- The options for governance structures and resourcing need to be reviewed in consultation with the local authorities, local enterprise partnerships and the Secretary of State.
- Governance needs to operate at a programme and project level to address matters such as project prioritisation, funding, funding allocations and sequencing.
- Operational responsibilities for decisions on projects need to be clearly defined, referenced and understood.
- Pending further information from the Super-clarification process, arrangements will need to be finalised for non-constituent members and, potentially, for different types of constituent members (e.g. District, Metropolitan and County) before and after a Mayor is in post. We understand that a draft constitution is written and ready for approval.

Ensuring the governance arrangements for component parts are joined up and flexible enough to allow for further devolution

265. There are a number of existing governance arrangements for entities that currently come under the CA or may do so in the future. Examples include Centro (the Passenger Transport Executive), Integrated Transport Authority, Super-SEP Board, HS2 Programme Boards and LEPs. The CA will need to ensure that arrangements to implement the Devolution Deal effectively do not adversely impact, and are not adversely impacted by, other arrangements. The CA should ensure that all governance options and structures are considered for their suitability for delivery at pace.
266. The Super-SEP that is being developed is expected to sit alongside the SEPs of the three LEPs. Success in implementing the Devolution Agreement will be enhanced if all four SEPs are aligned.
267. The Devolution Agreement is expected to be the first of many agreements. The CA should endeavour to ensure that the arrangements put in place for the implementation of the Devolution Deal are likely to be fit for purpose for further devolution arrangements.
268. There is a strong possibility that the CA will be extended to cover additional constituent or con-constituent Members. The governance arrangements need to be flexible enough to absorb future changes whilst maintaining the ability to make speedy and robust decisions.

Capacity and capability to take robust decisions quickly

269. A very strong and recurring theme from our stakeholder discussions was an appetite for light and transparent 'bureaucracy'. Any new governance arrangements must be robust but allow for responsive decisions, informed by advice from statutory officers amongst others.

270. *The governance arrangements for the CA are now well established. As the delivery of the Devolution Deal develops, and if membership of the WMCA evolves, it is critical that the governance arrangements for delivery are integrated, agile and robust.*

Technical and practical

Practical matters

271. There are a number of very practical matters that will need to be resolved to benefit from the Devolution Agreement; many by the CA vesting day. These include, but are not limited to:
- Filling key roles whether statutory or non-statutory in nature. These include the Section 151 Officer and Monitoring Officer as well as roles such as Clerk or Secretarial roles.
 - Endorsing a CA draft budget at a Shadow CA meeting prior to 1 April 2016 and subsequently a formal budget approved by the full CA as soon as possible after its formation or on the vesting day.
 - Gaining clarity over the timescales and process involved in securing WMCA borrowing capabilities for non-transport related borrowing.
 - Identification of formal sources of assurance (Internal and External Audit). We have met with the Appointed Auditor of each constituent Member and they have requested to be informed of progress in April 2016 and thereafter.
 - Confirmation of VAT status after technical consultation and HMT Procedure. A Statutory Instrument may make the Authority VAT exempt but this will need to be confirmed.

Financial package

272. The scale, breadth and delivery timeframe of the current £8bn investment programme is still being developed. Some projects are more advanced than others. There is a need to review each of the projects in the programme to ensure that for each project the following are identified:
- The status of their development (e.g.: conception, design, OBC, FBC, procurement, delivery);
 - The certainty of the costs allocated to them;
 - The sequencing and timing of their delivery and other project interdependencies;
 - The availability of and type of funding they will need;
 - The project sponsor(s) within the region and in Central Government;

- Specific criteria they may need to meet for third party sign off;
- The requirement for them to be tested against any WMCA project appraisal framework;
- Key risks associated with their delivery;
- The adequacy or not of the current approval processes and governance arrangements; and
- Key matters that need to be actioned at both project and programme level to address delivery risks.

Delivery vehicle

273. The CA is working towards identifying the most appropriate delivery vehicle for the proposed investments. The model will need to balance the following factors:

- Capacity
- Capability
- De-risking
- Control
- Funding
- Efficiency gains
- Speed
- Incentivisation
- Agility
- Maximising private sector leverage
- Reporting and accountability

274. There are pros and cons associated with single delivery vehicles and a mixed approach. A thorough options appraisal is advised and the appropriateness of different arrangements should be considered for the investment vehicle.

Capacity and capability

275. Delivering such a significant programme is a huge undertaking and the CA needs to demonstrate the deliverability of the Devolution Agreement every five years. Our stakeholder engagement identified that delivering at pace in the first 5 years is a concern and there was a real appetite to assess and demonstrate the ability of the CA to deliver the Deal based on more information. It is suggested that:

- A capacity and capability gap analysis is required within the CA to determine what additional resources are required.
- A capacity and capability gap analysis is required in the market to determine what risks there are to delivery given the significance of the additional demand that the programme will generate.

Risk sharing mechanisms

276. Formal agreement is due to be sought from the CA Shadow Board that all current and future projects are subject to the proposed new regional economic prioritisation process, 'Dynamic Economic Investment Modelling' (DEIM) following the development, testing and sign off of the new financial modelling tool. There needs to be very clear expectations and parameters around the use of this tool and the accompanying approval process before decisions are made about individual projects.

Assurance Framework

277. The development of a WMCA Assurance Framework is expected to be approved by BIS before funds are made available to the CA. It is expected that the framework will:

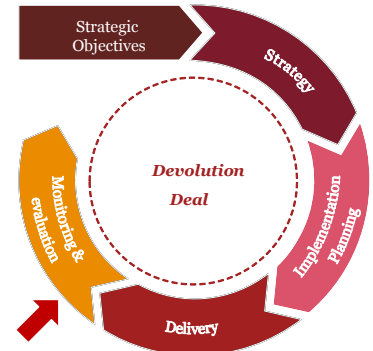
- Describe the governance and decision making process for investment made by the WMCA;
- Describe the role of different stakeholder groups;

- Set out the agreed principles of WMCA investments;
 - Describe the project lifecycle appraisal process and how the DEIM model fits in the process; and
 - Need to link to the 5 year gateway process development.
278. The need to set the scope of the framework and generate sufficient detail will have to be balanced against the time available to secure BIS approval on a timely basis.
279. ***Establishing the CA and clarifying the Devolution Deal have been the main priorities to date. This has taken significant commitment and drive and the pace of change is continuing to accelerate. More focus can now be given to implementing and embedding effective working practices to support the delivery plan and the achievement of objectives.***

Monitoring and evaluation

Assurance and Performance Management frameworks

280. The Assurance Framework and Project Lifecycle Review is currently underway. As part of that review consideration needs to be given to other assurance frameworks that projects could be subject to. The role of central government in the Assurance Framework also needs to be understood.
281. The Assurance Framework will need to be developed alongside the Government 5 year gateway review process so that it tests the projects against the agreed gateway metrics to mitigate the risk on underachievement of outcomes and loss of future funding.
282. The need to develop a robust framework to satisfy BIS's requirements for the annual £36.5m devolved funding to be released mean that timescales for completing this work are tight.
283. Every year performance will be assessed against the SMART objectives in the SEP's Performance Management Framework. Progress must be measured, monitored and reported on a timely basis to allow action to be taken to address any under-performance.



Audit

284. Formal sources of assurance (Internal and External Audit) for the CA need to be finalised. The relationship between the roles and responsibilities of Auditors of the constituent Members and non-constituent Members compared to those of the CA will also need to be understood. The risks to the Audit and Value for Money conclusions will be different for the two types of entity.
285. We met with the Appointed Auditor of each constituent Member and had very positive, constructive discussions. They were highly engaged with the process to date and have requested to be consulted further in April 2016 and regularly thereafter.
- 286. Formal detailed monitoring and reporting of progress in delivery the Deal will only be required once the CA is formed. However, the requirements for a robust Assurance Framework to be approved by BIS before devolution funds are released mean that this task is time critical. There are a number of decisions that need to be taken for the Assurance and Performance Management frameworks to be finalised and the Board needs to ensure that the key decisions that need to be taken to inform the Assurance framework are understood and can be taken before vesting day.**

Conclusion

287. Councils are expecting to make key decisions over the coming months:

- Whether to consent to the order to create the West Midlands Combined Authority (WMCA).
- Whether to approve the Devolution Deal.

288. The WMCA has made considerable progress in a short space of time to enable these decisions to be taken safely. The work undertaken to date in the following areas should enable Members to take those decisions on the back of a body of evidence and with some confidence that the areas of future work are being planned effectively and that a robust and balanced process has been followed to date:

- Identification and resolution of legal matters relating to the approval and formation of the CA.
- Development of strategic objectives and a strategic economic plan supported by financial and non-financial evidence.
- Development of a detailed implementation plan and commencing planning for delivery.

289. We have been provided with sufficient evidence to conclude that, at this point in the process, enough has been done to prepare Councils for the decisions they need to take. There are some significant risks to the delivery of the Investment Programme, many of which would be faced without the Devolution Deal, which will need careful management as the Programme moves forward.



This document has been prepared only for the Wolverhampton City Council and the other Constituent Councils of the proposed West Midlands Combined Authority and solely for the purpose and on the terms agreed with Wolverhampton City Council. We accept no liability (including for negligence) to anyone else in connection with this document, and it may not be provided to anyone else. If you receive a request under freedom of information legislation to disclose any information we provided to you, you will consult with us promptly before any disclosure.

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