

# Programme Business Case

Single Assurance Framework



Coventry  
University



West Midlands  
Combined Authority

**PROGRAMME BUSINESS CASE**

The purpose of the **Programme Business Case (PBC)** is to select the projects and activities required to deliver the programme’s spending objectives in support of the agreed strategy for the delivery of policy objectives.

A PBC should be used where several linked projects contribute to the same outcomes and cannot be treated separately. Producing a complete and detailed PBC means that the business cases for those projects can be smaller because they can refer to this submission.

**To support better spending, investment decisions and better procurement, this Programme Business Case should be written using WMCA guidance. In addition, it is a requirement that all proposals for public funds submitted to WMCA are guided and based around the HM Treasury’s Green Book and supporting information can be found [here](#).**

<b>PROGRAMME DETAIL</b>			
<b>Programme Name:</b>	Commonwealth Games Legacy Fund WMCA Culture Programme		
<b>Directorate (if WMCA internal):</b>	Strategy, Integration and Net Zero		
<b>Organisation (if WMCA external):</b>	n/a		
<b>GOVERNANCE</b>			
<b>If external to WMCA, when was this project approved by your internal governance?</b>	n/a		
<b>STAKEHOLDER INVOLVEMENT</b>			
Provide the names of the following stakeholders who have been sighted on this business case prior to submission, note this is a mandatory requirement:			
<b>Senior Responsible Owner (SRO):</b>	Salla Virman		
<b>WMCA Executive Director:</b>	Ed Cox		
<b>Finance Lead:</b>	Aqeel Rizvi		
<b>Legal Representative:</b>	Nigel Channer		
<b>Procurement Lead:</b>	Victoria Zhao		
<b>Other (i.e., HR / Health &amp; Safety):</b>	Nathan Morrison/HR		
<b>VERSION CONTROL</b>			
<b>Version:</b>	2	<b>Date:</b>	14/03/2023
<b>PBC Prepared by:</b>	Salla Virman	<b>Job Title:</b>	Senior Policy Officer, Culture

## EXECUTIVE SUMMARY

PLEASE PROVIDE A ONE-PAGE STAND-ALONE SUMMARY OF THE PROPOSED PROGRAMME WHICH INCLUDES (MAX 500 WORDS)

- A BRIEF PROGRAMME DESCRIPTION
- TARGET OBJECTIVES
- ASSOCIATED OUTPUTS

This PBC provides detail for the culture pillar of the CWG Legacy Enhancement Fund (CWGLEF) allocated for WMCA delivery. Total funding available is £4.1 million (100% revenue) to be delivered over the next two financial years, i.e. 2023/24 and 2024/25. A minimum of £1.3m will be for the direct benefit of constituent Local Authorities, i.e. double-devolved, with allocations set for Local Authorities or funding set aside for local capacity building.

It provides the regional legacy for the Culture pillar of the Birmingham 2022 Commonwealth Games. The B2022 Festival created an opportunity to develop our international profile, as well as to start addressing regional challenges on low levels of cultural engagement, poor cultural infrastructure, disparity of investment and resilience of our cultural sector.

WMCA is well placed to lead the regional culture legacy as it has already developed strategic regional approaches to ensure culture plays a key role in inclusive growth. The creative sector is also identified as one of the priority sectors in Plan for Growth, and a new formal partnership with Government Arm's Length Bodies (ALBs), together with existing WMCA investment (e.g. skills) provides additional opportunities to maximise impacts.

Focus will be on activities that:

- Deliver longer-term benefits and lead to improved resilience of the cultural sector,
- Deliver benefits across the whole WMCA geography,
- Secure more investment for the region going forward,
- Better embed culture into other policy areas (e.g. skills),
- Incorporate relevant learning from the CWG cultural programme.

Delivery is focused on four key mission pillars derived through the WMCA objectives for culture and specific CWG objectives:

WMCA OBJECTIVES		MISSION		CWG PILLAR
<b>Participation</b> – Making sure that all our communities realise the benefits of culture (wellbeing, quality of life, cohesion)	→	<b>1. Cultural engagement, communities &amp; social value</b>  WMT SPECIAL FOCUS ON DIVERSITY, EQUALITY AND INCLUSION	←	Audiences are more representative of the regions communities regularly attend and participate in cultural activities.  Increased levels of understanding and respect among different groups and levels of participation in the community
<b>Placemaking</b> – Harness culture's potential to transform our cities, towns and local centres through unique experiences, a thriving night-time economy and defining the identity of a place	→	<b>2. Civic pride, placemaking &amp; cultural infrastructure</b>  WMT SPECIAL FOCUS ON DIVERSITY, EQUALITY AND INCLUSION	←	Increased feelings of civic pride in Birmingham and the West Midlands region
<b>Business Development</b> – Support the cultural sector to grow and recover after Covid-19, strengthening regional networks and building resilience	→	<b>3. Futureproofing our cultural sector</b>  WMT SPECIAL FOCUS ON DIVERSITY, EQUALITY AND INCLUSION	←	Increase in the diversity, capacity and skills of cultural workforce – leading to a stronger, more resilient cultural sector in the region
<b>Promotion</b> – Use our major cultural events and diverse cultural institutions to position the West Midlands as the best place to work, live, visit, and invest	→	<b>4. Globally connected West Midlands cultural sector</b>  WMT SPECIAL FOCUS ON DIVERSITY, EQUALITY AND INCLUSION	←	Enhanced global perception of the UK, city and region as a investment and visitor location – leading to increased visitors, investment and attraction of major events

Desired long-term impacts for these mission pillars are:

MISSION		IMPACT
1. Cultural engagement, communities & social value	→	All our residents have the opportunity to engage with a relevant creative & heritage offer.
2. Civic pride, placemaking & cultural infrastructure	→	High levels of civic pride and community cohesion through high quality cultural & heritage infrastructure, particularly in places that have had less investment in the past.
3. Futureproofing our cultural sector	→	A stronger, more representative and resilient cultural sector.
4. Globally connected West Midlands cultural sector	→	West Midlands cultural sector has a high profile internationally, with significant cultural exports & partnerships.

The **overall objective** is to deliver a series of revenue-based interventions across the four missions, in addition to a strategic regional framework for heritage & culture.

The specific objectives are:

- 1. Development of strategic frameworks for culture & heritage** creating focused regional priorities and increasing the ability to attract further investment.
- 2. Increasing cultural engagement, community cohesion, and social value** through interventions that create more opportunities for residents to engage with a relevant and co-created cultural offer.

- 3. Increasing civic pride and supporting culture-led regeneration, including high streets and existing cultural infrastructure.** This will be delivered through Local Authorities to create flexible responses to meet specific needs, in collaboration with local communities. And it will support the region’s ability to secure future capital investment through feasibility studies.
- 4. Increasing the resilience of the West Midlands cultural sector and creative freelancers.** This will be achieved through interventions focusing on regional level skills development and bespoke business support.
- 5. Ensuring the West Midlands cultural sector is globally connected and to develop new business opportunities.** This will be achieved through interventions focusing on international partnerships and business development.

Key **outputs** will include:

- A set of strategy documents
- Minimum 7 grants (of up to £150k) for locally delivered co-commissioned creative projects
- A talent development fund for young people
- Minimum 7 double devolved grants (of up to £158k) for place-based culture and heritage activities, including capital feasibility studies
- A skills, leadership, and business support programme
- A grant programme to support international cultural exchange and business development
- Delivery of a 2-day international cultural sector conference in the region

The programme supports inclusive growth by leveraging both economic and social value from procurement spend through regional supply chains, as well as direct social value benefits through culture to residents. Interventions linked to built environment can contribute towards WMCA’s 2041 carbon neutrality target.

**FINANCE SUMMARY**

<i>Table 1</i>	
<b>Finance Summary</b>	<b>PBC (£)</b>
<b>Total Programme Cost:</b>	£4,100,000
<b>WMCA Funding Required:</b>	£4,100,000 £1.92m - 23/24 £2.18m – 24/25
<b>WMCA Funding Stream</b>	DCMS (CWGLEF)
<b>Funds Secured:</b>	-
<b>Funds Not Secured:</b>	£4,100,000

N.B. The funding allocation for this programme has been approved by the WMCA Board and has been announced by DCMS. However, the business case for the overall CWGLEF has not yet received final sign-off by government, hence the table above indicates that the funding is not secured. We expect government sign-off to come through in April 2023.

1 - STRATEGIC CASE

PROVIDING STRATEGIC FIT SUPPORTED BY A COMPELLING CASE FOR CHANGE

1.1 PROGRAMME OBJECTIVES AND ALIGNMENT TO WMCA AIMS

Outline the SMART (Specific, Measurable, Achievable, Realistic and Time-Dependent) objectives of the programme and how they will be measured within the table below. Desired outcomes include improved economy, efficiency, effectiveness, replacement and compliance.

Note, all programmes need to consider Inclusive Growth and its contribution to Net Zero.

Table 2

#	Objective	Quantitative Baseline	Target	Specific actions to achieve objective	How will the customer be impacted? (i.e., Outcomes)	Alignment to WMCA Aims and Objectives
1.	Development of strategic regional frameworks for culture & heritage	No regional strategies for culture & heritage exist  Over 2,000 cultural infrastructure assets and 10,500+ built heritage assets identified through WMCA Cultural Infrastructure Map	1 culture strategy document & 1 x delivery plan  1 heritage strategy document & 1 x delivery plan  Regional cultural infrastructure plan  Regional skills plan	Creating initial strategy framework documents for culture & heritage for Jul 2023 WMCA Board.  2 x accompanying delivery plans created by 31 Oct 2023  Cultural infrastructure plan created by 31 Sep 2023	Successful delivery to: <ul style="list-style-type: none"> <li>• Create focused priorities for culture and heritage</li> <li>• Improve partnership working leading to improved ability to attract further investment to benefit residents</li> <li>• Increase cultural engagement and opportunity for residents</li> <li>• Better cross-sectoral integration</li> <li>• Improved sustainability and net zero impacts for cultural infrastructure</li> </ul>	Promote inclusive economic growth in every corner of the region  Reduce carbon emissions to net zero and enhance the environment

## SINGLE ASSURANCE FRAMEWORK

				Sector skills plan created by 31 Sep 2023		
2.	Increase cultural engagement, community cohesion and social value generation through culture	<p>WM has low levels of cultural engagement nationally, strongly correlating with educational achievement levels and socio-demographic profiles.</p> <p>CWG and Coventry City of Culture audience engagement figures</p> <p>24,000+ people employed and working directly in WM cultural sector.</p> <p>Total economic contribution of cultural sector £1.1 billion in GVA</p>	<p>Locally delivered grants for creative commissions. Measured though number of creatives and residents benefiting.</p> <p>Creating a social prescribing plan and pilot. Measured though number of creatives and residents benefiting.</p> <p>Updating Place Profiler audience development tool</p> <p>Young People's Legacy Talent Fund with grants &amp; bursaries to support young talent. Measured though number of young people benefiting.</p>	<p>Locally delivered grants allocated by 31 Dec 2023.</p> <p>WMCA monitoring grant delivery with activity completed by 28 Feb 2025.</p> <p>Social prescribing plan completed 1 Apr 2024 with minimum 1 pilot completed by 31 Oct 2024.</p> <p>Update of place profiler completed through tendered work by 31 Jan 2024.</p> <p>Minimum 50 grants or bursaries awarded by 31 Jan 2025.</p>	<p>Successful delivery to:</p> <ul style="list-style-type: none"> <li>• Create opportunities for residents to engage with co-created cultural offer &amp; improve community cohesion.</li> <li>• Provide employment and development opportunities for creatives /freelancers from the West Midlands</li> <li>• Develop new business opportunities through social prescribing offer</li> <li>• Improve the ability of all WM cultural sector organisations to target their offer to those not currently being able to access</li> <li>• Support young people with talent development.</li> </ul>	Ensure everyone has the opportunity to benefit

## SINGLE ASSURANCE FRAMEWORK

3.	Supporting the development of the region's cultural infrastructure to increase civic pride and maximise the role of culture & heritage in placemaking and vibrant high streets	Over 2,000 cultural infrastructure assets and 10,500+ built heritage assets identified through WMCA Cultural Infrastructure Map  Alignment with HPR strategies	Devolved grants to deliver a minimum of 7 (up to £158k) projects with focus on place-based approaches, such as: - Cultural/heritage action zones - Small-scale feasibility studies - Small-scale capital works or repairs  Measured through number of projects, benefits to residents, footfall.	Devolved grants allocated by 31 Dec 2023.  WMCA monitoring grant delivery with activity completed by 28 Feb 2025.	Successful delivery to: • Increase pride of place and community cohesion • Improve existing infrastructure including efficiencies contributing towards net zero • Provide more opportunities for residents to engage with relevant cultural offer near where they live • Support vibrant town centres and improved perception of place • Be in a better position to secure future investment for cultural and heritage infrastructure projects to deliver public value and benefits	Promote inclusive economic growth in every corner of the region
4.	Targeted programme of skills, workforce and business support to ensure our cultural and heritage sectors can grow and prosper	Significant skills gaps evidenced and impacting growth potential.  Lack of diversity amongst workforce & leadership  Up to 50% of workforce is	WMCA commissioning and delivering a series of skills interventions (with no duplication of WMCA skills funds), such as provision of work placements, leadership training,	Interventions designed by 31 Oct 2023.  Delivery and evaluation completed by 28 Feb 2025.	Successful delivery to: • Address skills gaps and issues which cannot be actioned through existing WMCA skills funding • Improving the diversity of workforce and retain talent in the region • Improving diversity of cultural sector leadership	Promote inclusive economic growth in every corner of the region



## SINGLE ASSURANCE FRAMEWORK

		<p>freelancers with Covid-19 causing professionals to leave the sector.</p> <p>Lack of access to finance and limited growth resources.</p>	<p>support for freelancers and bespoke business support.</p> <p>Measured though number of people benefiting, number of jobs, number of businesses.</p>		<ul style="list-style-type: none"> <li>• Supporting the growth and resilience of cultural sector business &amp; creative economy, including access to finance</li> </ul>	
5.	<p>Enabling the West Midlands cultural sector to raise its regional and international profile, and secure new business opportunities.</p>	<p>Cultural tourism is worth £2.3 billion to West Midlands</p>	<p>WMCA to award/procure to be awarded a minimum of 15 grants to support international working and collaborations. Measured through number of grants, collaborations, new business secured.</p> <p>WMCA to lead on delivery of national 2-day cultural conference together with key national partners to share</p>	<p>Grant programme designed by 31 Dec 2023</p> <p>Grant delivery completed 28 Feb 2025.</p> <p>2-day cultural conferenced delivered in April 2024</p>	<p>Successful delivery to:</p> <ul style="list-style-type: none"> <li>• Increase number of international partnerships, particularly Commonwealth Countries</li> <li>• Increase cultural exports and revenue generation</li> <li>• Improve international profile of West Midlands cultural sector and attract major cultural events</li> <li>• Provide opportunities for West Midlands cultural sector to benefit from shared learning and best practice.</li> </ul>	<p>Promote inclusive economic growth in every corner of the region</p>

			learning from CWG and City of Culture. Measured through number of delegates and feedback.			
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## 1.2 ORGANISATIONAL OVERVIEW

**Provide a brief overview of the organisation(s) making the case for intervention and change.**

West Midlands Combined Authority (WMCA) was set up in 2016 as a devolved organisation to ensure more decisions about the region could be made locally. The aim of the WMCA is to make the West Midlands a happy, healthy place to live.

WMCA is made up of 7 constituent councils and a wider set of non-constituent members, totalling 17 local councils and 3 local enterprise partnerships (LEPs). LEPs work together to benefit everyone who lives and works in the region. They include businesses, local councils and education leaders. Our Chief Executive is Laura Shoaf. She leads WMCA along with the Mayor, Andy Street, and the leaders of the 7 constituent councils.

## 1.3 EXISTING ARRANGEMENTS AND BUSINESS NEEDS

**Provide a complete summary of the organisation's current service model referring to its Business as Usual (BAU) offer, this may also include elements of services provided within the organisation's external environment.**

**Also, state the deficiencies associated with the current provision and the implications if the programme does not proceed.**

Culture as a policy as within WMCA was established in 2019, and the role of the WMCA is to lead on regional level policy, as well as enable, advocate and convene around key issues at regional and national level. The current WMCA objectives for culture, approved by the WMCA Board in 2020 are:

1. **Participation** – Making sure that all our communities realise the benefits of culture (wellbeing, quality of life, cohesion)
2. **Placemaking** – Harness culture's potential to transform our cities, towns and local centres through unique experiences, a thriving night-time economy and defining the identity of a place
3. **Business Development** – Support the cultural sector to grow and recover after Covid-19, strengthening regional networks and building resilience
4. **Promotion** – Use our major cultural events and diverse cultural institutions to position the West Midlands as the best place to work, live, visit, and invest

The focus of WMCA's cultural policy activities, including this programme, is primarily targeted towards arts (performing arts, artistic creation), crafts, libraries, heritage, photography, museums & galleries and cultural education. This does not include sports or activities linked to 'culture' in the anthropological sense. However, it is recognised that there is some overlap with the wider creative industries.

Given the small size of the current culture team (2 FT roles) and the relatively modest salary and activity budget (£200k per annum), BAU would not be able to deliver any significant legacy for culture as one of the CWG pillars. This programme is therefore needed to ensure there is a lasting and impactful legacy.

1.4 KEY RISKS

Specify the main risks associated with the achievement of the programme's objectives. Outline the proposed counter measures for avoidance, mitigation, and management.

The information provided should align to both the Risk Register and Issue Log attached with this PBC.

*Table 3*

ID	Risk	Impact (1-5)	Probability (1-5)	RAG Rating	Risk Owner	Mitigation
1	External Risk: Delay in receiving the CWGLEF from Government	3	3	9	SRO S Virman	Projections for spend at risk given grant not yet signed off by government. Any expenditure incurred in Q1 23/24 (estimated to be c.£80k) prior to approval from June Investment Board will need to be agreed and underwritten by WMCA's S.151 Officer.
2	Internal Risk: Inability to recruit delivery roles	3	4	12	SRO S Virman	Robust plans for recruitment, some flexibility built into delivery plan
3	External Risk: Inflation and increased costs	3	4	12	SRO S Virman	Requirement for quotations for services to be valid for a fixed time, allocating contingency to budgets
4	Service Risk: Third party suppliers or contractors not delivering on commitments	3	3	9	SRO S Virman	Robust procurement and contracting processes are already in place. Robust monitoring and management of projects including clear KPI's
5	Internal Risk: Programme design and delivery elements are not aligned appropriately causing workflow issues	3	2	6	SRO S Virman	Robust timelines to be created together with points for continuous monitoring and processes for escalation.

## SINGLE ASSURANCE FRAMEWORK

6	Internal Risk: Project delivery team fail to perform in delivering the requirements of the project.	3	3	9	SRO S Virman	Robust job descriptions and KPI's. Continuous monitoring of performance.
7	External Risk: A global pandemic similar to Covid-19 resulting in restrictions to activities and interpersonal interaction.	4	3	12	SRO S Virman	Delivery plans to include scenario planning for virtual delivery where possible and opportunities for adaptation.
8	Reputational Risk: Non-delivery or poor quality outcomes could damage WMCA's reputation and impact ability to attract future investment	3	3	9	SRO S Virman	Robust monitoring and management of projects including clear KPI's.

Scoring Matrix						
Likelihood	5 - Very high	5	10	15	20	25
	4 - High	4	8	12	16	20
	3 - Medium	3	6	9	12	15
	2 - Low	2	4	6	8	10
	1 - Very low	1	2	3	4	5
		1	2	3	4	5
		Minimal	Minor	Significant	Major	Critical

## 1.5 BENEFITS

State the main benefits associated with achievements of the programme. This should be aligned with the Benefits Realisation Plan and Benefits Register appended to this PBC.

*Table 4*

#	Benefit	Benefit Type	Beneficiary
1.	Increase in cultural engagement	Quantifiable but not readily monetisable benefits (QB)	General Public
2.	Supporting cultural sector businesses and regional economic growth aspirations	Monetisable, including cash benefits	Industry
3.	Improved cultural infrastructure	Cash releasing (CBR) and Non-cash releasing (non-CBR)	General Public Local Authorities Industry
4.	Create and sustain employment opportunities within cultural sector and supply chain	Quantifiable but not readily monetisable benefits (QB)	General Public Industry
5.	Leverage more social value benefits through culture specific interventions.	Social value: Indirect public sector benefits, including Quantifiable (QB) and Non-cash releasing (non- CRB)  Social value: Wider benefits to UK society, including Non-cash releasing/non-CRB (e.g. social prescribing impact on NHS) and Quantifiable (QB) & Qualitative (Qual) wider social value benefits to citizens.	Local Authorities, WMCA  General Public Government

## 1.6 CONSTRAINTS

**Specify any constraints that have been placed on the programme.**

The WMCA is currently finalising the funding agreement and conditions, and it is therefore not yet clear whether there will be any spending profile constraints. Delivery of the programme is expected to be completed by 31 March 2025. There are however no spending restrictions relating to revenue vs capital spend.

As evidenced by WMCA Board minutes from 17 March 2023, a minimum of £1.3m of the total funding must be double devolved to the seven constituent Local Authorities and this is reflected in the budget and current delivery plans. WMCA will however set conditions for this funding to ensure it aligns with the mission pillars and objectives. Conditions set out in any

grant funding agreements will be flowed down from the WMCA to Local Authorities and other delivery partners. Monitoring, evaluation and reporting requirements will be built into delivery activity as part of this. Non-constituent authorities can benefit from the wider regional programmes such as the regional strategic framework development or regional skills programmes.

### 1.7 DEPENDENCIES

**Specify any dependencies outside the scope of the programme upon which the success of the programme is dependent.**

The success of the programme is dependent on Government funding being confirmed and transferred to WMCA within a realistic timeline.

In addition, there are number of non-critical dependencies, which could add value to the programme delivery but are not essential to achieving successful outcomes. These include:

- Capital funding allocated through WMCA's 2023 devolution deal with the Government for digital, cultural and environmental projects. This funding is still subject to approval of a suitable business case. The estimated funding towards cultural and heritage infrastructure is £4-5m.
- New formal partnerships with Government Arm's Length Bodies such as Arts Council England and National Lottery Heritage Fund as part of WMCA's 2023 devolution deal. Successful partnership could add significant value particularly to the regional strategic framework for culture and heritage.
- Ability to align the delivery of the cultural sector skills and business support interventions with existing funding such as WMCA's Skills budget and UKSPF.

**2 ECONOMIC CASE**

*MAXIMISE PUBLIC VALUE TO SOCIETY THROUGH THE SELECTION OF THE OPTIMAL COMBINATION OF SCOPE, COSTS AND OUTCOMES*

**2.1 CRITICAL SUCCESS FACTORS**

**List the critical success factors i.e., what must this programme achieve to be successful?**

**Align this to the individual project(s) that will contribute to the delivery of each CSF.**

*Table 5*

#	Critical Success Factor (CSF)	Alignment to Programme Objectives / Related Project (s)
1.	There are clear and agreed regional level priorities for culture & heritage, and culture is contributing towards inclusive growth within the region.	<ol style="list-style-type: none"> <li>1. Development of strategic frameworks</li> <li>2. Increasing cultural engagement through commissions and other Mission 1 activity</li> <li>3. Supporting culture-led regeneration, improving cultural infrastructure and other Mission 2 activity</li> <li>4. Skills &amp; business support through Mission 3 activity</li> <li>5. International business development opportunities through Mission 4 activity</li> </ol>
2.	Increased opportunities for residents to engage with publicly funded culture & heritage.	<ol style="list-style-type: none"> <li>1. Development of strategic frameworks</li> <li>2. Increasing cultural engagement through commissions and other Mission 1 activity</li> <li>3. Supporting culture-led regeneration, improving cultural infrastructure and other Mission 2 activity</li> </ol>
3.	Deliver improved cultural infrastructure for the benefit of our residents by 31 March 2025	<ol style="list-style-type: none"> <li>1. Development of strategic frameworks</li> <li>2. Increasing cultural engagement through commissions and other Mission 1 activity</li> <li>3. Supporting culture-led regeneration, improving cultural infrastructure and other Mission 2 activity</li> </ol>
4.	Improving the resilience of our cultural and heritage sectors through jobs, new business opportunities, and developing effective skills development pathways.	<ol style="list-style-type: none"> <li>1. Development of strategic frameworks</li> <li>2. Skills &amp; business support through Mission 3 activity</li> <li>3. International business development opportunities through Mission 4 activity</li> </ol>



2.2 LONG LIST OF OPTIONS

Determine the long list options and undertake SWOT (strengths, weaknesses, opportunities, threats) analysis to complete the table below. All supporting evidence informing the long list together should be made available if requested for reference and/or Assurance and Appraisal purposes.

Information provided for the short-listed options should also feature below.

*Table 6*

#	Option Description	Advantages (Benefits)	Disadvantages (Disbenefits)	Does this option meet objectives and CSFs? (Y/N)
1.	Delivery of CWGLEF cultural programme focused on revenue spend	<p>Opportunity to deliver a multi-pronged programme for the whole of the West Midlands across several areas of most pressing sector need, aligned with and building on original Legacy objectives</p> <p>Likely to deliver a lasting legacy impact through its focus on cultural engagement, the skills pipeline, business support and international reputation</p>	Delivery model led by WMCA is untested at this scale, albeit we would expand our team resource to manage this	Y
2.	Delivery of CWGLEF cultural programme focused on capital spend	<p>Opportunity to deliver a small number of cultural or heritage infrastructure projects in specific locations within the West Midlands</p> <p>Likely to deliver some lasting legacy impact through physical infrastructure projects, albeit this will be geographically specific rather than pan-regional</p>	<p>Replicates the type of investment (capital) more frequently available for the West Midlands e.g. through ACE</p> <p>Misses the opportunity to focus on a programme to strengthen the sector itself and boost community engagement across the whole of the West Midlands</p> <p>Benefits would necessarily be geographically limited</p>	N
3.	CWGLEF cultural programme delivered by	Way of ensuring funding is managed by an organisation with experience in administering large cultural programmes	WMCA is the grant holder and would need to invest considerable resource in scoping the programme for a	N

	an external entity		<p>third party to administer anyway</p> <p>May lead to challenges from LAs if the opportunity for double devolution were lost</p> <p>Lost opportunity of having the programme driven by the pan-regional political and administrative governance of WMCA</p> <p>Lost opportunity of building WMCA's capacity and capability in this space</p>	
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## 2.2 SHORTLISTED OPTIONS

**Describe how proposals for delivering the programme objectives (via projects) have been shortlisted. State the preferred way forward which will progress through to the development of future project business case stages.**

Option 1 is the preferred option as it is most likely to achieve the objectives and critical success factors. It is also in line with the expectations of the WMCA Board, which approved an outline of the Culture and Heritage Pillar programme in line with Option 1.

In terms of direct economic impacts, Arts Council England<sup>1</sup> figures shows that every £1 invested in arts and culture, up to £6 is created in the local economy. No West Midlands specific data exists apart from West Midlands Cultural Sector Research<sup>2</sup> showing that the region has one of the biggest cultural sectors outside London and the total core economic footprint of the cultural sector in the WMCA area is equivalent to 22,700 jobs and £1.1 billion in GVA, or roughly 1.2% of the WMCA economy.

With Option 1, the £4.1m initial investment could thus create up to £24,600,000 in the local economy. It also has advantages over the other options in that:

- (i) It is designed to be pan-regional rather than limited to a few specific locations;
- (ii) With its focus on community engagement and strengthening the culture and heritage sectors overall, it is more likely to have a meaningful legacy impact;
- (iii) It provides the opportunity to build WMCA's capacity and capability in culture and heritage at the regional level, where this will support and add value to LA-led culture and heritage activities.

In terms of indirect multiplier effects, the West Midlands Cultural Sector Research<sup>3</sup> shows that the cultural sector has a significant wider effect on the economy through supply chain

<sup>1</sup> Cebr (2020), Contribution of the arts and culture industry to the UK economy – A Cebr report for Arts Council England. Available at: <https://www.artscouncil.org.uk/research-and-data/contribution-art-and-culture-sector-uk-economy>

<sup>2</sup> WMCA, 2021. <https://www.wmca.org.uk/media/o5mfd0dj/economic-report-web.pdf>

<sup>3</sup> WMCA, 2021. <https://www.wmca.org.uk/media/o5mfd0dj/economic-report-web.pdf>

purchasing. These generate a multiplier effect as the initial injection of expenditure makes its way down the supply chain, creating economic value and supporting employment at each stage. A significant amount of employment is typically, therefore, supported outside the cultural sector itself. The estimated employment and GVA multipliers for the cultural sector in the WMCA area are 1.51 and 1.59 respectively. In other words, for every direct job within the sector, a further 0.51 jobs are supported in other sectors in the WMCA area, and £0.59 in GVA is supported in other sectors for every £1 of direct GVA.

Figure 7.1 Indirect Multiplier Effects for the WMCA area's Cultural Sector



Source: Hatch input-output analysis

Whilst GVA is technically not recommended as a metric within business case environment, the lack of other cultural sector specific metrics means that this is the best possible indicator. The overall investment of £4.1m would therefore result in additional £2.3m in indirect GVA.

More generally, a public sector intervention in the cultural sector is justified as there is a market failure, where the market does not work efficiently to provide in supply or demand of a good or service. The cultural sector exhibits a number of characteristics of market failure including those relating to public goods, imperfect information, market power, and positive & negative externalities.

### 2.3 SOCIAL VALUE FINDINGS

**Detail the calculation of Net Present Social Value (NPSV) and Net Present Social Cost (NPSC) for the shortlisted options. This should also include significant impacts that cannot be quantified or included in the NPSV calculation and indicate how the preferred way forward offers the greatest value for money.**

The cultural and heritage sectors are almost unique in their penetration; children try things out, adults volunteer or take part, professionals gain employment and organisations regularly collaborate in and beyond the sector, including internationally.

This contributes to the market economy through jobs, skills, visitor spend and indirect spend. But it also creates volunteer value and placemaking that attracts other employers – and reduces demand on the public purse by helping communities be more resilient.

The corollary of this last effect is that culture also contributes to the social economy, especially wellbeing, relationships and 'agency'. And it can be part of the circular economy through role modelling good environmental and civic behaviour, and projects that lead to

behaviour change. As Birmingham is the worst city in the UK for air quality<sup>4</sup> this can benefit local people as well as meeting a global imperative.

Socio-economic analyses around the UK have shown that cultural investments can create a direct return of 6 to 8<sup>5,6,7</sup>, meaning the core deliverables of this business case amount to £3.7m having the potential to create £22m-£27m in return.

Birmingham already has a high rate of GVA, but it is not matched by hour; people are working hard not smart. The multiplier effect depends on the number of 'rounds' of spending in our supply chains, and our multiplier could well be high - work commissioned by ACE on place-based approaches found that Coventry was more inter-connected locally than comparators in Lancashire and Lincolnshire and London. Our 40 placements or apprenticeships, and hundreds of training opportunities, will ensure our contribution is good for people as well as the city, akin to the total GVA impact of £72K per new job achieved on the South Bank. It will include quality knock-on effects through supply chain (indirect) and workforce (induced) through explicit rules of engagement and appropriate procurement.

As we plan long term impact through futureproofing the sector, this impact could be re-created year on year.

Quite separate value comes from the wellbeing effects this programme would create; these benefits fall to the individual not the state. Getting a job typically increases life satisfaction by a value of £13K<sup>8</sup> (see also ONS data), likely to be higher for the marginalised groups we plan to work with. The value of volunteering is also significant<sup>9</sup> (see also What Works Wellbeing data 2020). And of course, visiting the arts and museums or participating in creative activities create wellbeing too, typically around £1K and £1.6K and £750 per person respectively<sup>10</sup>, (Happy Museum, DCMS). Reaching 30,000 residents through this investment will thus create significant wellbeing value, which even at £750 per person would amount to £22.5m.

Specific projects will then feedback into the market economy by savings to the public purse, for example social prescribing could bring savings of over £200 per head.<sup>11</sup>

Social Return on Investment overall in culture has been shown to be as high as a return of 11 to 1<sup>12</sup>. SROI analyses of Coventry's City of Culture projects showed four times the value was associated with projects involving the kind of creative commissioning we will do, co-creating with people who have been traditionally excluded (83% of the B2022 programme featured co-creation). In Coventry this was especially true in 'layered' approaches where a steering group, participants and audience came from the same marginalised group.<sup>13</sup>

Wider strategic effects multiply the value. Coventry also saw a policy influence on the city with an estimated value of £68k in improved homeless strategies. A comparison of SROIs in a Creative People and Places programme in Lincolnshire showed a ratio of audience to participant to organisational partner value of 1:16:55. Social analysis has shown repeatedly that value leaks when projects end, so our commitment to a strategic regional focus,

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<sup>4</sup> Centre for Cities, 2023 General statistics for Birmingham, See especially GVA, startups and air quality.

<sup>5</sup> Fujiwara, D & MacKerron, G. 2014, Cultural activities, artforms and wellbeing. Arts Council England.

<sup>6</sup> Fujiwara, D., 2015. The health and wellbeing benefits of public libraries. Arts Council England.

<sup>7</sup> Hatch, 2021. Lambeth & Southwark BID - Engine of Recovery, Culture on the South Bank and Waterloo.

<sup>8</sup> State of Life, 2021. Wellbys. The new gold standard.

<sup>9</sup> Fujiwara, C, Oroyemi, P and McKinnon, E., 2013. Wellbeing and Civil Society. Estimating the value of volunteering using SWB data. Cabinet Office and DWP

<sup>10</sup> Fujiwara, D. 2013. Museums and Happiness: the value of participating in museums and the arts. The Happy Museum.

<sup>11</sup> All Party Parliamentary Group on Arts, Health and Wellbeing, 2017. Creative Health: The Arts for Health and Wellbeing

<sup>12</sup> All Party Parliamentary Group on Arts, Health and Wellbeing, 2017. Creative Health: The Arts for Health and Wellbeing

<sup>13</sup> MB Associates, 2023. (to be published), Draft - Coventry UK City of Culture 2021 Social Impact Report

placemaking and infrastructure, all go to create a futureproof sector. In turn this sector can be a social springboard, and a social safety net, for the most vulnerable in society.<sup>14</sup>

Finally we will create double or even triple wins through our creative commissions and place based interventions, by making the most of this complex ecosystem and innovating in social and environmental areas, creating social value many times that of the simple socio-economics.

As identified above and also through the West Midlands Cultural Sector Research project<sup>15</sup>, culture and heritage can deliver a number of social value benefits that go beyond the economic impacts generated by the sector. This research also acknowledges that whilst there is a significant and growing body of evidence on these benefits, some of which use quantitative/monetary measures, applying this evidence at an aggregate level of a region cannot be done in a robust manner. We will be using the framework developed for this work as the starting point to create a social value impact assessment. We will look to align this with the social value measurement proposed in the Inclusive Communities pillar of the CWGLEF. The framework will consider the different parts of the framework including:

- Health & wellbeing
- Skills development
- Widening access & participation
- Volunteering
- Enhancing the attractiveness and distinctiveness of place

The programme also adopts a co-created model, where further consultation is needed prior to be able to develop exact delivery targets. The programme will deliver social value benefits, but due to the need for consultation, further work is needed to appraise these in more detail. Some initial estimates are however presented below:

- Using the overall multiplier identified in chapter 2.2. by Arts Council England, the £4.1m initial investment could create up to £24,600,000 in the local economy. For comparison, the £12m CWG cultural programme had a direct economic impact of £100m and £87m GVA. Given that the programme cost of £4.1m is 34% of the cultural programme, this would comparatively produce an economic impact of £34m and GVA impact of £29.5m.
- Many of the programme elements include direct and indirect job outcomes, with an estimated £1.2m of the programme involving direct employment opportunities. Using the Hatch input-output analysis, this would result in £708,000 in the wider economy.
- It should be noted that COVID-19 has had a significant impact on the cultural sector, with around a third of employees taking up the Coronavirus Job Retention Scheme (CJRS) and the number of job postings down by 29% between 2019-21. The cultural sector workforce also has a much higher proportion of part-time workers and freelancers relative to other sectors of the economy. This investment will therefore help to address existing skills gaps and issues with retaining and attracting talent, as well as address issues faced by freelancers and part-time workers.
- A social return of investment between £4 - £11 per £1 invested has been identified for art on prescription<sup>16</sup>. The £22,000 initial investment planned for this programme is therefore likely to deliver a total social return of investment between £88,000 - £242,000.

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<sup>14</sup> MB Associates, 2023. (to be published), Draft - Coventry UK City of Culture 2021 Social Impact Report

<sup>15</sup> WMCA, 2021. <https://www.wmca.org.uk/media/o5mfd0dj/economic-report-web.pdf>

<sup>16</sup> All Party Parliamentary Group on Arts, Health and Wellbeing Inquiry Report, 2017

This does not separate between Y1/Y2 and would include some continued impact beyond the initial two-year delivery period.

- In addition, data shows that arts prescription projects shown to reduce GP consultation rates by 37%, reduce hospital admissions by 27%, a saving of £216 per patient. At an estimated 200 patients, for the pilot phase and initial trials, this would be a saving of £43,200.
- A number of Themes, Outcomes and Measures (TOMs) will be used including:
  - NT1 = No. of full time equivalent local employees (FTE) hired or retained for the duration of the contract
  - NT3 = No. of employees (FTE) hired on the contract who are long term unemployed (unemployed for a year or longer)
  - NT4 = No. of full time equivalent local employees (FTE) hired on the contract who are NOT in Employment, Education, or Training (NEETs)
  - NT6 = No. of full time equivalent disabled local employees (FTE) hired or retained on the contract
  - NT13 = Meaningful work placements that pay Minimum or National Living wage
  - NT15 = Provision of expert business advice to VCSEs and MSMEs
  - NT29 - No. of hours volunteering time provided to support local community projects
  - NT31 Carbon emissions are reduced (place-based programme)
  - NT50 = Innovative measures to promote local skills and employment to be delivered on the contract - these could be e.g. co-designed with stakeholders or communities, or aiming at delivering benefits while minimising carbon footprint from initiatives, etc
  - NT52 = Innovative measures to enable healthier, safer and more resilient communities to be delivered on the contract - these could be e.g. co-designed with stakeholders or communities, or aiming at delivering benefits while minimising carbon footprint from initiatives, etc..

The programme is also likely to deliver a number of longer-term benefits that are more difficult to quantify. Some examples of relevant evidence are provided below:

- Children from low-income families who take part in arts activities are three times more likely to get a Higher Education degree, promoting higher skilled employment opportunities in later life<sup>17</sup>. This would relate particularly to the Creative Commissions under Objective 2 and place-based activities for Objective 3.
- Participation in arts and culture have been identified as having a positive impact on 'softer' outcomes, such as team working, problem solving, increased confidence, motivation and self-esteem, raised personal and career aspirations, improved attendance, emotional and social skills and management of personal relationships. These 'softer' outcomes are important building blocks for young people's progression, particularly in supporting young people's transition into the workplace<sup>18</sup>. These would be relevant particularly to the Creative Commissions under Objective 2 and place-based activities for Objective 3.
- Overall, participation in arts and culture has been shown to generate added value to wider society, with strong evidence showing that participation improving educational

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<sup>17</sup> Cultural Learning Alliance, Imagine Nation: The value of cultural learning report, 2017

<sup>18</sup> National Evaluation of Youth Sector Development Fund, GHK Consulting, 2010

outcomes, supporting social inclusion, increasing a sense of community and citizenship and reducing crime<sup>19</sup>.

- Volunteering in heritage has been shown to improve wider quality of life, increase social connections particularly for adults aged 45 and above, support skills development, confidence building and personal growth.<sup>20</sup>
- Heritage buildings (relevant to the place programme) are also identified to deliver value beyond purely economic metrics<sup>21</sup>, including:
  - Aesthetic value with aesthetic qualities appreciated by the society contributing to the value.
  - Spiritual value through providing people with a sense of connection with a place and/or faith or a belief.
  - Social value through informing people about the nature of society and contributing to community cohesion.
  - Historic value which is inherent to a heritage building and helps people to define their identity through connecting with the past to reveal the origins of the present.
  - Symbolic value through conveying cultural meaning and identity
  - Authenticity value with the ‘realness’ of the heritage building making it more valuable culturally.
  - Locational value where the cultural significance is linked to a physical or a geographical location, landscapes, districts or scenes for events of cultural importance, including agglomeration value.

It is to be noted that while some methodologies exist in estimating social value impacts of culture & heritage, there is currently no formally approved Green Book compliant sector specific guidance. DCMS is currently developing a new culture & heritage value framework which will include social value and other value considerations beyond a straightforward cost-benefit ratio analysis. This framework is however not yet available to use, but it is likely that this can adopted during the delivery period of this programme.

There also some existing research which will be used, for example, Historic England<sup>22</sup> have produced set of value estimates for built heritage assets through Willingness to Pay (WTP) surveys. These values are available for pre-industrial high streets, industrial-era high streets, town halls and central libraries. These could be relevant particularly to the place-placed programme elements for town centres and feasibility studies. The values are listed below:

Pre-industrial historic high street	£7.80
Industrial-era historic high streets	£6.31
Historic Town Halls	£5.73
Historic Libraries	£7.67

<sup>19</sup> The Value of Arts and Culture to People and Society, Arts Council England, 2014

<sup>20</sup> Historic England. (2020) Heritage and Society

<sup>21</sup> Throsby, D. (2010). The Economics of Cultural Policy. Cambridge: Cambridge University Press.

<sup>22</sup> Lawton, R., Fujiwara, D., Szydłowska, A., Lagarde, A., Radosevic, D., Arber, M., van Emmerik, I. (2021). Heritage and the value of place. London: Historic England.

The Coventry City of Culture evaluation includes aspects of social value calculations which could be adopted for this programme but again, further work is needed to evaluate these.

WMCA procurement team will be consulted separately prior to development of scope of works to ensure social value considerations are built in. Where thresholds are met, procurement processes will include social value assessments through the national social value portal. We will also consult the WMCA social economy team and consider WMCA social value strategies in the development of the impact assessment.

### 3 COMMERCIAL CASE

#### *COMMERCIALLY VIABLE AND ATTRACTIVE TO THE SUPPLY SIDE*

**At PBC stage, the Commercial Case is not expected to be matured. However, the nature of work required to sound out the market and inform the procurement process of the future project business case submissions, should be identified.**

#### 3.1 OVERVIEW OF COMMERCIAL CASE IN SUPPORT OF PREFERRED OPTION

**State the ability of the marketplace to provide the required goods or services and the attractiveness of this proposal to potential service providers. Also include detail on how the respective procurement and legal teams have been consulted with regards to the impact of subsidy control on the project' (including HR/IT personnel implications).**

The programme will be delivered through:

- Direct WMCA delivery where this is likely to deliver the best outcomes and can be resourced through the CWG Legacy Fund allocation. This may include some elements for the activities to be procured to external providers. The most likely activities to be procured include:
  - Data analysis and evidence gathering for the development of the strategic frameworks for culture and heritage.
  - Social prescribing pilots
  - Data analysis and evidence gathering for the social prescribing plan
  - Parts of the skills & business development programme
  - The cultural conference delivery
- Locally devolved grants to Local Authorities with WMCA managing the process for devolved grants and M&E requirements.
- Although still to be confirmed, there is also a possibility for some delivery strands to be procured through WMCA to be delivered by external parties.

In terms of procurement, experience gained from previous delivery programme for culture & heritage gives us the confidence for the marketplace to be able to provide the required goods and services. The WMCA cultural team holds a list of sector specific providers and consultancy services and can access information about relevant service providers.

The WMCA cultural policy team has consulted procurement and agreed that specific options for procurement processes can be determined at a later stage on a case-by-case basis. The programme does not require significant procurement activity in terms of numbers of tenders, although the skills & business support programme could include some procurement over the £100k – £160k thresholds. Sufficient time will therefore need to be built into the programme



timeline to allow effective procurement processes and minimise negative impacts on resources.

In terms of HR arrangements, these will follow standard WMCA processes including development of Job Descriptions, CtE forms and a RAF process, in addition to other standard authorisation processes. The HR team is able to support recruitment of the new roles within its existing capacity and parameters. Recruitment of the delivery team has already begun and the team is expected to be in place by 31 July 2023. There is also a possibility for secondments to speed up the process – these could be from e.g. relevant Government Arm's Length Bodies.

It is not expected for the international part of the programme to have any implications relating to export credit, export credit guarantees or insurance programmes relating to subsidy rules or controls. Financial assistance or subsidy given to a single enterprise is not expected to exceed £100,000 within the two-year delivery period. All contractual agreements would need to consider subsidy rules in more detail, and this will be done on a case-by-case basis in collaboration with the WMCA legal and procurement teams and through the SAF process where required. A Subsidy Control assessment is carried out for any programme that awards funds one or more economic enterprise giving them an economic advantage All funding agreements for LA's would be signed off by Section 151 Officer.

### 3.2 OVERVIEW OF THE COMMERCIAL STRATEGY

#### **References the organisations Commercial Strategy and how public value will be achieved through economics of scale.**

We have developed a clear initial understanding of the services, outputs and milestones required for successful delivery of the programme. A separate operational plan will be developed for each delivery stream in partnership with internal and external stakeholders (e.g. LAs). To ensure best possible public value, WMCA will be leading on the design, build, funding and operational phases of the programme, especially at it is the allocated grant holder for this funding. This will include consultation with stakeholder to ensure there is not duplication between either other WMCA delivery (including other CWG Legacy workstreams), and to maximise opportunities with other initiatives such as UKSPF and the WMCA devolution deal partnership with ALBs.

Whilst some of the procurement routes will be determined at a later stage, there is a clear understanding of the overall procurement strategy and initial implementation timescales for potential projects. Supporting payment mechanisms particularly for the devolved grant funding will be developed in more detail as part of the operational plans. As part of this, we will also explore opportunities for economics of scale particularly through programme design. For example, a logic chain will be used to identify where the creative commission element of the programme could also link with the skills & business development part of the programme. This will provide opportunities to maximise public value derived from this investment.

We will work with WMCA legal departments and where required, external experts, to finalise any contractual issues which will also link with risk management, including approvals from WMCA's Section 151 Officer. Overall, the commercial strategy will regularly reviewed across the delivery process.

## 4 FINANCIAL CASE

### AFFORDABLE AND FUNDABLE OVER TIME

Unrounded figures should be used throughout the Financial Case

#### 4.1 CAPITAL AND REVENUE FUNDING STATEMENT

Provide an overview of the proposed funding package to deliver the programme within the table below and include the remaining funding gap (if applicable).

All secured funding identified below should be verified by a written confirmation attached to this PBC with details of any conditions.

*Table 7*

	Status (Secured / Not Secured)	£M
<b>Gross Costs</b>	Not Secured	£4,100,000
<b>Revenue</b>	Not Secured	£4,100,000
<b>Capital</b>	n/a	Nil
<b>Development Funding within the above (funding required to reach the next stage)</b>	n/a	Nil
<b>Total</b>		<b>£4,100,000</b>

*Table 8*

Funder	Amount	% of Total	Status (Secured / Not Secured)	Details of Funding Status / Timing / Conditions etc.
DCMS	£4,100,000	100%	Not Secured	TBC – WMCA still negotiating
<b>Total</b>	<b>£4,100,000</b>	<b>100%</b>		

There is potential for some additional funding being secured through other relevant funding bodies but this is not confirmed at this point.

This business case will also align with existing funding allocations such as WMCA skills funding and link with the capital funding allocated through WMCA's 2023 devolution deal for digital, cultural and environmental projects. This funding is still subject to approval of a suitable business case and estimated to be in the region of £4-5m for capex.

#### 4.2 OVERVIEW OF FUNDING AND AFFORDABILITY SUMMARY

A written summary of the overall affordability of the project and the funding that has been secured to date must be provided. Where there is a shortfall in available funding, provide details of how this will be addressed, and the level of contingency included.

Complete the table below to provide an overview of WMCA funding.

<i>Table 9</i>	
<b>Funding Type</b> <i>Grant / Cashflow (repayable) / Underwrite</i>	<i>Grant</i>
<b>Funding Commencement Date</b>	<i>01/04/2023</i>
<b>Funding Completion Date</b>	<i>31/03/2025</i>
<b>Basis of Reimbursement</b> <i>Quarterly in arrears of expenditure incurred (WMCA Standard)</i>	The grant will need to be claimed quarterly in arrears from DCMS, requiring WMCA to cashflow this.
<b>Any Conditions Precedent?</b>  <i>e.g., securing DfT funding. Include any spend deadlines, eligible spend outputs and high priority items likely to be included in any Conditional Grant offers or development agreements in principle (Heads of Terms)</i>	TBC – grant conditions have not yet been provided.  Any expenditure incurred in Q1 23/24 (estimated to be c.£80k) prior to approval from June Investment Board will need to be agreed and underwritten by WMCA's S.151 Officer.
<b>Order in which WMCA Funding is to be drawn</b>  <i>1<sup>st</sup>/2<sup>nd</sup>/3<sup>rd</sup></i>	
<b>Work streams for which WMCA Funding is available to be drawn against</b>  <i>e.g., all / workstream 1, 3 and 4 etc.</i>	All workstreams/missions & development of the strategic framework.

#### 4.3 BORROWING SUMMARY

**Please state if any element of the programme costs is to be financed by borrowing.**  
No.

#### 4.4 IMPACT ON ORGANISATIONAL FINANCES

**The impact on the organisation's balance sheet and income and expenditure account must be explained. This includes depreciation, impairment, and any contingent liabilities or capital changes.**

WMCA anticipates notification of revenue grant funding from DCMS through Q1 23/24. However, this business case will not be formally approved until June 23 Investment Board, so any expenditure prior to this approval will need to be agreed and underwritten by WMCA's S.151 Officer.

This business case includes a financial risk of c.£80k relating to Q1 expenditure, associated with delivery of the strategic framework which will influence the overall programme so requires prioritisation; the Mayor has asked to be ready for the July Board. It also includes cultural feasibility which will inform our CWG delivery for place-based work, and will have a vital link to the DDD culture infrastructure fund capital works. Given the timeframe for getting capital projects implemented to minimise risks it is deemed necessary to get this prioritised in the first quarter to support future delivery.

#### 4.5 STAKEHOLDER SUPPORT

Evidence of stakeholder support must be provided where other public sector organisations are funding the programme's outputs and services.

- WMCA Board approval 16 December 2022 for overall funding allocation.
- WMCA Board approval 17 March 2023 for programme design and spend.
- Consultation with WMCA Cultural Leadership Board on 24 February and 10 March 2023 with feedback incorporated into programme design.
- Consultation with WMCA Cultural Officers Group on 24 February 2023 with feedback incorporated into programme design.
- Consultation with Birmingham City Council CWG culture legacy development team to ensure alignment and to avoid duplication of interventions. Supportive of the approach as outlined in the business case.
- Consultation with Arts Council England on 16 February 2023 with written support for programme.
- Consultation with National Lottery Heritage Fund on 16 February 2023 with written support for programme.
- Consultation with British Council on 16 February 2023 with written support for programme.
- Consultation with Historic England on 15 February 2023 with written support for programme.
- Consultation with Architectural Heritage Fund on 24 February 2023 with written support for programme.
- Consultation with Cooperatives UK on 7 March 2023 with written support for programme and alignment with other plans for collaboration.
- Consultation with various WMCA directorates including, Skills, Economy, Inclusive Growth, Night-Time Economy and HPR between 10 February – 17 March 2023 to ensure synergies are potential for internal alignment is maximised.

## 5 MANAGEMENT CASE

*CAN BE DELIVERED SUCCESSFULLY BY THE ORGANISATION AND ITS PARTNERS*

## 5.1 MANAGEMENT AND GOVERNANCE

**Provide an overview of the necessary management and governance arrangements both in the delivery phase and in operation i.e., include detail on:**

- **Governance and decision-making arrangements**
- **Change management arrangements (inc. reference to WMCA Change Process)**
- **Benefits realisation arrangements and plans, including benefits register**
- **Contract management arrangements**
- **Post evaluation arrangements**

The Governance requirements as set out in WMCA's Single Assurance Framework (SAF), and in any grant conditions applied by DCMS, will be adhered to throughout the process. The WMCA Board, Mayor & Met Leaders Group and WMCA SLT have already approved the overall approach and will be further consulted as appropriate. WMCA Board will also approve the strategic frameworks for culture & heritage once they are completed. Engagement with the Economic Growth Board, Investment Board, Portfolio Holder and other relevant groups will also be planned as required. The delivery process will also be informed by advisory boards/groups such as the industry led WMCA Cultural Leadership Board and the WMCA Cultural Officers Group (LAs, WMGC). The operational plan will look at the points of engagement in more detail together with the anticipated timelines, together with the Stakeholder and Communications Strategy (Appendix 5).

The directorate comply with the requirements for SAF, with regular meetings to be scheduled with the assurance team to review the programme activity register and to ensure team members are completing and progressing projects or programmes through the necessary governance aligned to this, including SAF Appraisal Panel and Investment or Full Board.

The dedicated programme delivery team, working together with WMCA senior leadership, will monitor performance against contracts and change requests will be managed in line with WMCA SAF processes, as outlined on WMCA intranet: [WMCASAF Change Control Process v2.0](#)

The SRO of the programme is fully experienced in managing contracts for similar activity and carrying out progress reviews with providers to ensure delivery activity is on taking place as planned. As some team positions have not yet been recruited for, we are able to include specific skills requirements as part of the job descriptions for these positions, including specialist skills and experience in managing/delivering similar projects. Once in place, regular project meetings will be in place, together with specific performance KPI's linked to delivery. We are expecting for delivery roles to be in place by 31 July 2023 and some of these can also be secondments – e.g. trained grant officers from Arm's Length Bodies. The programme timelines have also been built with some flexibilities to allow for any unforeseen changes or challenges.

Consultation with finance, legal and procurement support has already taken place, including commissioning of external provision where required (see 5.5. – use of specialist advisors).

The next stage will include development of the operational plan and creating robust contracts, ensuring compliance with WMCA funding requirements with high levels of compliance, monitoring and reporting built in. We will also work with these teams to ensure some degree of flexibility is also built in to allow us to respond to external factors if required, and to maximise public value and alignment between programme strands.

Processes for performance and quality management are already in place through WMCA's existing internal processes.

A Theory of Change outlining key benefits from the programme has already been created and the programme team will develop a more detailed benefits register as part of the development of the overall M&E process. The team are experience in developing M&E monitoring and this will also be embedded into contractual arrangements with LA's (devolved grants) and delivery by external partners (procurement scopes for tendered work). Each delivery strand will also include a financial allocation for M&E, together with specific KPI' and detail on outputs, impacts and measures.

## 5.2 PROGRAMME SCHEDULE FOR DELIVERY

**List key programme milestones below including project start and end. The information provided should align with the Programme Schedule attached with this PBC.**

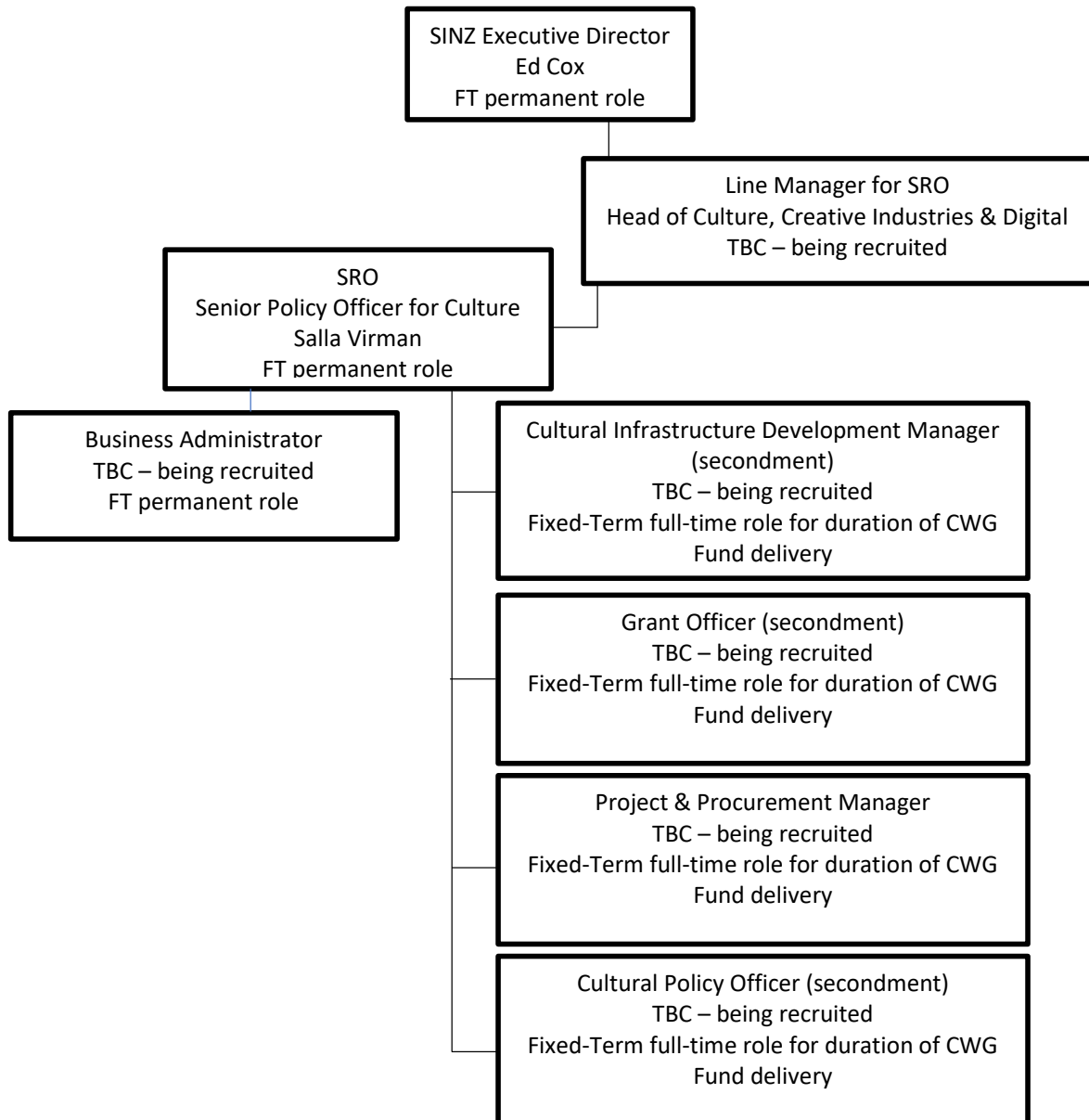
**The key project milestones table below is a summary of those key milestones aligned to the Programme Schedule, which must be appended to this PBC. Include dates for future business case submissions (i.e., individual projects) and a longstop date by which all monies for this programme will be drawn**

#	Milestone	Start Date	End Date
1.	Draft strategic framework for culture & heritage	1/4/2023	31/3/2024
2.	WMCA delivery team in place	1/4/2023	31/7/2023
3.	Delivery starts on creative commissions	1/10/2023	31/1/2025
4.	Delivery starts on cultural infrastructure & feasibility grants	1/11/2024	31/1/2025
5.	International exports programme starts	30/9/2023	31/1/2025
6.	Delivery of skills & business programmes start	1/10/2023	31/1/2025
7.	International cultural & heritage conference	April 2024	April 2024
9.	Key Programmes completed		28 February 2025
10.	Evaluation completed		7 March 2025
11.	All funding withdrawn		17 March 2025

5.3 PROGRAMME TEAM ORGANOGRAM

Insert a Programme Organogram which distinguishes between full-time, part-time and fixed term staff. A Senior Responsible Owner (SRO) should be appointed and identified in the organogram

This structure is part of the wider SINZ organisational structure, please visit: [Visio-Strategy, Integration and Net Zero.vsdw\(wmca.org.uk\)](http://Visio-Strategy.Integration.and.Net.Zero.vsdw(wmca.org.uk))



**5.4 PROGRAMME DELIVERY ROLES AND RESPONSIBILITIES**

**Classify the roles and tasks to determine who is Responsible ( R ) , Accountable ( A ) , Consulted ( C ) and Informed ( I ).**

*Table 12*

	SRO	Grant Officer	Infrastructure Officer	Policy Officer	Project & Procurement Manager	General Administrator
Development of strategic framework	A	I	C	R	I	I
Development of cultural infrastructure plan	A	I	R	C	C	I
Devolved LA grant delivery	A	R	C	C	C	I
Design of skills & business programme	A	C	I	R	C	I
Delivery of skills & business programme	A	C	C	C	R	I
Design of social prescribing work	A	I	I	R	C	I
Delivery of social prescribing work	A	I	I	C	R	I
Design of international activity	A	R	I	C	C	I
Delivery of international activity	A	R	I	C	C	I
Delivery of talent programme	A	C	I	C	R	I
Design & delivery of conference.	A	I	C	C	R	I
M&E design and delivery	A	C	C	C	R	I

**5.5 USE OF SPECIALIST ADVISERS**

**Specify what support and SME advice is required from outside the project team. Include both resources inside your organisation (e.g., legal and finance) and those outside (e.g., technical consultants)**



Advice from WMCA legal team on 20 February 2023 recommended an allowance to be made for additional consultancy support in relation to legal work due to capacity pressures within WMCA as well as specialist knowledge required, particularly for the international elements of the programme. A specific allocation of £5,239 has therefore been added to the programme budget.

The WMCA Cultural Leadership Board will also operate in their cultural sector advisory role throughout the programme delivery.

Further external advice may be required to develop the bespoke evaluation framework and some of the specific metrics (e.g. economic and social value calculations).

#### 5.6 CHANGE AND CONTRACT MANAGEMENT ARRANGEMENTS

**Explain how contracts and changes will be managed. The information provided should align with the Change Strategy attached with this PBC.**

Contracts will be managed through the dedicated WMCA delivery team, in consultation with WMCA's legal, procurement, finance, HR and SAF teams. WMCA as an organisation already has substantial experience in managing delivery programmes of similar size. The more detailed operational plan for the programme will also consider aspects relating to contract management, together with managing relating risks and timelines. WMCA will hold all contracts, although as part of the double devolved grants, LA's may choose to do their own contractual arrangements but within the allowed framework. For the LA grants, a Programme and Project Delivery Schedule will be created to confirm project interventions, outputs and outcomes for each Local Authority in line with the programme plan. This will include a deliverables matrix and details of the investment breakdown.

Any change requests will be managed according to WMCA's SAF processes, as outlined on WMCA internal website: [WMCASAF Change Control Process v2.0](#).

Any changes would be managed in line with programme level tolerances providing some flexibilities, although at the same time ensuring effective overarching deliver against agreed outputs and outcomes. This would also include ensuring financial and other compliance.

Contracts and change management will also be monitored through regular delivery team updates and progress review meetings.

#### 5.7 RISK AND ISSUE MANAGEMENT

**State how risk is managed and confirm that the risk register is an integral part of programme management meetings. The information provided should align to both the Risk Management Strategy and Risk Register and Issue Log attached with this PBC.**

**State how risk is managed and confirm that the risk register is an integral part of programme management meetings. The information provided should align to both the Risk Management Strategy and Risk Register and Issue Log attached with this PBC.**

Risks will be managed through a specific Risk Management Strategy together with a Risk Register and issue Log (see Appendices 2 & 4). The main responsibility for risk management will be with the SRO, although each delivery team member will need to have

an oversight of any risks relating to their delivery area. This will include risks relating to all parts of the programme management such as performance, compliance, financial management, service provision and changes in external/internal operating environment. The current risk register includes risks relating to:

- Government delays – linking to any potential issues relating to delays in receiving funds.
- Issues with recruitment of delivery team
- Inflation and budgeting risks
- Services risks
- Design issues in relation to delivery planning
- Competency based risks for delivery team
- Unexpected external factors
- Reputational risk

Risks will be regularly reviewed and updated as delivery design gets confirmed. Regular meetings and progress reviews will form a key part of the activities of the delivery team. These will include reviewing each risk and considering any new ones, as well as consider any mitigations that could be implemented in relation to live risks. Risks that are no longer relevant will be closed.

Risks relating to procured contracts and double devolved funds will be managed through contractual arrangements, templates and regular reporting requirements. Risk strategy will include clear routes for escalation as per WMCA's organisational processes as well as considerations for legal obligations. SINZ Directorate does currently not have a Directorate level risk register but there are plans to create one soon. Once this is done, the SRO would also be responsible for ensuring relevant risks get added to this register.

The delivery team recognises that effective risk management supports the achievement of wider aims, such as:

- Effective change management
- The efficient use of resources
- Better programme and project management
- Minimising waste and fraud
- Innovation

## 5.8 PROGRAMME ASSURANCE

**Set out the arrangements for programme assurance, including the use of Cabinet Office Gateway Reviews. Other sources of assurance should be considered: technical, quality etc. Specify the probable timescales for undertaking project implementation and post evaluation reviews.**

A project framework will be established around the team structure (see chapter 5.3) with reporting, governance and responsibilities allocated once the team is in place. This will include the establishment for a project board which will include the SRO, the key team members, as well as other stakeholders from WMCA procurement, legal and finance teams, as well as representative from the WMCA Cultural Leadership Board (CLB) and WMCA Cultural Officers Group. The project board would meet 6 times per year, with team meetings

with the core team taking place weekly. The SRO has experience in managing complex projects at this scale.

In addition, separate cross-partner programme meetings will be organised with relevant stakeholders (quality, finance, etc) such as CLB working groups, marketing & communications and WMGC (particularly international programme)

A Project Validation Review will also be implemented once the team is in place, estimated July 2023. The Project Board will essentially deliver Project Assessment Reviews (PARs) as part of their activity to ensure alignment particularly with the devolution deal partnerships and existing funding streams. This will include relevant stakeholders such as ALB's or WMCA teams (e.g. skills) being consulted as part of this process. The Project Board can also include elements of the Cabinet Office Gateway Review process at key decision points.

The recruitment of the team will also focus on getting people with the right level skills, including project management, assurance process and governance experience.

Any planned audits by the Government as the entity providing the funding are not yet known. There are no planned Directorate health checks planned by WMCA Programme Assurance and Appraisal Tea.

Post-evaluation will focus on the SMART objectives set for the overall programme, together with the measures outlined in the bespoke evaluation framework. These will be monitored through the weekly team meetings as well Project Board reviews. Parts of the evaluation may be delivered by an independent provider appointed through a tender process. A Project Implementation Review (PIR) and a Post Evaluation Review (PER) will be taken jointly.

#### 5.9 CONTINGENCY ARRANGEMENTS

##### **Set out the contingency plans in the event of any delays or disruptions to anticipated services.**

Each delivery strand budget will include a 5% contingency element that is built into the programme and not expended until a point when the outcomes and outputs from the delivery strand are secured, with no need for mitigating steps identified. This will be monitored through the Programme Board and team meetings. Where more significant changes are identified due to e.g. unexpected external factors, this would trigger a change request approved by the Programme Board and then following the normal WMCA SAF processes: [WMCASAF Change Control Process v2.0](#)

Project timelines include contingencies to up to 6 weeks to mitigate against any service related risks or changes. Again, these will be monitored through the assurance processes and significant changes will be taken through the WMCA Change Control Process.

Overall, these factors will be monitored through the programme assurance and risk monitoring processes.

#### 5.10 LESSONS LEARNT

Detail how Lessons Learnt have been considered during the development of this proposal and plans for capturing Lessons Learnt during this programme.

Lessons learnt from previously completed relevant programmes have been considered through:

- Learning from the Cultural & Creative Social Enterprise grant programme (first grant programme for culture)
- Future Boards Accelerator pilot programme (cultural sector skills development)
- Development of the Black Country Cultural Investment Proposal (place-base programme)
- Delivery of WMCA Cultural Development Fund underspend grant (place-base programme)
- Delivery of Creative UK Redesigning Freelancing programme
- Seeking specialist cultural sector advice from Cultural Leadership Board
- Seeking specialist cultural sector advice from cultural infrastructure working group
- Seeking specialist cultural sector advice from skills working group
- Seeking specialist cultural sector advice from freelancer working group
- Seeking feedback from Local Authorities
- Informed by recommendations from West Midlands Cultural Sector Research (WMCA, 2021), CWG evaluation (2022) other research such as freelancer support mapping (WMCA, 2023) and WMCA commissioned consultation report by ARUP on cultural infrastructure (2023). The development has also been informed by a number of current policy and research at national and international level.

Lessons learnt during delivery will be captured through monitoring and programme team meetings, Project Board meetings or workshops, as well as evaluation for the whole programme. A separate Lessons Learnt log will be developed for the programme.

#### 5.11 MONITORING AND EVALUATION

**Set out a summary of the outline Monitoring Evaluation arrangements for the programme and milestones leading to Programme Evaluation.**

**Include detail on the following:**

- **Do you have an initial idea how performance will be measured? – Indicator/metrics**
- **How does previous M&E learning inform the driving policy and or the project/programme?**
- **Do you have an initial estimate of budget & resources for M&E (note, this should align to the financial case)?**

The programme will be evaluated through a specially designed evaluation framework which will be using standardized economic and social value measures, together with culture sector specific measures (e.g. the West Midlands cultural engagement score).

This will align with the evaluation framework created for all the WMCA Programmes for the CWG Legacy Fund delivery.

For the Culture Pillar, evaluation will focus on the following outcomes:

OUTCOME	EXAMPLE MEASURES
Audiences which are more representative of the regions communities regularly attend and participate in cultural activities.	Engagement with the creative and place making programmes (number of people, demographic profile, location data, socio-

<p>Increased levels of understanding and respect among different groups and levels of participation in the community.</p>	<p>economic, number of volunteering opportunities, etc)</p>
<p>Increased feelings of civic pride in Birmingham and the West Midlands region.</p>	<p>As noted in e.g. the Levelling Up White Paper, survey-based measures are currently not developed enough to deliver robust results, and there are no other formal methods to measure pride in place.</p> <p>A proxy method will therefore need to be created linked specifically for the place-based programme elements, likely to be some type of community survey. It should however be noted that there is currently no comparative data available for pride of place.</p> <p>This can be combined with quantitative methods such as footfall estimates.</p>
<p>Diversity, capacity/skills of cultural sector workforce</p>	<p>Number of people benefiting from skills and business programmes</p> <p>Diversity of people benefiting from skills and business programmes.</p> <p>Number of programmes, training sessions and opportunities delivered</p> <p>Number of people securing new opportunities as result of the programme</p> <p>TOMs examples:</p> <ul style="list-style-type: none"> <li>• NT7 RE8 FM13/Employability support for people over 24</li> <li>• RE57/Gender balance in the workforce</li> <li>• RE58 RE58/Ethnic diversity in the workforce</li> <li>• FM16 FM16/Continuous Professional Development</li> <li>• NT9 RE11 FM17/Training opportunities</li> </ul>
<p>Social Value / Inclusive Growth Framework / Carbon Reduction</p>	<p>Range of TOMs such as:</p> <ul style="list-style-type: none"> <li>• NT29 RE33 FM56/ Volunteering for local community projects</li> <li>• NT18 RE22 FM29/Local supply chain spend</li> </ul> <p>Number of feasibility studies for cultural or heritage assets resulting in carbon reduction.</p>

Given the West Midlands Cultural Sector Research Project, we already have good baseline data on our cultural sector, specifically around cultural engagement with publicly funded arts & culture, cultural infrastructure, as well as wider data (e.g. employment, GVA, cultural tourism).

The evaluation of the B2022 Festival together with the related data sets will also give us further data particularly around cultural engagement, sector development and design of

interventions to ensure we align with these. Comparative detail from the Coventry City of Culture evaluation will also inform the evaluation.

The evaluation framework will be embedded into delivery, procurement and grant contracts as applicable and will be conditions for any devolved funding.

The above will be developed into a coherent evaluation framework which will consider both qualitative and quantitative metrics and approaches.

The evaluation approach will be informed by lessons learnt from previous programmes and current research as outlined in Chapter 5.10.

We have already had conversations with DCMS on the cultural and heritage value framework aligned with the Treasury Green Book, as we are keen to replicate the positive benefits and cost savings resulting from a similar approach with, for example, the Natural Capital valuation approach. Provided that this framework is available within the grant delivery period, this could be trialled this as part of our work around cultural and heritage infrastructure.

The social, cultural and economic value delivered by arts and cultural sector activities will also enable us to increase levels of regional social capital. The cultural infrastructure interventions will deliver both use value and non-use value, including public-good benefits in the longer term. We will explore opportunities to collaborate with relevant bodies, such as Nesta Policy Evidence Centre and the Centre for Cultural Value to ensure we can demonstrate these impacts. As outlined in Chapter 2.3., a separate social value impact assessment will be developed and this will also inform evaluation of the programme.

A robust process will be created for monitoring the activity, particularly around grants. Specific monitoring & evaluation return forms will be created for double devolved grants. The WMCA Cultural team has extensive experience in running grant programmes and monitoring delivery of complex programmes.

A budget of £60,000 is specifically set aside towards evaluation, with individual programme strand budgets also including contingencies for additional evaluation activity.

**MANDATORY APPENDICES REQUIRED FOR THIS PBC**

The following documents must be appended to this PBC:

<b>APPENDIX</b>	<b>PROVIDED (Y/N)</b>
1. Benefits Realisation Plan and Benefits Register (Theory of Change)	<b>Y</b>
2. Risk Management Strategy	<b>Y</b>
3. Risk Register and Issue Log	<b>Y</b>
4. Stakeholder and Communications Strategy	<b>Y</b>
5. Programme Schedule	<b>Y</b>
6. Change Management Strategy	<b>Y</b>
7. If Investment Programme, Project Delivery Plan on a Page (POAP)	<b>N</b>
If CRSTS, DfT Additional Appendix	<b>N</b>
Confirmed funding details	<b>N</b>