



West Midlands  
Combined Authority

The Risk & Investment Appraisal has been completed to support better and more informed spending and investment decisions at the WMCA

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**RISK & INVESTMENT**

**SUMMARY APPRAISAL**

**COMMONWEALTH GAMES LEGACY FUND**

*WMCA Appraisal*

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## INTRODUCTION

### The purpose of this report is to:

- Provide a high-level summary of the outcome of the independent Assurance and Appraisal activity including any notable risks (project and strategic), commercial viability and Value for Money (VfM) of the investment and the opportunities it brings forward,
- put forward approval conditions assigned at both Programme and Project level which will form the basis of agreements post the approval decision. These have been summarised in Appendix I which is available upon request,
- and act as an informative tool for decision-makers that accompanies the business case through to an approval decision.

Please note all Business Cases were assessed in accordance with the WMCA's Signal Assurance Framework (SAF). This includes:

- 1- A business case maturity assessment (BCAT) conducted by Assurance who provided a % score and RAG rating based on the initial business case submissions received prior to improvements made following their recommendations to strength the business case.
- 2- Following this, Appraisal conducted a review on the final business case submissions to detail the investment risks, opportunities, alignment to Inclusive Growth and contributions to Net Zero.

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## 1 PROGRAMME – LEVEL RISK SUMMARY

The following programme level risks have been noted during the Appraisal review that are applicable to most, if not all the projects included within the Commonwealth Games Legacy Fund (CWG LF). Where conditions have been noted by the Project Team/s, WMCA Appraisal or Investment Panel to mitigate these risks, this has been noted below.

	<b>Programme Risk Category</b>	<b>Programme Risk</b>	<b>Proposed Condition to Mitigate</b>
1	Delivery Risk	Programme monitoring and evaluation arrangements need to be agreed	Programme level monitoring and evaluation should be conducted by WMCA to ensure there is oversight on programme delivery that can be communicated to Central Government as required. This activity should be formed on the Framework provided by the Business Improvement Team.
2	Delivery Risk	Due to approval time pressures, some business cases have not been able to provide key delivery information and documentation	WMCA Assurance will conduct a health check commencing in June 2023 to test the programmes at a programme's readiness to deliver.
3	Economic Risk	Due to current economic environment, rising inflation may impact the delivery of outputs and outcomes	WMCA to monitor individual project costs against output delivery closely to understand any emergent cost pressures as a result of the economy
4	Delivery Risk	Lack of communication between the various projects and programmes within the legacy fund	This can become an opportunity if a forum is set up whereby sponsors, project and programme leads connect regularly to share progress, expertise and discuss utilising economies of scale where possible.

## 2 PROJECT RISKS AND OPPORTUNITIES

### 2.1 BUSINESS JUSTIFICATION CASE (BJC) - SOCIAL ECONOMY GROWTH PROGRAMME - £2.0 M ASK

#### Appraisal Recommendation

This project is **recommended to be approved** with the following conditions:

- Monitoring and evaluation report showing impact and progress towards project objectives to be produced before the end of the project, with a final report following conclusion of the project.
- It is noted that part of the proposal is to collect relevant data and evaluate the project. The lessons learnt identified from this exercise need to be applied to future social economy projects.

#### Key Risks

- Delivery Risk : procurement activity, although started, is still progressing and may impact on objectives or timescales if it cannot be completed as intended

#### Key Opportunities

- This project uses available funding to progress actions in WMCA's Framework "Growing the Social Economy in the WMCA area"
- The social economy sector is expecting action in this area, this project will help to meet requirements.

#### Inclusive Growth Alignment

Encouraging the social economy is beneficial to Inclusive Growth by encouraging social enterprises more likely to respond to local needs and remove barriers to growth for more disadvantaged communities.

#### #WM2041 Net Zero Contribution

Setting a target of 15% of supported social enterprises having an environmental focus

#### WMCA Assurance

WMCA Assurance rated the overall maturity of this business case as **Green (93%)** which is defined as:

*Successful delivery of the project / programme to time, cost and benefits realisation appears highly likely and there are no major outstanding issues that at this stage appear to threaten delivery.*

All high rated observations have been responded to and addressed by the project team

## 2.2 PROGRAMME BUSINESS CASE (PBC) – CULTURE AND HERITAGE - £4.1 M ASK

### Appraisal Recommendation

This programme is **recommended to be approved** with the following conditions:

- To mitigate the risk of recruitment of new job posts causing delay to delivery timescales, the recruitment process should be concluded by 31<sup>st</sup> July 2023.
- The programme team have stated there will be robust project monitoring and evaluation in place (using agreed KPI's) to track outputs and outcomes through to fruition

### Key Risks

- **Delivery risk** – Some of the objectives could be improved to ensure they are SMART. If objectives are not SMART this can make it difficult to confirm whether objectives have been met and delivery has been successful.

### Key Opportunities

- Improve international profile of West Midlands cultural sector – this could also attract major cultural events
- Development of strategic regional frameworks for culture & heritage – currently there are no regional strategies for culture and heritage
- Provide opportunities for West Midlands cultural sector to benefit from shared learning and best practice.

### Inclusive Growth Alignment

- Increasing cultural engagement and opportunity for residents
- Creating opportunities for residents to engage with co-created cultural offer near where they live and help improve community cohesion.
- Improving the diversity of workforce and retain talent in the region
- Providing employment and development opportunities for creatives /freelancers from the West Midlands
- Supporting young people with talent development.
- Addressing skills gaps which cannot be actioned through existing WMCA skills funding
- Improving diversity of cultural sector leadership

### #WM2041 Net Zero Contribution

This business case will contribute towards #WM2041 by:

- Improving the sustainability and net zero impacts for cultural infrastructure

### WMCA Assurance

WMCA Assurance rated the overall maturity of this business case as **Green (93%)** which is defined as:

*Successful delivery of the project / programme to time, cost and benefits realisation appears highly likely and there are no major outstanding issues that at this stage appear to threaten delivery.*

There were no high rated observations noted during the assessment.

## 2.3 STRATEGIC OUTLINE CASE (SOC) - TRADE, BUSINESS, TOURISM, AND INVESTMENT - £2.5 M ASK

This project is **recommended to be approved** with the following conditions:

- A dedicated senior officer from WMCA is appointed to work with WMCG to review and monitor progress against the deliverables, milestones, outputs and financials on a monthly basis. This should include any reporting to funding bodies.
- A full business case (FBC) will be submitted for consideration in September 2023. This FBC will include detailed milestones, objectives and the scope related to the agreed activity of works set out in the West Midlands Growth Company (WMGC) Business Plan.
- The specific priorities and terms will need to be agreed between the Local Authorities and WMCA in respect of the £0.7m so the funding agreements can be drawn up and monies granted.
- For the purposes of the Funding Agreement a clear financial breakdown of proposed expenditure should be provided for what the £1.8m is being spent on.
- WMGC to work with all local authorities within WMCA to demonstrate that its future plans are aligned to and will benefit all local authority areas.

### Key Risks

- **Financial Risk** - WMGC has been operating as a going concern for 2023/24. Future operations are reliant on the funding allocations. WMCA Board agreed on 17 March 2023 that the preferred operating model should be 'consolidation' and maintaining funds at £12m per annum. The total allocation from CWGLF does not yield this budget. Some of the other funds are also unsecure meaning that the ability to deliver the proposed programme and its outcomes could be at risk if the WMGC has to scale back its operations.
- **Economic Risk** - The SOC does not articulate how the £3.8m will be spent other than on early delivery of the business plan and developing the FBC, therefore VfM is difficult to determine.

### Key Opportunities

- Investment will allow WMCG to build on the work undertaken to date with the Business and Tourism Programme (BATP)
- Opportunity to invest in a programme which will promote the region's business and domestic tourism opportunities to key markets and events.
- There is opportunity to exploit the economic legacy and benefits of an enhanced profile and reputation of the region following the Commonwealth Games. Interest from investors and tourists will be high.

### Inclusive Growth Alignment

This project will promote inclusive growth through attracting various events, boosting tourism and increasing employment through inward investment.

### WM2041 Net Zero Contribution

- Encouraging investors to consider taking space in retrofitted buildings
- Increasing the take up of low carbon real estate.
- Focus on attracting investment in low carbon new builds and retrofit projects.
- Improving supply of low carbon new build and retrofit space
- Encouraging investors to look to develop new hotel accommodation and tourist attractions with strong net zero credentials
- Working with Destination Management Organisations to benchmark sustainability performance against other destinations.

### WMCA Assurance

Assurance rated the overall maturity of the original FBC as **Amber/Red (23%)** which is defined as:

*Successful delivery of the project / programme is in doubt with major risks or issues apparent in a number of key areas. Urgent action is needed to ensure these are addressed and establish whether resolution is feasible.*

In response, the project team resubmitted a SOC and will follow up with a subsequent FBC as outlined within the conditions above.

## 2.4 BUSINESS JUSTIFICATION CASE (BJC) – SUPPORTING TRAILBLAZER PROJECTS – £5 M ASK

This project is **recommended to be approved** with the following conditions:

- The current objectives are focused on delivery of the ongoing Trailblazer projects and are not framed in a way to allow easy consideration of other ways to achieve the overall social objectives of the project. United by Birmingham 2022 (UB22) to share published report with WMCA in September 2022 with data on individual project objectives that will provide societal benefits.
- To contribute towards net zero objectives the project should actively encourage low carbon and sustainable methods wherever possible.

### Key Risks

- Delivery Risk – this is a reactive proposal, using available funding to extend ongoing work. Whilst this is clearly of value, it is not obvious from the business case that a full assessment has been made of alternative uses of this funding to achieve the overall objectives
- Delivery Risk – the project has not been able to provide a full Green Book economic appraisal, although there is qualitative evidence that this project will contribute to the West Midlands through volunteering and training activities.
- Delivery Risk – The project is highly dependent on cashflow to UB22. Some initial payments will have been made to UB22 prior to approval of this BJC to ensure that the project can deliver the required outputs.

### Key Opportunities

- This project continues the work being carried out by United by Birmingham 2022 in delivering legacy projects from the Commonwealth Games

### Inclusive Growth Alignment

This project will encourage volunteering activity and skill development within areas identified as deprived.

### WM2041 Net Zero

Due to nature of this project there were no significant benefits in the business case that would contribute to #WM2041. However, a condition has been placed on the project to ensure net zero is considered during all activities.

### WMCA Assurance

Assurance rated the overall maturity of this business case as **Amber (45%)** which is defined as:

*Successful delivery appears feasible but significant issues already exist requiring management attention. These appear resolvable at this stage and if addressed promptly, any cost / schedule overrun could be resolved.*

All high rated observations have been responded to by the project team.



## 2.5 BUSINESS JUSTIFICATION CASE (BJC) AND CHANGE REQUEST (CR) - ECONOMY, TRADE & TOURISM (WIDER JOBS & SKILLS) AND WELLBEING & SUSTAINABILITY (MENTAL HEALTH COMMISSION) - £5.75M ASK

This project is **recommended to be approved** with the following conditions:

- A range of target figures to be allocated towards each intervention within this programme is to be agreed
- Costing towards monitoring and evaluation is to be included within the programme financial profile. In addition, work is to continue on building in the local M&E requirements to the portal that is being developed for UK Shared Prosperity Fund (UKSPF), this is to streamline Local Authority reporting and will also build on existing work/documents already in place for UKSPF including delivery schedules and an Operational Plan.
- Robust performance monitoring will be in place to ensure risks regarding delays in local delivery or potential underspends will be escalated in a timely manner
- Recruitment for 2 key job posts to commence in June 2023
- To contribute towards net zero objectives the project should actively encourage low carbon and sustainable methods wherever possible.

### Key Risks

- **Delivery risk** - LAs are considering financial/delivery profiling and shared that 50/50 may not be viable due to overarching programme financial requirements (30/70 award) or their own local circumstances. Several LAs have advised that they expect existing employment support funding to end by Q3/4 of 2023. To mitigate this risk, the project team has confirmed that in the event of delays, there is an opportunity to re-profile LA activity and funding. This enables activity to start during Q3 or Q4 of Year 1 and then progress over 2024/25 financial year to 31st March.

### Key Opportunities

- Providing LAs with the opportunity to deliver a jobs and skills programme that builds on their existing knowledge and understanding of their local areas. This will enable them to focus the provision on local need and challenges whilst aligning with regional priorities.
- Address barriers identified for residents who do not benefit from opportunities and existing support offers. This includes having focused, targeted activity to those who are harder to reach or less engaged.
- Providing mental health and wellbeing support to young people as well as addressing education/employment needs.
- Increased employment and reduced economic inactivity in the region – examples in Section 1.4 below.

### Inclusive Growth Alignment

- Reducing youth unemployment
- Reducing the number of residents without qualifications
- Increasing the number of people going into education or training and moving into employment.
- Increasing the number of people progressing onto apprenticeship programmes.
- Increasing the amount of people qualified to Level 3
- Reducing Youth Claimant (18-24) in local areas
- Improving mental health and wellbeing of young people
- Increasing number of people trained in the skills businesses need

### WM2041 Net Zero

Due to nature of this project there were no significant benefits in the business case that would contribute to #WM2041. However, a condition has been placed on the project to ensure net zero is considered during all activities.

## WMCA Assurance

Assurance rated the overall maturity of this business case as **Green/Amber (79%)** which is defined as:

*Successful delivery appears probable. However, constant attention will be needed to ensure risks do not materialise into major issues threatening deliver*

All high rated observations have been responded and addressed to by the project team.

## 2.6 PROGRAMME BUSINESS CASE (PBC) – INCLUSIVE COMMUNITY GRANTS – £10.5M ASK

This programme is **recommended to be approved** with the following conditions:

- Obtain a copy of Lessons Learnt from similar internal grant programmes e.g., Community Green Grants; Shared Prosperity Fund etc. Review learns to implement quick wins into Inclusive Community Grants programme. This includes understanding the process for assessing community bids for funding (if applicable).
- Engage with WMCA's Inclusive Growth team to understand the toolkits available to support alignment to WMCA Inclusive Growth policies.
- Project team to determine risk ownership (including supplier related risks) within their risk register to demonstrate appropriate risk management, Once updated this document should be shared with the WMCA Strategic Risk Manager.
- Project team to provide baseline measures to allow robust monitoring and evaluation following engagement with communities to understand the agreed outputs and outcomes.
- To contribute towards net zero objectives the project should actively encourage low carbon and sustainable methods wherever possible.

### Key Risks

- **Economic Risk:** Due to the nature of the PBC and grant funding, the business case is unable to articulate baseline quantitative measures as the final successful projects will not be known prior to project onset. Therefore, the business case is unable to demonstrate Benefit Cost Ratio (BCR) , Net Present Social Value (NPSV) and Net Present Social Cost (NPSC). This poses a significant risk around the value for money (VfM); however, the programme will develop a robust evaluation framework to measure and monitor once the projects have been successfully identified. For future submissions, the business case author could consider using Social Cost Effectiveness Analysis or Multi Criteria Analysis (MCA).
- **Financial Risk:** The PBC could better convey the affordability of the programme. The financial appraisal should include analysis of current (nominal) prices, cash releasing benefits, capital and revenue costs, transfer payments e.g., VAT, and include inflation.
- **Operational Risk:** The outputs and outcomes of this project are dependent upon what is proposed by the communities.

### Key Opportunities

- The programme intends to engage across the West Midlands: WMCA will hold events and workshops throughout the region with stakeholders (including key communities) and organisations. This high level of community engagement during project scoping could increase the programme's success as key stakeholders are involved from the outset and can shape the outputs of the successful projects.
- Inclusive Community Grants could leverage our ability to secure new powers and resources from central government – the commitment from DCMS and HMT to retain the B2022 Games underspend within the West Midlands is in itself a significant achievement. Successful delivery of this Grants Programme, particularly given its public facing campaign, has the opportunity to positively influence WMCAs future ability to leverage future funding to the region.
- The PBC supports our aim to develop our organisation and our role as a good regional partner – WMCA will seek to extend the impact of this Fund through additionally leveraged match funding, either through WMCA itself, or through contractual expectations on the appointed grant administrator and / or successful grant applicants. Furthermore, WMCA's investment in this Community Grant Programme may facilitate additional investment from wider regional stakeholders, including funders, local authorities and private sector investors.

### Inclusive Growth

This Programme is designed to ensure the grants are used to deliver and embed an inclusive and accessible activity reflective of individual and community needs. This will ensure everyone has the opportunity to benefit.

### **WM2041 Net Zero**

Due to nature of this project, there were no significant benefits in the business case that would contribute to #WM2041. However, a condition has been placed on the project to ensure net zero is considered during all activities.

### **WMCA Assurance**

Assurance rated the overall maturity of this business case as '**Amber (50%)**' which is defined as:

*Successful delivery appears feasible but significant issues already exist requiring management attention. These appear resolvable at this stage and if addressed promptly, any cost / schedule overrun could be resolved.*

All high rated observations have been responded and addressed to by the project team.

## 2.7 BUSINESS JUSTIFICATION CASE – MOBILISING PLAN FOR GROWTH – £3.25M ASK

This project is **recommended to be approved** with the following conditions:

- Project team to connect with those accountable for delivering the Carbon Literacy Programme within WMCA to explore resources available for the proposed net zero / carbon emission course syllabus.
- Consult with Mike Webb from the LINC (Local Investment in Natural Capital) Programme.
- Consult with WMCA Commercial Activities Director to discuss Invest in the West Midlands workstream

### Key Risks

- Governance Risk: The BJC may not be deemed Green Book compliant. Given the two offerings outlined, it would have been more suitable to submit a separate BJC for each initiative. Extensive development of the 5-case model is required for the Manufacturing Supply Chain Transition Programme. Due to the time pressures faced by the project team it is understood why this was not an option.
- Delivery Risk: The BJC could better explain the differences between the High-growth Support Programme vs Supply Chain Transition Programme and the interdependencies between both workstreams. The BJC is much more detailed around the High Growth Accelerator Programme, and it is unclear what the latter workstream entails.
- Financial Risk: The BJC does not articulate the reason why the funding allocation was split differently between the two programmes (£1.75m for High-growth Support vs £1.25m for Supply Chain Transition).
- Delivery Risk: The high growth businesses have not yet been identified and this work will not be conducted until a consultant is appointed for the contractor role.

### Key Opportunities

- Mobilising Plan for Growth will enable high-growth businesses to continue expanding and thus create more jobs. This could have indirect benefits for the public sector such as reduced welfare payments.
- The project contributes towards our strategy to grow the West Midlands economy by £3.2bn by 2030.
- Following Brexit, existing high-growth support schemes have come to an end. Mobilising Plan for Growth will be able to provide this support and funding to local businesses. New business support schemes are not aimed at high-growth businesses, so the High Growth Accelerator Programme is vital for these companies.

### Inclusive Growth Alignment

Ensuring that marketing to high growth companies will be inclusive of all communities through the use of inclusive language that is free of stereotypes; ensuring the programme is accessible to people with disabilities; creating environments that are welcoming to all backgrounds and identities.

### #WM2041 Net Zero Contribution

Delivering a syllabus within the Accelerator Workshops specifically about reducing carbon emissions and achieving Net Zero.

### WMCA Assurance

Assurance rated the overall maturity of this business case as '**Amber (43%)**' which is defined as:

*Successful delivery appears feasible but significant issues already exist requiring management attention. These appear resolvable at this stage and if addressed promptly, any cost / schedule overrun could be resolved.*

All high rated observations have been responded and addressed to by the project team.

## 2.8 FULL BUSINESS CASE (FBC) – EUROPEAN ATHLETICS CHAMPIONSHIPS (AECH22) – £13.7M ASK

This project is **recommended to be approved** with the following conditions:

- The proposed 'resource swap' of funds will need to meet with LG Finance Regulations.
- A dedicated senior officer from WMCA is appointed to work with BCC to review and monitor progress monthly. This should include any reporting to funding bodies and updates to the business case.

### Key Risks

- **Financial Risk:** Commercial revenue targets may not be met – Ticket Sales and commercial sponsorship account for 15.8% and 4.5% respectively. One of the dependencies states that commercial revenue targets will be partially dependant on attracting elite athletes to the event. There could be clashes with other major events which would add risk to commercial revenue targets not being met.
- **Financial Risk:** Any cost overruns in excess of the budget outlined within the FBC will apply additional financial pressure on Birmingham City Council who have committed to underwrite the games.
- **Delivery/Economic Risk:** There may be poor or short-term participation through the Grassroot investment.
- **Financial Risk:** The project is subject to a number of constraints and dependencies which could affect future income and spend.
- **Delivery Risk:** If there was a delay to the completion of the stadium works this could impact on delivery of AECH26 however the project has noted it is extremely unlikely that any delay would be so substantial as to have a material impact given the relative scale of the capital works and the anticipated timescales for completion, with the championships not taking place until 2026.

### Key Opportunities

- This is the first time the Championships have been held in the UK. It therefore represents an ideal opportunity to promote the region and attract other major events to be hosted in the West Midlands.
- The impact of hosting the AECH26 and the complementary boosting of grass roots sports participation will deliver significant regional economic benefits through a combination of increased tourism spend, direct and indirect GVA effects as well as wider societal benefits to the region's residents.
- Opportunity to enhance the skills of local people
- Provision of employment opportunities to local residents including increased trade, tourism and employment.
- Opportunity to enhance community capacity and place-based infrastructure.
- Increased opportunity for sports participation and the opportunity to take part in sport.
- Volunteering opportunities associated with hosting the games.
- Direct employment and wider legacy benefits will result from the redevelopment of the Alexander Stadium.

### Inclusive Growth

- Part of this project is set against the WMCA Inclusive Communities Pillar for the development of a grass roots sports programme which will build on the success of the Birmingham 2022 Commonwealth Games and make sport more accessible for hard-to-reach groups.
- A number of the spending objectives are closely aligned with inclusive growth.
- The games will help support the role of culture and sport to help make the region a good place to live, work, visit and invest.
- The grass roots programme will help take sport to a cross section of communities.
- Supports the Commonwealth Games legacy objectives.

### #WM2041 Net Zero

- The AECH26 Transport Plan will seek to contribute to the #WM2041 Net Zero target through the incorporation of initiatives such as active travel.

- The BCC Commonwealth Games Legacy Plan includes a Green Growth City theme which includes an action to deliver transport interventions which prioritise walking, cycling and sustainable transport corridors across the city.
- Improving opportunities for active travel and reducing reliance on private vehicle journeys form part of the longer term aims of the city.

### WMCA Assurance

Assurance rated the overall maturity of this business case as '**Amber/ Red (34%)**' which is defined as:

*Successful delivery of the project / programme is in doubt with major risks or issues apparent in a number of key areas. Urgent action is needed to ensure these are addressed and establish whether resolution is feasible.*

All high rated observations have been responded and addressed to by the project team.

## 2.9 BUSINESS JUSTIFICATION CASE (BJC) – COMMUNITY ENVIRONMENT FUND – £1.2 M ASK

This project is **recommended to be approved** with the following conditions:

- Obtain a copy of Lessons Learnt from similar internal grant programmes e.g., Community Green Grants, Shared Prosperity Fund etc. Review learns to implement quick wins into Inclusive Community Grants programme. This includes understanding the process for assessing community bids for funding (if applicable).
- Engage with WMCA's Inclusive Growth team to understand the toolkits available to support alignment to WMCA Inclusive Growth policies.
- Project team to provide baseline measures to allow robust monitoring and evaluation following engagement with communities to understand the agreed outputs and outcomes.

### Key Risks

- Delivery Risk - The project is to be delivered on a tight timescale, including recruitment and procurement activity. Although the project team are aware of what needs to be done, there is a risk that any delays will impact on the outcomes achieved.
- Economic Risk - It has not been possible to estimate the benefits of the project and provide a Value for Money statement in line with Green Book principles.
- Delivery Risk - Success of the project depends on appropriate projects being put forward by local communities, although the project team will work to identify suitable projects.

### Key Opportunities

- There is a clear opportunity to provide local communities with funding to carry out environmental projects of importance within their community, as they determine based on engagement that takes within the scoping stage of the project.

### Inclusive Growth Alignment

Providing local communities with the opportunity to obtain funds for locally determined and important environmental projects.

### #WM2041 Net Zero Contribution

- Small environmental impacts of importance to local communities will improve environmental conditions at a local level
- The objectives of this project align with WMCA environmental objectives

### WMCA Assurance

Assurance rated the overall maturity of this business case as '**Green/Amber (72%)**' which is defined as:

*Successful delivery appears probable. However, constant attention will be needed to ensure risks do not materialise into major issues threatening delivery.*

All high rated observations have been responded and addressed to by the project team.