

MID WALES GROWTH DEAL

Written Evidence for the Welsh Parliament's Economy, Infrastructure and Skills Committee

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FOREWORD

The Mid Wales Growth Deal has achieved significant progress over the last 2 years since the last meeting of the Welsh Parliament's Economy, Infrastructure and Skills Committee on the 3rd of March 2021, with August 2023 seeing the first tranche of funding being released to the region to begin delivering its Portfolio.

Both of us are new incoming Leaders since the 2021 elections and we felt it critically important that we continued the strong history of joint working we have between Ceredigion and Powys. We knew we were building on a strong foundation of collaboration and commitment across Mid Wales – all of us, from the private sector to our local communities want to see a more prosperous future for the Mid Wales economy. In all our conversations since we were elected as Leaders there has been a common thread, the need to seize every opportunity to create positive changes – using all channels and methods at our disposal.

We are both clear that there is strong value in collaboration, across sectors and across the geography of Mid Wales. As articulated in our <u>Vision for Growing Mid Wales</u>, we have a range of challenges in the region – but we have opportunities. Some of these can only be addressed through sustained and long-term strategic partnership intervention.

Partnership working in Mid Wales has progressed considerably since the Growing Mid Wales Partnership was formally established in 2015 – from delivering the Mid Wales Growth Deal to collaborating on the UK Shared Prosperity Fund, establishing a new Regional Skills Partnership and more recently progressing arrangements for the Mid Wales Corporate Joint Committee. In addition to this, both Local Authorities have been delivering more localised funding via Levelling Up to support more local and place-based interventions. We have been able to work maturely and strategically within our existing arrangements to ensure strategic alignment and co-ordination whilst ensuring local determination.

We are also clear that the journey ahead of us will continue to produce both new challenges to overcome and opportunities to develop. We now have the considerable potential of delivering significant regional financial investment via the Growth Deal and the UK Shared Prosperity Fund. This will strengthen and utilise our Regional Skills Partnership and implement the transition of our regional governance and decision-making arrangements to accommodate the Corporate Joint Committee.

We are confident that Mid Wales has the political and organisational maturity to respond to these challenges. Throughout, we have been determined to take a pragmatic and practical approach to progressing our strategy, governance, resourcing, and resulting activity – and will be looking forward to working with both Governments to continue to ensure that we collectively work to grow Mid Wales together.



CIIr Bryan Davies, Leader of Ceredigion County Council



CIIr James Gibson-Watt, Leader of Powys County Council

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1. BACKGROUND

The Mid Wales Growth Deal has been thoroughly scoped and planned in iterative stages, following advice and input from both UK and Welsh Government.

The Mid Wales Growth Deal (MWGD) was initially scoped and planned from a Strategy, the <u>Vision</u> for Growing Mid Wales – which set out the wider context and needs of Mid Wales beyond the Growth Deal.

Heads of Terms were agreed in December 2020 with both Governments on the framing and broad scope of the MWGD.

Throughout 2021, we set about developing the Strategic Portfolio Business Case – which, following Government guidance and best practice, needed to be completed before commencing Programme and Project Development. This led to the approval and agreement of the Final Deal Agreement in January 2022 – which confirmed the scope of the Portfolio – including two indicative Programmes and nine standalone Projects.

Throughout the summer and autumn of 2022 projects submitted their Strategic Outline Cases (SOCs) which have been assessed and approval given for 6 projects to proceed to development of their Outline Business Cases with 2 required to re-submit their SOCs. One further project is looking to progress from feasibility to SOC in Autumn 2023. Progress has also been made on the two programmes (Digital, and Sites and Premises).

The Strategic Portfolio Business Case (SPBC) is a live document, that is formally updated every year. <u>Version 2.1 of the SPBC</u> was submitted to the Welsh City and Growth Deals Implementation Board (WCGIB)¹ in March 2023 – which then led to the first release of funding to MWGD in August 2023.

The Growth Deal continues to be a key catalyst to transform the regional economy as part of a broader funding mix and will contribute towards the delivery of the eight strategic growth priorities for the region articulated within the Vision for Growing Mid Wales – further information is set out in section 4 of this paper on this.

1.1 Investment – Scope and Objectives

Mid Wales has distinctive assets and opportunities, but we recognise that it also has significant structural weaknesses that hold it back from achieving its full potential:

- Lagging productivity
- Changing demographics
- The region's narrow and vulnerable economic base
- Projected employment decline
- Static and weakening labour market
- Market failure
- The hidden nature of a rural economy

¹ The formal governance board established between UK and Welsh Government to oversee the Welsh City and Growth Deals.

The key headline direct and indirect benefits that the Growth Deal is expected to contribute towards are:

- Growth in regional prosperity
- Creation of better-quality jobs for the local labour market
- A more skilled workforce within the region
- Improvements in standards of living across the region

The following indicative investment objectives were developed for the Mid Wales Growth Deal through the development of the Strategic Portfolio Business Case v1.0 which states that by 2032 the Growth Deal aims to deliver:



Table 1: Indicative Net Additional Economic Benefits taken from the Strategic Portfolio Business Case v2.1 (March 2023) – Note: GVA is cumulative over a 10-year persistence period and expressed in 2022/23 prices, discounted, FTE jobs are annual

These ranged estimates were submitted to both Governments in March 2023 – with detailed calculations on the estimated costs and benefits in respect of achieving the investment objectives for the Growth Deal within the Economic Case of <u>v2.1 of the SPBC</u>.

The calculations and figures will vary over time as the maturity of the Programme and Project Business Cases evolve and as a result, will be continually assessed to ensure that they provide the best options for the Portfolio.

In addition to the overarching aims and objectives, the Portfolio will also deliver several regional outputs and benefits such as social value and decarbonisation, which will be determined as the business cases develop.

1.2 Constraints and Dependencies

The Growth Deal is subject to a number of constraints and dependencies including the total funding package of £110m (£55m from each Government).

The funding term of the Growth Deal over 10-15 years is established – with recent conversations with Welsh Government and HM Treasury on re-profiling funds to better meet the delivery profile undertaken.

We note that Growth Deal funding is capital only – which can potentially limit the absorption of any development costs of Programmes and Projects in advance of formal development and

² Note: nominal prices, undiscounted.

³ Note that this is the cumulative total increase in GVA over the period (nominal prices, undiscounted).

delivery. This has been a significant challenge for Mid Wales to resolve. However, the region has had some support from Welsh Government to establish the Portfolio Management Office, with project sponsors utilising other funds innovatively to help progress their development.

Growth Deal is capital public funding for economic infrastructure, and therefore the Portfolio, Programmes and Projects need to follow all relevant guidance by HM Treasury and the Welsh Government (Better Business Cases – 5 Case Model). Whilst Local Authorities have had experience and knowledge in applying this methodology from Education/Economy perspectives, it has been a learning curve for external project sponsors and partners.

1.3 Collaboration

The Mid Wales Growth Deal team have worked closely with colleagues in other regions in bringing forward respective arrangements for their governance and management arrangements – and ongoing conversations around the scope and potential opportunities from their respective programmes of work. Colleagues regularly meet to discuss a range of topics to ensure sharing of best practice and co-operation on a number of mutually beneficial initiatives.



2. THE PORTOFLIO

The Mid Wales Growth Deal Portfolio consists of the following Programmes and Projects:

Strategic Growth Priorities (as set out in the Vision for GMW)	Programme	Project	Business Case Maturity Index – August 2023					
Applied Research & Innovation	-	Green Futures Innovation Park National Spectrum Centre	SOC approved, OBC awaited for next stage assessment. SOC approved, OBC					
			awaited for next stage assessment.					
	-	Mid Wales Advanced Manufacturing Campus	Feasibility moving to SOC – submitted for assessment.					
Agriculture, Food &	-	Food Manufacturing Innovation Centre	SOC approved, OBC awaited for next stage assessment.					
Drink	-	Canolfan Tir Glas	Initial SOC assessed & to be resubmitted. Revised SOC awaiting assessment.					
Strengthen ed Tourism	-	Cynefin – The Green Heart of Wales	SOC approved, OBC awaited for next stage assessment.					
Offer	-	Dwr Cymru Elan Valley	SOC approved, OBC awaited for next stage assessment.					
	-	Montgomery Canal Wales - Restoration to Navigation	Initial SOC assessed & to be resubmitted					
	-	Aberaeron Harbour Development	SOC approved, OBC awaited for next stage assessment.					
Digital	Digital Programme	Project OBCs being scoped, looking to address: • Hard to Reach	Programme - Business Case in Place					
		Mobile	Projects – scoping OBCs					
Supporting Enterprise	Sites and Premises Programme	 2 Strategic Sites identified Additionally, work underway to establish need for a further intervention to address 	Programme -Business Case about to seek formal mandate.					
		Projects – discovery phase						

2.1 Projected Economic Impact

The Mid Wales Growth Deal has been developed from a Strategy, then a Portfolio initially – following Government guidance and best practice. This ensures that there is a significant body of evidence and research in determining the optimal mix of Programmes and Projects to deliver against the high-level ambitions of the Deal.

The anticipated impact and outcomes of the Deal will develop over time as the Programmes and Projects continue to develop. This is to be expected as we follow the business case process of such a large-scale Portfolio.

As set out on page 7 earlier, the MWGD Portfolio is currently a mix of developing Programmes and Projects at varying stages – and most of the economic projection and assessments are at an *indicative* stage.

The Economic Case of the MWGD Portfolio therefore establishes **indicative orders of magnitude** for benefits and value for money, expressed as ranges. This has been done using the principles contained in the HM Treasury Green Book's Appendix A on Place-based analysis.

The following table was set out in the Strategic Portfolio Business Case (SPBC v2.1) that was submitted to both Governments in March 2023. The information and data was based on programme and project material from November 2022 – however, it represents the latest definitive view of the net additional economic benefits of the Portfolio as it stands:

Indicative Net Additional Economic Benefits (GVA is cumulative over a 10-year persistence period and expressed in 2022/23 prices, discounted, FTE jobs are annual)									
Strategic Growth Priority	GVA (£m)	Jobs Created (FTEs)							
Applied Research & Innovation	£80 – 95	200 – 245							
Agriculture, Food & Drink	£30 – 35	70 – 85							
Strengthened Tourism Offer	£125 – 155	160 – 200							
Digital	£95 – 120	280 – 340							
Supporting Enterprise	£100 – 120	280 – 345							
Total	£430 – 525	1,000 – 1,200							

Source: Hatch calculations based on programme and project material at November 2022

Note: Figures may not sum due to rounding.

The information and projects will evolve as the Programmes and Projects mature. As they develop their proposals in more detail, they will be performing more robust economic analysis and assessments – which will improve the Portfolio's projections.

This process is done Annually – the Strategic Portfolio Business Case is updated for the Spring of every year and is what determines the release of funding from Government.

In 2023, Mid Wales Growth Deal achieved its first release of funding from SPBC v2.1 – signalling a move into early delivery of the Portfolio.

2.2 Value for Money

As set out in SPBC v2.1, the MWGD Portfolio as it stands is expected to deliver a benefit-cost ratio (BCR) of 2.0-2.5 (or 3.9-4.8 based on Growth Deal investment only). This represents a **high to very high** value for money categorisation.

These figures will continually evolve as projects present robust estimates in the course of their own business case development. This does not include important benefits that are unquantifiable or non-monetary, such as the development of key sectors, retention of young people and rural sustainability. Full details are provided in the Economic Case of the SPBC.

2.3 Affordability Implications

The MWGD is a multi-million-pound Portfolio that represents a number of transformational opportunities to grow and drive new activity in the Mid Wales economy. It does so with the backdrop of the hugely challenging fiscal and economic climate – the committee will be well-aware of the challenges facing capital and economic infrastructure projects across the UK/the world.

The MWGD is no different, and there will be an ongoing monitoring of total capital costs across the Portfolio. Again, as the project and programme information are evolving, the current information is provided in lower and upper ranged estimates.

As before, the latest definitive position on this was set out in SPBC v2.1, based on early information as of November 2022:

Indicative Total Capital Costs, by Strategic Priority Area (£m, nominal prices, undiscounted, 2022/23 prices)										
Strategic Growth Priorities	Lower End	Upper End								
Applied Research & Innovation	£93	£133								
Agriculture, Food & Drink	£25	£36								
Strengthened Tourism Offer	£92	£132								
Digital	£38	£54								
Supporting Enterprise	£66	£96								
Total	£314	£452								

From the previous iteration of SPBC v1.0 in 2021, the Lower End range has risen from £280m and the Upper End from £400m. An increase of between £34m-£52m across the Portfolio.

The MWGD Portfolio is however progressing is development and Programme/Project progression with Affordability being a central concern. There is no additional funding available from Government above the £110m that was agreed – the Portfolio will therefore continue to review the situation and will need to support the optimal mix of projects that will be affordable – that meet our Investment Objectives for the Portfolio (as set out on page 5).

The position will be better known for the next Annual update of the Portfolio in Spring 2024.

The MWGD has an extensive Governance and Management structures to support and lead the Deal. The Deal has also been through several Government Gateway Assurance reviews – to provide ongoing assurance to Government and the Region on its arrangements.

2.4 Indicative Delivery Profile (updated estimates June 2023)

											Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20
	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	34/35	35/36	36/37	37/38	38/39	39/40	40/41
Green Futures Innovation Park																				
National Spectrum Centre																				
Mid Wales Advanced Manufacturing Campus																				
Food Manufacturing Innovation Centre																				
Canolfan Tir Glas																				
Elan Valley Lakes																				
Aberaeron Harbour Development																				
Montgomery Canal Wales - Restoration to Navigation																				
Cynefin - The Green Heart of Wales																				
Digital Programme																				
Sites and Premises Programme																				

DEVELOPMENT: Business Case Development & Delivery Planning

DELIVERY: Delivery & Construction Period (assumptions at this stage)

BENEFITS REALISATION: 10-year persistence of economic benefits following completion of construction.

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3. PROGRESS

The Mid Wales Growth Deal has achieved significant progress since the committee last met, by virtue of it now entering its delivery phase and receiving its first tranche of funding.

A lot of the work prior to 2021 was in relation to establishing the governance and management arrangements for the Deal, in conjunction with scoping and planning the Portfolio. Throughout 2021 onwards, the detailed work has been undertaken to plan out the activity and processes to support the Programmes and Projects.

3.1 Assurance

The MWGD has been through several assurance reviews on the Portfolio:

- PVR (Project Validation Review) September 2020;
- AOR (Accounting Officer Review) October 2021;
- PAR (Project Assessment Review) March 2022;
- PAR (Project Assessment Review) February 2023.

At each juncture, all reviews have been positive – and have helped the region and Governments to ensure that progress is being made in the right areas to support successful delivery of the Deal.

The last review in February 2023 gave a very positive Amber-Green rating – and was what ultimately led to the Portfolio moving from Development Phase to Delivery this year and unlocking the first tranche of Government funding in Summer 2023.

Furthermore, a series of planned assurance reviews are underway on the two programmes, and also on each individual project. This will ensure that the Portfolio remains on track to meet its objectives.

3.2 Funding

Re-profiling of both Governments' funding to the region took place in June 2023. The contribution of £55m funding from Welsh Government was requested over 15 years, to start from 23/24 – and the £55m contribution from UK Government was requested over 7 years to start from 24/25. Confirmation of this re-profile is awaiting from UK Government.

The delivery profile we have established for the Portfolio takes account of lessons in other deal regions surrounding optimism bias, and mitigating risks associated with potential delays in programmes and projects moving from development to delivery.

3.3 Private Sector Investment

This has been a key pillar throughout the development of the Mid Wales Growth Deal and is a key expectation of both Governments. Their contribution of funds is intended to leverage further investment from the private sector and wider sectors, as well as deliver transformational growth in the economy.

The MWGD Portfolio has been scoped and planned with that leverage mindset from the start – the figures set out in the tables above set out a positive ratio of investment from Government (£110m) and the expected total investment as a result (between £314m and £352m).

There has been regular engagement with the Private Sector throughout the various phases of development of the MWGD up to this point via our established governance arrangements.

From business breakfasts and workshops in 2019 to develop initial proposals, to establishing the Economic Strategy Group to assist the development of the Vision for Growing Mid Wales – the private sector has been central to developing the Portfolio's early thinking.

More recently, arrangements have evolved (and more in line with the other regions) to have an Economic Advisory Group to help advise on the development of the MWGD as the Programmes and Projects begin to emerge.

A series of challenge sessions have been held throughout 2022 and 2023 on the early proposals with the private sector. The programme and project sponsors led a number of presentations on each of the proposals, with the process bringing valuable challenge and feedback to help improve the proposals.

It was however identified in the Assurance review of February 2023, that more needed to be done to formalise the MWGD's action in respect of private sector investment, it highlighted:

- Supporting the Programmes and Projects to develop their thinking further.
- Strengthening of commercial skills/thinking within the Portfolio Management Office.
- Strengthening leverage potential encouraging and supporting projects to leverage their proposals better to attract further investment.
- Develop a Private Sector Investment Strategy that sets out:
 - Areas where increased investment levels could be obtained (direct investment).
 - Areas where more private sector involvement could be facilitated (collaborations).
 - Areas where more thinking could be done to improve benefits (indirect, supply chain etc).

The region is continuing to evolve its arrangements, and ensure input and involvement of the private sector to the MWGD happens at multiple levels:

- Communication: continue to strengthen the awareness of the MWGD and opportunities (directly via the projects, and also indirectly via supply chain opportunities).
- **Expert Knowledge:** utilising the Economic Advisory Group and wider stakeholders to improve approaches/thinking, develop contacts/opportunities.
- Building Partnerships: developing links and improve awareness of the Growth Deal, and what it does, and what it can offer. Linking across to wider investments – seeing the big picture.
- Business Needs: work closely with new Business Wales provider to align needs/support requirements. Ensuring loop back to support provision funded by UKSPF and other regional avenues.

3.4 Key Risks

The MWGD Portfolio is a multi-million-pound capital Portfolio and has its own dedicated risk management arrangements at Project, Programme and Portfolio level – these are regularly reported to the Growing Mid Wales Board (joint committee). All papers are published online.

However, the main risks facing the MWGD can be summarised as:

Construction Costs increases / supply chain issues /inflationary costs: this is an
incredibly difficult issue for Project Sponsors in developing their business cases – the
twin-pronged issues of inflation but also price volatility adds significant uncertainty to
the overall Portfolio's costings.

- Financial Resourcing to deliver Growth Deal: the revenue requirements of running the MWGD comes from defined contributions from both Powys and Ceredigion Local Authorities, alongside a top slice of the Growth Deal funds. Due to the smaller overall size of MWGD compared to other region's Deals the proportion of top slice and the contribution amounts from the local authorities are higher.
- **Private sector investment:** as set out above, is a key issue for all Welsh City and Growth Deals. The MWGD is taking multiple actions on many levels to strengthen this dynamic within the Deal.
- Resources to deliver: Focus of the regional partners have been on the capacity to
 establish and run a Portfolio from the management arrangements (Portfolio
 Management Office) and governance (the GMW Board Joint Committee) and
 associated support infrastructure to develop and deliver the MWGD. However, the
 MWGD also demands significant resource inputs from its Project Sponsors in the
 thorough development of their business cases. Significant goodwill and trust is
 required to resource technically feasible business cases without any up front funding
 from MWGD.

Mitigation measures are in place for the above four key risks; however, they cannot be eradicated completely from the Portfolio. They have been there from the beginning and will remain present as the Portfolio continues to mature and deliver.

The Portfolio Management Team maintain close contact with the external project sponsors, and a robust assurance and management system is in place to track and monitor performance/progress. Support is provided by Government in respect of regular assurance reviews and guidance.

There is a strong emphasis on the project sponsors having full ownership and responsibility on the projects they propose and develop. This ensures that the sponsors are well aware of these risks and the implications for their projects. Whilst it is challenging, it does create an environment where they must think about their investment leverage and potential. They must think about the long-term legacy of the project - requiring a thorough assessment of costs and benefits.

Whilst these risks remain significant, recent assurance reviews on the MWGD arrangements provide confidence that the right processes and systems are in place to help the Portfolio deliver.

3.5 Communications

A key aspect of any investment is communications, and this is an area where the MWGD has invested significant time and effort in strengthening its approaches alongside other work as part of Growing Mid Wales.

A dedicated communications officer has been appointed to the GMW team, and the work of the entire team is led by joint strategic lead officers. This ensures that officer resource is in place to engage with stakeholders across the region, and regular, planned updates are sent via the media, newsletters and social media.



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4. WIDER REGIONAL ACTIVITY

It is important to highlight that the Mid Wales Growth Deal does not operate or deliver in isolation in Mid Wales. As has been previously noted, it has been scoped and planned as capital Portfolio within the context of the Vision for Growing Mid Wales.

The Vision for Growing Mid Wales set out 8 strategic growth priorities:



The Mid Wales Growth Deal with £110m of capital funding would not be able to deliver the entirety of that Strategy, neither would Growth Deal funding be suitable for some requirements (skills or revenue-based activity).

The region therefore utilised the Vision for GMW as a Strategy, to help:

- Ensure Growth Deal investments are targeted on the appropriate interventions in the region (a lot of this context is set out in the Strategic Case of the MWGD Strategic Portfolio Business Case).
- Ensure alignment with other funding streams. The Regional Investment Plan for the UK Shared Prosperity Fund was brought forward from local assessments of wellbeing in tandem with the Vision for GMW. Ensuring strong alignment regionally/locally.

The Vision is therefore utilised as a guiding framework (aligned with Welsh Government's Regional Economic Framework) to help inform and guide regional activity. The document is currently being updated for Autumn 2023.

4.1 Skills

Shortly after reaching Heads of Terms for the MWGD, Mid Wales also achieved confirmation from Welsh Government to establish its own Regional Skills Partnership in Mid Wales. Having developed an extensive network of industry-led collaborative groups, the Partnership launched its first Employment and Skills Plan – and is currently taking forward a range of actions in respect of Apprenticeships, Personal Learning Accounts, Labour Market Intelligence, Business engagement and more.

The Skills team liaise with the Growth Deal team daily and ensure an ongoing consideration of skills and employment matters across the MWGD Portfolio and its constituent projects.

4.2 Energy

Energy is a key theme within the Vision for Growing Mid Wales, and Mid Wales has been working with the Welsh Government Energy Service and other providers to bring forward regional work to develop a strategy and action plan. An advisory group has been established and a significant body of work is being taken forward alongside detailed Local Area Energy Plans in Powys and Ceredigion. Regionally, a dedicated officer has been appointed to provide strategic co-ordination and add value to national/local work.

4.3 Next Steps

Partners in Mid Wales are continuing to collaborate on these key work areas in partnership with industry, governments, and key partners in the region. Work is ongoing to consider the potential of new governance arrangements via the Corporate Join Committee and its work emerging on the Regional Transport Plan and Strategic Development Plan for Mid Wales.

The region is also working with the OECD as part of the Welsh Government's work on future regional investment and will consider the outcomes of the work in respect of the potential scope and focus of the economic well-being sub-committee.