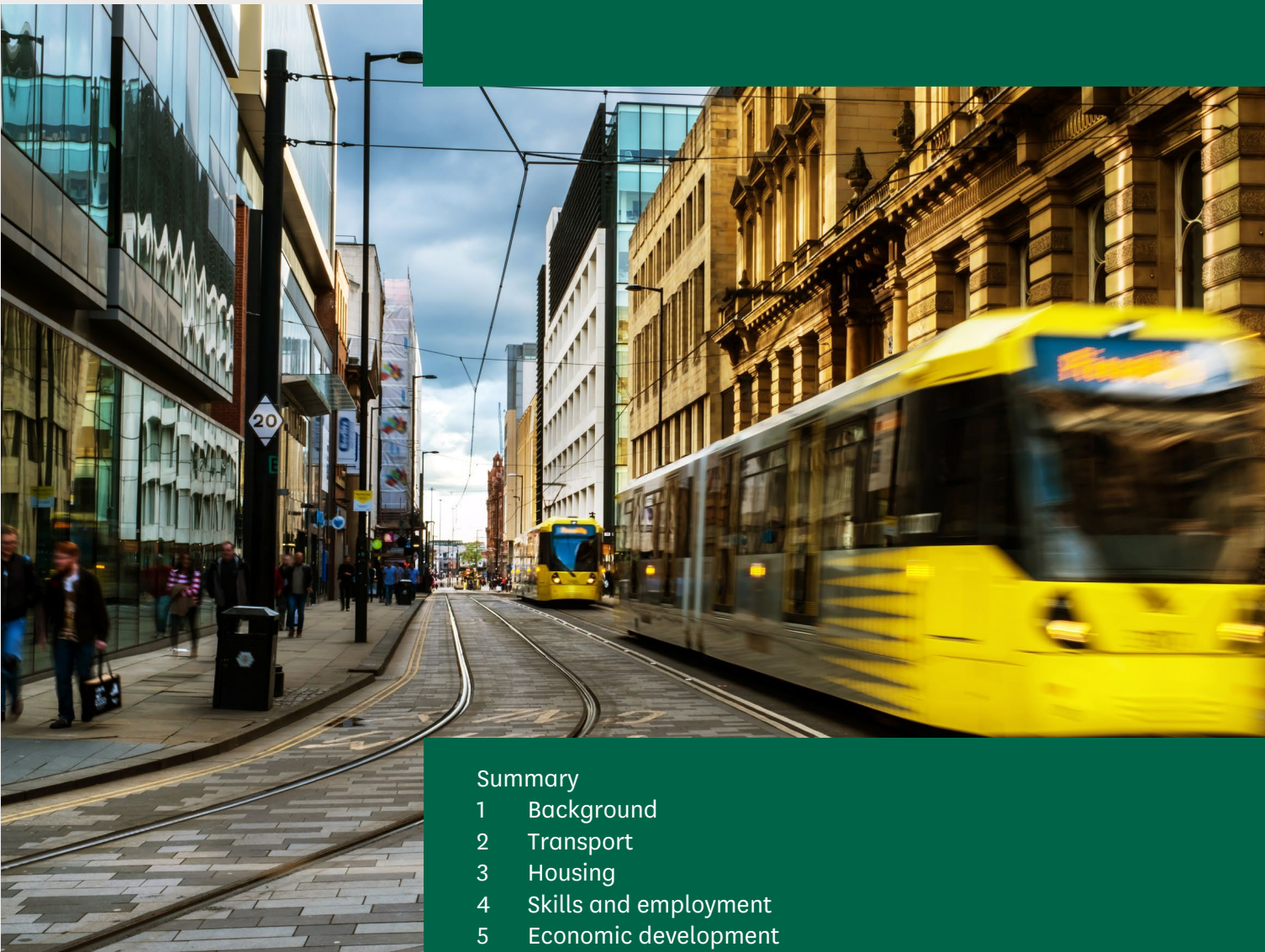


Research Briefing

24 November 2023

By Mark Sandford

Trailblazer devolution deals



Summary

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Summary

In March 2023, the Government published two new ‘trailblazer devolution deals’, which proposed devolving additional powers to the Greater Manchester Combined Authority (GMCA) and the West Midlands Combined Authority (WMCA). Both these authorities have been headed by directly-elected ‘metro-mayors’ since 2017.

This briefing paper provides details of the proposals in the trailblazer devolution deals. Additional information about the GMCA and WMCA, and the Government’s agenda of English devolution, can be found in the Commons Library research briefing [Devolution to local government in England](#).

This briefing paper sets out each policy area in which the trailblazer devolution deals propose to transfer additional power to the two localities. It also provides information about the deals’ proposals in the fields of data provision and sharing; and new accountability requirements that will apply when the trailblazer deals are implemented.

The briefing paper also sets out the trailblazer deals’ proposals for a ‘single financial settlement’. This would involve the two combined authorities being provided with a single budget, negotiated with the Government, that would replace a large quantity of separate grant funding schemes. This would be implemented in the next Spending Review period, beginning in 2025.

The paper’s appendix compares the powers proposed in the trailblazer deals to the powers currently available to the Greater London Authority and the Mayor of London.

1 Background

1.1 Context of the trailblazer deals

The Government published two documents entitled “trailblazer deeper devolution deals” alongside the Budget on 15 March 2023. The Government negotiated them with the Greater Manchester Combined Authority (GMCA) and the West Midlands Combined Authority (WMCA).

These deals represent a further instalment in the evolving policy of English devolution, which began with the signing of the ‘Greater Manchester Agreement’ in November 2014. The trailblazer deals are the sixth deal document negotiated with Greater Manchester, and the third negotiated with the West Midlands. An overview of English devolution policy can be found in the Commons Library research briefing [Devolution to local government in England](#).

The Government’s plan to negotiate these two deals was originally announced in the [Levelling Up White Paper](#), published on 2 February 2022. The White Paper included a framework for the negotiation of devolution deals. It specified the powers available, and the governance requirements, for level 1, 2 and 3 devolution deals. Level 3 was the strongest option, and is comparable to the deals negotiated with existing metro-mayors. The trailblazer deals represent a ‘level 4’ above and beyond the options set out in the White Paper.

The [Greater Manchester](#) and [West Midlands](#) trailblazer deals can be found on the gov.uk website. The previous deals for [Greater Manchester](#) and the [West Midlands](#) are also available on different web pages on the gov.uk website.

The Government also published a first edition of the [English Devolution Accountability Framework](#) (EDAF) alongside the 2023 Budget. This framework will apply to all mayoral combined authorities (MCAs). It will also apply to devolved powers received by county and unitary authorities that have negotiated a devolution deal with the Government.¹ The first edition of the EDAF does not provide any details about how it will apply once the trailblazer deals have been implemented.

¹ The Government has negotiated devolution deals with mayoral combined authorities (MCAs); unitary authorities; county councils in two-tier areas; and it plans to introduce Mayoral County Combined Authorities (MCAs) via the Levelling-Up and Regeneration Bill 2022-23. More information on these deals can be found in the Library briefing paper [Devolution to local government in England](#).

1.2

Characteristics of the deals

The core features of the Greater Manchester and West Midlands deals include:

- Devolution of a small number of additional powers and budgets to the mayor and combined authority. These form a relatively small part of the total text of each deal.
- A single financial settlement. This would be introduced at the next Spending Review (anticipated in 2025). This would see the GMCA and WMCA each provided with a single block grant negotiated with the Government, in the manner of a central government department. This would replace a number of existing grants. The aim would be to increase the financial flexibility available to mayors, and to reduce the number of requirements to report on their spending of grant funding.

The single financial settlement is distinct from the Government's proposals for [simplifying the funding landscape for local authorities](#) that were published in July 2023. It is also distinct from the 'single pot' arrangements that currently operate for mayoral combined authorities (see section 10 for more information on this).

- Adherence to the [English Devolution Accountability Framework](#) (see section 11 below). This will apply to all authorities that receive, or have received, devolved powers from the Government. Thus it will apply to the GMCA and WMCA: but both trailblazer deals also say that a distinct "streamlined, overarching single accountability process" will be agreed to apply to the single financial settlement when it takes effect.

The deals include details of additional discussions between the Government and the two combined authorities, which can be summarised in the following categories:

- Proposals for standing joint working arrangements between the Government and the mayoral administrations in a number of policy areas.
- Commitments to enable the combined authorities to participate in joint commissioning of certain programmes, and to permitting mayoral representatives to sit on certain consultative boards.
- Statements that the Government will explore further potential devolution of policy in areas in which the GMCA and WMCA take an interest.

These three categories do not comprise further devolution of powers. They are commitments to develop joint working arrangements in the short or long term. The extent to which these arrangements are established, or endure, or lead to identifiable outcomes, depends on how much time and resource both sides invest in doing so.

These types of commitment highlight that it can be difficult to identify the exact ‘devolved powers’ held by mayoral combined authorities.

In November 2023 the Government published a document entitled [Technical paper on the Level 4 devolution framework](#). This sets out a detailed list of powers for which other areas with directly-elected mayors could apply. The Government refers to this as ‘level 4’ (in the context of the levels 1, 2 and 3 set out in the Levelling Up White Paper).

The list of powers available closely resembles the powers proposed in the trailblazer deals outlined in this paper. However, these new ‘level 4 deals’ will not, at present, include access to the single financial settlement.

1.3 This briefing paper

This briefing paper provides details of the new powers and budgets to be made available to the GMCA and WMCA. It also provides brief details of the powers that both combined authorities already held when the trailblazer deals were published. Some information is provided on the commitments in the deals to enhanced joint working between the two localities and the Government, and commitments to exploration of future policies.

This information is presented by policy area as follows: transport, housing, skills, economic development, net zero, culture and tourism, public services.

The trailblazer deals feature a number of commitments from the Government to share data more effectively between public bodies and combined authorities. These are collated in section 9. Section 10 explains the proposed single financial settlement for both areas, and section 11 addresses the enhanced accountability arrangements proposed in each deal.

The Appendix of the paper compares the powers available to the devolved bodies in Greater Manchester and the West Midlands – both before and after the trailblazer deals are implemented – with the powers available to the Greater London Authority. Further information on the Greater London Authority is available from the Commons Library research briefing [The Greater London Authority](#).

2 Transport

2.1 Existing powers

The GMCA and WMCA manage tram systems (the Metrolink and Midland Metro respectively), and control a ‘key route network’ of local roads. Both combined authorities have a single transport budget and powers to introduce road charging schemes. Both areas may introduce bus franchising: Greater Manchester [plans to introduce this in late 2023](#), and has secured financial backing from the UK Infrastructure Bank.² The West Midlands has made no moves to introduce bus franchising.

All MCAs have a single transport budget, which is provided annually. They are also provided with an allocation from the [City Region Sustainable Transport Settlement](#), which currently runs from 2022 to 2027. This fund will be extended from 2027 to 2031.³

The GMCA and WMCA have no control over rail services or infrastructure, or over trunk roads (which are managed by [National Highways](#)). Taxi and private hire regulation is the responsibility of local authorities.

2.2 Summary of the trailblazer deal

The trailblazer deals offer extended ticketing integration between buses, trams and rail, and closer partnership with rail operators. The Bus Service Operators Grant (BSOG) will be devolved to the West Midlands (it is already devolved in Greater Manchester). BSOG is a UK Government grant that supports private bus operators to maintain services that have local social value. Both areas will participate in the development of a “national reform package” for BSOG, to be implemented by 2025. Both trailblazer deals commit to a range of ongoing joint working between Government and the devolved areas. They include a particular focus on integrating local rail services with local bus and tram services.

² See UK infrastructure Bank, [UKIB to partner with local authority projects](#), Sep 2022

³ HM Treasury, [Spring Budget 2023](#), March 2023, paragraph 4.122

2.3 Ticketing

The Government will support both Greater Manchester and the West Midlands to explore ticketing integration across buses, trams, and rail by 2030. In Greater Manchester, [Bee Network](#) branding is to be introduced across stations by 2027. In the West Midlands, the Government will work with the [West Midlands Rail Executive](#) to develop a “local branding proposition”.

2.4 Rail partnerships

In both areas the Government will promote a “new rail partnership” with Great British Railways. The nature of this partnership is yet to be scoped out, though the deal texts suggest that the Government will focus on integrating stations into local transport networks, and seeking local input into national policy. Additionally, Greater Manchester will have “the opportunity to sponsor infrastructure and service enhancement schemes that impact the Greater Manchester region”.⁴

Independently of the new partnership proposed in the deal, the GMCA proposes to create a Greater Manchester Rail Board, to bring together relevant stakeholders to advise the Government and Great British Railways on strategic issues concerning rail in Greater Manchester. The Government is to agree the terms of reference for the board with the GMCA.

2.5 Regulatory and legal powers

The Government will continue to explore the options for “simplified side road zebra crossings”, with the aim of making progress by late 2024. This originated with a proposal from the Greater Manchester cycling tsar, Chris Boardman, to introduce white line road crossings on side roads that did not have Belisha beacons. Currently this is not legally permitted. This idea was floated in 2019, and at the time the Government rejected it.⁵

The Government has also committed to assess the need for additional legal powers to address pavement parking and out-of-area working by private hire vehicles. In Greater Manchester, both the Government and Transport for Greater Manchester (TfGM) will explore whether additional legal powers should be made available to counter fare evasion, in advance of the launch of franchised bus services from September 2023.

⁴ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p26

⁵ See BBC, [Chris Boardman calls for 'cheaper' zebra crossings in Greater Manchester](#), 24 Jun 2019

The Government has committed to providing £60 million of additional funding for the extension of the Midland Metro from Wednesbury to Brierley Hill. The trailblazer deals do not include any further transport funding commitments from the Government.

3 Housing

3.1 Existing powers

Most combined authorities hold powers to acquire and dispose of land, to develop housing and infrastructure, and to take action to regenerate land.

When the first metro-mayors were elected, little funding was available for housing initiatives. Greater Manchester operated a £300 million loan fund (the 'Housing Investment Fund'). The GMCA has been able to re-lend loans from this fund that have been repaid.

In early 2018, 'housing deals' were agreed with [Greater Manchester, West Midlands](#), and the West of England. Amongst other sums, these provided a 'land fund' of £50 million in Greater Manchester and £100 million in the West Midlands.

From 2021-22, MCAs have had access to a £400 million Brownfield Land Fund.⁶ A press release in January 2022 also stated that an additional £30 million would be awarded to Greater Manchester, Tees Valley and West Midlands MCAs to help the development of disused brownfield land.⁷

3.2 Summary of the trailblazer deal

The trailblazer deals commit to giving GMCA and WMCA a greater degree of control over the Affordable Housing Programme (AHP). This is currently administered by Homes England, an arm's length body of the Department for Levelling Up, Housing and Communities (DLUHC), throughout England (with the exception of London, where the GLA has operated the AHP since 2012). In both areas, further action will be taken to co-ordinate disposal of public sector land. Greater Manchester will be permitted to introduce a landlord licensing scheme spanning all ten boroughs.

⁶ [PQ HC 69580 2021-22](#), 4 Nov 2021

⁷ [DLUHC, 20 town and city centres in England transformed through ambitious regeneration projects](#), 30 Jan 2022

3.3 Affordable Homes Programme

In both devolved areas, devolving powers over the AHP will proceed in two stages. However, the level of local decision-making on offer at the second stage is less in West Midlands than in Greater Manchester.

At the first stage, the combined authorities will establish strategic priorities for the AHP programme. They will be able to escalate to DLUHC any Homes England funding decisions that are inconsistent with the combined authority's strategic priorities. At this stage, the deal states that "overall funding decisions ... will be consistent with the national targets set for the current Affordable Homes Programme".⁸ That is, local decisions must confirm with national priorities. This arrangement will be governed by Memorandums of Understanding for each area, between the combined authority, DLUHC and Homes England.

In Greater Manchester, the second stage would see the GMCA given the power to direct Homes England to bring forward sites for affordable housing and to work with specified providers. GMCA would approve Homes England's funding allocations to specific schemes. At the next Spending Review, these powers would be accompanied by targets for the numbers of homes to be delivered each year.

In the West Midlands, the second stage would permit the WMCA to have a 'strategic role' in agreeing sites, providers and standards, and to make "key strategic decisions over local investment".⁹ However, day-to-day administration of the AHP would remain with Homes England, which would report to the WMCA on delivery. The West Midlands deal will not make available any power for the WMCA to direct Homes England, or for the WMCA to approve funding allocations or set standards.

3.4 Housing-related funding

The total spend of the AHP in Greater Manchester is expected to be at least £400 million for the period from 2021 to 2026. The trailblazer deal states that a decision has not yet been made on whether to include AHP funding in the proposed single settlement for Greater Manchester.¹⁰

The GMCA's Housing Investment Fund is to be evaluated. The trailblazer deal says that the Government will not require funds that have not been loaned at the end of the financial year to be returned to the (HM Treasury) Consolidated

⁸ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p29; WM TDD p34

⁹ DLUHC, [West Midlands Trailblazer Devolution Deal](#), March 2023, p35

¹⁰ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p30

Fund.¹¹ It is not clear whether this specific point applies to all future financial years or simply the current one.¹²

The Government will provide GMCA with £3.9 million, and the WMCA with £3.8 million, to rent properties for homeless families.

3.5 Property-related regulation

The Government has agreed to approve a landlord licensing scheme ([‘selective licensing’](#)) covering all of Greater Manchester, to be operated by the boroughs.¹³ Landlord licensing is available to all local authorities, but local schemes must be approved by the Secretary of State.

The West Midlands deal states that the region hopes to lead in the implementation of new powers in the [Levelling Up and Regeneration Bill 2022-23](#). These powers would permit local authorities to auction rental agreements on empty high street properties, without requiring consent from the landlord. These powers can be used on designated streets that are important to the local economy and that have a concentration of uses associated with high streets. The powers can apply to properties that have been empty for over a year, or for one year during the last two years.

3.6 Public land

The Government commits to working with the Greater Manchester Land Commission (GMLC). This was established in May 2022 and will be chaired by the Mayor.¹⁴ The programme aims to cover more public sector partners than the national [One Public Estate programme](#), in particular government departments (a proposed membership is included in the May 2022 report).¹⁵ It also aims to include private organisations with significant land holdings, such as utility companies and the Church of England.

The devolution deal states that the GMLC will explore situations where under-utilised land could be repurposed for regeneration purposes, and then support the disposal of that land for those purposes.

In the West Midlands, the deal commits to a “formal public land reform partnership” that will provide the WMCA with strategic leadership powers around disposals of the Government estate in the West Midlands. The deal

¹¹ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p28

¹² DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p27-8

¹³ As above, p32

¹⁴ GMCA, [Greater Manchester Land Commission Commencement Update](#), 27 May 2022. The original devolution deal in 2014 included a commitment to establish a land commission.

¹⁵ As above

text describes the West Midlands as the “national pathfinder of this approach”, suggesting that Government engagement with this partnership may be stronger than in Greater Manchester.¹⁶

The West Midlands will also be one of five initial locations of the [Cabinet Office’s “place pilots” scheme](#). This is an offshoot of the One Public Estate programme.

¹⁶ DLUHC, [West Midlands Trailblazer Devolution Deal](#), March 2023, p36

4 Skills and employment

4.1 Existing powers

MCAAs have had responsibility for the Adult Education Budget (AEB) since the 2019/20 financial year. The Adult Education Budget is an England-wide programme that funds adult learners obtaining qualifications in circumstances set out on the ESFA webpage [Adult education budget devolution](#).

MCAAs also distribute the funding from the new Multiply programme, which provides £560 million from 2022-25 across England. Some MCAAs have also received funding since 2021 for the ‘Free Courses for Jobs’ and ‘Skills Bootcamps’ programmes, which form part of the [National Skills Fund](#).¹⁷

MCAAs have no responsibilities in the field of careers advice, or apprenticeship provision. Devolution deals agreed in the 2014-16 period included devolution of the Apprenticeship Grant for Employers, but this grant ended in 2017.

The GMCA has operated the Work and Health Programme, which provides targeted employment support, since 2018.¹⁸

4.2 Summary of the trailblazer deal

A joint governance board will be established in both Greater Manchester and the West Midlands to oversee 16-19 technical education. Future employment support schemes are to be co-designed by the DWP and each local area.

4.3 Post-16 technical education

The GMCA and WMCA will each establish a joint governance board to oversee post-16 technical education. No such structure currently exists. It will aim to ensure that technical and vocational courses align with employer needs. It will sign off the local skills improvement fund application, that will be used to

¹⁷ DLUHC, [Secretary of State’s Annual Report on Devolution 2021/22](#), 2023, p10

¹⁸ This programme is also devolved to the GLA, but not to any of the other MCAAs: they received funding under this heading until 2017. More information is available in the Library briefing paper [Work and Health Programme](#)

implement the [Local Skills Improvement Plan](#) (LSIP). The board will also lead the development of a careers strategy that is in line with the LSIP.

The Government will also enable the GMCA's funding for Free Courses for Jobs, and for Skills Bootcamps, to become part of the planned 'single settlement' from 2025. For 2023/24, 30% of Skills Bootcamps funding can be spent on local priorities, and 50% of Free Courses for Jobs can be spent on any Level 3 adult qualifications. These grant funds were worth £1 million and £6.7 million respectively in Greater Manchester in 2021/22, and £1 million and £9.1 million respectively in the West Midlands.¹⁹ The GMCA will also be able to vary Skills Bootcamps to meet local needs, in line with the Local Skills Improvement Plan (LSIP), subject to agreement from the Department for Education.

In both areas the combined authority will establish joint governance arrangements for careers, which will "establish GMCA[/WMCA] as the central convenor of careers provision in the region".²⁰ To this end GMCA will be permitted to "oversee the cumulative impact of all publicly funded careers education, information, advice and guidance services";²¹ while WMCA will be permitted to attend the quarterly performance monitoring of the National Careers Service contractor.²²

Both deals state that further work will take place examining the ongoing role of the combined authority in designing and managing future careers provision, including the provision of a new "strategic fund", and the creation of agreed local key performance indicators.

4.4 Employment support

The joint board that has managed the GMCA's Work and Health Programme (Working Well) will be refreshed and given a wider remit. This will be facilitated by discussions with a single point of contact within JobCentre Plus.

The Department for Work and Pensions has agreed, in regard to both Greater Manchester and the West Midlands, to a co-design approach for all future contracts for employment support schemes. Currently the DWP lets employment support contracts covering all local areas across England. A list of England-wide employment-related programmes, collated in 2021, is available from the Local Government Association.²³

The trailblazer deals state that future employment support schemes should by default be delivered by the local body, provided that accountability mechanisms are in place. This is a step further than current arrangements,

¹⁹ DLUHC, [Secretary of State's Annual Report on Devolution 2021/22](#), 2023, p10

²⁰ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p37

²¹ As above, p38

²² DLUHC, [West Midlands Trailblazer Devolution Deal](#), March 2023, p43

²³ See [National employment and skills related provision](#), LGA, 2021

which apply only to schemes to support people who have been unemployed for a long time or have specific health needs.

In the short term, DWP will explore piloting new employment support schemes in Greater Manchester, which are targeted at people who are not in the labour market and are inactive, and at people who are disabled or facing health inequalities. This prospect is not mentioned in the West Midlands deal.

5 Economic development

5.1 Existing powers

MCAs have powers to buy and sell land, including via compulsory purchase, and to “secure the regeneration or development” of land. Many also have the power to encourage visitors and provide conference facilities in their area.

From 2011 to 2024, in England, Local Enterprise Partnerships (LEPs) had responsibility for promoting economic development in their area. Most MCAs worked closely with the LEP or LEPs in their area: in locations where the LEP and MCA had identical boundaries, it was common for the two organisations to function as one in practice. The Government has required LEPs to be integrated into upper-tier authorities (MCAs or county councils), where they exist, as of April 2024.²⁴

All Local Enterprise Partnerships across England operate ‘growth hubs’. These were established in the wake of the abolition of the Regional Development Agencies (RDAs), and the support service Business Link, in 2011. These too are to be transferred to MCAs where they exist as of April 2024.

MCAs have the power to establish Mayoral Development Corporations (MDCs), to manage large-scale development and regeneration projects. At the time of writing, three have been established in the Tees Valley (South Tees, Hartlepool and Middlesbrough), and one in Greater Manchester (Stockport).²⁵

Funding

MCAs receive an annual investment fund, which they can spend as they see fit. The annual sum available is fixed in cash terms over 30 years. It varies from £12 million (Tees Valley) to £48 million (North-East) per year. This sum forms part of the ‘single pot’ for all existing MCAs. MCAs manage the local distribution of the [UK Shared Prosperity Fund](#).

LEPs managed considerable sums of government grant funding, principally the Regional Growth Fund (2011-16) and Local Growth Fund (2016-21).

²⁴ See DLUHC, [Local Enterprise Partnerships: Integration guidance](#), April 2022

²⁵ The Mayor of London has also established two development corporations: London Legacy Development Corporation (managing the Olympic Park in Stratford) and Old Oak and Park Royal Development Corporation.

MDCs do not attract any guaranteed source of funds. Some MDCs have received substantial one-off Government grants to finance regeneration work.²⁶

5.2 Summary of the trailblazer deal

The trailblazer deals do not provide any additional powers for the GMCA or WMCA in the field of economic development. They propose an expansion of joint working in areas such as innovation funding; export promotion; access to finance for SMEs; and intelligence regarding national and international finance opportunities.

There are affinities between the range of policy areas addressed by the trailblazer deals and the functions of the Regional Development Agencies that operated between 1998 and 2011.

5.3 Innovation

Alongside the Glasgow city region, [Greater Manchester](#) and [the West Midlands](#) are both participating in the Innovation Accelerator scheme. This was originally announced in the Levelling Up White Paper. The three areas will share a £100 million research fund, and will aim to attract new investment and boost innovation locally.

Greater Manchester has identified the sectors of advanced manufacturing, creative industries, health innovation, and net zero as priorities.²⁷ The West Midlands has identified eight priorities: professional services; aerospace; creative content; health; logistics; electric light vehicles; low carbon utilities; and housing.²⁸

The Government will establish a “strategic innovation partnership” with both local bodies. The GMCA and WMCA will have consultation rights on UK Research and Innovation (UKRI) strategies, and will be invited to meetings with UKRI and science ministers to set out their priorities.

5.4 Productivity

Both deals state that they recognise the MCA “as the lead agency for integrating business productivity interventions at the city region level”. Both

²⁶ See, for instance, HM Treasury, [Teesside transformation backed by £71m government funding](#), 10 Jan 2020

²⁷ Greater Manchester Business Board, [Innovation Accelerator - Further Information](#), 2022

²⁸ WMCA, [Plan for Growth](#), December 2022, p8

MCAs will lead on integrating new programmes into the Growth Hub, and will work with the Government “to inform a refreshed approach to the service”.²⁹ The deals also commit to strengthening the referral network between the Growth Hub and the British Business Bank, to enhance access to SME finance.

Both deals will establish a new Strategic Productivity Partnership in the locality. This is intended to ensure “complementarity between national and local commissioning activities”.³⁰

Both deals state that the Government will seek to co-commission any future funding for business support and advisory services, and that any such funding could become part of the single financial settlement.³¹

The deals also commit to strengthened partnership in the field of inward investment, including data sharing, directing businesses towards investment opportunities, and permitting the combined authorities to contribute to national policy consultations. GMCA will also be able to access support to take advantage of large-scale investment opportunities, including accessing a network of some 20 ‘investment champions’ in Greater Manchester.

In both areas, the Department for Business and Trade (DBT) will also explore “creating a more formal network of local investment promotion agencies”.³² These would share data, market intelligence, and best practice on sealing investment opportunities. DBT will provide access to its trade networks, and seek to include leading companies from both areas in its export plans and trade missions.

5.5 Trade and investment

The West Midlands deal states that the Government will “recognise the West Midlands Growth Company as the lead agency for trade and investment on behalf of the WMCA”.³³ This body will develop a strategy that is jointly owned by the Government and the WMCA, and both sides will approve its board membership. This board intends to bid for a new Business and Tourism Programme for the region ([the current one is to finish by the end of 2023](#)), which is expected to use funding of some £23 million.³⁴ The original programme grew out of the legacy of the 2022 Commonwealth Games, which were held in Birmingham.

In Greater Manchester, the deal commits to creating a new trade and investment board between the GMCA and the Department for Business and

²⁹ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p46

³⁰ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p46

³¹ As above, p46

³² DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p50; DLUHC, [West Midlands Trailblazer Devolution Deal](#), March 2023, p55

³³ DLUHC, [West Midlands Trailblazer Devolution Deal](#), March 2023, p53

³⁴ [Business location coordination and foreign direct investment \(wmca.org.uk\)](#)

Trade (DBT). Both regions will have the opportunity to “contribute to national policy consultations”,³⁵ and the West Midlands deal specifies that a single point of contact will be available to the region within DBT. Both areas will be able to access support from the Government’s Office for Investment for large-scale opportunities (over £100 million in value).

DBT also makes several commitments to working with GMCA to promote exports, using its global networks and local networks of ‘export champions’. The West Midlands deal contains a more restricted set of commitments in this regard.

³⁵ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p49; WM TDD p54

6 Net zero

6.1 Existing powers

‘Net zero’ has only featured as a named division of public policy from the late 2010s onwards. The MCAs currently have no powers or funding that fall within this area. They have no control over the major environmental arm’s length bodies in England, such as the Environment Agency and Natural England. Initiatives in a range of policy areas contribute to the aim of net zero, such as clean air zones, electric buses, and the [Public Sector Decarbonisation Scheme](#).

Discussion of net zero in the trailblazer deals focuses on retrofitting of buildings (that is, improving insulation and energy use), heat network zones, and local nature recovery schemes.

6.2 Summary of the trailblazer deal

National energy efficiency retrofit funding schemes will be devolved to GMCA and WMCA within the single financial settlement. Both areas will face legally binding frameworks, covering targets for emission reductions and addressing fuel poverty, quality standards, value for money and evaluation.

The Government plans to introduce national minimum energy efficiency standards for social housing, and will explore the possibility of GMCA and WMCA setting energy efficiency standards for the private rented sector that exceed national standards.

The deals commit to additional joint research on local area energy plans and how these can underpin delivery of infrastructure such as heat networks, electric vehicle charging points, and heat pumps. GMCA will also explore integrating these plans with spatial planning.

6.3 Heat network zones

The [Energy Bill 2022-23](#) seeks to introduce heat network zones across England. Clause 182 would permit the Government to designate ‘zone co-ordinators’ for one or more zones in England. These may be (but are not required to be) local authorities. The functions of the co-ordinators will be set

out in regulations. The Bill leaves open what level of local government will take on these responsibilities.³⁶

The [Government's policy statement on the Energy Bill](#) states that both the GMCA and WMCA will become the Heat Network Zoning Co-ordinator for their areas. The heat network zoning regime will be in place by 2025. Co-ordinating bodies will be able to issue enforcement notices to require certain buildings to connect to heat networks in their zone. It is anticipated that this requirement will fall upon new buildings, public sector buildings, and large residential or business buildings.³⁷

6.4 Regulation and advice

Both deals hold open the possibility of each area setting its own energy efficiency standards to apply to private rental properties. The Government will introduce a national standard for social housing properties, which GMCA and WMCA may be able to exceed locally.

The Government has agreed to work with both areas to develop better quality consumer advice on retrofitting properties, including exploring potential legislative options.

6.5 Funding

Government funding for net zero will be devolved to both areas from 2025 onwards, as part of its single settlement. This will include funding for retrofitting of buildings. The provision of funding will be accompanied by “legally binding conditions”, with agreed outcomes and accountability frameworks.³⁸

The West Midlands will receive £25 million in capital funding during the current Spending Review period (2021-24) for “green and innovative projects”.³⁹

6.6 Local Nature Recovery Strategies

The Government also expects to appoint the mayor, in Greater Manchester and the West Midlands, as the responsible authority for the area's Local

³⁶ Department of Energy Security and Net Zero, [Energy Bill Policy Statement: Heat Network Zoning Framework](#), 2023, p5

³⁷ As above, p6

³⁸ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p55

³⁹ DLUHC, [West Midlands Trailblazer Devolution Deal](#), March 2023, p69

Nature Recovery Strategy. This is a statutory strategy made under section 105 of the [Environment Act 2021](#).⁴⁰ These strategies are to be introduced throughout England and managed by metro-mayors and upper-tier local authorities. They must contain priorities for nature recovery, and map existing valuable areas for nature and proposals to improve natural habitats. The planning system will be required to have regard to them. It is not clear whether any dedicated funding will be made available to implement them.⁴¹

The Greater Manchester deal also includes a general offer from the Government to support delivery of the GMCA's Natural Capital Investment Plan, via funding, expert support, or access to networks. It states that "any funding provided will be subject to further agreement and approvals and will be conditional on participation in a programme of evaluation and shared learning".⁴² The deal also suggests that Greater Manchester will be a 'testbed' for new approaches to flood risk management.

⁴⁰ The 2021 Act states that the Secretary of State must designate either a local authority or a combined authority mayor (or the Mayor of London) as the responsible authority for a local nature recovery strategy.

⁴¹ DEFRA, [Local nature recovery strategy statutory guidance](#), 2022

⁴² DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p57

7 Culture and tourism

7.1 Existing powers

Most MCAs have no specific powers in the field of culture. Greater Manchester shares with its constituent boroughs the power to contribute towards “providing entertainments”, found in section 145 of the Local Government Act 1972. MCAs have no control over arm’s length bodies such as the Arts Council, Sport England, or English Heritage, and no dedicated funding for cultural matters.

7.2 Culture

In Greater Manchester, the devolution deal commits to establishing a Greater Manchester Strategic Cultural Partnership between GMCA and the Government. This will publish a memorandum of understanding in 2023, and a five-year strategy in 2024. Public bodies reporting to the Department of Culture, Media and Sport (DCMS), such as Arts Council England, Historic England, Sport England, the British Tourist Authority and the National Lottery Heritage Fund, will work together on “greater funding alignment, joint investment and strategic collaboration”.⁴³ The deal also specifies that joining up is a key element of this plan, aiming to enable cultural partners to work across economy, skills and health.

The West Midlands deal does not specifically commit to creating a ‘cultural partnership’. However, it states that a “regional culture and heritage framework” will be developed during 2023 and finalised in 2024. The DCMS public bodies will work with WMCA to increase funding alignment, investment and collaboration. DCMS will also make “available £70 million of contingency underspends from the Commonwealth Games to support the WMCA”.⁴⁴ It is not clear whether these funds will be passed to the WMCA or spent on the West Midlands by DCMS.

⁴³ As above, p59

⁴⁴ DLUHC, [West Midlands Trailblazer Devolution Deal](#), March 2023, p65

7.3

Tourism

Visit England will seek to accredit Marketing Manchester, and the West Midlands Growth Company, as [Local Visitor Economy Partnerships](#). This is expected to develop links with other sectors such as transport and higher education, and it is expected to develop a “locally-led, self-sustaining funding model”. The West Midlands deal also states that the West Midlands Growth Company will seek [destination development partnership](#) status. This is a new concept that is currently being piloted in the North-East.

The Department for Science, Information and Technology (DSIT) has agreed to establish a Digital Infrastructure Leadership Group, which will focus discussions with both areas regarding how to increase uptake of digital technology.

8 Health

8.1 Existing powers

Greater Manchester has a form of ‘health devolution’ introduced from 2016. This takes the form of a joint agreement between local NHS bodies and the ten boroughs in Greater Manchester, using section 75 of the [National Health Service Act 2006](#). The Mayor of Greater Manchester has no formal involvement in the health devolution regime, but its operations are closely integrated with GMCA’s broader policies.

Greater Manchester shares the duty to promote public health that is held by the ten boroughs.⁴⁵ This duty also applies to all upper-tier authorities in England.

8.2 Public health and health training

In Greater Manchester, the Government will support GMCA’s aim of introducing a “more integrated and robust training and education infrastructure” for the NHS and social care profession.⁴⁶

The Government also commits to working closely with GMCA on reform of health training and education, and to a programme to test aspects of the Greater Manchester Local Resilience Framework. The Government will also review section 75 of the National Health Service Act 2006.

In the West Midlands, the WMCA will be given a formal duty to improve public health. The deal says that the Government will support WMCA to “explore innovative ways to improve population health, address health disparities and prevent ill-health”.⁴⁷ The deal mentions the option of including any future public health funding in the West Midlands’ single settlement.

⁴⁵ See the [Greater Manchester Combined Authority \(Public Health Functions\) Order 2017](#)

⁴⁶ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p63

⁴⁷ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p67

9

Data

Previous devolution deals contained very little detail specifically about data. However, the Levelling Up White Paper made a number of proposals and commitments regarding collecting and sharing data:

- producing and disseminating more timely, granular and harmonised subnational statistics through the Government Statistical Service’s Subnational Data Strategy;
- making granular data publicly available through a number of tools, including a new ONS interactive subnational data explorer;
- harnessing data visualisation techniques and building capacity within the ONS to help decision-makers better understand and compare outcomes; and
- increasing incentives to evaluate, monitor and experiment in levelling up policies and programmes.⁴⁸ [p150]

The aim of “making granular data publicly available” is also to be taken forward by the DLUHC’s new Spatial Data Unit.

The trailblazer deals state that the Government will establish a new data partnership with both areas. This aims to speed up local requests for access to data held by the Government, and it will include officers from both combined authorities participating in the Government’s Chief Data Officers’ Council.

Both devolution deals note the importance of better data sharing between public bodies, the Government, and the devolved authorities. Both deals say that the combined authorities’ priorities are:

...timely access to data at the right local geographical level relating to skills and training, employability and labour markets, careers, business support, transport, trade and investment, crime, energy use and climate resilience; and data held by the government pertaining to GMCA’s [/WMCA’s] devolved functions.⁴⁹

The deals mention the possibility of the Government sharing a number of additional categories of data with the GMCA and WMCA, including:

⁴⁸ DLUHC, [Levelling Up the United Kingdom](#), 2022, p150

⁴⁹ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p15; DLUHC, [West Midlands Trailblazer Devolution Deal](#), March 2023, p16

- Local rail data, including passenger surveys, passenger counts, cost data and performance data
- Data related to technical education and local labour market needs
- Data on Skills Bootcamps provision
- Data relevant to future employment support programmes
- Data on regional spending by UK Research & Innovation (UKRI)
- Data on business intelligence held by the Department for Business and Trade, including data related to potential foreign direct investment
- A general commitment to sharing public sector data to assist both areas in promoting a ‘health in all policies’ approach.⁵⁰

⁵⁰ DLUHC, [West Midlands Trailblazer Devolution Deal](#), March 2023, p16

10 The single funding settlement

10.1 Current funding arrangements

The majority of MCA funding is currently provided via a series of separate central government grants. Many of these are provided with separate monitoring and reporting frameworks. Indicative details of the range of grants provided to MCAs can be found in the Secretary of State's annual reports on devolution.⁵¹

The investment funds (see section 5.1), together with general transport funding and the City Region Sustainable Transport Settlements (see section 2.1), are rolled together into a 'single pot'. In broad terms this means that the MCA may treat all of this funding as a single source of funding, rather than spending the separate grant funds on their specific 'subject matter'. More detail on the single pot can be found in the Government's [National local growth assurance framework](#), published in 2021.

Some MCAs receive a proportion of funding from retained business rates: these are Greater Manchester, Liverpool City Region, West Midlands and West of England. Most MCAs have the power to raise a precept (that is, a supplement) on council tax bills in their areas. At the time of writing only the mayors of Greater Manchester, Liverpool City Region, and Cambridgeshire & Peterborough have exercised this power.

10.2 Summary of the trailblazer deals

The Government has committed to a "single funding settlement" with GMCA. This settlement will be agreed with the Government via a single process, akin to setting a budget for a Government department. A new accountability framework will be co-ordinated by DLUHC.

The single settlement is intended to enable GMCA and WMCA to negotiate a single source of funding with the Government. It will come into effect, at the earliest, at the 2025 Spending Review (i.e. for the 2025/26 financial year).

The single settlement is intended to replace the existing 'single pot'.⁵² The English Devolution Accountability Framework, a new document published in

⁵¹ For instance, see DLUHC, [Secretary of State's annual report on devolution 2021 to 2022](#)

⁵² See, for instance, DLUHC, [Secretary of State's annual report on devolution 2021 to 2022](#); [Secretary of State's Annual Report on Devolution 2020-21](#)

March 2023, stated that “the Government recognises that the ‘single pot’ process did not reduce the inefficiencies, decision-making complexity and reporting burdens which result from the number of local funding pots and the strings attached to them”.⁵³

The single finance settlement is distinct from the Government’s broader plans to streamline funding for local government, published in July 2023.⁵⁴ Those plans reflect broader criticisms of recent Government policy, which has been to operate numerous small-scale competitive funding pots. For instance, the Centre for Cities paper *Pot Luck*, published in July 2023, states that local government funding is currently too fragmented and reliant on competition between places, and that grants typically last for only a few years before being replaced.⁵⁵

However, the Government’s July 2023 publication also said that the Government intended to roll out the single funding settlement to all MCAs “over time”.

10.3 Coverage of the single settlement

The five core themes to be covered by the single financial settlement are “local growth and place; local transport; housing and regeneration; adult skills; retrofitting buildings”.⁵⁶

To illustrate this coverage in practical terms, if the single financial settlement had been implemented at the time that the trailblazer deals were published, it would have included the UK Shared Prosperity Fund; the Levelling Up Fund; City Region Sustainable Transport Settlements; funding for buses, active travel and “electric vehicle funds”; the Brownfield Housing Fund and the Brownfield Infrastructure and Land Fund; the Adult Education Budget; and Free Courses for Jobs.⁵⁷

Funding associated with devolved functions will be provided to Greater Manchester and West Midlands through its single settlement unless the Government takes a positive decision to the contrary. Each devolved body will be permitted to use the funding within the single settlement as it chooses. The devolved bodies’ performance will be measured by a set of metrics, that are to be developed in the medium term by the [Office for Local Government](#) (OFLOG).

⁵³ EDAF, paragraph 4.6

⁵⁴ See DLUHC, [Simplifying the funding landscape for local authorities](#), July 2023; DLUHC, [DLUHC local growth and place fund register](#), July 2023

⁵⁵ Centre for Cities, [Pot luck: What government needs to do to streamline local government funding](#), July 2023

⁵⁶ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p17

⁵⁷ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p18; DLUHC, [West Midlands Trailblazer Devolution Deal](#), March 2023, p22-23

The Government published a memorandum of understanding in November 2023 giving further details of how the single settlement would operate. This document restated the subject matter of funding that would be in scope for the single settlement. The amounts of money made available would be decided as part of the Spending Review process, via a set of published formulae, and they will feature within Government departmental financial settlements once agreed. The formulae are to be made available by spring 2024.⁵⁸

The Treasury, and DLUHC, will jointly determine whether any new funds that emerge during a Spending Review period come within the scope of the functional responsibilities set out in this document.

Metro-mayors will have full flexibility over revenue funding within the five core themes (see above). They will be able to move 10% of funding within each theme to other themes; and 10% of capital spending to revenue spending within each theme. Further information will be provided on whether mayors will be able to move funding between financial years.⁵⁹

An outcomes framework, against which mayors' spending decisions will be judged, is to be agreed by spring 2024. MCAs' progress against delivery will be overseen by DLUHC:

MCAs' delivery of the agreed outcomes will be overseen by a Programme Board that will be chaired by DLUHC senior officers and attended by the MCAs, HMT senior officials, and senior officials from other government departments (OGDs) that have devolved funding in the single settlement. The Programme Board will act as the default point of contact for the MCAs on all delivery questions, concerns, and conversations...⁶⁰

GMCA and WMCA will be required to send six-monthly reports to this board, outlining progress against targets, spend profile, and a narrative of any major changes. Separately, the Government will work with the two MCAs to evaluate the outcomes of the single settlement.

The memorandum of understanding also includes a dispute resolution process. It states that, if central and local officials cannot resolve a dispute, it is to be escalated to the programme board. The programme board may bring scheduled meetings forward to attend to a dispute. If the dispute cannot be resolved there, the board secretariat will broker political engagement between Ministers and mayors.

⁵⁸ HM Treasury, [Memorandum of Understanding for the "Trailblazer" Single Settlements for Greater Manchester and West Midlands Combined Authorities](#), 2023, p10

⁵⁹ As above, pp13-14

⁶⁰ As above, p19

10.4

Business rates retention

Greater Manchester and the West Midlands currently retain 100% of business rates revenue, via an arrangement originally established as a pilot in 2017. This arrangement is currently renewed annually within the Local Government Finance Settlement. The devolution deals commit to keeping it in place for a further ten years.

The deals also commit to permitting the designation of a number of zones in which 100% local rate retention will stay in place for 25 years. This length of time has in the past been the norm for specific initiatives such as Investment Zones or tax increment financing arrangements.

11 Accountability procedures

11.1 Forms of accountability

GMCA and WMCA are, like other combined authorities, subject to the Local Government Accountability Framework. They will also be subject to the new [English Devolution Accountability Framework](#). This sits alongside other accountability mechanisms, including local overview and scrutiny arrangements; external audit; and freedom of information.

In the medium term, MCAs will be subject to a series of metrics to assess their performance. These are likely to be managed by the new Office for Local Government (OFLOG). OFLOG [was formally launched in July 2023](#): in the medium term it is expected to become independent of DLUHC and to be headquartered outside London.⁶¹

OFLOG will lead on the development of metrics to be applied to the combined authorities. It began work with metro-mayors and the GLA on designing these in February 2023, focusing on adult skills. This will be followed by transport in mid-2023 and housing in early 2024.⁶²

11.2 Local Government Accountability Framework

All Government departments publish Accounting Officer System Statements: DLUHC's was most recently published on 12 June 2023.⁶³ These documents explain how the department's Permanent Secretary discharges their duty of personal accountability to Parliament for their department's public spending.

Accounting Officer System Statements also explain how departments hold other bodies accountable when they departments transfer money to them. This is particularly significant when funds are passed to local elected bodies, which hold separate democratic mandates.

DLUHC's Accounting Officer System Statement includes a Local Government Accountability Framework. This describes 'accountability' as consisting both of local democratic structures and procedures; and requirements to account

⁶¹ Martin George, [Interim chief executive of Oflog appointed](#), Local Government Chronicle, 13 June 2023

⁶² DLUHC, [English Devolution Accountability Framework](#), 2023, paragraph 3.8

⁶³ DLUHC, [DLUHC accounting officer system statement 2023](#), 2023

to central government departments for public spending. It cites the following dimensions of local accountability:

- Democratic accountability of local elected officials, which “is an important assurance that they will manage spending and services effectively”
- The Best Value duty, which requires all local authorities to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness”⁶⁴
- Local authority overview and scrutiny arrangements
- Publication of accounts, with access for electors, and annual external and internal audit
- The Freedom of Information regime.⁶⁵

The Framework also states that the DLUHC Permanent Secretary is:

... directly accountable for ensuring regularity, propriety and value for money in the distribution of these two revenue budgets to local authorities. Other departmental accounting officers are accountable for distribution of grants from their budgets to local government to support delivery of other policy areas. ... I am accountable for ensuring that this system ensures local authorities are accountable for acting with regularity, propriety and value for money in the use of their resources.⁶⁶

The Framework also states that other departments are “responsible for establishing [their] own arrangements to ensure that services remain sustainable and that statutory responsibilities are being met”.⁶⁷ This is already done for a number of devolved funds, such as the Adult Education Budget, the City Region Sustainable Transport Settlements, and the Brownfield Housing Fund.⁶⁸

11.3

English Devolution Accountability Framework

The Government published the English Devolution Accountability Framework (EDAF) in March 2023. The EDAF specifies value for money, strong ethical

⁶⁴ MHCLG, [Accounting Officer System Statement](#), 2020, p36 (paragraph 1.5). The [Local Government Act 1999](#) requires local authorities to obtain ‘best value’ when operating their services. It also provides Government with extensive intervention powers, and up till 2011 it provided the legislative foundation for the Comprehensive Performance Assessment that was operated by the Audit Commission. The provisions of the 1999 Act apply to the GLA.

⁶⁵ MHCLG, [Accounting Officer System Statement](#), 2020, p36

⁶⁶ As above, paragraph 1.16, p38

⁶⁷ As above, paragraph 1.18, p39

⁶⁸ Details of these additional assurance arrangements can be found in the annexes of the English Devolution Accountability Framework.

standards, and a strong business voice as key components of effective governance, alongside accountability arrangements. It sets out the ways in which these concerns apply currently to devolved bodies.

The Government also plans to publish new Plain English guidance setting out the roles and funds of devolved institutions. [Plain English guidance explaining devolution deals](#) and the role of metro-mayors has been published since 2017.

The Government also commits to “an annual conversation with the area to allow a clearer understanding of the interconnections between projects in different funding streams and the local priorities”.⁶⁹

11.4 Scrutiny Protocol

The trailblazer deals also state that the respective combined authorities “commit to building a culture of greater scrutiny and accountability through the proposals set out in this section”.⁷⁰ All MCAs are expected to demonstrate how they will adhere to the requirements of the Government’s [Scrutiny Protocol](#), published in November 2023. It says that:

...each institution will ensure it has a focus on a sustained culture of scrutiny. Membership on committees should be prized and competed for. Retention of members for several years should be common. Members must be able to devote the time to the role. Committees should have the profile and cachet to ensure that their findings are brought to the attention of the public wherever necessary through strong communications.

The government considers the Scrutiny Protocol a key factor in implementing Level 4 and single department-style funding settlements. Institutions with devolved powers should utilise the principles of the Scrutiny Protocol and requirements of the EDAF (including Local Assurance Frameworks) to ensure transparent and accountable decision-making and delivery of value for money on devolved funds.⁷¹

The scrutiny protocol includes 18 key principles that the Government believes local scrutiny procedures should adhere to. Amongst these are training for scrutiny members; access to research and data; the power to call in Mayoral decisions; good stakeholder relationships; and annual reporting and regular reflection. In addition, it recommends that an elected mayor should hold a mayor’s question time at least every three months. This should be held in public and chaired by an independent person.

MCAs are legally required to have at least one overview and scrutiny committee, and to appoint a statutory scrutiny officer. The [Levelling-Up and](#)

⁶⁹ As above, paragraph 4.11

⁷⁰ DLUHC, [Greater Manchester Trailblazer Devolution Deal](#), March 2023, p9

⁷¹ DLUHC, [Scrutiny Protocol](#), November 2023, paragraph 1.6-1.7

[Regeneration Act 2023](#) permits MCAs to pay an allowance to overview and scrutiny committee members.

The trailblazer deals also commit the two MCAs to arranging four events per year where MPs from Greater Manchester / the West Midlands will be able to scrutinise the Mayor and portfolio holders.

[An ESRC-funded research project](#) is exploring the possibility of creating “local policy innovation observatories” in a number of pilot localities.⁷²

⁷² MetroDynamics, [Prosperous Places: Local Research Partnerships](#), March 2022, p34-40.

Appendix: comparison of devolved powers in London and Manchester

Policy area	Greater London	Greater Manchester / West Midlands
Transport	Transport: Tube, trams, buses, trunk roads, taxi regulation, river services. Power to impose congestion charge, emissions charge, workplace parking levy.	Transport: trams, bus franchising. Power to impose congestion charge, emissions charge, workplace parking levy. Integrated fares system, integrating rail stations into transport system, including funding
Economic development	Local Enterprise Partnership; growth hub; UK Shared Prosperity Fund; Mayoral Development Corporations. Duty to support tourism	Local Enterprise Partnership; growth hub; UK Shared Prosperity Fund; Mayoral Development Corporations. Investment Fund
Employment support	Work and Health	Work and Health (GM); co-design of employment support
Environment	Waste and recycling forum; power to direct authorities to have regard to Mayor's waste	Waste disposal authority (GM); funding for net zero and property retrofitting
Housing	Affordable Housing Programme; London Land Fund	Housing Loan Fund (GM); Brownfield Housing Fund; Affordable Housing Programme
Policing	Metropolitan Police Authority	Greater Manchester Police, West Midlands Police
Fire	London Fire Commissioner	Greater Manchester Fire and Rescue Service
Culture	Mayor appoints chairs of Arts Council London board and eight members of Museum of London	
Planning	Spatial development strategy (London Plan) Determining applications of strategic importance; power to direct boroughs to change local plans in conformity with London Plan	Spatial development strategy (GM)
Skills	Adult Education Budget; Skills Bootcamps; Free Courses for Jobs; Multiply	Adult Education Budget; Multiply; joint careers board; joint 16-19 strategic board for technical education; Free Courses for Jobs; Skills Bootcamps
Health	Health inequalities strategy	Public health duty (to be introduced in WM, exists in GM); 'health devolution' agreement between boroughs and
Funding	37% business rates retention; council tax precept; business rates supplement; road user charging (Congestion Charge, LEZ, ULEZ); fare income; mayoral CIL	100% business rates retention; council tax precept (not used in WM); power to establish business rates supplement, CIL, road user charging; single financial settlement

Red denotes powers that will be made available when the trailblazer deals are implemented.

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