

## AGENDA ITEM 8

### REPORT TO THE TEES VALLEY COMBINED AUTHORITY CABINET

21 DECEMBER 2017

### REPORT OF THE STRATEGY DIRECTOR

## PRIORITY SECTOR ACTION PLANS

### BACKGROUND

The following report reflects the views of over 600 businesses from across Tees Valley who were contacted by independent economic consultants, Regeneris in 2017, to inform the development of 7 Sector Action Plans and 1 Cross-Cutting theme Plan.

Key points to note include

- Need for review of sector definitions for: biologics, process chemicals and energy and digital technologies;
- Need for inclusion of construction as an additional priority sector;
- Sector action plans provided a useful framework for analysis and that they should be considered a live document for routine update;
- The Rebalanced Economy Scenario provides a method of prioritisation between sectors and emerging opportunities; and
- 23 emerging opportunities were identified from which we have produced a short-list of 8 projects which require immediate action and are included in the draft Investment Plan for due consideration (amounting to £1.97m of direct support).

### RECOMMENDATIONS

It is recommended that the Combined Authority Cabinet:

- i. Note the findings from the Sector Action Plan Work and that Sector Champions, with support from Officers, be charged with their annual update;
- ii. Approve the redefinition of the following sectors: Process, Chemicals and Energy, Digital and Creative, Culture and Leisure and Health and Biologics;
- iii. Agree an initial package of activities of £1.97 million, as set out in paragraph 18 (subject to satisfactory completion of relevant due diligence and approval of the overall budget in February); and
- iv. Sanction further labour market analysis to assess the particular constraints facing the construction, leisure and health and social care sectors and further assess the fitness of purpose (to these sectors) of the proposed workforce development programme.

## DETAIL

### Background and Purpose

1. The refreshed Strategic Economic Plan: The Industrial Strategy for the Tees Valley (SEP) established an ambition for Tees Valley to create 25,000 net additional jobs and £2.8 billion of additional Gross Value Add (Output) by 2026.
2. To enable delivery against these targets, the refreshed SEP called for:  

*“detailed sector action plans<sup>1</sup> to be prepared to identify specific activities that are needed to remove barriers and realise opportunities for the growth and sustainability of the 25,000 jobs target.”*
3. The terms of reference highlighted the following key outputs:
  - Enhanced sectoral granularity in relation to the 25,000 jobs target and eight sectoral action plans covering the following information:
    - Structural composition;
    - Assessment of competitiveness;
    - Emerging opportunities and threats; and
    - A detailed logic model which summarises all projects by inputs, activities, outputs and outcomes.

### Principal Findings

4. The following section highlights the principal findings of the research including an assessment of:

### Detailed feedback from Business

5. Stakeholder (including Sector Champions<sup>2</sup> and business engagement identified the following high level priorities across all sectors (on a thematic basis):
  - **Education, Employment and Skills** were noted as the most significant constraint facing businesses. In particular, there was **a need to correctly diagnose emerging skills and employment gaps** and putting in place mitigating in-company support aimed at existing employees;
  - **Promotion of place** (and culture) was recognised as playing a key role in the attraction and retention of talent. There continues to be a perceived shortfall in the provision of appropriate (high specification) accommodation and R&D facilities and an **associated lack of development funding**. Connectivity and in particular **future proofed**

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<sup>1</sup> Priority Sectors include: Advanced Manufacturing, Culture and Leisure, Digital and Creative, Health and Biologics, Logistics, Process, Chemicals and Energy, Professional and Business Services; and Circular Economy.

<sup>2</sup> Sector Champions have been identified for the following sectors: Alby Pattison : Health & Biologics; Mike Matthews : Advanced Manufacturing ; Graham Hillier: Process, Chemicals & Energy; Charlie Nettle: Logistics; Jon Collett : Business & Professional Services. Sector champions to be confirmed for Culture and Leisure and Digital and Creative.

**broadband (full fibre network) was seen as being vital for continuing competitiveness (through digitisation); and**

- **Innovation** per se, was not seen as a key driver of growth, however a number of common issues related to it were seen as key priorities:
  - **Post Brexit and SSI there is a need to diversify markets/supply chains and enhance productivity** through the development of new products and processes;
  - A lack of critical mass locally and therefore a **need for enhanced collaboration** in the development of new products and processes supported through a **wider range of flexible funding sources**;
  - **A need to build on existing local competencies by attracting additional inward investment** (building on existing profit centres); and
  - Unlike other regions, **Tees Valley has too few fast growth companies, which are both jobs rich and have higher productivity.**

### Sector Specific Findings

6. The following key issues were identified for each of the seven sectors:

- **Advanced Manufacturing:** The sector has been an early adopter of 'servitisation', with the most significant productivity gains being made within the export of engineering services. This aspect of the sector will be greatly enhanced through improved air and broadband connectivity. In the wider sector, there is a need for support in two areas: New product development, specifically materials and supply chain diversification;
- **Biologics sector:** Although small, the sector is characterised by a range of companies offering complementary (not competing) products. The sector would significantly benefit from closer collaboration, particularly in relation to common procurement and regulatory due diligence;
- **Culture and Leisure:** In terms of number of companies and total employment, the sector is amongst the largest in Tees Valley and although there are a high number of visitors to the region, GVA per job remains low mainly due to low visitor spend. However, the sector has not yet fully availed of key aspects of innovation and wider business support (in particular digitisation);
- **Digital and Creative:** There is significant growth potential within the digital sector, principally in relation to being an enabler for the other priority sectors across the Tees Valley. A key priority must be for supply chain support. The sector also specified physical co-location, with preferred accommodation being high specification serviced offices in city centre locations;
- **Logistics:** Growth within the sector continues to be dominated by investment in 'key assets', such as the port, roads, rail and airport. However, there continues to be little 'added value around key assets', with Humberside providing a useful benchmark for good partnership working and the attraction of higher levels of foreign direct investment;

- **Process, chemicals and energy:** Considered by respondents across all sectors to be the lynchpin of the Tees Valley economy, national visibility of the sector continues to be a priority. The sector continues to be mainly 'cost focused' and not research intensive due to its branch plant status. Principal opportunities relate to 'reshoring' and enhancing ties with the wider UK innovation ecosystem;
- **Professional and Business Services:** Tier 1 and Tier 2 Legal and Accountancy firms have largely withdrawn from the region due to limitations on the breadth of opportunity. Much of the remaining business base face constraints related to progression planning; and
- **Circular Economy:** There is presently a lack of understanding of the application of this concept by businesses across all sectors. There is a need for public sector leadership to demonstrate the validity of the approach.

### Robustness of approach

7. Although the methodology employed was comprehensive the following points were noted:
  - **Concerns over sector designations: In particular:**
    - **Process, chemicals and Energy:** Given the significance of the sector to the region it was agreed that the existing definition was too constrained. A more accurate reflection of the sector would stress the relationship to the following sub-sectors: Engineering services, Advanced Manufacturing, Professional and Business Services and Logistics;
    - **Digital and Creative:** There should be a tighter focus on digital companies, with creative industries augmenting the Culture and Leisure sector;
    - **Culture and Leisure:** Sectoral feedback identified that there were a variety of aims for this sector including: Social Inclusion, Attraction and Retention of Talent and Economic Growth. The first two were considered more thematic, with economic growth focused on tourism opportunities which should be the focus of any sectoral definition;
    - **Health and Biologics:** There should be a tighter focus on biologics and life sciences, with health (social) care possibly being a separate sub sector of its own (although it shares common characteristics with other sectors such as retail and leisure); and
    - **Construction:** There is a need for consideration of the labour market implications of this vital 'jobs rich' enabling sector.
8. **It is recommended that the aforementioned revisions to sectoral definitions be applied as part of the next routine update of the Sector Action Plans.**
  - **Significant variation in the degree of economic intelligence and insight between the seven reports.** In general the sector action plans

for the more established sectors (such as Process, Chemicals and Energy, Advanced Manufacturing and Logistics) were viewed as being more comprehensive, however there continues to be significant gaps in understanding in a number of emerging sectors, in particular:

- Digital and Creative;
- Culture and Leisure; and
- Health and Biologics.

However, feedback from partners and business champions was that the sector action plans provided a useful framework for analysis and that they should be considered a live document for routine update.

9. **It is recommended that the Sector Champions, in conjunction with the Economic Strategy Manager and Council Intelligence Leads update annually the sector action plans.**

### Testing the Validity of the 25,000 jobs figure

10. The refreshed SEP has a target to deliver 25,000 new jobs over the next decade (2016-26). This section identifies those jobs that are directly attributable to support delivered under the Combined Authority's existing Investment Plan.
11. The following table identifies potential investment by activity type in the first iteration of the Investment Plan for the period 2016-21 and through use of cost per job and GVA per job metrics, provides an overall assessment of job and GVA impact:

	Investment*	Jobs Impact	GVA impact
	£m .	Jobs	£m
<b>Business growth<sup>1</sup></b>	115	4,600	202
<b>R, D &amp; I<sup>1</sup></b>	59	2,360	104
<b>Education and Skills<sup>2</sup></b>	112	3,000	132
<b>Culture<sup>3</sup></b>	11	367	16
<b>Transport<sup>4</sup></b>	115	Nil	
<b>Enabling Infrastructure<sup>5</sup></b>	41	1,367	60
<b>Total<sup>6</sup></b>	453	11,693	515

\* Sourced from investment Plan Outline Budget

- 1 BIS (2016) 'The Impact of Public Support for Innovation on Firm Outcomes suggests a cost of £5,000 per job created, which is well below other estimates of additionality – see What Works Centre for Local Growth (June 2016 ' Business Advice'. £20k has been used as a conservative measure of potential impact, after allowing for 20% overhead costs
- 2 30,000 funded interventions, 1:10 conversion rate (Source TVCA)
- 3 £30k cost per job based Homes and Communities Agency Cost Per Job Guidance (2015)
- 4 Assume no net impact.
- 5 £30k cost per job based HCA Cost Per Job Guidance (2015)
- 6 We have excluded the following cost heading: Project Development, Flexible Delivery and Evaluation, amounting to £11m as do not directly relate to delivery.

12. The following table provides a wider assessment (including wider multiplier effect on employment) of attributable jobs growth:

	Initial	Direct	Indirect	Induced	Total
<b>Business growth</b>	4,600	1,060	320	740	6,720
<b>R, D &amp; I</b>	2,360	540	170	380	3,450
<b>Education and Skills</b>	3,000	690	210	480	4,380
<b>Culture</b>	367	80	30	60	537
<b>Enabling Infrastructure</b>	1,367	310	100	220	1,997
<b>Total</b>	11,693	2,680	830	1,880	17,084

13. Although the Investment Plan as presently constituted would contribute to circa 17,000 direct, induced and indirect jobs it is not anticipated that it would directly fund all job creation related to either the 25,000 new jobs or 116,000 replacement jobs targets.

### Growth Scenarios

14. Four growth scenarios have been identified which consider the trade-off between increasing jobs growth and productivity and their sectoral implications, including:
- **Balanced Growth Scenario:** This is the status quo option, with no sectoral prioritisation. Jobs range 12,500 direct jobs;
  - **High Jobs Growth/Low GVA Scenario:** This would focus on the provision of entry level jobs mainly within health and social care, culture and leisure, retail, construction and logistics sectors. Indicative activities will primarily relate to skills/employability support and mainly related to larger employers. Principal risks relate to overexposure to cyclical downturns and issue of deadweight of support to larger companies. Jobs Range: 12,000-18,000 direct jobs\*;
  - **Low Jobs Growth/High GVA Scenario:** This would mainly focus on the provision of high GVA jobs, mainly in emerging sectors: such as Biologics, Advanced Manufacturing, Process, Chemicals & Energy, Digital & Creative and Engineering Services. Indicative activities will relate to supply chain/export support and innovation interventions, principally to SMEs. Principal risks relate to high costs per job and an over-reliance on a small business base. Jobs Range: 6,000-12,000 direct jobs\*\*; and
  - **Rebalanced Economy Scenario:** This would have targeted interventions at two sets of sectors: Jobs Rich: Principally Health and Social Care & Professional and Business Services, principally utilising skills/employability support interventions and Output growth/rebalancing: aimed at engineering services, process chemicals& energy, biologics and

engineering services. Indicative activities will relate to supply chain/export support and innovation interventions principally to SMEs. Jobs Range: 9,000-15,000 direct jobs\*\*\* and all do something risks apply.

15. The Rebalanced Economy Scenario is the preferred option as it addresses the following three criteria:
- Encourages jobs growth;
  - Enhances output and addresses the productivity challenge; and
  - Encourages sustainability (rebalancing), by further anchoring the region's remaining globally competitive sectors and developing infant industries such as biologics.

16. The following table illustrates the impact on job numbers of the Rebalanced Economy Scenario:

	Rebalanced Economy Scenario <sup>3</sup>		
	Status Quo	Lower Scenario	Upper Scenario
Low Carbon/process, chemical and energy	1,000	750	1,250
Advanced Manufacturing	750	562	937
Other Manufacturing	-2,000	-1,500	-2,500
Construction	1,500	1,125	1,875
Professional and Business Services	3,500	2,625	4,375
Logistics	1,500	1,125	1,875
Digital	1,500	1,125	1,875
Higher Education	500	375	625
Health and Social Care	1,750	1,313	2,188
Services	1,000	750	1,250
Culture and Leisure	1,500	1,125	1,875
Total	12,500	9,375	15,625

17. The Sector Action Plans identified around 23 possible interventions, from which we have produced a short-list of 8 projects which require immediate action and are included in the draft Investment Plan for due consideration (amounting to £1.97m of direct support).

<sup>3</sup> Upper and Lower Growth Scenarios reflect impact of focusing on job rich versus high productivity sectors.

18. The table below summarises the total costs (including direct match funding) and impacts of the proposed programme:

Intervention	Timeframe	Total Cost	Public Sector Contribution	Private Sector Contribution	Impact
Workforce Development Programme	5 year programme	£1.125m	£0.56m (Apprentice Levy + ERDF bid)	£0.56m	1,125 jobs
Collaborative Networks	5 year programme	£2.0m	£1.7m (from TVCA)	£0.3m	5 high potential start ups 100 jobs
Diversifying Markets	5 year programme	£2.5 m	£1.25 m (ERDF bid)	£1.25m	500 jobs
Inward Investment Programme	1 year pilot	£0.12m	£0.12 m (TVCA development fund)		1 inward investment 50 jobs
Scalable Companies Initiative	5 year programme	£0.45m	£0.25 million (Growth Hub bid)	£0.25m	150 jobs
Full Fibre Network	5 year programme	£15m	£0.15m (TVCA development fund)	£14.85m	20 construction jobs
Patient Capital Programme	5 year programme	£10m	£10 m (ERDF Legacy fund)		1,800 jobs
Developing Centres of Excellence (potential Institute of Technology)	Subject to national procurement exercise	TBC	TBC	TBC	TBC
<b>Total</b>		£31.2m	£14.0m (£1.97m from TVCA)	£17.21m	3,745 jobs

19. Appendix A provides further information on the activities proposed. These will need to be worked up in detail including identification of relevant funders/deliverers.

## RECOMMENDATIONS

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- i. Note the findings from the Sector Action Plan Work and that Sector Champions, with support from Officers, be charged with their annual update;
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- iv. Sanction further labour market analysis to assess the particular constraints facing the construction, leisure and health and social care sectors and further assess the fitness of purpose (to these sectors) of the proposed workforce development programme.

## FINANCIAL IMPLICATIONS

20. The table below summarises the total costs (including direct match funding) and impacts of the proposed eight shortlisted interventions:

Intervention	Timeframe	Total Cost	Public Sector Contribution	Private Sector Contribution	Impact
Workforce Development Programme	5 year programme	£1.125m	£0.56m (Apprentice Levy + ERDF bid)	£0.56m	1,125 jobs
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<b>Total</b>		£31.2m	£14.0m (*£1.97m from TVCA)	£17.21m	3,745 jobs

21. The £14 million of public support potentially includes circa £10 million of legacy funding from the previous ERDF programme (2007-2014), £1.97million from the devolution deal, £0.25 from the refreshed growth hub fund and circa £1.8m of additional ERDF (from the present programme). This funding will be subject to appropriate due diligence through the Tees Valley Assurance Framework.

## LEGAL IMPLICATIONS

22. The report summarises the findings of a larger independent study, although there are a number of recommendations which have possible financial implications, they will be still subject to a separate due diligence process.

## **RISK ASSESSMENT**

23. This update report of a larger independent study is categorised as low to medium risk. Existing management systems and daily routine activities are sufficient to control and reduce risk.

## **CONSULTATION**

24. The action plans are the result of the following process of analysis, consultation and verification, including:
- **Survey:** 550 businesses engaged, 430 completions;
  - **Stakeholder Consultation:** 30 sector champions and businesses;
  - **Focus Groups:** 8 sessions involving circa 100 businesses;
  - **Thematic Workshops:** with the Local Authorities; and
  - **7 Prioritisation Workshops** with circa 70 businesses and sector champions.

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## Appendix A

The following table identifies project impact and costs for a two year timeframe (except Full Fibre Network and the pilot Inward Investment Project):

Identified Need	Description of Intervention	Cost (including Assumptions)	Impact
Need to address emerging employment and skills gaps (including replacement demand) within companies	<p>Addressing the workforce challenge:</p> <ul style="list-style-type: none"> <li>i. Retaining talent;</li> <li>ii. Attracting talent;</li> <li>iii. Middle Management training; and</li> <li>iv. Progression planning programme.</li> </ul> <p>The project aims to assist those in work. Indicative activities could include:</p> <ul style="list-style-type: none"> <li>i. Development of a 2 stage skills diagnostic:</li> <li>ii. Stage 1 Augmented Business Compass Diagnostic (Skills Component and to be applied to all applicant companies)</li> <li>iii. Stage 2: More in-depth skills diagnostic, for companies identified with significant skills opportunity potentially using EFQM approach (circa 200 companies)</li> </ul> <p>Following skills diagnostic:</p> <ul style="list-style-type: none"> <li>i. Progression Planning/ Middle Management Skills programme</li> </ul>	<p>Budget: Circa £1,125k (including circa £560k private sector match funding) based on:</p> <ul style="list-style-type: none"> <li>i. Circa 2,500 companies (Business Compass contacts) undertaking skills diagnostic (Limited direct cost, except augmentation of Business Compass Diagnostic);</li> <li>ii. Stage 2 Diagnostic (750 companies) (50% private sector contribution) (2 days consultancy per company (£500 x2) = £750,000 (£150,000 private sector match).</li> <li>iii. Middle management skills programme: Accredited training programmes circa 375 beneficiaries £1,000 per course (50% match funding from private sector)</li> </ul>	<p>1,125 jobs created</p> <p>Productivity enhanced by 10%.</p>

Identified Need	Description of Intervention	Cost (including Assumptions)	Impact
Need to strengthen local clusters through enhanced collaboration	<p>Two types of collaborative networks:</p> <ul style="list-style-type: none"> <li>• <b>Self selecting</b> (Group of companies which have an existing business idea which would be augmented through collaboration); and</li> <li>• <b>Opportunity Driven</b> (Encouraged to work together as a result of a <b>collaboration call/ Open Data Event</b>).</li> </ul> <p>Each network may consist of a minimum of 4 Tees Valley companies. Networks can have representation from public sector organisations, academic institutes, the voluntary sector across and outwith of Tees Valley.</p> <p>In developing the proposal (for Mayoral Challenge Fund) they should provide evidence as to how they believe their project supports either the circular economy, digitisation or servitisation).</p> <ul style="list-style-type: none"> <li>• <b>Phase 1 (Scoping/Feasibility)</b> Facilitation and consultancy fees; and</li> <li>• <b>Phase 2 (Grant funding )</b> for implementation of project idea. (If commercially viable, possible tie in to scalable companies programme)</li> </ul>	<p>Circa 25 collaborative networks supported.</p> <p>Average cost per intervention = (25x£25k for scoping) + 5x £250k for implementation of subsequent shortlisted project idea) + mentoring costs= £2m</p>	<p>£5m<sup>4</sup> of GVA created 5 business start ups; 100 jobs</p>
Post BREXIT and post SSI, need to diversify supply chains and geographic markets	<p>Two strands:</p> <ol style="list-style-type: none"> <li>Additional wraparound export support aimed at entry into new (emerging) markets, were there is a need for more frequent and extended travel</li> <li>FDI Programme (1 Year Pilot) (Focused on diversifying existing inward investment)</li> </ol>	<p>Wraparound Export Support:</p> <ul style="list-style-type: none"> <li>• £2.5m programme equates to 125 company supports (circa £20k per company) and including 50% company;</li> </ul> <p>FDI Support: Circa 2x2 Trade Visits Cost per trade visit circa £30k= £120k</p>	<p>Export Support<sup>5</sup>: On assumption of £25 million export orders= 500 jobs FDI <sup>6</sup>Support: Attraction of 1 new enterprise= 50 jobs</p>

<sup>4</sup> Benchmarked to Invest NI Collaborative Networks Programme

<sup>5</sup> Benchmarked to Scottish Enterprise's Export Support Programme

<sup>6</sup> Based on anticipated costs of a group of 4 visiting either Japan or South Korea

Identified Need	Description of Intervention	Cost (including Assumptions)	Impact
Too few high growth firms, need to focus on potentially scalable companies	Scalable companies initiative: <ol style="list-style-type: none"> <li>i. Provision of an interim manager to develop the growth ambition of a small cohort of companies.</li> </ol>	<ol style="list-style-type: none"> <li>i. Assumption of 30 scalable companies;</li> <li>ii. Cost per intervention=£15,000 (30 days consultancy) (not including sign-posting to other interventions)</li> <li>iii. Total cost £450,000 (including 50% private sector match funding).</li> </ol>	Creation of circa 150 jobs <sup>7</sup>
Need for enhanced connectivity to facilitate roll out of digitisation	To provide future proof broadband for the region: Key actions will include: <ol style="list-style-type: none"> <li>i. Digital diagnostic developed and possibly rolled out through the existing Business Compass diagnostic;</li> <li>ii. Scoping exercise to identify best mechanisms for the roll-out of business orientated gigabit broadband;</li> <li>iii. Application for funding under the UK Government's Local Full Fibre Network and private sector support (through the capitalisation of existing revenue support); and</li> <li>iv. Enablement of all key business premises</li> </ol>	<ol style="list-style-type: none"> <li>i. Direct costs: circa £150k for scoping exercise;</li> <li>ii. Capitalisation of existing revenue activities by Councils;</li> <li>iii. Capital support from private sector circa £15m;</li> </ol>	20 FTE construction jobs  Creation of circa £90 <sup>8</sup> million of additional GVA which equates to circa 2,000 FTE jobs

<sup>7</sup> Benchmarked to the Invest NI Goldstar Mentoring Programme

<sup>8</sup> Benchmarked to SQW's Evaluation of Broadband

Identified Need	Description of Intervention	Cost (including Assumptions)	Impact
Need for additional financial support for more speculative/longer term investments.	Develop a patient capital fund to invest in high risk/long term projects, including: <ul style="list-style-type: none"> <li>• Provision of R&amp;D facilities, specialist fit out; and</li> <li>• Equity support for scalable companies (which do not meet the risk profile of Northern Powerhouse Investment Fund; and</li> </ul>	iv. Circa £10m	Creation of circa £80million <sup>9</sup> of additional equity equates to 1,800 jobs
Need for technical/Specialist retraining for changing market conditions	This will be demand led including bespoke training, CPD and bite sized provision and formal training and is focused on embedding specialist skills. It will be linked to the Open Access initiative, which is orientated towards knowledge transfer/innovation exchange between HE/FE sector and SMEs.	TBC	TBC

<sup>9</sup> Benchmarked to Evaluation of Scottish Investment Bank