Date: 24th February 2017

Subject: Industrial Strategy: developing a Greater Manchester response


PURPOSE OF REPORT

This report updates members on the Government’s national industrial strategy consultation document published on the 23rd January. It outlines a suggested process for developing a comprehensive Greater Manchester response to the national industrial strategy aligned to the GMS refresh process.

RECOMMENDATIONS:

Members are asked to:

- Note that the consultation on the national industrial strategy is now ongoing and the summary of key GM issues identified in this report.
- Agree to the development of the GM response as set out in section 4 and delegate sign off for GM’s response to the portfolio leads set out in para 4.5.

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1. INTRODUCTION

1.1 Government initiated the first stage of the much anticipated national industrial strategy on the 23rd January with the launch of a 12 week consultation, running until the 17th April, on an extensive discussion paper (“Building our Industrial Strategy: Green Paper”).

1.2 Government also announced the allocations for LEP areas in the Northern Powerhouse alongside the launch of the Green Paper. Greater Manchester received the highest absolute allocation at £130m and on a spend per capita basis its allocation was amongst the highest in the Northern Powerhouse area.

1.3 The industrial strategy Green Paper sets out an ambition to build an industrial strategy that addresses the long-term challenges facing the UK economy, with the overarching aim to improve living standards and economic growth by increasing productivity and driving growth across the whole country. It is built on 10 "strategic pillars" which cover familiar industrial strategy ground (skills, infrastructure, sectors, research and so on) but, reflecting the views of the new Secretary of State (former communities and local government Secretary of State Greg Clark), the consultation document is notable for its much stronger focus on both ‘deal making’ and on the importance of ‘place’.

1.4 This paper outlines the key overarching issues from a GM perspective the industrial strategy consultation document raises, highlights the new announcements that are of particular interest for Greater Manchester under each pillar, and provides a proposed GM approach to develop a comprehensive response to the consultation.

2 KEY ISSUES

2.1 In headline terms there is a lot to welcome from the industrial strategy consultation. The place-based focus is much stronger than previous industrial strategies, which is in part a result of GM's strong lobbying for this in recent months, and the importance of place is referenced throughout. Two of the 10 pillars are explicitly place-focused (“driving growth across the country” and "creating the right institutions to bring together sectors and place”).

2.2 The consultation also announced that a review of the location of Government agencies, arms-length bodies, and cultural institutions is underway to identify where relocation could potentially help reinforce a local cluster and support private sector growth. This responds to a long-standing lobbying position of GM and it will be important that we can develop credible proposals for relocations linked to our industrial assets. Moving public employees out of expensive central London accommodation would deliver significant savings to Government and establish national centres of expertise and specialist clusters outside of the capital, aligned to the evidenced assets of places. It would also
support the development of the skills system, in particular supporting the development of higher level skills and the ability of the regions to attract and retain talent. Examples which would build on GM’s strengths could include the relocation of Channel 4 to Greater Manchester which would enable Channel 4 to take advantage of the agglomeration benefits, creative clusters and links to labour and supply chains (particularly amongst small independent production and tech companies). Similarly, the relocation of science and innovation agencies (such as Innovate UK) would align to our evidenced global strengths in areas such as advanced materials and health innovation.

2.3 There are also commitments to work with local areas to respond to skills issues across the age spectrum (from early years onwards), to support the development of proposals for Northern Powerhouse Rail, and to support the M60 North West Quadrant.

2.4 However, while the breadth of coverage of the strategy gives us the hooks to progress our key issues, there are a number of significant gaps in the underpinning analysis and the subsequent policy prescriptions. It is also the case that much of the Green Paper simply reiterates current policy and what is genuinely new tends to be further strategic reviews with no clear spending commitments associated with them. Key issues include:

- the strategic pillars approach risks further embedding departmental silos and the individual pillars (skills, infrastructure, science and so on) not being fully integrated with the place-based element. The approach runs the risks of repeating the mistakes of other national strategies where the principles of placed-based solutions – in particular the need for cross-Governmental working to deliver clearly articulated and agreed priorities – are lost in generalisations and a departmental driven siloed approach. For example, while the Green Paper sets out the importance of driving growth across the country, it stops short of committing all of Government to fully delivering the Northern Powerhouse Strategy or promoting cities as engines of growth. In the context of the industrial strategy, this will constrain the ability of places like Greater Manchester to create growth per se and, crucially, limit our ability to ensure that the benefits of that growth flow back to the local area and its residents. A genuinely place-based approach needs to be reflected in the next iteration of the industrial strategy if it is to provide a national framework that facilitates inclusive growth in Greater Manchester.

- linked to the above point, there is also an absence of analysis about the role of Central Government and functional economic geographies in driving growth and delivering key services to support improved productivity and economic inclusion. This contributes to the tensions, which are evident in the document and in parts of Government, about the commitment to devolution. While there is a specific commitment to exploring further devolution deals with big cities, the importance of devolution in driving economic growth and prosperity does not come out strongly across the document.
although the Green Paper recognises the Northern Powerhouse as a relevant strategy, it is not embedded as a key priority across the 10 pillars. The Green Paper does not set out how future work on the development of the Industrial Strategy will inform the development of detailed strategies in areas such as skills, enterprise, innovation and R&D, and trade, which are required to progress the Northern Powerhouse Strategy. It also does not clearly reference the importance of building upon the evidenced strengths of the North – such as those identified in the Northern Powerhouse Independent Economic Review and the Science and Innovation Audits – as a mechanism to inform future investment decisions and drive net additional growth for the UK.

- the Green Paper is light on the role of education and, while the document raises some of the problems with the current education system, it does not provide compelling policy suggestions to address the issues identified. More broadly, the document also does not pick up key aspects of the people element of the Greater Manchester Strategy (the importance of health and social care reform is not referenced for instance, nor is the role of DWP in supporting people back to work).

- the policy announcements on skills are largely re-announced from the Skills Plan and do not reflect the need to develop clearer analyses about the skill needs of different labour markets and how this focuses on the needs of high productivity sectors and misses the importance of addressing skills issues across all sectors of the economy to drive overall productivity growth and economic inclusion. For instance, health & social care is a sector where more needs to be done to correct skill gaps and where better skills development can see more jobs taken up by local residents. The strategy also does not address the critical issues about the current fragmentation of the skills system.

- there are welcome statements on the need to “use infrastructure to support rebalancing” and to take account of the balance of spending per head between different regions when developing and planning future rounds of infrastructure investment. However, no details were provided on how this will be achieved and the strategy did not highlight the need to evaluate how new funding streams can be developed to link investment with value capture – and the links between spend and taxation – which will be critical if this commitment is to fundamentally alter the balance of spending.

- while the document notes that another wave of science and innovation audits (SIAs) are on-going, the outcomes of SIAs already competed are not noted nor is there any link to how they should inform future resource deployment decisions. Without this reference, it is questionable how genuine the commitments is to re-balancing national spend and capitalising on the evidenced strengths of places like Greater Manchester.

- the shift to a more explicit sector approach through the new ‘Sector Deals’ brings risks for GM. In the past GM has lost out on national sector led initiatives given our diverse economic structure and lack
of prime exporters and tier 1 supply chain firms that such approaches tend to gravitate around. Although there is no funding currently attached to the Sector Deals, they are likely to be a key feature in future Government policy and funding decisions.

- the strategy acknowledges the obstacles to firms accessing capital outside London and the South East. However, the proposed response to be led by the British Business Bank risks not addressing key issues about funding for businesses at different stages of development, since the British Business Bank only works for established businesses not for incubation or start-up where the gaps are most pronounced.
- finally, the “framework” set out to build on the particular strengths of different places and address factors that hold places back is narrow – focusing on investment in infrastructure; raising skills; investing in local science and innovation strengths; and getting the institutional framework right – and does not make the links to critical policy areas such as health and social care, education, employment policy, or housing.

2.5 In this context it will be essential that GM submits a robust and compelling response to the consultation to ensure that the next stage of the industrial strategy (likely to be a White Paper in Summer/Autumn) fully aligns with GM’s needs and ambitions. The proposed approach for this is set out in section 4.

2.6 GM policy leads will also engage with government immediately in areas where the Green Paper has announced that new activity is already underway (such as the relocation of government agencies and the early work on sector deals).

3 THE NATIONAL INDUSTRIAL STRATEGY: KEY MESSAGES FROM THE 10 PILLARS

3.1 The consultation document sets out the Government’s approach under 10 strategic pillars. This includes details of existing activities and some early actions Government have committed to take. This section highlights the Government’s objective under each strategic pillar and key new announcements of relevance to Greater Manchester.

1. Investing in science, research and innovation

3.2 The Green Paper sets out an ambition for the UK to become a more innovative economy and to improve the commercialisation of its world leading science base to drive growth across the UK. While there are no new significant investments announced, Government is seeking views on how the pre-announced £4.6bn increased investment in R&D is spent (e.g. capitalising on local strengths, funding science commercialisation, developing talent etc.). More specifically, they are consulting on the priority areas for the Industrial Strategy Challenge Fund (in the paper they identify initial priorities as the 8 great technologies of: smart energy, robotics and AI, space tech, leading-
edge healthcare and medicine, future manufacturing, biotech and bioscience, quantum tech, and transformative digital tech). UKRI will then consult in more detail in early 2017 based on feedback to the Green Paper. While the document notes that another wave of science and innovation audits are ongoing the outcomes of SIAs already competed are not noted nor is there any link to how they should inform future resource deployment decisions. Without this reference, it is questionable how genuine is the commitment to rebalance national spend and capitalising on the evidenced strengths and assets of the North and Greater Manchester to drive global growth.

3.3 The consultation also announces that officers of the Intellectual Property Office are to be placed in key UK cities – starting with the Northern Powerhouse – to build local capacity to commercialise intellectual property.

3.4 Other announcements include:
- Sir Mark Walport to review the case for a new research institution to act as a focal point for work on battery technology, energy storage and grid technology, reporting in early 2017
- Commissioning independent research on approaches to commercialisation in different institutions, including how they approach licensing intellectual property and taking equity in spin-outs
- Seeking to harness the potential of the UK’s home-grown inventors and stimulate user-led innovation by launching a challenge prize programme.
- Reviewing how to maximise the incentives created by the Intellectual Property system to stimulate collaborative innovation and licensing opportunities
- Setting out a UK Measurement Strategy, establishing a framework to capitalise on our National Measurement System which provides UK industry with world-leading measurement science and technology

2. Developing skills

3.5 The Green Paper sets out that Government wants to help people and business to thrive by: ensuring everyone has the basic skills needed in a modern economy; building a new system of technical education to benefit the half of young people who do not go to university; boosting STEM (science, technology, engineering and maths) skills, digital skills and numeracy, and by raising skill levels in lagging areas.

3.6 The skills strategic pillar largely repeats the announcements already made in the national Skills Plan, including the intention to create a small number of high quality new routes and attracting more industry specialists to work in the sector to raise the quality of higher skills training. The strategy is light on the role of education and, while the strategy raised some of the problems with the performance of the current education system, it does not set out an approach to address
them. Again, the link to the Northern Powerhouse Strategy is not clearly articulated. The Green Paper also does not address the critical issues about the current fragmentation of the skills system. However, it does announce new funding for Institutes of Technology (although this is modest at just £170m of capital nationally) and Government confirmed that they expect these Institutes to grow out of existing institutions with high quality provision. The process for IoTs is to be launched later in the year and GM officers are in exploratory discussions with DfE about this.

3.7 Work was also announced to ‘authoritatively’ identify and address sector specific skills gaps faced now and in the future. The approach proposed suggests the current thinking is that this will be a national analysis which would not reflect the need to develop clearer analyses about the skill needs of different labour markets and how systems need to be incentivised to meet those needs. The strategy also suggests that this work will focus on ‘key industrial sectors’ but does not reference the skills needs of all sectors of the economy to drive productivity growth and economic inclusion. For instance, health & social care is a sector where more needs to be done to correct skill gaps and where better skill development can see more jobs taken up locally.

3.8 It was also announced that a new strategy for careers information, advice and guidance will be published later this year. Finally, Sir Adrian Smith will also undertake a review on how to close large regional imbalances in the take up of advanced mathematics.

3.9 Other announcements include:
- exploring how to support further education colleges to be centres of excellence in teaching maths and English.
- exploring how to give technical education learners clear information, which could include a way of searching and applying for courses similar to the UCAS process.
- considering how to enable the specialist maths school model pioneered by Exeter and King’s College London to spread and seeking partners to open mathematics schools of this kind across the country.
- exploring how to further encourage the uptake of STEM subjects to help meet unmet demand and build on the growth of recent years.
- exploring ambitious new approaches to encouraging lifelong learning, which could include assessing changes to the costs people face to make them less daunting; improving outreach to people where industries are changing; and providing better information.

3. Upgrading infrastructure

3.10 The consultation document highlights the need to upgrade the UK’s standards of performance on digital, energy, transport, water and flood defence infrastructure, and better align central government
infrastructure investment with local growth priorities. No significant new investment was included in the Green Paper, but it did include a commitment to "use infrastructure to support rebalancing" and to take account of the balance of spending per head between different regions when developing and planning future rounds of infrastructure investment, while continuing to prioritise the highest value for money projects and selecting projects that "unlock the benefits of agglomeration". While this is welcome, there will be a need to evaluate how new funding streams can be developed to link with value capture - and the links between spend and taxation - otherwise these commitment will not fundamentally alter the balance of spending. The Green Paper also included an announcement that Government will support key road investments nationally, including the M60 North West Quadrant.

3.11 It was also announced that Government is seeking to cement the UK’s position as a “go-to” destination for connected and autonomous vehicles technology by establishing a new testing ecosystem. The location of the coordinating hub for this project will be announced by spring 2017.

4. Supporting businesses to start and grow

3.12 Through the industrial strategy, government want to ensure that businesses across the UK can access the finance and management skills they need to grow; and that the right conditions are created for companies to invest. Although there are no significant spending announcements, a number of initiatives and reviews were launched which will be important in setting the future context for how businesses are supported to grow.

3.13 In terms of regional impacts, the British Business Bank is to work with Government to build understanding of the obstacles to firms accessing capital outside London and the South East, and the supply and demand-side causes of lower rates of equity deals. While this is welcome, it risks not addressing key issues about funding for businesses at different stages of development, since the British Business Bank only works for established businesses not for incubation or start-up.

3.14 Other announcements include:

- the Minister for Small Business will take on a new role of Scale-Up Champion, overseeing a task force to support high growth scale-up businesses across the UK, working with LEPS, Growth Hubs, the ScaleUp Institute and other partners.
- exploring how data – such as that held by HMRC and Companies House – can be used to identify scale-up businesses and be made available to enable local public and private sector organisations to better identify, target and evaluate their support to scale-up businesses more effectively.
• working with the British Business Bank, the Business Growth Fund and other private partners to raise awareness of equity funding, diversify funding streams and increase the supply of finance for growing businesses.
• exploring how to support the development of B2B ratings and feedback platforms to make it easier for SMEs to determine the quality of business advice and support services provided to them by other firms.
• a review into entrepreneurship will be led by the Government's Chief Entrepreneurial Adviser (Tim Dafforn). The review will assess the support currently available to entrepreneurs and consider international best practice with the aim of identifying any potential gaps in current policy.

5. Improving procurement

3.15 The Green Paper sets out an ambition to use strategic government procurement to drive innovation and enable the development of UK supply chains. To do so Government intends to focus on: stimulating innovation through government procurement; supporting economic growth through better procurement practices through a “balanced scorecard” approach; focusing on the wider benefits that strategic procurement in key industries like health and defence can bring; and transforming digital procurement. New announcements to achieve this include rolling out the “balanced scorecard” approach recently developed by the Cabinet Office across all major central government construction, infrastructure and capital investment procurement projects over £10 million. Government will also trial different aspects of designing and gathering supplier feedback in public sector procurement. The potential transformational impact of coordinated place based public sector procurement is not highlighted.

6. Encouraging trade and inward investment policy

3.16 The Green Paper highlights the importance of trade and investment policy in generating economic growth in the light of Brexit. The Green Paper generally sets out the existing national approach to trade and investment, although there is reference to the need to join up national trade and investment promotion with local areas, including the Northern Powerhouse. Other new announcements include:
• building future trading relationships across the world and establishing a series of working groups with key trade partners.
• creating a new more active “Team UK” approach to winning overseas contracts, with the Government helping convene consortia of companies to back a single UK bid for major overseas projects.
• developing a new, more strategic approach to inward investment. The Department for International Trade will review what we can learn from successful inward investment promotion agencies across the globe and it will report in 2017. Government will consider whether there should be a greater emphasis on the effect of investment projects on growth.
• working with behavioural insights experts, to improve targeting of potential exporters and using HMRC data.
• exploring how to maximise the opportunities that a UK presence at existing international trade fairs offers for businesses; and explore where there are sectors which could benefit from support to create trade fairs

7. Delivering affordable energy and clean growth

3.17 The Green Paper sets out the importance of keeping costs down for businesses, and securing the economic benefits of the transition to a low-carbon economy. In 2017 Government will set out a long-term road map to minimise business energy costs. To inform this, Government will commission a review of the opportunities to reduce the cost of achieving the UK’s decarbonisation goals in the power and industrial sectors. Government will also review the opportunities for growth from the energy sector and the opportunities for the UK. A national Emissions Reduction will also be launched in 2017. Finally work is ongoing to identify the best location for a new research institution to act as a focal point for work on battery tech, energy storage, and grid technology, due to report in early 2017.

8. Cultivating world-leading sectors

3.18 The flagship new initiative in the Green Paper was the announcement that Government is inviting groups of businesses (alongside universities, civic leaders and other partners) to come together to agree "sector deals" which identify actions Government and industry can take to increase growth and productivity in sectors (such as improving skills, overcoming regulatory issues, improving access to finance and so on). Early work on sector deals is already underway in life sciences (led by Sir John Bell), industrial digitalisation (Juergen Maier), nuclear (Lord Hutton), creative industries (Peter Bazalgette) and low emissions vehicles (Richard Parry-Jones). The Green Paper sets out that this is not an exclusive list.

3.19 The Sector deals process will be open to all and the Green Paper sets out that Government is prepared to work with any sector that can organise behind strong leadership to address shared challenges and opportunities. There is no funding currently attached to the Sector Deals, although they are likely to be a key feature in future Government policy and funding decisions in the future. In the past GM has lost out on national sector led initiatives given our diverse economic structure and lack of prime exporters and tier 1 supply chain firms that such approaches tend to gravitate around.

9. Driving growth across the whole country

3.20 The Green Paper sets out the intention to create a framework to build on the particular strengths of different places and address factors that hold places back. The framework outlined in the consultation covers: investment in infrastructure; raising skills - from early year to graduate
retention/attraction; investing in local science and innovation strengths; and getting the institutional framework right. The consultation invites responses on the appropriateness of this, without making any specific spending commitments. Clearly such a framework would be welcome, but the framework is much narrower than GM’s own approach and fails to make the links to critical policy areas such as health and social care, employment policy, education, or housing.

3.21 In the pillar designed to drive growth across the whole country, there are also commitments to:
- use additional infrastructure funding to unlock growth in areas where connectivity is holding it back by creating new funding which allow better coordination of local economic plans with infrastructure investment.
- take account of the varying infrastructure needs and opportunities in different regions.
- deliver major infrastructure improvements which will help to drive growth across the country, including supporting the development of proposals for the Midlands Rail Hub and Northern Powerhouse Rail.
- work with local areas to test approaches to closing the skills gap; from early years education and the retention and attraction of graduates, to measures to drive the take up of apprenticeships.
- create competitive new funding streams to back the clusters of innovative businesses across the country. These could support and develop world-class research and innovation strengths in local economies, and provide commercialisation funding to allow universities to work more with local businesses. In this way Government will use some of the additional R&D funding to help stimulate local economies, as well as growing the UK overall.
- work with local areas to identify and help develop industrial and economic clusters of businesses, and local specialisms, putting in place the right institutions with the right powers to help support local areas of economic strength. This may involve creating new institutions or strengthening existing ones.
- Government also proposes establishing Ministerial Forums on Industrial Strategy with each of the Devolved Administrations. These will bring together all relevant UK Government Departments and the Devolved Administrations to consider how the industrial strategy can best address key productivity barriers in Scotland, Wales and Northern Ireland. This is an invitation the Devolved Administration to develop jointly plans with the UK Government to support all areas of the UK, and to align economic plans and strategies.

10. Creating the right institutions to bring together sectors and places

3.22 Building on the previous local growth pillar, the consultation has a strong focus on the importance of institutions in driving economic growth in places. Government wants to consider the best structures to support people, industries and places. In some places and sectors the
Green Paper argues there may be missing institutions which Government could create, or existing ones that could be strengthened, be they local civic or educational institutions, trade associations or financial networks.

3.23 Importantly the Green Paper commits Government to “exploring further devolution deals for our largest cities, where they will increase economic growth, in a clear signal of belief in our local leaders and local communities to take control of their economic destiny”. Other new commitments include:

- maximising the benefit that anchor companies can bring to an area by developing new policies to support the growth of UK supply chains.
- The Department for International Trade will review how it identifies priority investments, including with reference to the impact they can make in local areas where productivity needs to catch up. As part of this, DIT will consider the role it can play in attracting investment across all regions of the UK.
- Cabinet Office are reviewing the location of Government agencies and arms-length bodies and where relocation could potentially help reinforce a local cluster and support private sector growth (this will include cultural institutions, such as the Government Art Collection);
- reviewing whether more can be done to leverage Government and research council laboratories to drive local growth in innovation districts and whether surplus government land or buildings could be used to support innovative businesses
- supporting networks of universities (such as the N8 Partnership) where they want to come together to improve commercialisation
- working with the British Business Bank and ScaleUp Institute to understand and address the relative weakness of venture capital funding and entrepreneurship networks outside the South East.
- the Local Government Association will work with new Mayoral Combined Authorities to build up administrative capacity, for example in transport planning and economic development, which could involve seconding officials from Whitehall to cities.
- working with local government to explore how more business expertise can be brought into local government, including examining the case for aldermen (historically, a type of appointed councillor but now largely an honorary position)
- working with Local Enterprise Partnerships to review their role in delivering local growth and examine how to spread best practice and strengthen them.

4 DEVELOPING A GREATER MANCHESTER RESPONSE

4.1 Clearly the breadth and depth of the industrial strategy consultation means that under each of the strategic pillars there are a range of issues to which GM will need to respond to ensure that the final industrial strategy supports increased growth and prosperity for all parts of GM. The industrial strategy Green Paper poses 38 specific questions
that Government is seeking responses to shape the next iteration of the strategy. It will be important that GM responds to each of these questions so that our views are fed into Government’s formal analysis of the consultation feedback. It is proposed that New Economy lead the development of GM’s responses to these questions, working with colleagues across GM and district economic development leads. This response would allow GM to reiterate the importance of the specific devolution asks that GM has been developing, most recently through the development of the 2016 Autumn Statement submission, the GM submission to the RSA Inclusive Growth Commission, and GM’s Brexit work. As part of this approach, it will also be necessary for policy leads to engage with government immediately in areas where the Green Paper has announced that new activity is already underway (such as the relocation of government agencies and the early work on sector deals).

4.2 However, responding to just the individual questions and policy initiatives poses a risk that the next iteration of the industrial strategy takes a siloed approach to the issues raised and does not respond to the opportunities and challenges in specific places. The breadth of the Green Paper’s coverage gives Greater Manchester the hooks needed to work with Government to develop the place-based industrial strategy that we have long argued for. In addition to responding to the individual consultation questions, it is therefore suggested that the revised GMS forms the centrepiece of a wider GM response to the Industrial Strategy consultation. By positioning the GMS as our response to the consultation, it would demonstrate how the national industrial strategy would operate at the level of place - and would ensure that GM remains at the forefront of developing such an approach.

4.3 In line with the approach planned for the Devolved Administrations, the GM Strategy could act as the foundation for a joint GM-Government plan, which would help ensure buy-in from relevant Government departments, and provide a sound platform for future devolution discussions with Government.

4.4 The Industrial Strategy Green Paper deadline for responses is 17th April and the final GMS is not expected to be signed off by the GMCA until after that date. It is therefore proposed that GM submit a draft of the revised strategy and seek to engage Government as we refine and finalise that strategy. This would also help secure Government’s involvement and buy-in as we move to implementation.

4.5 The response would be developed with input from, and signed off by, the following portfolio leads.

- Richard Leese (lead for Economic Strategy including Internationalisation and Marketing and Business Support)
- Kieran Quinn (lead for Investment and Finance)
- Sean Anstee (lead for Skills and Employment)
- Tony Lloyd (lead for Reform)
5 RECOMMENDATIONS

5.1 Members are asked to:

- Note that the consultation on the national industrial strategy is now on-going and the summary of key GM issues identified in this report.
- Agree to the development of the GM response as set out in section 4 and delegate sign off for GM’s response to the portfolio leads set out in para 4.5.