Item: 10.

Policy and Resources Committee: 18 June 2019.

Islands Deal – Progress Report.

Joint Report by Chief Executive and Executive Director of Development and Infrastructure.

1. Purpose of Report

To advise of progress with the Islands Deal and the proposed approach to finalising the next stage of the proposal.

2. Recommendations

The Committee is invited to note:

2.1.

That the Chief Executive, in consultation with the Leader and Depute Leader, continues to negotiate and progress, for Orkney Islands Council's interest, a Deal for the Islands for discussion with the Scottish and UK Governments.

2.2.

That Growth Deals are the UK and Scottish Governments' stated vehicles for adopting strategic approaches to improving regional economies and that their intent is to tackle economic barriers and maximise opportunities to drive local, regional and national economic growth.

2.3.

Progress with the Islands Deal towards an announcement of a Growth Deal for the Islands, as set out in section 3 of this report.

2.4

The proposed strategy and approach towards finalising the content of the Islands Deal, in particular with regards to the Orkney components, as set out in section 4 of this report.

2.5.

The process for elected member engagement, as outlined in section 4.4 of this report, to finalise the next stage of the Islands Deal Proposal.

It is recommended:

2.6.

That the eight principles, as set out in section 4.3.1 of this report, be adopted as the basis for guiding the Orkney contribution to the next stage of the Islands Deal Proposal document.

2.7.

That powers be delegated to the Chief Executive, in consultation with the undernoted members, to finalise the Orkney contribution to the Islands Deal proposal document for submission to the Scottish Government and UK Government:

- Leader.
- Depute Leader.
- Chair, Development and Infrastructure Committee.
- Chair, Education, Leisure and Housing Committee.
- Chair, Orkney Health and Care Committee.

3. Progress with the Islands Deal

3.1.

In accordance with the Council's decision on 17 January 2017, the Chief Executive, in consultation with the Leader and Depute Leader, has continued to negotiate and progress, for Orkney Islands Council's interest, a Deal for the Islands for discussion with UK and Scottish Governments.

3.2.

The UK Government Policy remains that there be a Deal for all areas of Scotland and it is anticipated that there will be an announcement later this year. There is a risk that, subject to Elections, the position of UK Government could change. At this point, the Programme Director supported by all three Islands Councils would seek to ensure the Growth Deal is sighted in any newly elected government's manifesto.

3.3.

The Annual Islands summit, postponed from 2018, took place in Edinburgh on 7 February 2019 and it became clear that the announcement of a Growth Deal for the Islands was not going to be made within the Spring Budget Statement which was brought forward to mid-March 2019.

3.4.

The policy priority for the three Islands Councils remains to secure an announcement by the UK Government this year as one of the last three remaining areas together with Falkirk and Argyll and Bute, but a date has yet to be established.

3.5.

On 25 September 2018, the Committee received an update report on the Islands Deal, setting out the complementary and emerging themes that made up the Deal at that time. In addition, information on the 'top 10' project opportunities was provided.

3.5.1.

The emerging themes were as follows:

- Leading the way to a low carbon future.
- World class tourist destinations.
- Digital islands.
- Creative islands.
- Future fit housing.
- Healthy ageing and affordable remote health and care.
- Strengthening primary production and increasing local value added.
- Islands future skills.
- Talent Attraction and Retention.

3.6.

Since that time, Members received a presentation by the Islands Deal Programme Director on 28 January 2019 setting out the updated proposals for the Deal and a revised programme, together with suggested changes to the portfolio of projects and Innovation Programmes surrounding these. The presentation also reflected the importance of innovation within a Growth Deal together with economic growth and job creation. The presentation also addressed a more realistic upper target of funding support and proposals for programme management of the Islands Deal portfolio going forward.

3.7.

Following this visit by the Programme Director, a drop-in session on 21 February 2019 was organised for Members to consider the revised content of the Deal, both in terms of the financial 'ask', the Innovation Programmes, projects and management options. Further to this, feedback was collated by the Islands Deal Project Manager for Orkney and submitted to the Programme Director. A briefing note setting out the key points was also then circulated to Members for information.

3.8.

A further visit by the Programme Director took place in May 2019, with a further presentation to Members on 14 May 2019, following which a detailed narrative was issued to Council officers, this being the first full draft document pulling together the content of the Deal for presentation to the Scottish Government.

3.9.

There are now nine interlinked Innovation Programmes that seek to play to the Islands' strengths and shared opportunities and challenges, as follows:

- Primary Industries and Value Added.
- Circular Economy.
- Zero Carbon Energy Systems.
- Fit for Future Housing.
- Healthy Ageing.
- Remote Digital Health and Care.
- Creative Industries.
- Island Visitor Economy.
- Space Industries.

3.9.1.

Alongside these nine programmes, which contain a number of projects, are some major strategic Island specific projects independent of each other, with Orkney's being the proposed Scapa Flow International Distribution Hub Project. There are also a number of 'Enabling' proposals which seek to underpin and ensure the successful delivery of the Deal's projects, as follows:

- Skills, Talent Attraction and Entrepreneurial Support.
- Digital Connectivity Infrastructure Fund.
- Campus Infrastructure Fund.
- Islands Innovation Management Team.

3.10.

Appendix 1 to this report illustrates the linkage between the Innovation Programmes, Enabling proposals and Projects across all three Island Authorities whilst Appendix 2 contains summary information on the projects identified to date.

4. Approach to finalising the Islands Deal proposal

4.1.

Following the latest visit by the Programme Director, officers have been working to brigade comments from a wide range of stakeholders, including Members, and will be in a position to feed this back early June. It is anticipated the document will then be ready to submit to the Scottish Government by mid to end of June 2019. In the meantime the Programme Director and the three Islands Councils continue to seek engagement with the Scottish Government at both political and official level to ensure the earliest possible announcement of the Deal.

4.2.

Council officers are actively working to ensure that the Deal document contains the key strategic projects important to developing a sustainable economic future for Orkney and that the necessary work is undertaken to provide a sound, evidence-led basis for the development of these projects. This includes an assessment of all potential funding streams and ensuring that identified projects are assigned to the correct stream. Appendix 3 to this report details the programme of activity and next steps for the rest of this year.

4.3.

Given that Growth Deals are the UK and Scottish Governments' stated vehicles for adopting strategic approaches to improving regional economies and that their intent is to tackle economic barriers and maximise opportunities to drive local, regional and national economic growth, it is imperative that the specific proposals contained within the Islands Deal reflect these objectives and can be clearly linked to attaining the specified outcomes. It is therefore important that a clear framework is derived against which projects can be reviewed and assessed with regards to their suitability for inclusion. This will then enable officers, partner organisations and other interested parties to ensure that the submission contains projects which meet the stated objectives of the Deal and so are more likely to be successful.

4.3.1.

The suggested principles are as follows:

- The Islands Deal Project proposals that are identified must contribute to the core agenda of the Islands Deal in terms of transformational change to re-balancing population and/or economic prosperity.
- The Islands Deal Project proposals that are identified clearly reflect UK and Scottish Government objectives, including their clearly expressed desire to respond to the declared climate emergency, and hence have the best chance of ensuring their buy-in and support, and maximising financial support.
- It is recognised that the Islands Deal is not the only funding source for Orkney
 project opportunities and projects must be assessed in terms of their fit with
 Islands Deal priorities and likely timeframes for release of funding. This could
 result in projects seeking alternative sources of more appropriate funding, if
 necessary, and in changes over time to the list of projects.
- Projects should look to develop innovative approaches to intractable problems, achieve strategic objectives and add value to existing approaches. They cannot be "Business as usual".
- Projects should maximise opportunities for additional income to Orkney from both UK and Scottish Governments, and private and other public sector agencies.
- The Islands Deal proposal must present a series of projects which maximise the identified "Islands Advantage" and are transformational for the joint Island group of Orkney, Shetland and the Western Isles on a broadly parallel and equal basis, albeit not necessarily a simple 3-way split of available funding.

- The benefit of projects should be assessed on their projected outcomes and ability to achieve strategic objectives, not just in terms of their capital cost.
- The suite of projects which make up the Deal could be subject to change as the Deal progresses, circumstances change and further evidence is generated with regards to the best opportunities for addressing the strategic objectives of the Deal.

4.3.2.

Adopting this set of principles will enable Orkney Islands Council, and their partners, to create a framework against which projects can be assessed and so ensure a consistent and auditable approach to both their inclusion in the deal and their subsequent progress.

4.4.

It is essential that, as part of the ongoing process for developing the next version of the Deal proposal referred to at section 4.1 of this report, there are sufficient opportunities for elected members to remain familiar with the direction of travel and with the approach being adopted. There have therefore been two sessions held with Members – one on 27 May 2019 with the Senior Management Team and Senior Councillor Team and one on 3 June 2019 with all 21 members. Observations and comments made at these meetings will be incorporated into the formal feedback which is being provided to the Programme Manager.

4.4.1.

Following this exercise, it is proposed that powers be delegated to the Chief Executive in consultation with the Leader, Depute Leader, Chair of Development and Infrastructure Committee, Chair of Education, Leisure and Housing Committee and Chair of Orkney Health and Care Committee, to finalise the Orkney contribution to the Islands Deal proposal document for submission to the Scottish Government and UK Government.

5. Human Resource Implications

Since the last report in September 2018, a temporary post of Project Manager has been created, initially for one year, with the potential to extend for a further year.

6. Links to Council Plan

6.1.

The proposals in this report support and contribute to improved outcomes for communities as outlined in the Council Plan strategic priority of Enterprising Communities.

6.2.

The proposals in this report relate directly to Priority 4.9 Work in partnership with the two other Islands Councils to finalise the Islands Deal.

7. Links to Local Outcomes Improvement Plan

The proposals in this report support and contribute to improved outcomes for communities as outlined in the Local Outcomes Improvement Plan priorities of Strong Communities, Living Well and A Vibrant Economy.

8. Financial Implications

8.1.

There are no financial implications directly arising from this report.

8.2.

The total capital value of Orkney Island Deal projects currently requested is approximately £70 million although this may increase as projects are clarified towards the announcement of a deal.

8.3.

In a report to the Committee on 25 September 2018, it was reported that the joint Islands Deal Programme Director has identified a budget requirement of £600,383 to progress the deal to a Business Case sign-off anticipated in August 2020. With funding for £200,000 of the requirement already identified, the Committee recommended that the balance of £400,383 be met from the Renewables, Regeneration and Redevelopment Fund.

8.4.

At 1 April 2019 the available funds carried forward and available to resource the work on an Islands Deal amounted to £467,014.

9. Legal Aspects

The Islands Deal will require a formal UK Government announcement. Thereafter, the UK and Scottish Governments would enter into discussions with the three Islands councils to develop 'Heads of Terms' for the purposes of outlining the principles of the agreement reached. The Islands Deal would ultimately result in a formal tripartite agreement between the three Islands Councils, the UK Government and Scottish Government.

10. Contact Officers

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11. Appendices

Appendix 1: Graphic demonstrating linkage between Innovation Programmes, Enabling Proposals and Projects.

Appendix 2: Programmes and Projects summary.

Appendix 3: Next Steps Gantt Chart.

Outer Hebrides

Stormoway

Bara Hub

SpacePort1

(OHP1)

Port

Lews Castle

College

(OUEP1) Strategic

An Integrated Islands Deal Island Specific Key Strategic Industry Projects Innovation Programmes Island Projects linked to Innovation Programmes Shetland Enabling Projects (IP1) Primary Industries & Value-added (SP2) (IP2) Circular Economy H H

(IP3) Zero Carbon Energy Systems

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NAFC

Shetland

College

(IP4) Fit For Future Housing

(IP6) Remote Digital Health and Care

(IP5) Healthy Ageing

(IP7) Creative Industries

(IP8) Island Visitor Economy

(EP1) Skiils, Talent Attraction & Entrepreneurial support (EP2) Digital Technologies Infrastructure Fun

(EP3) Campus Infrastructure Development (EP4) Islands Innovation Management Team

(IP9) Space Industries

R&D activity supported by Islands based Academic/Research Institutions & others





Orkney

6. Orkney

Gateway

8.

7. ORIC Phase 2

(ORIC)

HW RGU

EMEC

Orkney

College

Islands Deal Innovation Programmes, Enabling Proposals and Projects

Orkney Components

Extracted from "Our Islands, Our Deal; Islands Deal Narrative and Detailed Programme" written by David Amos, Programme Director and currently in draft form. All project numbers are indicative and subject to further ratification and development by Orkney Islands Council and their partners. Total Capital funding for Orkney specific projects requested is currently at £70m, with the likelihood that this will increase to closer to £90m as projects are clarified and progressed.

IP1	Primary Industries & Value-added Innovation Programme
Innovation Categories	 Product Innovation Process Innovation Marketing Innovation Organisational Innovation
Ambition	To support thriving Agriculture, Fishing and Aquaculture and associated Value-Added Food and Bio Product production industries on the Islands, recognised for the highest quality of their products and sustainability of their production processes. To support these industries successfully navigate the post Brexit world and adapt to the longer-term impact of climate change.
Capital	Orkney (£2m)
Projects	
Orkney	Agriculture continues to represent the backbone of Orkney's economy. With a high degree of uncertainty for the sector arising from Brexit and Climate Change, Orkney would prioritise Programme Activity that supported effective adaptation, productivity improvement, diversification and increasing local value-added activity.
	This would include addressing the need for a sustainable local Abattoir facility and creating opportunities to further strengthen the Research, Development and Teaching activity undertaken by the UHI Agronomy Institute.

IP 2	Circular Economy Innovation Programme
Innovation Categories	 Product Innovation Process Innovation Marketing Innovation Organisational Innovation Social Innovation

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Ambition	To move the Island economies onto the vanguard of a global shift towards zero-waste, where economic and social value is created through the innovative recycling of the waste streams produced by our Island industries and communities.
Capital	Orkney (£2m)
Projects:	
Orkney	Orkney would look to deploy appropriate output from across the Programme Workstreams and seek to build on existing Orkney based projects, such as the single use plastic project underway with Robert Gordon University. Orkney is also currently working with Zero Waste Scotland to identify further circular economy opportunities and this work could inform the identification of more specific Orkney projects for support through this Innovation Programme.
	It would also have a particular interest in Abattoir related waste and opportunities arising from Shetland's Dales Voe Decommissioning Hub for sub system recycling that could be carried out at Scapa Flow.

IIP 3	Zero Carbon Energy Systems Innovation Programme
Innovation Categories	 Product Innovation Process Innovation Marketing Innovation Social Innovation
Ambition	Support the Islands transition to zero-carbon energy systems and establish our Islands as world leaders in the technological, business and social innovations necessary to achieve this, with a rich ecosystem of local businesses able to commercially exploit these innovations both locally and around the world.
Capital Projects	Orkney (£15m)
Orkney	As the lead Island for this Innovation Programme and host of the ReFLEX project, Orkney would look to use the Programme to consolidate its position as a world leader for the testing and deployment of zero carbon energy systems. It would also seek to strengthen the local support environment for commercialisation of this technology in areas such as transportation, marine renewables, building heating, with a strong focus on Hydrogen based end to end energy systems across transportation and building technology energy systems.

IP4	Fit for Future Housing Innovation Programme
Innovation Categories	 Product Innovation Process Innovation Marketing Innovation Organisational Innovation Social Innovation
Ambition	To establish the Islands as innovators in the creation of places that support wellbeing, which are based on low carbon housing designs and construction methodologies, supported by a skilled local supply chain, that will meet the aspirations and needs of young people and an ageing population for attractive, affordable, energy efficient, weather resilient and adaptable accommodation.
Capital Projects	Orkney (£6m)
Orkney	Orkney's focus would be to deploy output from the Innovation Programme to increase the availability of affordable, energy efficient housing in remoter parts of the Island Group and on Student accommodation in Kirkwall and Stromness.
	- Remote housing requirements include gateway housing, sufficient "move on" accommodation for the Isles and housing for older people, as well as support for renovations, bringing empty homes back into use and shared equity models. This element of the programme would involve close working with the Community Development Trusts in these areas who are increasingly becoming involved in creating solutions for the housing needs of their communities.
	- The student accommodation component would support the delivery of up to 40 student housing bed-spaces. Consultation with the Island based Universities (Heriot Watt, UHI and Robert Gordons) and their students has identified this as a critical requirement for the improvement of the student experience and anticipated expansion in numbers, and which is not being met from within the private rented sector. The project would be split between the new Orkney Research and Innovation Campus (ORIC) at Stromness (serving Heriot Watt, UHI and Robert Gordon Universities and the European Marine Energy Centre) and Kirkwall (serving UHI Orkney College, Agronomy Institute, Archaeology Institute and Northern Studies Institute). The capacity created would aim to be as flexible as possible to try and provide suitable housing for further education students, undergraduates and post-graduate students.

IP 5	Healthy Ageing Innovation Programme
Innovation Categories	 Product Innovation Process Innovation Marketing Innovation Organisational Innovation Social Innovation
Ambition	For our Islands to become a recognised centre of excellence for holistic research into Healthy Ageing and be at the forefront of the development and deployment of Ageing related products, services and social innovations that create commercial opportunities for Islands based businesses and institutions.
Capital Projects: Orkney	 Orkney (£1m) Specific opportunities for Orkney would be identified at the exploratory stage of this programme, but Orkney has a strong interest in the relationship between arts/culture and wellbeing and this may be one area of focus. Orkney will also be hosting the international Island Games in 2023, a unique event around which a number of innovations relating to "Sustaining physical activity", "Supporting social connections" and "Creating healthy and active places" could be developed and tested.

IIP 6	Remote Digital Health and Care Service Delivery Innovation Programme
Innovation Categories	 Product Innovation Process Innovation Organisational Innovation Social Innovation
Ambition	For our Islands to become a recognised centre of excellence for the innovation for the development and deployment of digitally enabled health and care services in remote community areas, that supports the long term sustainability of our Island Health and Care Services, improves resilience and health outcomes across our communities and, creates economic value from the commercial exploitation of these innovations.
Capital Projects:	Orkney (£1m)
Orkney	Specific opportunities for Orkney would be identified at the exploratory stage of this programme.

IP 7	Creative Industries & Occupations Development Programme
Innovation Categories	 Product Innovation Process Innovation Marketing Innovation Social Innovation
Ambition	To create a cross-island centre of excellence for the development and expression of creative talent, acting as driver for economic growth and wellbeing and showcasing the inherent creativity within our Island cultures. To strengthen the mutually supportive strategic links between the islands creative industries and the Islands visitor economy.
Capital Projects: Orkney	 Orkney (£4m) Orkney would aim to incorporate the creative hub concept into the Pier Arts Centre expansion plans. The existing Pier Arts Centre building has little space for expansion and they have been exploring the potential to develop the vacant former Stromness Post Office building. This would be an ideal location for the Orkney Creative Hub Building, closely linked to the Pier Arts Centre across the road, and bringing back to life an iconic historic building in the centre of Stromness. A Stromness location for the Orkney Research and Innovation Campus (ORIC) in the town, the further development of which is a key strategic priority project for Orkney within the Research and Academic Campus Development Proposal – EP3. The Pier Arts Centre has also been gifted a remote farm steading at Linkhouse and is considering the opportunity to use this as an arts residency centre. This could be further developed to provide the first of Orkney's remote creative spokes, as envisaged in the Hub and Spoke model described above, while maintaining a strong focus on visual arts.

IP 8	Visitor Economy Innovation and Development Programme
Innovation Categories	 Product Innovation Process Innovation Marketing Innovation Organisational Innovation Social Innovation
Ambition	To strengthen the Islands' position as world class visitor destinations and significantly increase the local economic value generated while ensuring the long-term protection and sustainability of the Islands

	
	unique natural environment, cultural and archaeological heritage upon which the visitor experience is based. To strengthen the mutually supportive strategic links between the Islands tourism, creative industries and food and drink sectors to increase the overall level of visitor spend across each sector on the Islands and encourage repeat sales and future visits.
Capital	Orkney Gateway (IP8/O1) - £6m
Projects:	
Orkney	Orkney is renowned for its rich natural and human heritage assets having the full span of human and natural history assets within easy reach. The world class quality of these assets is illustrated by the UNESCO World Heritage Status for the mix of sites that form "The Heat of Neolithic Orkney", which is the corner stone of Orkney visitor experience.
	Orkney is, and has been experiencing an exponential growth in visitor
	numbers. Although this has been driven largely by the cruise market, the coach tour and independent markets have also been growing. Forthcoming changes in ferry fare structures (Introduction of Road Equivalent Tariffs) and the coordination offered by the new Destination Orkney partnership are also likely to drive up visitor numbers over the coming years.
	A decade of rapidly expanding tourism growth is delivering social and economic benefits at a time of increased public sector austerity; but it is now beginning to impact on the fabric and character of the assets and landscape that attracts the tourists and provides a much loved backdrop to the lives of communities on the Islands. Conflict between visitors and residents is growing and the capacity of the Islands' infrastructure is being stretched at peak periods (roads, car parking, signage, toilet facilities etc).
	The opportunity exists however at this critical moment to make a step change investment through the Islands Deal in Orkney to enable a sustainable and viable tourism economy to develop and thrive, alongside other established sectors such as agriculture and energy. This investment will seek to address the negative impacts of high- volume tourism, increase the economic return and cultural benefits that can be achieved for Island communities, and do so in a way that protects and enhances the very special character and value of Orkney and the World Heritage Centre.
	The Orkney Islands Council (OIC), Historic Environment Scotland (HES) and Highlands and Islands Enterprise (HIE) have jointly funded efforts to develop the concept of the "Orkney Gateway", a tourism centre of excellence where a strategic and integrated approach is taken to the management and welcoming of visitors to the Island and the provision of an experience that involves linkages to the World Heritage Site and the wide range of other opportunities open to visitors on the

 Island. It would involve the application of the latest digital technologies and addressing infrastructure and sustainability challenges related to large visitor numbers. The Orkney Gateway project would consist of 5 key elements, which have strong linkages across the range of Visitor Economy Innovation workstreams: a) <i>Museum of the Islands:</i> a rejuvenated and European class museum that celebrates and provides an entry point to everything Orkney has to offer for the benefit of residents and visitors b) <i>Skara Brae:</i> a refreshed visitor offer supporting trade customers and improving the experience of independent visitors c) <i>Brodgar/Stenness/Maeshowe:</i> a landscape-led visitor offer to encourage exploration supported by local facilities d) <i>Islands Wide Attraction Investment:</i> a series of attraction upgrades across the Islands providing a diversity of experiences to encourage dispersal and deepen visitor engagement e) <i>Improved Tourism Infrastructure:</i> upgrades to underlying elements of tourism infrastructure

Island Specific Key Strategic Projects

OP1	Scapa Flow International Distribution Hub (Orkney)	
Ambition	To establish Orkney as a key strategic UK and International location for the provision of Liquid Natural Gas LNG, lower carbon transition fuelling services for shipping (and other commercial uses) and transhipment services for the increasing volume of marine containerised goods arriving via the arctic sea routes.	
Project Investment sought	£20million (capital)	

Enabling Proposals

Note that costs for EP1 and EP4 have not been allocated across the Islands, however a reasonable expectation is that this will be split equally 3 ways.

EP1	Skills, Talent Attraction and Entrepreneurial support
Ambition	To ensure we can develop, retain and attract an Islands workforce with the skills and motivation needed to take advantage of the job and

	new business opportunities that will arise as a result of the Islands Deal and other investment in our Islands over the next ten years.	
Investments	Revenue Funding	£9m
	Capital (Equipment) Funding	£3m

EP2	Islands Strategic Digital Connectiv	ity Investment Fund
Ambition	The outcomes associated with a number of the Islands Deal Innovation Programmes and Projects will require high quality digital connectivity to be available at specific locations. This fund will be used to pay for any necessary upgrading of digital connections to be carried out to enable the full benefit of the specific programme/project to be realised.	
Islands	Orkney	£4m
Specific	Outer Hebrides	£4m
Capital	Shetland	£4m
Investments	Total Strategic Digital Connectivity Investment Fund	£12m

EP3	Campus Infrastructure	
Ambition	To ensure the necessary academic and research infrastructure and facilities are available to ensure the wide range of activity associated with the Islands Innovation Programme can be effective delivered.	
Islands Specific Capital Investments	Orkney (ORIC Phase 2)	£9m

EP4	Islands Deal Programme Management Team	
Ambition	To create a highly motivated cross-island strategic programme management team with the capacity and skills necessary to fully realise the transformational opportunities offered by the Islands Deal Projects and Innovation Programmes.	
Investment	Staff Costs	£5.15m
	Operational Costs	£1.64m
	Initial Set-up & contingency	£1.01m
	Total 5 year costs	£7.8m

Next steps

Develop project plan for OIC activity Understand overall funding picture Refine initial project Outline Business Cases Engage with lead officers to build project business cases Report back to Council with update Expected date of Government announcement

