

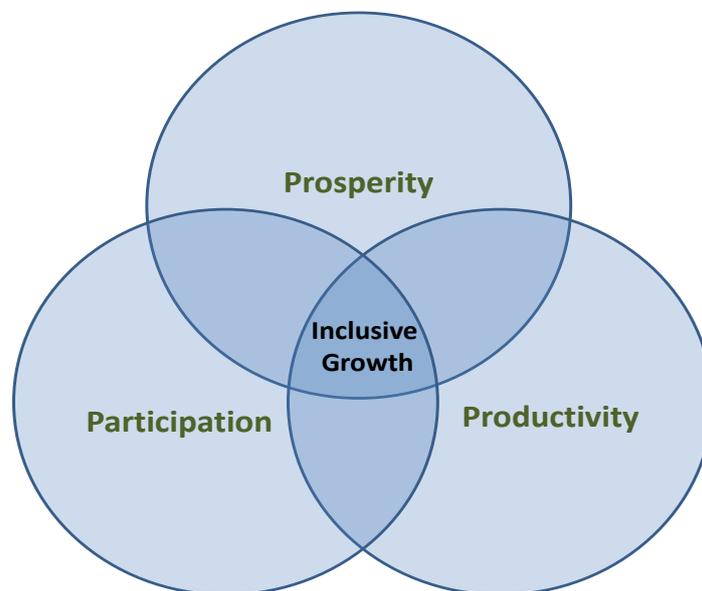


**DRAFT**

**29 September 2018**

# **Doncaster Inclusive Growth Strategy**

**2018-2021**



***Enabling Doncaster people, places and businesses to participate in a growing, productive economy and enjoy improved prosperity***

# Contents

<b>Foreword</b> .....	<b>2</b>
<b>Executive Summary</b> .....	<b>3</b>
<i>Doncaster's Inclusive Growth Strategy – Plan on a page</i> .....	<i>7</i>
<b>1. Place &amp; Population</b> .....	<b>8</b>
<b>2. Looking Outwards</b> .....	<b>11</b>
<b>3. Doncaster's Economy</b> .....	<b>14</b>
<b>4. Quality of Life</b> .....	<b>21</b>
<b>5. Summary of Challenges &amp; Opportunities</b> .....	<b>24</b>
<b>6. Our Approach to Inclusive Growth</b> .....	<b>25</b>
<b>7. Inclusive Growth Driver 1 – Investment, Infrastructure &amp; Connectivity</b> .....	<b>29</b>
<b>8. Inclusive Growth Driver 2 – Industry Specialisms</b> .....	<b>31</b>
<b>9. Inclusive Growth Driver 3 – Education &amp; Skills for Growth</b> .....	<b>33</b>
<b>10. Inclusive Growth Driver 4 – Better work and Jobs</b> .....	<b>35</b>
<b>11. Inclusive Growth Driver 5 – Social Value &amp; Community Wealth Building</b> .....	<b>37</b>
<b>12. Inclusive Growth Driver 6 – Reaching Vulnerable People and Places</b> .....	<b>39</b>
<b>13. Delivering our Priorities</b> .....	<b>41</b>
<b>14. Inclusive Growth Action Plan</b> .....	<b>42</b>

# Foreword

I am delighted to be able to present here a strategy to ensure that Doncaster's economy thrives and achieves its full potential, and that all of Doncaster's people, places and businesses benefit from economic growth.

For me, my colleagues in the Cabinet and all of the Team Doncaster Strategic Partnership, the intent, approach and specific actions this strategy sets out are a top priority. They are, quite simply, crucial to Doncaster's future prospects.

We have worked together in Doncaster to deliver a recovery in its economic fortunes and in the confidence and work of its public services and communities. This strategy makes clear that our economy has great potential to grow and thrive, despite challenging and uncertain times. It sets out the next stage of that journey - the discovery of a new chapter and future for our economy and for the skills and prosperity of our people and communities.

Delivery of the strategy will focus on six key drivers of inclusive growth and 'game - changing' actions which show the balanced approach that Doncaster needs – economy, people and communities growing together.

This includes a balanced combination of actions to deliver infrastructure, connectivity and major investment projects, targeted support to raise the productivity of our key growth industries and work that is well under way to gear our Education system up to prepare and to connect our young people for the future labour market.

Alongside this we will focus on making sure that more work in Doncaster is good, fulfilling, and more stable so people can plan and move on in their careers and lives – this is vital in today's changing labour market. We will also drive as much local social value as we can through procurement and the work of local anchor institutions and we will change the way public services work together so we reach and connect the most disadvantaged people and places to opportunity.

This is an ambitious but deliverable strategy to achieve our goal and it's clear that delivery of it is everyone's business. As a partnership across the public, private, voluntary and community sector and in local communities we must grip and drive these priorities and actions relentlessly. As Mayor I will champion them everywhere I go, in Doncaster and beyond, and I want to encourage you to play your part and bring your ideas and energy to this vital mission for our Borough.

Our time is now - let's deliver on this exciting prospect together.

Ros Jones  
Mayor of Doncaster

# Executive Summary

## *Growth...for all*

Driving economic growth, and making sure that growth can directly benefit all of Doncaster's businesses, residents, families and communities is a major priority for the Team Doncaster Strategic Partnership.

This document sets out a 15 year vision for Inclusive Growth in Doncaster. It explains the main focus of our work, and the main actions we aim to deliver over the next three years (to 2021) that can propel Doncaster's economic prospects and in turn boost the life chances and well-being of its people and communities.

Delivery of this strategy is 'everybody's business' – a shared mission across private, public, and community, voluntary and faith sectors. It is a crucial part of the Doncaster Growing Together Borough Strategy, calling for coordinated action across all policy areas to achieve inclusive growth.

## *Together we have delivered a real platform for further growth*

Over recent years Doncaster businesses have led jobs growth – driving our economy forward, building confidence. This, combined with record levels of business investment and house building has contributed to the achievement of a £5 billion economy. We have innovative businesses across a range of sectors, hard-working employees, an expanding skills sector, world class connectivity and a growing arts and culture scene.

Employment levels have hit record highs, providing more residents with a stake in our economy, higher incomes and greater self-esteem. We have many major developments in progress and in the pipeline which can take Doncaster's economy to the next level.

Alongside this, our public services have improved and we joining up efforts to deliver support for the most vulnerable people. We understand that prevention is better than cure, and that we need as many people as possible to contribute economically and to benefit from this as individuals, families and communities.

This has all been delivered in challenging, uncertain economic times in a true partnership effort between the public and private sector, working towards one goal. We have a great platform of success to build upon, and we are ready to go further and faster.

## *We can, and must, become more productive*

Productivity levels, *the amount of value created for every hour somebody works*, have been poor for the UK since the financial crisis and Doncaster has particularly struggled, reflecting an economy with relatively more lower skilled jobs. This strategy recognises that improving productivity is essential to keep our economy growing, increase wage levels, safeguard jobs and provide more money for public services. A more inclusive economy with more quality work is also a more productive economy.

## *The benefits of growth are not yet reaching all people and places*

There are too many "just about managing" families and individuals who have seen income levels stagnate, or even go backwards. Levels of unemployment and deprivation vary significantly across the Borough and we have pockets of disadvantage that have 'locked people in' to a cycle of poor outcomes, sometimes across generations.

There are also groups of people within Doncaster (BME communities and care leavers), who have experience a greater disadvantage than others in terms of access to economic opportunity.

## ***‘The times they are a changing’...***

Major changes in how we live, work and how businesses trade are reshaping our economy and transforming communities. A technological revolution is underway making it easier to access services, supporting greener travel and enabling firms to remain competitive in a global economy.

Our future plans and work must enable Doncaster to seize the opportunities presented by this, for example to create new products and services and reach new markets, and to anticipate and prepare people for adjustments in the nature of the economy and work.

Alongside this, in-work poverty and insecurity is a growing concern. The growth of precarious, low paid, temporary or unstable jobs with limited opportunities for in-work progression can cause vulnerability, and can present disincentives to work.

## ***The size of the prize - achieving full employment, breaking the cycle of poverty and disadvantage***

Doncaster is set to create 13,000 net new jobs over the next 15 years which makes full employment a realistic goal. This is based on ‘business as usual’ growth rate of 0.6% per annum. However, given the full package of actions in this strategy, our ambition is to achieve an average annual jobs growth rate of 1% and which will add a further 13,000 jobs and enable us to achieve full employment sooner. Achieving this is dependent upon retaining and attracting talented workers and supporting more residents into work. This would also add £500m in GVA.

At the same time, this strategy will also provide a greater local focus on the quality of jobs, creating pathways from lower paid, lower skilled work towards fulfilling and more secure jobs and careers. We will also focus on connecting all of Doncaster’s people and places to opportunity, both in terms of transport connections and supporting people to gain the skills to contribute.

## ***Our mission is clear...Participation, Productivity and Prosperity***

To build on our success, maximise growth potential and ensure that all Doncaster businesses, people and places benefit from growth, we need to deliver a whole system approach. Work to drive economic growth must work hand in glove with efforts to tackle in-work poverty, support people in precarious work and to connect all people and places to opportunity.

It’s about, for example:

- Wage rates and in-work progression
- Living standards
- Businesses prospering and creating quality jobs
- Residents accessing local opportunities
- Tackling long term unemployment and social exclusion
- Reaching the furthest away
- No place in Doncaster being left behind

Our Mission:

For Doncaster people, places and businesses to **participate** in a growing and **productive** economy and enjoy improved **prosperity**

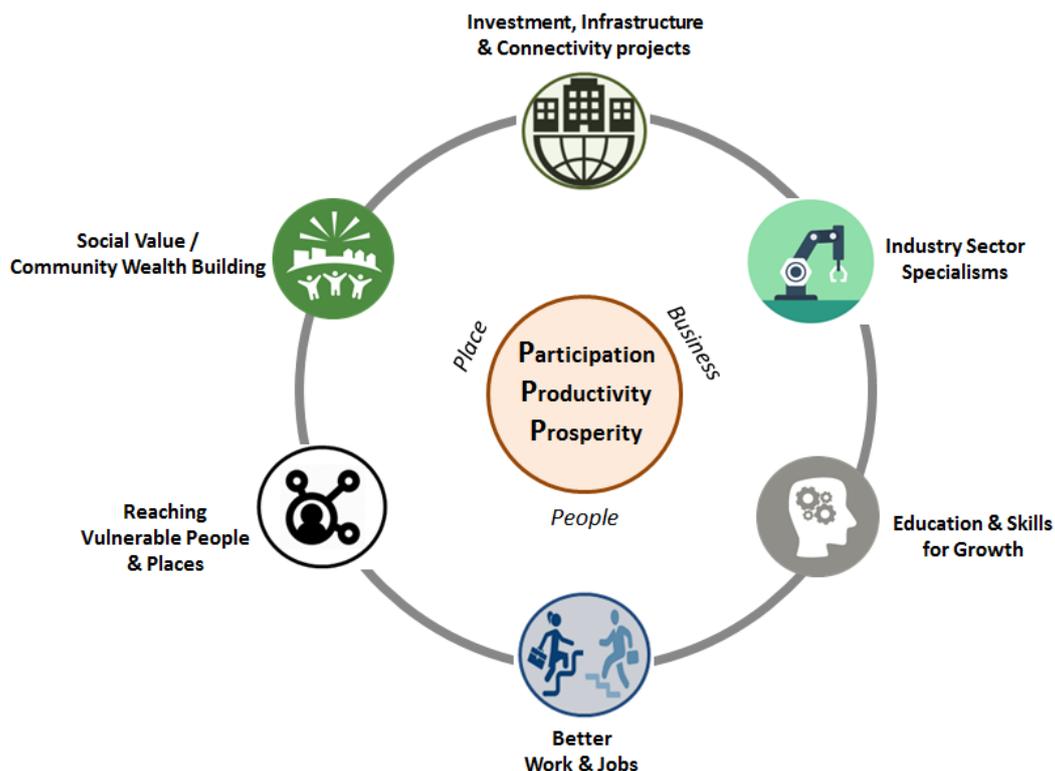
## Our six drivers of Inclusive Growth

We have set out a coherent, balanced package of actions to achieve our Mission. This combines a borough-wide push for growth, a focus on social value and community wealth building with targeted support for the most vulnerable residents and places.

Delivery will focus on these **six drivers** of Inclusive Growth:

1. **Major investments, infrastructure and connectivity projects** – to deliver jobs and growth, attract inward investment and visitors, support residents to access jobs and opportunities, including ensuring transport links to jobs.
2. **Industry Specialisms** – a focus on the higher-skilled jobs, productivity, and export potential of: engineering and technology; creative and digital; mobility; and materials. These have the potential to support many firms, sectors and supply chains, as well as the overall economy.
3. **Education & Skills for Growth** - reforming our education and skills system to equip residents with the skills, ambition and attributes that our private and public sectors need. This includes specific vocational education school and colleges and also reforms in our mainstream education system, including a focus on social mobility.
4. **Better Work & Jobs** – ensuring more Doncaster work is good work, supporting people in precarious temporary work to progress, and ensuring more jobs in Doncaster offer quality, fairness, flexibility and equality, with key anchor institutions leading the way for others to follow.
5. **Social value and community wealth building** - by channelling more and more of the ‘Doncaster pound’ spent by public services and anchor institutions directly into our local economy and growing the social economy. We will also ensure that our public services can work together to create fulfilling jobs and improve skills and careers (e.g. in the growing health and care sector).
6. **Reaching vulnerable people and places** - through work to reform our public services so they are increasingly joined up, targeted, focused on prevention and working alongside local communities. This will include specific work in our most disadvantaged places, people and groups to ensure we connect even the most disconnected people, families and places to economic and social inclusion.

These are illustrated in the diagram below:



## ***Game - Changing Actions***

For each of the growth drivers, we have identified a series of actions that we believe can have a transformational impact on growth and inclusion. In some cases these actions are well under way, driven through private sector efforts and the Doncaster Growing Together programme. Others are still to be developed.

A new Local Plan will be agreed in 2019 to ensure the new businesses, jobs, houses, infrastructure and other investment needed over the next 15 years are in right places whilst protecting and improving the environment and overall quality of life.

## ***Anchor Institutions - leading the way***

A key feature of the delivery of this strategy will be the role of Doncaster's Anchor Institutions. These are our large and influential private and public sector employers, sports and other institutions which can, in each of the key drivers, play a lead role in creating growth that is more inclusive. This could involve using their purchasing power to drive growth at a local level in Doncaster and providing employees with opportunities for in-work progression.

## ***Delivery – reaching out, reaching in***

These drivers and actions, summarised in the '**plan on a page**' at the end of this Executive Summary, will be used as priorities across all of the Team Doncaster Strategic Partnership and the Doncaster Growing Together Borough Strategy, which is also the Mayor's delivery programme for Doncaster.

We will not be constrained by place boundaries – and will actively work in partnerships and collaborations across Sheffield City Region, Yorkshire, the north of England and beyond.

Within Doncaster, there is a role for many organisations across sectors, key institutions and large employers, who can lead the way in creating a more inclusive economy. Crucially, we will also engage the public of Doncaster, and we will work closely alongside local communities to ensure they can participate fully.

## ***What success will look like?***

The impact of this Strategy plan will be kept under regular review, judged by the effect on specific Inclusive Growth outcomes and indicators in our Borough Strategy, as well as feedback from Doncaster's businesses, residents and communities.

Our commitment to delivering Inclusive Growth is in the end geared towards improving quality of life in Doncaster. This will take time, particularly as many of the challenges are long-standing. However, by delivering the actions and milestones in this Inclusive Growth Strategy over the next 3 years we will make clear progress towards Doncaster being a more prosperous, inclusive place to live, work, visit and do business.

## Doncaster's Inclusive Growth Strategy – Plan on a page

IG Drivers	Challenges/Opportunities	Objectives	Game-changer Projects & Actions
 <p><b>Investment, infrastructure &amp; connectivity projects</b></p>	<ul style="list-style-type: none"> <li>• How to connect the borough</li> <li>• Weak Town centre as a work destination</li> <li>• Large area with dispersed industry sites</li> <li>• Excellent road, rail and air network</li> <li>• Developments can lever inclusive growth</li> <li>• Emerging creative/digital sector</li> </ul>	<ul style="list-style-type: none"> <li>• Enhance and connect our key assets to create quality growth &amp; prosperity</li> <li>• Ensure the town centre plays its full part in our economic growth</li> <li>• Attract more service based exporting firms</li> <li>• Improve access to work and connect local communities</li> </ul>	<ul style="list-style-type: none"> <li>✓ Support airport growth, including expanding enterprise sector and link to East Coast Main Line</li> <li>✓ Delivery of Town Centre Master Plan – in particular making it a stronger draw for business, workers, visitors, inward investment and increasing the office accommodation offer</li> <li>✓ DN7 Unity and wider northern growth corridor (A1-A19 link)</li> <li>✓ Housing programme</li> <li>✓ Integrated access to places and work programme</li> </ul>
 <p><b>Industry Sector Specialisms</b></p>	<ul style="list-style-type: none"> <li>• Low productivity</li> <li>• Low exports</li> <li>• Investment that creates quality jobs</li> <li>• Need more knowledge-based industry</li> </ul>	<ul style="list-style-type: none"> <li>• Significantly increase the number of quality, productive, export jobs in our distinctive industries</li> <li>• Supply local firms with skilled workers</li> <li>• Increase the number of local people with transferrable skills</li> </ul>	<ul style="list-style-type: none"> <li>✓ Targeted support programmes to boost productivity/exports for specialist industries and the services sector: <ul style="list-style-type: none"> <li>- <i>Engineering &amp; Technology</i></li> <li>- <i>Creative &amp; Digital</i></li> <li>- <i>Knowledge-led services</i></li> <li>- <i>Mobility</i></li> <li>- <i>Materials</i></li> </ul> </li> <li>✓ The Global Innovation Corridor and international hub Doncaster</li> </ul>
 <p><b>Education &amp; Skills for Growth</b></p>	<ul style="list-style-type: none"> <li>• Low skilled workforce</li> <li>• Social mobility</li> <li>• More vocational education</li> <li>• Need to create more transferrable skills sectors, rather than industry clusters</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure the education and skills system meets the needs of the labour market</li> <li>• Increase local ambition, Social Mobility and develop more targeted careers support</li> </ul>	<ul style="list-style-type: none"> <li>✓ Social Mobility Opportunity Area Programme</li> <li>✓ Skills Academy</li> <li>✓ Big Picture Learning</li> <li>✓ University City and the new University Technology College (UTC)</li> <li>✓ National College for High Speed Rail</li> </ul>
 <p><b>Better work &amp; Jobs</b></p>	<ul style="list-style-type: none"> <li>• Low wages</li> <li>• Low productivity and GVA</li> <li>• Zero-hour contracts</li> <li>• Negative net worker migration</li> <li>• Poor flexible working for some of our large industries</li> </ul>	<ul style="list-style-type: none"> <li>• Support people in precarious unstable work to progress</li> <li>• Engage local employers to increase the number of quality, flexible jobs in our economy</li> <li>• Reduce in-work poverty in Doncaster</li> <li>• Reduce the gender gap in job opportunities, progression and pay</li> </ul>	<ul style="list-style-type: none"> <li>✓ Careers Hub</li> <li>✓ Employment Advancement Service</li> <li>✓ Pathways to Success initiative</li> <li>✓ Ambition programme</li> <li>✓ Doncaster employability framework (<i>exploratory only</i>)</li> <li>✓ Good employment charter (<i>exploratory only</i>)</li> </ul>
 <p><b>Social Value / Community Wealth Building</b></p>	<ul style="list-style-type: none"> <li>• How to ensure growth delivers wealth at community level</li> <li>• Increased local procurement</li> <li>• Reduced access to risk based capital</li> <li>• More collaborative private, public and social sector provision</li> </ul>	<ul style="list-style-type: none"> <li>• Maximise social value from public procurement and anchor organisations</li> <li>• Grow and foster the role of social economy in Doncaster</li> <li>• Maximise social value from inward investment</li> </ul>	<ul style="list-style-type: none"> <li>✓ Public procurement Social Value initiative</li> <li>✓ Social economy development project</li> <li>✓ Health &amp; Social Care sector workforce project</li> <li>✓ Leveraging social value from inward investment initiative</li> </ul>
 <p><b>Reaching vulnerable people</b></p>	<ul style="list-style-type: none"> <li>• High proportion of in-work poverty</li> <li>• Increasing older population</li> <li>• Health &amp; Social Care resource gap</li> <li>• Public sector biggest employer</li> </ul>	<ul style="list-style-type: none"> <li>• Integration of Health &amp; Care system</li> <li>• Deliver joined up prevention and support for Doncaster's most vulnerable people</li> <li>• Specific focus on disadvantaged and marginalised groups, e.g. BME/disabled people.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Early Intervention Employment Support Pilot</li> <li>✓ Working Win - Health-Led Employment Trial</li> <li>✓ Social Mobility Opportunity Area</li> <li>✓ Integration of the Health &amp; Social Care delivery system for children and adults</li> <li>✓ Delivery of the Place Plan, including: <ul style="list-style-type: none"> <li>- <i>First 1001 Days</i></li> <li>- <i>Vulnerable adolescents</i></li> <li>- <i>Complex Lives</i></li> <li>- <i>Team Doncaster – targeted locality work</i></li> </ul> </li> </ul>

# 1. Place & Population

## *Location and Connectivity*

Doncaster is a metropolitan borough located in the heart of England in the county of South Yorkshire and the Yorkshire and Humber region, 20 miles from Sheffield, 26 miles from Leeds and 47 miles from Hull. Key transport routes converge here and Doncaster's multi-modal transport connectivity offers excellent access to major conurbations, coastal ports and other parts of the UK and beyond, linking east to west and north to south:

- **Air:** Doncaster Sheffield Airport is located some 5 miles from the centre of Doncaster and offers flights to destinations across the UK, Europe and now into the USA.
- **Road and motorways:** connected to the A1, M18 and M180, with links to the M1 and M62 motorways; over 6 million people live within a 45-minute drive of the borough.
- **Rail:** Doncaster train station is on the East Coast Mainline, providing fast direct trains between London and Edinburgh and serves the largest number of rail operators in the UK.
- **Ports:** with excellent links to the M1 and M62 motorways and international ports, particularly the Humber ports.
- **Waterways:** the South Yorkshire Canal runs through the centre of the borough

Doncaster has a fantastic opportunity to leverage and exploit its location and relationships as it has done for hundreds of years.

This is a key strength which this strategy promotes.



## *Population and distribution*

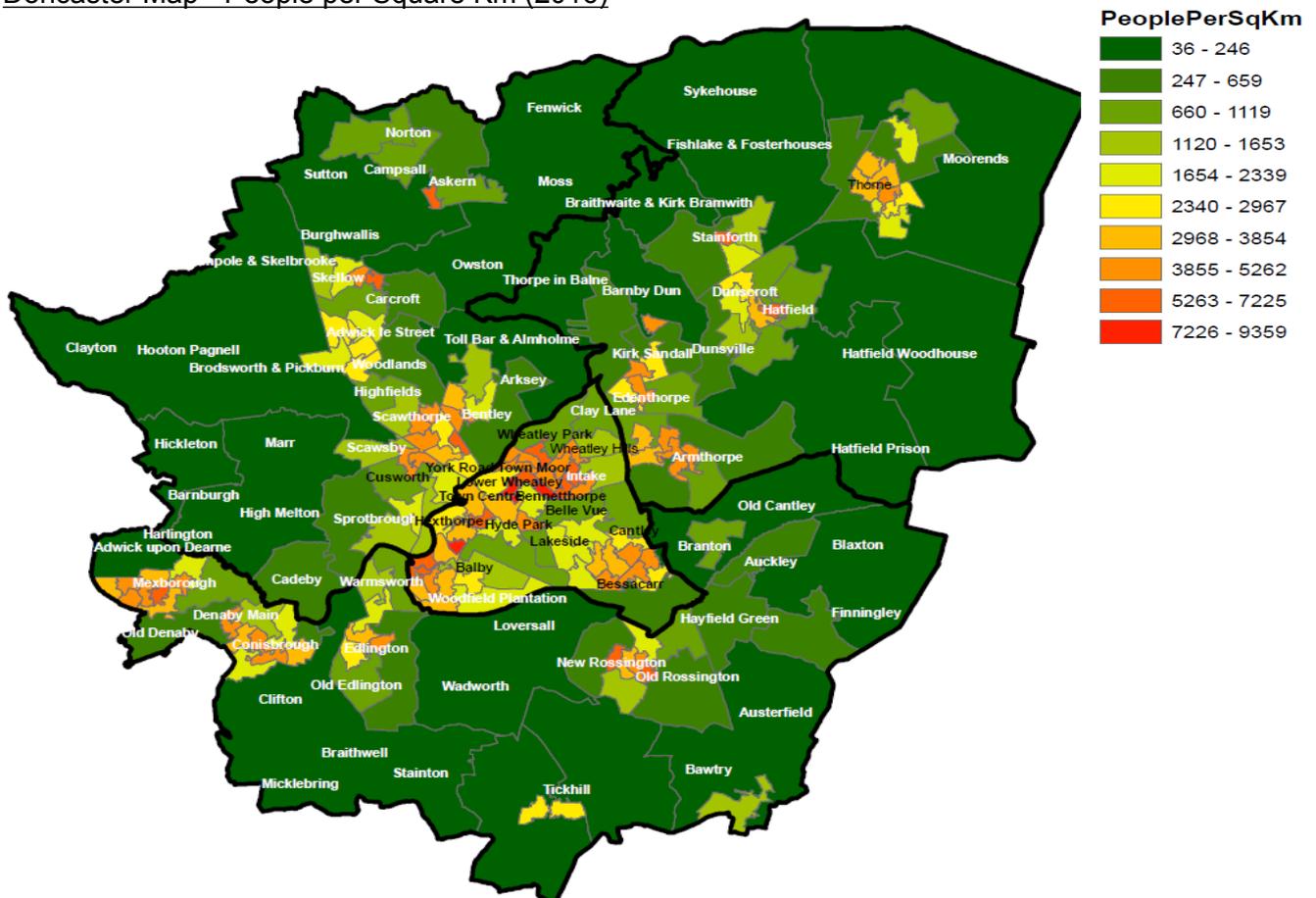
Doncaster has a growing population which currently stands at 308,900. Residents are spread across the largest metropolitan borough in the country which covers over 220 square miles and includes a diverse local landscape.

Doncaster town centre is a major sub-regional centre. Mexborough and Thorne are the largest centres outside of Doncaster and provide a wide range of services (e.g. shops, banks, building

societies, libraries and restaurants, serving a wide catchment area). The other centres within the borough (i.e. Bawtry, Armthorpe and Askern) serve more day-to-day needs.

The map below show where the greatest concentration of people are:

Doncaster Map - People per Square Km (2016)



This population distribution, which is rooted in Doncaster’s industrial past presents a significant challenge in connecting people, places and businesses to economic and social opportunities. Bus patronage in Doncaster is lower than the national average and there is a need to improve public transport access to outlying communities in order to better link residents to job opportunities.

Despite being a metropolitan borough, large areas are rural in character and the largest land use (67%) is agriculture. The countryside in the western ‘half’ of the borough is statutory Green Belt and there are also long standing polices protecting the countryside in the eastern half of the borough. Most neighbourhoods have excellent access to the countryside (often within a 10 minute walk of people’s homes) and we have many quality parks and open spaces.

Over two fifths of the borough is located within areas at a medium to high risk of flooding from both the river Don and Trent catchments<sup>1</sup>. Areas at risk include Carcroft, Askern, Thorne, Moorends, Hatfield and Stainforth and large parts of the main urban area.

<sup>1</sup> Draft Local Plan

## **Investing in Our Future - A portfolio of development projects**

A significant and successful range of investments have already been made in Doncaster and this is bearing fruit, supporting thousands of jobs, houses and improving Doncaster as a place. The opening of phase two of Great Yorkshire Way in June 2018 exemplifies this.

Examples of on-going and pipeline projects include:



The scale, variety and Borough-wide coverage of the economic development underway is positive for inclusive growth, but also presents challenges in creating a unified investment vision and a critical mass of growth. Masterplans for the Town Centre and the Airport provide examples of what more can be done to grow and connect our economy.

**Investment, Infrastructure and Connectivity is a key inclusive growth driver for Doncaster**

## 2. Looking Outwards

### Overview

For this strategy to be a success, it is essential that we recognise and where we can, respond to the wider global, national and regional changes – including connecting with wider economic development, growth and strategic opportunities.

Advances in transportation and communication technology means that we live in an increasingly inter-connected world, which supports economic growth but also presents challenges in terms of environmental sustainability, trade policy and inequalities. The economic uncertainty and impact of the United Kingdom leaving the European Union (Brexit) only adds to a complex mix of challenges and opportunities.

### The Fourth Industrial Revolution – changing the world of work

A fourth industrial revolution is underway as the way we live our lives as workers, citizens and consumers is being revolutionised by digital technology, from online shopping to how we manage our finances. It is automating routine processes and creating smart homes, intelligent transportation and smart cities.

New technologies such as artificial intelligence and robotics have raised anxieties that increasing automation will destroy large numbers of jobs. However, past experience of automation is that, while many jobs change, many others are created as productivity and incomes rise<sup>2</sup> and the World Economic Forum predicts that robots will displace 75 million jobs globally by 2022 but create 133 million new ones.

It is anticipated that automation will not be limited to ‘manual’ occupations, but also affect professions such as law, banking and accountancy. Conversely, work that involves creativity and a human touch, for example software designers, teachers, engineers, cooks and carers, will be in ever-greater demand. To benefit from the fourth industrial revolution, we need to:

- Ensure Doncaster has an enterprising economy, built on creativity and innovation.
- Manage the impact of automation where we can, using supporting workers to develop the new skills needed to work in new industries or in the same industries applying new processes.
- Help to raise aspirations of people, places and businesses given Doncaster’s growth potential.

### Industrial Strategy - a focus on raising productivity

In November, 2017 the Government published its Industrial Strategy which is based on the central premise that ‘by improving productivity while keeping employment high, we can earn more – raising living standards’. It has five Foundations for improving productivity and four Grand Challenges:



<sup>2</sup> CEF Report

The term productivity primarily refers to labour productivity or how much is produced for a given input (such as an hour's work). At a regional and local level Gross Value Added (GVA) is used to measure economic output and productivity levels. The current way of measuring productivity is far from perfect, but it is the best we have at the moment.

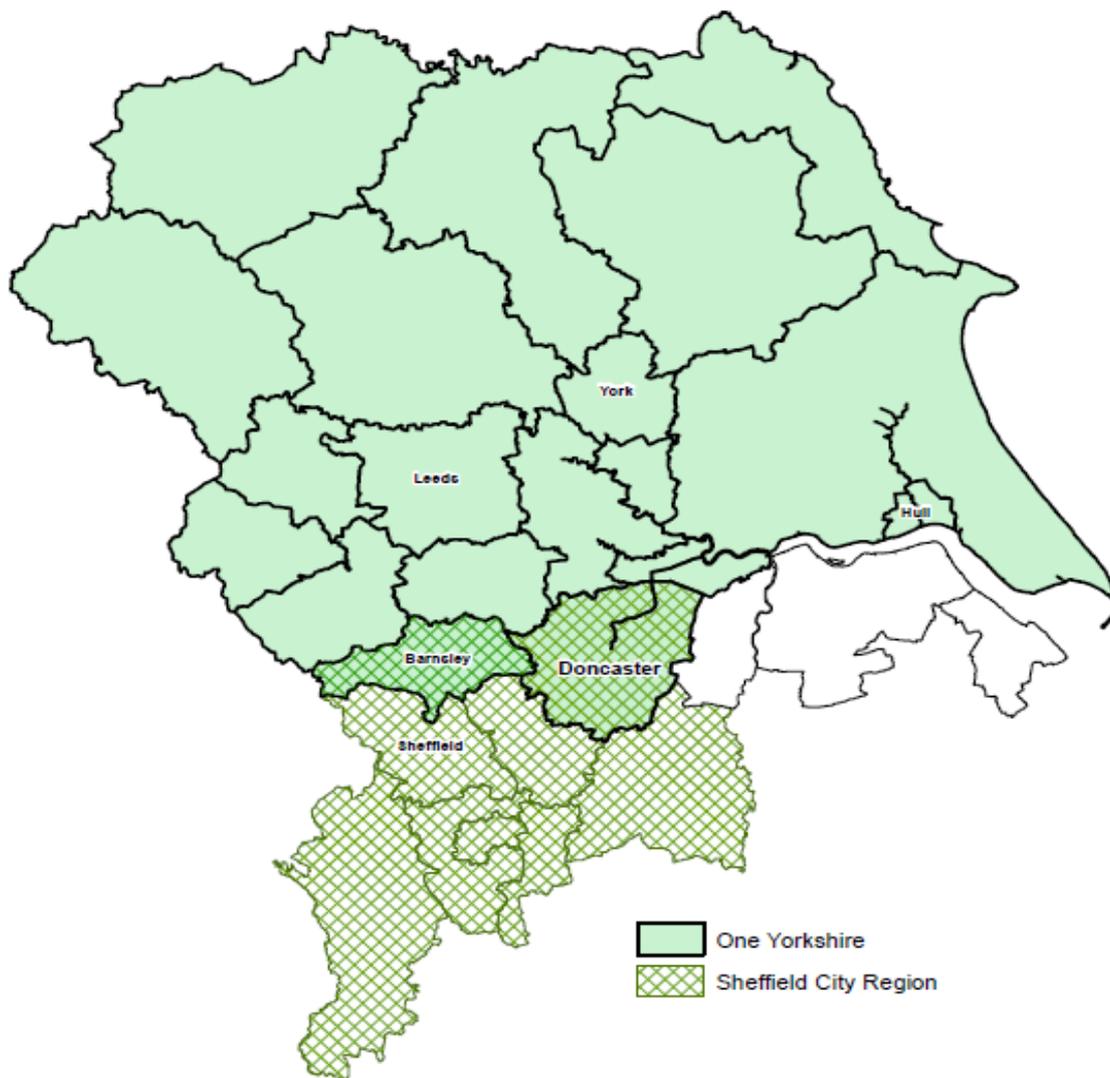
Doncaster's Inclusive Growth Strategy will address the Foundations for Productivity and the opportunities presented by the Grand Challenges.

### ***The Regional Economy - devolved powers and funding***

Whilst we hold many powers to influence our future within the Borough, we must recognise that Doncaster it is part of a much broader economic and political environment which influences our prosperity and future prospects.

#### **Sheffield City Region**

Doncaster is part of the Sheffield City Region (SCR) which in 2018 elected its first City Region Mayor, Dan Jarvis MP. The map below shows where Doncaster is positioned within the SCR and wider Yorkshire and Humber economy.



We will continue to utilise devolved powers, decision-making and resources to support delivery of our inclusive growth strategy and provide more targeted funding to meet local/regional needs. We have a strong track record of delivery and we have benefitted from devolution through investment in both place (e.g. infrastructure) and people (e.g. employment programmes). Going forward, we are working with other Yorkshire Leaders to pursue truly game-changing Devolution for Yorkshire.

## **One Yorkshire**

A Yorkshire-wide Devolution Deal would provide Doncaster with the opportunity to play a significant role in increasing Yorkshire's contribution to improving productivity, rebalancing and spreading wealth and prosperity. The map above also shows the potential footprint of a Yorkshire-wide Devolution Deal, which if successful would provide resources and powers to support our inclusive growth ambitions, for example:

- Better bus services that can meet the needs of people, business and place
- Investment across Yorkshire to drive inclusive growth
- Funding to improve the skills offer for adults aged over 19
- Funding to improve careers & enterprise in education, inspiration around STEM choices, unemployment, in-work poverty and health barriers to work
- Services and budgets for employer skills investment and to increase Apprenticeships
- Powers to enable more homes, commercial space and infrastructure to be built

## **Northern Powerhouse - rejuvenating the north of England**

At an even broader scale, Doncaster is emerging as an important player in the Government's strategy to rejuvenate the north of England, for example through important infrastructure projects as the Great Yorkshire Way and key developments like iPort, DN7 Unity Project and Airport Masterplan. The Northern Powerhouse was established in 2014 to address the imbalance between economies in the north and south of England. A central objective, in conjunction with Transport for the North, is to improve rail and road connections between major economic areas within the north.

## **People's Powerhouse – a focus on the lives of people & communities**

The first ever meeting People's Powerhouse forum was held in Doncaster in July 2017 to help ensure that people and communities are at the heart of the future debate around the Northern Powerhouse. Its main aim is to include feedback and opinions, as well as knowledge and expertise from all sectors of society, with a particular focus on how people can drive meaningful development in their local area/region. The forums will be central to our strategy. They will discuss how we can ensure economic growth improves life chances of everyone and that northern devolution genuinely includes local people.

### 3. Doncaster’s Economy

The Doncaster economy currently supports 9,475 businesses, 120,000 jobs and an employment rate which is at a record high of 72.7%. Economic output has grown steadily and it currently stands at £5.2bn per annum. There are many positive characteristics of our economy, including industries that trade across the world, signs of increasing levels of enterprise and a growing business stock.

However, there are at least as many challenges. In summary, we need to expand our economy, increase productivity and improve the quality of the jobs on offer, alongside building the skills base to ensure local people are ready to take up future job opportunities.

We do not underestimate the significance of this challenge, as many of the weaknesses in our economy are deeply entrenched. But we believe that there are exciting opportunities ahead and through co-ordinated partnership working, they can be seized to the benefit of all. Developing and expanding our economy is key to achieving our ambitions for inclusive growth.

#### Economic Output: A growing economy, but lower productivity

Doncaster makes an important contribution to the UK’s economy in terms of economic output, equating to 0.32% of the Gross Value Added (GVA). Over the past decade Doncaster has added £705m to its economic output, which is valued at £5.2bn in GVA - this growth has been driven by a range of sectors, particularly Distribution & Transport, Accommodation & Food and the Public sector.

UK wide productivity growth has flattened out significantly in the decade since the 2008 recession. This has been termed the “productivity puzzle”, and addressing this is the focus of the Government’s Industrial Strategy - what is clear is that there is a clear North-South divide in levels of productivity.

In relation to output per hour worked (a standard measure of productivity) Doncaster is disadvantaged relative to the UK. Productivity per worker in the borough is some 80% of the UK average. The City Region and the Yorkshire & Humber also lag behind the UK:

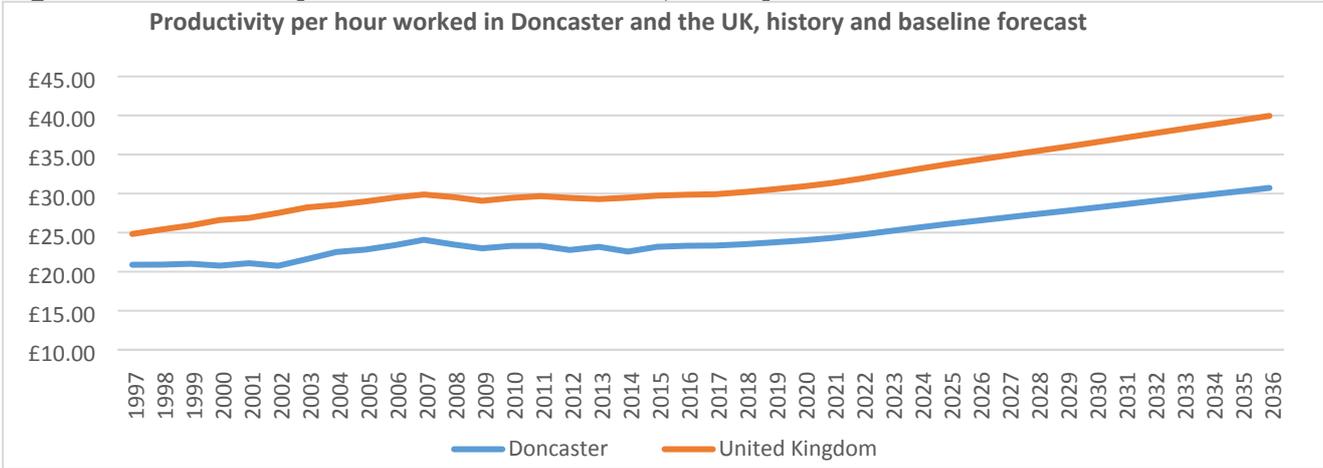
**Table xx: Output per hour worked (at 2013 prices)**

Area	Output (£) per hour worked (2016)
Doncaster	£23.31
Sheffield City Region	£24.00
Yorkshire & Humber	£24.73
UK	£29.85

Source: REM at 2013 prices

This relative position has not changed in the past, as productivity in the borough has grown at a very similar rate to the UK. The baseline forecast is for Doncaster’s productivity to grow in parallel with the UK at about 1.4% per annum [check this], as shown below:

**Figure xx Productivity in Doncaster and the UK, history and baseline forecast**



Source: REM, 2016 data at 2013 prices

To understand why Doncaster's productivity is lower than the UK's, these questions can be asked:

- Is Doncaster industrial structure biased towards lower-productivity sectors?
- Is the productivity of individual sectors lower on balance than the UK?
- Or both?

The evidence suggests that both factors apply to Doncaster<sup>3</sup>.

Firstly, Doncaster tends to have relatively few jobs in those sectors that show the highest productivity in the UK as a whole, such as Real Estate, Telecoms and Finance. It also has relatively more jobs in sectors which show the lowest productivity in the UK as a whole, for example Health, Retail, Land Transport, Storage & Post and Residential Care & Social Work. Relatively productive sectors where Doncaster is well represented include Civil Engineering and Construction.

Secondly, most sectors have lower productivity in Doncaster than the UK. This includes, for example Transport Equipment (41% of the UK's productivity), Finance (55%), Telecoms (77%), Administration and Support Services (72%) and Wholesale (86%). Sectors which exceed the UK's already high productivity levels include Real Estate (133%) and Media Activities (117%) and Metal Products (115%).

This suggests that much of Doncaster's productivity deficit is due to the fine-grained mix of activity within individual sectors, rather than the distribution of activity between those sectors - within most sectors, Doncaster's jobs are weighted towards lower-value activities. Within this headline analysis, there are many other factors that could potentially explain the lower levels of productivity, for example levels of investment and innovations, firm size, levels of exporting and skills.

To start to bridge the productivity gap with the UK, we need to increase demand for higher skilled employees, and develop the skills and capabilities amongst our residents to take up those jobs, whilst ensuring there are sufficient opportunities for people of all skill levels.

### **Enterprise: A growing business base, but relatively small overall**

Doncaster's business stock has grown significantly in the last decade and currently stands at 9,475 businesses. Despite this positive trend, the density of businesses remains below the national average, indicating a lack of critical mass in our economy. A low business stock limits the competitiveness of the economy and constrains job creation, reduces demand for local products and services and means fewer spin-off opportunities.

Start-up rates in Doncaster are comparatively high but this is to some extent undermined by a low business survival rate, meaning a high proportion of new businesses are closed within three years (44% of new businesses started in 2013 had closed within 3 years, compared with 39% nationally).

#### **Business density - Total Enterprises per 1,000 population (need to add source)**

Doncaster	31
Similar authorities	30
Yorkshire & Humberside	34
England	42

Source: Business Demography

Like the rest of England, Doncaster's economy is weighted towards micro-enterprises (1-9 staff), which account for 90% of all enterprises. Enterprises employing more than 50 people account for 1.9% of all enterprises.

### **Number of Jobs: A growing jobs base, but relatively small overall**

The numbers of jobs in Doncaster's economy has increased in recent years and currently stands at 120,000. Doncaster has successfully replaced those jobs lost during the recession.

However, the number of jobs dropped marginally

**Jobs density – Jobs for each resident aged 16-64**

---

<sup>3</sup> As set out in the 'Economic Forecasts and Housing Needs Assessment' report, Peter Brett Associates, June 2018

between 2015 and 2016, contrary to national and regional trends, and the density of jobs in Doncaster is comparatively low (0.72 of a job for every resident aged 16-64, compared to 0.85 nationally).

Doncaster	0.72
Similar authorities	0.70
Yorkshire & Humberside	0.80
England	0.85

Data Source: Annual Population Survey, Nomis

### **Industrial Structure: An economy which is relatively inward facing**

Whilst Doncaster has a number of sectors with growth potential, the economy is relatively reliant on lower skilled sectors that are more sensitive to changes in local demand (e.g. retail, wholesale and construction). Building an economy with a sectoral mix that contains a higher proportion of high value activities and jobs is key to building prosperity.

As the chart below shows, compared to Sheffield City Region, our economy is much more reliant on wholesale/retail, health & social work, logistics, construction and public administration.

#### **Employment by sector (%) – Doncaster compared to Sheffield City Region**



Data source: UK Business Counts 2017 and Business Register and Employment Survey 2016, Nomis

Doncaster is strong in the following tradeable sectors, where goods and services are or may be traded internationally:

- Transport and storage (10,000 jobs)
- Manufacturing incl. advanced engineering (9,000 jobs)
- Financial & Professional services (8,800 jobs)
- Construction including civil engineering (7,800 jobs)
- Wholesale (4,400 jobs)

It is also strong in a number of local sectors which serve a more localised market and meet everyday needs:

- Health and social care (21,000 jobs)
- Education (12,500 jobs)
- Retail (employing 12,000 jobs)
- Business administration (10,400 jobs)
- Public administration (7,500 jobs)

It is less reliant on manufacturing, accommodation/food, professional services, finance & insurance, ICT and real estate.

The public sector is a significant and important employer in Doncaster. In total, 25.3% of all jobs are in the public sector which is higher than the England (17%) and the Yorkshire and Humber (19.6%). There is therefore a significant opportunity to rebalance our economy through an increase in the number of private sector jobs, providing opportunities for local people across different occupational and skills levels.

### Exports: an economy over-reliance on local spending

Exporting is important because it is linked to employment growth, higher value goods and services – and therefore jobs – and higher productivity. An economy with a high level of exporting is also not constrained by the performance of the local, everyday economy.

The number of local businesses that export and jobs that rely on overseas demand has increased over recent years, but Doncaster is still underperforming in this respect.

#### Employment by sector

Measure	Doncaster	National Ranking
Exports per job (£)	5,410	(61/62)
Goods exports per job (£)	3,570	(57/62)
Services exports per job (£)	1,840	(61/62)

Source: Centre for Cities

Centre for Cities analysis shows that Doncaster’s town centre has one of the lowest share of high-skilled exporting jobs and businesses in its town centre in the UK<sup>4</sup>. Current uncertainties regarding our future relationship with the EU presents significant challenges, but also opportunities to capitalise on trading opportunities.

### Specialisms: Distinctive strengths we need to develop

By looking horizontally across our whole economy, rather than just virtually into individual sectors it is possible to identify specialisms which bring together multiple related sectors. This ‘platforms’ approach helps to identify niche products/services, skills, techniques, tools and business models that an economy is founded on. Analysis led by Ortus Economic Research with the support of Sheffield University suggests Doncaster has four main specialisms which have significant growth potential:

- **Engineering & Technology** (an established platform): Engineering and technology products and services (e.g. civil engineering) and those that rely on engineering and technology skills, tools and inputs
- **Mobility** (an established platform): Transporting people and goods across all modes including the products and services that support road, rail and air transport and infrastructure.
- **Materials** (an opportunity platform): The production, supply of plastics, glass, metals, stone, rubber and related products and the technologies required to create them.
- **Creative & Digital** (An opportunity platform): Industries which trade on individual and organisational creativity, generate and distribute digital content, utilise digital platforms as the basis for the delivery of their products or create/exploit digital tech. The main basis for this platform being chosen is the prospect of the High Melton investment by 360 Media.

In addition the study recommends that the fifth platform (Supporting Services), based on its fundamental importance to a modern, growing economy.

### Our 4 Industry specialisms together with the Supporting Services are key growth drivers for Doncaster

In developing our economy, we need to create the right balance of jobs, opportunities and demand to deliver inclusive growth. There are a number of considerations in developing our strategy, including: **Supporting the everyday economy**. The everyday economy (also referred to as the ‘Foundational Economy’) refers to services and goods that meet our everyday needs like retail, health, social care,

<sup>4</sup> Centre for Cities 2018 [add name of the report]

education and public administration. It's a major part of our economy in Doncaster, employing over 40% of our workforce and contributes significantly to the well-being of residents. We need to improve the quality, pay and productivity of jobs in this major part of our economy. This includes harnessing the benefits of technology to increase efficiency and value for money in a climate of limited funding.

**Building a stronger service economy.** A key economic trend of the UK economy over recent decades which is set to continue is the transition from a manufacturing-led to a service-led economy. This shift is not only reflected in the industrial mix but also the nature of business models, with manufacturers also now increasingly offering services to support, deliver and maintain their products.

**Stimulating growth in the knowledge economy.** Doncaster has a smaller knowledge economy (which includes both manufacturing and services) than in comparable areas:

These type of jobs tend to have high skill requirement, attract higher wages and are more stable.

**% Jobs in Knowledge intensive services or High-tech manufacturing industries**

Doncaster	3.9%
Similar authorities	5.3%
Yorkshire & Humberside	8.2%
England	11.2%

*Data source: Business Register and Employment Survey 2016, Nomis*

They are particularly prevalent in sectors like Financial Services, Information Technology, Architectural and Engineering activities. Increasing the number of knowledge-intensive jobs is crucial for improving prosperity in Doncaster. A key part of this is to upskill the workforce and tailor the education and skills system to match the needs of the knowledge economy.

**Building our tourism/recreation offer**

Doncaster has invested significantly in its visitor economy in the past 10 years, adding to the range and quality of an already strong visitor offer and contributing to raising the profile of the borough as a location to visit and for the community to live in and enjoy. Examples include the significant expansion of the Yorkshire Wildlife Park and the new 150 bed Hilton Garden Inn Hotel at Doncaster Racecourse. We will continue to jobs and growth created by this part of our economy remains a key part of our overall Inclusive Growth Strategy.

**Skills & Occupations: A lower skilled workforce**

The proportion of working age population with a level 4 qualification or above is 23.6% in Doncaster, lower than both the regional and national comparators (33.0% and 38.6% respectively). In 2016 there were 46,100 people with level 4 qualifications or above (24.7%) but in 2017 this had dropped to 43,600 people (23.6%).

If the gap between Doncaster and comparators is not reduced, this will limit productivity, earnings growth, and investment in the creation of the higher skilled jobs that residents could benefit from.

**% of people who are qualified to level 4 or above (16-64)**

Doncaster	23.6%
Yorkshire & Humberside	33.0%
Great Britain	38.6%

*Data source: Annual Population Survey Jan 2017 – Dec 2017, Nomis*

**Developing the skills and capabilities of the work-force is a key inclusive growth driver for Doncaster.**

Doncaster's workforce is comparatively low skilled and as a result the economy struggles to attract and develop high value jobs and to stimulate the investment that will create them. This in turn affects the prosperity of those in work.

Within Doncaster in 2017 there are 48,900 highly skilled jobs (34.9% of all jobs). Whilst this has improved since 2016, it remains 11.2 percentage points below the national figure, and lower than other comparators:

## % of people employed in Directors and Managerial/Professional and Technical Occupations

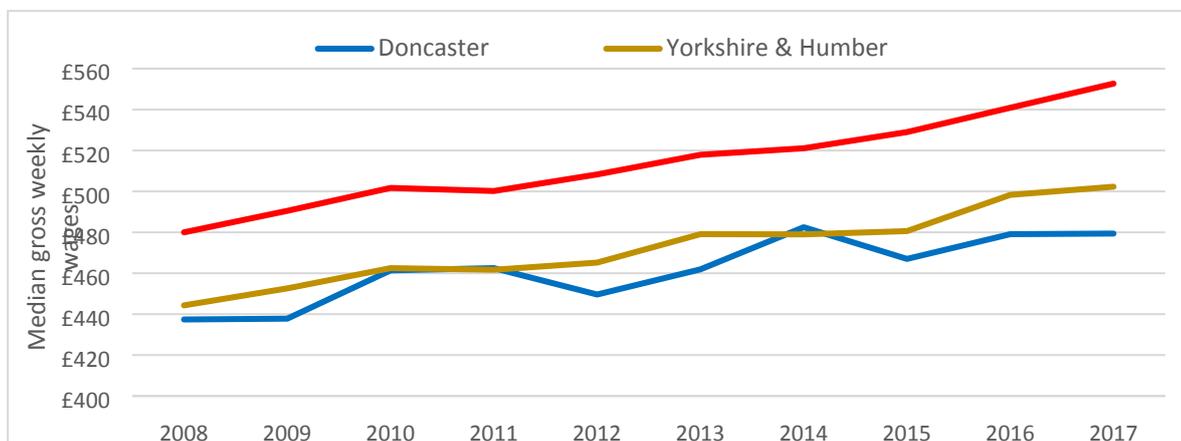
Doncaster	34.9%
Similar authorities	38.0%
Yorkshire & Humber	40.8%
England	46.1%

Data source: Annual Survey of Hours and Earnings 2017, Nomis

The key reason for this is the industrial structure of the Doncaster economy. The sectors that provide the largest numbers of jobs are those that require comparatively fewer higher level, highly skilled jobs, meaning that the occupational profile for Doncaster is skewed towards lower skilled jobs. Building an economy that is more focused on knowledge intensive activities will create new opportunities for people higher occupational levels, providing attractive career development opportunities for local people and increasing the general prosperity of the area.

## Wages & Prosperity: Relatively low wages rates and limited growth

The incomes of local people are of crucial interest to this strategy as they are directly linked to prosperity. Doncaster's economy can be typified as comparatively low skill and low wage. The median gross weekly wage in Doncaster is £479 which is below that in both the region (£502) and GB (£553) and has only increased by £35 since 2008.



Data source: Annual Survey of Hours & Earnings, Nomis

To raise prosperity we need to build an economy which contains a higher proportion of higher paid jobs, whilst protecting the pay levels of workers throughout the economy. Nationally, there is a strong correlation between the density of knowledge-intensive jobs and higher levels of income, and we have seen that Doncaster has a low proportion of its economy based around knowledge-intensive activities.

National data<sup>5</sup> suggests that high employment growth and poor earnings growth has meant that household income inequality has actually fallen in the UK over the past decade. However, living standards of young people have not done as well than those of older people. The after housing costs incomes of those in their 20s are still below where they were in 2008, whereas for those over 60 it they are almost 10% higher.

There are too many "just about managing" families and individuals who have seen income levels stagnate, or even go backwards.

## Labour Market: Record employment, but more insecure work

The employment base in Doncaster is relatively strong, with a high proportion of economically active people in work. Latest statistics indicate that there are 148,300 economically active people living in Doncaster, of which 139,400 are currently in work. Our employment rate (72.7%) continues to

<sup>5</sup> Source: Institute for Fiscal Studies 2018, analysis for the BBC. <https://www.bbc.co.uk/news/business-45487695>

improve since the low of 64.4% in 2011, although it remains lower than the Yorkshire & Humberside and England.

Self-employment rates are low by national standards, although we are experiencing an increased trend (currently 8% compared to 5.8% in 2013).

In Doncaster 11% of working age population are claiming an out of work benefits (e.g. Job Seekers Allowance, Employment Support Allowance which are being replaced by Universal Credit), which is on a par with similar authorities, but higher than Yorkshire & Humberside (9.7%) and England (8.3%).

**% of working age population employed**

Doncaster	72.7%
Similar authorities	72.7%
Yorkshire & Humberside	73.4%
England	75.1%

*Data source: Annual Population Survey Jan-Dec 2016, Nomis*

In Doncaster 41,300 of the working age population are economically inactive; this is 22.4% which is marginally less than the Yorkshire and Humber (22.7%), but slightly higher than England (21.4%). Residents who are long-term sick account for the largest single group in Doncaster (33.5%) in contrast to the above comparators where it is students.

The workplace is changing. Flexible working is now more prevalent, for example in what is now commonly called the “gig” economy. Alongside this, in-work poverty and insecurity is a growing concern. The growth of precarious, low paid, temporary or unstable jobs with limited flexibility and opportunities for in-work progression can cause vulnerability, and can present disincentives to work.

**Better work and jobs is a key inclusive growth driver for Doncaster**

***Future Growth: Achieving Full Employment and a higher productivity***

Independent forecasts estimate that Doncaster is set to create 13,000 net new jobs over the next 15 years – which makes full employment a realistic goal. This is based on ‘business as usual’ estimates and an average annual growth rate of 0.6%.

However, given the full package of action in this strategy, our ambition is to achieve an average annual jobs growth rate of 1% - which will add a further 13,000 jobs – and enable us to achieve full employment sooner. This would also add an additional £500m to our economy. Achieving this is dependent upon:

- Raising productivity beyond baseline forecasts;
- Retaining and attracting talented workers and supporting more residents into work.

At the same time, this strategy will also provide a greater local focus on the quality of jobs, creating pathways from lower paid, lower skilled work towards fulfilling and more secure jobs and careers.

We will also focus on connecting all of Doncaster’s people and places to opportunity, both in terms of transport connections and supporting people to gain the skills to contribute. The impact of this extra participation for the economy, families, individuals and communities and for public services can be transformational.

Whilst the focus will be on achieving the broadest growth possible across our economy, we believe the impact from growing our specialisms could be transformational in achieving this ambition for business and jobs growth productivity and earnings growth.

Collectively, the Six Drivers for Growth in this Strategy are intended to bring this ambition to fruition.

## 4. Quality of Life

### *Improving quality of life – a key focus for inclusive growth*

Our commitment to delivering Inclusive Growth is in the end geared towards improving quality of life for residents, businesses and visitors. Economic growth and access to opportunity is key to this, but our success in improving quality of life is not assessed in economic terms alone. This is a cross policy, whole of Team Doncaster priority, as this strategy will later outline.

The baseline position for quality of life in Doncaster is expressed in an annual State of the Borough Assessment. This provides an overview of population change and quality of life using outcomes and indicators drawn from the Doncaster Growing Together Outcomes framework.

The last State of the Borough assessment, published in 2018 sets out a picture of quality of life in Doncaster that showed real progress in a number of key areas. It also identified a number of long standing challenges. The table below summarises these.

The economic structure and performance sections of this strategy have already set out data on economic and labour market issues. This has highlighted:

- a) The crucial relationship between the level of skills in the Doncaster economy and the type of jobs and earnings potential available in it.
- b) That despite outstanding challenges in terms of long term unemployment and youth unemployment, the economy is providing jobs to enable access to opportunity.

Beyond the economic factors, the [State of the Borough](#) assessment sets out the evidence to support reasons to be positive about quality of life in Doncaster, as well as remaining challenges. Some key data sets to illustrate this are shown below, with further detail available in the report.

### *Housing*

Improving Doncaster's housing offer and affordability has been a key priority in recent years. There have been 1,173 net additional homes built in Doncaster during 2016/17; this is 3.4 per 1,000 population and for 2017-18 and represents three years where we have delivered above 1000 additional homes. Our rate remains higher than similar authorities and Yorkshire & Humber, 2.9 and 3.2 per 1,000 population respectively.

We are also focused on ensuring that housing is affordable, and this is a key issue for inclusive growth.

Housing affordability affects where people live and work, and is linked to the quality of housing, poverty, community cohesion, and time spent commuting. It's also an important social determinant of health and prosperity.

Doncaster has a lower ratio of house price to earnings than either the region or England. A higher ratio indicates that on average, it is less affordable for a resident to purchase a house in their local authority district.

### *Educational attainment*

Improving attainment rates has been a key focus for the Council, Doncaster's Schools and all

#### **Number of net additional homes built (per 1,000 population)**

Doncaster	3.4
Similar authorities	2.9
Yorkshire & Humber	3.2
England	3.9

*Data source: Housing supply: net additional dwellings 2016/17, Ministry of Housing, Communities & Local Government*

#### **Ratio of median house price to median gross annual residence-based earnings**

Doncaster	5.1
Yorkshire & Humber	5.7
England	7.7

*Data is sourced from the ONS and based upon House Price Statistics for Small Areas (HPSSAs) and Annual Survey of Hours and Earnings data.*

#### **Our average attainment 8 score**

Doncaster	43.6
-----------	------

partners in the education system. Doncaster's average GCSE attainment score (using the new attainment 8 scores) reduced by 3.3 since 2015/16, however this was in keeping with the national and regional benchmarks.

Similar authorities	45.0
Yorkshire & Humberside	45.4
England	46.4

Data source: GCSE and equivalent results 2016/17, DfE

Doncaster's score still remains lower than the similar authorities and the national average, but overall it is an improving picture.

### Child Poverty

Child Poverty remains a challenge in Doncaster, and one that partners are committed to address. This is a key issue for inclusive growth, illustrating that the work to ensure people can enjoy economic and social opportunity starts at a very early age. Child poverty rates, measured by the percentage of Doncaster's children living in low income families, decreased to 21.0% (13,930 children).

#### Child poverty – percentage of children living in low income families

Doncaster	21.0%
Similar authorities	19.6%
Yorkshire & Humberside	18.6%
England	16.6%

Data source: Children in Low-Income Families Local Measure 2015, HM Revenue & Customs

However, there are still significantly more children living in poverty in Doncaster than our comparator authorities, highlighting that there is a lot more work to do.

This point is further illustrated by the proportion of children in need in Doncaster. Improving support for children in the early years and also children's social care is a key focus for Team Doncaster partners, with much improvement made. However there remains an outstanding challenge with too many children in need compared to other similar authorities

#### Children who are the subject of a Child Protection Plan (rate per 10,000)

Doncaster	65.2
Similar authorities	56.6
Yorkshire & Humberside	43.0
England	43.3

Data source: DfE - Characteristics of children in need: 2016/17

### Health and well-being

The health and well - being of the Doncaster population is a key focus for inclusive growth, and central to the question of whether local people can live rewarding, fulfilling lives.

There was a slight reduction in healthy life expectancy for males between 2013 – 15, following encouraging increases of over 2 additional years between 2012 - 14.

#### Healthy life expectancy at birth

	Male	Female
Doncaster	59.6	61.9
Similar authorities	60.0	60.2
Yorkshire & Humberside	61.3	61.5
England	63.3	63.9

Data source: Public Health Outcomes Framework 2014-16, Public Health England

Healthy life expectancy for females in Doncaster is much better, performing slightly above similar authorities and the regional average, but still 2 years below the national figure.

We still however, need to improve life expectancy across the borough and this will be a key focus for a wide range of health and social care initiatives, underpinned by improving access to economic and social opportunity.

### Quality of environment

People in Doncaster have access to excellent opportunities to enjoy green spaces, countryside and parks, both in the Borough and within easy reach in the wider area. Infrastructure developments under way are making connections to these opportunities easier.

However, we must be ever mindful of the impact of development and growth on the environment. CO2 emissions are continuing to fall from 9.4 tonnes per capita in 2005 to 6.7 tonnes in 2016. This show we currently perform better than our regional neighbours and similar sized authorities, but we

#### CO2 emissions per capita (tonnes)

Doncaster	6.7
Similar authorities	8.6
Yorkshire & Humberside	6.9
England	5.3

are still higher than the England average and we therefore have more to do.

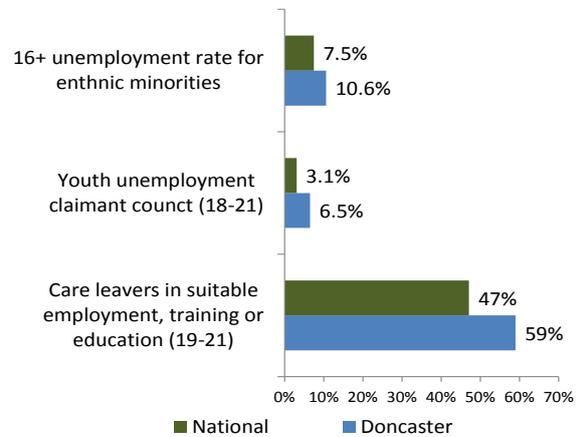
Data source: Local Authority Carbon Dioxide figures 2016, Department of Energy and Climate Change

### Disadvantaged Groups

Doncaster has a number of vulnerable disadvantaged groups performing comparatively poorly against the national average. This includes:

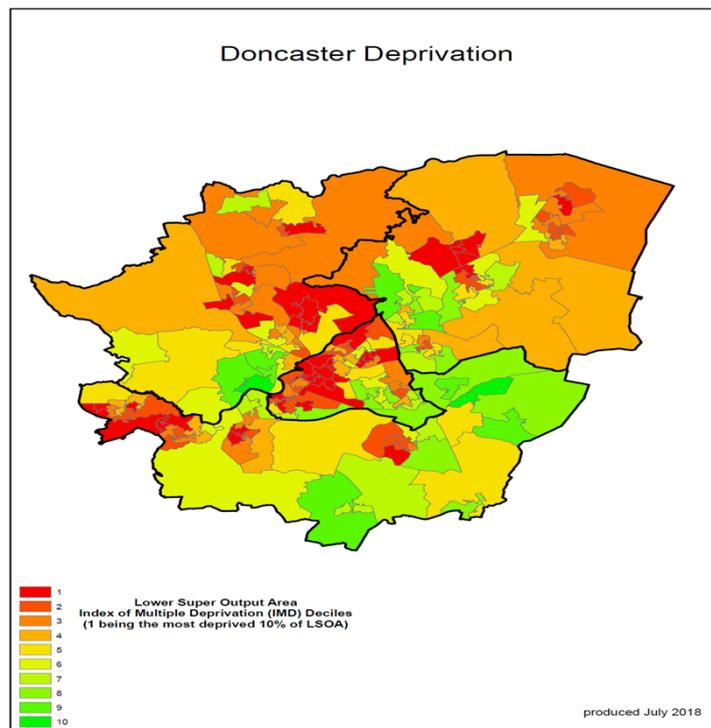
- Care leavers - in suitable employment, training or education (aged 19-21), which is currently 15% below the national average
- Youth unemployment claimant count (aged 18-21), which is more than double the national rate
- The 16+ unemployment rate for ethnic minorities in Doncaster is 3% higher than the national rate

#### Employment - Disadvantaged Groups



### Disadvantaged Places

The distribution of quality of life challenges and inequality is a major issue for this strategy. This is rooted in Doncaster’s industrial heritage and the spatial distribution of its population in towns and villages across a large geographical area. Poverty and disadvantage are concentrated in a clear pattern which is consistent across economic and social deprivation indicators, which is illustrated in the map, drawn from the indices of multiple deprivation, below.



This indicates that our work on ensuring all people can enjoy the benefits of growth should be focused in part on specific areas where our people can be more disconnected from economic opportunity than others. This disconnection relates to education, skills levels, health and well-being, and also in some cases to transport and physical connectivity.

**Reaching vulnerable people and places is a key inclusive growth driver for Doncaster.**

## 5. Summary of Challenges & Opportunities

The context and analysis set out in the preceding sections have identified a series of challenges and opportunities that Doncaster's approach to inclusive growth and our specific plans will need to consider and address. These are summarised in headline form here:-

Challenges		Opportunities	
	Outputs: Low GVA growth, low business density, underperforming on exports		Locational Advantage
	Low skills, low wage economy/brain drain of local talent		Investor confidence – major developments under way and in pipeline
	Over reliance on public sector and 'everyday economy' jobs		Significant projected growth of jobs in the economy
	Growth of precarious, unstable work (temp work, Zero hours contracts)		Thriving, world leading sectors and businesses
	Too many people, families & places disconnected from economic opportunity		Pro-active private and public sector partners

Overall, we have good reason to be positive about Doncaster potential to deliver a growth that is increasingly inclusive, benefitting all residents, families, communities and businesses. We have the key conditions to achieve this in terms of the growth of the economy, our economic potential and how this is currently being realised. Alongside this is a strong political and cross sector commitment to reform public services to ensure that even the most disconnected people and places can enjoy the benefits of growth.

The remainder of this strategy sets out our approach to achieving inclusive growth, which responds to Doncaster's context and seeks to address the challenges and maximise the opportunities available to us.

## 6. Our Approach to Inclusive Growth

### *Driving Growth, connecting people and communities - a whole system task*

We are clear that to build on our success, maximise growth potential and ensure that all Doncaster businesses, residents and places benefit from growth we need to deliver a whole system approach.

This must provide the drive to go further and faster, but also ensure balance in our focus to ensure that no people or places are left behind, disenfranchised and unable to share the benefits of economic and social opportunity.

So our strategy must provide the correct focus and specific actions that can drive economic growth that work hand in glove with efforts to tackle in-work poverty, support people in precarious work and to connect all people and places to opportunity. This must be a coherent and deliberate approach, planned, designed and delivered to deliver maximum impact. It involves the private sector, public sector and also Doncaster's social enterprises and community, voluntary and faith sector organisations. Not least, we also need to engage Doncaster's residents and communities directly in this work, ensuring everybody is clear that there are opportunities to take, and that our commitment is to ensure these are shared by all. This is reflected in our Mission:

For Doncaster people, places and businesses to **participate** in a growing and **productive** economy and enjoy improved **prosperity**

### *Our six drivers of Inclusive Growth*

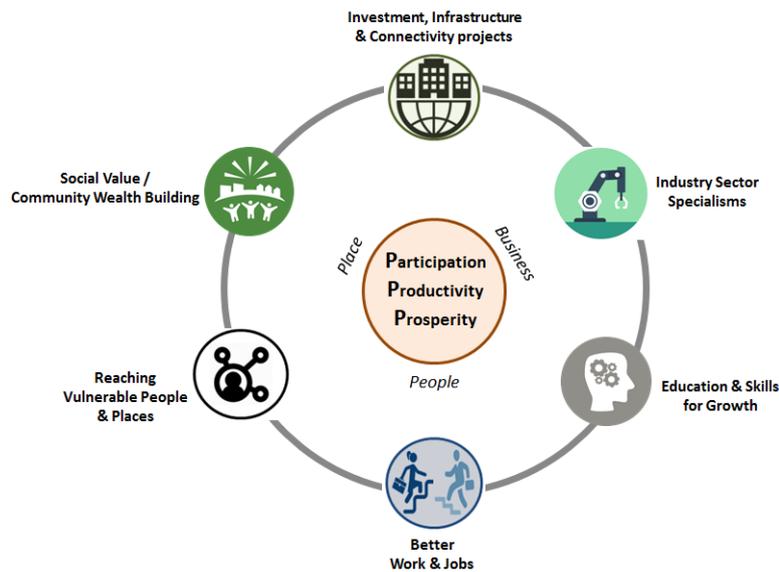
The drive and balance we need will be provided by a focus on **six drivers of inclusive growth**. These represent the areas of focus for our work and together they will foster a wide-ranging and coherent package of action to achieve our Mission. This combines a borough-wide push for growth, a focus on ensuring we retain and recirculate as much wealth as possible in our local economy and communities, and on targeted support to ensure the most vulnerable residents and places can share and contribute in economic and social growth.

Our **six key drivers** of Inclusive Growth are:

1. **Major investments, infrastructure and connectivity projects** – to deliver jobs and growth, attract inward investment and visitors, and support residents to access jobs and opportunities, including ensuring transport links to jobs.
2. **Industry Specialisms** – a focus on the higher-skilled jobs, productivity, and export potential of: engineering and technology; creative and digital; mobility; and materials. These have the potential to support many firms, sectors and supply chains, as well as the overall economy.
3. **Education and Skills for Growth** - reforming our education and skills system to equip residents with the skills, ambition and attributes that our private and public sectors need. This includes specific vocational education school and colleges and also reforms in our mainstream education system, including a focus on social mobility.
4. **Better Work and Jobs** – ensuring more Doncaster work is good work, supporting people in precarious temporary work to progress, and ensuring more jobs offer quality, fairness, flexibility and equality, with key anchor institutions leading the way for others to follow.
5. **Social value and community wealth building** - by channelling more and more of the 'Doncaster pound' spent by public services and anchor institutions directly into our local economy and growing the social economy. We will also ensure that our public services can work together to create fulfilling jobs and improve skills and careers – for example in the growing health and care sector.
6. **Reaching vulnerable people and places** - through work to reform our public services so they are increasingly joined up, targeted, focused on prevention and working alongside local

communities. This will include specific work in our most disadvantaged places, people and groups to ensure we connect even the most disconnected people, families and places to economic and social inclusion.

These are illustrated in the diagram below:



## Game-Changing Actions

For each of the growth drivers, we have identified a series of major actions that we believe can have, individually and collectively, a transformational impact on growth and inclusion.

These range from major capital and infrastructure investment projects, to targeted business support programmes, scaling up procurement activity to retain wealth locally, fostering the growth of the social economy and targeted work with our most disadvantaged people and places.

In some cases these actions are well under way, driven through private sector efforts and the Doncaster Growing Together programme, and in others they are to be developed. These are set out in the next section of the strategy

## Local Plan: Releasing the sites we need for jobs and growth

A new Local Plan will be agreed in 2019 to ensure the new businesses, jobs, houses, infrastructure and other investment needed over the next 15 years are in the right places whilst protecting and improving the environment and overall quality of life. It is therefore an essential Plan for realising the ambitions in this Strategy, and crucially ensuring the delivery of them is sustainable – from an economic, social and environmental point of view.

## Anchor Institutions – leading the way

A key feature of the delivery of this strategy will be the role of Doncaster’s Anchor Institutions. These are our large and influential private and public sector employers, sports and other institutions which can, in each of the key drivers, play a lead role in creating growth that is more inclusive. This could involve using their purchasing power to drive growth at a local level in Doncaster and providing employees with opportunities for in-work progression

Anchor institutions share a number of key characteristics including:

- Spatial immobility: have strong ties to an area and are invested in it;
- Size: tend to be large employers and have significant purchasing power;
- Land and assets: occupy various sites across the borough and have good community reach.

Anchor institutions are central to the concept of community wealth building and creating social value. Due to their purchasing power and levels of employment they have a long-term interest in seeing local communities thrive. The sustainability of anchor institutions is inextricably linked to the vitality of

their surrounding communities and it is therefore in their interest to build a strong and healthy local economy. Anchor institutions can be local authorities, colleges, universities, hospitals, large corporate institutions with strong local links (e.g. banks), local chambers of commerce, performance arts facilities, utility companies and sports teams.

### Creating social value is a key inclusive growth driver for Doncaster.

"Team Doncaster" is Doncaster's Local Strategic Partnership and brings together organisations and individuals from different sectors to take shared ownership and responsibility for delivering Doncaster Growing Together Borough Strategy. Team Doncaster members include:

- Doncaster Council
- Doncaster Bassetlaw Hospital NHS Foundation Trust
- Doncaster Clinical Commissioning Group NHS
- South Yorkshire Fire and Rescue Service
- South Yorkshire Police
- Doncaster Chamber of Commerce
- Doncaster College and University Centre
- St Leger Homes

From this strong foundation of committed anchor institutions there is an opportunity to build an anchor institution strategy and network – reaching beyond the boundaries of the current partnership into larger private sector employers and also schools, colleges, sports clubs and others who may be prepared to contribute.

Doncaster's Anchor Institutions can be influential in the delivery of our ambitions across all six of the drivers we have identified, and through many of the game changing actions set out in the following sections. The potential role of Anchor Institutions is identified in each of these sections, providing a framework for further development.

### Team Doncaster Focus - Doncaster Growing Together (DGT)

Launched by Team Doncaster in September 2017, our Doncaster Growing Together Borough Strategy has four themes:

- **Working** – in ways that enable more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and more prosperous future
- **Learning** – that prepares all children, young people and adults for a life that is fulfilling
- **Living** – in a Borough that is vibrant and full of opportunity, where people enjoy spending time
- **Caring** – together for the most vulnerable in our communities



Delivery of the inclusive growth strategy will be a whole of Team Doncaster task, requiring action across each of these themes. The basic frame of the strategy is illustrated here, also outlining the intention to focus on work at community level – 'people in the place'.

Some of the actions contained within this strategy as game changing actions are already being driven through DGT programmes of action. Each programme is focussed on reform within the context of a complex public sector reform agenda. They are helping to strengthen the foundations for inclusive growth and how equalities and diversity guides our work.

### Delivery – reaching out, reaching in

In delivering this strategy, we will not be constrained by place boundaries and will actively pursue partnerships and collaborations across Yorkshire, the north of England and beyond. Within Doncaster, there is a role for many organisations across sectors, particularly 'anchor organisations' across the public sector and Doncaster's key institutions and large employers, who can lead the way in creating a more inclusive economy. Crucially, we will also engage the public of Doncaster, and we will work closely alongside local communities to ensure they can participate fully.

## Participation, Productivity & Prosperity

This strategy will cohere and sharpen the Team Doncaster’s focus on three inclusive growth essentials - Participation, Productivity and Prosperity.

This table provides examples of what they mean for with local people, businesses and places:

	Participation	Productivity	Prosperity
<b>People</b>	<ul style="list-style-type: none"> <li>• Ambition, skills, health and social capabilities to access opportunities</li> <li>• In-work progression</li> <li>• Tackling unemployment</li> <li>• Social connectedness &amp; confidence building</li> <li>• The practicalities, e.g. affordable transport</li> </ul>	<ul style="list-style-type: none"> <li>• Working smarter by improving skills and using technology</li> <li>• Recognising that we have one of the lowest productivity levels in the UK</li> <li>• Productivity as a means to improve earnings and job stability</li> </ul>	<ul style="list-style-type: none"> <li>• Ensuring residents benefit from participating in growth – in terms of income, health and happiness</li> <li>• Considering the impact of growth on all socio-economic groups</li> </ul>
<b>Businesses</b>	<ul style="list-style-type: none"> <li>• Creativity and enterprise</li> <li>• Access to new economies and supply chains</li> <li>• Local businesses as drivers for improving Doncaster and living standards</li> <li>• Business buy-in to Doncaster’s ambitions</li> <li>• The public and private sectors sharing the risk and costs of investment</li> </ul>	<ul style="list-style-type: none"> <li>• Competitive and resilient businesses</li> <li>• Businesses creating quality jobs</li> <li>• Management capabilities</li> <li>• Innovation &amp; Technology</li> <li>• More businesses exporting</li> <li>• Improving productivity in the everyday economy</li> <li>• Creating the conditions for businesses to thrive</li> <li>• Capturing the higher value creating parts of industries</li> </ul>	<ul style="list-style-type: none"> <li>• Recognising that businesses have different incentives</li> <li>• Successful businesses providing a draw for inward investment</li> <li>• Businesses having the income to invest in the future</li> <li>• Maximising Social Value from economic growth</li> <li>• More income to fund public services</li> </ul>
<b>Place</b>	<ul style="list-style-type: none"> <li>• No place left behind</li> <li>• The practicalities, e.g. transport connectivity between jobs and places</li> <li>• Consider individual communities and their needs</li> <li>• Using all our strengths and assets to support inclusive growth</li> </ul>	<ul style="list-style-type: none"> <li>• Supporting innovation in communities</li> <li>• Improving ultra-fast broadband connectivity</li> <li>• Targeting resources and building resilient communities</li> <li>• Putting the Doncaster £ to the most productive use</li> </ul>	<ul style="list-style-type: none"> <li>• Maximising Social Value from economic growth</li> <li>• Quality of Place means ensuring Doncaster is modern, clean and has an infrastructure that supports a prosperous economy and lifestyle.</li> <li>• This means being well-connected and environmentally sustainable with quality housing, leisure, cultural assets and services</li> </ul>

Each of the six Inclusive Growth Drivers are now set out in more detail:

## 7. Inclusive Growth Driver 1 – Investment, Infrastructure & Connectivity

### *Why is this a driver for inclusive growth?*

For Doncaster to be successful as a place and an economy it must be built on firm foundations. Investing in modern and accessible infrastructure throughout Doncaster is essential to our future growth and prosperity.

Efficient transport systems bring a wide range of work within people's reach, and bring goods from suppliers to markets. Digital infrastructure allows us to lead modern lives and enables businesses to reach new markets. Quality and accessible hospitals, schools, housing, community buildings, leisure facilities, parks and open spaces are essential for the well-being of individuals and communities and the attractiveness of a place for inward investment.

As the Great Yorkshire Way shows, providing the right economic and social infrastructure in the right places can have transformational effects on places, businesses and communities. The significant investment in our road, rail and air infrastructures over recent years have been crucial to Doncaster's recent growth and overall quality of life. Our connectivity is a particular strength which has supported Doncaster emerging as a centre for logistics and we must maintain this advantage through further investment.

Doncaster is a large Borough geographically with a dispersed population living in both urban and rural communities. We also have a number of key development sites that are distributed across the Borough, for example the iPort, Doncaster Sheffield Airport, DN7 Unity, Civic & Cultural Quarter and the National College for High Speed Rail (NCHSR), have become focal points for business activity. Connecting the wider population to these opportunities is a particular inclusive growth challenge.

There's no doubt that recent improvements have made it easier to get around the borough or commute in and out of Doncaster by car. However, much of our public transport system supports travel to and from the town centre, rather than across economic sites.

Significant investment to transform the town centre is planned over the next 3 years, including the regeneration of the marketplace, the opening of a University Technical College, a cinema complex New Doncaster Central Library and Museum and the creation of a new gateway into the town centre from the rail station forecourt. However, investing in office space to make our town centre a work destination is now both an opportunity and an imperative. At the moment the town centre is over reliant on retail and the low density of workers has implications for sustaining the retail offer.

There has been some increase in more knowledge-intensive employers locating in the town centre (i.e. Highfields, DSW, MyPensionExpert), but we need to attract more, including service based export businesses. Providing more quality, appropriate real-estate is a key requirement.

Investment into and within Doncaster is at a record level (£253m in 2017/18) and there are opportunities to connect to other investment opportunities to achieve inclusive growth, including:

- Initiatives and funding flowing from the Industrial Strategy
- Devolution
- Connecting to economic growth opportunities, locally, nationally and globally
- The Transport for the North Strategy

## ***Our objectives for this driver***

We have 4 key objectives for this inclusive growth driver:

- Maximise the investment into Doncaster to support inclusive growth
- Enhance and connect our key assets to create quality growth and prosperity
- Ensure the town centre plays its full part in Doncaster's economic growth
- Attract more service based exporting businesses to the town centre
- Improve access to work and connect local communities

## ***The role of Anchor Institutions***

There are major opportunities in procurement and supply chain engagement of local companies, as well as potential to encourage training and use of local labour in major developments. Anchor institutions in the borough can potentially utilise their land, property and assets to support inclusive growth and can also ensure that investment in and development of our infrastructure benefits communities and contributes to inclusive growth. Major developments can also contribute to environmental improvement as a key quality of life issue.

## ***Game changing actions***

<b>Action</b>	<b>Delivery</b>
<b><i>Urban Centre Masterplan</i></b>	The delivery of this masterplan to ensure the town centre provides an appropriate mix of retail, office, leisure and housing to provide a stronger draw for business, workers, visitors and inward investment.
<b><i>Airport Masterplan</i></b>	We will continue to support airport growth, including expanding the enterprise sector, linking to regional growth corridors (e.g. the Advanced Manufacturing Park in Rotherham), and securing support for a rail link between the airport and the East Coast Main Line.
<b><i>DN7 Unity Project</i></b>	We will continue to support this development, which is one the UK's largest mixed use regeneration schemes, including 3,100 houses, 100 acres of employment and a direct link road to the M18 junction 5.
<b><i>Housing Programme</i></b>	Our proposed programme is already well underway and will build 920 new homes per year by 2032.
<b><i>Integrated transport and better access to work</i></b>	<p>This initiative will examine options for joined up modal travel and public transport that connects people across the borough (local communities and key work sites), including:</p> <ul style="list-style-type: none"> <li>• Smart mobility through an easy-to-use multi-modal transport system that supports a growing economy. Working with partners, including SYPTTE we will develop an open information and payment platform that serves a smart transport network across our borough and region, spanning all modes of travel.</li> <li>• Integrated ticketing that links urban centres and growth areas with their markets and labour force.</li> <li>• Sustainable, multi-modal transport throughout the borough. The Sheffield City Region recently secured £7.5m of investment to support walking and cycling schemes, helping to reduce congestion and improve health and well-being.</li> </ul>

# 8. Inclusive Growth Driver 2 – Industry Specialisms

## Why this driver matters for Doncaster

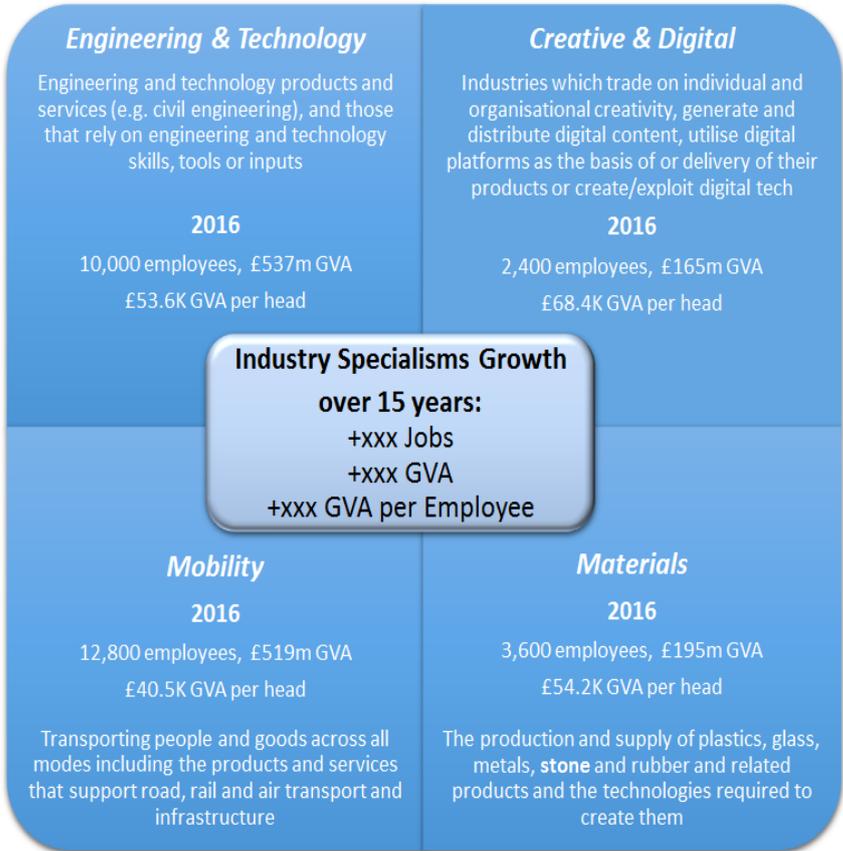
All jobs, businesses and industries are important to Doncaster’s economy and our goal is to help create the conditions for every business and sector to flourish. However, in order to drive productive, resilient growth that improves the lives of residents, we need to identify and exploit what makes our economy distinctive. The new jobs and growth this creates will in turn support all of our economy through increased local spending power and supply chain opportunities.

The ‘Doncaster’s Economy Today’ Chapter highlighted that Doncaster has four main specialisms which have significant growth potential. The potential contribution of these is different, varying in size and scale, and the rate at which productivity is projected to improve:

- The **Engineering & Technology** platform is a large employer, with the most ambitious projected employment growth. Productivity gains even in the less ambitious scenarios, which project some employment decline, show that contributions to the local economy in terms of GVA will increase.
- The **Mobility** platform represents a significant specialism in the Doncaster economy, and employment is projected to continue to grow. Productivity is also projected to improve.
- The **Materials** platform also represents a significant specialism in the Doncaster economy. Employment has declined in recent years, and while the most ambitious scenario projects future growth, this will be at a slower rate than the Doncaster average. Productivity is projected to improve at a faster rate than average, and GVA is also projected to increase in this scenario.
- The **Digital & Creative** platform is currently small and does not represent a specialism. Employment in Doncaster has not grown as fast as across the UK as a whole, but productivity is high and projected to improve at a faster rate. The prospect of the High Melton investment by 360 Media means this platform is an important growth driver for the future.

A focus on these specialisms means that strategies and plans can be developed to capitalise on the competitive advantages of our economy to provide better jobs. This will offer better opportunities for **participation** through the creation of more job and training opportunities across different occupations and skills. Growth will also contribute to greater **productivity**, as the specialisms are built on high value activities which pay higher levels of pay. This combination of more job opportunities open to all, and an increase in higher value jobs, the **prosperity** of people in Doncaster should improve.

Adopting this approach could also change our industry mix. The potential collective impact over the next 15 years (by 2032) are significant based on the following aspirational scenarios, summarised below:



Analysis of Doncaster’s economy has identified that a greater focus should also be given to a fifth, non-specialist platform, Supporting Services based on its fundamental importance to a modern, growing economy. At present the Supporting Services sector employs 13,000 but could grow considerably to employ 15,500 in 2032 with the effective policies and support. The value of Supporting Services could rise by £361m in GVA by 2032 (+78%) and the value of jobs by £18,000 GVA per employee (+50%). The growth in the four specialisms will create demand for support services such as finance, consultancy and will also drive demand for local services in healthcare, education, leisure, personal services etc.

### **Our objectives for this driver**

We have 4 key objectives for this inclusive growth driver:

- Significantly increase the number of quality, productive, export jobs in our distinctive industries
- Supply local firms with skilled workers
- Increase the number of local people with transferrable skills
- Building a stronger service economy to support broader economic activity

### **The role of Anchor Institutions**

Anchors can have a profound impact on industry clusters, spearheading their growth throughout the region. By collaborating with other institutions and businesses, anchors can attract talent, funding and new companies and help drive innovative research and commercialisation. Anchors can also help young firms with high growth potential by serving as geographic or virtual incubators.

### **Game changing actions**

<b>Action</b>	<b>Delivery</b>
<b>Specialist industry support programmes</b>	Develop targeted support programmes to grow our specialist industries and boost productivity/exports. This will build on investment from the existing SCR Growth Hub and concentrate on: <ul style="list-style-type: none"> <li>• Supporting start-ups;</li> <li>• Supporting Doncaster businesses to access new supply chains and attract overseas orders, supported by road, rail, air and the Humber ports;</li> <li>• Financial support packages (equity loans, grants, investment fund);</li> <li>• Attracting high-productivity export businesses and innovative industries;</li> <li>• Developing talent with the transferable skills to work in our specialist industries;</li> <li>• Connecting, assets, businesses and organisations which can collectively support the development and promotion of our specialisms;</li> <li>• Identifying capabilities and opportunities which align with national and sub-regional initiatives (e.g. Future Mobility as one of the four Grand Challenges).</li> <li>• Marketing our specialisms</li> </ul>
<b>Supporting Services support programme</b>	<ul style="list-style-type: none"> <li>• Supporting start-ups;</li> <li>• Supporting businesses to access new supply chains, including with our Specialist Industries;</li> <li>• Financial support packages (equity loans, grants, investment fund);</li> <li>• Attracting high-productivity businesses, particularly to the town centre;</li> <li>• Developing talent with the transferable skills to work in our Supporting Services;</li> </ul>

## 9. Inclusive Growth Driver 3 – Education & Skills for Growth

### *Why is this a driver for inclusive growth?*

The growth we have experienced over the past few years has increased jobs, new businesses and inward investment. We now need more local people to develop their skills and careers to ensure they benefit from this growth. The demand is there from local and regional businesses that want access to more skilled workers and we are already investing in the assets, institutions and initiatives to support this.

It's important to understand the types of education and training that will match the different local aspirations and supply our industries with skilled workers. Latest perspective from many businesses is that we need to address the “experience gap”, with some employers preferring to recruit young people who have spent a couple of years in the workplace rather than raw recruitments from university. This means offering more diverse learning packages for vocational or technical based mainstream and higher education, to cater for different career path choices. Better skilled residents and a more inclusive education system will lead to better paid jobs, more social mobility and an improved quality of life – all crucial factors for prosperity.

The task ahead is challenging. Doncaster's GVA (Gross Added Value) per worker is one of the lowest across the UK's 62 largest towns and cities and our borough has been identified as a Social Mobility ‘cold spot’:

- We have the 3rd lowest working age population with a qualification at NVQ4 or above and the % of 19 year olds achieving a level 3 qualification is well behind both regional and national levels.
- The number of young people aged 16-24 claiming out-of-work benefits is the 5th highest across the UK and we need to increase the number of people with learning difficulties that are helped into work.
- Despite significant reductions over the last couple of years, nearly 247 (3.7%) of young people in Doncaster (aged 16-17) are currently not in employment, training or education after completing key stage 4.
- Doncaster has one of the highest rates of school exclusion in England.

Our challenge will be to provide young people with more customised learning and career choices. We need to improve the quality of teaching and learning to ensure that this participation is as rewarding as possible, regardless of background or circumstances. We are also examining training initiatives that encourage and support the developing local industries, placing more emphasis on platforms of transferrable skills. This *platforms approach* aligns well with national and sub-regional initiatives (e.g. Future Mobility as one of the four Grand Challenges for the Industrial Strategy) and takes a more holistic approach to training, encouraging cross-sectoral working and collaboration.

### *Our objectives for this driver*

1. Ensure the education and skills system meets the needs of the labour market
2. Increase Social Mobility and improve targeted careers support
3. To raise local ambitions

To do this successfully we will need to ensure everyone has the education and skills they need to live happy and fulfilling lives. Improving education, providing better training and good careers advice is vital for a borough that has a comparatively low qualified working population and high school exclusion rates. Supplying of highly skilled people will be crucial to help the local economy grow and to attracting new businesses to the region, but this will take time. Doncaster is now leading the way nationally in terms of early years education, ensuring children consider career choices as soon as possible to identified customised pathways to learning and higher education.

## The role of Anchor Institutions

Each anchor institution has a potential workforce of thousands and when this is scaled up across all anchors, employment represents a significant share of the local labour market. We want to explore the extent to which the collective power of recruitment, training and employment can contribute to more inclusive growth. An ‘employer-led’ approach has already reaped rewards in the development of the National College for High Speed Rail and the announcement of a University Technical College for Doncaster. However, we think that anchor institutions can contribute further and there is an opportunity to leverage the influence of anchor institutions in shaping local labour markets for local people by, for example, ensuring maximum benefit is achieved from the Apprenticeship Levy.

## Game-changing actions

Action	Delivery
<b>Skills Academy</b>	The Doncaster Skills Academy will be a key driver for inclusive growth, as it helps to support the local business community address the existing ‘skills gap’. It will better equip schools and young people with the skills and information required to secure work, whilst helping local businesses with recruitment and retention of skilled workers. So far the Academy has supported 15 secondary schools, 18,500 students, and worked with over 300 business volunteers.
<b>Big Picture Learning</b>	Working in partnership with the Innovation Unit and supported by the government’s Life Chances Fund, this initiative is about testing new ways of learning for disadvantaged young people. Big Picture Learning school provides opportunities for them to learn in local workplaces. It will improve life chances for 11 to 16 year olds disengaged from learning by focusing on their passions and interests. The school is in Bentley and will open in 2019 (30 pupils in first two terms and then 60 pupils per year after that).
<b>University City</b>	This is an over-arching ambition for the future of Higher Education in Doncaster, bringing together our educational institutions and the recently approved University Technical College (UTC) to consolidate and build on our current offer. The vision sets out two primary goals of achieving a 100% increase in residents educated to Level 4 or above by 2028 and an improved higher education offer by Sept 2024. Economic growth will provide more opportunities and life chances for residents and attract inward investment as local businesses see the benefits of skilled local people.
<b>National College for High Speed Rail</b>	The new college teaches STEM (Science, Technology, Engineering & Maths), as well as advanced engineering. More than half of rail industry employers have highlighted difficulties in recruiting STEM trained employees over the next 3 years, with almost a third of the current railway workforce requiring further training in order to deliver HS2. As economic growth continues, the college will provide superb social mobility opportunity for local people to enter the sector or change careers by re-training.
<b>Employment Advancement Service</b>	This initiative will be a key driver for training, skills development and career support in Doncaster. Working in partnership with Sheffield City Region, we are planning to launch number of initiatives, including Pathways to Success and the Ambition Programme. Primarily aimed at young people and vulnerable groups who are NEET (Not in Employment, education or training), it will provide support and advice for those with low self-esteem, physical/mental health problems, a lack of work history or a criminal record. We plan to increase engagement and raise aspirations by looking at ‘whole person’ and personalised packages of support that address current barriers to employment, education or training.
<b>Social Mobility Opportunity Area Programme</b>	Covering a number of projects and initiatives: <ul style="list-style-type: none"> <li>• <i>Building solid foundation for all children</i> - focuses on improving the quality of teaching in schools across the borough to help reduce the attainment gap between disadvantaged children and those from more affluent backgrounds.</li> <li>• <i>No careers out of bounds</i> - focuses on raising the aspirations of Doncaster children and young people who need guidance to help understand what career options they might be interested in and what subjects will support a particular career path. Including: <ul style="list-style-type: none"> <li>- Improvements to the online offer for careers information</li> <li>- ‘Opportunity for all’ coaching mentoring programme</li> <li>&amp;</li> <li>- Careers hub</li> </ul> </li> </ul>

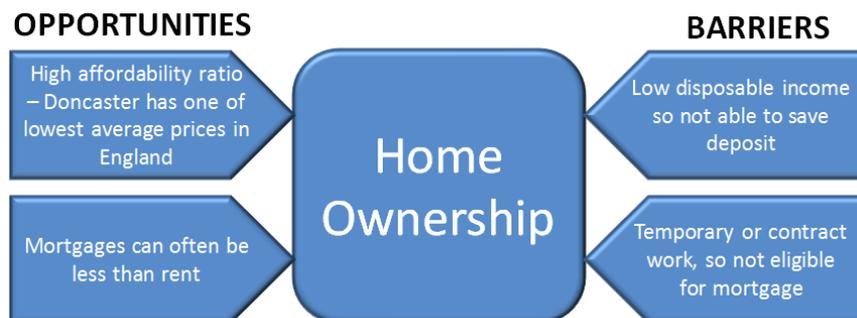
# 10. Inclusive Growth Driver 4 – Better work and Jobs

## Why is this a driver for inclusive growth?

Doncaster's economy currently has a low skilled and low wage workforce (average weekly earnings per worker is just £447). The proportion of our working population with a qualification at NVQ4 or above is just 24% (4<sup>th</sup> lowest in the UK). This means that we struggle to attract and develop high value jobs and the businesses that will create them. Trend data also shows that 24-49 year olds are beginning to relocate elsewhere to develop their careers and with a net outflow of around 6,000 commuters, it's clear there are insufficient good jobs for local people, despite the economic growth.

As Doncaster's economy grows further, we need to ensure that as many people as possible participate in the local economy, and that the work they do is meaningful and offers opportunities for advancement for those who want it. The national and local labour market is changing, with more temporary, part time, zero-hours contract work. Many people have little or no choice when they require flexibility to fit with family, caring requirements or lifestyle choices.

Employees from one of our biggest employment sectors have experienced a significant increase in zero-hours contracts, with national data showing that 70% of care workers are now on zero hours contracts, compared to 10% in 2015. Though this type of work can suit some people, it can also be a barrier to other basic economic requirements, such as loans and mortgages. Although some lower skilled, lower paid jobs can offer greater flexibility, they can often stifle people's ambitions, skills development and economic status. For example, low income and non-permanent work has a knock on effect for the ratio of residents who can afford to own a home, as banks often require applicants to have a permanent job, or to have been in post for more than 6 months.



Therefore, to encourage people into employment and progress social mobility, **we need to change the way we work**. This means working with local employers and anchor organisations to improve the quality and flexibility of jobs they offer and become more equality conscious and accessible.

If we do this right, it's a win-win for everyone. Here are just some of the benefits of flexible work and jobs:

- ✓ Allows more work-life balance control and helps support modern lifestyles
- ✓ Can cut down commuting time and the costs of child or adult care \*
- ✓ Allows more people to work with a health issue or disability \*
- ✓ Creates more time for leisure and/or study (supporting *Get Doncaster Moving*)
- ✓ Can be a driver for career progression
- ✓ Can enhance family wellbeing and reduce welfare dependency \*
- ✓ Helps reduce age, gender and disability discrimination

\*..... which can help reduce demand for social services

Demand for more flexible working is also high across both genders, with surveys showing that 84% of men and 91% of women want more of it.

## Our objectives for this driver

1. Support people in precarious unstable work to progress
2. Engage local employers to increase the number of quality, flexible jobs in our local economy
3. Reduce in-work poverty

#### 4. Reduce the gender gap in job opportunities, progression and pay

To do this successfully we will need to communicate the shared benefits of reaching a wider potential workforce for recruitment and increased retention. Given the different work requirements needed to run productive companies in the different industries, it's important not to adopt a one-size-fits-all approach on flexible working policies and incentives. It may be more practical to develop a sector-focused approach, customising incentives to suit different business needs. The table below shows how low flexible working practices are across the different industry sectors.

*Flexible working index by sector*

Business type	% of flexible jobs (UK average) *	Level of business types in Doncaster
Health Services	26%	Very High
Social Services	22%	Very High
Education & Training	15%	High
Retail & Hospitality Services	11%	Very High
Administration / Clerical	11%	High
Science Research & Development	9%	Low
Creative industries	8%	Low
Information Technology	7%	Low
Finance / Accounting	7%	Low
Human Resources	7%	Low
Operations / Logistics	7%	High
Engineering	5%	High
Construction & Facilities Maintenance	3%	High
Manufacturing	3%	Medium

\* Taken from National flexible working index

#### *The role of Anchor Institutions*

Anchor organisations, such as hospitals and large corporate institutions with strong local links should be able to capitalise on local talent. Doncaster's net migration and difficulty recruiting to higher level positions offer an opportunity for a more collaborative approach to addressing this issues and sharing innovative solutions. As workforce developers, anchor institutions need to collaborate with those traditionally thought of as competitors, as well as stakeholders such as business groups, advocacy and other not-for-profit groups. Through the *Health & Social Care Sector Workforce Project* we are also looking at options that enable communities to help themselves (e.g. programmes to reduce loneliness or health inequalities) and supporting particular groups (e.g. children and families or adults with learning disabilities) to lead more independent and fulfilled lives.

#### *Game changing actions*

Action	Delivery
<b>Employment Advancement</b>	We have a number of different projects and initiatives that will support social mobility and drive an increase in better work and jobs. Initiatives include: <ul style="list-style-type: none"> <li>• Employment Advancement Service</li> <li>• Pathways to Progression initiative</li> <li>• Careers Hub</li> </ul>
Other potential actions that we could adopt:	
<b>Better work initiative</b>	This will drive good work and reduce the number of people in unstable, temporary work. We could develop a targeted support programme focusing on: <ul style="list-style-type: none"> <li>• Increased job flexibility</li> <li>• Income maximisation</li> <li>• Raising the equalities profile</li> <li>• Skills escalator</li> </ul>
<b>Employability framework</b>	Developing a 'Doncaster employability framework' that includes in-work appraisal schemes using a common framework of transferable skills that makes it easier to move between employers and sectors. It could also include targeted training subsidies for workers to help them progress to fill skill shortages and improve social mobility
<b>Good employment charter</b>	Publishing a 'good employment charter' could support the employability framework. We could use the council's commissioning and procurement processes/policies as an incentive to set voluntary minimum standards, including quota targets to reward employees who pay all their employees above the Living Wage. This could be supported by a "Good business, good work checklist" and would help address Doncaster's current low comparative weekly income.

# 11. Inclusive Growth Driver 5 – Social Value & Community Wealth Building

## *Why is this a driver for inclusive growth?*

Social value and community wealth building is widely acknowledged nationally as crucially important in developing a fairer and more inclusive society. This requires different forms of investment to help make our communities more vibrant and sustainable by supporting the social economy and fostering a sense of civic pride.

The social economy is also known as ‘the third sector’ in reference to an alternative to the private and public sector. Social economy organisations include charities, associations, community interest companies, charitable incorporated organisations, not for private profit companies and cooperatives. These organisations vary from being reliant on donations as a traditional non-profit to generating income entirely through trading activity.

There is potential to encourage the social economy to work in partnership with the public and private sector. In 2016, there were over 169,000 social economy organisations in the UK, which represent an income of £71 billion. Over three quarters of social economy organisations (77%) were contained in four sectors: human health (45%), other services (34%), education (27%) and arts/entertainment (26%). In Doncaster, there are over 500 registered charities with the potential to meet the economic and social challenges.

Since the introduction of the Public Services (Social Value Act), the whole nature of procurement is changing. It is no longer about cost and efficiencies, but the considerations of quality and social value. Doncaster hosts large public, private and third sector organisations, referred to as anchor institutions that are central to shaping Doncaster communities. Examples include:

- Access to new social networks through community based activities
- The physical appearance of buildings and community assets such as pubs, libraries, community centres and public spaces
- Levels of household income and access to higher paid jobs
- Investing in the natural environment such as green spaces, reducing waste sent to landfill, reducing carbon emissions, energy and water consumption
- People accessing level 3 qualifications or higher
- Increased attendance at community events or volunteering on a regular basis

Anchor institutions also play a significant role in shaping the economy with Doncaster Council leading the way with its ‘Buy Local’ procurement scheme; we will build on this by:

- Encouraging framework arrangements wherever possible
- Creating a marketplace for social value through matching volunteers, funding support and procurement opportunities
- Realising the net expenditure of Doncaster’s anchor organisations
- Embedding social value into services and growing the social economy
- Reviewing our commitments to the *Compact Charter* principles that increases levels of trust between private, public and social sectors

The key challenge will be the appetite of anchor institutions to realise the benefits of social value and community wealth building as mission based organisations. This will be a focal point for Team Doncaster and will be prioritised and resourced properly.

## *Our objectives for this driver*

- *Maximising the social value of procurement*
- *Growing and fostering the role of the social economy*
- *Leveraging social value from inward investment*

Social and environmental change requires a long-term investment that goes beyond planning and procurement contracts; it is a culture shift towards co-producing social value. Recent examples of social value include collaboration between voluntary led organisations and charitable/ public sector bodies to create new investment for youth activities (Expect Youth). Doncaster has the ambition to make examples like this the norm and in doing so, create inclusive growth in our communities.

### **The role of Anchor Institutions**

The role of anchor institutions will be central to our approach and they will lead the way, setting a standard and showing others what is possible. We will also develop and test a methodology for measuring inclusive growth, so we can identify the tangible economic, fiscal and social benefits of a focus on social value and community wealth building. These institutions are rooted in localities and their collective spend and influence can play a significant role in shaping local fortunes.

### **Game-changing actions**

Our initial objectives over the first three years will focus on the following, reflecting the challenges and opportunities above:

<b>Action</b>	<b>Delivery</b>
<b>Public procurement Social Value initiative</b>	<p>This initiative will examine options and deliver improvements relating to:</p> <ul style="list-style-type: none"> <li>• The natural environment by increasing green spaces and reducing waste sent to landfill or carbon emissions, energy and water consumption.</li> <li>• Growing the local economy in a way that benefits all sections of the community including people with protected characteristics.</li> <li>• Local people supported to make commissioning decisions on behalf of their communities.</li> </ul>
<b>Social economy development project</b>	<p>This project will examine options and deliver improvements relating to:</p> <ul style="list-style-type: none"> <li>• Connecting young people with social enterprises and socially responsible businesses, building on the work of local NCS programmes and the successful <a href="#">#iwill</a> campaign.</li> <li>• Support the creation and expansion of co-operatives, charities and social enterprises in having much greater involvement in the running of public services.</li> <li>• Harness the power of technology in addressing complex social issues, such as tackling loneliness, healthy ageing, online safety, and digital inclusion.</li> </ul>
<b>Leveraging social value from inward investment</b>	<p>The significant level of inward investment and major developments in Doncaster present opportunities to leverage social value. Working closely with the private sector we will:</p> <ul style="list-style-type: none"> <li>• Identify outcomes that meet ‘Doncaster Growing Together’ themed areas of opportunity.</li> <li>• Explore local labour and supply chain opportunities such as apprenticeships, traineeships, living wage employment for local people and a minimum of NVQ level 2 training.</li> <li>• Train a new generation of community organisers to support initiatives in our most deprived wards.</li> </ul>

# 12. Inclusive Growth Driver 6 – Reaching Vulnerable People and Places

## *Why is this a driver for inclusive growth?*

Ensuring that economic growth and opportunity reaches Doncaster's most vulnerable and marginalised people and places is a central aim of this strategy. Many may be excluded from opportunities or benefits of economic growth through poverty or deprivation, personal circumstances (e.g. Homelessness, low skills, poorly educated, carers or people with complex lives), or as a result of physical barriers (e.g. a disability, learning difficulties, mental health, elderly).

We are committed to tackling this in a number of ways:

- To break the cycle of deprivation and improve life chances and outcomes for Doncaster's most vulnerable people, families and communities;
- To increase economic participation which will be key to maximising growth (i.e. a skills and labour supply shortage could be a significant brake on Doncaster's economic ambition);
- To reduce demands and costs for acute public services, as a key contribution to the management of public service budget pressures

Connecting vulnerable people and places to opportunity is a challenge that spans a wide range of public policy areas and services. It's also important that we continue to focus on prevention.

Despite the recent economic upturn, Doncaster currently has too many *"just about managing"* families and individuals who have seen income levels stagnate, or even go backwards<sup>6</sup>. Levels of unemployment and deprivation vary significantly across the Borough and we have pockets of disadvantage that lock people in to a cycle of poor outcomes. Many local communities have not fully recovered from the decline of traditional industries, particularly the demise of the mining industry and adjustment is still required in terms of the economic purpose of places, and the nature of community life. There are also groups of people within Doncaster who are particularly at risk in terms of access to economic opportunity, for example some black and minority ethnic (BME) communities, disabled people and other groups with protected characteristics under the Equality Act 2010.

In-work poverty is also a big concern, with 11.8% of households still experiencing fuel poverty and many residents working in low paid, temporary or unstable jobs with limited opportunities for in-work progression (see previous section on Driver 4 - Better Work and Jobs').

Doncaster is also one of the 20% most deprived districts/unitary authorities in England and about 24% (13,300) of children live in low income families. Doncaster residents often cite lack of transport as a barrier that prevents them taking employment. Prioritising public or community transport and active travel to connect people in disconnected communities to jobs is therefore a key challenge. Overall health and wellbeing is improving in Doncaster for both men and women. However, it is generally worse than the England average and many residents experience poor health or die prematurely (i.e. before the age of 75). These inequalities are much worse in the most deprived areas of Doncaster, where life expectancy is 10.7 years lower for men and 7.1 years lower for women. Where people live, the quality of education, housing, work, crime levels and the environment are all major contributors to health and wellbeing.<sup>7</sup>

## *Our objectives for this driver*

Our objectives relate to labour market integration for Doncaster's most vulnerable people and places, including a focus on particularly disadvantaged groups. We will increase economic participation rates for our most vulnerable people and places, and for disadvantaged and marginalised groups through:

- The integration of Health and Care systems to deliver a holistic response to individual needs

---

<sup>6</sup> The Living Standards Audit 2018, Resolution Foundation

<sup>7</sup> Doncaster Place Plan – Integration of Health & Social Care

- Delivering more joined up prevention and support for vulnerable people
- Specific focus on BME communities, disabled people and care leavers

Delivery of these objectives will require an integrated approach across public services, as well as major public service system reforms to ensure that we can support people and places across a range of interconnected issues. This will need to deal with the symptoms and root causes of economic and social disconnection. This will be challenging, with increased demand for health and care services increasing in Doncaster and we will need to bridge a funding gap of £139.5m by 2021.

### **The role of Anchor Institutions**

Through a range of training and employment opportunities, ongoing work in local communities and through procurement processes, anchor institutions can work to support improved outcomes for our most disadvantaged groups, families and places. This includes work on improving corporate social responsibility, through employee volunteering and by working alongside communities to drive social and economic inclusion. See ‘People’s Powerhouse’ on page XX for more information).

### **Game changing actions**

<b>Action</b>	<b>Delivery</b>
From an <i>employment &amp; skills</i> perspective, we have worked jointly with local authority colleagues across the City Region to develop two complementary projects (below). Both are designed to connect with existing support activity by the Department for Work and Pensions (DWP), in particular the Work and Health Programme and programmes designed and commissioned through ESIF (European Structural and Investment Fund).	
<b>Early Intervention Employment Support Pilot</b>	Working effectively with Job Centre Plus (JCP) to better identify people within the first year of any benefit claim, who may find it hard to find and keep paid work and provide the support required to enable participation in employment.
<b>Working Win - Health-Led Employment Trial</b>	Helping those off sick or those in work but who, as a consequence of health issues, are less productive to sustain employment. This is the first attempt in the UK to robustly evaluate a support employment intervention with those who have depression, anxiety and physical health conditions.
From an <i>education</i> perspective...	
<b>Social Mobility Opportunity Area</b>	Targeting support to deal with root cause of educational under-attainment and a Doncaster Learning policy area.  The Team Doncaster Strategic Partnership has also committed to targeted work in some of Doncaster’s most disadvantaged areas to go further and faster with joining up public services and work hand in hand with local communities to tackle the root causes of economic and social disadvantage.
From a wider <i>well-being</i> perspective...	
<b>Integration of the Health &amp; Social Care delivery system for children &amp; adults</b>	Part of the Doncaster Place Plan, this project aims to ensure we have a joined up approach to the delivery of support, using a preventive and strengths based approach set out in the Doncaster Caring Policy. This includes an initial focus on the very early years (a child’s first 1001 days), Vulnerable Adolescents, Complex Lives (Homelessness/addiction) and Learning Disability (major focus on independence and inclusion including employment opportunities).
<b>Get Doncaster Moving</b>	Focusing on increasing participation in physical activity and in turn social engagement (Doncaster Living Policy area)

# 13. Delivering our Priorities

The delivery of this Strategy will be a major priority for the Team Doncaster Strategic Partnership across all policy areas and all sectors, public, private, community and voluntary. It must also engage local communities in the delivery effort and inspire a sense of confidence in Doncaster's economic potential and future. The key ingredients of the delivery task are:

## *Team Doncaster Collective Leadership*

Delivering our inclusive growth ambition will require strong entrepreneurial, whole-place leadership, bringing together business, civil society and political leaders, formally and informally, to drive system-change. This will be led by the Mayor of Doncaster as Chair of the Team Doncaster Strategic Partnership Executive. The leadership task across such a diverse range of activity must be shared by leaders from all Team Doncaster policy areas, partner organisations, and across Anchor Institutions.

## *Leveraging devolution arrangements*

We will use the growth levers at our disposal through the devolution process at Sheffield City region level and potentially in future through a possible Yorkshire level devolution deal. This will help us to secure additional support and funding to progress our inclusive growth actions and to access government initiatives and funding programmes linked to the Industrial Strategy.

## *Clarity of outcomes*

The overall impact of this Strategy plan will be judged by the contribution to Team's Doncaster's outcomes framework, as well as feedback from Doncaster's businesses, residents and communities.

## *Programme and Project Management*

We will ensure that effective programme/project management arrangements are in place to drive the delivery of the actions in this strategy. In some cases these are already established as part of the Doncaster Growing Together strategy. We will pay particular attention to the identification and management of interdependencies across the diverse range of actions that this strategy promotes.

## *Governance and Accountability Arrangements*

The delivery of the Inclusive Growth Strategy will be a key focus of attention for the Team Doncaster Strategic Partnership Board, who will regularly receive progress and monitoring reports, and be able to promote corrective action where necessary to ensure overall delivery remains on track. At the more detailed level of governance and accountability, delivery will be driven by the Inclusive Growth Board. This will provide strategic oversight of the range of delivery activities across the Doncaster Growing Together and beyond, including at a City Region level. Governance arrangements will be kept under review to ensure they are fit for purpose in driving this crucial strategy for Doncaster.

## *Action learning focus*

The programme of activity set out in this strategy is ambitious and will require a flexible approach to delivery, informed by learning about what works and what doesn't. We will ensure arrangements are in place to capture and share the learning, and where necessary, to adjust activities.

## *Action Plans - Game-changers*

The following tables provide a high-level overview of key actions, timelines and lead responsibilities for delivery. In many cases these are drawn from more detailed plans that are already in place.

## 14. Inclusive Growth Action Plan

Inclusive Growth Driver	Game Changing Actions	Lead	Timeframe
<b>Investment, infrastructure &amp; connectivity</b>	Support airport growth, including expanding enterprise sector and transport link between the airport and the East Coast Main Line		
	DN7 Unity Project - Junction 5 M18 link, including retail and community centres		
	Housing programme (920 new homes per year by 2032)		
	Provide more integrated access to work: <ul style="list-style-type: none"> <li>• joined up modal travel and public transport that connects people across the borough;</li> <li>• integrated ticketing that links urban centres and growth areas with their markets and labour force;</li> <li>• Smart mobility through multi-modal transport system;</li> <li>• Sustainable travel and development that support walking and cycling.</li> </ul>		
	Delivering the Town Centre Masterplan – in particular recognising the city core as the heart of the economy and become a stronger draw for business, workers, visitors and inward investment		
<b>Industry Specialisms</b>	Develop targeted support programmes to grow our 4 specialist industries		
	Develop targeted support programmes to grow our supporting services		
<b>Education &amp; Skills for Growth</b>	Social Mobility Opportunity Area Programme - Building solid foundation for all children		
	Social Mobility Opportunity Area Programme - No careers out of bounds		
	Employment Advancement Service – tackling young and vulnerable people who are NEET (Not in employment, education or training)		
	Skills Academy		
	Big Picture Learning		
	University City and a new University Technology College		
	National College for High Speed Rail		

Inclusive Growth Driver	Action	Lead	Timeframe
<b>Better work &amp; Jobs</b>	Develop a targeted support programme that focuses on: <ul style="list-style-type: none"> <li>Increasing job flexibility</li> <li>Income maximisation</li> <li>Raising the equalities profile</li> <li>Skills escalator</li> </ul>		
	Pathways to Progression initiative		
	Careers Hub		
	Health & Social Care sector workforce project		
	Develop a Doncaster employability framework and good employment charter (Benchmarked option)		
<b>Social Value &amp; Community Wealth Building</b>	Leveraging social value from inward investment initiative		
	Public procurement Social Value initiative		
	Social economy development project		
<b>Reaching Vulnerable People and places</b>	Early Intervention Employment Support Pilot		
	Working Win - Health-Led Employment Trial		
	Social Mobility Opportunity Area Programme - targeting support to deal with root cause of educational under attainment		
	Doncaster Place Plan - Integration of the Health & Social Care delivery system for children and adults		
	Doncaster Place Plan - First 1001 Days initiative		
	Doncaster Place Plan – Vulnerable adolescents programme		
	Doncaster Place Plan - Complex Lives initiative		
	Doncaster Place Plan - targeted locality work		

# Further Information

## *About this strategy*

For further information on about this strategy:

### **Team Doncaster**

Floor 1,  
Civic Office  
Waterdale,  
Doncaster  
South Yorkshire  
DN1 3BU

[www.teamdoncaster.org.uk](http://www.teamdoncaster.org.uk)

## *Industry Specialisms*

For further information on Doncaster's Economy and Industry specialisms:

[Link to ORTUS report when available]

## *Investing in Doncaster*

For further information about investing in Doncaster:

<https://wearedoncaster.co.uk/business/>

## *Local Plan*

For further information on Doncaster's Local Plan:

<http://www.doncaster.gov.uk/services/planning/local-plan>

## *Doncaster Growing Together Strategy*

For further information on Doncaster's Borough Strategy, also the Mayoral Delivery Programme:

<http://www.doncaster.gov.uk/services/the-council-democracy/doncaster-growing-together>