

THE PROVISIONAL GLOUCESTERSHIRE

URBAN ECONOMIC STRATEGY

2007-2015

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EXECUTIVE SUMMARY

Urban Gloucestershire lies astride the M5 and is made up of Gloucester City, Cheltenham Borough and parts of the Borough of Tewkesbury and Stroud District. With a total population of 310,800 and forecast by 2026 to be at least 370,800 this is a significant urban conurbation, which, within the Gloucestershire economy, plays a vital role. It is at the centre of an area that includes Bristol, Birmingham and Cardiff - city regions of international and national significance - as well as Oxford, Swindon and to some extent London (which is only one and half hours away). It has the potential to exploit this pivotal location by providing services and support to these major economies. It has excellent road and rail communications in all directions except the south east.

On the other hand there are problems, some of which, unless addressed will become more severe and constrain the economy. There are significant areas of deprivation including six Super Output Areas (SOAs)¹, in the national top 10% of 'Most Deprived SOAs'. There is already a shortage of workspace to enable the economy to grow. There are current economic initiatives in urban Gloucestershire, most notably the major regeneration of Gloucester under the Gloucester Heritage Urban Regeneration Company (GHURC), the Cotswold Canals Project through Stroud and the Civic Pride scheme in Cheltenham.

The Government published 'Towards an Urban Renaissance', its Urban White Paper in 2000. This was followed in March 2006 by a major report 'The State of the English Cities', an examination of 56 English urban communities. The Local Government White Paper 'Strong & Prosperous Communities' announced the intention to promote the concept of city development companies for English cities and city-regions and outlined the measures the Government intends to take to create "effective, accountable and responsive local government".

The Consultation Draft of the **Regional Spatial Strategy** proposes concentrating the majority of future development in Strategically Significant Cities and Towns (SSCTs). Both Gloucester and Cheltenham are identified as two of twenty-one Strategically Significant Cities and Towns (SSCTs). As the RSS states, "these are key places in the region with potential to achieve significant development sustainably". In its aims for SSCTs the RSS addresses many of the issues identified in the 'State of the English Cities', including:

¹ SOAs are smaller than wards, containing 1,000-3,000 people. The Index of Multiple Deprivation measures income, employment, health deprivation & disability, education, skills and training deprivation, barriers to housing & services, crime and living environment and is used to compare SOAs nationally and locally.

- "Improve the quality of the urban environment..."
- "Promote social cohesion and healthy and secure living conditions..."
- "Support the economy..."
- "Secure fundamental improvements to public transport..."
- "Make the best use of land for housing, economic development and infrastructure..."

The Regional Economic Strategy 2006-2015² states:

"The region will be bold and visionary in the transformation of its cities and larger towns, ensuring that they provide viable and attractive places to live, work, shop and play. This change will be on a scale that maximises their potential and competitiveness, responding to and creating new markets that will help to achieve critical mass and address key challenges such as congestion. Knowledge, technology and leadership are at the heart of successful cities. This means increasing investment in infrastructure, culture and regeneration".

The three Strategic Objectives in the Regional Economic Strategy are:

- Successful and competitive businesses.
- Strong and inclusive communities.
- An effective and confident region.

In May 2006 the Government announced the formation of The Office for the Third Sector. The Third Sector relates to the **social economy**, which embraces a wide range of community, voluntary and not-for-profit activities. It can be broken down into three sub-sectors; the community sector, the voluntary sector and the social enterprise sector.

Each of the constituent authorities has or is developing their own Local Economic Development Plan. It is important that there is some strategic consistency in these and where appropriate they relate to this Urban Economic Strategy, as they will form an important element of the Delivery Plan, when it is developed.

Policy-makers and policies need long-term perspectives to achieve the desired change and strong and effective leadership will be required to implement these. Whilst the purpose of the Gloucestershire Urban Economic Strategy is not to promote the coalescence of the urban areas, nor to interfere with what are rightly the concerns of locally elected councils, it is to provide a clear statement of what urban Gloucestershire should seek to achieve by 2015, which will deliver the opportunities that working cohesively can bring, and which all local authorities and other partners need to adopt and work together to deliver.

² Regional Economic Strategy for South West England 2006-2015 (SWRDA 2006)

VISION

Urban Gloucestershire is a cohesive, leading major City/Region where the unique identity of its component parts is strengthened by working together.

AIM

The aim of this Strategy is to identify what urban Gloucestershire needs to achieve by 2015 to realise the economic potential that will derive from partnership and collaboration and by maximising the complementary nature of its various components whilst retaining their individual uniqueness.

STRATEGIC OBJECTIVES

- **Strategic Objective 1: To create and sustain successful and competitive businesses that can take advantage of urban Gloucestershire's strength to compete globally, nationally and regionally.**
- **Strategic Objective 2: To deliver the economic elements that support strong social cohesion in urban Gloucestershire in which the maximum number possible contribute to and benefit from the economy.**
- **Strategic Objective 3: To maximise the potential of the people of urban Gloucestershire by developing skills and talent that ensure profitable employment in the 21st Century and enable them to take advantage of and contribute to the economic development of the county.**

CROSS CUTTING THEMES

- Cross Cutting Theme 1: Increase the Resilience of Urban Gloucestershire.
- Cross Cutting Theme 2: Provide strong, collaborative and consistent leadership that embraces the whole of urban Gloucestershire and provides the long-term foresight needed.
- Cross Cutting Theme 3: Install the connectivity that enables urban Gloucestershire to be a place where people and communities interact and connect whether locally, regionally or to the rest of the world.
- Cross Cutting Theme 4: Provide a quality of life in urban Gloucestershire that attracts and retains a highly skilled and entrepreneurial workforce.
- Cross Cutting Theme 5: Make Urban Gloucestershire distinctive in action, appearance and reputation.

THE PROVISIONAL GLOUCESTERSHIRE URBAN ECONOMIC STRATEGY 2007-2015

FOREWORD

by Charles Landry

The world is changing dramatically; cities and regions of all sizes everywhere face periods of deep transition brought about largely by the vigour of renewed globalization. This process requires every place to rethink their role, purposes, position, assets and strategies. Gloucestershire, and within that its urban areas, are no exception. This Urban Economic Strategy is part of this process and needs to recognise:

- *Changing global terms of trade with a persistent and favourable shift towards the Far East with its lower cost base and increased, and far more competitive, technological competence.*
- *A striking level of economic restructuring is hitting all cities, none more so than older manufacturing centres and mid-sized cities. Some have a downtrodden feel, others have adapted with verve.*
- *The economy has moved from relying on 'brawnpower' to 'brainpower'. People make money less from physical goods and more from ideas, patents and intellectual property.*
- *An increasingly frenzied drive and desire to attract the talent to cope with and lead urban economic and cultural change.*
- *A significant shift is that increasingly more educated and skilled people decide on a city first before thinking about a job.*
- *The vast increase in mobility, especially by the young and gifted who have varied choices, threatens to hollow out any place that does not have attractiveness, wealth creation potential, entrepreneurialism, style, edginess and pull.*
- *The indicators of economic success of cities in the context of the above is changing from indicators such as GDP to the capacity of cities to retain and attract talent, their ability to foster creativity and to innovate, their connectivity to markets, as well as internally, and their distinctiveness.*
- *A battle is raging as to what determines urban success and the relative balance of importance between 'hard' and 'soft' location factors. Location, sites, regulatory and incentives structures, finance capital, tax levels and labour climate remain important. However increasingly issues such as atmospherics, the cultural environment, design and eco-awareness or buzz have become crucial. Some continue to think of these things as intangible or too difficult to measure. This is a mistake.*

What is so special about Gloucestershire?

No place can avoid these pressures. They shape cities globally, nationally and regionally. These overarching dynamics have made cities and especially city/regions over the last 30 years increasingly the hubs of wealth creation. However - and this is crucial - within these overarching trends there are distinctive factors unique to particular regions and this is the case for Gloucestershire. The flows to both the large cities outside the region as well as flows within the county need to be analysed far more closely. Clearly Cheltenham and Gloucester are the major urban hubs in the county, critically supported by Stroud and Tewkesbury. There is a general flow to these places especially as the major civic and public facilities; hospitals, entertainment and the like are located there.

These flows create intense interaction between rural, semi-rural and urban Gloucestershire. Urban and rural Gloucestershire are inextricably interwoven each feeding and supporting each other in innumerable ways. Yet a more detailed study of economic flows, wealth creation and global connectivity within the county shows that significant small companies in high tech areas, niche specialisms or business and consultancy services operate from seemingly isolated areas. They choose not to live in and do business from London, Berlin, Paris, New York, let alone Bristol or Birmingham. They just use their facilities such as train stations and airports when necessary.

These businesses are based in Gloucestershire because the county is accessible and connected enough to counteract the problems of distance. They choose the county because they can operate anywhere and for the lifestyle it enables, its beauty and varied landscapes, interspersed with its human scale settlements, large and small. It feels distinctive when contrasted to the extensive built up areas around Bristol or Birmingham. It can feel intimate and very local as well as cosmopolitan and connected – an unusual combination. The lived experience is how the urban and rural seamlessly meld into each other; yet the more urban hubs each have such a strong personality because they are well bounded and cradled within a natural setting.

Seen from London, a regional centre or further away, Gloucestershire seems insignificant because its towns and cities are relatively small. There is an acute danger that national decision makers see size as everything rather than strategic location, perceived centrality and opportunity. This mindset might decide that the settlements are not large enough and that in the long run they will effectively become commuting zones with no specific role and identity. Essentially according to this logic they will feed Bristol, Birmingham and even Cardiff, rather than being a special place in their own right. This is shortsighted. With increased connectivity our sense of geography is reconfiguring. Inevitably as in every economy many transactions and trading flows are locally and regionally driven, but crucially Gloucestershire has and is attracting individuals, smaller and larger companies that generate wealth by connecting globally.

Looking ahead – 10 or 20 years - it is already clear that vast, sprawling conurbations are building up diseconomies of scale. Focus groups suggest there is a deep yearning for space and the kind of environment Gloucestershire offers especially amongst the more educated,

who will be driving the economy. These trends are likely to grow. Indeed the County could become a model of how knowledge intensive, high tech areas will grow in the future. It is not surprising that the Telework Association, Europe's largest organisation dedicated to the promotion of teleworking founded in 1993, is based in Nailsworth. The county combines the urban and rural in fine balance and the challenge for the county is to ensure that it remains intact.

What leadership is required to maximize potential?

Gloucestershire is affected by global changes. Some the County can do something about and prepare for; others are beyond its control. Ultimately the most important asset of the County and the ability of the urban hubs to be successful are the personal qualities of its leadership groupings. They can be even more important than tangible assets like businesses, research centres or a good environment. For a place struggling for recognition against larger conurbations it is more essential to work together than elsewhere. Going it alone as small entities is likely to lead the urban hubs to lose out strategically.

The five core qualities of urban leadership are:

- *Foresight*
- *Strategic focus*
- *Creativity and innovation*
- *Organizational agility*
- *Determined delivery focus*

Foresight implies **future proofing** - to plan with 30 years ahead in mind and ensure things are being planned for future needs and aspirations rather than those that appear to be urgent now. Different sectors will approach this according to their appropriate roles so as to create the conditions for wealth creation – as individual companies and as a county - and enhanced quality of life simultaneously. This connection is key as the perception of liveability drives talent retention and attraction. In this context the public sector has a significant role as it helps provide key facilities that drive the liveability agenda. For instance, at any one moment schools, hospitals, roads, entertainment centres, housing complexes, are being built as are commercially retail emporia or leisure facilities. Usually cities build for the past and not for the future, responding to demands that seem urgent now. For example:

- Too many schools are still being built that look and feel like factories for drilling in knowledge. This does not help develop the knowledge economy. Conceived as centres of curiosity, imagination and communities of enquiry they would look and feel different. Rather than teaching specific things there would be a focus on acquiring higher order skills such as learning how to learn, to create, to discover, innovate, problem solve and self-assess. Unless educational institutions are rethought talent will not be sufficiently unleashed, explored and harnessed.

- In hospitals there needs to be a shift to preventative care. A hospital defined as a 'centre for well-being' would look and feel very different from a factory to deal with the sick.

An essential element of strategic focus is to build **resilience**, which is the ability to generate the capacity to maintain an acceptable level of functioning and structure when exposed to uncertainties. Urban resilience will become a significant issue in the years ahead and the recent floods in Gloucestershire reinforce its importance. Leaders need to assess every dimension of their city as to whether it can cope with crisis, overload or turbulence. This ranges from the obvious like emergency services to new infrastructure demands. This helps develop strategic robustness and tactical flexibility.

Creativity and innovative capacity is now recognized as a new asset. Urban creativity is more than the innovative possibilities of individuals and organizations – it affects the way cities are organized, managed and strategically focused. It means changing the organizational culture of a city and creating the conditions within which people can think plan and act with imagination and therefore innovate. It requires creative individuals, organizations and communities as well as creative education and training that together can establish a creative milieu. As a place moves from the creative individual to the organization and then the creative city the levels of complexity expand exponentially. This is where collaboration, future proofing and strategic focus come into view.

Organisational agility is partly provided by more innovative, open and collaborative attitudes and by focusing on being strategically principled and non-negotiable on core issues facing the County and its urban centres, such as a determination to be green and tactically flexible in implementation. To maximise urban assets in a competitive environment the management model might need to be rethought to one that is a value driven, adaptive, responsive, flexible and collaborative organisation and could be seen as a 'creative bureaucracy'. It is not a plan, but a way of operating that helps deliver better plans. It then influences making better places. The notion of being creative can appear too risky and obviously comprehensive safeguards should govern the values, ethics and conduct of people who work in the public domain. However effective, intelligent rules and incentives focus on what a city wants to achieve and empowers them to get there. Cities have too often allowed rule, regulation and law to predominate rather than principles, frameworks, guidelines and suggestions that can be interpreted according to need, circumstance and purpose.

Gloucestershire and its urban hubs need to be fleet-footed and strategic. The county should assess whether attitudes prevail and are etched into how codes are written that seem to say 'everything is forbidden unless it is allowed' rather than 'everything is allowed unless it is forbidden'. Diagrammatically leadership needs to shift towards the qualities on the right:

<i>Centralism</i>	->	<i>Devolution</i>
<i>Isolation</i>	->	<i>Partnership</i>
<i>Control</i>	->	<i>Influence</i>
<i>Leading</i>	->	<i>Enabling</i>
<i>Information</i>	->	<i>Participation/involvement</i>
<i>Quantity</i>	->	<i>Quality considerations</i>
<i>Uniformity</i>	->	<i>Diversity</i>
<i>High blame</i>	->	<i>Low blame</i>
<i>Conformity</i>	->	<i>Creativity/imagination</i>
<i>Failure</i>	->	<i>Success</i>

Delivery focus involves two central features:

- A leadership culture that understands the power of 'trading power for creative influence', which is a willingness to share power for the purposes of achieving a larger goal. This is significant in the Gloucestershire context as each partner cannot usually achieve their objectives on their own.
- Second cities should highlight the difference between multidisciplinary and interdisciplinary working. The bigger picture aim can get lost such as 'creating a great neighbourhood or city' when it is narrowed down to the details of an aspect like health, safety, privacy, road guidelines, traffic flow. In interdisciplinary working skills intermesh, joint solutions emerge and perspectives change by working together whereas in a multidisciplinary approach where information and knowledge are shared from the position of the expert, thinking is less likely to be transformed. In the interdisciplinary world the bigger overarching aim and intent, say making a great place, is central and continually in focus.

The core question is: 'What is the distinctive contribution the urban makes to Gloucestershire's economic health and well being?' Separately the same is being asked of the rural. Breaking the urban and rural apart does not completely reflect reality as interacting networks and exchanges criss-cross the County and these extend too over Britain and the world. This new global, national and regional context can provide opportunities for urban Gloucestershire. The County, and within that the urban settlements, stand on a cusp of a rare opportunity, but generating the necessary momentum cannot be grasped by 'a business as usual' approach. There will need to be some originality and creativity. It will take time to unfold in its fullness and the partners in Gloucestershire can bring the threads together. It provides a gathering point to foster collaborative thinking on the bigger issues most will agree on. But to turn 'in principle agreement' into 'tangible actions' means any plans or proposals must excite and resonate to overcome resistance.

Charles Landry lives in Bisley and is founding director of Comedia, the cultural planning consultancy. He has been working with cities all over the world since 1978. His latest publication is "The Art of City-Making", published by Earthscan ISBN-10 1-84407-245-2, which brings together most of his thinking on cities.

THE PROVISIONAL GLOUCESTERSHIRE URBAN ECONOMIC STRATEGY 2007-2015

URBAN GLOUCESTERSHIRE

1. Urban Gloucestershire lies astride the M5 and is made up of Gloucester City, Cheltenham Borough and parts of the Borough of Tewkesbury and Stroud District. With a total population of 310,800 and forecast by 2026 to be at least 370,800 this is a significant urban conurbation particularly in regional terms, as evidenced by the identification of Gloucester and Cheltenham in the draft Regional Spatial Strategy (RSS) as two of the regionally Strategically Significant Cities and Towns (SSCTs)³. Within the Gloucestershire economy this urban area plays a vital role.

Defining Urban Gloucestershire

Urban Gloucestershire cannot be delineated precisely on a map without limiting some initiatives unnecessarily. In general it is those geographical areas of the Central Vale that have a concentration of people and businesses that by working together, can complement one another and increase the economy of Gloucestershire. It therefore includes the whole of Gloucester City and Cheltenham Borough. It also will generally include, within Tewkesbury Borough, Tewkesbury Town and Ashchurch as well as the parishes of Brockworth, Hucclecote, Churchdown, Innsworth, Longford and embraces Gloucestershire Airport and Dowty/Smiths, although there are some aspects of these that are also 'rural' and will also be covered by the Gloucestershire Rural Economic Strategy. Similarly it will also generally include in Stroud District the settlements of Hardwicke and those others that comprise the defined Stroud Urban Area: Stonehouse, Stroud, Thrupp, North and South Woodchester and Nailsworth, although parts of these are also 'rural'. Economic and administrative boundaries are not identical.

2. Geographically, urban Gloucestershire is well placed. The Regional Economic Strategy⁴ (RES) describes the 'North East Triangle', which covers Bristol, Swindon, Gloucester and Cheltenham as a 'functional economic zone'. In reality urban Gloucestershire is at the centre of an area that includes Bristol, Birmingham, Cardiff, city regions of international and national significance, Oxford, Swindon and to some extent London (which is only one and half hours away). It has the potential to exploit this pivotal location by providing services and support to these major economies. It has excellent road and rail

³ The draft RSS describes SSCTs as "places where cultural facilities and a wide range of services fundamental to residents quality of life are found, where clusters of economic activity will arise in future and where the requirements of individuals to travel can be catered for by better and more reliable public transport. These are also key places in the region with the potential to achieve significant development sustainably." (Para 3.1.1 of the Draft RSS)

⁴ Regional Economic Strategy for South West England 2006-2015

communications in all directions except the south east⁵, with both the M5 and the Bristol to Birmingham main rail line running through the centre. Gloucestershire Airport is used for executive travel.

3. Gloucester and Cheltenham are only 9 miles apart, with an area of Green Belt in Tewkesbury Borough in between. These two centres have different histories, Gloucester was a Roman town, controlling the lowest crossing point on the River Severn, whilst Cheltenham owes most of its growth to the discovery of spa waters in Regency times. Stroud was the centre of a thriving woollen industry and retains much of the tradition and industrial architecture of the 19th Century, whilst Tewkesbury Abbey is one of the finest Norman buildings in England and the second largest parish church in the country. There is one university, The University of Gloucestershire, two Further Education Colleges, The Gloucestershire College and Stroud College, and a number of highly successful schools. Collectively urban Gloucestershire contains a wide variety of businesses, particularly in the key economic sectors of advanced engineering/manufacturing, finance & business services and creative industries, skills and attractions that mean that it has the potential to compete economically in a global environment.
4. On the other hand there are problems, some of which, unless addressed will become more severe and constrain the economy. First there is a real concern that the rate of change in global and national economies is now so great that the County's continuing prosperity should not be taken for granted and this needs to be addressed in the Strategy. In addition there are significant areas of deprivation including six Super Output Areas (SOAs)⁶, in the national top 10% of 'Most Deprived SOAs'. There is already a shortage of workspace to enable the economy to grow. There are current economic initiatives in urban Gloucestershire, most notably the major regeneration of Gloucester under the Gloucester Heritage Urban Regeneration Company (GHURC), the Cotswold Canals Project through Stroud and the Civic Pride scheme in Cheltenham.

CONTEXT

5. **National Context.** The Government published '*Towards an Urban Renaissance*', its Urban White Paper in 2000. This was followed in March 2006 by a major report '*The State of the English Cities*', an examination of 56 English urban communities. The Government then published in October 2006 '*Strong & Prosperous Communities*', its Local Government White Paper, which announced the intention to promote the concept of city development companies for English cities and city-regions and outlined the measures the Government intends to take to create "effective, accountable and responsive local government". This in turn was followed in December 2006 by the announcement by the

⁵ The road and rail communications to Swindon and London are adversely affected by the bottlenecks on the A419 at Nettleton Bottom, and the 15-mile single-track railway line between Kemble and Swindon.

⁶ SOAs are smaller than wards, containing 1,000-3,000 people. The Index of Multiple Deprivation measures income, employment, health deprivation & disability, education, skills and training deprivation, barriers to housing & services, crime and living environment and is used to compare SOAs nationally and locally.

Department of Communities and Local Government (DCLG) on 'The Role of City Development Companies in English Cities'.

6. Regional Context

- The Consultation Draft of the **Regional Spatial Strategy** proposes concentrating the majority of future development in Strategically Significant Cities and Towns (SSCTs). Both Gloucester and Cheltenham are identified as two of twenty-one Strategically Significant Cities and Towns (SSCTs). As the RSS states, "these are key places in the region with potential to achieve significant development sustainably". In its aims for SSCTs the RSS⁷ addresses many of the issues identified in the 'State of the English Cities', including:
 - "Improve the quality of the urban environment..."
 - "Promote social cohesion and healthy and secure living conditions..."
 - "Support the economy..."
 - "Secure fundamental improvements to public transport..."
 - "Make the best use of land for housing, economic development and infrastructure..."
- **The Regional Economic Strategy**. The Regional Economic Strategy 2006-2015⁸ states:

"The region will be bold and visionary in the transformation of its cities and larger towns, ensuring that they provide viable and attractive places to live, work, shop and play. This change will be on a scale that maximises their potential and competitiveness, responding to and creating new markets that will help to achieve critical mass and address key challenges such as congestion. Knowledge, technology and leadership are at the heart of successful cities. This means increasing investment in infrastructure, culture and regeneration".

The three Strategic Objectives in the Regional Economic Strategy are:

- Successful and competitive businesses.
 - Strong and inclusive communities.
 - An effective and confident region.
- **The Way Ahead**. The Way Ahead⁹ published in February 2005 and augmented by more detailed proposals in 2006, set out the South West's response to the Government's sustainable communities agenda. Building on national and regional policies, the Way Ahead identified eight key growth areas across the region,

⁷ RSS para 3.3.3

⁸ Regional Economic Strategy for South West England 2006-2015 (SWRDA 2006)

⁹ The Way Ahead: Delivering Sustainable Communities in the South West (SWRDA 2006)

including Cheltenham and Gloucester, proposals for a regional infrastructure fund, local delivery teams, a capacity fund to support master planning and a skills and capacity programme. Cheltenham and Gloucester have the opportunity through these proposals to access support and resources for the long-term sustainable development of the urban area.

- **The South West RDA's Corporate Plan 2008-2011.** The RDA has just published the Stakeholder Discussion Document of its Corporate Plan 2008-2011. This is designed to be a three corporate plan set within a twenty year outlook. It states: "We believe the key challenge is to help the region achieve the right kind of economic growth – growth that is:
 - Fuelled more by increased productivity than by increased employment
 - Within environmental limits".

It also identifies "priority places" where they should focus their efforts, which include "Gloucester and Cheltenham". As far as the Gloucestershire Urban Economic Strategy is concerned the key point is the emphasis on increasing productivity.

7. **The Office for the Third Sector.** In May 2006 the Government announced the formation of The Office for the Third Sector. The Third Sector relates to the **social economy**, which embraces a wide range of community, voluntary and not-for-profit activities. It can be broken down into three sub-sectors; the community sector, the voluntary sector and the social enterprise sector:

- The community sector includes those organisations active on a local or community level, usually small, modestly funded and largely dependent on voluntary, rather than paid, effort, such as neighbourhood watch, small community associations, civic societies, etc.
- The voluntary sector includes those organizations that are: formal (they have a constitution); independent of government and self-governing; not-for-profit and operate with a meaningful degree of volunteer involvement such as housing associations, large charities, large community associations, national campaign organisations, etc.
- The social enterprise sector includes organisations which "are businesses with primarily social objectives whose surpluses are principally reinvested for that purpose in the business or in the community, rather than being driven by the need to maximise profit for shareholders and owners" such as co-operatives, building societies, development trusts and credit unions.

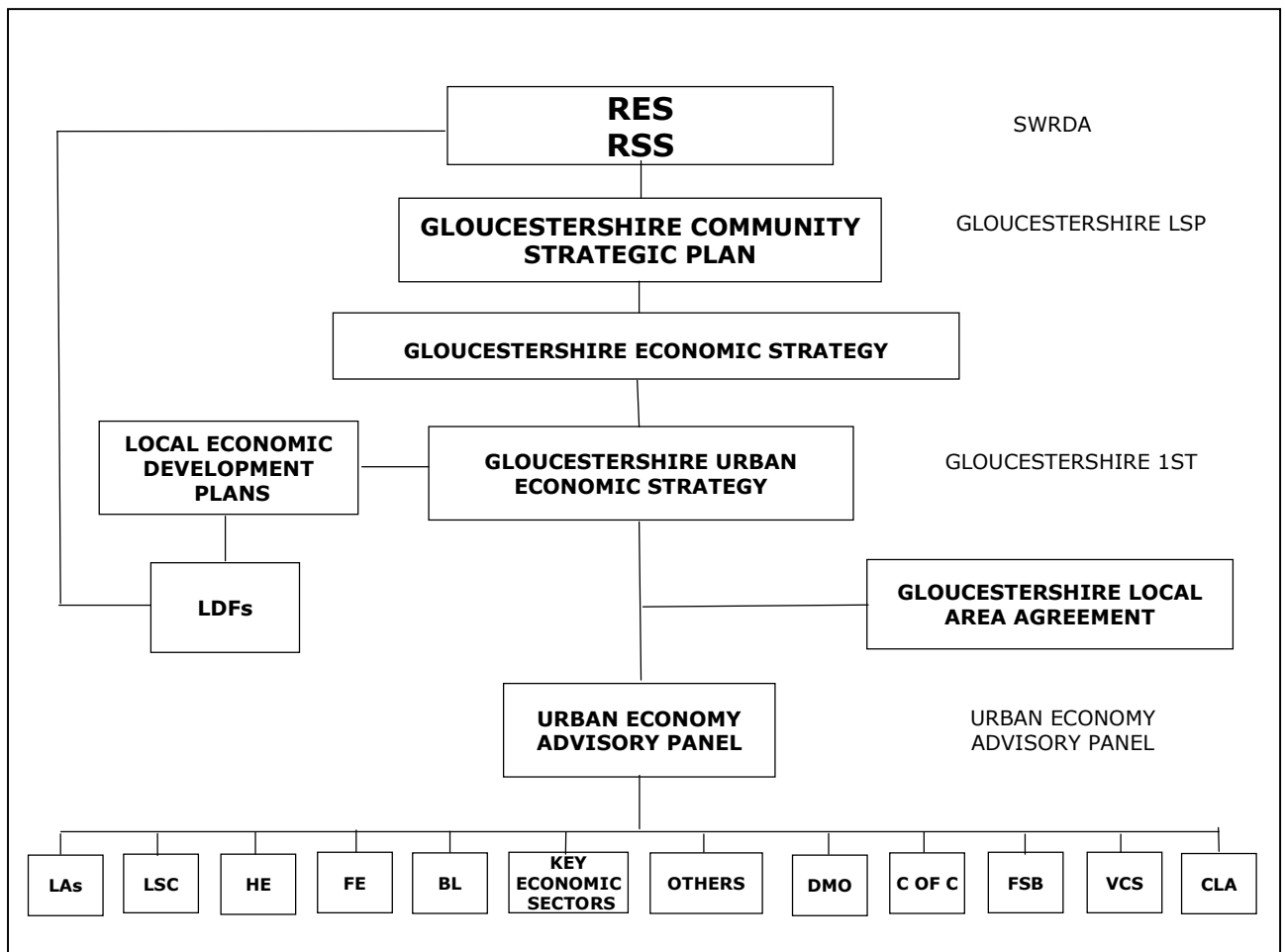
Successful social economy organisations can play an important role in the economy by:

- helping to drive up productivity and competitiveness;
- contributing to socially inclusive wealth creation;

- enabling individuals and communities to work towards regenerating their local neighbourhoods;
- showing new ways to deliver public services; and
- helping to develop an inclusive society and active citizenship.

8. **Local Economic Development Plans.** Each of the constituent authorities has or is developing their own economic development plans. It is important that there is some strategic consistency in these and where appropriate they relate to this Urban Economic Strategy, as they will form an important element of the Delivery Plan, when it is developed.

9. **The Gloucestershire Rural Economic Strategy.** A Rural Economic Strategy for the County was developed in 2003 and has recently been revised to cover the period 2007-2013. It is important that the Urban and Rural Economic Strategy complement one another as there is an interdependence between urban and rural Gloucestershire.



THE PURPOSE OF THE STRATEGY

10. Charles Landry in his Foreword identifies the five core qualities of urban leadership as Foresight, Strategic Focus, Creativity & Innovation, Organisational Agility and Determined Delivery Focus. Policy-makers and policies need long-term perspectives to achieve the desired change and strong and effective leadership will be required to implement these. Whilst the purpose of the Gloucestershire Urban Economic Strategy is neither to promote the coalescence of the urban areas, nor to interfere with what are rightly the concerns of locally elected councils. It is to provide a clear statement of what urban Gloucestershire should seek to achieve by 2015, which will deliver the opportunities that working cohesively can bring, and which all local authorities and other partners need to adopt and work together to deliver.
11. Gains can come from the combined impact of the economic and complementary strengths of the different parts of urban Gloucestershire collaborating, rather than competing, to:
- Take maximum advantage of geography for the benefit of the Gloucestershire urban economy and the prosperity of its businesses and residents.
 - Inform the development and revision of the County Community Strategy, District Community strategies, the Gloucestershire Economic Strategy and Local Development Frameworks (LDFs).
 - Sit within the context of Regional Spatial Strategy (RSS), which has undergone an Examination in Public, the revised South West Regional Economic Strategy (RES) and use these to its benefit.
 - Benefit the whole of Gloucestershire both urban and rural, recognising that there are many services that the rural areas expect to be provided from within urban Gloucestershire such as a major hospital and that there will be many jobs that are filled by those living in rural areas.

Urban competitiveness is defined in the 'State of the English Cities' Report as: *"The ability of cities to continually upgrade their business environment, skill base, and physical, social and cultural infrastructures so as to attract and retain high growth, innovative and profitable firms, and an educated, creative and entrepreneurial workforce, thereby enabling them to achieve a high rate of productivity, high employment rate, high wages, high GDP per capita, and low levels of income inequality and social exclusion"*.

VISION

12. **Urban Gloucestershire is a cohesive, leading major City/Region where the unique identity of its component parts is strengthened by working together.**

AIM

13. **The aim of this Strategy is to identify what urban Gloucestershire needs to achieve by 2015 to realise the economic potential that will derive from partnership and collaboration and by maximising the complementary nature of its various components whilst retaining their individual uniqueness.**

STRATEGIC OBJECTIVES

14. A strong and successful urban economy relies on three complementary ingredients, namely:
- Successful and competitive businesses, which together make up a diverse economy and can grow and compete in a global economy and so deliver wealth to the community.
 - Strong and inclusive communities that enable as many as possible to earn a reasonable wage and therefore contribute to the local economy and benefit from its strengths.
 - People who have the skills needed by businesses competing in the 21st Century but which also enable them to live life in Gloucestershire to the full both for their own benefit but also for the community as a whole.
15. The Gloucestershire Urban Economic Strategy therefore has three Strategic Objectives:
- **Strategic Objective 1: To create and sustain successful and competitive businesses that can take advantage of urban Gloucestershire's strength to compete globally, nationally and regionally.**
 - **Strategic Objective 2: To deliver the economic elements that support strong social cohesion in urban Gloucestershire in which the maximum number possible contribute to and benefit from the economy.**
 - **Strategic Objective 3: To maximise the potential of the people of urban Gloucestershire by developing skills and talent that ensure profitable employment in the 21st Century and enable them to take advantage of and contribute to the economic development of the county.**

16. In addition there are five cross cutting themes that underpin all the strategic objectives and actions:

- **Cross Cutting Theme 1: Increase the Resilience of Urban Gloucestershire.**
- **Cross Cutting Theme 2: Provide strong, collaborative and consistent leadership that embraces the whole of urban Gloucestershire and provides the long-term foresight needed.**
- **Cross Cutting Theme 3: Install the connectivity that enables urban Gloucestershire to be a place where people and communities interact and connect whether locally, regionally or to the rest of the world.**
- **Cross Cutting Theme 4: Provide a quality of life in urban Gloucestershire that attracts and retains a highly skilled and entrepreneurial workforce.**
- **Cross Cutting Theme 5: Make Urban Gloucestershire distinctive in action, appearance and reputation.**

STRATEGIC OBJECTIVE 1

To create and sustain successful and competitive businesses that can take advantage of urban Gloucestershire's strength to compete globally, nationally and regionally.

General

17. Urban Gloucestershire is at the centre of an area that includes Bristol, Birmingham, Cardiff, and Swindon and is within reach of London. It has benefited from this pivotal location by providing services and support to these major economies. However with modern communications location is not as important as it was, successful and competitive businesses can more easily flourish wherever they are provided they have good connectivity (a cross cutting theme). The key factors needed in a successful and competitive business may vary depending on the activity concerned but are:

- Skills of employees and employers
- Investment in capital equipment, property, infrastructure and research
- Innovation and application of new technology in products and process development
- Enterprise and growth of new business
- Sustainability in processes and products.

18. There is an overall need to provide a wide range of employment opportunities and to encourage a diverse economy in urban Gloucestershire based on a framework of key sectors. The Local Economy Forecasting Model (LEFM) produces forecasts for employment change, both employees and self-employed, by sector and occupation up to 2015¹⁰.

Sector	Urban Gloucestershire Change (see note)	Rural Gloucestershire Change
Manufacturing	-2,755	-5,175
Construction	461	644
Distribution, Retailing, Hotel & Catering	2,840	2,878
Banking, Finance, IT, Professional Services, etc	3,074	2,964
Public Administration & Defence	-1,616	-733
Education	582	649
Health & Social Work	1,763	1,271

Note: The urban figures exclude Stroud and Tewkesbury, as they are not available just for the urban parts of these Districts.

19. The Model estimates that the greatest increase will be in 'corporate managers' and 'caring/personal services occupations' as well as sales and customer services, culture/media/sports, teaching and research, and skilled construction trades. The heaviest losses will be in the skilled metal and electrical trades, with further substantial losses in administrative, secretarial and clerical occupations, process plant and machine operatives and 'unskilled' occupations. It is important to note that these forecasts are based on present assumptions. If this urban economic strategy makes a difference then these figures should improve although the global effect may offset local change.

A Strong Knowledge Economy

20. The State of the English Cities shows that a strong knowledge driven economy leads to a better performing urban economy. Urban Gloucestershire therefore needs to build a strong knowledge economy. Although a 'knowledge economy' is frequently referred to there is no agreed definition. It is generally seen as being made up of 'knowledge driven production' and 'knowledge driven services'. For the purposes of this Strategy it includes Finance & Business Services, Advanced Manufacturing, Government Organisations, Public Administration & Health, Creative Industries and Environmental Technology.

21. **Finance & Business Services.** The Finance & Business Services Sector is the second most dominant private sector in Gloucestershire's urban economy. There are 2,600 such businesses in Cheltenham and Gloucester alone; in Cheltenham they represent 38% of all businesses. The sector employs 18.5% of the total number of employees in the urban

¹⁰ The Urban Economy of Gloucestershire (GLMIU August 2006) Table 3.9

area¹¹. Many of these businesses, such as branches of banks and financial advisers, provide local services; others are well developed with a national market but overall there is a strong finance and business skills base, which makes urban Gloucestershire an attractive location for such businesses. This is also a sector that should be able to benefit from urban Gloucestershire's strategic location, particularly by the provision of back office services, which are more easily accessible than they would be in the major centres. A key strategic aim should therefore be to **"market urban Gloucestershire's strength in the finance and business services sector and encourage finance and business services to take advantage of these strengths to locate and expand here."**

22. **Advanced Manufacturing.** Although there was an 18% decline in manufacturing firms in urban Gloucestershire during 2000-2004 there are still 600 manufacturing businesses accounting for some 13,500 employees in the area, excluding Stroud and Tewkesbury. Many are highly technical and able to compete globally. Crucially there are still a small number of manufacturing businesses, some from overseas, establishing themselves in urban Gloucestershire. The factors that need to be addressed are:

- **24-hour operation.** High productivity in the manufacturing sector generally demands 24-hour operation and there can be problems when it is located too close to housing on mixed-use sites; there is a need for some separation.
- **Workspace.** A lack of sites and workspace is preventing the growth of existing businesses and hinders new manufacturing business to locate in urban Gloucestershire.
- **Innovative management.** To remain a key contributor to the Gloucestershire urban economy, manufacturing needs innovative management that recognises what is demanded to compete in the current climate. Such individuals need to be attracted to and retained in urban Gloucestershire.
- **Research & development.** Innovative management needs to be backed up by a strong research and development base, which in turn needs close links to academic institutions. The University of Gloucestershire needs to identify ways in which it can facilitate entry for students into engineering careers.
- **Skills.** Although the size of the manufacturing workforce is declining there is still a need to recruit young people with the necessary skills and to retrain the existing workforce in the introduction of new techniques.
- **Confidence.** Perhaps most important the manufacturing sector needs the confidence to invest in capital equipment, property, infrastructure and innovative research and the application of new technology.

A key strategic aim should therefore be to **"recognise and provide for the needs of an advanced manufacturing/engineering sector in urban Gloucestershire and particularly through the Local Development Frameworks (LDFs), to provide**

¹¹ The Urban Economy of Gloucestershire Section 3 by the GLMIU August 2006

sites suitable for 21st Century manufacturing companies and knowledge economy businesses”.

23. **Government Organisations, Public Administration, Health and Education.** There are 800 public sector organisations in urban Gloucestershire, less Stroud and Tewkesbury, amounting to nearly 41,000 employees, comprising 32% of the total number of employees in the urban area. Such employment makes an important contribution to the economy. There are a number of Government organisations based in urban Gloucestershire, particularly GCHQ, which has been steadily expanding, attracting highly qualified individuals who contribute to the overall knowledge economy and this expansion is likely to continue. Urban Gloucestershire needs to exploit its strategic position to attract more Government organisations, a key strategic aim should therefore be to **“increase the number of Government/national public sector organisations in urban Gloucestershire”.**
24. **Creative Industries.** The creative industries sector is one that offers the potential for significant economic growth nationally and locally. Nationally it grew by an average of 8% per annum in the period 1997- 2001 and contributed, through its exports, £11.4 billion to the balance of trade in 2001. In Gloucestershire there are at least 1,900 companies and small businesses in the sector, the majority in urban Gloucestershire. These employ close to 9,000 people (4.8% of the total employment of all Gloucestershire enterprises) and produce an annual turnover of some £808M (4.2% of the turnover of all Gloucestershire enterprises). The sector is made up of 13 different sub sectors and a recent report by Comedia¹² found particular strengths in advertising, design, marketing and publishing and a cluster of audio visual business linked to the Cheltenham Film Studios, whilst Stroud has a particularly strong visual arts and crafts sub sector. There is already a strong and successful tradition of cultural international festivals in the area, particularly in Cheltenham, and the GHURC hopes to develop part of Blackfriars as a cultural and creative industries sector of Gloucester City. A key strategic Aim should therefore be to **“support and encourage the development and growth of the Creative Industries sector in urban Gloucestershire so that it achieves an international reputation”.**
25. **Environmental Technology.** Given its history of technical innovation and development it is disappointing to discover the weakness of the Environmental Technology Sector in Gloucestershire¹³. The potential this sector offers is substantial and growing fast, particularly in the light of the Stern Report and the recent statements by all political parties nationally. A key strategic aim should therefore be **“to make the**

¹² Creative Industries in Gloucestershire 2005, a study for Gloucestershire County and District Councils by Fred Brookes and Deborah Harrison of Comedia (May 2006)

¹³ The Gloucestershire First ISP Report on the Environmental Technology Sector concludes “that there is really not an “Environmental technology sector” as such, rather a series of groups of companies and organisations that are focused on resolving environmental issues in the other sectors of the economy” in Gloucestershire. Only 2 manufacturers of energy saving products were visited; both are broad based manufacturers that also make energy saving products and neither had made any major technology breakthroughs in the energy saving area. (Glos First ISP Report on the Environmental Technology Sector July 2006)

environmental technology sector a significant contributor to the urban Gloucestershire economy”.

Provision of Education and Skills

26. A healthy economy that competes globally demands skills that are relevant to today and tomorrow. It also requires an adaptable workforce that has key skills (management, communication, team working, etc) that are generic to their employment, and managers with leadership and management skills. The general level of education in urban Gloucestershire is high, although there is some variation as is clear from the number of Super Output Areas in education, training and skills in the 10% worst performing ones nationally. Post 16 education is provided, in addition to schools with sixth forms, by Gloucestershire College, one of the largest further education colleges in the UK, Stroud College. Both have recently completed major build programmes. Furthermore there are a number of highly effective private training providers, such as Prospect Training and Gloucestershire Enterprise. In addition at HE level there is the University of Gloucestershire, with over 8,500 students and four campuses across urban Gloucestershire; in South Gloucestershire there is the University of the West of England. In summary urban Gloucestershire has the resources to provide the education and skills needed to be a highly successful urban economy; the challenge is to use these effectively and to ensure sufficient priority is given to the effective development of vocational skills as well as academic.
27. Train to Gain is the new service offered by the Learning and Skills Council to businesses to help them to be successful. It offers free impartial and independent advice to businesses, matches any training need identified with training providers, and sees that training delivered meets business needs. It aims to be much more responsive to business needs and particularly to deliver the training in a way that suits the business. Only training to enable employees to gain their first Level 2 qualification is free but there is also wage compensation for those with fewer than 50 employees and some funded programmes, such as Modern Apprenticeships. Using the principles of Train to Gain urban Gloucestershire could develop a holistic approach to employers, particularly those in the key sectors, starting with those in the 'knowledge economy'. To do this successfully would require the involvement in the process of the University of Gloucestershire, the Centres of Vocational Excellence (COVEs) that already exist and the expansion of the Parklife Project, that together would form part of a 'single investor offer to all employers' to meet their needs.
28. A key strategic aim should be **“to adopt the principles of Train to Gain as widely as possible to provide a holistic offer to employers to meet their business needs, including skills and training particularly to the key sectors in urban Gloucestershire (advanced manufacturing/engineering, environmental technology, creative industries, finance and business services, construction, retailing, food & drink processing, and tourism)”.**

Distribution, Hotels and Restaurants

29. Distribution, which includes wholesale and retail and hotels and restaurants, is the largest private sector with 32,600 employees (excluding Stroud and Tewkesbury), 22.7% of those of working age in urban Gloucestershire, where there are 2,700 businesses in the sector. Urban Gloucestershire is well placed, particularly due to the M5 and the north/south railway line to be a good site for distribution companies, as is borne out by the concentration of such businesses around Ashchurch. There is the potential to expand the use of rail freight. The hotel and restaurant element of the sector already attracts national and international customers, principally due to the National Hunt Festival at Cheltenham Racecourse, the various arts festivals and Gloucester Cathedral, but it is patchy, some areas of Cheltenham are recognised nationally, whilst others are underperforming and lack good facilities so there is scope to make the sector much more successful particularly as a result of the various current regeneration projects in the area. Development should be linked to the aspirations of the Gloucestershire Food Vision that is leading across the UK. A key strategic aim should therefore be to **“increase the profile of urban Gloucestershire as a retail destination, with good hotels and restaurants”**.

Leisure and Tourism

30. Many of the businesses and much of the employment related to leisure and tourism has been included above under 'distribution hotels and restaurants'. Furthermore tourism needs to be addressed at a County level and only those issues that are strictly urban are addressed here. Parts of urban Gloucestershire already have a reputation as tourist and visitor destinations but this needs to be built on. The various sporting and cultural festivals, particularly in Cheltenham, enhance this reputation. The regeneration of Gloucester, combined with the cathedral, Victorian Docks and river provide the potential to grow this reputation and the economy associated with it. Stroud has within it, with its legacy from the Arts & Crafts Movement, assets that have not been fully exploited by the County, the public sector and the inhabitants and there is the possible opportunity for this part of urban Gloucestershire to become a recognised national and international destination for any cultural tourist. A key strategic Aim should therefore be to **“strengthen urban Gloucestershire’s offer to tourists, visitors and businesses in support of a County wide tourism strategy.”**

31. There are also some significant leisure facilities in urban Gloucestershire, when taken as a whole, including successful rugby and football teams, two national class swimming pools, one of the finest jump racecourses in the world, a range of theatres, led by the Everyman, and in due course a canal linked to the national network.

Construction

32. The building work associated with the development of urban Gloucestershire, the building of at least 30,000 new dwellings, together with the associated workspace, the regeneration of Gloucester, and the Cotswold Canals Project in Stroud require a significant growth in construction employment in the County if the demand is not to be met by workers from outside Gloucestershire or overseas. The Sector Skills Council,

ConstructionSkills, forecast in 2004¹⁴ that in the 4 years to 2008 Gloucestershire would require 2,913 new construction workers, based on a 0.5% growth. Future growth is likely to be greater than this. As a result of the reaction by Gloucestershire First partners, particularly the FE Colleges, to its report on the Construction Sector¹⁵ the number of construction vacancies in the FE Colleges has increased significantly and ConstructionSkills has been successful in marketing these to young people. There remains a problem in a sector that is largely made up of small businesses, in getting these businesses to take on apprentices and this may yet make it difficult to meet the future demand for workers. A key strategic aim should therefore be **“to prevent leakage of construction work opportunities outside Gloucestershire by growing the capacity of the Construction Sector in urban Gloucestershire to meet the demand”**.

Care

33. The profile of Gloucestershire by age group, taking account of the increase in housing, is:

Age-Group	2001	2006	2016	2026
0-15	111,300	108,050	101,400	107,400
16-64	355,500	367,050	378,800	389,600
65+	98,200	102,850	125,050	145,400

The number of those over 65 is due to increase by over 22,000 by 2016, which will create a greater demand for social housing for the elderly, and on health services and care, which will need to be largely met by Urban Gloucestershire, particularly if the housing proposals in the Draft RSS are confirmed. The Care Sector will provide opportunities for employment, which has an impact on the economy, although many of the jobs are relatively poorly paid, and those working in the sector need the necessary skills and the effective provision of these needs to be monitored.

Micro-Businesses

34. Although the number employed in micro-business in urban Gloucestershire has reduced over the last 4-5 years there are still nearly 21,000 working in businesses employing 10 or less in Gloucester and Cheltenham alone, and some of these provide goods and services nationally and internationally and so make a significant contribution to the urban economy. Micro-businesses often face particular challenges because of their size; individuals have a wider range of responsibilities and the business support, previously provided by Business Links, now concentrates on businesses employing more than 10 people, although business start up advice and training continue to be provided. Urban Gloucestershire needs a vibrant micro-business sector and this means the provision of affordable workspace that enables small businesses to start and to grow, facilities for networking, such as business clubs, where micro-businesses can share experiences and

¹⁴ Construction Regional Skills Foresight 2004 CITB/ConstructionSkills

¹⁵ Investor Support Programme Report on the Construction Sector in Gloucestershire by Gloucestershire First, August 2004

a general awareness of the importance of micro-businesses to the urban economy. A key strategic aim should therefore be to **“support, particularly through the provision of appropriate workspace, micro businesses to start up, survive and grow”**.

Growing the Third Sector

35. The Third Sector (where organisations are driven by social rather than purely economic objectives) makes a distinctive contribution to GVA, communities, individuals and society as a whole that is not always recognised. It has a major contribution to make to ‘economic inclusion’ (see below) and this is growing as it is increasingly used for public service delivery, particularly through the development of skills and self-confidence in individuals. Its productivity is extremely difficult to measure. It is a hugely diverse sector comprising a combination of organisations such as the voluntary sector, trades unions, religious organisations and most importantly in the context of this strategy, social enterprises. These often fill a gap where there has been a market failure. Social enterprises are organisations that trade in markets to deliver social aims and a number were developed in urban Gloucestershire as a result of the Gloucestershire Neighbourhood Project, funded by SRB5. However, as more is expected of social enterprises in terms of public services delivery it is essential that their professionalism, capacity and processes be improved to meet the demand. There is also a need to develop the business and entrepreneurial skills of those running or starting social or community enterprises. A key strategic aim should therefore be to **“to support the growth of the capacity and capability of the Third Sector to deliver public services, particularly where this contributes to increasing GDP and prosperity”**.

Key Strategic Aims

36. The Key Strategic Aims, which it is suggested are necessary to deliver successful and competitive businesses, are listed below; discussion on each follows. They are to:

- **Increase the size of the ‘knowledge economy’¹⁶ in urban Gloucestershire by:**
 - **Marketing urban Gloucestershire’s strength in the finance and business services sector and encourage finance and business services to take advantage of these strengths to locate and expand here.**
 - **Recognising and providing for the needs of an advanced manufacturing/engineering sector in urban Gloucestershire and, particularly through the LDFs, providing sites suitable for 21st Century manufacturing companies and knowledge economy businesses.**

¹⁶ Although a ‘knowledge economy’ is frequently referred to there is no agreed definition. It is generally seen as being made up of ‘knowledge driven production’ and ‘knowledge driven services’. For the purposes of this Strategy it includes Finance & Business Services, Advanced Manufacturing, Government Organisations, Public Administration & Health, Creative Industries and Environmental Technology.

- **Increasing the number of Government/national public sector organisations in urban Gloucestershire.**
- **Supporting and encouraging the development and growth of the Creative Industries sector in urban Gloucestershire so that it achieves an international reputation.**
- **Making the environmental technology sector a significant contributor to the urban Gloucestershire economy.**
- **Adopting the principles of Train to Gain as widely as possible to offer a holistic offer to employers to meet their business needs, including skills and training particularly to the key sectors in urban Gloucestershire**
- **Increase the profile of urban Gloucestershire as a retail destination, with good hotels and restaurants that.**
- **Prevent leakage of construction work opportunities outside Gloucestershire by growing the capacity of the Construction Sector in urban Gloucestershire to meet the demand.**
- **Strengthen urban Gloucestershire's offer to tourists, visitors and businesses in support of a countywide tourism strategy.**
- **Support, particularly through the provision of appropriate workspace, micro businesses to start up, survive and grow".**
- **Support the growth of the capacity and capability of the Third Sector to deliver public services, particularly where this contributes to increasing GDP and prosperity.**

STRATEGIC OBJECTIVE 2:

To deliver the economic elements that support strong social cohesion in urban Gloucestershire in which the maximum number possible contribute to and benefit from the economy.

General

37. It may be thought that 'social cohesion' is not economic and therefore should not feature strongly in an economic strategy. However material conditions are fundamental to social cohesion, particularly employment, income, health, education and housing and many of these are economic as well as social so that without social cohesion the economy suffers. The Indices of Deprivation 2004 (ID2004) are based on 37 indicators, which highlight characteristics of deprivation such as unemployment, low income, crime and poor access to education and health services. The headline measure is the Index of Multiple Deprivation which covers income; employment; health deprivation and disability; education, skills and training deprivation; barriers to housing and services; crime; and living environment. ID2004 does not use wards as its geographical unit but Lower Super

Output Areas, which cover 1,000-3,000 people and provide a better indication of variations in deprivation at local level. There are 367 SOAs in Gloucestershire compared to only 142 wards. The location of the SOAs in urban Gloucestershire that are in the worst 10% nationally and in the County¹⁷ are shown in the table at Annex A.

38. Of these indicators only income, employment, and education, skills & training are 'economic' but it is clear that if these are significantly improved many of the other non-economic indicators will also improve. Those involved in Community Development have a key role to play in achieving this. A key strategic aim should be to **"align public funding of community-based initiatives to the economic as well as the social benefits for the residents."**
39. At the time of the 2001 Census, 95% of the population of Gloucestershire described themselves as "White British". Of the remainder about 16,000 were from a BME group, and around 13,300 were from a White Minority. About one-quarter of Gloucestershire's ethnic minority population lived in Cheltenham, including the largest concentration of White Minorities and Chinese people in the County. Around 10% of the population of Gloucester was from an ethnic minority, particularly Black Caribbean and Indian groups. As far as deprivation is concerned the Black Caribbean population seem to be subject to the worst deprivation with the White & Black Caribbean and Bangladeshi populations not far behind. Since 2001 there has been a steady increase in the number of migrant workers in urban Gloucestershire, 1000 registrations in 2004, 1367 in 2005 and 745 in 2006 up to July (these figures are for Gloucester and Cheltenham only) although these represent only one-third of those coming to Gloucestershire. The majority (64.4%) came from Eastern Europe. A strategic aim should be to **"increase the take up of appropriate apprenticeships, particularly amongst the BME Group, as a route into sustainable employment."**

Low Household Incomes

40. There are no statistics on the numbers in urban Gloucestershire with low household incomes but 9% of those of working age in Gloucester and Cheltenham alone are claiming housing benefit and nearly 10.5% income support¹⁸. In addition there are some urban wards where the unemployment rate for males is nearly four times the average for Gloucestershire. In some parts of urban Gloucestershire 10% of the population earned less than £5.65 per hour in 2004. Low household incomes, particularly those that cannot achieve a level of disposable income, lead to a variety of problems, including crime, and inevitably depress the economy. Better education and skills are addressed below but there are some more fundamental things that can be done to address the problem such as:

- Ensuring people take up the benefits to which they are entitled.
- Ensuring employees benefit from the National Minimum Wage.

¹⁷ GLMIU The State of the Urban Economy of Gloucestershire August 2006

¹⁸ GLMIU The State of the Urban Economy of Gloucestershire August 2006

- Helping people with limiting long-term illness and disabilities into work (4.5% of those of working age in Gloucester and Cheltenham claim incapacity benefit).
- Supporting access to childcare.

A key strategic aim should therefore be to **“support initiatives with the potential to reduce the differential between the lowest household income and the average in urban Gloucestershire.”**

Improving Participation in the Economy, particularly through skills

41. In urban Gloucestershire having a highly skilled workforce isn't an optional extra, it's an economic necessity. However, developing the right culture for skills and employment isn't just about being able to compete economically; it is also the most effective way of tackling family poverty and encouraging those who are most deprived to strive for a better way of life for themselves and their families. Initiatives such as the "Gloucester City Employment Plan" which is focussed on Gloucester City will see a commitment by all agencies to deliver an integrated employment and skills offer linked initially to the Quays development, which will encourage every individual within Gloucester City to think about updating their employability skills and qualifications to ensure that they are giving employers what they really need. A key strategic aim should therefore be to **“support targeted employment and skills initiatives up to at least Level 2 that deliver employability skills particularly for those in the 10 most deprived SOAs”**.
42. The importance of a number of economic regeneration initiatives currently in place in helping to deliver some of the Aims in this Urban Economic Strategy must be recognised and the opportunity they offer exploited. They include the Gloucester Heritage Urban Regeneration Company, which is regenerating 7 different areas of Gloucester; the Civic Pride initiative in Cheltenham, designed "to make people feel good about the places in which they live, work and relax"; and the Cotswold Canals Project that will regenerate the Severn Thames Canal thorough the heart of Stroud and its urban area. These are all enormously important to the Gloucestershire urban economy as they will increase trade, jobs of all types and make urban Gloucestershire a more attractive place to live and work. There are other regeneration initiatives: 'Building Communities', funded by SWRDA, delivering community capacity in Westgate Ward in Gloucester; Neighbourhood Management Pilot, funded by GOSW, supporting local neighbourhood initiatives in Barton, Tredworth and White City; EQUAL Programme Projects, funded by the European Social Fund and led by the University of Gloucestershire, to provide Adult Continuing Education and Training. There also Community Regeneration areas, which seek to address social deprivation particularly through learning, childcare provision and initiatives aimed at engaging with young people. The current level of investment in regeneration projects offers urban Gloucestershire the opportunity to tackle much of the deprivation provided that those suffering deprivation have the skills and the means to access the job opportunities. A key strategic aim should be to **“ensure that those who are most deprived in urban Gloucestershire have the opportunity to participate in the jobs that will deliver the regeneration projects.”**

Increasing the Number of Economically Active Disabled People

43. The Annual Population Survey shows that 19.3% of the working age population in Gloucestershire class themselves as disabled under the Disability Discrimination Act (1995), as having a work limiting disability, or both¹⁹. The same survey shows that whilst that there is an employment rate in the County of non disabled people of working age of 86% it is only 45% for the disabled. Assuming that these percentages apply equally to Urban Gloucestershire this represents a significant loss of economic capacity. The County is fortunate to host the National Star Centre at Ullenwood with additional accommodation at Denmark Road, Gloucester and Overton Park, Cheltenham whose role is to provide FE to disabled young people but also to help them lead as normal a life as possible. Gloucestershire First is already running the "Back To Work" project, which aims to enable people in receipt of incapacity benefit to re-enter the workplace. Client priority is patients currently engaged with frontline healthcare professionals in Gloucestershire, particularly those diagnosed with or receiving treatment/support for mental ill health. A key strategic aim should be to **"increase the number of economically active disabled people in urban Gloucestershire"**.

Key Strategic Aims

44. The Key Strategic Aims necessary to deliver strong social cohesion in urban Gloucestershire in which the maximum number possible contribute to and benefit from the economy, are listed below; discussion on each follows. They are to:

- **Align public funding of community-based initiatives to the economic as well as the social benefits for the residents.**
- **Increase the take up of appropriate apprenticeships, particularly amongst the BME Group, as a route into sustainable employment.**
- **Support initiatives with the potential to reduce the differential between the lowest household income and the average in urban Gloucestershire.**
- **Support effective employment and skills initiatives up to at least Level 2 that deliver employability skills particularly for those in the 10 most deprived SOAs".**
- **Ensure that those who are most deprived in urban Gloucestershire have the opportunity to participate in the jobs that will deliver the regeneration projects.**
- **Increase the number of economically active disabled people in urban Gloucestershire.**

¹⁹ The Economy of Gloucestershire 2006/07 Section 8.4 (GLMIU)

STRATEGIC OBJECTIVE 3

To maximise the potential of the people of urban Gloucestershire by developing skills and talent that ensure profitable employment in the 21st Century and enable them to take advantage of and contribute to the economic development of the county.

General

45. The Leitch Review of Skills "Prosperity for all in the global economy – world class skills" reports on how far behind the UK is and will remain in respect to world class skills unless changes are made. In paragraph 2.43 the Review states:

*"For the UK to succeed in the global economy it must commit to world class skills. Achieving this will require new, shared action between Government, employers and individuals all taking increased responsibility...The Government must ensure a skills system that delivers economically valuable skills. Employers must exercise influence over a newly simplified system and increase their investment in skills, particularly for low skilled employees, who often do not benefit from training at present. Individuals must raise their sights, motivation and aspiration and invest in their own skills. Where skills were once a key lever for prosperity and fairness they are now increasingly **the** key lever. The UK can only achieve world class prosperity and fairness if it achieves world class skills."*

46. Although much of what Leitch recommends requires Government action more depends on a change in culture, which needs to be developed locally. Urban Gloucestershire must be a place, which recognises that every single individual has talent and develops this talent; where people have aspirations and build knowledge through education and experience; that attracts smart people and creates opportunities for them to develop and apply what they know; and which recognises the value of its young people and retains them to grow the economy of the future.

Developing Individual Talent

47. As the Leitch Review shows there is a lack of aspiration in too many young people and in many cases this leads to them becoming categorised as 'not in education employment or training (NEET)'. At the same time there appears to be a willingness within educational establishments to concentrate on those with potential instead of acknowledging that every individual has some talent, discovering what this is and nurturing and developing it. In 2007 54.4% of pupils at the end of Key Stage 4 in Gloucestershire had achieved 5+ A*- C GCSE Grades including Maths and English, compared to 45.9% for England²⁰. Nevertheless nearly 50% of the emerging workforce is without good literacy and numeracy skills and is inadequately equipped for the knowledge economy. There are still too many poor performing schools in the county. However, Gloucestershire has performed well in reducing the level of young people who are NEET, and in July 2007 had

²⁰ Published data from the Children and Young Peoples Directorate at Gloucestershire County Council

the lowest percentage of NEET young people in England. A key strategic aim should be to:

- **“Increase the percentage of each year’s cohort of young people achieving A*- C Grades in Maths and English”**
- **“Continue reducing the number of 16-19 year olds who are NEET in urban Gloucestershire”.**

Reducing the Leakage of Talented Young People

48. A recent study²¹ on trends in higher education take up rates in the county shows that the county is currently a net exporter of students with less than 20% of sixth formers staying in the County to complete HE. Once they have left they do not return, or if they do, it is when they are in their 30s. This leakage represents a significant loss to the urban economy. It means that to remain competitive Gloucestershire businesses need to attract young talent from outside the County and this is not easy to do. Key strategic aims should therefore be to **“increase the number of urban Gloucestershire based students that progress into higher education, reduce the leakage out of the County of talented young people and attract such individuals to the key sectors in the Gloucestershire economy.”**

Improving the Skills of the Workforce

49. Despite years of effort and many initiatives there are still too many employers that are not committed to improving the skills of their workforce or if they are they concentrate on the development of managers rather than the lower paid employees. A key strategic aim should therefore be to **“develop a culture in employers that recognises the value of constantly improving the skills of the workforce.”**

Making the Most of the Talents of Migrants

50. The average age of the population of Gloucestershire is increasing along with the health of older people but this is principally in the rural parts of the County. At the same time the number of migrant workers, particularly from Eastern Europe has increased dramatically. Broadly speaking they fall into three groups, those who have good skills and speak good English; those who have a strong work ethic but not the skills; and those who have skills but inadequate English and may be illegal. In some cases they are filling critical gaps in industry, for example without some of the highly qualified engineers that have arrived in recent years many of urban Gloucestershire’s advanced engineering businesses would no longer be competitive but others represent a resource with more potential. A key strategic aim should therefore be to **“use the knowledge skills and experience possessed by overseas migrants more effectively.”**

²¹ Gloucestershire Higher Education Study (Mahoney M)

Key Strategic Aims

51. The Key Strategic Aims necessary to maximise the potential of the people of urban Gloucestershire by developing skills and talent that ensure profitable employment in the 21st Century and enable them to take advantage of and contribute to the experience of living in the County are to:

- **Increase the percentage of each year's cohort of young people achieving A*-C Grades in Maths and English.**
- **Continue reducing the number of 16-18 year olds who are NEET in urban Gloucestershire.**
- **increase the number of urban Gloucestershire based students that progress into higher education, reduce the leakage out of the County of talented young people and attract such individuals to the key sectors in the Gloucestershire economy."**
- **Develop a culture in employers that recognises the value of constantly improving the skills of the workforce.**
- **Use the knowledge skills and experience possessed by overseas migrants more effectively.**

CROSS CUTTING THEME 1:

Increase the Resilience of Urban Gloucestershire

52. Resilience, which embraces self-sufficiency, protection of the natural environment, the impact of climate change and energy, needs to be addressed at a countywide level. Only those issues that are particularly relevant to Urban Gloucestershire are therefore considered here. The challenge for urban Gloucestershire is to accommodate the growth in housing, population and jobs whilst reducing the individual ecological footprint by the use of technology. This may seem impossible but feeding the current world population using the yields of 1961 would require cultivation of 82% of the world's land surface; modern agriculture achieves it by cultivating only 38%.

53. The increases in output for a reduced input due to the Internet and broadband are not yet defined but are certain to be significant. However, more will need to be done to ensure that there is a significant increase in renewable energy per head and a reduction in waste. There will be economic benefit in doing this, as the cost of CO2 emissions is certain to increase for individuals and businesses. The challenge is made more difficult because:

- There is too little knowledge, at least in UK, on what are the most cost-effective technologies to use by business or individuals.

- There is likely to be a surge in new or improved environmental technology solutions for which unsubstantiated claims will be made.
- There is a clear opportunity to increase the number of competent installers of renewable energy systems.

54. Although these are major challenges urban Gloucestershire needs to recognise them as major economic opportunities and to turn parts of its manufacturing sector, with its innovative and technical heritage, to meeting a need that is global not just local. The creation of a new industrial site in urban Gloucestershire, run entirely by renewable energy and housing only businesses that are related directly to environmental technology, would be an initiative that would make a major economic impact.

55. The most distinctive ecosystem in Gloucestershire is water and the River Severn, which flows through a large part of urban Gloucestershire, is not only a significant English river but is prone to flooding, which, as was witnessed in July 2007 when combined with blocked land drains, does significant damage to businesses and homes and has a detrimental impact on urban Gloucestershire and the wider Severn Vale. The consequences were very nearly much worse and given the increased risk of further flooding urgent action is needed throughout urban Gloucestershire to limit the damage caused.

Key Strategic Aims

56. The key strategic Aims needed to increase the resilience of urban Gloucestershire, whilst accommodating over 30,000 new dwellings and the businesses to provide jobs for the additional population, should be to:

- **Build upon the existing provision to establish a source of accurate, unbiased information to organisations, businesses and individuals on the most appropriate and cost-effective renewable energy solutions.**
- **Provide information to organisations, businesses and individuals on disaster planning to enable them to mitigate damage both physical and economic.**
- **Support businesses wishing to develop in the environmental technology sector and a pro-active campaign to attract new business in the sector to establish them in urban Gloucestershire including the possible development of an environmental technology industrial site.**
- **Support all Local Development Frameworks to include strong policies on the use of renewable energy at every reasonable opportunity and on sustainable construction.**
- **Develop a long-term action plan to manage future flooding in a way that limits the damage to the economy.**

CROSS CUTTING THEME 2

Provide strong, collaborative and consistent leadership that embraces the whole of urban Gloucestershire and provides the long-term foresight needed.

57. The importance of strong leadership is made repeatedly in the report on 'The State of the English Cities'. The challenge of transcending administrative boundaries should not be underestimated, but the rewards of doing so can be great, especially if the aim of using the complementary strengths of each area to benefit the whole is achieved. However it is achieved it will mean existing local authority members agreeing to collaborate and deliver a single plan for the economic development of urban Gloucestershire and to some extent this is already being addressed through the Gloucestershire Joint Improvement Board.²²

As the State of the English Cities Report states:

"One message for English cities is that their counterparts in Europe are convinced that to be competitive in the global marketplace in future they have to organise and act at a wider metropolitan or sub regional level".

Furthermore if the benefits of a single urban strategy for Gloucestershire are to be delivered there has to be consistency; changes in the policies of Councils every four years could make progress at best uncertain and at worst, could stop it completely.

58. Initially Gloucestershire First can provide the leadership, through the creation of an Urban Economy Advisory Panel, with representation from all four districts, the private and voluntary sector and other relevant parties, such as the GHURC, to draw up and agree an Annual Delivery Plan for this Strategy and which each Council endorses. This Panel needs to be much more than a 'talking shop'; it must be recognised as a bold collaborative approach to grow, nurture and develop urban Gloucestershire in the public interest and act accordingly. In the longer term it may be necessary to create a Gloucestershire Urban Delivery Board accountable to Members.

59. A Gloucestershire First Urban Economy Advisory Panel will not be effective unless it is built on strong collaborative partnerships particularly between officers in the different administrations and with the private, particularly business leaders and voluntary sector to:

- Be accountable to Gloucestershire First on all matters pertaining to Urban Economic Strategy,
- Provide a single and effective point of contact on the urban economy with regional agencies, particularly SWRDA and GOSW.

²² The Gloucestershire Joint Improvement Board consists of the Chairmen and Chief Executives of the County Council and 6 District Councils and seeks new and innovative ways of delivering services and saving public money.

- Hold accountable the individual agencies responsible for delivering the Urban Economic Strategy,
- Develop an Annual Delivery Plan to deliver this Urban Economic Strategy for the Gloucestershire First Partnership to approve,
- Improve mechanisms and introduce common processes, where appropriate, across urban Gloucestershire.
- Oversee the delivery of the Annual Delivery Plan.
- Have the overall development of the economy of urban Gloucestershire as a first priority and adopt an innovative approach to achieving this particularly in conjunction with the Local Area Agreement (LAA).
- Capture good practice elsewhere.

Key Strategic Aims

60. The key strategic Aims needed to provide strong, collaborative and consistent leadership that embraces the whole of urban Gloucestershire should be to:

- **Establish within Gloucestershire First a properly resourced Gloucestershire Urban Economy Advisory Panel that has the confidence of Local Authority Members and effective partnership that embraces the public, private and voluntary sectors throughout urban Gloucestershire.**
- **Provide a single point of contact on economic matters for external agencies and businesses.**
- **Market and promote collectively the economic advantages of urban Gloucestershire nationally and internationally.**
- **Develop a single Annual Delivery Plan that is endorsed by local authorities and partners.**
- **Support the GHURC in its major regeneration programme.**

CROSS CUTTING THEME 3:

Install the connectivity that enables urban Gloucestershire to be a place where people and communities interact and connect whether locally, regionally or to the rest of the world.

61. Connectivity needs to be addressed at a countywide level. Only those issues that are particularly relevant to Urban Gloucestershire are therefore addressed here. The State of the English Cities Report states:

"Connectivity, both internal and external, is critically important for successful cities. This takes many forms including physical road, rail and air connections, electronic telecommunications, and possibly even more important, business networks".

62. There is a need to ensure ease of movement for businesses within and into urban Gloucestershire. Rail services and road connections to other conurbations, particularly London, must enable and not hinder economic growth and this is not the case at present as many business leaders have stated that the poor rail service to London is regularly quoted in Gloucestershire First Investor Support Programme reports as a disincentive to locating in urban Gloucestershire. Concurrently there is a need to ensure rail, road and local public transport are improved to cater for the projected growth in urban Gloucestershire. The poor rail service to London has already been discussed in paragraph 65. The proposal to build a 'parkway station' at Elmbridge is seen as part of the solution but it would offer much wider benefits by improving access to urban Gloucestershire, particularly to Gloucester and Cheltenham centres through a high quality bus service from a large park and ride site, thereby reducing congestion and cutting carbon emissions.
63. The County Council, who has the responsibility for strategic transport planning and provision, has prepared a Local Transport Plan (LTP) for the period 2006-2011. The aim of the Council's bus strategy is to provide a good quality and viable alternative to the car. The strategy promotes 10 minute "turn up and go" services in the urban centres of Gloucester and Cheltenham and complimentary, half-hourly minimum services to the other main areas of Stroud and Tewkesbury. In 2001 23.2% of the households in Cheltenham and 24.2% of the households in Gloucester had no car and, although there has since been a rise in car ownership, future Government policies to reduce global warming will inevitably increase the pressure to use public transport as much as possible. There has been some recent evidence²³ that bus services do not deliver workers to industrial or business sites, although the extent of this is not yet known and it is not clear whether this is, in part, due to a reluctance to walk to and from a bus stop²⁴.
64. Inevitably many people will continue to travel to and within urban Gloucestershire by car. The increase in Park and Ride sites, which is part of the Local Transport Plan, should enable more people to use them. There are other opportunities that might become feasible such as making more use of the railway system to provide local links through the development of 'halts'.
65. Global business networks will help Urban Gloucestershire businesses compete. The University of Gloucestershire attracts a number of overseas students. Most UK HE establishments do the same, the challenge is to maintain contact and develop ways in

²³ Gloucestershire First Investor Support Programme on the Finance & Business Support Sector – April 2006

²⁴ The standard measure of accessibility is whether a household lives within a 13-minute walk of a bus stop with an hourly or more frequent service.

which Gloucestershire businesses can make use of these contacts. Consideration could be given to making some of these students Gloucestershire Ambassadors every year.

66. Planning is another aspect of connectivity. The current administrative boundaries mean it is difficult to co-ordinate planning, particularly when combined with allocations of new housing numbers and the need to deal with a serious shortage of land earmarked for workspace development, particularly manufacturing, in some parts of urban Gloucestershire. There is a risk, particularly where developers have options, that they try to use land for house building and not for workspace, although if the guidance in the RSS on the need for 'mixed use development' is followed this should not happen.
67. It is essential that urban Gloucestershire recognises the need to develop a coherent allocation of land to both housing and workspace, regardless of administrative boundaries but bearing in mind access issues, if this urban economic strategy is to achieve its aim. This needs to recognise that: housing cannot be placed too close to anything other than light industrial sites otherwise there will be constraints on the use of the site which will hinder inward investment; innovative approaches to development that deliver more sustainable patterns of development are needed; employment, schools & other facilities should be accessible to the community by foot, bicycle or public transport; the growth in one person households may be as great as 50% in some parts of urban Gloucestershire by 2026²⁵; and there is likely to be a growth of 11,000 (31%) by 2026 of those aged over 65.

Key Strategic Aims

68. The key strategic Aims needed to achieve the connectivity that is critically important to the economy of urban Gloucestershire should be:
- **Evidence and achieve high quality inter regional transport links with urban Gloucestershire especially to London and the South East.**
 - **Achieve local transport infrastructure and services that are appropriate to the needs of a developing urban Gloucestershire, including improvements to public transport.**
 - **Support the recruitment by the University of Gloucestershire and Gloucestershire College to attract overseas students and establish appropriate long-term business networks with them.**
 - **Develop a coherent plan across Urban Gloucestershire that meets the needs for housing, workspace and infrastructure and is recognised as fitting with the RSS and allowing access to the Regional Infrastructure Fund.**
 - **Improve Broadband connectivity in urban Gloucestershire.**

²⁵ The Urban Economy of Gloucestershire August 2006 (GLMIU) Table 2.9 predicts that one person households in Cheltenham will increase from 17,150 in 2001 to 21,850 by 2026 and in Gloucester from 13,450 to 20,400.

CROSS CUTTING THEME 4:

Provide a quality of life in urban Gloucestershire that attracts and retains a highly skilled and entrepreneurial workforce.

69. As the population of the United Kingdom becomes more and more mobile the idea that people will live all their lives in the same area is less and less the reality. The most mobile are likely to be those seeking higher qualifications and career advancement after leaving school and who have 'gone away' to university and even had jobs overseas. They choose where they want to live and that choice will be influenced by a number of factors that can be grouped collectively under the heading of 'quality of life'. Quality of life is one of the key drivers, along with sustainability of the Government's Sustainable Communities programme. Urban Gloucestershire needs to offer a better quality of life than other urban or rural environments if it is to attract the brightest and most innovative people who are vital to creating and maintaining a prosperous urban economy in which everyone can benefit. The factors that make up quality of life are listed below in alphabetical order because the weighting an individual will give to each will vary according to their circumstances:

- A 'green' environment that includes a lack of congestion, good public space and a built environment that is uplifting.
- Access to excellent schools, colleges and universities.
- Access to good health care and public services.
- Easy to use and to travel in - lack of congestion.
- Good access to the rest of the UK and overseas.
- Good leisure and cultural facilities, sports, restaurants, theatres, concerts, museums, etc.
- Good quality new housing in well planned and attractive communities.
- Quality of shopping facilities.
- Safe, with low levels of crime.

70. Whilst urban Gloucestershire already offers a better quality of life than many urban communities in England it does not have this reputation. This suggests better marketing would be beneficial.

71. Urban Gloucestershire does not have a strong reputation as a 'green' environment and it must do if it is to attract young people and deliver a high quality of life. Such measures as: waste recycling, preferably into energy; street cleanliness; lack of congestion; good parks and open spaces and the preservation and enhancement of established and historic townscape; lower than average noise pollution; low air pollution; low light pollution, although this would need to be balanced by the need for a safe environment; and good availability of biofuels should all be kept under regular review.

72. Urban Gloucestershire already has a significant number of excellent schools in both the private and the public sector and these already attract families to jobs in the County. There is a need to build on this strength and provide good progression routes from education into jobs.
73. Universities and colleges provide a focus for clusters of creative and innovative businesses and attract innovative individuals. Urban Gloucestershire has a university, which is still establishing a reputation and as yet only attracts a limited amount of publicly funded research. Both Gloucestershire and Stroud Colleges have recently made substantial improvement to their facilities, which will make them among the best-equipped colleges in the country.
74. Urban Gloucestershire contains two major NHS hospitals and a number of private hospitals but these need to develop a reputation as being among the best in the Country.
75. People's fear of crime is generally unrealistically high. An urban environment that is perceived widely as being safe will immediately attract new residents.
76. Implementation of the new housing required under the Regional Spatial Strategy provides the opportunity to create new developments that are exemplary, not simply in terms of sustainability and energy efficiency, but by creating attractive, cohesive communities co-located with employment opportunities, services and with good connectivity. This will be achieved by agreeing a master plan and design criteria and demanding that developers meet these.
77. A good quality of life should not be confined to parts of society but should embrace everyone and there are, as has already been discussed, some very disadvantaged people in urban Gloucestershire, not only confined to the SOAs suffering the greatest deprivation. In addition to the above every effort needs to be made to regenerate the most disadvantaged areas of urban Gloucestershire:
- Public sector homes need to be brought up to and maintained to at least the 'Decent Homes Standard'²⁶ laid down by the Government, and for which they have provided funding.
 - The facilities, staff and results in the schools should match at least the average standard in the County.
 - Effective, accessible medical care and dentistry needs to be available through the NHS.
 - Good, affordable public transport access to jobs and skills training should be provided in these areas, where the need for public transport is likely to be greatest.
 - Local access to local training and advice/information

²⁶ 'The Decent Homes Standard' was introduced by the Government to improve public housing throughout the UK. There has been Government funding available to do this.

Key Strategic Aims

78. The Key Strategic Aims needed to provide a quality of life in urban Gloucestershire that attracts and retains a highly skilled entrepreneurial workforce are to:

- **Promote the quality of life in urban Gloucestershire.**
- **Develop a reputation that urban Gloucestershire is a 'green' environment and maintain it.**
- **Retain and develop excellent schools in urban Gloucestershire and improve the progression routes from education into jobs.**
- **Continue to grow the reputation locally and nationally of the University of Gloucestershire and Gloucestershire and Stroud Colleges.**
- **Develop and maintain leisure and cultural facilities that attract residents to urban Gloucestershire.**
- **Support, through LDFs, the provision of new housing developments to exemplary standards to achieve high quality living environments and genuinely sustainable communities.**
- **Regenerate the most disadvantaged areas of urban Gloucestershire.**
- **Develop a highly competitive retail/shopping experience that has wide appeal.**

CROSS CUTTING THEME 5:

Make Urban Gloucestershire distinctive in action, appearance and reputation.

79. Urban Gloucestershire needs to be distinctive to the first time visitor; similarly, it needs to stand out across the world to bring benefit to the economy. The challenge is how does the visitor, whether real or virtual, immediately recognise urban Gloucestershire for what it is; its commitment to the environment; its innovative capacity; its partnership between city, towns and rural; its connectivity; its conviviality; its children friendly nature; as a great place to live and work. One never gets a second chance to make a first impression. Whilst distinctiveness needs to be addressed at a countywide level there are important aspects that are particularly relevant to Urban Gloucestershire. Distinctiveness is about reputation not branding and everyone and everything has a part to play in making urban Gloucestershire 'stand out from the crowd'.

80. To the visitor the main entry points to urban Gloucestershire, principally from the M5, need to be welcoming, memorable and of high quality so that expectations are raised that these qualities will be reflected throughout the visit. The current entry points are poor and in many cases are depressing. Once within urban Gloucestershire the quality of the built environment needs to be exceptional – at present there is not enough that is consistently excellent in many cases.

81. Businesses thinking of locating to Gloucestershire need to discover an exceptional level of service from first enquiry, to excellent sites and premises with the opportunity to exploit success, an appropriately trained workforce, with a good work ethic, to continuing support. Promising a lot and not delivering damages a places reputation significantly but this can and has happened when there is a lack of 'joined up thinking'.

82. Urban Gloucestershire already has a worldwide reputation in some areas such as Gloucester Cathedral, the Cheltenham Festivals, etc but there is a need to exploit the exceptional quality of the historic resources of urban Gloucestershire and its cultural and heritage assets. More can be done and new opportunities identified and delivered.

Key Strategic Aims

83. The Key Strategic Aims needed to make Urban Gloucestershire distinctive in action, appearance and reputation are to:

- **Improve the appearance of the entry points so that they are welcoming, memorable and of high quality.**
- **Make the quality of the built environment exceptional.**
- **Exploit the quality of the historic resources and cultural and heritage assets.**

CONCLUSIONS

84. The geography of urban Gloucestershire, its location nationally, the proximity of the diverse urban centres to one another and its position on the edge of the Cotswolds represents huge economic potential. The greatest challenges are to provide the consistent and decisive leadership that will deliver this potential and to increase the social cohesion so that the maximum number possible contribute to and benefit from the economy, a characteristic that is generally rare in large urban conurbations.

THE PROVISIONAL GLOUCESTERSHIRE URBAN ECONOMIC STRATEGY 2007-2015

APPENDICES

Annex A to the Gloucestershire Provisional Urban Economic Strategy

Worst Performing Super Output Areas (SOAs) in Urban Gloucestershire

Measure	Urban SOAs in the worst 10% nationally	Urban SOAs in the worst 10% in Gloucestershire (Note 1)
Index of Multiple Deprivation	Kingsholm & Wooton 3, Matson & Robinswood 1, Podsmead 1, Westgate 1, Westgate 3, St Paul's 2 (Total 6)	Barnwood 4, Barnwood 5, Barton & Tredworth 1. Barton & Tredworth 2, Barton & Tredworth 3, Barton & Tredworth 4, Barton & Tredworth 5, Barton & Tredworth 6, Matson & Robinswood 2, Matson & Robinswood 4, Matson & Robinswood 5, Matson & Robinswood 6, Moreland 3, Moreland 4, Moreland 7, Hesters Way 1, Hesters Way 2, Hesters Way 3, Oakley 1, Oakley 2, Oakley 3, Springbank 2, St Mark's 1, St Paul's 2, St Peter's 3, Swindon Village 2, Tewkesbury Priors Park 3 (Total 33)
Income	Matson & Robinswood 1, Matson & Robinswood 5, Moreland 4, Podsmead 1, Westgate 1, Westgate 3, Hester's Way 3, Oakley 3, Springbank 2, St Paul's 2 (Total 10)	Barnwood 4, Barnwood 5, Barton & Tredworth 1, Barton & Tredworth 2, Barton & Tredworth 3, Barton & Tredworth 4, Barton & Tredworth 5, Barton & Tredworth 6, Kingsholm & Wotton 3, Matson & Robinswood 2, Matson & Robinswood 4, Matson & Robinswood 5, Matson & Robinswood 6, Moreland 3, Moreland 7, Tuffley 4, Hesters Way 1, Hesters Way 2, Oakley 2, Oakley 2, St Mark's 1, St Peter's 3, Swindon Village 2, Dursley 4, Brockworth 4, Churchdown St John's 1, Tewkesbury Priors Park 3. (Total 37)
Employment	Kingsholm & Wooton 3, Matson & Robinswood 1, Moreland 7, Podsmead 1, Westgate1, Westgate 3 (Total 6)	Barnwood 4, Barnwood 5, Barton & Tredworth 1, Barton & Tredworth 2, Barton & Tredworth 3, Barton & Tredworth 4, Barton & Tredworth 5, Barton & Tredworth 6, Matson & Robinswood 4, Matson & Robinswood 5, Matson & Robinswood 6, Moreland 3, Moreland 4, Tuffley 4, Hesters Way 1, Hesters Way 2, Oakley 3, Springbank 2, St Mark's 1, St Paul's 2, St Peter's 3, Swindon Village 2, Brockworth 4, Tewkesbury Priors Park 3. (Total 30)
Health & Disability	Kingsholm & Wooton 3, Podsmead 1, Westgate 1, Westgate 3 (Total 4)	Barnwood 4, Barnwood 5, Barton & Tredworth 1, Barton & Tredworth 2, Barton & Tredworth 3, Barton & Tredworth 4, Barton & Tredworth 5, Barton & Tredworth 6, Kingsholm & Wotton 4, Matson & Robinswood 1, Matson & Robinswood 4, Matson & Robinswood 5, Matson & Robinswood 6, Moreland 3, Moreland 4, Moreland 7, Tuffley 4, Hesters Way 1, Hesters Way 2, Hesters Way 3, Oakley 1, Oakley 2, Oakley 3, Springbank 2, St Mark's 1, St Paul's 2, St Paul's 3, St Paul's 4, St Peter's 3, (Total 29)

Education, Skills & Training	Barnwood 5, Matson & Robinswood 1, Matson & Robinswood 4, Matson & Robinswood 5, Podsmead 1, Tuffley 4, Hester's Way 2, Hesters Way 3, Oakley 3, Springbank 2, St Paul's 2 (Total 11)	Barnwood 3, Barnwood 4, Barton & Tredworth 3, Grange 3, Kingsholm & Wotton 3, Matson & Robinswood 6, Moreland 3, Moreland 4, Moreland 6, Hesters Way 1, Oakley 1, Oakley 2, Springbank 1, St Mark's 1, St Peter's 3, Swindon Village 2, Cainscross 4, Cam West 3, Stonehouse 4, Brockworth 4, Tewkesbury Priors Park 2 (Total 32)
Crime & Disorder	Barton & Tredworth 2, Kingsholm & Wooton 3, Moreland 7, Westgate 1, Westgate 3, All Saint's 3, Pitville 3, Pitville 4, Springbank 2, St Paul's 3, St Paul's 4 (Total 11)	Barnwood 3, Barnwood 5, Barton & Tredworth 1, Barton & Tredworth 5, Longlevens 2, Matson & Robinswood 2, Matson & Robinswood 4, Matson & Robinswood 5, Matson & Robinswood 7, Moreland 1, Moreland 3, Quedgeley, Fieldcourt 1, Westgate 2, College 2, Hesters Way 1, Hesters Way 2, Lansdown 4, Pitville 1, Springbank 1, St Paul's 1, St Paul's 2, St Peter's 1, St Peter's 4, Stroud Central, Tewkesbury Town with Mitton (Total 37)
Living Environment	Barton & Tredworth 4, Barton & Tredworth 5, Barton & Tredworth 6, Matson & Robinswood 1, Moreland 1, Hester's Way 1, Lansdown 3, St Paul's 3 (Total 8)	Barnwood 5, Barton & Tredworth 1, Barton & Tredworth 2, Barton & Tredworth 3, Barton & Tredworth 7, Kingsholm & Wotton 2, Kingsholm & Wotton 3, Moreland 3, Moreland 4, Moreland 5, Moreland 6, Moreland 7, Westgate 1, Westgate 3, All Saints 3, College 4, Hesters Way 2, Lansdown 4, Oakley 1, Pitville 3, Pitville 4, St Mark's 1, St Paul's 1, St Paul's 4, St Peter's 2, St Peter's 4, Swindon Village 2, Tewkesbury Priors Park 3, Tewkesbury Town with Mitton 1 (Total 37)
Income Deprivation Affecting Children	Moreland 4, Podsmead 1, Hester's Way 3, Oakley 3, Springbank 2, St Paul's 2 (Total 6)	Barnwood 3, Barnwood 4, Barnwood 5, Barton & Tredworth 1, Barton & Tredworth 2, Barton & Tredworth 3, Barton & Tredworth 4, Barton & Tredworth 5, Kingsholm & Wotton 3, Matson & Robinswood 1, Matson & Robinswood 4, Matson & Robinswood 5, Matson & Robinswood 6, Moreland 3, Moreland 7, Tuffley 4, Westgate 1, Westgate 3, Hesters Way 1, Hesters Way 2, Oakley 1, Oakley 2, St Mark's 1, St Peter's 3, Swindon Village 2, Brockworth 4, Churchdown St John's 1, Tewkesbury Priors Park 2, Tewkesbury Priors Park 3 (Total 35)
Income Deprivation Affecting Older People	Barton & Tredworth 4, Kingsholm & Wotton 3, Matson & Robinswood 5, Moreland 7, Westgate 1, Springbank 2, St Paul's 2 (Total 7)	Barnwood 5, Barton & Tredworth 1, Barton & Tredworth 2, Barton & Tredworth 3, Barton & Tredworth 5, Kingsholm & Wotton 4, Matson & Robinswood 1, Matson & Robinswood 6, Moreland 3, Moreland 4, Moreland 6, Podsmead 1, Tuffley 4, Westgate 3, Hesters Way 3, Lansdown 4, Oakley 1, Oakley 2, Oakley 3, Pitville 4, St Paul's 3, Swindon Village 2, Tewkesbury Prior's Park 3 (Total 30)

Note 1. Those in the bottom 10% nationally are not listed again under the county bottom 10% but are included in the totals.

Annex B to the Gloucestershire Provisional Urban Economic Strategy

GLOSSARY

BL – Business Link
BME – Black and Minority Ethnic
C of C – Chamber of Commerce & Industry
COVE – Centre of Vocational Excellence
DCLG – Department of Communities and Local Government
DMO – Destination Management Organisation
FE – Further Education
FSB – Federation of Small Businesses
GDP – Gross Domestic Product
GHURC – Gloucester Heritage Urban Regeneration Company
GOSW – Government Office for the South West
GVA – Gross Value Added
HE – Higher Education
ID2004 – Indices of Deprivation 2004
LAA – Local Area Agreement
LAs – Local Authorities
LDFs – Local Development Frameworks
LEFM – Local Economic Forecasting Model
LSC – Learning & Skills Council
LSP – Local Strategic Partnership
LTP – Local Transport Plan
NEET – Not in Employment, Education or Training
RES – Regional Economic Strategy 2007-2015
RSS – Regional Spatial Strategy
SCCTs – Strategically Significant Cities and Towns
SOAs- Super Output Areas
SWRDA – South West Regional Development Agency
VCS – Voluntary & Community Sector