

## Going to work

How councils are joining up services to increase employment and skills

July 2008

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# Executive summary

## Local authority cross-departmental working to address worklessness

- The research explored cross-departmental working between London borough regeneration teams, and other services such as health, housing and children's services, to boost skills and employment in their local area.

- Eleven boroughs were interviewed as part of this research. All boroughs delivered or commissioned employment projects in their locality. Working cross-departmentally gives boroughs the opportunity to provide joined up, end-to-end

employment provision for residents experiencing multiple barriers to work.

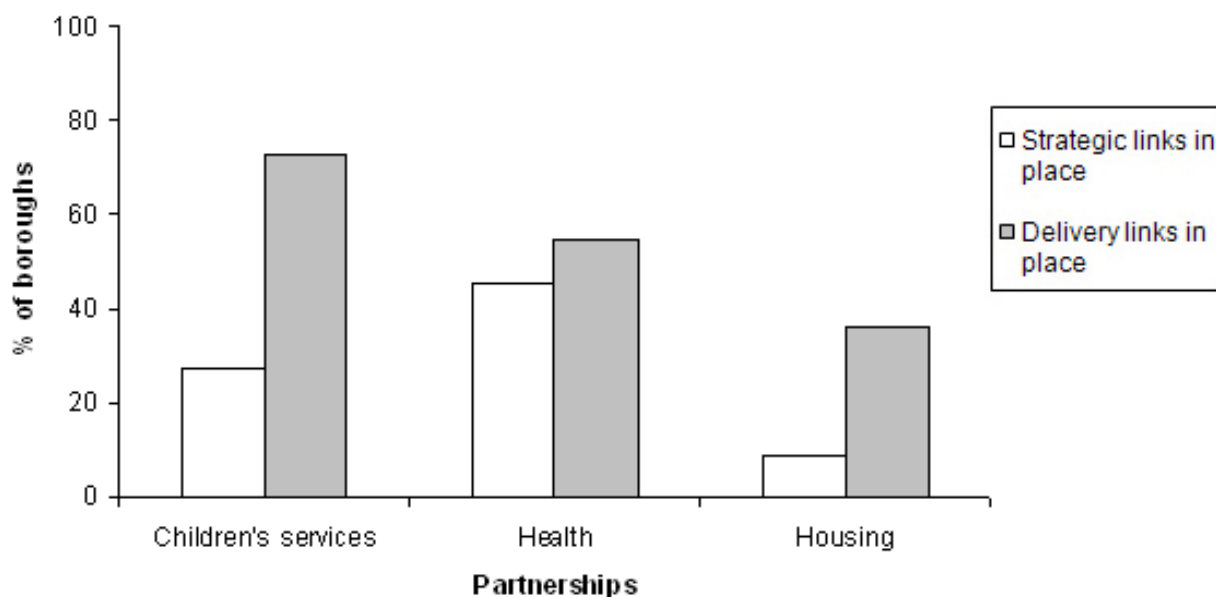
- These types of projects support hard-to-reach groups who often fall between the gaps in mainstream services. They also help the Government to achieve a more sustainable increase in the employment rate.

- However, results have shown that the extent of cross-departmental working in London is limited, both at a strategic<sup>1</sup> and delivery<sup>2</sup> level. The highest number of and strongest links exist between regeneration teams and children's services, followed by health, then housing. Across all services, strategic links do not have to be in place for cross-departmental delivery to be

happening, but it does help.

- Cross-departmental working was usually through frontline staff co-locating to a different service to either give advice or get referrals. Staff from borough employment projects used children's centres, GP surgeries, local job shops, colleges, health centres and social housing provider offices to gain referrals. Some healthcare providers were working cross-departmentally by delivering elements of employment projects such as cognitive behavioural therapy.

Summary of cross-departmental working



## Key recommendations

### *More effective strategic partnerships*

- **Buy-in from local authority chief executives, directors and senior members is needed in order to improve partnership-working between borough departments to reduce worklessness more effectively.**

- **Where cross-departmental employment services are not being delivered, representatives from borough housing divisions, children's services and Primary Care Trusts (PCTs) or mental health service should sit on Local Strategic Partnership (LSP) employment and skills sub-groups.** While this research shows that strategic links are not necessary to achieve practical cross-departmental delivery, where strategic links were in place services were more likely to be working together effectively.

- **Boroughs should establish senior-level dialogue with external agencies, such as PCTs and Registered Social Landlords (RSLs), in order to explore the possibilities and logistics of referring between agencies.** London Councils should establish links with the National Housing Federation to start exploring potential links between RSLs and local authorities around employment.

- **Boroughs should consider appointing 'co-ordinators' to help to overcome some of the barriers to partnership-working between local agencies.** In some boroughs, for instance, co-ordinators are facilitating strategic links between regeneration and healthcare services.

### *Frontline staff*

- **As a starting point, borough regeneration teams or borough employment projects must ensure that literature about local employment and skills services is available to workless people, for example, at GP surgeries, inside tenancy packs of new residents and at children's centres and school receptions.**

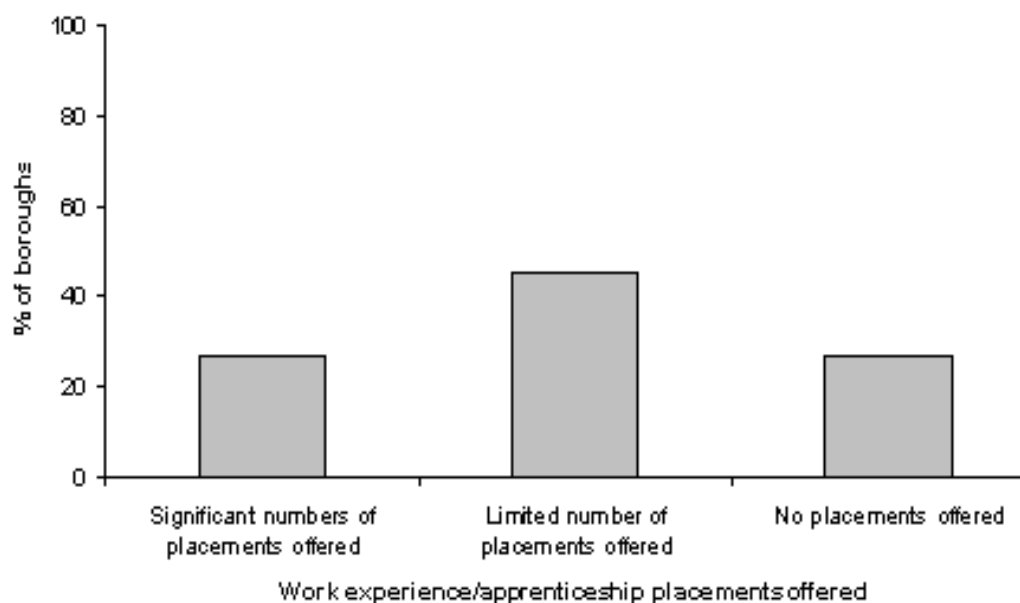
- **Frontline borough staff who come into contact with workless people – such as housing benefits officers, housing officers, housing advice staff and staff involved in housing repairs – should all be trained to refer clients onto local employment support services.** The same should apply to all borough staff in customer-facing positions, such as staff in health and social care (e.g. drug and alcohol units and GP surgeries) and children's services (children and adolescent mental health services).

- **To facilitate this, borough regeneration teams need to design a comprehensive training package to enable frontline staff to refer clients successfully.** This should include producing employment project directories, funding Information, Advice and Guidance (IAG) qualifications, running workshops on the benefits of cross-referrals and identifying the most appropriate referral stage for clients. London Councils is well-placed to support boroughs in this process.

### *The data issue*

- **Local authorities should ask beneficiaries of borough services to sign voluntary protocols that allow their data to be shared among a range of local providers – in fields such as employment, health and housing.** Alternatively, boroughs should promote data-sharing by contracting with agencies through umbrella organisations (such as Southwark Works), which can make information sharing obligatory.

## Boroughs as employers



### Boroughs and employers

- The research also considered the extent to which boroughs are working in partnership with local employers to get local residents into work. A majority of the boroughs surveyed run job brokerages that provided local employers with a recruitment service.
- Employer engagement is sometimes hindered by public and third sector bodies over-approaching businesses. This has led to both a duplication of services and to employers becoming disenfranchised by multiple requests.
- As large employers themselves, nine of the 11 boroughs interviewed offer work experience or apprenticeships for disadvantaged local residents. However, most schemes were for limited numbers. Three out of 11 boroughs ran tailored training courses to help local residents apply for public sector jobs.
- Several barriers were seen to be preventing the development of work placement and apprenticeship schemes, such as joint working with human resources departments. Most boroughs interviewed, however, had ambitious new targets for encouraging more local workless people into their workforce.

## Key recommendations

### *Working with employers*

- **To ensure that employer engagement activities in London are well co-ordinated, there should be London Councils and local authority input into the London Skills and Employment Board's proposals for an integrated job brokerage service for London and the new account management service.**<sup>3</sup>

- **Boroughs should ensure that their employer engagement networks are integrated with Local Employment Partnerships.** Jobcentre Plus staff represented on LSP employment and skills sub-groups should facilitate this process.

- **Borough regeneration teams should work more closely with town centre managers in order to build links with smaller local businesses.** For instance, town centre managers could sit on brokerage networks or attend meetings around employer engagement.

### *Boroughs as employers*

- **Boroughs should set work experience and apprenticeship targets at the top level (e.g. by the borough chief executive), to ensure the co-operation of all borough departments.** London Councils could play a role in promoting knowledge-sharing between boroughs.

- **Borough regeneration teams should engage their HR departments in the employment and skills agenda.**

There needs to be joint commitments to the Jobs and Skills Pledge and Local Employment Partnerships where appropriate. London Councils could facilitate this in the first instance by bringing senior representatives from HR and Regeneration departments together for a joint meeting.

- **Boroughs should encourage other public sector agencies – for example, Primary Care Trusts and Registered Social Landlords – to provide work experience and apprenticeships for local people.**

- **Local authority staff responsible for procurement should review supply chains to see how they can encourage their suppliers to recruit local, workless people.** While local authorities cannot specify that suppliers do this, they can add it as a preference when looking at new contracts. London Councils should explore developing a template for this.

# Chapter one

## Tackling worklessness in London: The role of local authorities

### Introduction

This chapter looks at the work boroughs are doing to tackle worklessness at a local level. It surveys all borough-led employment and skills programmes<sup>4</sup> as well as examining worklessness targets, strategies, delivery structures and funding allocations. It also explores recent worklessness-related policy developments at national and regional level.

The rate of worklessness in London is 30.3 percent which is nearly five percentage points higher than the national average.<sup>5</sup> Within this, London's unemployment rate is 7.3 per cent compared to a national average of 5.2 per cent – which is higher than that of any other region.<sup>6</sup> That the majority of workless people in London are economically inactive, rather than unemployed, suggests there are a higher proportion of people further from the labour market, who therefore need more support to achieve sustainable employment.<sup>7</sup> Moreover, differences in rates of unemployment within London are more extreme than in any other UK region, with over 10 percentage points between the local authority areas with the highest and lowest unemployment rates.<sup>8</sup> Such

vast differences in employment rates within one region suggest that locally-focused solutions to worklessness are going to be most effective in tackling such disparities.

Worklessness has different characteristics in London compared to the rest of the UK. Evidence shows that certain groups of people face more barriers to employment in London than in other UK regions. For example, lone parents, disabled people, certain ethnic minority groups and low skilled individuals are more likely to be out of work in London than in other parts of the country.<sup>9</sup> These groups face more acute labour market disadvantage in London than they would do in other UK regions; for example, childcare and housing costs are higher in London and there is a smaller proportion of part-time work – meaning that people can struggle to come off benefits and enter the labour market.<sup>10</sup>

Individuals furthest from the labour market require intensive, individualised and holistic support to help them into employment. Jobcentre Plus (JCP) and Department of Work and Pensions (DWP) policy is now changing in recognition of this – and it's previously "simplistic, work first approach"<sup>11</sup> is being reformed into the Flexible New Deal to target the hardcore jobless. The new Pathways to Work programme will be rolled out to new and existing IB (Incapacity Benefit) and ESA (Employment and Support

Allowance) claimants by 2010. In order to make mainstream employment services more individually tailored and less fragmentary, Jobcentre Plus are implementing new longer and larger contracts that will rely more heavily on private, public and voluntary contractors. Where London boroughs have targets around worklessness in their locality they run or commission programmes which seek to put local residents in touch with local employment services. In this way, many local authorities are acting as brokers or outreach agents to access harder to reach clients. Many local authorities operate their own multi-agency labour initiatives which work together with housing, benefits and children's services in order to reach clients and overcome barriers to work in a joined up way. Boroughs, therefore, continue to fill in the gaps in mainstream services and help the Government reach the 30 per cent of workless people in London.

However, to reach the Government's aspiration of 80 per cent employment, London as a region will have to get an estimated 800,000 people into work. Aforementioned new initiatives such as Pathways to work and Flexible New Deal will hopefully play a part in achieving this target.

London boroughs also have a key role to play through the horizontal joining up of services, such as health, housing and employment services, at a local

level.

Boroughs can also capitalise on their Local Area Agreements (LAAs), which integrate Jobcentre Plus, the Learning and Skills Council (LSC) and other private and voluntary sector providers.

The co-ordination of employment and skills services in London is a key policy issue. Provision in the capital is funded by many different agencies. Previously, this has led to a lack of co-ordination and the emergence of gaps and duplication of employment support services.<sup>12</sup> London's Skills and Employment Board has proposed important remedies in these areas including a joint investment appraisal system and proposals around a 'single purse' for employment and skills services. The local knowledge and expertise of boroughs needs to be employed in the development of these proposals and their eventual implementation and delivery.

### **Employment and skills: central to borough targets and strategies**

#### *Targets*

Raising local skills and employment rates was a core policy objective of all 11 boroughs interviewed as part of this study. All boroughs had specific targets around reducing worklessness among disadvantaged groups such as those in receipt of benefits like Income Support, Incapacity

Benefit and Job Seekers Allowance and had set stretch targets in this area. Seven boroughs specified stretch targets around supporting adults in receipt of benefits into 'sustained employment'.<sup>13</sup>

Targets around raising skills levels are also common, and three boroughs had stretch targets in this area. Some boroughs focused on increasing the proportion of adults who are qualified to certain levels, most frequently NVQ levels 2, 3 and 4 or their equivalents. Raising basic skills was a key priority in several boroughs where targets were set around increasing Skills for Life qualifications, literacy (including ESOL), numeracy and ICT.

Several borough employment and skills targets have a sector focus. There was recognition that – although raising skills levels is an important objective per se – these skills must be relevant to the needs of local employers. Because of the local level that boroughs work at, many are able to strengthen links with local employers in order to match their requirements with the employment needs of local residents.

Local authority targets and strategies were often focused on particular target groups, which varied according to the circumstances of the local area. For example, while some boroughs have a strategic focus on particular demographic groups, such as IB claimants, lone parents, ethnic minority

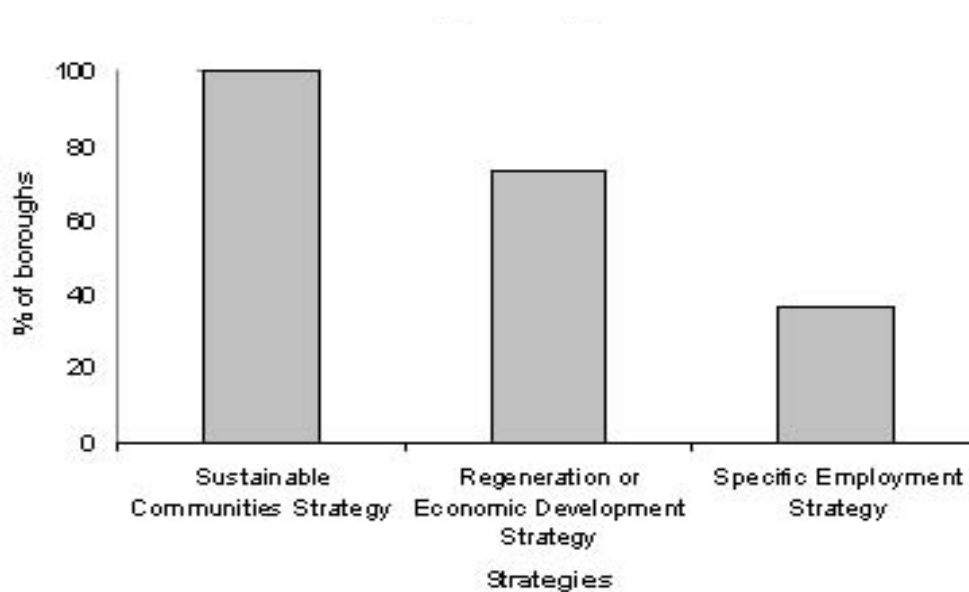
groups or ex-offenders, others took a spatial approach, focusing on specific Super Output Areas or housing estates.

Given the range of targets, strategies and partnerships around raising local skills and employment rates, these issues were clearly a key current policy objective of many local authorities. The importance of the skills and worklessness agenda at local level is set to increase through the new round of LAAs, implementing from Summer 2008. Under the new LAAs, and their accompanying Comprehensive Area Assessments (CAAs), funding will no longer be tied to four thematic areas, and there will be fewer targets than before, with each local authority required to come up with 35 designated targets from a set of 198 national indicators set by central government. Out of these, three new targets relate to employment, five to skills and one to child poverty.<sup>14</sup>

Current negotiations with Government Office for London show that one borough will take all three employment indicators, a further 11 will take two thirds, 15 will take one and the remainder are likely to take none of the three indicators.<sup>15</sup>

All the local authorities involved in this research had regeneration, economic development or employment strategies which sat under the main Sustainable Communities Strategies.

Chart 1 : Borough Strategies



These strategies, which knitted together key targets and priorities outlined in Local Area Agreements, commonly placed emphasis on the need to improve the local skills base, and to increase employment opportunities for local people.

Four boroughs had developed strategies dedicated solely to increasing the local employment rate. The following case study explores Southwark's employment strategy.

## Case study : Southwark's Employment Strategy

The London Borough of Southwark's employment strategy was more detailed than that of any of the other boroughs included in the research. The strategy, designed by the LSP Southwark Alliance, sets out short, medium and long term targets for tackling 13 barriers to employment:

- limited access to and awareness of services and information;
- limited access to English for Speakers of Other Languages (ESOL) courses;
- limited basic skills;
- limited access to affordable and flexible childcare;
- limited vocational and soft skills;
- limited employer participation;
- limited confidence and motivation;
- poor health;
- caring responsibilities;
- complex personal issues;
- unsustainable incomes;
- limited transport access to work; and
- building capacity to deliver sustainability.

Targets are structured according to key objectives, such as 'increasing the levels of partnership-working between agencies', which are relevant to tackling these barriers.

### *Structure of provision*

As demonstrated in Appendix 2, boroughs structure and deliver their employment and skills services in a range of different ways. Some have established multi-agency labour initiatives<sup>16</sup> which bring together partners from the private, public and third sectors, all of whom play important roles in the delivery of employment and skills services. These initiatives are given strategic direction by taskforces or boards, which ensure that provision meets the aims of the LSPs and LAAs. Other boroughs did not have such advanced or well-established initiatives in place, although all boroughs in this study were developing mechanisms to facilitate better integration of services in the future.

Each of the 11 boroughs covered in this study had set up a strategy group or partnership to deliver the aforementioned strategies. These strategy groups, which tended to be sub-groups of LSPs, varied considerably in structure. In the London Borough of Islington, for example, the Business Jobs and Training Partnership is responsible for both the development of the employment and skills strategy and its implementation. Correspondingly, representatives from both the strategic side (such as the London Development Agency and the Learning and Skills Council) and the delivery side (such as voluntary sector providers) sit on the partnership.

Lambeth's Employment and Skills Board has more a strategic focus, involving representatives from Jobcentre Plus, the London Development Agency (LDA), LSC, the local New Deal for Communities, the PCT, the colleges and university, the South Bank Employers Group and the Executive Member for Regeneration and Enterprise. The partnership defines the priorities for the borough's Employment and Skills plan and is aligned to the borough's Employment Training Providers Forum, which brings together local delivery partners and meets on a quarterly basis.

Despite variations in structure, all borough strategy groups and partnerships – in the field of economic development – had successfully engaged a wide range of local partners. All boroughs were working actively with JCP, the LSC and the LDA, through their LSP employment and skills sub-groups.

Many were also working with a range of voluntary sector organisations, employment and training providers and, in some cases, employers. For example, voluntary sector delivery agencies were engaged in a range of forums, including Islington's Business Jobs and Training Partnership, the Southwark Alliance Employment and Skills Partnership and Brent in2 Work's Employment and Training Forum. Appendix 2 provides further details of the partners sitting on the boroughs' employment and

skills sub-groups. Boroughs' relations with employers will be explored in chapter three.

### *Key points:*

- All boroughs interviewed as part of the research had specific targets around reducing worklessness among disadvantaged groups and – demonstrating the importance placed on this objective – they had all set stretch targets in this area.
- 27 per cent of boroughs had stretch targets around raising skills levels, often with a focus on basic skills, such as literacy and numeracy.
- Borough's employment and skills targets focused on local circumstances such as specific disadvantaged groups, spatial areas of high worklessness, and / or a sector focus reflecting the needs of local employers.
- All boroughs included in the research have a Sustainable Communities Strategy which prioritises worklessness and skills; over 70 per cent of boroughs have developed medium to long-term economic development or regeneration strategies which emphasise employment and skills issues; and 36 per cent had strategies dedicated solely to increasing the local employment rate.

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- Boroughs structure and deliver their employment and skills services in a range of different ways. While some have established multi-agency labour initiatives, others do not have such advanced or well-established initiatives in place.

- All boroughs included in this study had set up an LSP sub-group or partnership to oversee issues relating to employment and skills. These strategy groups varied in structure.

- Despite variations, all strategy groups and partnerships had successfully engaged a wide range of local partners in the delivery of employment and skills agendas – such as JCP, the LSC and the LDA, as well as a range of voluntary sector organisations, employment and training providers and, in some cases, employers.

- The importance of the skills and worklessness agenda at a local level is set to increase through the new round of LAAs – the national indicators that have been set include specific targets for worklessness and skills.

### *Borough-led employment and skills services*

All local authorities interviewed as part of this research were running a range of projects and programmes for tackling worklessness and raising skills among their residents.

As demonstrated in Table 1, borough-led projects and programmes were often aimed at specific target groups. These groups varied according to the particular circumstances of the local authority area where the projects were operating. For example, some boroughs had designed projects to target IB claimants and lone parents. Other boroughs targeted specific geographical areas where worklessness rates were particularly high.

Table 1: Borough-led projects and programmes

<b>Borough</b>	<b>Projects targeted at demographic and geographical groups</b>	<b>Overarching employment support programme</b>	<b>Skills and vocational training projects</b>
Barking and Dagenham	Lone parent project  Tomorrow's People project for disabled people	Barking Job Shop (part of JobNet)	Gateway to Health and Social Care project  Transport and logistics project  ESOL project
Brent	Outreach focuses on Church End, Harlesden and South Kilburn	Brent in2 Work	Brent in2 Work develops bespoke training programmes for local employers  Language to Work (ESOL)
Bromley	Outreach focuses on Cotmandene and Mottingham	No (although may be developed in the future through the People into Employment project)	No (although may be developed in the future through the People into Employment project)
Croydon	Lone parents project  IB claimant project  Mental health project	No overarching service	Improving Skills of Employees project
Ealing	Working Opportunities for Women project	No overarching service	Ealing Apprenticeship scheme – young people 16-24
Greenwich	Work for Families project (now called Single Points of Access)  Work for Health project  26 local drop-in centres  Community worker to work with refugee communities	Greenwich Local Labour and Business (GLLaB)	GLLaB develops bespoke training programmes for local employers  Ladders to Success project

Haringey	Holistic outreach approach of Haringey Guarantee targeted at the most deprived areas and groups	Haringey Guarantee	Haringey Guarantee develops bespoke training programmes for local employers
Islington	One Step Programme – supports IB claimants into work	Business Jobs and Training Partnership (funds Tracks to Employment and Work Is)	Level 2 Skills for Life Courses Adult and Community Learning project Construction Works
Lambeth	Lone parent project Black Mental Health into Employment project	Gain project	Construction training project
Redbridge	Outreach approach of Job-Net is targeted at the most deprived areas and groups.  Job Club project – for lone parents and IB claimants – provision based in Children’s Centres throughout the borough	JobNet	Not at present
Southwark	Southwark Works has a focus on IB claimants, ex-offenders and lone parents	Southwark Works	Bespoke training provided through Southwark Works

Eight out of the 11 boroughs interviewed had established overarching employment support programmes, which usually aimed to take unemployed beneficiaries on a journey from outreach, via training and employment support, and into jobs. (More details about these programmes can be found in Appendix 2). Where overarching programmes were absent, elements of this support were provided by individual projects.

The eight boroughs with overarching employment support programmes ran job brokerage services which match clients’ skills to local employers’ vacancies. Moreover, nine out of the 11 boroughs surveyed were commissioning sector specific training programmes, aiming to enable local residents to tap into local employment opportunities. An example of this is set out in the following case study.

## Case study : Brent in2 Work's Recruitment and Training Service

Through the Recruitment and Training Service, Brent In2 Work offers unemployed Brent residents free, job-ready and accredited training courses and the opportunity of a job interview with an employer at the end of the course. It specialises in helping residents to access work in the following employment areas: the health sector, customer services, call centres, retail, security, hospitality and catering.

A key focus of the borough's service is forming links with employers and developing bespoke training programmes for them. Brent in2 Work has built strong links with Delaware North, the company which provides catering at Wembley. It has developed a tailored training package to help the company to recruit staff, which focuses on issues such as health and safety, customer service, motivation, confidence and personal appearance. If clients complete the three week training course, they are guaranteed an interview with the company.

80 per cent of people who complete the training get a job, demonstrating the success of a service which takes care to match training courses for residents with sectors where employers need job-ready employees.

Borough-led projects and programmes tended to display features that were absent from 'mainstream' employment and skills services.<sup>17</sup> As demonstrated by Lambeth's case study, borough-led programmes were often able to give a more personalised service, with local employment advisers having smaller caseloads than JCP advisers.

Due to the range of services that local authorities deliver, boroughs were able to deliver a more holistic service, which aimed to tackle a range of barriers to employment, relating to health,

housing or childcare. A greater emphasis was also placed on pre-employment support, helping beneficiaries with issues such as motivation and confidence.

Finally, engagement in projects tended to be voluntary and beneficiaries were usually free to use the service for as long as they needed. According to most of the interviewees, these factors ensured that borough-led provision was often more suitable to the needs of key target groups than mainstream services.

In comparison to mainstream programmes, most local initiatives are relatively small scale, working with only a small number of beneficiaries.

While this makes it easier for locally-led provision to offer more personalised support, it can make it difficult for these projects to achieve a tangible impact on local employment rates.

## Case study : Lambeth's Gain project

The Gain project is Lambeth's principal non-statutory employment service, which combines information, advice and guidance, vocational training and employment support. It is delivered by Tomorrow's People and was designed to meet the needs of Lambeth residents and employers. The project was set up following input from the borough's worklessness sub-group (now Employment and Skills Board), a review of local statistics and focus groups with unemployed local residents.

The Gain project offers a client-focused service where advisers are in contact with no more than 30 clients and can offer a personalised service. Advisers start with an initial needs assessment and off the back of this offer clients relevant information, advice and guidance sessions, training packages and employment opportunities.

Employment advisers take a more holistic approach to helping Lambeth residents move closer to work by providing advice about childcare, access to housing and where necessary, referring clients to health services. For example, a nurse visits the service regularly to provide health checks to clients.

The project is not target driven and attendance is not mandatory, nor will clients' benefits be affected during their time with Gain. The project also places emphasis on building motivation and confidence: clients are trained in how to use the phone to get them accustomed to the world of work.

From 2007-08, the Gain project supported 138 people into employment, 123 people into training and 55 people into job placements, at a cost of approximately £3500 per job output. These relatively high costs in comparison to mainstream services reflect the complex and often multiple barriers experienced by Gain clients.

The Gain project demonstrates how boroughs can provide a service which links in with existing main stream provision but also offers a more client-focused service, taking into account both the needs of local residents and the borough's economy.

## Funding

As demonstrated by Appendix 2, boroughs finance their employment and skills services with funds from a range of sources, including Section 106; the LDA Area Programme; Neighbourhood Renewal Fund (NRF); European Social Fund (ESF) co-financing with London Councils and LDA; Government Office for London (GOL); and Local Enterprise Growth Initiative (LEGI). LAA pump priming and Performance Reward Grants (formerly Local Public Service Agreement (LPSA) reward money) are also used to fund services.

All of these funding streams stipulate different targets and agendas for providers to follow. In this context, some borough-led employment support programmes have been successful in pooling funding streams, in order to present a more streamlined package of support for beneficiaries. For example, the Haringey Guarantee is funded through a range of sources, such as the Stronger Safer Communities Fund, mainstream Council funding, NRF, ESF, and Section 106. Despite the varying targets of these different funding streams, provision is presented to beneficiaries and employers under the umbrella of the Haringey Guarantee brand.

Similarly, Islington's Business Jobs and Training Partnership pools the LDA Area Programme budget, with its own fourth Block

Local Area Agreement funding (i.e. NRF) and other external funds (such as ESF). The overall rationale of the Business, Jobs and Training Partnership is to provide a joined-up employment package for residents living in Islington.

Most boroughs saw it as their role to co-ordinate the services in their local authority areas.<sup>18</sup> Yet, despite the successful pooling of funds in some cases, local services were not always well-integrated with national programmes (such as the JCP-led Pathways to Work) and regional initiatives (such as Opportunities Funded projects).

In this context, most borough Heads of Regeneration welcomed the London Skills and Employment Board's proposals to improve the integration of employment and skills services in the capital. However, most commented that it is still unclear how this process of integration will work in practice, and called for more information about how the LSEB will ensure that future regional programmes complement and build on existing local services.

Many boroughs were also worried about dwindling resources. NRF has been an important source of financial support for nine out of the 11 boroughs surveyed. Indeed, many of the employment and skills projects reviewed in this report were funded out of NRF budgets. However, NRF is being replaced by the Working

Neighbourhoods Fund (WNF) as of 2008-09, and London's share of the available funding has been cut from 21 per cent (under NRF) to 16.4 per cent. Under the new programme, all but three London boroughs will have their budgets cut; moreover, seven boroughs that previously received NRF will receive nothing from the new fund, bar a limited amount of 'transitional funding'.

This raises serious issues around how many borough-led employment and skills initiatives will be able to continue in the future. Other funding sources may not be viable options for every borough, or may be shorter-term thereby offering less financial stability. For example, while the London Borough of Greenwich funds much of its employment provision through Section 106, this is not possible in other boroughs where land values are not so high, or where less development is undertaken.

*Key points:*

- All local authorities interviewed were running projects and programmes for tackling worklessness and raising skills in their local areas.
- Many boroughs led job brokerage services which match clients' skills to local employers' vacancies and were able to develop bespoke training courses for local employers.
- Borough-led projects and programmes were often aimed at specific target groups with high proportions of worklessness, or operated out of areas where worklessness was a particular problem.
- Local projects were often offering personalised, holistic and long-term support to their beneficiaries. In comparison to mainstream programmes, most local initiatives were relatively small scale making it difficult to achieve a tangible impact on local employment rates.
- Boroughs finance their employment and skills services with funds from a range of sources, including Section 106, the LDA Area Programme, NRF, ESF co-financing with London Councils and LDA, GOL and LEGI. LAA pump priming and Performance Reward Grants (formerly Local Public Service Agreement reward money) are also used to fund services.
- All of these funding streams stipulate different targets and agendas for providers to follow. In this context, several borough-led employment support programmes have been successful in pooling funding streams, which give programmes more long-term security and offer a more streamlined package of support for beneficiaries.
- However, despite the successful pooling of funds in some cases, local services were not always well-integrated with national programmes (such as the JCP-led Pathways to Work) and regional initiatives (such as Opportunities Funded projects).
- Moreover, several boroughs were worried about dwindling financial resources, particularly in the context of the proposed WNF allocation, which has raised serious issues around how many borough-led employment and skills initiatives will be funded in the future.

# Chapter two

## Local authority cross-departmental working to combat worklessness

### Introduction

As demonstrated in the previous chapter, by using their LAAs, most local authorities are working with key external agencies – such as JCP, the LSC and the voluntary sector – to promote employment and skills in London.

Multi-agency working has achieved a high Government billing in recent years. Under the LAA umbrella, LSPs are improving the delivery of local employment and training services by joining up different parts of the public, private, community and voluntary sectors. Moreover, at sub-regional level, City Strategy Pathfinders (CSPs) have a core focus on improving multi-agency partnership-working in order to boost employment.

However, while borough regeneration departments seem to have ever more effective links with JCP and the LSC through their LSPs, what can be said about the way in which they are working cross-departmentally with other local services – including those delivered internally by other borough departments (such as early years teams) and externally by other local agencies (such as Primary Care Trusts)?

Working in partnership internally – particularly in large organisations like boroughs – should be a priority alongside working with external organisations.

Regeneration departments that are trying to outreach to local workless people should be using internal services such as housing to make these contacts.

Similarly, to create a holistic employment service that addresses potential clients' multiple barriers to work, local authorities need to employ the expertise of all their relevant departments such as children's services, health, housing and probation services.

This chapter will explore the extent of the partnership-working that takes place between borough regeneration or economic development teams and other local services, considering links at both strategic and delivery levels.

### What is the extent of cross-departmental working?

#### *Children's services*

London has a high unemployment rate among parents and lone parents. More than 33 per cent of children in inner London live in a lone parent family and 55 per cent of lone parents in London are workless, compared to 41 per cent at national level.<sup>19</sup>

Although the New Deal for lone parents has been successful outside London, it has made little

progress in the capital.<sup>20</sup> Rates of child poverty are also high (at 30 per cent) among couple families where only one parent works.<sup>21</sup>

Outside London eight per cent of fathers who have a partner are workless, compared to 13 per cent in London. Meanwhile, outside London 22 per cent of mothers with partners are workless, compared to 34 per cent in London.

In this context, many local authorities have targets around supporting parents and lone parents into employment. Given the clear link between parental worklessness and child poverty, efforts to support lone parents into employment are also linked closely with boroughs' child poverty agendas.

In order to achieve targets in this area, local authorities provide a wide range of services to support lone parents into work. Many provide employment and skills support services that are tailored to the needs of lone parents. Local authority children's services such as nursery schools and other Sure Start services for pre-school age children also provide parents with affordable childcare which enables them to return to employment.

At a strategic level, cross-departmental working between regeneration teams and children's services seemed to be fairly limited. Borough early years staff were represented on three out of 11 LSP employment and skills sub-groups.

In the London borough of Redbridge, for example, the borough's children's services team is responsible for delivering some of the stretch targets around supporting lone

parents into work, and has received pump priming funding to run job clubs.

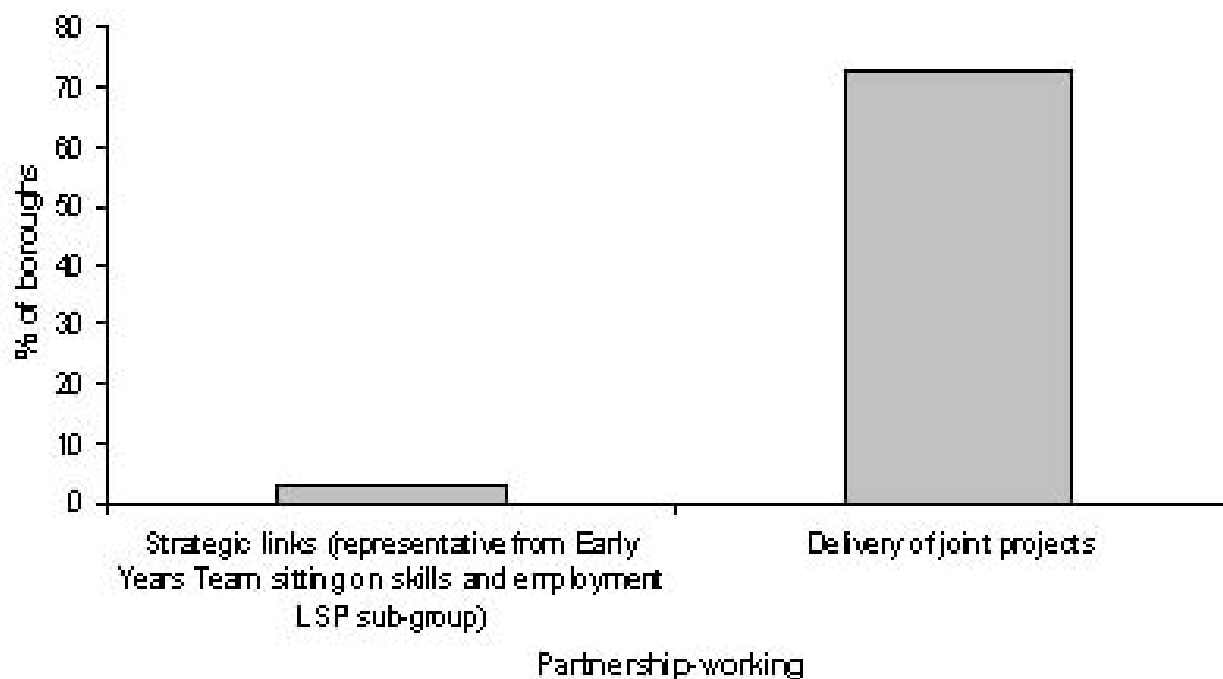
A representative from this team sits on Skills Redbridge (the economic development sub-group of the LSP) – ensuring close strategic links with the boroughs regeneration department.

Similarly, a representative from the Islington Childcare Trust sits on Islington's Business, Jobs and

Training Partnership, and is able to provide an overview of local children's services provision.

In the London Borough of Barking and Dagenham, the Training & Employment Co-ordinator for the local Children's Centres is an adviser to the borough's Job Brokerage Taskforce, and regularly attends its meetings.

Chart 2 : Partnership-working – children's services



At delivery level, eight of the 11 interviewees affirmed that their departments were working actively with borough children's services, while the other three said that they were planning to work with these services in the future.

Eight out of 11 of borough-led employment and skills services were using local children's centres as referral organisations to recruit parents and lone parents onto their provision. In seven out of 11 boroughs employment services were being delivered at local children's centres.

For example, job brokerage and Skills for Life services in the London borough of Barking and Dagenham are currently run from the borough's 14 children's centres and the referral mechanism between the children's centres and the job brokerage service is strong.

The London Borough of Greenwich's Work for Families project is another example of a collaborative initiative between a borough's regeneration team and local children's services. Through this project, the regeneration team has placed its employment advisers in children's centres throughout the borough. As well as providing employment advice, these advisers can help parents to access affordable childcare and give information about benefits and tax credits.

The London Borough of Haringey's Families into Work project is proposing to work with a host of local agencies – including children's services, schools, health providers, the police and Jobcentre Plus – in order to develop shared action plans for the parents of pupils from three schools in Tottenham.

The scheme will work with beneficiaries for two or three years, and ultimately aims to support them into jobs in local schools. The borough has already worked with these schools to develop enhanced vocational courses and work placements for students at risk of falling into the NEET (not in education or employment) category.

Some boroughs such as Brent and Lambeth had also commissioned providers – most commonly, Women Like Us – to promote employment and training services among parents at local primary schools.

#### *Key points:*

- 27 per cent of boroughs had borough Early Years staff represented at strategic level on LSP employment and skills sub-groups
- Over 80 per cent of borough regeneration teams were working with childcare services at a delivery level.
- Most frequently, borough employment advisers were using

children's centres to gain referrals to their services. Some were also delivering support from these venues.

#### *Health and social care*

Many London boroughs have stretch targets to support local IB claimants into work. For example, the London borough of Islington is aiming to support 180 IB claimants into sustained employment over a three year period, while LB Brent has a target to reduce the number of IB claimants by 300 over three years.

Several borough regeneration departments viewed their targets in this area as very ambitious. Perhaps in relation to this, many were working in partnership with local providers in the health and social care sector, for example, mental health teams, local doctors' surgeries and PCT. Five boroughs had healthcare providers such as PCTs and Mental Health Trusts represented at strategic level on local LSP skills and employment sub-groups.

Strategic links were most common where health sector providers were involved in the delivery of particular employment and skills projects.

For example, in Islington, representatives from both the Primary Care and the Mental Health Trusts sit on the Business, Jobs and Training Partnership (the economic development sub-group of the borough's LSP) and, in Redbridge, the PCT is represented on Skills Redbridge. In some cases, however, borough regeneration teams had struggled to build links with PCTs.

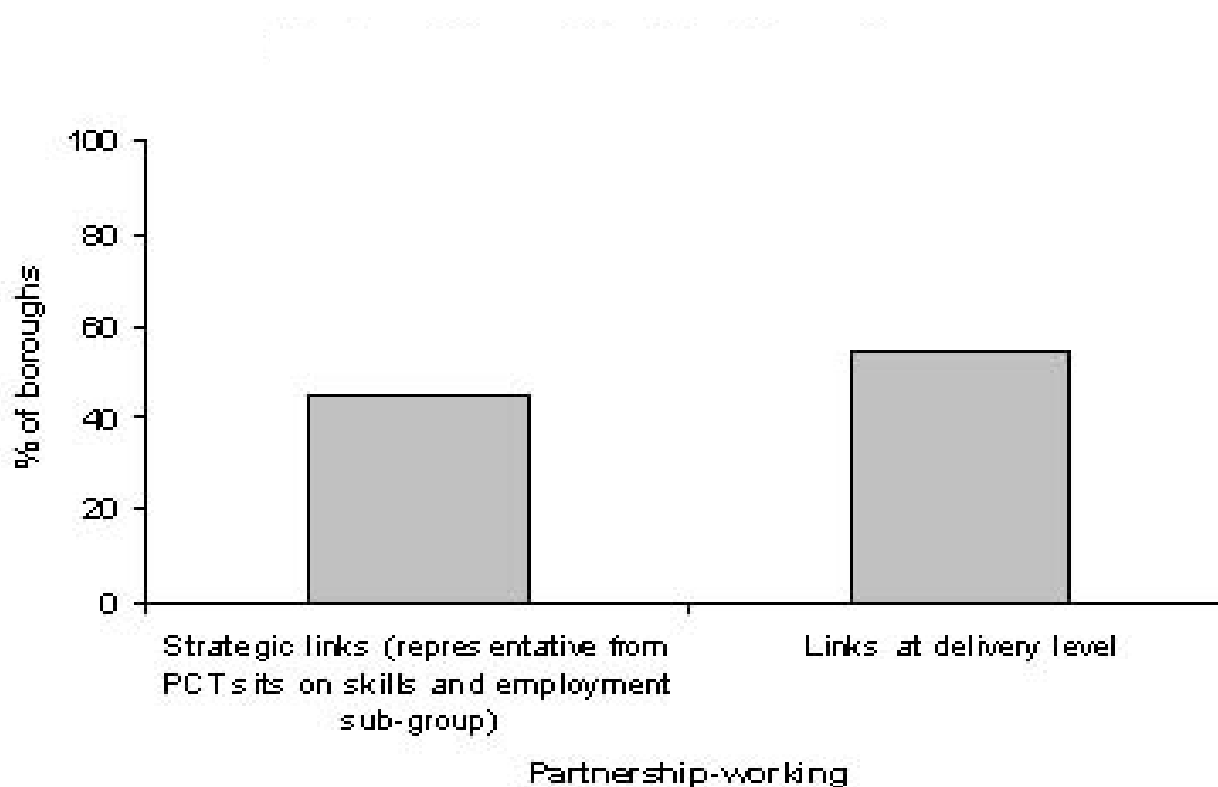
In some boroughs, healthcare providers – including mental health teams – were actually delivering elements of local employment and training projects, thereby constituting a very practical form of partnership-working.

This was the case for six of the boroughs included in the study. For example, the employment team in Greenwich has worked with Oxleas NHS Foundation Trust to deliver the borough's Work for Health programme. By engaging the Trust as a delivery partner, the project can also offer a range of psychological therapies to its clients, such as cognitive behavioural therapy, alongside its more standard employment support provision.

Similarly, in LB Islington, the Camden and Islington Mental Health and Social Care Trust and the local PCT deliver elements of the One Step project, which supports IB claimants into

employment. Again, as well as referring people on to the project, these organisations deliver cognitive behavioural therapy as a core element of the course. In addition, the Trust is currently running its own education and skills project for people with poor mental health, which has been commissioned by the borough's regeneration team.

Chart 3: Partnership-working – health services



Another form of partnership-working with the health sector was the provision of outreach by borough employment services at local health centres and GP surgeries.

Staff at Southwark Works, for instance, provide outreach in local doctors' surgeries and also leave literature about their employment services at these venues. Importantly, referral and signposting mechanisms work both ways; for example, Lambeth's Gain Project has placed employment advisers in six local surgeries and, in turn, a nurse pays regular visits to the Gain project to give health advice and check-ups to its male beneficiaries (the Men's Health MOT project).

Several regeneration teams who were not currently working with local health centres in this way stated a desire to do so in the future. As one borough Head of Regeneration commented: "We haven't worked with GPs and health centres, but we would like to take this forward. The IB focus of our work must forge links with these services".

Local authorities run a number of 'frontline' services for vulnerable adults, as a core part of their social care provision (incorporated into Adult Services departments, Leaving Care Teams or Vulnerable Adult Teams). Six boroughs had established links between their employment support services and borough-led social care provision. However, most

interviewees had identified the need for more effective cross-referrals between these services and local employment support provision.

For example, while Lambeth Council's Vulnerable Adults Team has referred some individuals to local employment services, this process could be formalised. Similarly, the representative from Brent acknowledged that partnership-working between Brent in2 Work and the borough's Leaving Care Team had been ad hoc. She affirmed that: "When people leave care they may need employment support, but the services are not currently well-linked. This is a real gap, which we need to think about more strategically".

Similarly, there were plans in some borough regeneration departments to forge deeper cross-referral mechanisms with Primary Care Trusts and other external agencies in the healthcare sector, such as doctors' surgeries and Mental Health Trusts.

Six of the borough regeneration teams had established some referral links with these external agencies, fostered – in most cases – by the joint delivery of employment and skills projects.

The case study on page 22 demonstrates the successful partnership-working that has taken place between Haringey Council and the local PCT.

Most borough regeneration teams, however, were working to strengthen these links, which tended to be relatively ad hoc.

In the London Borough of Islington, for example, there was a feeling that while some GPs were willing to refer their clients onto local employment and skills provision, the PCT could be doing more to encourage this process.

Similarly, although Lambeth's PCT sent out information to local doctors' surgeries about Gain at the start of the project, this had not been followed up since. Barking and Dagenham's regeneration team was in discussion with the local North East London Mental Health Trust, with the aim of encouraging the Trust to inform its clients about employment and training services from the outset of their engagement with the service. This would build on the work carried out by the Trust's Advice and Brief Intervention Team, which offers advice to clients about mainstream support services, including those relating to employment.

## Case study : The Haringey Guarantee

Through the Haringey Guarantee initiative, borough-led employment and skills services are delivered directly from GP surgeries across the local authority area.

The approach has been actively fostered by the PCT, with which the borough has developed close links. Initially, the PCT helped the borough to gain a platform at the local GP forum to present the Haringey Guarantee scheme; the Chief Executive of the Teaching PCT supported this process directly. The PCT then helped the Council to target specific surgeries, encouraging them to host employment support advisers (from the Tomorrow's People Trust).

This targeting was effective; employment support services are currently delivered from around 10 GPs surgeries across the borough. As the borough's Head of Regeneration commented: "Our links with the PCT are very good. It did take time to develop links, but once it got going, it really took off. Now people can ring up their surgery for an appointment with an employment adviser, as well as with a doctor."

In three of the boroughs involved in the research, cross-referral links between regeneration and healthcare services were facilitated by a co-ordinator. As part of the Haringey Guarantee, a manager (employed by the PCT) is funded to run a condition management programme. This post was tasked with producing a brochure that maps health service provision across the borough, and takes referrals from Haringey Guarantee providers onto these services.

As part of the manager's work, an 11-week programme of support is devised for beneficiaries, which focuses on issues such as confidence and motivation, as well as clinical treatments. The manager is also responsible for referrals from

health services to employment support services.

Croydon was using Neighbourhood Renewal Funding to employ a co-ordinator, who undertakes a similar role. The co-ordinator is working with funding and delivery bodies to map and co-ordinate provision for IB claimants in the borough. The representative from Croydon Council affirmed that: "Currently, many of the services available for IB claimants operate in silos; there are not enough links between them. By co-ordinating services, we hope to improve positive progression routes among beneficiaries".

In some cases, borough regeneration teams realised that they could be working more

actively with healthcare providers. For example, a representative from one borough's social services department acknowledged that much more could be done around prevention: "We should be working with the PCT to prevent people from claiming IB in the first place – this isn't happening at the moment". In addition, several Heads of Regeneration recognised the potential of PCTs as employers, and were encouraging them to offer work placements and apprenticeships to local residents.

*Key points:*

- Many boroughs have ambitious targets to support Incapacity Benefit claimants into work, and most were working in partnership with local health and social care providers in order to meet these targets.

- 45 per cent of the boroughs had healthcare providers such as PCTs or Mental Health Trusts represented at strategic level on LSP skills and employment sub-groups.

- In over half the boroughs interviewed, healthcare providers were delivering elements of employment support projects, such as cognitive behavioural therapy, as well as actively referring beneficiaries onto employment and training services.

- More than one quarter of boroughs interviewed were providing employment and skills outreach services at local health centres and doctors' surgeries. The boroughs that were less active in this regard stated a desire to carry out this sort of work in the future.

- Most boroughs had identified the potential for recruiting beneficiaries to their employment and training services via 'frontline' health services (such as social services and Mental Health Trusts). Currently, however, referral and signposting mechanisms in this area were relatively ad hoc.

- Borough regeneration teams often recognised that they could be working more preventatively with healthcare providers. For example, to prevent people from claiming IB in the first place and around encouraging PCTs to offer work placements to local residents.

- In addition, three boroughs employed a co-ordinator who helped to forge links between local healthcare and employment services.

*Housing and neighbourhood management services*

In London, 38 per cent of people living in social housing are workless, compared to 30 per cent at a national level.<sup>23</sup> At national level, the proportion of social tenant householders in paid employment fell from 47 to 32 per cent between 1981 and 2006. The rate of worklessness in social housing is nearly twice that in the private rented sector. The difference is marked even when other indicators are taken into account. For example, of those with no qualifications, 43 per cent are workless if they do not live in social housing, but 70 per cent of those live in social housing.<sup>23</sup> Accordingly, several local authorities cite social housing residents as a core target group for their employment and skills services, and most acknowledged a strategic drive to join up housing and employment services in their local area. There is recognition, in particular, that the existence of

stable housing is a key aspect of job sustainability.

Despite this, housing providers were not generally represented at strategic level on the LSP employment and skills sub-groups. An exception to this was Ealing, where the LSP sub-group structures have been redesigned to bring the themes of economy, enterprise and housing together. In some cases, however, regeneration staff were attending forums led by housing sector providers. For example, employment and skills is an agenda item at Ealing's RSL forum, while Islington's Head of Regeneration has attended the local RSL forum.

Islington Council has also established eight neighbourhood committees in the borough's most deprived Super Output Areas, to be led by local providers. Several of these committees are led by RSLs. The initiative is being led by the borough's Neighbourhood Management Team, but skills and employment will be central to the agenda of all committees. It is hoped that the project will improve strategic links between providers in a range of sectors, working with social housing residents.

At delivery level, cross-departmental working was slightly better. Four borough regeneration teams had used outreach approaches to target beneficiaries at the offices of social housing providers, or at events run by these providers. In Brent, for example, employment advisers were planning to deliver services from Hyde's offices (a social housing provider) as part of the South Kilburn NDC programme.

In the future, Brent in2 Work (the borough-led scheme) may use a similar approach: "The Council also wants to develop outreach through social housing providers; we could work more effectively and strategically with these people." Greenwich's employment team has marketed its activities at events run by local RSLs. Similarly, employment support providers in Islington have piggy-backed onto fetes and fairs run by RSLs, in order to promote their services among social housing residents. However, in Islington, as in other boroughs, this type of partnership-working tends to be 'opportunistic'.

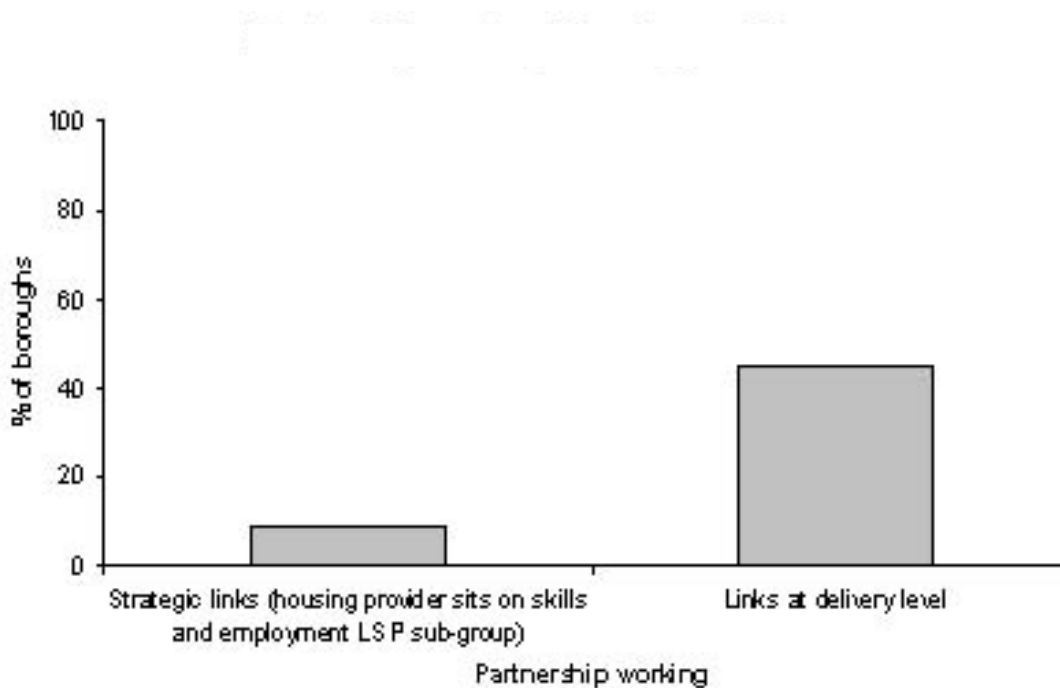
Moreover, the majority of Heads of Regeneration felt that local housing benefits officers, and other frontline borough staff in this sector, should be doing more to raise the profile of local training and employment provision among their clients. Currently, while some boroughs had established referral links between local housing providers and employment support

services, in most cases, these referral and signposting mechanisms were relatively ad hoc. For example, Greenwich's employment team has worked with RSLs in the past, but has acknowledged the need to roll out this relationship further: "These organisations go out to the community; it would be good if staff could provide details of employment services to potential beneficiaries".

Similarly, the Southwark interviewee underlined the need to work more closely with frontline housing staff: "Our borough has a high proportion of social housing; there are around 55,000 social homes in the borough. We should use this to recruit people to our employment service, for example, by giving out advice about Southwark Works to residents in their tenancy packs".

Generally, local housing providers, such as RSLs, simply lacked awareness of the borough-led employment and skills services on offer. A representative from one RSL commented that: "We are very willing to refer our residents onto local training and employment provision – in fact, this is a key agenda at the moment – but we just don't know what services are available. We need more information from the local Council about their employment services".

Chart 4: Partnership-working – housing providers



The Homelessness Employment Link Project (HELP), led by West London Working (the City Strategy Pathfinder), has been set up to tackle this issue, albeit with a specific focus on homelessness. The project – which has received funding from the Department of Communities and Local Government – will provide council housing staff across West London with training to offer homeless people information, guidance and assistance to access local employment and training services. It aims to train up 300 housing staff, and put in place clear procedures and referral routes to help people to access employment services.

The borough of Ealing plans to deliver a pilot project in 2008 focused on social housing tenants, which will be funded through Section 106 and West London Working. The pilot will deliver face-to-face advice on employment and childcare for social housing tenants, with a specific focus on lone parents and IB claimants.

This support will be backed up by a marketing campaign to improve tenants' awareness of local skills and employment services, as well as training workshops that will allow staff from housing benefits teams and Jobcentre Plus to exchange information about their services. As demonstrated by the

following case study, Barking and Dagenham has already piloted a scheme to raise awareness of employment and skills services among frontline staff in the housing sector.

## Case study: LB Barking and Dagenham's Employment, Training and Enterprise Directory

LB Barking and Dagenham's regeneration team has produced a handbook for frontline staff, the 'Employment, Training and Enterprise Directory'. The guide has been given out to local estates officers, informing them where to refer local people who need further advice and assistance around finding employment, training and business start-up.

To complement this initiative, the borough's Housing Advice Service has run workshops for frontline staff to raise awareness of the range of employment support available in the borough.

The borough's regeneration team is keen to roll out this initiative more widely, to improve referrals from other frontline borough staff, such as home visiting teams and health sector employees. Indeed, according to representatives from the borough's housing department and mental health team, there is willingness among frontline staff to promote employment and skills services.

However, the lack of resources in the borough has hampered this process significantly. In particular, Barking Job Shop – the borough's main employment support initiative – is already delivering at maximum capacity. In this context, there are concerns that if more clients were to be referred by frontline staff the local Job Shop may not be able to cope.

Some housing providers were providing employment opportunities for local residents, constituting a very practical form of partnership-working between the housing sector and employment services. For example, Barking and Dagenham had secured a commitment from Barking Riverside Ltd to fund a construction training centre for local residents, alongside offering construction apprenticeships and work experience placements.

Moreover, Ealing Council is working with Ealing Homes (an arms-length management organisation) and its contractors and suppliers to encourage them

to create apprenticeship opportunities, while Homes for Islington has provided work placements for beneficiaries of the local Construction Works employment project. Other boroughs, however, acknowledged that there was potential to do far more work in this area.

In many local authority areas, RSL are involved in projects which combat worklessness. Research nationally has demonstrated that there are 874 RSL employment, skills and training projects which generate 8,000 non-construction jobs per year. The research also

identified that almost 22,000 people benefitted from confidence-building personal and social skills development assisting 'employability'.<sup>24</sup> There is no London research on RSL engagement, however the above research does identify that there is an issue nationally with lack of communication between local authorities and RSLs, particularly around what RSLs are able to deliver in respect of worklessness programmes.

Furthermore, RSLs often work across local authority boundaries making it difficult to establish a single point of contact within a single local authority.

*Key points:*

- Given the high proportion of workless social housing residents in London, many borough regeneration officers affirmed that targeting their employment and skills services at this group was a key priority.

- However, only one borough interviewed had providers in the housing sector represented on the borough's LSP employment and skills sub-group.

- 36 per cent of borough regeneration teams were using outreach approaches to market their employment and skills services at the offices of social housing providers or at events run by these providers. Importantly, however, this type of work tended to be relatively informal.

- The majority of Heads of Regeneration recognised that housing benefits officers and other frontline borough staff should be doing more to raise the profile of local training and employment provision among their clients. Currently, referral and signposting mechanisms in most boroughs were relatively ad hoc.

- In some cases, local housing providers were providing work placements for unemployed residents.

- Local authority housing services were not generally engaged in the delivery of employment support services,

although several RSLs are involved in projects for combatting worklessness, often funded through New Deal for Communities programmes.

*Other borough services*

As well as working with partners in the childcare, health and housing sectors, many borough regeneration departments had established links with other sectors, such as welfare, probation and the environment.

Eight out of the 11 regeneration officers interviewed had worked in partnership with Council welfare and benefits teams or with external providers of welfare and benefits advice (such as Citizens Advice Bureaux). Most often, borough welfare and benefits advisers were delivering services from local job shops and colleges. For example, Brent's welfare team runs regular advice sessions as part of the Brent in2 Work project, while Greenwich's welfare and benefits team have provided training for borough employment advisers to conduct 'better-off in work' calculations. Redbridge's work with welfare and benefits staff is more ad hoc. For instance, when the regeneration department held a large scale jobs fair recently, staff from the welfare and benefits team were invited to provide advice and support.

In some cases, employment and skills providers had managed to piggy-back onto the local welfare and benefits services. For

example, Southwark Works' employment advisers travel around in the borough's 'Revs and Bens Buses' to ensure that people who claim benefits advice can also access employment support. Some regeneration officers did recognise the need for more joined-up working with welfare and benefits teams. For example, Brent's Deputy Head of Regeneration affirmed that: "The Welfare Team could help us to enhance our outreach service – they already know who is on unemployment benefits, so can help with identifying potential beneficiaries".

At a strategic level, welfare and benefits teams were occasionally represented on boroughs skills and employment boards – such as Greenwich's Worklessness Task Force and Islington's Business, Jobs and Training Partnership.

Four out of the 11 Heads of Regeneration were working with local probation services. For example, a component of Southwark Works is delivered by Red Kite Learning, an organisation that promotes employment among ex-offenders. Moreover, an adviser from Lambeth's Gain project (the borough's employment support programme) works closely with local prisons, and provides employment advice to offenders during the last months of their sentences.

The Haringey Guarantee is taking referrals from the local Probation Board, in order to support young offenders into apprenticeships with the borough's street cleaning contractor. In Redbridge, partnership-working between the borough's regeneration and probation services is more strategic; the local probation service is represented on Skills Redbridge, and has had input into the skills and employment strategy.

Three regeneration departments included in the study had established partnerships with borough environmental teams. LB Islington's regeneration and environmental departments had joint funded a project to support 20 unemployed local residents into employment in the horticulture sector. Similarly, Lambeth's and Haringey's regeneration and environmental teams were in discussions around developing employment opportunities in this sector for local residents.

Two of the boroughs included in this research had received funding from the Local Enterprise Growth Initiative (LEGI): Croydon and Barking and Dagenham. Although it has a focus on enterprise and business, LEGI contributes to reducing worklessness, by raising skills levels and moving people into self-employment.

#### *Key points:*

- Many borough regeneration departments had established partnerships with agencies in areas such as welfare and benefits, probation and the environment.
- Over 70 per cent of regeneration departments had established partnerships with Council welfare and benefits teams or with external providers of welfare and benefits advice (such as Citizens Advice Bureaux).
- Often, borough welfare and benefits advisers were delivering services from local job shops and colleges. Moreover, in some cases, employment and skills providers had managed to piggy-back onto the services being delivered by welfare and benefits teams.
- At a strategic level, welfare and benefits teams were occasionally represented on boroughs' skills and employment boards.
- Four out of the 11 regeneration departments were working with local probation services to recruit ex-offenders onto local training and employment provision.
- Three regeneration departments had established partnerships with borough environmental teams to support local residents into employment in the horticulture sector.

#### Recommendations

##### *More effective strategic partnerships*

- **Buy-in from local authority chief executives, directors and senior members is needed in order to improve partnership-working between borough departments reduce worklessness more effectively.**
- **Where cross-departmental employment services are not being delivered, representatives from borough housing divisions, children's services and PCTs or mental health service should sit on LSP employment and skills sub-groups.** While this research shows that strategic links are not necessary to achieve practical cross-departmental delivery, where strategic links were in place services were more likely to be working together effectively.
- **Boroughs should establish senior-level dialogue with external agencies, such as PCTs and RSLs, in order to explore the possibilities and logistics of referring between agencies.** London Councils should establish links with the National Housing Federation to start exploring potential links between RSLs and local authorities around employment.

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- **Boroughs should consider appointing ‘co-ordinators’ to help to overcome some of the barriers to partnership-working between local agencies.** In some boroughs, for instance, co-ordinators are facilitating strategic links between regeneration and healthcare services.

*Frontline staff*

- **As a starting point, borough regeneration teams or borough employment projects must also ensure that literature about local employment and skills services is available to workless people,** for example, at GP surgeries, inside tenancy packs of new residents and at children’s centres and school receptions.

- **Frontline borough staff who come into contact with workless people – such as housing benefits officers, housing officers, housing advice staff and staff involved in housing repairs – should all be trained to refer clients onto local employment support services.** The same should apply to all borough staff in customer-facing positions, such as staff in health and social care (e.g. drug and alcohol units and GP surgeries) and children’s services (e.g. children and adolescent mental health services).

- **To facilitate this, borough regeneration teams need to design a comprehensive training package to enable**

**frontline staff to refer clients successfully.** This should include producing employment project directories, funding Information, Advice and Guidance (IAG) qualifications and running workshops on the benefits of cross-referrals and identifying the most appropriate referral stage for clients. London Councils is well-placed to support boroughs in this process.

*The data issue*

- **Local authorities should ask beneficiaries of borough services to sign voluntary protocols that allow their data to be shared among a range of local providers – in fields such as employment, health and housing.** Alternatively, boroughs should promote data-sharing by contracting with agencies through umbrella organisations (such as Southwark Works), which can make information sharing obligatory as part of contracts.

# Chapter three

## Working more effectively with employers, and as employers

### Introduction

This chapter will explore the extent to which the London boroughs are working with employers in order to secure vacancies for their residents. It will also consider the role of local authorities as employers themselves; to what extent are the boroughs – and other local public sector agencies – ‘practising what they preach’ in terms of recruiting local people into local jobs.

#### *Working with employers*

As demonstrated in Table 2, eight out of 11 boroughs were running relatively large scale job brokerages. Generally, these borough-led brokerages had close links with local employers, working like high street recruitment agencies on their behalf to screen CVs, conduct preliminary interviews and identify suitable candidates for their vacancies.

Table 2: Borough-led job brokerages

Borough	Job Brokerage Provision
Barking and Dagenham	Yes - Barking Job Shop
Brent	Yes - Brent in2 Work
Bromley	No
Croydon	No
Ealing	No
Greenwich	Yes - GLLaB
Haringey	Yes - Haringey Guarantee
Islington	Yes - Work Is
Lambeth	Yes - The Gain Project
Redbridge	Yes - through Jobnet
Southwark	Yes - Southwark Works

In Islington, for example, the job brokerage (Work Is) employs four account managers, who are tasked with building relationships with employers and identifying their current and future recruitment needs. Some account managers have a sector focus; for example, one specialises in the hospitality and catering sector, while another focuses on childcare services.

Employers engaged in the project provide vacancies to the brokerage on an ongoing basis. Vacancies are then sent out to Work Is partners (for example, local training and IAG projects). According to the project manager, “the model is working well, and manages to stand up to high street competition”.

Generally, the Work Is brokerage is similar to those operating in other boroughs. For example, like Work Is, other job brokerages employed staff members who were solely dedicated to building links with employers. Similarly, they all worked in partnership with local providers to offer a wide range of training and employment services to their clients.

Greenwich Council has received Beacon Council Status for its work with employers. Through, GLLaB – the ‘main delivery arm’ for its employment and skills services – Greenwich offers a job matching service for local people, with particular focus on local development sites. A representative from the Council affirmed that: “Contact with

employers is vital – even for individuals who are a long way from work. You need to know what employment opportunities are out there, to understand what skills you need”.

Some job brokerages – including GLLaB and Work Is – had developed bespoke training packages for employers. For example, GLLaB devised a training programme for the O2 arena (where the construction is run by AEG). Recruitment days were run across the borough and, as a result, 45 per cent of jobs at O2 went to Greenwich residents.

Similarly, when Care UK decided to open a new care home in Islington – for which it required a range of staff to fill around 150 posts (such as carers, porters, receptionists and kitchen staff) – Work Is was able to offer training that was tailored to these job vacancies, thereby enabling local residents to compete effectively for local jobs.

In Barking and Dagenham, an Employer Accord is currently being established. This will be a voluntary partnership between local employers and the Barking and Dagenham Jobs Partnership, whereby job vacancies are offered in return for job-ready candidates. The idea is that, by signing up to the Accord, employers would commit to: registering their vacancies and apprenticeships; providing job specifications and skills and competency requirements for these vacancies; and working,

where practical, with their supply chain contractors to encourage them to register their vacancies in the same way. Islington launched a similar Business Concordat initiative in 2006, while the Haringey Guarantee has encouraged the borough’s 35 main employers to recruit staff through its own providers. In turn, the Guarantee programme has committed to sourcing three suitable candidates for every job vacancy.

Generally, these arrangements were similar to those in place in other boroughs; they simply formalised a commitment on the part of local employers to use borough-led recruitment services.

Arguably, the two boroughs that had received LEGL funding – Croydon and Barking and Dagenham – had more resources than the other local authorities to devote to employer engagement. In Barking and Dagenham, for instance, LEGL funds three Business Relationship Managers, who provide business support opportunities for local companies, as well as sourcing job vacancies from them.

However, despite this resource, engaging employers was seen as a significant challenge as there are only around 45,000 jobs in the borough, compared to around 100,000 people of working age. There was recognition therefore that the borough’s employer engagement activities should extend beyond its local authority boundaries, to

ensure that local residents can take advantage of developments around the 2012 Games and Canary Wharf.

Some boroughs had hosted events, or had set up forums, for local employers. Brent runs an Employer Partnership, which previously focused on the Harlesden and Stonebridge areas, but has recently been expanded to cover the whole of the borough. Meetings of this forum take place every quarter.

The Brent interviewee emphasised the need for providing employers with a 'carrot' to attend these borough-led forums, for example, by giving details about local procurement opportunities, such as those at the Wembley stadium: "Employers don't want to be preached at. They want to know how to develop their business, for example, through procurement activities". None of the other regeneration teams included in this research co-ordinated regular meetings for employers in this way, although several had held one-off events.

Haringey is set to launch its Guarantee scheme at an employers' event, which will also ask local businesses what skills they will be looking for in the future. Similarly, Islington held a workshop to launch its Business Concordat in 2006, while Redbridge recently invited local businesses to an event that showcased the services of local employment and training providers, and encouraged

employers to recruit from local workforces. However, although 80 people attended the event, only around 15 were business representatives. Ealing has delivered a Back in Business event to promote apprenticeships to its supply chain, and will look at rolling out Skills and Jobs Pledge commitments through this avenue.

Many boroughs reported having difficulty engaging employers. Two interviewees said that engaging small and medium-sized enterprises (SMEs) was particularly challenging. This was due, in part, to the time pressures faced by these businesses.

Moreover, as larger businesses were more likely to be able to offer vacancies, local authorities were sometimes inclined to bypass smaller establishments; "our contact with employers tends to be limited to those who have current vacancies because we have outputs to achieve and we need to focus on them".

Larger organisations were also perceived to be more likely to recognise their "social and voluntary responsibilities", so were targeted more frequently by local authorities – although some boroughs had experienced difficulty in engaging the chain outlets of larger companies: "employers sign up at a national level, not at a local level". To tackle some of these issues, one borough acknowledged the need to work more effectively

with town centre managers in order to build closer links with these local businesses.

In terms of employer engagement, the most significant concern among the boroughs was that there are currently too many public sector initiatives targeting businesses in London. In fact, seven of the 11 Heads of Regeneration, interviewed as part of this research, were worried about this issue.

Indeed, in most local authority areas, it was not only the borough-led job brokerages that were trying to engage employers, but also a wide range of other agencies and programmes – such as Jobcentre Plus, the LSC's Train to Gain programme, Connexions, Education and Business Partnerships and LEGI programmes.

There were concerns that this proliferation had led to duplication of services, and to employers being bombarded with requests for vacancies.

As one interviewee commented, "At the moment, there is no networking, mapping and joining up of what is going on. We don't want to saturate the market and turn them (the employers) off."

In this context, some boroughs had made efforts to co-ordinate activities in this area. In Ealing, for instance, the borough's regeneration team is setting up a network for local employment and skills providers, in an attempt to improve local coordination of services and join up employer engagement work. This was also a core objective of the Skills Redbridge forum and the Haringey Guarantee: "We need to make it easier for employers to see what services are available to them, without being bombarded. This is an aim, but is easier said than done – organisations tend to be precious about their employer contacts".

In many cases, it was felt that despite the fact that Jobcentre Plus sits on the skills and employment boards of most local authorities – relations with the agency had to be strengthened in the field of employer engagement. In Brent, for example, while Jobcentre Plus is always invited to Employer Partnership meetings, it was acknowledged that the borough could be working more closely with the agency. Meanwhile, the Lambeth interviewee commented that: "We need to work with Jobcentre Plus to make sure we are not trading on toes locally". Closer links with Jobcentre Plus were seen to be hindered in some cases, however, by the fact that it operates across borough boundaries.

Some interviewees stressed the important role that local job

brokerages can play in co-ordinating employer engagement, by offering a single point of contact for local businesses. For example, Work Is has established service level agreements with over one hundred employment and training providers in the locality, and offers a streamlined mechanism for communicating with employers on their behalf. In this way, Work Is helps to limit the duplication of services in Islington; while Work Is can concentrate on building relationships with employers, other providers can specialise in IAG or training.

*Key points:*

- Eight out of 11 boroughs were running job brokerages, which provided local employers with a recruitment service.
- All job brokerages employed staff members who were solely dedicated to building links with employers. The brokerages also worked in partnership with local training and employment-support providers to offer a wide range of services to their clients.
- Some job brokerages had developed bespoke training packages for employers.
- Three boroughs had established formal agreements with employers, encouraging a commitment on the part of local businesses to use borough-led recruitment services.
- In addition, some boroughs had

hosted events, or had set up forums, for local employers. In one case, attendance to these events was encouraged by providing businesses with details about local procurement opportunities.

- Several boroughs had struggled to build links with local SMEs, tending to concentrate their employer engagement resources on larger businesses, which were more likely to be able to provide vacancies for local residents.
- There were concerns from the boroughs that there are currently too many public sector initiatives, operating in London, that are targeting businesses – which has led to both a duplication of services and to employers being bombarded with requests for vacancies. In this context, some boroughs had made efforts to co-ordinate local employer engagement activities, through setting up networks for local providers.
- Boroughs stressed that job brokerages play an important role in co-ordinating employer engagement – by offering a single point of contact for local businesses.

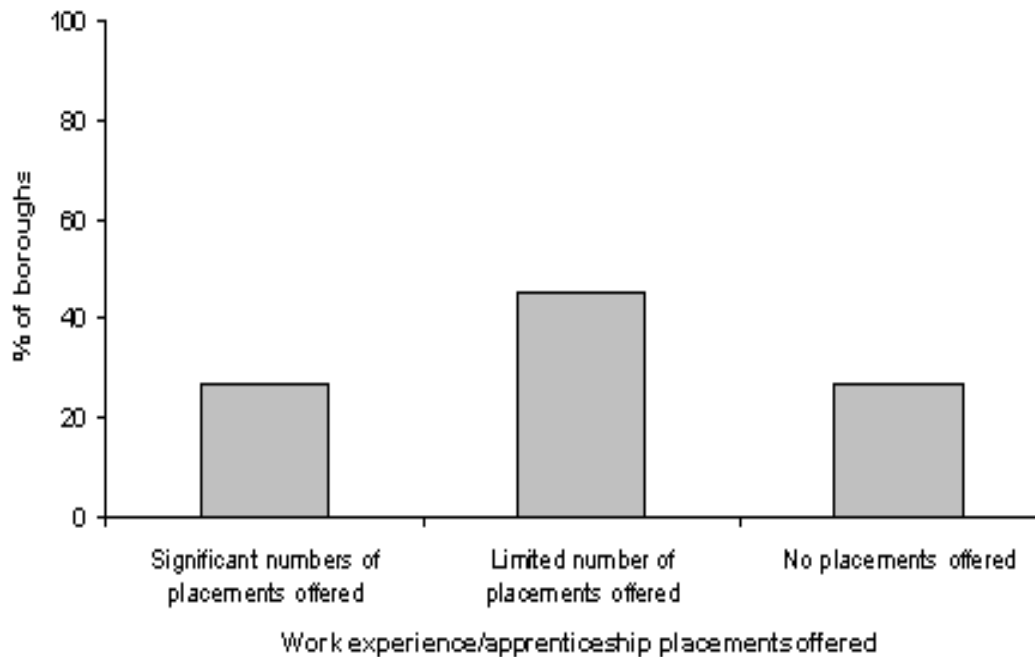
*Recommendations: Working with employers*

- To ensure that employer engagement activities in London are well-coordinated, there should be London Councils and local authority input into the London Skills and Employment Board's proposals for an integrated job brokerage service for London and the new account management service.<sup>25</sup>

- Boroughs should ensure that their employer engagement networks are integrated with Local Employment Partnerships. Jobcentre Plus staff represented on LSP employment and skills sub-groups should facilitate this process.

- Borough regeneration teams should work more closely with town centre managers in order to build links with smaller local businesses. For instance, town centre managers could sit on brokerage networks or attend meetings around employer engagement.

*Chart 5 : Boroughs as employers*



### *Boroughs as employers*

Many of the work experience programmes run by the boroughs were fairly limited. For example, the schemes run by Islington, Greenwich, Bromley and Lambeth had worked with only a handful of individuals.

Lambeth's programme, for instance, provided a 13-week placement scheme for six Gain clients in 2006 within Lambeth Council. Three recruits found permanent employment at the Council and two found jobs elsewhere. Using the findings from the pilot, Lambeth has developed a local employment scheme 'Lambeth as an Employer of Choice', offering a range of employment opportunities including apprenticeships, graduate placements, youth work experience, adult placements and undertake job fairs and roadshows to promote vacancies for Lambeth residents within the Council. Lambeth PCT has expressed an interest in developing a similar scheme with the health authority.

Southwark's adult work experience programme (which offers two-week work placements to 52 Southwark Works clients per year) was relatively large compared to the programmes operating in other boroughs – as was the planned scheme in Barking and Dagenham, whereby the regeneration team has been tasked with creating 100 apprenticeships within the

Council over the next three years, and a further 300 positions in other public sector agencies. Brent has helped around 40 people to secure work placements in the Council, through its public sector training courses, while Haringey Council provides six-week vacancies for around 50 people per year.

Where work experience schemes were larger in scale, borough regeneration teams had actively involved other Council departments. For example, whereas Southwark's work placements were originally found within the borough's regeneration team, the scheme has since been rolled out across the whole Council. Haringey places people in the regeneration, environmental and customer service departments, as well as local libraries. Brent has recently recruited a work experience co-ordinator to oversee the borough's work placement programmes.

The type of work experience offered to recruits also varied in different boroughs; the following case study explores Southwark's successful model.

## Case study : Work experience placements

London borough of Southwark

Southwark has an ambitious target to provide 52 two-week work placements per year to unemployed residents. Each person taking up a work placement is given a specific, short-term project to complete. For example, one recruit was tasked with writing a report about the training courses that borough staff had been on in the past year – allowing him to develop both communication and ICT skills.

Local authority managers are encouraged to recruit these individuals on longer contracts where possible. In one case, a 56 year old man with MS – who was made redundant at 50 from a computer programming firm – now works full time for the Council, managing the computer filing system.

Three boroughs – (notably, those with the largest scale work experience programmes: Barking and Dagenham, Brent and Southwark) – run tailored training courses to help local residents to apply for public sector jobs.

Brent's work experience placements are relatively structured, covering basic administration skills training, customer care, telephone skills, health and safety requirements and IT. The borough runs a series of two-day work shops, which teach people how to apply for jobs in the public sector, covering topics such as: where do local councils advertise, and how to fill out application forms.

The course also looks at issues of confidence and motivation, and helps trainees to develop an action plan, with the aim of finding a job in the public sector. Around 40 individuals who have

completed this course have gone onto access work experience in the Council.

Similarly, Southwark Council runs a 'public sector applications' course, which demonstrates how to apply for jobs in the borough. The curriculum of the new Barking Learning Centre will have a public sector focus, aiming to encourage local people into public sector vacancies. The Centre, which is run by a number of local providers, including Barking College and the University of East London, places particular emphasis on childcare, health and social care, school support services and public sector business and management.

The curriculum also provides courses and qualifications linked to the 2012 Games. In the future, it is hoped that the Employer Accord will shape and refine the work of the Learning Centre.

The focus of this research has been on employment and skills provision for adults. However, when asked about their local apprenticeship and work experience schemes, eight interviewees mentioned initiatives that they had run for young people, and NEET groups.

For example, Islington runs a 'Care for Leavers' programme, which provides work placements for disadvantaged young people; Redbridge's trainee placement scheme has offered work experience opportunities to 15 NEET individuals; and Ealing works with 100 young people per year, 20 of whom are offered a work placement at the Council. In addition, the borough has set a target of providing 300 additional apprenticeships for young people in the next three years, 60 of which will be in the Council itself.

Haringey has provided 40 local school children (at risk of becoming NEET) with enhanced vocational training, which led to work experience with Arriva buses.

In some cases, several barriers were seen to be preventing the development of work placement schemes. One issue was that local authority human resource (HR) departments often have strict rules around recruitment, which can make it difficult for boroughs to offer work experience placements. To address this issue, several regeneration teams have established close links with their HR departments, although only one borough (LB Redbridge) had representation from their HR department on their skills and employment LSP sub-group.

Haringey's regeneration team had worked closely with the borough's HR department to change recruitment practices in the borough. Local authority vacancies are now communicated to the borough's employment and skills team before they are advertised officially, allowing local providers to prepare job-ready candidates. Suitable candidates – referred to the position by Haringey Guarantee providers – are then guaranteed an interview for the job.

Another interviewee commented that, where the roles of borough departments were under review (for example, through a restructuring process), or where

they were particularly busy, securing work placements could be challenging. In another borough, it was feared that low staff turnover could inhibit the provision of work placements, while another interviewee commented that the Council's 'silo mentality' had hindered her team from sourcing work placements in other borough departments.

As well as sourcing vacancies for local residents within their own institutions, two boroughs were working with other public sector agencies to encourage them to recruit local people. Barking and Dagenham hopes to persuade local public sector employers – such as the police and the PCT – to sign up to its Employer Accord, while Ealing will set up a Skills and Jobs Pledge to improve local recruitment and to take a local lead on the skills agenda. Without exception, however, boroughs admitted that there is more to be done in this field; like the boroughs themselves, many public sector agencies are not perceived to be doing enough to recruit from local workforces.

#### *Key points:*

- Three out of the 11 boroughs were running significant work experience schemes for adults; five ran very limited schemes, although some were planning to expand these schemes in the future; and three did not offer any work placement schemes at all, although they all had plans to develop such schemes in the future.
- Three boroughs run tailored training courses to help local residents to apply for public sector jobs.
- Eight boroughs had provided work experience schemes for young people or NEET groups.
- In some cases, several barriers were seen to be preventing the development of work placement schemes, for example, the resistance of HR departments. Some borough regeneration teams aimed to address this issue by establishing close links with their HR teams, although only one borough had HR representation on its employment and skills LSP sub-group.
- Most boroughs admitted that they needed to do more around working with other public sector agencies to encourage them to recruit local people.

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*Recommendations: Boroughs as employers*

developing a template for this.

- **Boroughs should set work experience and apprenticeship targets at the top level (e.g. by the borough chief executive), to ensure the co-operation of all borough departments.**

London Councils could play a role in promoting knowledge-sharing between boroughs.

- **Borough regeneration teams should engage their HR departments in the employment and skills agenda.**

There needs to be joint commitments to the Jobs and Skills Pledge and Local Employment Partnerships where appropriate. London Councils could facilitate this in the first instance by bringing senior representatives from HR and Regeneration departments together for a joint meeting.

- **Boroughs should encourage other public sector agencies – for example, Primary Care Trusts and Registered Social Landlords – to provide work experience and apprenticeships for local people.**

- **Local authority staff responsible for procurement should review supply chains to see how they can encourage their suppliers to recruit local, workless people.** While local authorities cannot specify that suppliers do this, they can add it as a preference when looking at new contracts. London Councils should explore

# Appendix 1 : Methodology

*Our three-phase methodology is presented in detail below:*

## • Phase one: Quantitative analysis and desk based research

The desk research involved an analysis of the Local Area Agreements of 11 boroughs, included in the research, and the further evaluation of strategies (such as Sustainable Communities Strategies) which included tackling worklessness and improving the skills base among key priorities.

## • Phase two: Survey of borough regeneration officers

Eleven boroughs (constituting one third of all local authorities in London) were selected for inclusion in the study. Boroughs were chosen to ensure even representation, both geographically and politically. London Councils asked all London boroughs to express an interest in being included in the research, the responses it received also formed part of the selection process.

Face-to-face interviews were carried out with 11 borough regeneration officers. Each interview, lasting just over an hour, followed the same semi-structured format, covering issues such as:

- local skills and employment provision;
- how services were delivered and funded;
- how services linked to local strategies and targets;
- the effectiveness of partnership-working between borough regeneration teams and officers in other borough departments and services; and
- the effectiveness of boroughs' work with employers.

## • Phase three: Qualitative focus on four boroughs

In addition to the interview carried out with the relevant regeneration officer, four boroughs – LB Islington, LB Ealing, LB Barking and Dagenham and LB Lambeth – took part in a more detailed consultation on partnership-working.

Representatives from a range of council services and external agencies were involved; most commonly they worked in housing, health and children's services. Officers from Jobcentre Plus, Learning and Skills Council, the London Development Agency and City Strategy Pathfinders (such as West London Working) were also involved in some of the focus groups.

Primarily this stage of the research expanded upon the comments made by regeneration officers during their interviews. Participants were invited to give examples of partnership-working and comment on how this could be improved.

## Appendix 2: Summary of employment and skills provision

Borough & name of council service	Structure of provision & partners	Strategic leadership	Funding	Main focus of provision
<p><b>Barking and Dagenham</b></p> <p><b>Barking Job Shop (JobNet)</b></p>	<p>Barking Job Shop is the borough's job brokerage service within the JobNet network.</p> <p>It is delivered in partnership with voluntary organisations and offers free job-related training and advice. The borough will also set up a similar service in Dagenham.</p> <p>Barking Job Shop is complemented by a NRF-ESF job brokerage. Seven other projects are funded in this way e.g. Gateway to Health and Social Care, Lifeline's Lone Parent project, ESOL project.</p>	<p>The Barking and Dagenham Partnership consists of five sub groups which relate directly to the key strands of the LAA. The Economic Development, Enterprise and Environment group is responsible for delivering LAA targets in this area.</p> <p>The Improving Employment Prospects Policy Commission published a report in 2006 containing recommendations for further provision.</p> <p>A Jobs Brokerage Task Force also reports to strand four of the LAA and includes representatives from LDA, Jobcentre Plus, and VCS organisations.</p>	<ul style="list-style-type: none"> <li>• Mainly LDA funding with some Barking and Dagenham funds</li> <li>• Eight projects are funded through NRF-ESF</li> <li>• LEGI funds have supported other projects</li> <li>• Little potential for Section 106 funding</li> </ul>	<ul style="list-style-type: none"> <li>• IB claimants</li> <li>• Lone parents</li> <li>• BAME groups</li> <li>• Disabled people</li> <li>• People with poor mental health</li> </ul>

<p><b>Brent</b></p> <p><b>Brent in2work</b></p>	<p>This regeneration organisation is a partnership between local businesses and 32 local employment organisations. It offers disadvantaged groups a job brokerage service and employment related skills training (e.g. Language 2 Work) and helps to co-ordinate 200 training providers operating in and around Brent.</p> <p>It is managed by the Head of Employment at the Council.</p>	<p>Brent's Regeneration Action Plan 2007-9, written by the LSP Partners for Brent, relies on Brent in2 Work to deliver and co-ordinate employment and skills services and achieve strategic priorities e.g. reduce unemployment.</p> <p>Brent in2Work runs a quarterly employment and training forum for training providers where the borough gives a strategic steer to provision i.e. targeting priority groups and capitalising on developments at Wembley.</p>	<ul style="list-style-type: none"> <li>• Mainly through LDA Area Programme</li> <li>• Some funds from NRF; New Deal; and, in future, WNF</li> </ul>	<ul style="list-style-type: none"> <li>• Long-term unemployed, particularly residents of most deprived neighbourhoods</li> </ul>
<p><b>Bromley</b></p> <p><b>People into Employment</b></p>	<p>The People into Employment project is at an early stage of development. It has strong links with VCS and Jobcentre Plus and involves the borough's two outreach centres in Mottingham and Cotmandene, but has yet to develop a job brokerage and links with employers.</p>	<p>The Lifelong Learning Partnership (including Jobcentre Plus, Business Focus, PCT and LSC) currently oversees the borough's work on employment. The regeneration team wants to establish a new Economic Development Partnership.</p> <p>A Local Economy Policy Development Scrutiny Committee assessed the borough's progress on tackling worklessness and set up the People into Employment project.</p>	<ul style="list-style-type: none"> <li>• Pump priming grant (for People into Employment)</li> <li>• Outreach centres have received funds from LDA, LSC, LPSA reward money, PCT and now the council</li> </ul>	<ul style="list-style-type: none"> <li>• Residents of deprived areas: Mottingham, and Cotmandene</li> <li>• Disadvantaged groups</li> </ul>

<p><b>Croydon</b></p> <p><b>Variety of projects</b></p>	<p>There is no initiative which integrates the provision of employment and skills services in Croydon.</p> <p>The borough commissions a variety of projects including two core NRF projects for lone parents and IB claimants. It also employs a co-ordinator to join up provision for IB claimants, in particular. One such project, funded by the LDA Opportunities Fund, helps businesses to recruit ex-IB claimants.</p> <p>LEGI has a focus on engaging disadvantaged groups through initiatives such as the YES!Croydon project.</p>	<p>Croydon Adult Learning, Employment and Skills Partnership is responsible for delivering the Economic Development and Enterprise LAA targets.</p> <p>The Partnership brings together employers, providers and representatives of the local community (learning providers including private training providers, Croydon Council departments, regional agencies involved in skills development, voluntary sector and community organisations, employers and employer organisations, trade unions).</p>	<ul style="list-style-type: none"> <li>• NRF-ESF</li> <li>• ESF-London Councils</li> <li>• LDA Opportunities Fund</li> <li>• LEGI</li> </ul>	<ul style="list-style-type: none"> <li>• IB claimants</li> <li>• Lone Parents</li> </ul>
<p><b>Ealing</b></p> <p><b>NRF projects</b></p> <p><b>LDA Area Programmes</b></p>	<p>There is no initiative which integrates employment and skills provision in Ealing. LB Ealing commissions a variety of NRF-funded projects including a job brokerage in Acton 'Jobs for You' and the 'Working Opportunities for Women' project in Northolt and Southall.</p> <p>LDA Area Programmes operate in Ealing: the Park Royal Partnership, the Heathrow City Partnership and Action Acton.</p>	<p>One of the seven thematic partnerships which make up Partnership for Ealing (LSP) is the Economy, Enterprise and Housing Board.</p> <p>The borough plans to significantly improve its strategic leadership in the area of skills and worklessness. It will set up a third tier partnership and develop a comprehensive skills and worklessness strategy for the borough in 2008.</p>	<ul style="list-style-type: none"> <li>• NRF</li> <li>• LDA Area Programme</li> </ul>	<ul style="list-style-type: none"> <li>• IB claimants</li> <li>• Lone parents</li> <li>• BAME groups</li> <li>• Low or no skills</li> </ul>

<p><b>Greenwich</b></p> <p><b>Greenwich Local Labour and Business - GLLaB</b></p>	<p>GLLaB is a local labour initiative that works in partnership with employers and a range of organisations to maximise job opportunities for local people, particularly those from disadvantaged groups, and secure business opportunities for local companies. It manages recruitment for large companies e.g. AEG at the O2.</p> <p>Partners include Jobcentre Plus, South East Enterprise, local community and children's centres (for drop-in services).</p>	<p>Employment Forum co-ordinates strategic partners such as GLLaB, LSC, LDA and JCP and ensures council meets targets.</p> <p>Worklessness Taskforce focuses on how council can tackle worklessness and deliver services innovatively.</p>	<ul style="list-style-type: none"> <li>• Mainly Section 106</li> <li>• LDA</li> <li>• ESF</li> </ul>	<ul style="list-style-type: none"> <li>• Lone parents on Income Support</li> <li>• People in receipt of Incapacity Benefit</li> </ul>
<p><b>Haringey</b></p> <p><b>Haringey Guarantee</b></p>	<p>Haringey Guarantee brings together local businesses and training providers to help local residents access employment. The programme 'guarantees' residents that they will be supported into employment or training and promises employers that clients will meet their skills and 'job ready' requirements.</p> <p>The delivery partners meet every six weeks as a network. Members include 35 representatives of local businesses and organisations which are committed to sourcing vacancies and various training providers from the VCS and private sector.</p>	<p>The Haringey Guarantee is managed by the borough's Employment and Skills team which commissions local providers to deliver projects. The work of the Employment Board is overseen by the Enterprise Partnership, responsible for meeting the LAA Economic Development and Enterprise targets.</p>	<ul style="list-style-type: none"> <li>• SSCF (Stronger Safer Communities Fund)</li> <li>• Mainstream council funding</li> <li>• NRF-ESF</li> <li>• NRF/WNF</li> <li>• Some Section 106, although this is mainly used by environmental services</li> <li>• LSC funding for skills development and work placements</li> </ul>	<ul style="list-style-type: none"> <li>• IB claimants</li> <li>• Lone parents</li> <li>• Residents of three most deprived neighbourhoods</li> </ul>

<p><b>Islington</b></p> <p><b>Business, Jobs &amp; Training Partnership - BJTP</b></p>	<p>BJTP is managed by LB Islington's regeneration service and is responsible for delivering the Economic Development and Enterprise targets set out in the LAA.</p> <p>Through BJTP, a range of projects are commissioned, with a focus on outreach, IAG, employment support and vocational training. The One Step project supports IB Claimants to find work.</p>	<p>BJTP is one of five theme partnerships which deliver the work of the Islington Strategic Partnership in line with the Sustainable Community Strategy and the LAA.</p> <p>BJTP includes members from: Islington Council, VCS, Jobcentre Plus, LDA, London Metropolitan University, City and Islington College, Camden &amp; Islington PCT and Mental Health and Social Care Trust, London Enterprise and Skills Council, Business Link London, Disability Action in Islington and the Islington Training Network.</p>	<ul style="list-style-type: none"> <li>• LAA pooled funding, including:</li> <li>• NRF and Pump priming Grant</li> <li>• ESF</li> <li>• LDA Area Programme</li> <li>• Jobcentre Plus</li> <li>• Section 106</li> <li>• WNF</li> </ul>	<ul style="list-style-type: none"> <li>• Support for people on incapacity benefits and those living in social housing accommodation</li> </ul>
<p><b>Lambeth</b></p> <p><b>GAIN Project</b></p>	<p>This is an intermediate labour market (ILM) initiative, commissioned by the Council and delivered by Tomorrow's People (a charitable trust).</p>	<p>The Employment and Skills Board leads on strategic developments and sits between the LSP and the Economic Development Commissioning Group (involving the Council, LDA, LSC and DWP). It defines the priorities of the borough's Employment and Skills plan and manages the quarterly Training Providers Forum.</p> <p>Members include Jobcentre Plus, LDA, LSC and representatives from the local NDC, the PCT, the colleges and University and the South Bank Employers Group.</p>	<ul style="list-style-type: none"> <li>• LDA</li> <li>• GOL</li> <li>• NRF</li> </ul>	<ul style="list-style-type: none"> <li>• Long-term Unemployed</li> <li>• People in receipt of Incapacity Benefit, disabled people, lone parents, BAME residents, people over 50</li> </ul>

<p><b>Redbridge</b></p> <p><b>Skills Redbridge</b></p> <p><b>JobNet</b></p>	<p>Skills Redbridge is at an early stage of development and has not yet been able to access funds to commission many projects.</p> <p>The only service currently commissioned directly by LB Redbridge is the JobNet job brokerage service, part of the Thames Gateway JobNet network involving Redbridge, Lewisham, Barking and Dagenham, Bexley and Havering.</p> <p>Each borough provides employability training to the most disadvantaged groups and works with employers to source vacancies in their areas and across the region. Redbridge contracts out this work to a local provider - Barnabas Workshops.</p>	<p>Skills Redbridge is a sub group of Business Redbridge, a 'cluster group' of the Redbridge Strategic Partnership which is responsible for delivering the Economic Development and Enterprise LAA targets.</p> <p>It brings together providers and delivery partners involved in employment and skills development including Jobcentre Plus, LSC, LDA, Redbridge Chamber of Commerce, Education and Business Partnership, Connexions, Redbridge College, Redbridge Institute of Adult Education, Connexions, PCT, and LB Redbridge HR department, and voluntary and private sector providers.</p> <p>It has developed an Employment and Skills Strategy and Action Plan for the borough.</p>	<p>No external funding is available for Skills Redbridge projects yet but the partnership hopes to access Section 106 funds and bid for other funding to deliver its Action Plan in the future.</p> <p>JobNet is funded through the LDA's core budget until 2009. Redbridge will apply for LSC-ESF funding to continue the service.</p>	<p>Increase employment rates among priority groups, especially:</p> <ul style="list-style-type: none"> <li>• BAME groups</li> <li>• Disabled people</li> <li>• Lone parents</li> <li>• Women</li> <li>• Younger people</li> <li>• Over 50s</li> <li>• Residents of four most deprived wards</li> </ul>
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<p><b>Southwark</b></p> <p><b>Southwark Works</b></p>	<p>This is a worklessness multi-agency initiative (MAI) which helps people move into employment. Specialist employment advisers work with Jobcentre Plus, mainstream agencies and a range of employment and training providers to help those most at disadvantage. Southwark Works is delivered by a number of different agencies; there are 18 different organisations working under the Southwark Works brand, while 4500 organisations are plugged into the overall network.</p> <p>Members include LB Southwark, GOL, LDA, LSC, Aylesbury NDC.</p>	<p>The Southwark Alliance Employment and Skills Partnership brings together key agencies to tackle economic inactivity and deprivation. It oversees the Southwark Employment Strategy and co-ordinates services delivered through partner agencies and by Southwark Works.</p> <p>Members include: Jobcentre Plus, Southwark Council, Southwark College, Cross River Partnership, GOL, LDA, LSC, Southwark Adult Learning, Work Directions, Reed in Partnership, PECAN (voluntary sector representative) and Tomorrow's People</p>	<ul style="list-style-type: none"> <li>• NRF</li> <li>• LDA</li> </ul>	<ul style="list-style-type: none"> <li>• People claiming Incapacity Benefit (especially residents of Aylesbury NDC)</li> <li>• People on Income Support, Disability Living Allowance, Severe Disability Allowance</li> <li>• Adult refugees with Indefinite or Extended Leave to Remain</li> <li>• Young people leaving council care, especially NEETs</li> <li>• People with drug or alcohol misuse issues and ex-offenders</li> <li>• Workless lone parents</li> </ul>
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1. 'Strategic level' is defined for the purposes of this research as services having a representative sit on the relevant Local Strategic Partnership sub-group, or some corporate-level link being established being regeneration and the relevant service.
2. 'Delivery level' is defined for the purposes of this research as local authorities having made cross-departmental links and begun delivering a service as a result of this.
3. For further details on the London Skills and Employment Board's publication The London Approach visit: [www.london.gov.uk/lseb/docs/london-approach.pdf](http://www.london.gov.uk/lseb/docs/london-approach.pdf)
4. Of all the 11 local authorities involved in the research – see Appendix 1: Methodology.
5. Employment Opportunity for all: tackling worklessness in London, HM Treasury, March 2007
6. The International Labour Organisation (ILO) definition of unemployment are people aged 16 or over who are without a job, are available to start work in the next two weeks and who have been seeking a job in the last four weeks, or were waiting to start a job already obtained in the next two weeks.
7. The term 'economically inactive' refers to those individuals who are left over after counting the employed and unemployed – for example, students or people who cannot work due to sickness or disability.
8. Labour Force Survey (LFS) [www.statistics.gov.uk/cci/nugget.asp?id=1606](http://www.statistics.gov.uk/cci/nugget.asp?id=1606) (14th March, 2008)
9. Meadows, P. (2006) Working Paper 15: Worklessness in London: Explaining the difference between worklessness in London and the UK, (GLA Economics and the LDA)
10. London Child Poverty Commission (2008) Capital Gains: London Child Poverty Commission Final Report
11. Alan Cave, Director, Works, Welfare & Equality Group, Delivery Directorate, DWP Welfare Reform Conference, Capita, 31 March 2008
12. London Councils, Op. cit.
13. Defined as 16 hours of work per week for 13 consecutive weeks or more.
14. Out of the 198, there are indicators other than those referred to above that could be used to demonstrate progress in employment, skills and child poverty, however, these are the most directly related.
15. These are liable to change before being signed off in Summer 2008.
16. These include Greenwich Local Labour and Business (GLLaB), the Haringey Guarantee, Southwark Works, Brent in2 Work and Lambeth's Gain Project.
17. London Councils, Op. cit.
18. London Councils, Op. cit.
19. London Child Poverty Commission (2007) Interim Report
20. London Child Poverty Commission (2008), Op. Cit.
21. London Child Poverty Commission, Op. Cit.
22. London Skills and Employment Board (2007) Globalisation, Skills and Employment: the London Story
23. Hills, J. (2007) Ends and Means: The future roles of social housing in England
24. Housing Associations tackling worklessness, Housing Corporation, November 2007
25. For further details on the London Skills and Employment Board's publication The London Approach visit: [www.london.gov.uk/lseb/docs/london-approach.pdf](http://www.london.gov.uk/lseb/docs/london-approach.pdf)

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