

Appendix 2

Reducing worklessness: best practice in the UK

***A briefing report for Durham
County Council Scrutiny
Committee***



Introduction

The first section of this briefing paper explores the concept of worklessness: what it means and how the term is used by policy makers.

Section two provides a number of examples of local authority good practice in this field. Much of this good practice relates to the 'removing barriers to work' agenda, in other words assisting hard-to-reach groups back into work, training or education.

The final section provides a summary of the main findings to emerge from the local authority case studies.

What is worklessness?

The concept of worklessness is now a growing feature of welfare and employment policy discourse and has been operationalised through Government intervention schemes such as the New Deal programmes and more recently the Pathways to Work initiative aimed at the economically inactive (see below). Worklessness is a concept that encompasses both unemployment and economic inactivity. In a UK context the definition of *unemployment* includes all those registered as unemployed claimants on Job-Seekers Allowance and individuals classified under the Government's preferred International Labour Organisation's measure of all those who are out of work and actively looking for a job.

The greatest numbers of people who are workless are those classified as the *economic inactivity*, which is a term used to describe "people of working age who are not working, are not in full-time education or training and are not actively seeking work".¹ The term economically inactive encompasses those individuals and groups who are family and home carers, part-time students, the long-term sick or disabled, 'discouraged workers' and those who choose not to work etc. The official statistical definition of the economically inactive are "those people who are not in work, but who do not satisfy all the criteria [sic] for ILO unemployment, that is, wanting a job, seeking in the last four weeks and available to start in the next two" (Office for National Statistics, 2004²).

¹ Renewal.net (no date) *Worklessness*. Accessed at: www.renewal.net/.

² See ONS (2004) *Economic Inactivity. Student drive recent increases*. Accessed at: <http://www.statistics.gov.uk/cci/nugget.asp?id=1012>.

The usefulness of *worklessness* as a concept is that it describes a broader based phenomenon than either unemployment or economic inactivity and it draws attention to the fact that public policy interventions:

... should not only be on the long term 'registered' unemployment but also on others amongst the ILO unemployed irrespective of their current benefit status, as well as those amongst the economically inactive who are potentially capable of obtaining employment. Raising employment rates and activity rates are as important as reducing the number of the claimant unemployed (Campbell, 2001: 3).³

Another feature of worklessness is that it mainly affects certain social groups and communities more than others. For instance the phenomenon of worklessness affects disabled people more so than unemployment (see Renewal.net: *The Disabled Entrepreneurs Network*⁴), while half of all households in concentrations of worklessness contain at least one individual with "limiting long term illness" (ODPM, 2004: 6)⁵. Other groups particularly affected by worklessness include:

...workless households; those experiencing "repeat" spells of unemployment; males; low/no qualifications; former manual workers in manufacturing; some ethnic minority groups, in particular the Black African/Caribbean and Pakistani/Bangladeshi communities; lone parents; and those experiencing "multiple" disadvantages e.g. ex-offenders, homeless people and substance abusers (Basic Skills Observatory⁶).

In addition worklessness also has a specific geographical and spatial dimension. Concentrations of workless people tended to be found in particular localities and at various spatial scales, for example worklessness can manifest itself at the 'street level', neighbourhood/community level, town, city and region. The people in these areas often suffer from so-called multiple disadvantage, in other words they face a complex range and combination of economic, social, environmental and cultural problems.

Examples of local authority best practice

Rotherham Metropolitan Borough Council

Rotherham MBC has achieved beacon status for 'Removing Barriers to Work - Making a real difference to real people'.

³ Campbell, M. (2001) *New Deal for Communities; National Evaluation Scoping Phase*. DETR: London.

⁴ Accessed at: www.renewal.net/.

⁵ A workless household is: "a working-age household [a household that includes at least one person of working-age, that is, a man between the ages of 16-64 and women between 16-59] where no one aged 16 or over is in employment" (see ONS (2004) *Work and worklessness among households. Autumn 2003*).

⁶ Accessed at: www.basic-skills-observatory.co.uk/uploads/doc_uploads/700.pdf.

Worklessness policies and how they apply?

Policies for reducing barriers to work are a 'lifelong supportive pathway', which centres on regeneration, social inclusion and employability. This focused on all age ranges and abilities as well as the more disadvantaged and socially marginalised. Top level priorities for the well being of the area and its citizens include:

- Opening up learning opportunities for all and raising educational achievement and skill levels.
- Strengthening the local economy.
- Supporting vulnerable people and improving life chances for all.
- Improving quality of life.
- Reducing inequalities.
- Ensuring quality and effective services.

The council is committed to partnership working in order to:

- Increase wealth and prosperity for all.
- Stimulate a culture of learning and development to ensure maximum benefit for local people and businesses.
- Improve health and well being for all.
- Create safe and inclusive communities for all, ensuring individuals and communities enjoy a better quality of life.

The council has developed ***meaningful consultation*** and community engagement. 'Rotherham Reachout' is a representative panel of 1600 local people and its findings have been used to help shape and inform policy and programmes.

How do they co-ordinate with external agencies?

Through co-operation and involvement of the Employment Service/Jobcentre Plus, the partnership created a strategic group to develop and co-ordinate New Deal and Welfare to Work activity. Membership of this group included all stakeholders: the Rotherham Economic Partnership, Rotherham TEC, Lifetime careers, Employment service and Rotherham Trade Council. This has now been expanded to include training providers, information, guidance and advice agencies.

Rotherham was pro-active in working with ChamberTec and Wentworth M.P. John Healey, in securing a New Deal Employer Coalition which has expanded throughout South Yorkshire. This initiative is led by the private sector and includes a wide and diverse range of stakeholders. Its main aim is to maximise the impact and effectiveness of all public programmes and policies aimed at removing barriers to work and ensuring they meet the needs of the business

community. The coalition has a very pro-active approach to the Sector Skills agenda and works closely with the national Sector Skills Council, the South Yorkshire Learning and Skills Council, Jobcentre Plus, Connexions and Yorkshire Forward to develop the following projects:

- **Ambition Energy** - to tackle the local and national construction skills shortages, especially in gas fitting and plumbing.
- **Transport Gateway** - involving co-operation from South Yorkshire Learning and Skills Council, Yorkshire Traction Bus Company, and Rotherham and Dearne Community Transport to facilitate access to employment for people in priority communities.
- **Health and Social Care** - to engage with Priority Care Trust, Council and Joint Commissionary bodies to maximize the job creation potential of opportunities in the health and social care field.
- **Retailing** - tapping into Meadowhall Retail economy to expand retail and leisure base of the sub-regional economy.

Rotherham Ethnic Minorities Alliance led by Rotherham Race Equality Council works in partnership with the Council, Rotherham Partnership and Voluntary Action Rotherham to promote better communication between minority communities and service providers and to promote better life and employment opportunities through well researched targeted community support and training.

Examples of innovation

Phoenix Enterprises is a venture to deliver and develop the New Deal/Welfare to Work programme. It is jointly owned by Rotherham MBC, Lifetime careers, Jobcentre Plus, Rotherham partnership and a number of smaller partners to support clients into jobs or self-employment and full-time training. A number of key initiatives have emerged from this:

- *Childcare Places Scheme* has resulted in a huge increase in childcare places to assist parents and carers in accessing employment and training while simultaneously increasing the childcare employment sector.
- *Family Literacy Project*: aimed at breaking cycles of under achievement by allowing parents to work alongside children in the classroom to gain new skills and confidence.
- *Pathway to Success*: an initiative with emphasis on vocational education and training which is supported through partnerships with the LEA, Further and Higher Education establishments and training providers from the private and voluntary sectors and employers.
- *Various initiatives for young people (16-24)* including: Rotherham Youth Enterprise, Bridges Project, Young People Sharing Rotherham's Future, Rotherham Youth Offending Services and Phoenix Enterprises aimed at offering workplaces to young people, care leavers, those at 'risk' of offending and black/ethnic minority youths.

- Various *initiatives to remove barriers to opportunity for adults*, including: The People's Project, Call Centre's Link, Learning through Multi-Media, The Investor Employment Support Project, Economic Marketing, Managed Workspace, Action in Community Employment, RMA and new Deal Plus.

There have also been various initiatives targeting the Black and Minority Ethnic Communities, including:

- *Unity Centre* - which includes a centre for children of asylum seekers who need to develop English skills prior to admission to mainstream schools.
- *Rotherham Multi-Cultural Centre* - provides information, advice, guidance, IT, English and other training to Minority Ethnic women.
- *Rotherham's All Pakistan Women's Association* - is designed to act as a stepping stone to build confidence in Asian women by progressing from familiar skills to qualifications and training aimed at moving into employment.
- *'Abbu'* - supports fathers of disabled children from the South Asian community offering practical and emotional support plus respite help to assist fathers in entering work or training opportunities.
- *'Tassibee'* - works with isolated Asian women at risk of developing mental health problems and provides support to enable them to access training and education opportunities to return to work.

Other initiatives have been focused on helping people with disabilities, including:

- *Mencap Pathways* - helps people with learning disabilities into employment. This can involve long-term, full-time jobs, short-term work experience and training including council work placements.
- *Rix Café* - Council supported commercially run café which doubles as a successful training unit for people with learning disabilities with an interest in working in the catering industry.
- *Day Centres* - activities focused towards employment and creating employment projects.
- *'Speak Up'* - Council supported self-advocacy group. Commissions' user-friendly information with learning disabilities and older people.
- *Support for People with Mental Illness Problems* - this project is a partnership with Social Services, The Primary Care Trust, and RETHINK. It provides job preparation and an assessment scheme to assist people into employment and training opportunities.

Tameside Council

Worklessness policies and how they apply?

The Tameside Employment Plan provides a framework for activities targeted at raising the employment prospects for Tameside's residents and supporting employers to meet their skill and recruitment needs. The Employment Plan aims to take account of and provide for changes in the local Tameside economy and its consequences for employment in the Borough. Working in partnership with new and established employers across all sectors will be central to securing future employment within the Borough. Five core priorities have been identified to achieve this vision:

- 1) To develop an effective and co-ordinated partnership approach to enhancing local employability and competitiveness in the labour market.
- 2) To engage effectively with established and prospective employers to recruit and train the local workforce.
- 3) To work with those furthest away from the labour market to overcome the barriers preventing them from engaging effectively in the labour market.
- 4) To promote job opportunities for the "work ready" by providing bridge activities and appropriate training to meet the skill gaps of employers.
- 5) To develop ways in which employers and employees in entry level occupations can be encouraged to invest in training and upskilling.

How do they co-ordinate with external agencies?

- a. **Manchester Enterprises** is a not for profit group of specialist companies providing support services to local businesses and people. The Group accesses and delivers Government funded programmes designed to improve the local economy, create jobs and provide skills and employment for local people. Manchester Enterprises is the holding company in the Group and its main role is to set a coherent strategy, and ensure that service delivery is coordinated across the operating companies.
- b. **Employment and Regeneration Partnership (ERP)** is one of the main operating companies of the Manchester Enterprises Group. ERP's activities are focussed upon working with unemployed people and non-employed people, as well as low skill employees to assist them to find and retain employment while supporting employers to meet their recruitment needs.
- c. **Chamber Business Enterprises** is a joint venture company, jointly owned by Manchester Enterprises and Manchester Chamber of Commerce and Industry. CBE provides a comprehensive range of support services to businesses of all sizes and stages of development to aid in development and improve 'start-up' performance and growth.
- d. **Skills Solution** is one of the main operating companies in the Manchester Group. It specialises in recruitment and NVQ training for young people

through the Modern Apprenticeship programme and NVQ training for adult employees.

- e. **Tameside Lifelong Learning Partnership** was formed in 1998 with the aim of establishing for lifelong learning a central role in creating a society where learning is valued, easily accessible to all and contributes to the economic, cultural and social well-being of the community. It includes representatives from the Borough Council, local, regional and sub-regional organisations, statutory and non-statutory organisations, the further education sector and the business community. Learning was the key to addressing many of the issues that Tameside faces such as promoting sustainable employment, developing and enhancing skills relevant to local employment opportunities and promoting social inclusion. The formation of the partnership was the direct realisation that lifelong learning lifelong in gaps addressing and identifying opportunities.
- f. **Tameside Education Business Partnership** was established in 1992 and aims to bring together the education and business sectors. Its key objective is to bring the experience of business into the classroom. The Partnership provides more than fifty services to schools and colleges. These include the provision of work experience placements for young people; the organisation of industrial projects for schools; the management of a mentoring programme and the provision of support services to New Deal clients. It also manages a curriculum partnership with the Construction Industry Training Board. The Partnership provides consultancy services to schools and other organisations and works in close harmony with the Consortium of Education Business Link Organisations for Greater Manchester.
- g. **Social Enterprise Development and Support Project** provides start-up funding, advice and support to new businesses which benefit the local community or which have a social aim. The project finances co-operatives and partnerships which provide training to young people and those with learning difficulties.
- h. **UFI Ltd** was created in 1998 to bring about the Government's vision for a "university for industry". It aims to provide information and advice on learning opportunities through the Learndirect telephone information service. The City Pride and Stockport regional UFI hub, established in 2000, has approximately 60 centres with eight located at various points across Tameside. The City Pride and Stockport UFI plans to provide more than 73,000 courses to 29,400 learners over the next year.
- i. **Training Providers** – several private training providers operate in Tameside, covering training such as Modern Apprenticeships for young people, basic skills training and childcare training for adults.

- j. **Greater Manchester Learning and Skills Council (LSC)** is responsible for the strategic development, planning and funding of all post-16 education and training (except higher education) across the Greater Manchester sub-region.

Examples of innovation

Land supply - to facilitate and encourage new job creating developments, including the attraction of businesses into Tameside and the modernisation or expansion of existing enterprises, Tameside allocates a wide range of sites, varied in size, location and characteristics that are allocated for development for employment purposes. These are to attract businesses coming into the area and for employment sectors which are under represented in the area but also for the relocation of expanding local businesses.

Retention of industrial sites and buildings - land currently or last used for employment purposes, where suitable for continued use or redevelopment as such, will be allocated as a site specific proposal for employment development, and will normally be retained for these purposes. This is to facilitate a spread of employment opportunities, in terms both of geographical location and site characteristics, and to provide, among other things, for the start up of small firms and the growth of existing local enterprises.

North Tyneside Council

Worklessness policies and how they apply

North Tyneside works closely with Jobcentre Plus in Newcastle to contribute to the Government's aim of tackling poverty, reducing worklessness, promoting growth and opportunity and modernising government. The aims are to help more people into work, more employers fill their vacancies and provide people of working age with the help and support to which they are entitled. The main policy objectives are:

- a. *Helping disadvantaged people into work as a route out of poverty* - working with a range of partners, we promote work as the best form of welfare, helping unemployed and economically inactive people of working age move closer to the labour market and compete effectively for work, while providing appropriate help and support for those without work.
- b. They *encourage employers* to open up more opportunities for jobless people, help them fill their vacancies quickly and help to address the key skill needs in different parts of the country and sectors of the economy.
- c. *Respecting people* by treating our customers, colleagues and partners with respect (and expecting the same in return), delivering real equality to our customers and ourselves, and responding positively to feedback from customers, colleagues and partners.

- d. *Making a difference* by supporting, challenging and inspiring ourselves so that we can make a difference to our customers' lives, and by going the extra mile to help our colleagues and all of our customers, including employers.
- e. *Looking outwards* by working together with employers, partners, local communities and others to achieve their goals and ours, and by consistently identifying best practice opportunities to enhance our customer service.

How do they co-ordinate with external agencies?

North Tyneside Council works with a number of organisations to deliver information and advice to the public on jobs and learning, five of which have been rated as excellent. The five organisations offer a wide range of services to clients and are now working as a consortium with the council to address worklessness across North Tyneside. They have been supported through Neighbourhood Renewal Funding and by the council and have been awarded the national Matrix Quality Standard.

- *Age Concern North Tyneside* works with clients aged 50+ offering services including training and development.
- *Ability Net North East* helps clients with disabilities access IT so they can make the most of opportunities.
- *Into Change* provides a drop in service in Backworth and Shiremoor.
- The *Blind Society for North Tyneside* which gives training and advice to blind and partially sighted people.
- *Wallsend People's Centre* operates as a drop in centre providing training information advice and IT access.

Examples of innovation

North Tyneside Council offer ***one-to-one support*** helping unemployed residents gain both full-time and part-time employment, with job search facilities, CV service, help to prepare for interviews, grants, apprenticeships and voluntary work, work experience and the latest information on local employers and current vacancies. Additionally NTC have information on what skills and qualifications are needed for jobs, what local training courses are available, how to finance courses, starting work and help in choosing a career.

Customised training

Courses currently available are:

- Pre-employment / taster training.
- Personal Development motivational training.
- Confidence building courses.

- A range of job related courses – including Construction, Hospitality, Catering, Customer Service, Retail, Childcare, IT, Contact Centres and others.
- Opportunity to gain qualifications.

Sifting and selection process for local employers

Employment Development Officers can help local employers with their recruitment and selection as well as training of new employees. They also help support organisations and the local community by offering services and working in partnership to help local people to access local jobs.

Employment grants

Pre-employment grants are available to individuals who are unemployed and are wishing to access pre-employment training or assistance for interviews or to start employment. The grant covers the following:

- Interview clothing.
- Interview travel expenses.
- Employment tools / equipment.
- Employment training.
- Employment travel expenses (first few weeks only).
- Pre employment training.
- Some self-employment expenses.
- A limited number of wage subsidies.

Nottinghamshire County Council - Beacon status

Nottinghamshire County Council in partnership with the seven district and borough councils have for a number of years been working together to address the impact of structural change, which was mainly due to the loss of nearly 40,000 jobs in the mining industry. Specific activities linked to removing barriers to work include:

- ***New Deal employer option*** - NCC have employed 85 people in to the authority so far and have just signed a partnership Public Sector Agreement to help recruit 200 people in to Nottinghamshire's public sector over the next three years.
- ***New Deal ETF/Intermediate Labour Market provision*** - NCC established one of the first ILM programmes in the country. NCC has a unique partnership structure which has the county council delivering support and guidance for providers who deliver high quality job outcomes.
- ***Adult and community learning service*** - the county council believes that the development of lifelong learning underpins many of its wider

social and economic goals. To help with this NCC have a team of dedicated individuals who work in local communities helping raise aspirations and achievement levels of people of all ages. By July 2002 over 14,650 people had enrolled on over 1600 courses at over 300 venues in the county.

- **Nottinghamshire training opportunity** - this innovative programme seeks to link the unemployed people of the county to our growing small to medium enterprises – to date NCC has helped over 1200 companies and 3600 individual jobseekers.
- **Connect project for the call centre industry** - this is an employer led training initiative, established to respond to the growing number of opportunities in this service sector. NCC has been able to place over 400 people in to contact sector jobs and helped over 35 companies with their recruitment and training needs.
- **Training partnership** - provides training opportunities for over 100 young people from age 16–18 - NCC provision includes Advanced Modern Apprenticeships, Foundation Modern Apprenticeships, Entry to Employment and specialist help for young people with special needs. Last year 71% of Nottinghamshire learners achieved a Vocational Qualification.
- **Supported employment programme** - NCC runs this programme for 170 people with disabilities, which aims to help people with disabilities into unsupported employment. The council has agreed a Public Service Agreement which aims to increase both the number of people helped and the proportion moving in to unsupported employment.
- **Care leaver programme** - NCC recognised the additional help required by young people leaving care and have put in place a dedicated team who work with young people in care to help them move from care into further education or employment.
- **Basic skills pathfinder** - the council estimated that in Nottinghamshire over one in five adults had poor literacy skills and over 20,000 had poor numeracy skills. The county council alongside a large and successful partnership have trialled a new framework for delivering basic skills. Nearly 2000 people enrolled on the courses with over 90% completing, and 80% of those taking tests were successful.
- **Learning Skills and Employment** - aims to support the development of skills needed for the future workforce and provide opportunities for personal growth and quality of life. The team's services contribute to the economy of Nottinghamshire and to the development of a learning culture. Learning Skills and Employment works to a number of key local and national agendas including Life long Learning, Social Inclusion and Welfare to Work.
- **Bridge to Work** - this team supports a broad programme of employment and training programmes for local unemployed people, including youth training, transitional employment, and sector-based training. Many of

these links with Jobcentre Plus and LSC funded programmes. This aims to:

- help those furthest removed from the labour
 - market improve their work skills
 - provide a skilled labour market that meets employer needs
 - support local companies with recruitment and development of employees
 - ensure our own workforce reflects the diversity of our County.
- ***Inward Investment and enterprise support*** - NCC are working with partners to promote a local economy where skills, wage levels and enterprise match or exceed national averages. The council are working to:
- slow the decline of traditional manufacturing firms;
 - stimulate industries capable of expansion;
 - attract and encourage the development of knowledge based business;
 - promote social enterprise, local investment, trading and purchasing;
 - develop an enterprise culture.

Service delivery tips

- Be clear about what you want your role as a local authority to be. NCC has established a framework which has three levels:
- strategic leader acting as the local leader in joining up strategies and policies at a local level;
 - champion of the user representing the needs of local people;
 - deliverer/enabler of high quality programmes providing either directly or through commissioning high added value services.
- Develop plans and programmes which have had the input of all stakeholders – service users, elected members, partner organisations and internal departments.
- Look to connect your activities – an integrated approach to learning and work. In the case of NCC they attempted to span first step learning, through to employability programmes and on to business support.
- Set an example, as one of the largest employers in your area you must lead the way by recruiting, retaining and developing local unemployed people.
- Recognise that your provision needs to reflect what the current or future labour market requires – make use of local labour market information.

Examples of innovation

Funding has been secured to enable Nottinghamshire to pilot and diversify into a new area of service delivery, in particular the **Graduate Wage Subsidy** project for recent college/university graduates. This applies when a potential employer has a vacancy that would be best suited for a graduate but the employer is restricted financially in encouraging a graduate to apply. In such cases, Nottinghamshire will bridge the salary gap.

A maximum of £2,500 wage subsidy will be provided per company/graduate, which over time with the project will not exceed ESF wage subsidy guidelines.⁷ For example, a case where an employer is looking to recruit a Systems Analyst but only has sufficient funds for an annual salary of £13,500. To attract a graduate, a salary of £16,000 is needed, and NTO will fund the £2,500 difference. The wage subsidy will be paid monthly, on receipt of time sheets signed and dated by both the graduate and employer.

London Borough of Greenwich - Beacon Status

Greenwich Council in London was awarded Beacon Council status in the 'Removing Barriers to Work' category. Greenwich suffered some of the worst manufacturing job losses in London during the 1980s and early 90s leading to unprecedented levels of unemployment and deprivation. The council was determined to reverse this decline and its regeneration programme has help achieve this by attracting new investment, creating job opportunities and ultimately reviving the fortunes of the borough. In particular, the Greenwich Local Labour and Business (GLLaB) scheme has been a key mechanism for linking local people to employment opportunities. GLLaB recently won a Charter Mark for its efforts. Greenwich has succeeded in attracting public and private investment on a hitherto unprecedented scale, improving the local environment, supporting innovation, revitalising the local job market and much more. One of the many positive outcomes has been the effect on employment figures. Long-term unemployment is falling faster in Greenwich than anywhere in the UK and there will be an estimated 25,000 new jobs created by 2010.

Policy tools and innovative approaches

Greenwich used a number of policy tools and innovative approaches to address the barriers to work agenda.

Use of Section 106 agreements

The council made it a political priority to secure local benefits from major development projects in Greenwich. Section 106 agreements were identified as

⁷ These state a maximum wage subsidy amount equivalent to the current minimum wage levels per week (currently £3.60 per week for 18-21 year olds & £4.20 for 21+).

an appropriate tool to achieve this aim. Policy *J14* of the Unitary Development Plan (Training and Business Support) states that:

The Council will support the establishment of training centres, training workshops and other training provision to develop the skills of the Borough's resident workforce, and to help those facing disadvantage in the labour market. In new developments the Council will seek to negotiate commitments or commitments and contributions to Greenwich Local Labour and Business, to provide opportunities for local job seekers, contractors and local businesses.

Significantly the decision to use S.106 Agreements to help the disadvantaged in the labour market was pushed by the council leader in relation to the first of the large redevelopment sites: the Greenwich Peninsula site that now includes the site of the Millennium Dome and exhibition. The Borough recognised the importance of establishing good labour supply activities before asking developers and contractors to recruit locally. To deliver this they developed a new partnership organisation called Greenwich Local Labour and Business (GLLaB). Developers seeking to develop major sites in the Borough are asked to support GLLaB and, where they agree, this commitment is written into the S.106 Agreement.

Developers are typically required to:

- endorse the activities of GLLaB and be fully committed 'to ensuring that local people and businesses are able to benefit directly (from the development)'; they have to agree to 'cascade' the above commitment to contractors and end-users.
- give prior notice of local employment and business opportunities.
- provide monthly monitoring information, including each worker's gender, ethnicity, any disability and area of residence.
- provide a (serviced) on-site recruitment and/or training facility (on larger sites only).
- pay to the Council a training sum 'to support the recruitment, employment and skills development of potential employees for the development from the London Borough of Greenwich'.

In relation to the latter, the Borough provides regular reports on how the sum has been used.

Greenwich Local Labour and Business service (GLLaB)⁸

Greenwich Local Labour and Business service (GLLaB) plays a central role in improving the attractiveness of the Borough as a business location to existing

⁸ See: http://www.greenwich.gov.uk/NR/rdonlyres/56CB080E-06BA-4072-AE24-901C01082DAE/0/02_Jobsforadoption.pdf.

and incoming firms, and in providing employment and subcontracting opportunities for local businesses and residents. As mentioned above, GLLaB is in *part financed by Section 106 developer contributions*, which are sought on all major development proposals. The organisation has two primary objectives:

- First, to train local people and help them secure employment, in particular groups who are often disadvantaged in the job market such as women, minority ethnic groups and people with disabilities.
- Second, to create new business opportunities for local companies, advise local firms of contract opportunities arising from the Borough's extensive redevelopment and regeneration projects, and raise their capacity to secure contacts and successfully deliver them. Access to competent local firms and suppliers can assist in attracting new companies to the area.

The *Greenwich Local Labour and Business Service* (GLLaB) has been recognised by the Audit Commission as an exemplar of best practice in creating local employment. Between 1997 and 2002 GLLaB helped 4,800 local people into employment and helped local businesses win £3.5 million worth of new contracts.

GLLaB's strength and success is firmly grounded on strong partnership working. GLLaB works in partnership with developers, employers in both the private and public sectors, such as Job Centre Plus, training providers and community sector organisations. This approach is critical to GLLaB's ability to provide a range of targeted services, which meet the needs of an ever-increasing diverse community. In particular GLLaB has developed project proposals, which build on partnerships and multi-agency working. Often the delivery of such projects has been from integrated locations such as One-Stop-Shops in the Neighbourhood Renewal (NR) priority areas. The success of these partnerships are regularly monitored by 'partnership steering groups'. These steering groups also provide a forum to discuss areas of under-performance and seek agreement on remedial action required.

More recently partnership work has been directed through the Greenwich Employment Forum (GEF) set up to take forward local actions as agreed through the Local Area Agreements (LAA) framework. Partnership working across the community and voluntary sectors takes place mainly through the framework of Neighbourhood Renewal Service Provider Networks, GLLaB's Refugee Advisory Committee and our team of Community Engagement Officers. GLLaB have established a Refugee Advisory committee, which is comprised of representatives from organisations that work with and support the needs of all ethnic minorities, refugees and asylum seekers in the borough.

In addition, all business support agencies operating in the borough have signed up to a protocol for maximizing effective inter-agency working. GLLaB has developed and delivered a number of special project and programmes, including⁹:

- **JobNet**

This project is funded by the London Development Agency. It is a partnership project of seven additional boroughs: Lewisham, Newham, Tower Hamlets, Barking and Dagenham, Bexley, Redbridge, Thurrock. The aim of this project is to share 'hard to fill' vacancies in any one borough. The scheme provides a wider pool of skilled labour and through the network information is circulated quickly to the other boroughs and ensures that employers' recruitment needs are met.

- **Place2Work – Construction and Childcare**

The Place2Work receives some of its funding from the European Social Fund and the project is a work taster and placement initiative within the construction and childcare sectors. Both sectors face significant levels of skill shortages and are growing sectors. The project offers an integrated package of advice and guidance, employability training, and sector-tasters to improve the employment prospects of residents in Greenwich, Bexley and Lewisham. The project targets young people aged 18-24, BME groups and the long-term unemployed, and provides intensive job search and job brokerage support to assist participants into employment. Career guidance is provided by partner organisations to explore alternative pathways to employment. In-work mentoring is provided during the early transitional stages of employment as well as additional training and development to support sustainable employment.

- **The Jobs Project**

'The JOBS Project' is also partly funded by ESF and offers training in LGV and PCV to support the growth in the freight transport logistics sectors and includes an integrated package of job search and employability support. Delivery is through a strong cross-borough partnership targeting BME groups and the long-term unemployed in Bexley, Greenwich and Lewisham aged over 25 years.

- **The LEARN Project**

Funded by the European Regional Development Fund, LEARN is a partnership project with Greenwich Community College, Greenwich Leisure College and Charlton Athletic Football Club. The course has been designed to equip those wishing to work as stewards in the stadium, arena, or events industries, covering all aspects of spectator

⁹ See: <http://www.greenwich.gov.uk/NR/rdonlyres/B337B047-23CF-4B81-854B-198BAC8B583B/0/PerformancelmprovementPlan200506final2.pdf>.

control to a nationally recognised standard. The course provided employment for participants with Charlton Athletic Football Club as part of the programme and aims to enhance the employment prospects of those wishing to work in The 02 and David Beckham Academy on the Greenwich Peninsula.

- ***Health Benefits (ILM)***

This project builds on GLLaB's Intermediate Labour Market (ILM) programme, which was set up to offer paid work experience to those furthest from the labour market. This project provides 55 full-time equivalent work experience places for people with disabilities and people seeking to return to work after long-term illness. Participants must be Greenwich residents aged 16 or over and be able to demonstrate that they are unable to obtain employment without the support of the project. Placements last up to 26 weeks and are based with employers in the public, private and community sectors from a wide range of occupational areas. Full time placements are 30-hour week, which includes training and any other support needed. Part-time placements will be available. The gross weekly wage for ILM clients is £152 (aged 18 plus) and £90 (aged 16 to 17). This is in line with minimum wage levels. It is funded by Single Regeneration Budget round 6.

- ***Steps2Jobs – NRU and ESF Objective 2***

Step2Jobs is a multi-agency project, which works across operational sites in Greater Woolwich and Abbey Wood (Eynsham) areas. Collectively the project provides a range of support including advice and guidance, career guidance and counselling, and training and skills development. Specifically GLLaB provide job brokerage support linking local residents to prime job opportunities.

- ***The Greenwich EMPLOY Project***

This is funded by the London Development Agency's Opportunities Fund. The project provides supported job-brokerage designed to enable unemployed women distanced from the labour market to access work. Specifically the project will target female labour market returnees using outreach at Children's Centres and other key community venues, which are among the 30% most deprived areas in the borough. It engages employers, including developers and new employers in the borough, to identify skill shortages and support recruitment.

Greenwich as an employer

The council itself offers a number of training and employment opportunities, including:

- New Deal placement;

- Intermediate Labour Market;
- Modern Apprenticeships;
- Programmes for young people;
- Sector specific initiatives, e.g. care;
- Work experience – Greenwich Education Business Partnership.

There are a range of schemes such as 'Work@Greenwich Pilot'.

Work@Greenwich¹⁰

Greenwich Council's Work@Greenwich project builds on GLLaB's Intermediate Labour Market Placements (ILM's). These offer subsidised employment within a wide range of organisations where work undertaken demonstrates community benefits, and avoids displacement of existing workers. The Work@Greenwich project specifically targets opportunities within Greenwich Council complimenting existing work-based programme such as Apprenticeships. Intensive support is provided throughout the placement to build the skills levels of participants and to support them into unsubsidised employment on completion.

Knowsley Metropolitan Borough Council – Beacon Council¹¹

KMBC has achieved beacon status through innovative approaches to partnerships, community engagement, performance management, leadership and a change in the way that chief officers and the organisation work. Through joined-up solutions in education and training, economy and employment and through community engagement and inclusion, the council have worked with some of the hardest to reach groups in the borough:

- 16–24 year olds;
- lone parents;
- long-term unemployed;
- disabled people;
- 40+ residents;
- substance mis-users;
- ex-offenders.

Knowsley's approach has been in partnership and collaboration with agencies and organisations that are also involved in supporting hard to help groups. Specific initiatives include: *pre-employment training, work preparation, job rotation, positive action training and personal development.*

¹⁰ See: http://www.greenwich.gov.uk/NR/rdonlyres/20DFD380-4A02-4786-AABE-18012E2EABAC/0/council_as_employer.pdf.

¹¹ See: <http://www.beacons.idea.gov.uk/idk/core/page.do?pagelId=72087>.

Knowsley has focused on the development of 'people based' skills and development programmes to support local people in to local jobs. It has a long established and vibrant Economic Forum, as well as:

- a Community Plan which recognises the importance of the economy and employment as a major driver for social change;
- specific interventions through European and other regeneration programmes aimed at our most disadvantaged communities;
- a Neighbourhood Renewal Strategy for the borough that targets our most deprived communities.

Knowsley Council is a local authority pathfinder area within one of the LGA's Six Commitments: that of '*helping the hardest to reach residents into work*'. As a pathfinder authority, through its Public Service Agreement, Knowsley is supporting the development of more freedoms and flexibilities with the DWP, aimed at improving outcomes in a number of areas related to employment.

Delivery

The development of a sustainable economy and improving the employment prospects of

Knowsley residents, to increase employment is at the heart of the *10-year Community Plan* 'Vision for Knowsley'. Economy and employment is one of the five major inter-linking themes within the Community Plan. KMBC has developed a number of key drivers in promoting best practice in 'removing barriers to work':

- through the Knowsley Economic Forum, listening to the needs of Knowsley businesses as the key drivers for job creation and the main opportunity providers for Knowsley residents seeking work;
- work in partnership with key agencies within the public, private, voluntary and statutory sectors to maximise impact and promote joint working;
- learn from your mistakes, e.g. project outputs that may be unrealistic to attain – such lessons should be reflected in developing new projects;
- involve all partners at the start of a project's development, and maintain effective contact with partners at all stages of project delivery;
- ensure that all stakeholders are integral to the planning and implementation of people-focused projects addressing specific employment barriers for Knowsley residents;
- challenge accepted practices based on experiences of local need and circumstances.

Leeds City Council – Beacon Council¹²

¹² See: <http://www.beacons.idea.gov.uk/idk/core/page.do?pagelId=72087>.

The council and its partners have embraced the Government's Welfare to Work and Neighbourhood Renewal strategies and are of the view that if these strategies are to be successful then they have to work in Leeds. Leeds has more vacancies than registered unemployed and nearly the same amount of jobs available than the numbers of workless people i.e. those on Incapacity and Income Support benefits.

What has been achieved?

Leeds City Council *Department of Training* was established in 1997 to take forward the council's commitment to the Government's Welfare to Work and Lifelong Learning agendas. Its remit was to establish a range of programmes that enabled workless people to find employment, supported young people through vocational training programmes, provided lifelong learning opportunities and sought to solve recruitment difficulties within the council and other public sector organisations. The department has established strong partnerships throughout the city, with providers, voluntary organisations, employers and most importantly, JobCentre Plus. This partnership exists at all levels between the two organisations informing strategy, joint policies, programmes and operations. Secondment arrangements are in place allowing staff from both organisations to work collaboratively.

The concept of a *Family Learning Centre* has been tested in one deprived area of the city and its success has led to the establishment of three other centres and plans for two more. Family Learning Centres are partnership venues hosting a range of providers including FE Colleges and Universities. The curriculum offer provides 'cradle to grave' programmes, each centre has free childcare provision, JobCentre Plus Labour Market System terminals and extensive JobSearch support. The centres are located in areas of high deprivation and are supplemented by satellite venues serving particular communities. Partnerships with employers including council departments have proved to be very successful.

The Department of Training has established its Job Guarantee Programme whereby employers with significant recruitment needs 'guarantee' jobs to workless people on the basis that they successfully complete a pre-employment training programme. This approach, whilst challenging many established recruitment practices, is particularly beneficial for the very long-term unemployed in that the guarantee of the job motivates them to undertake the training. In terms of achievement the following indicators are illustrative:

- 1000 previously workless people were assisted into employment last year;
- Unemployment in the eight inner city wards has fallen more rapidly than the figure across the whole of the city;
- Leeds City Council has employed 300 New Deal clients since April 2001;

- With assistance from the council the Hospital Trust has recruited 400 workless people;
- Job guarantee partnerships with employers are producing retention rates of above 90% once people have started work;
- The Department of Training within the council has received two Local Government Chronicle awards for its Job Guarantee programme and contributed to the Beacon site award gained by the Leeds NHS Trust for its recruitment drive.

The council and its partners continue to strive to eliminate worklessness and the real poverty and poverty of aspirations it manifests. Positive action and outreach programmes are tackling the barriers at the neighbourhood and household level. The partnership with JobCentre Plus has been crucial in rolling out the actions and producing the achievements outlined above. Service delivery tips in this area include:

- utilise Geographical Information Systems, social profiling and data sharing protocols in order to get to know your area;
- establish a clear vision and targets for removing barriers to work and champion at the highest level;
- only a partnership approach will harness the components required to tackle multiple barriers;
- work with JobCentre Plus at the strategic Community Planning level and collaborate on the operational, service delivery aspects of your work;
- encourage employers to change their recruitment practices not out of benevolence but because there is a very good business case for doing so;
- provide leadership and practice what you are asking others to do;
- commit to demanding targets as an employer for the recruitment of disadvantaged groups and provide the necessary support for them to succeed.

Portsmouth City Council¹³

In order to reduce unemployment in the city the council has developed an integrated strategy to create additional jobs as well as a raft of measures aimed at increasing the employability of residents. A significant proportion of the 20,000 new jobs created can be demonstrably credited to actions initiated, undertaken or directly supported by Portsmouth City Council as part of developing the local economy and removing barriers to work for its residents. In terms of supporting unemployed residents into employment, the framework provided by the Portsmouth Harbour Regeneration Employment Programme has assisted 3,128 people into work. This framework has established several actions, including an

¹³ See: <http://www.beacons.idea.gov.uk/idk/core/page.do?pagelId=72087>.

Employment Access Centre, Ethnic Pride, First Chance, Local Labour in Construction, Learning Links, Portsmouth Employing People, SPITTS and Back to Work. Just one of these initiatives, Local Labour in Construction, has assisted 405 long-term unemployed people into work. On a smaller scale, Portsmouth Craft and Manufacturing Industries (PCMI) has secured employment for 67 disabled people and Portsmouth Employing People has found work for 63 long-term unemployed people facing multiple barriers to entering employment.

A significant outcome of our efforts to remove barriers to work has been the development of close and effective working relationships with organisations as diverse as Jobcentre Plus and the local Chamber of Commerce. This enables the council to act as an intermediary, bringing together the two ‘sides’ of the labour market for mutual benefit. Portsmouth City Council has developed a local reputation for not only the quality of its delivery of services for unemployed people, but also for the positive support it gives to other organisations as it seeks to ensure the avoidance of duplication of effort or ‘turf wars’ between agencies. This reputation has enabled us to work closely with many local and regional agencies, and to concentrate on maximising the positive impact for our residents. Service delivery tips include:

- develop your vision and objectives in consultation with residents, and make sure that they are kept high on their priority list;
- understand your local economy and labour market before deciding on specific activities;
- lack of jobs is the first big barrier to work; integrate the creation of jobs with facilitating access for local residents;
- give support where it’s needed – avoid ‘dead-weight’ draining resources and concentrate on those at a disadvantage;
- bring in partners as early as possible; agree who is best placed in terms of purpose and capacity to deliver specific activities;
- consult beneficiaries at all stages of planning, development, delivery and evaluation;
- make monitoring, measurement and evaluation integral parts of each project and regularly report achievements against objectives.

London Borough of Brent¹⁴

Removing barriers to work is seen as critical to Brent’s regeneration efforts. This is reflected in Brent’s portfolio of strategies and action plans, which have a strong focus on removing barriers to work for the most disadvantaged. The council is committed to addressing these issues in partnership, preferring to broker arrangements to maximise the impact of the mainstream investment in removing barriers to work. Brent focuses its own direct delivery efforts on helping the most

¹⁴ See: <http://www.beacons.idea.gov.uk/idk/core/page.do?pagelId=72087>.

'hard to reach' residents and working to recruit to the most 'hard to fill' jobs in the borough. Examples of good practice include:

- **Brent in2work** is a pioneering employment organisation run by the council, which aims to make the services of all of its constituent partner organisations (some 30 local employment agencies, including Job Centre Plus) available through contact with any one partner.
- **Refugees into jobs** is a specialist employment service for refugees and asylum seekers, providing a holistic route into employment. Refugees into jobs particularly specialises in skilled clients, seeking to identify transferable skills and working to establish conversion qualifications for specific disciplines, for example, medicine.
- **Hospital apprenticeship programme** is done in conjunction with the NHS to test out different options for recruiting local people into key worker jobs in two major hospitals.
- **Household employment pact** is an innovative programme committed to systematically identifying every single individual within one of Brent's priority neighbourhoods who is eligible to work and who wants to work, regardless of their circumstances. Each person will be provided with a personal job advisor who will support the development and implementation of a back-to-work plan, rolling in healthcare and criminal justice systems as appropriate.
- **Building one stop shop** is an example of a sector specific programme which has built strong links with the construction industry, in an attempt to provide long term and bespoke solutions to their skills and employment needs.
- **Employer partnership** involves working with employers to help overcome barriers to recruitment of local people. This programme has a particular focus on helping young black men secure employment in larger Brent based businesses.

Key tips for good service delivery include:

- Have a clear and evidenced strategy, setting out what needs to be done, how it will be done and by whom.
- Be clear on the role of the council. Brent as to promote initiatives and action to remove barriers to work amongst the 'hard to reach', for example, refugees and the long term unemployed from priority neighbourhoods.

- Brent also promotes initiatives to increase local employment in ‘hard to fill’ vacancies for example, key workers, health economy and construction sector.
- Work collaboratively with mainstream employment organisations, including Job Centre Plus. These organisations will have a far greater depth of resources and skills than any local authority driven employment initiative.
- Ensure that you remain customer focused and driven. Remember that all of your customers are unique. This applies equally to those seeking work and to employers.
- Generic employment programmes are unlikely to fully meet the needs of either customer.

Southampton’s West Quay development – using Section 106 agreements¹⁵

West Quay is a city centre retail development on land that was previously used for dockside factories. Much of the land was in the ownership of the City Council and they purchased other elements before leasing the whole site to a developer. As landowner, the City retains an interest in the success of the scheme. The development has been undertaken in two phases. The first created a Retail Village of about 22,000 square metres; the second relates to a Shopping Centre of 74,500 square metres. Phase One was completed in 1998; Phase Two is due for completion in Summer 2000.

The Planning Agreement

The location and scale of the development led the Council to seek an S.106 Agreement. The site is between the existing city centre shops and the River Test. Its location has required extensive road improvements and a reshaping of the City’s retail area. The total value of the S.106 Agreement was £5.37 million when it was signed in 1995. Item 10 in the Agreement required the developer:

... to pay the Council (or such other party as the Council shall direct in writing) the sum of £350,000 (as varied by the application of the index) for the provision of vocational training facilities.

The Agreement indicates that this sum should be paid at the rate of £3.62 per square metre within two months of the commencement of each phase. From the developer’s perspective, the rationale for the provision of training money was the need for additional workers from within the City. The development will create 3,000–3,500 additional jobs and this scale of recruitment would cause unnecessary disruption for existing retailers unless pre-recruitment training was provided, and the total size of the retail workforce was increased.

From the City Council’s perspective, a wider range of issues came into play. These included:

¹⁵ See: <http://www.jrf.org.uk/bookshop/eBooks/185935310X.pdf>.

- concern about the impact of the large development on existing retailers and the 'health' of the existing city centre stores - these would be ameliorated by increasing the pool of suitable workers;
- a desire to link the development with the Single Regeneration Budget (SRB) programme which is focused on two inner-city areas close to the development site; these have high levels of unemployment, especially amongst the 30 per cent ethnic minority population concern that a failure to train local people would result in additional commuting to the site, increasing the traffic and resulting environmental impacts;
- a perception amongst Councillors that the jobs benefit of earlier hotel developments had not accrued to the City, leading to a determination that the retail developments should produce local jobs.

Newcastle City Council– using Section 106 agreements ¹⁶

The Northern Development Area (NDA) is a major development site in former 'green-belt' land to the north of Newcastle upon Tyne. The Council and the developers negotiated a Section 106 Planning Agreement that covered a wide range of matters, including training.

The rationale for the training elements

The rationale for the training elements of the draft S.106 Agreement can be traced to the Council's Unitary Development Plan (UDP) and the Report of the UDP Public Inquiry (1994/95). In the latter, the Inspector wrote:

It is clear that unemployment is at an alarming level, and that the UDP is right in its general thrust of doing all that can reasonably be expected of a development plan to relieve it.

The Inspector recommended the retention of a clause on the use of Agreements for training.

The proposed S.106 Agreement

The submission of a new Planning Application means that there is an opportunity to negotiate a new S.106 Agreement. However, it is anticipated that this will be based on the draft Agreement previously negotiated. This included a ***Training Schedule with four elements:***

- payment to the Council of £125,000 over the initial five years to fund training programmes to prepare people for the jobs in the business sites;
- a minimum of 72 construction apprenticeships directly through the developer/contractors, and best endeavours to secure a further 90

¹⁶ See: <http://www.jrf.org.uk/bookshop/eBooks/185935310X.pdf>.

- apprenticeships with other contractors and subcontractors over the 12-year development programme;
- co-operation in the planning of specific training programmes once the end-users of the business sites are known;
 - provision of annual monitoring information on the construction apprenticeships, and joint working with the Council to plan, manage and monitor other activities.

It has been estimated that the construction training provisions, if fully achieved, would be valued at between £1.7 million and £3.8 million depending on how many apprentices are placed with 'other contractors'. This is between 6.3% and 14% of the total value of the S.106 package, although with CITB and other potential training grants the contractors would not incur all of the additional cost.

Warwickshire County Council¹⁷

The Recruitment Network

The county council supports a range of 'jobs brokerage' projects that take ***intensive one-to-one support*** out to socially disadvantaged communities. The projects are all provided with access to a shared jobs matching database with web access. Collectively the service is marketed to both jobseekers and employers under the banner of 'Recruitment Network'. The database is accessed by around 10 voluntary and statutory organisations including the local authority. The same database is also available to projects in Coventry - a neighbouring authority within travel to work distances of much of Warwickshire. This enables intelligence on job opportunities across Coventry and Warwickshire to be accessed by any not for profit employment support project in the area. It also allows client information to be case loaded and shared so improving the chances of individuals finding the right job for them. Sharing a jobs database in this way presents a 'win-win' situation for all concerned as it increases the chances for both employers finding the right people for their jobs and the chances of individuals finding the right job. The more groups that input jobs and clients then the more useful the database becomes to all concerned. Discussions are taking place with Jobcentre Plus on joint marketing of employers and on sharing employer intelligence between the Recruitment Network and Jobcentre Plus.

'Focus on ability'

The county council works in partnership with Connexions and three local disability groups to offer a one-stop-shop for disabled people to support them into work. This is called the Focus on Ability project and allows for a wide range of support by incorporating European Social Fund monies with regional development agency funding and a Workstep contract. Involvement of the voluntary sector in the delivery has boosted the interest in the scheme - with over 500 disabled people registered with the project in the first 18 months. The county

¹⁷ See: <http://www.lga.gov.uk/Documents/Publication/hardesttoeachgoodpractice.pdf>.

council's main involvement in the project has been in securing funding and in working with employers to secure job opportunities for project beneficiaries. The county council directly funds a full-time employment link officer whose role it is to secure job opportunities and to break down some of the prejudices that employers hold about disabled people. Warwickshire were hoping to further reduce the barriers that disabled people in the county experience in accessing work by introducing flexibilities in government programmes and in the way that benefits are affected by 'jobsearch'. Unfortunately these flexibilities were not provided for through the 'pathfinder initiative'. However, they have evidence that these flexibilities will make a difference and are hopeful of introducing them at a later stage via the accord.

Key findings from best practice examples

This section provides a summary of the main findings to emerge from the best practice local authority case studies.

First, it is evident that effective partnership working is key. Councils need to take a proactive approach by working closely with employers and external agencies. Local authorities have a pivotal (if not *the* pivotal role) in bringing together all relevant parties to tackle worklessness, especially in those areas where there are concentrations of economically inactive people. It is clear that only a partnership approach is capable of addressing the multi-dimensional nature of worklessness.

In terms of practical partnership working, involving partners at an early stage in the development of projects and initiatives is crucial to long term success. Partnerships can take on a variety of forms. Some partnerships have formal structures such as learning and training partnerships, while others have adopted less rigid structures. It is not just a question of making partnerships work effectively but also about getting the right mix and type of partners who are capable of delivering worklessness programmes. Councils and their partners need to agree who is best placed in terms of purpose, capacity and effectiveness to deliver specific programmes and initiatives. In this respect it is often the case that voluntary and community sector partners are especially effective in terms of reaching out to disadvantaged groups such as the disabled, BME groups or the long term workless. The effectiveness of partnerships as delivery vehicles needs to be considered on a case by case basis. However some local authorities have decided to set up companies, dedicated departments or other internal structures to drive forward and co-ordinate their activities in this field. There is no 'one-size-fits-all' model of service delivery.

Effective strategy and policy development is vital. Strategies are the essential starting point for effective action and delivery. High performing councils have good, evidenced based strategies, setting out what needs to be done, how it will be done and by whom. Strategies also need to be underpinned by a clear set of policies. Perhaps more significantly, the most effective councils have recognised the cross-cutting nature of the worklessness agenda and have ensured that

linkages and co-operative working takes place across policy areas, departments and among different partners.

The council's political and administrative leadership need to be clear about the role of their authority in addressing the worklessness agenda. In most cases it is evident that councils are best placed to act as local 'strategic leaders'. In order to be effective, it is essential for council leaderships to establish a clear vision and targets for tackling worklessness. It is vital that the political and corporate leadership show determination to engage in the often difficult and work of reaching out to the 'hardest' of hard-to-reach groups. 'Political will' is an important factor, not only in terms of taking difficult decisions but also in relation to providing the space and opportunity to think laterally about policy problems and to drive forward innovative approaches. This can be seen in the innovative use of Section 106 agreements by some local authorities, who have sought to channel resources into training and employment schemes, especially in deprived areas. High performing councils are often seen as 'champions' of the workless.

The most effective initiatives target support at an individual's personal needs and circumstances, and also their families. For example, some council's have developed 'one-to-one' assistance, childcare support and family learning/literacy projects etc. 'Employment grants' for things such as clothing for interviews, travel expenses and employment tools / equipment have proven to be effective. Grants have also been used for covering expenses of the self-employed and wage subsidy schemes. Some local authorities have recruited Employment Development Officers or similar positions in order to help employers find workers from economically inactive people.

Councils themselves as employers are ideally positioned to offer a range of training and employment opportunities to the workless. A number of local authorities have developed internal schemes ranging from apprenticeships, intermediate labour markets and work experience. Some councils' have committed themselves to demanding targets as employers for the recruitment of individuals from disadvantaged groups and provision of the necessary support for the workless to succeed

Some authorities have effectively utilised data sources and data management systems such as geographical information systems, social profiling and data sharing protocols, in order to gain a thorough understand of the needs of their local areas and to more efficiently target their efforts.

It is also evident that generic employment programmes have proven to be less effective at tackling worklessness. As mentioned above, focused and targeted programmes for the workless are more likely to deliver the desired results.

