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24 March 2011

To: All Members of the Overview & Scrutiny Committee

Dear Member,

Overview and Scrutiny Committee – Monday 28th March 2011

I attach a copy of the following reports for the above-mentioned meeting which were not available at the time of collation of the agenda:

11. 20 MPH SPEED LIMIT - SCRUTINY REVIEW (PAGES 1 - 30)

To receive the report on the Scrutiny Review of the 20 mile per hour (mph) speed limit.

12. HARINGEY GUARANTEE - SCRUTINY REVIEW (PAGES 31 - 84)

To receive the report on the Scrutiny Review of the Haringey Guarantee.

Yours sincerely

Natalie Cole
Principal Committee Coordinator



Agenda item:

[No.]**Overview and Scrutiny Committee****On 28 March 2011**

Report Title. Scrutiny Review – 20 mph Speed Limit

Report of Councillor Bull, Chair of Review Panel

Contact Officer : Robert Mack, Principal Scrutiny Support Officer Tel: 0208 489 2921

Wards(s) affected: All

Report for: Non Key Decision

1. Purpose of the report (That is, the decision required)

That Members approve the report and recommendations of the review, as outlined in the report.

2. State link(s) with Council Plan Priorities and actions and /or other Strategies:

- Council Plan: A cleaner, greener Haringey
- Sustainable Community Strategy outcomes: Safer for All and An Environmentally Sustainable Future.

3. Recommendation

3.1 That the report and its recommendations be approved and referred to Cabinet for a response.

4. Reasons for recommendations

Please refer to the scrutiny review report (attached)

5. Other options considered

Please refer to the scrutiny review report (attached)

6. Chief Financial Officer Comments

- 6.1 The recommendations of the Scrutiny Review Panel include consultation on the introduction of a 20mph speed limit for all side roads within the borough, a pilot 20 mph speed limit in a suitable town centre and a comprehensive publicity and promotional campaign.
- 6.2 No work has been undertaken to date to assess the costs of each of these recommendations and there is currently no earmarked capital or revenue funding within the Council's Medium term Financial Plan. It would be possible to capitalise an element of the cost of implementing a pilot scheme within a town centre which could be funded from existing LIP capital allocations but all associated revenue costs would need to be contained within existing highways budget provisions.
- 6.3 The report highlights that the introduction of a 20 mph limit without the use of physical traffic calming measures would be significantly more cost effective than a similar scheme with traffic calming measures although the on-going enforcement costs would be greater.

7. Head of Legal Services Comments

The Head of Legal Services has been consulted and has no specific legal implications arising from this report.

8. Head of Procurement Comments

N/A

9. Equalities &Community Cohesion Comments

These are considered throughout the report.

10. Consultation

- 10.1 The review sought and received evidence from a wide range of stakeholders as well as local community and resident organisations.

11. Service Financial Comments: The overall cost of establishing a default 20 mph speed limit enforced by signage alone is likely to be significantly less than that of the Council's extending the number of 20 mph zones by physical calming measures. The

Islington scheme cost £1.6 million to implement which compares with a cost of £10 million for Haringey's current strategy. However, the expenditure is likely to be incurred over two financial years rather than spread over 10 – 15 years. The Panel has recommended that it be financed via the using of LIP funding.

12. Local Government (Access to Information) Act 1985

The background papers relating to this report are:

Braking Point – Report by the Transport Committee of the London Assembly – April 2009

Interim Evaluation of the Implementation of 20 mph Speed Limits in Portsmouth - Atkins - Final Report

These can be obtained from Robert Mack, Principal Scrutiny Support Officer on 0208 489 2921, 7th Floor, River Park House,

E- Mail rob.mack@haringey.gov.uk

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Scrutiny Review – 20 mph Speed Limit



A REVIEW BY THE OVERVIEW AND SCRUTINY COMMITTEE

MARCH 2011

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Chair's Foreword:

Research on road traffic collisions shows quite clearly that speed kills. Even small reductions in speed can have a significant effect on casualty figures. Slowing traffic down has therefore been a priority for many local Councils across the country and considerable success has been achieved in recent years. Physical calming measures, such as road humps and chicanes, have contributed significantly to this. The setting of default 20 mph speed limits for whole areas, enforced by signage alone, can be seen as the logical next step to this. Our review looked specifically at the feasibility of adopting this approach in Haringey.

The Panel considered the evidence from schemes currently in place as well as the views of a range of local stakeholders and community and resident associations. There is no doubt that significant progress has been made in recent years in reducing road casualties. However, there is still scope for further improvement and I hope that the Panel's conclusions and recommendations, which are outlined in the following report, will contribute towards this.



Councillor Gideon Bull
Chair of the Review Panel

Executive Summary

In recent years, considerable success has been achieved in reducing road casualties through the establishment of 20 mph zones, particularly in London. These are self enforcing due to the use of appropriate physical calming measures, such as road humps. Generally, the most high risk or dangerous locations have been prioritised for action. In London, many local authorities have already addressed most, if not all, of such areas. Some, such as Hackney, have been considering joining up all their 20 mph zones to form a borough wide 20 speed limit. Haringey, in common with many other authorities, has a long term strategy of increasing the number of 20 mph zones in the borough until most residential streets are covered.

Several local authorities, such as Portsmouth, Islington and Oxford, have taken the step of setting 20 mph as the default speed limit for their area, enforced by signage alone. The scheme in Portsmouth has been independently evaluated and showed that it has been associated with reduced traffic speeds and casualty figures. Islington Council has also recently implemented a borough wide 20 mph speed limit which has been well supported amongst local residents. Whilst more evidence is needed on the long term effectiveness of default 20 mph speed limits, that which is currently available has demonstrated some promising results.

The cost of establishing a default 20 mph speed limit enforced by signage alone is considerably less than that of extending the number of 20 mph zones by physical calming measures. The Islington scheme cost £1.6 million to implement which compares with a cost of £10 million for Haringey's current strategy. A default 20 mph speed limit can also be established quickly – in approximately two years as opposed for the Council's current strategy which will take 10 – 15 years to complete.

The Panel is therefore of the view that there would be merit in introducing, subject to consultation with residents, a default 20 mph speed limit for the borough for all side roads. This would be enforced by signage alone in areas not currently within 20 mph zones. It is essential that local residents are fully engaged in the process as the success of such a scheme is dependent on their support. The Panel also believes that the Council should work with Transport for London to set up a pilot 20 mph speed limit in a town centre. This should be subject to monitoring, evaluation and, if successful, extended to suitable other town centres

Realistic expectations should be built for the scheme. Whilst the Panel is of the view that it is likely to reduce average traffic speeds, the change is unlikely to be substantial, at least in the first instance. This is due in part to the fact that many of the side streets included in the new speed limit are likely to already have low traffic speeds thus limiting the potential for reductions. In addition, reductions in casualties may be modest due in part to the fact that many of the higher risk locations are already in 20 mph zones.

The Panel nevertheless feels that a default 20 mph speed limit would be of benefit. In addition to reducing road casualties, it has the potential to lead to a long term change in the behaviour of drivers, simplifies the issue of speed limits and makes expectations clearer. Over time, drivers will become more familiar with the lower speed limit and therefore more sympathetic to it. There is also evidence that it increases the perception of safety and makes residents feel more positive about their area.

The Panel notes the concerns about enforcement but is of the view that it should not necessarily be a major issue. The 30 mph speed limit is not enforced rigorously by the

Police and it would therefore be unrealistic to expect any great level of enforcement of a 20 mph speed limit. Where persistent problems do occur, ward panels can make the issue a priority for their Police Safer Neighbourhood team. Physical calming measures can be considered as a last resort in areas where problems prove to be difficult to resolve.

Finally, the body of evidence on 20 mph speed limits, although increasing, is still limited. Any Haringey scheme should therefore be carefully monitored and evaluated so that progress can be mapped and the borough can contribute to developing a stronger evidence base on the issue.

Recommendations:

1. That the Council undertake a borough wide consultation process on the proposal to establish a default 20 mph speed limit for all side roads within the borough and the establishment, in consultation with TfL, of a pilot 20 mph speed limit in a suitable town centre.
2. That such a scheme be financed with the use of appropriate LIP funding.
3. That a comprehensive publicity and promotional campaign be developed for the scheme to encourage compliance.
4. That Council vehicles and those of contractors be specifically required to comply with the new speed limit.
5. That such a scheme be subject to monitoring and evaluation.
6. That where persistent problems are identified that are not possible to resolve, officers work with local residents to identify creative and cost effective solutions such as psychological traffic calming.

1. Background

- 1.1 A scrutiny review on sustainable transport was undertaken by the Overview and Scrutiny Committee in 2009/10. It recommended that the Council develop a borough wide 20 mph speed limit to be operational in all residential areas and, where appropriate, enforced by traffic calming measures. The recommendation was partially agreed by the Cabinet on the basis that a 20 mph speed limit in residential areas was only effective with physical measures to slow traffic.
- 1.2 Following this, a motion was submitted to Council on 19 July 2010 proposing that a 20 mph speed limit be implemented on all residential roads in Haringey over a four year period and that a town centre 20 mph speed limit be piloted. In response to this, the issue referred to the Overview and Scrutiny Committee to look at the proposal.
- 1.3 The Committee commissioned a time limited scrutiny review on the issue, with the following membership:
- Councillors Gideon Bull (Chair), Dhiren Basu, Martin Newton and Lyn Weber
- 1.4 The Panel agreed the following terms of reference for the review:
- “To consider:
- the feasibility of the introduction of a default borough wide 20 mph speed limit for suitable residential streets and, in particular, whether reductions in traffic speeds and casualty figures are likely to be achieved without the need for physical calming measures and enforced by signage alone;
 - whether a time limited pilot scheme in a suitable town centre *location* should be set up to test the potential effectiveness of such a scheme”.
- 1.5 In undertaking its work, the Panel considered:
- The potential for reductions in traffic speeds and road casualties through the introduction of 20 mph speed limits in areas not already covered by existing 20 mph zones that are enforced by signage alone
 - The views of local residents and whether such a policy has potential to gain wide support. As such schemes are intended to be self enforcing, this is particularly important.
 - The relative cost effectiveness of this approach in comparison to the current approach to reducing speed limits, where appropriate, to 20 mph
 - The sustainability of potential benefits i.e. whether initial improvements are likely to be maintained without the need for physical calming measures
- 1.6 The review considered the following sources of evidence in undertaking the review:
- Interviews with key stakeholders and local residents organisations
 - Research documentation and national guidance

- Evidence on the effectiveness and outcomes of schemes in local authorities which have already implemented default 20 mph speed limits, such as such as Portsmouth, Bristol and Islington.
- Information on relevant work in this area being by Transport for London and the Mayor
- Relevant financial data including comparative costs of specific schemes

2. Introduction

Background

- 2.1 It has been established clearly that there is a link between traffic speed and road collisions. Excessive speed has been shown to be a direct contributory factor in about 20% of all collisions and a major factor on a third of all road deaths. This does not necessarily mean that drivers are breaking the speed limit but may instead be driving faster than appropriate for the conditions. Reducing speed limits has therefore been widely accepted as an important means of reducing road casualties. Research has shown that for every 1 mph reduction on average traffic speed, road collisions are reduced by 5%.
- 2.2 London boroughs have lead responsibility for changing and enforcing speed limits on minor roads in London whilst Transport for London (TfL) is responsible for major arterial roads. Many local authorities have introduced measures to reduce traffic speed to 20 mph. Nationally, police forces have generally been reluctant to enforce lower speed limits and there is an expectation that any such schemes should therefore be self enforcing. For example, the current policy of the Metropolitan Police is not to enforce 20mph speed limits except in exceptional circumstances.
- 2.3 Self enforcement has typically been through the use of physical calming features such as speed humps and cushions, speed cameras, width restrictions and chicanes. Research published by the Royal Society for the Prevention of Accidents in 2009 showed that the more disruptive measures are the most effective:
- Signage alone reduces speeds by 1 mph
 - Road humps reduce average speed by 10 mph
 - Speed cameras reduce average speed by 20 mph

20 mph Zones

- 2.4 Until recently, the principal means used to reduce speed limits to 20 mph was through designating specific areas as 20 mph “zones”. These are areas where speed is restricted to 20mph by boundary signage and enforced by physical traffic calming measures such as speed humps or chicanes. Although zones can be limited to a single road, they normally include a cluster of streets. There are now around 400 of these in London, covering 11% of total road length. Their use has been targeted particularly at areas that are considered to be “high risk”, such as around schools and hospitals.
- 2.5 Evidence from Transport for London (TfL) has shown that 20 mph zones have been very effective in reducing road casualties. Casualties have gone down by 42% and fatal or serious casualties by 46% in streets where zones have been introduced. The impact has been particularly great in more deprived areas, which typically suffer higher road casualty figures.

Default 20 mph speed limits

- 2.6 A number of local authorities have considered introducing default 20 mph speed limits for entire areas. Some, such as Portsmouth City Council, Oxford City Council and the London Borough of Islington, have implemented specific schemes. As with

a zone, a 20mph limit is applied to roads to restrict the maximum legal speed to 20mph. In streets not already within 20 mph zones and subject to physical calming measures, enforcement is by signage alone i.e. *without* any physical calming measures. The limits apply to all residential roads in a particular area.

DfT Guidance

- 2.7 The introduction of limits and zones is subject to specific Department for Transport (DfT) guidance which states that if the mean speed on a road is 24 mph or lower, a 20 mph speed limit can be set and enforced by signage alone. If mean speeds are any higher than this, physical calming measures should be used. The Metropolitan Police currently require that the relevant guidance is followed or appropriate exemption is sought for the Department for Transport.

3. Stakeholder Views

Current Council Policy

- 3.1 The Panel received a presentation from Tony Kennedy, the Group Manager for Transport Policy and Projects in the Urban Environment Directorate which outlined the Council's current position. It noted that it was looking to further increase the number of areas with 20 mph speed limits. The overall policy had been discussed at the Council's Transport Forum and received approval, in principle, from all user groups. The method of implementing such a limit was the main issue and, in particular;
- Whether it should be achieved by zones or limits
 - Whether it should be in priority areas only
 - The enforcement implications
 - The raising of public expectations
 - Financial implications
- 3.2 He stated that the option of achieving the speed reduction by speed limits and without physical calming measures was considerably cheaper than through zones - £600,000 to £1 million compared to £10 million. The Tower Gardens zone alone had cost £400,000.
- 3.3 The Council valued the benefits of 20mph and recognised its contribution to accident reduction, the perception of safer roads and encouragement of walking and cycling. Its current policy was to increase the number of 20mph zones in the borough through the neighbourhoods programme. This programme looked holistically at neighbourhoods with a view to providing physical measures and initiatives to make them safer and more pleasant.
- 3.4 As part of this approach, work was currently being undertaken on a scheme called DIY Streets. This was an initiative run by the sustainable transport charity Sustrans who had been contracted to work with the local community for 2 years in order to help residents develop low cost solutions to making streets safer and more attractive. It aimed to find simple interventions and materials which can be both effective and durable.
- 3.5 The neighbourhood to the south-east of Turnpike Lane station, which includes Langham Road, Carlingford Road, Stanmore Road and Graham Road, was being looked at this year. This was a pilot project and it was intended to roll it out in other neighbourhoods and to cover 2 to 3 each year, including 7 to 8 roads in each exercise. The current policy was ongoing and would take approximately 10 – 15 years to complete. DIY Streets would look at possible ways forward, such as cycle training and car clubs, in order to try and change the way that people think. £68,000 had been invested in this so far. Residents led on the scheme and the intention would that they would come up with an outline scheme for a bid to TfL. In addition, the Council had also set up a Sustainable Transport Commission to review its sustainable transport policies.
- 3.6 He stated that the London Borough of Islington was the only borough to implement a default 20mph limit on residential roads at the present time. The majority of their streets (78%) were already in 20 mph zones and there were already relatively low

average speeds in the borough. It would be more difficult to follow such an approach in Haringey where only 30% of streets were currently in 20 mph zones. However, he felt that there might be some merit in introducing a pilot scheme in a street with an average speed of around 27/28 mph to see what effect it had.

- 3.7 In the event of a pilot scheme being set up in a town centre, he felt that Crouch End or Muswell Hill would probably be the best options. Wood Green was already slow and calmed and Green Lanes was also already fairly slow. It would be important to obtain measurable statistics so the effectiveness of the pilot scheme could be properly evaluated.
- 3.8 He had reservations that setting 20 mph speed limits without physical calming measures might raise expectations that could not be met. If a default 20 mph speed limit was introduced across the borough, it probably would not be possible to enforce it. It was noted that 12 of the 19 Police Safer Neighbourhood Team (SNT) areas of the borough had officers trained to use speed guns. The trained officers currently also covered the 7 areas without dedicated trained officers. However, SNTs only work until midnight. Average speed cameras could be used but were currently very expensive, although the price was likely to come down. Flashing speed signs were introduced where needed and worked well. Mobile ones were available but needed to be manned. He stated that, in general, the number of prosecutions for speeding within the borough was currently comparatively small.

Enforcement

- 3.9 Inspector Mark Long from the Police Safer Transport Team and Martin Young from the Traffic Police gave the Panel their views on 20 mph speed limits. Mr Long reported that the Police were not against the 20 mph speed limit in principle. The issue for them was how it was to be achieved and enforced. Policing resources were finite. He felt that signage alone would not be enough to reduce speeds. Whilst speeds in some side roads were relatively slow due to their narrowness, reducing speed would be a problem on wider roads.
- 3.10 Mr Young felt that signs alone would probably only reduce speeds slightly and many vehicles were likely to travel well in excess of the limit. There needed to be some physical means of enforcing limits. The Police would not be able to enforce a 20 mph speed limit unless it was properly implemented using an engineered solution. However, if speeds were already under 24 mph, it was unlikely to be a major problem. This would probably be the case where streets were narrow. In such circumstances, there might not be any need for engineering measures such as speed humps.
- 3.11 It was noted that the government had relaxed the requirements for introducing 20 mph speed limits and it was now more a matter for local determination. However, local authorities would normally consult the police regarding enforcement. Safer Neighbourhood Teams (SNTs) had ward panels who decided upon priorities for their area and it was possible for them to make enforcement of speed limits one of these. 5 wards out of 19 in Haringey had already set traffic as a priority. These are Alexandra, Harringay, Noel Park, Northumberland Park and Woodside.
- 3.12 Mr Long stated that if SNTs were asked to focus on speeding, they would. Whilst they were supportive of the principle of 20 mph speed limits, they were concerned about enforcement. There was a balance between forcing traffic to slow down

through physical measures and, if this did not work, through enforcement by the police. If there was likely to be a significant amount of additional enforcement required, it would not be possible for the police to commit the extra resources that would be required. The Police would have a clear preference for engineering instead of enforcement as a solution.

- 3.13 Mr Young stated that the traffic police liaised with SNTs on a regular basis. If necessary, speeds could be monitored. It was quite often found that the reality did not match the perception that speeding was a problem in an area. Where an issue was identified, the information gathered could be used to decide whether an engineering solution or education was required.
- 3.14 Mr Young stated that properly engineered physical calming measures worked and removed the need for enforcement. Without them, the speed limit would only work with the aid of enforcement. Traffic issues needed to be investigated properly and expenditure focussed on where there had been collisions. He was of the view that if speed limits were brought in haphazardly, it could bring them into disrepute. Hackney and other boroughs were bringing in a borough 20 mph wide speed limit through a patchwork of zones. He felt that this was a better way of achieving a 20 mph speed limit on a borough wide basis.

4. Evidence from Other Local Authorities

London Assembly

- 4.1 A London Assembly report entitled “Braking Point” looked at the issue of default 20 mph speed limits in detail. The report was of the view that there was, as yet, incomplete evidence to determine the potential effectiveness of default 20 mph speed limits. It concluded that there was a case for testing further the likely benefits and recommended that the Mayor work with boroughs planning to introduce default 20 mph limits to monitor their effectiveness and that the results of the programme should be published and used to inform future TfL and borough policy.
- 4.2 In terms of cost, the report noted that Islington were planning to spend £1 million to introduce a borough wide default limit. The cost of zones could vary considerably depending on their size and the enforcement measures that are used. The report quotes a range between £40,000 and £250,000. Southwark had calculated an average figure of £143,000 per zone and a total of £1.9 to cover the remaining 20 mph zones that it was planning.
- 4.3 The Panel received evidence from Jenny Jones, a Member of the London Assembly. As a member of its Transport Committee, she had played a leading role in the “Braking Point” investigation. She reported that each road death cost the economy approximately £1.5 million. Serious injuries could cost almost as much. Road casualties disproportionately affected children and people from black and ethnic minority and deprived communities. There was a general consensus that reducing speeds to 20 mph saved lives and this included motoring organisations such as the AA and the RAC. A reduction in speed of only 1 mph could lead to a significant reduction in road casualties.
- 4.4 She was of the view that having a default 20 mph speed limit made expectations clearer and simplified the issue. Physical calming measures had found by the Assembly to be very effective in reducing casualties. A further 900 were planned in London for future years. The move to default 20 mph speed limits was a logical and practical progression from this. However, the overall effectiveness of them had not yet been fully tested although the scheme in Portsmouth had been evaluated. In Hull, all of the individual zones had been joined together to produce an overall 20 mph speed limit. There was a need for the introduction of such schemes to be accompanied by widespread public consultation.
- 4.5 Department of Transport advice was that a steady speed could improve traffic flow and reduce emissions. A 20 mph speed limit could have a small positive effect on this. There was a lack of research currently about whether lower speed limits had the potential to get people out of cars, although Hull had seen a huge increase in cycling following the implementation of its 20 mph scheme.
- 4.6 There were a range of views amongst London boroughs about the potential of default 20 mph speed limits:
- Eight boroughs had been actively pursuing the option
 - Other boroughs felt that further evidence was required on their impact
 - Some did not believe that they should be considered and were taking forward alternative approaches.

- 4.7 Several boroughs were intending to implement 20 mph speed limits on a piecemeal basis through introducing more 20 mph zones over a period of time until all their residential streets were covered. Hackney had wanted to extend its 20 mph speed limit to TfL roads as well, although permission from them would be required. The Mayor had previously agreed to fund the setting up of pilot 20 mph default speed limits in two boroughs. Hackney and Southwark had been interested and were ready to implement this. Hackney were no longer interested but Southwark still were and a potential agreement had been brokered. The Mayor had been asked for the funding but this had not yet been forthcoming.
- 4.8 The biggest sticking point had been the attitude of the Police. ACPO advice was not favourable to default 20 mph limits. The Police did not like road humps and preferred road narrowing or speed cameras. The Police view was that government guidance had to be followed and that they could not, in the normal course of events, enforce 20 mph speed limits. Nevertheless, residents could determine the priorities for Police Safer Neighbourhood Teams (SNTs) and speeding cars were nearly always amongst the top three concerns. Ms Jones was of the view that the Police had sufficient resources to pursue speeding issues. There was a feeling that traffic policing was not proper policing and attempts had been made to cut funding.
- 4.9 The transport research laboratory had shown that there could be more emissions at 20 mph. However, less emissions were produced where traffic moved at a steady speed. Ms Jones felt that the speed limit should be 20 mph everywhere except for main roads. In her view, 20 mph speed limits reduced the level of road danger and delivered significant cost benefits to communities.

Portsmouth

- 4.10 Portsmouth was the first local authority to introduce a default 20 mph limit on all residential roads. It has a population of approximately 200,000 which is slightly smaller than Haringey (circa 225,000). On most of the roads where the speed limit signs and road markings were installed, the average speeds before installation were less than or equal to 24 mph. The relatively low speeds on these roads before the implementation of the scheme were mainly due to the narrow carriageways and on-street parking that are common within the city, which reduces the effective width. 20 mph signs were also provided on roads with median speeds greater than 24 mph in order to avoid inconsistency and confusion. These were not accompanied by any physical calming measures. As this was contrary to the Department for Transport guidance, special dispensation from the Secretary of State needed to be obtained before implementation.
- 4.11 An independent evaluation of the scheme was published by the Department for Transport in September 2010. The evaluation found that the overall average speed after the 20 mph speed limits were imposed was 1.3 miles per hour lower than the average speed beforehand. At sites where the average before speed was greater than 24 mph, the average speed reduced by 6.3 mph. Despite a reduction in the number of sites with average speeds above 24 mph, which was 21 before the schemes implementation, 19 sites were found to still have average speeds between 24 mph and 29 mph after the schemes were implemented. The changes were regarded as being statistically significant.

Average Traffic speed changes after 20 mph speed limit implementation

Sector	Average Before Speed (mph)	Average After Speed (mph)	Speed Change (mph)
Central West	20.2	19.1	-1.1
South East	19.6	18.6	-1.0
Central East	18.5	17.9	-0.6
North East	18.2	16.4	-1.8
South West	18.4	16.9	-1.5
North West	23.9	22.2	-1.7
All Sectors	19.8	18.5	-1.3

4.12 The analysis showed the total accident reduction was 21% and the number of casualties fell by 22%. The number of killed or seriously injured (KSI) accidents increased by 8% and casualties by 6%. However, the total numbers of KSI accidents were very small and therefore susceptible to variations. These figures compare against a national reduction in casualty rates of 14% and of 12% in KSI casualties.

4.13 The evaluation came to the following conclusion:

“early figures suggest that the implementation of the 20 mph Speed Limit scheme has been associated with reductions in road casualty numbers. The scheme has reduced average speeds and been well-supported during its first two years of operation.”

4.14 In summary, the report states that the effects of implementing the 20 mph Speed Limit scheme (use of signing alone) were as follows:

1. “The average speed reduction achieved by installing speed limit signs alone is less than that achieved by the introduction of 20 mph zones partly because 20 mph Speed Limits are implemented where existing speeds are already low;
2. Within an area-wide application of 20mph sign only limits, those roads with average speeds higher than 24 mph may benefit from significant speed reductions, but not to the extent that the 20mph speed limit is self enforcing;
3. Based on the available data for two years after scheme implementation, casualty benefits greater than the national trend have not been demonstrated”;

Islington

4.15 Islington is London's smallest borough, with a size of six square miles. It has a population of approximately 200,000. The Council has recently decided to implement of default 20 mph speed limit for the borough.

4.16 The Panel met with Zahur Khan, Bram Kainth and Michelle Thompson from the Council. They reported that Islington had completed its programme of setting up 20 mph zones in 2009. It had then been decided to extend 20 mph speed limit to the remaining 22% of the borough's roads not covered by zones through the use of signage alone. The Council's Cabinet had made this decision but there was unanimous cross party support. The Council's new administration had re-affirmed this position.

- 4.17 There had been strong cross party support for reducing traffic speeds. This had initially been through the setting up of 20 mph zones. The number of accidents had gone down from 227 in 2001 to 71 last year following the implementation of them. The most dangerous streets within the borough had been done first. There normally had to be an accident before any action could be taken. The approximate cost of an accident was £80,000. Schemes had to demonstrate to TfL that they were cost effective. The original plan had been to extend 20 mph zones to every part of the borough and there had been a programme to do this until 2016 but this had been built on the assumption of there being continued funding.
- 4.18 The implementation of a default 20 mph speed limit had cost £1 million initially. However, the Department for Transport (DfT) and the Police had advised that the signs should all be illuminated and this had added another £600,000 to the cost. This was contrary to the approach that Portsmouth had adopted with the setting up of their scheme as the signage used there was not illuminated. The costs of the scheme came more from excluding particular roads as illuminated repeater signs were needed where speed limits changed. If signs were not properly illuminated, it might cause any prosecutions to fail. The DfT had worked closely with Islington on the implementation of their scheme.
- 4.19 It was doubtful whether the streets that had not been incorporated into 20 mph zones would have received funding. Residents appeared to generally feel safer and happier about their area following implementation of a lower speed limit. A traffic survey would be undertaken to evaluate how well the new scheme worked. This would use radar technology and be undertaken during the first 18 months.
- 4.20 Reducing traffic speeds could, conversely, reduce journey times through increasing the capacity of roads. This had been tried on both the M1 and M25 and had shown to be effective. The issue of whether to put main roads in the scheme was controversial and would be reconsidered after the scheme had been reviewed. The Police had generally been supportive. Safer Neighbourhood Teams (SNTs) would deal with any issues arising from complaints in relation to speeding. The Police had admitted that they were not even able to enforce the 30 mph speed limit.
- 4.21 They felt that, before implementing a scheme such as this, local authorities needed to ask themselves what their criterion for success was – whether it was reducing speed and accidents or increasing the perception of safety or making people feel happier about their environment. They were of the view that it was not a road safety issue - traffic calming was the most effective way of addressing this. Although there was not much evidence available on the effectiveness of default 20 mph speed limits, that which there was had shown that they made a minimal difference. They could not recommend a default 20 speed limit as professionals as there was limited evidence that they would reduce collisions or traffic speed.
- 4.22 However, the lower speed limit could nevertheless deliver some benefits. It might make residents feel happier about their area. The lower speed limit could also possibly make it possible to prosecute people for driving at 29 – 30 mph. Where default 20 mph speed limits had been implemented, reductions in traffic speed had been bigger in streets areas where speeds had been comparatively high before implementation but this might not be sustainable.
- 4.23 It was not possible to say whether the lower speed limit would increase cycling or

walking. There was also no evidence so far the default 20 mph speed limits led to a step change in the psychology of drivers. It was nevertheless hoped that speeding would eventually become as unacceptable as drink driving. If it was possible to get the Police to enforce 20 mph speed limits, there was a chance that they might work.

- 4.24 There had been a backlash against speed humps and default 20 speed limits were probably more popular now. A large scale consultation exercise had been undertaken before their scheme had been implemented and 25% of the 40,000 people consulted had responded. Two thirds had been favourable. Residents would not be aware of average traffic speeds in their area so would be unable to quantify any improvement. The scheme could nevertheless be used to identify problem areas and help to change mind sets and would not do any active harm.
- 4.25 The decision to introduce the default 20 mph speed limit had been contrary to officer advice. Members had the right to ignore officer advice but their view had been that there was no factual evidence to support the policy. However, they had been able to make the scheme work effectively. Given the choice, officers would prefer to spend what money was available on where particular problems had been identified. It would have cost £3 to £3.5 million to put the remaining part of the borough into 20 mph zones. This would have been undertaken in stages and not all at once. It could not be done now due to the financial climate.
- 4.26 There had been little negative feedback to the introduction of the scheme so far and there had only been good publicity. However, the lack of complaints from residents suggested that the policy had been ineffectual. There were some resources available for enforcement. Although 20 mph speed limits were cheaper to implement, there was still a significant cost. In the long term, it was possible that it would lead to a change in culture and mindset. It was noted that much less of Haringey was currently covered by 20 mph zones so implementing a similar scheme was likely to be more challenging.

5. Feedback from Community Organisations

5.1 The Panel received evidence from a number of community and residents organisations. They also received a written submission from 20's Plenty.

5.2 The view of Rod King, from 20's Plenty, was that in today's economic climate, value for money was very important. A comparison between traditional 20 mph zones and 20 mph limits was therefore an important one. In the past 20 mph zones had been used to target the streets most requiring speed reduction and in these cases had usually been effective. However they were expensive. 20's Plenty had done a comparison between the use of zones and limits and were of the view that 20mph speed limits were 7 times more cost effective than zones.

5.3 He highlighted the fact that Portsmouth had spent just £1,100 per km for limits compared to £60,000 per km for physically calmed zones. Comparing £100,000 spent within a community with 50 miles of roads, they had found that 20 mph limits with signage alone gave better value for money than 20 mph zones. This was demonstrated by the following:

Option 1: Spending £100,000 on 20mph zones with physical calming; This would fund one mile of streets with a 20 mph zone with physical calming. Average speed was likely to drop by 9 mph. As the speed limit on the other 49 miles of roads remained the same, the average speed reduction across the whole network would be 0.18 mph.

Option 2: Spending £100,000 on 20mph limits without physical calming; This would fund 56 miles of streets with a 20mph limit and cover the whole community. The average speed reduction (based on the results of the Portsmouth evaluation) will be 1.3 mph.

5.4 From this, he concluded that 20mph area-wide limits were 7.2 times more cost effective than physically calmed zones. He stated that there are other benefits from community-wide limits such as the fact that they:

- Increase the collective ownership of lower speeds where people live.
- Deliver a 20 mph street to most drivers, hence increasing value and compliance.
- Provide a more consistent approach linked to road usage rather than road design.

5.5 He stated that there are now over 5m people living in Local Authorities who had adopted a 20 mph speed limit policy for all residential roads. He hoped that Haringey would be the next to be added to that list.

5.6 The Panel also received evidence from Paul Bumstead from the West Green Residents Association and, in particular, on the DIY Streets Scheme operating in the neighbourhood. The area was primarily residential in nature with streets that were often short and narrow and therefore traffic speeds were normally comparatively low. There were nevertheless some exceptions to this, such as the link between Lordship Lane and West Green Road formed by Downhills Way and Belmont Road. The DIY Streets programme was not supportive of physical calming. However, there was a need for lower speed limits to be self enforcing. Signage and

appropriate road markings were preferable as well as being cheaper options.

- 5.7 Evidence was received from Chris Barker from the Sustainable Haringey Network, Haringey Living Streets and Haringey Federation of Residents Associations. Experience had shown that schemes enforced by signage alone could bring speeds down by a little and this approach should therefore be considered as beneficial. As the 20 mph speed limit became more prevalent, it was possible that there would be a greater level of observance. Drivers would be more likely to live in an area with such a limit and therefore become used to it. He felt that, given time, people would begin to drive slightly more slowly if there was a default 20 mph speed limit. For example, there was now a greater observance of the 30 mph speed limit than previously.
- 5.8 However, enforcement was not the most critical issue. Most people ignored the 30 mph speed limit. It was acknowledged that most people disliked speed humps but streets that appeared to be long and open needed some means of reducing traffic speed. Entry arches, narrower road sections and chicanes could all be used. Vegetation could also be used, such as trees in pots. Such calming measures were not necessary where streets were narrow. If signage alone was found not to work, then physical calming measures could then be considered. It was acknowledged that enforcement was important but it would not be necessary for the Police to stop everyone who was exceeding 20 mph – it could be applied selectively. Speed guns were an excellent idea as were average speed cameras.
- 5.9 Jennifer Bell from Hawthorn Road Residents Association stated that speeding was often a problem in her area. Nightingale Lane was narrow and motorists often speeded up after passing through it. She had written to complain about this but the response she had received had stated that accident rates were low and therefore there was no immediate need for action. She felt that it should not be necessary to wait until there was a fatality for action to be taken and that it would be beneficial to make a cultural change. She acknowledged that it would be difficult to stop “boy racers” from speeding but there were a lot of other people who were likely to be more receptive to lower speed limits. She felt that the default speed limit should be 20 mph in residential areas. A lower speed limit would make people feel safer and increase awareness amongst drivers. Debora Lucarelli, also from Hawthorn Road Residents Association, felt that the Council needed to take into consideration a range of different options as there was not a single solution.
- 5.10 David Rennie of the Crescent Road Residents Association felt that psychological traffic calming, such as trees being placed in close proximity to traffic, could be effective. Research had shown this to work well. One option that could be used was to place trees within concrete boxes. These also had the advantage of being moveable. Chevron parking and chicanes were other options but these could also result in the loss of parking space, which was not always popular. He drew attention to the removal of railings and road markings in areas of Kensington and Chelsea. As well as reducing speeds, these could make streets less cluttered and save money. Innovative schemes had the potential to work but relied on local councils being brave enough to adopt them.
- 5.11 Adam Coffman from Haringey Cycling Campaign stated that the SNT in his neighbourhood, which was Harringay, had been proactive in addressing traffic issues and used creative means of addressing the issue. However, the enthusiasm of the Police for addressing speeding was something of a “post code lottery”. He

felt that pressure should be put on the Police to enforce lower speed limits. Speeding affected everyone and there should be a strong message given out that it was a serious issue. He noted that the DIY Street project was looking at alternatives to road humps but he was nevertheless still in favour of them. He felt that the main issue with road humps was that they were often not well built. The project was looking at cheap ways to calm traffic and these could be used in other areas of the borough.

- 5.12 He felt that 20 mph speed limits were beneficial. They built confidence in cyclists. There was a correlation between low speed limits and the number of cyclists. For example, Germany and Denmark both had low speed limits and large numbers of people cycled. In contrast, the default speed limit in Australia was 60 kmh and there were fewer cyclists. A 20 mph speed default limit for Haringey would be consistent with the greenest borough strategy and be a brave move by the Council. It could be promoted in a number of ways such as car stickers and other publicity. In addition, Council employees could sign pledges to observe the 20 mph speed limit and Council vehicles required to observe it.
- 5.13 John MacBryde, from Kingsley Place Residents Association and Bus Watch West Haringey, reported on efforts being made to centralise access to bus services in Highgate Village. The angled parking that was used in certain areas was only feasible where there was a 20 mph speed limit. He felt that the Village area would benefit from a 20 mph speed limit. It was noted that it was possible to have cross borough arrangements on speed limits so that any issues around borders could be resolved.

6. The Panel's Conclusions

- 6.1 The Panel is of the view that, on balance, there is sufficient evidence to demonstrate that a default 20 mph speed limit will be of benefit to the borough. However, the Panel believes that it is important that there are realistic expectations from such a scheme. There is clear evidence to suggest that it should lead to a reduction in traffic speeds and casualties. Whilst these are likely to be relatively modest, they will nevertheless be beneficial. Due to congestion and the narrow nature of some streets, traffic speeds in many areas may already be relatively low and therefore the scope for reduction will be limited. For example, the current average speed on 'A' roads within the borough during peak hours is only 12 mph. In addition, many higher risk areas are already in 20 mph zones and have already benefited from the considerable difference that these have made.
- 6.2 A default 20 mph speed limit should nevertheless deliver a number of long term benefits to the borough and have the potential to provide a more cost effective approach than the current policy. The potential cost of the current strategy will ultimately be around £10 million and will take 10 -15 years to complete. This compares with a potential cost of £600k to £1 million for implementing a default 20 mph speed limit. Even if one uses the £1.6 million cost of the Islington scheme as a more realistic benchmark, this is still a substantial saving. This could also be achieved in around two years.
- 6.3 The Panel believes that the introduction of a default 20 mph speed limit has the potential to lead to a long term change in the behaviour of drivers. A default limit simplifies the issue of speed limits and makes expectations clearer. Over time, drivers will become more familiar with the lower speed limit. In addition to driving in streets with such limits, many will also live in streets with 20 mph limits and therefore be aware of their potential benefits. The ultimate aim should be to make speeding as socially unacceptable as drink driving.
- 6.4 In respect of enforcement, the Panel notes that the 30 mph speed limit is generally not enforced rigorously by the Police due to the resource implications of this. In such circumstances, it would be unrealistic to expect any great level of enforcement of a 20 mph speed limit. However, it may increase the likelihood of motorists being prosecuted for lower speeds than is currently the case e.g. for speeds of 33 – 34 mph in areas with a 20 mph speed limit as opposed to 40 mph where there is a 30 mph speed limit. Where persistent problems do occur, ward panels can make the issue a priority for their Police Safer Neighbourhood team. Physical calming measures can be considered as a last resort in areas where problems prove to be difficult to resolve.
- 6.5 There is clear evidence from Islington and Portsmouth that residents are likely to be favourable to the introduction of a default 20 mph speed limit. In addition, there have been very few if no complaints from Islington residents since its introduction. The Panel is nevertheless of the view that the introduction of any scheme should be accompanied by widespread consultation and a publicity campaign. The Council itself can play a key role in promoting compliance through leading by example. This could be done by ensuring that Council vehicles and, where possible, those of contractors observe the lower speed limit. In addition, Council vehicles and those of staff could be used to publicise the speed limits through, for example, bumper stickers.

- 6.6 The Panel is of the view that all side roads should be included in the Haringey scheme. It was noted that much of the costs associated with implementing the scheme in Islington came from roads that were *not* included as it is necessary to install signs in all places where there is a change of speed limit. There will nevertheless still be a need for some signs to be located in areas within the areas where the 20 mph speed limit applies.
- 6.7 The Panel is of the view that the Council should work with Transport for London to also set up a pilot 20 mph speed limit in a town centre. This should be subject to monitoring and evaluation and, if successful, extended to suitable other town centres.
- 6.8 The risks associated from the introduction of a default 20 mph speed limit would appear to be relatively small. The experience from both Islington and Portsmouth has been that the schemes have been well supported and have not lead to any major problems. The main risks associated with such a scheme would seem to be that it might be ineffectual and raise unrealistic expectations. However, a realistic approach to the likely outcomes may assist in reducing the potential for this.
- 6.9 The Panel notes that the body of evidence on the effectiveness of 20 mph speed limits is still fairly limited. It is therefore of the view that any Haringey scheme should be carefully monitored and evaluated so that progress can be mapped and the borough can contribute to the body of evidence on the issue. In addition, it could also be used to identify any problems that may arise where further action may be need to be considered, such as the installation of physical calming measures.

Recommendations:

- That the Council undertake a borough wide consultation process on the proposal to establish a default 20 mph speed limit for all side roads within the borough and the establishment, in consultation with TfL, of a pilot 20 mph speed limit in a suitable town centre.
- That such a scheme be financed with the use of appropriate LIP funding.
- That a comprehensive publicity and promotional campaign be developed for the scheme to encourage compliance.
- That Council vehicles and those of contractors be specifically required to comply with the new speed limit.
- That such a scheme be subject to monitoring and evaluation.
- That where persistent problems are identified that are not possible to resolve, officers work with local residents to identify creative and cost effective solutions such as psychological traffic calming.

Appendix A

Participants in the review:

Tony Kennedy, Group Manager for Transport Policy and Projects, Urban Environment Directorate.

Inspector Mark Long, Police Safer Transport Team

PC Matin Young, North East Area Traffic Police.

Jenny Jones, London Assembly Transport Committee

Richard Berry, Scrutiny Manager, London Assembly

Zahur Khan, Head of Traffic and Engineering Services (Public Realm), Environment and Regeneration, Islington Council

Bram Kainth Service Director (Public Realm), Environment & Regeneration Department, Islington Council

Michelle Thompson, Environment & Regeneration Department, Islington Council

Paul Bumstead, West Green Residents Association.

Chris Barker. Sustainable Haringey Network, Haringey Living Streets and Haringey Federation of Residents Associations

Jennifer Bell, Hawthorn Road Residents Association

Debora Lucarelli, Hawthorn Road Residents Association

David Rennie, Crescent Road Residents Association

Adam Coffman, Haringey Cycling Campaign

John MacBryde, Kingsley Place Residents Association and Bus Watch West Haringey

Appendix B

Documents referred to in the preparation of this review report:

Interim Evaluation of the Implementation of 20 mph Speed Limits in Portsmouth
Final Report – Atkins (September 2010)

Interim Evaluation of the Implementation of 20 mph Speed Limits in Portsmouth –
Summary Report

Braking point; 20mph speed limits in London - London Assembly Transport Committee
(April 2009)

Introduction of 20mph Speed Limits – Report to Colchester Borough Council Policy
Development and Review Panel, 1 September 2010

Introduction Of 20mph Zones - Report of Regeneration And Employment Review
Committee, Islington Council, March 2011

Report of the 20 mph Speed Limits/Zones Scrutiny Panel, Brighton and Hove City Council,
May 2010

Roads; Speed Limits – House of Commons Standard Note (11 October 2011)



INVESTOR IN PEOPLE



2005-2006
Getting Closer to Communities

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Agenda item:

[No.]**Overview and Scrutiny Committee****On 28th March 2011**Report Title: **Scrutiny Review of the Haringey Guarantee**Report of: **Councillor Basu, Chair of the review panel**

Contact Officer : Melanie Ponomarenko, Principal Scrutiny Support Officer

Email: Melanie.Ponomarenko@haringey.gov.uk

Tel: 0208 489 2933

Wards(s) affected: **All**Report for: **[Key / Non-Key Decision]****1. Purpose of the report (That is, the decision required)**

- 1.1. That the Overview and Scrutiny Committee approve the recommendations laid out in the attached report.

2. Introduction by Cabinet Member (if necessary)

- 2.1. N/A

3. State link(s) with Council Plan Priorities and actions and /or other Strategies:

3.1. This review links with the Sustainable Community Strategy Outcomes of:

- Economic vitality shared by all, specifically:
 - Maximise income
 - Increase skills and educational achievement.
- Healthier people with a better quality of life, specifically:
 - Tackle health inequalities

4. Recommendations

4.1. Review recommendations are laid out in the attached report.

5. Reason for recommendation(s)

5.1. Reasons for the recommendations laid out in the main report are covered within the main body of the attached report.

6. Other options considered

6.1. N/A

7. Summary

7.1. The Haringey Guarantee, established in 2006, is the council's strategic approach to tackling worklessness in the borough and is the main vehicle for delivering the Local Area Agreements around worklessness in Haringey.

7.2. The Haringey Guarantee has been funded through the Area Based Grant which no longer exists.

7.3. The Government is introducing a new 'Work Programme' which will replace all current pathways into work and will be contracted from the Department of Work and Pensions to Prime Contractors, who can then sub-contract some of this work locally. The Haringey Guarantee is hoping to become a sub-contractor under the Work Programme.

7.4. During the course of the review Panel Members spoke to a number of partners, providers and stakeholders for the Haringey Guarantee in order to make the recommendations as outlines below. The panel hopes that these recommendations add value to the work already being undertaken in Haringey around reducing worklessness and also that they assist in taking this work, and the work of the Haringey Guarantee forward under the Work Programme.

7.5. Key findings include:

- There is a need to focus on 18-24 year olds in any local programme around worklessness.
- Greater engagement is needed with local businesses to highlight the Haringey Guarantee and get local jobs for local people.
- There is a challenge in moving away from public sector jobs to private sector jobs.

<ul style="list-style-type: none"> • The holistic approach used by the Haringey Guarantee projects is beneficial to local residents. • Commissioning for outcomes should be continued where possible, alongside the Work Programme output measures (should the Haringey Guarantee become a sub-contractor).
<p>8. Chief Financial Officer Comments 8.1. Will be available at the meeting</p>
<p>9. Head of Legal Services Comments 9.1. Will be available at the meeting</p>
<p>10. Service Financial comments Will be available at the meeting</p>
<p>11. Head of Procurement Comments – [Required for Procurement Committee] 11.1. N/A</p>
<p>12. Equalities & Community Cohesion Comments</p> <p>12.1. In Feb 2011, 6.9% (10,159) of the working age population were claiming Job Seekers Allowance (JSA). This includes 7.9% of all working age males and 4.7% of working age females. All three rates are the third highest in London.</p> <p>12.2. Location – In Feb 2011, 11.6% (1026) of the working age population in Northumberland Park were claiming JSA. This is the highest ward in London.</p> <p>12.3. Age – In Feb 2011, 10.4% of all 20-24 year olds in Haringey are claiming JSA. This is the highest proportion for all the 5 year age bands.</p> <p>12.4. Disability – In August 2011, 1.71% (2660) of the working age population were claiming Employment and Support Allowance (ESA). This is the 7th highest proportion in London.</p> <p>12.5. Ethnicity – The annual population survey states the unemployment rate for Haringey’s ethnic minority groups was 17.2% (June 2009 – July 2010). This is the 4th highest rate in London.</p>
<p>11 Consultation 11.2 Throughout the scrutiny review process views and evidence was</p>

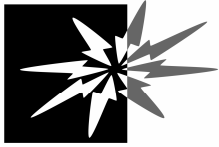
considered from Council departments, NHS Haringey, Northumberland Park Community School, Families into Work, Job Centre Plus, Reed in Partnership, College of North East London, North London Partnership Consortium Ltd, Positive Employment, Women Like Us, ECORYS and Ecotec.

12 Use of appendices /Tables and photographs

12.2 Please see Contents page in main report for appendices

13 Local Government (Access to Information) Act 1985

- Initial Work and Skills Plan, Haringey Council, April 2010
- Framework agreement for the provision of employment related support services, Department for Work and Pensions
- Haringey Guarantee Service Standards, Haringey Council
- The Coalition: Our programme for Government, Cabinet Office, 2010
- <http://www.dwp.gov.uk/policy/welfare-reform>
- Sustainable Community Strategy, Haringey Council, 2007-2016
- The Work Programme, Questions and Answers, DWP, 2010
- London Borough of Haringey, Integrated Youth Support Management Information Report, January 2011.
- The Cost of Exclusions: Counting the cost of youth disadvantage in the UK, Prince's Trust, 2010
- Mid Year Estimates, Office of National Statistics, 2009
- <http://www.dwp.gov.uk/policy/welfare-reform/>
- <http://www.dwp.gov.uk/policy/welfare%2Dreform/pathways%2Dto%2Dwork/>

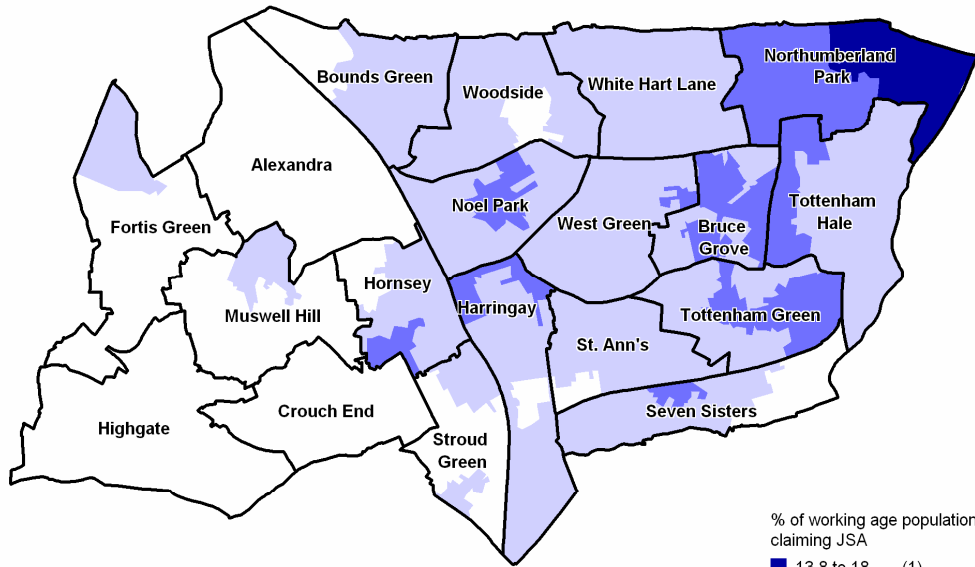


Haringey Council

Scrutiny Review of the Haringey Guarantee

Percentage of working age population claiming Job Seekers Allowance (JSA)
Haringey Super Output Areas
February 2011

Proportion is calculated using working age population statistics from the 2009 Mid Year Estimates



Source: ONS
Produced by Policy and Performance
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A REVIEW BY THE OVERVIEW AND SCRUTINY COMMITTEE

March 2011

Chair's Foreword

I would like to thank all of those who took time to contribute to this extremely interesting review. On behalf of the panel I would particularly like to thank those who provide invaluable support to residents of Haringey who need support to access employment opportunities.

I hope that the recommendations made in this report are able to assist the Haringey Guarantee in continuing its work, in ever changing times and under the forthcoming Work Programme.



Cllr Dhiren Basu

Panel Membership:

Cllr David Browne
Cllr Pat Egan
Cllr David Schmitz
Cllr Juliet Solomon
Cllr Paul Strang

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Appendix D – Written submission from North London Partnership
Consortium Ltd...Page 27

Appendix E – Haringey Guarantee: Economic Impact Assessment.....Page 33

Appendix F – Haringey Guarantee: Effectiveness and Value for Money
(see separate document)

Executive Summary

The Haringey Guarantee, established in 2006, is the council's strategic approach to tackling worklessness in the borough and is the main vehicle for delivering the Local Area Agreements around worklessness in Haringey.

The Haringey Guarantee has been funded through the Area Based Grant which no longer exists.

The Government is introducing a new 'Work Programme' which will replace all current pathways into work and will be contracted from the Department of Work and Pensions to Prime Contractors, who can then sub-contract some of this work locally. The Haringey Guarantee is hoping to become a sub-contractor under the Work Programme.

During the course of the review Panel Members spoke to a number of partners, providers and stakeholders for the Haringey Guarantee in order to make the recommendations as outlines below. The panel hopes that these recommendations add value to the work already being undertaken in Haringey around reducing worklessness and also that they assist in taking this work, and the work of the Haringey Guarantee forward under the Work Programme.

Key findings include:

- There is a need to focus on 18-24 year olds in any local programme around worklessness.
- Greater engagement is needed with local businesses to highlight the Haringey Guarantee and get local jobs for local people.
- There is a challenge in moving away from public sector jobs to private sector jobs.
- The holistic approach used by the Haringey Guarantee projects is beneficial to local residents.
- Commissioning for outcomes should be continued where possible, alongside the Work Programme output measures (should the Haringey Guarantee become a sub-contractor).

Recommendations

18-24 Year olds

1. 18-24 Year olds should be mainstreamed in all programmes aimed at tackling worklessness in the borough.

Work with Local Businesses

2. Haringey Council should continue to regenerate Tottenham and lift its profile in order to facilitate a positive perception of N17.
3. The Haringey Guarantee should re-visit and build on the work undertaken during the initial commissioning of the Haringey Guarantee in order to actively engage with local businesses, small business federations and trader associations to:
 - Gain an understanding in the skill set they are looking for in potential employees.
 - Promote the Haringey Guarantee brand.
 - Work to reduce the perceived stigma of people with mental health needs and those who have been on Incapacity Benefit.
 - Work to reduce the perceived stigma of N17.
 - Get local businesses to sign up to the 'Job ready' Haringey Guarantee stamp.
 - Encourage the recruitment of local people in local jobs.
 - Identify opportunities for apprenticeships.
4. Work should be undertaken, to identify who our local big employers are outside the public sector. These employers should be actively encouraged to recruit local residents for local jobs.

Geographical Barriers

5. Full Council/Cabinet to lobby the Greater London Authority through the new Local Enterprise Partnership to consider ways to overcome geographical barriers, both in terms of financial barriers and resident perceptions of travelling for work.
6. Where possible and practical the Haringey Guarantee should build travel confidence training in its support package.

Haringey Guarantee projects

7. That Full Council recognises that worklessness is not an individual issue but a household issue and continues to support the holistic approach which has been introduced by Haringey Guarantee projects such as Families into Work.
8. Consideration to be given to ways in which the council can support the continuation of this holistic approach and where resources allow replicate principles of Families into Work model in other areas where this may add value.

Meganexus

9. That Meganexus' capabilities are effectively and fully utilised by all providers under the Haringey Guarantee.

Future of the Haringey Guarantee

10. That the qualitative outcomes of any Haringey Guarantee project are given equal weighting to quantitative outcomes.

11. Haringey Council should continue to support the Haringey Guarantee so that all of those who need support get it and not just those who fall into the Work Programme Customer Groups.
12. That the Haringey Guarantees continues with its flexible approach in order to shape itself for the new Work Programme whilst continuing to support the most vulnerable into work.

The Haringey Guarantee

1. What is the Haringey Guarantee?

- 1.1. The Haringey Guarantee, established in 2006, is the council's strategic approach to tackling worklessness in the borough and is the main vehicle for delivering the Local Area Agreements around worklessness in Haringey. An initial aim of the Haringey Guarantee was to bring all employment and skills projects running across the borough together as a new strategic approach with 6 streamlined and focused projects, commissioned based on outcomes.
- 1.2. Prior to 2006 there was a number of projects running but making a negligible difference to unemployment in the borough.
- 1.3. Some examples of the projects included:
 - Working closely with the NHS e.g. Working for Health project
 - Working with Northumberland Community School to focus on those people who were at risk of NEET (Not in Employment, Education or Training). This project supported Support Workers to work with 40 children away from the every day class room environment.
 - Out of the 40 pupils – 38 went onto 6th Form or into employment,

N.b. "The definition of worklessness is wider than referring to unemployment. Whereas unemployment is a term that captures people who are actively seeking work or have sought work within a specified period of time, worklessness is a term that also captures people that are not actively seeking but would like to find work.¹"

- 1.4. "The Haringey Guarantee works with employers, schools and colleges, skills training providers, employment services and local communities to deliver:
 - Jobs for unemployed local people who already have skills to a level required by employers
 - Jobs for local people with relevant skills following completion of training courses and/or work placements
 - Routes into structured, relevant, training and education for local young people (including under 16's).
 - Support for local businesses by providing a local committed and skilled workforce.
- 1.5. The Haringey guarantee is offered in three parts:

¹ Initial Work and Skills Plan, Haringey Council, April 2010

- That our **local residents** will receive high quality information, advice and guidance, tailored education and training, and guaranteed interviews for job opportunities.
- That **delivery partners and providers** will deliver high quality, focused and professional services to jobseekers and employers.
- That we will produce committed trained workers to meet recruitment and skills needs of local businesses.²

Introduction

2. The Panel is aware that the recommendations made in this report are done so within the context of an ever changing environment and that there is a risk of none of the Prime Contractors who have offered the Haringey Guarantee a sub-contract being successful. However, the Panel hopes that the recommendations made will assist in the provision of support for residents of the borough.

2.1. It is important to note that the Work Programme is a mandatory programme and as such providers (including the Haringey Guarantee) will have responsibility for ensuring that participants comply with the conditionality imposed on them. As with other programmes of this nature failure to comply with these conditions can lead to participants being sanctioned through loss of benefits. Recommendations of this report are made with this in mind.

Policy Context

3. National Context

3.1. The Government believes that the current system is too complex and work incentives are poor³. It has therefore committed to introducing a 'Work Programme' to replace existing employment programmes (for example, Pathways to Work) and aims to deliver comprehensive support to help longer-term benefit customers into work⁴.

3.2. Early on the Coalition Government announced plans for radical reform of the welfare to work system and the implementation of The Work Programme. The Work Programme will be an integrated package of support providing personalised help for people who find themselves out of work based on need rather than benefit claimed.

3.3. The Government plans to set up a new contracting vehicle for the delivery of the Work Programme - a 'Framework Agreement'. The Government anticipates that the Framework arrangement will enable them to call on the services of providers which they have 'pre-qualified' as being capable of delivering the services which they believe will be needed over the coming years. The framework covers eleven 'lots', one of which is London and the government envisages that there will be a number of providers on each lot.

3.4. For delivery of London employment services there will be between 3-8 contracts, however each provider must show that it has the capacity to deliver across the whole of London (even though it may only be delivering to 1/8).

² Haringey Guarantee Service Standards, Haringey Council

³ <http://www.dwp.gov.uk/policy/welfare-reform/>

⁴ <http://www.dwp.gov.uk/policy/welfare%2Dreform/pathways%2Dto%2Dwork/>

- 3.5. The intention of the new approach is to put the financial risk onto the Prime Contractor.
- 3.6. It is estimated that the annual saving to the treasury when someone is in employment/off benefits is £9,000. This saving would be used to pay the provider once a person has been in sustained employment. Out of the £9,000, under the Work Programme, it is estimated that £5,000 would be spend getting a person into employment, £2,000 would be given to the provider and the Government would save £2,000.
- 3.7. Under welfare reform changes when someone who is receiving Incapacity Benefit (IB) is reassessed by a physician they will either be migrated onto Employment Support Allowance (ESA) or moved onto Job Seekers Allowance (JSA). There is an appeals process, however it is expected that high numbers of people will be moved onto JSA. There is concern about people being put onto JSA who are not ready for it, particularly as the kind of support being provided to people on IB would stop as well as the continued support being provided to people once they do move into employment. There is concern that people will ultimately drop out of work again.

Findings

4. 18-24 Year olds

- 4.1. Educational success has a dramatic impact on a person's quality of life and wellbeing. A strong positive relationship exists between education and health outcomes whether measured by death rates (mortality), illness (morbidity), health behaviours or health knowledge⁵. Poor educational attainment can also keep families excluded, as it has a pivotal role in the intergenerational transmission of social exclusion.
- 4.2. The panel heard from the Principal of the College of North East London who expressed concern about young people and their future prospects given the current economic situation. The panel heard that if people have not been successful in employment by the time they are 25 years of age then they are highly likely to become long term unemployed and subsequently are at increased risk of becoming the next wave of inter-generational workless.
- 4.3. This is of particular relevance to a borough such as Haringey where 18-24 year olds currently make up 9.1%⁶ of the population, and thus has the potential to have significant financial implications for local services in later years.
- 4.4. A recent report by the Prince's Trust⁷ drew the following conclusions:
- Annual cost of a young jobseeker on the economy is £5,400 (however, this can be up to £16,000 depending on circumstances).
 - "The cost to the Exchequer of youth unemployment and inactivity is £22 million per week in JSA.

⁵ Institute of Public Health, Ireland

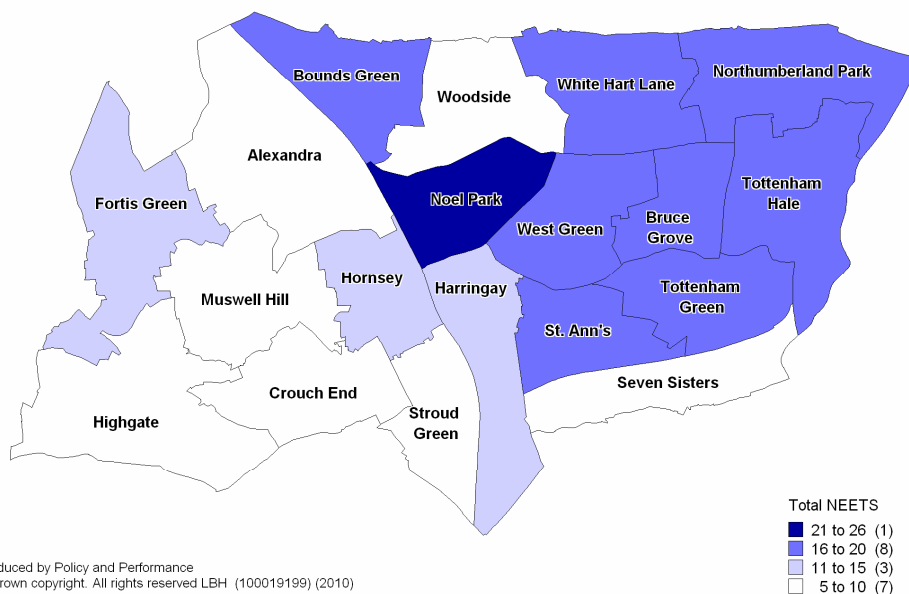
⁶ Mid Year Estimates, Office of National Statistics, 2009

⁷ The Cost of Exclusions: Counting the cost of youth disadvantage in the UK, Prince's Trust, 2010

- A conservative estimate of the productivity loss to the economy would be around this amount again. An upper estimate is £133 million a week⁸.
- “‘psychological scarring’ due to unemployment can leave young people at risk of lower happiness and poorer health”⁹.
- “youth unemployment imposes a wage scar on individuals in the order of 12-15 per cent at the age of 42”¹⁰

4.5. The panel noted that those Not in Education Employment or Training (NEET) has decreased in the borough in recent years but the challenge preventing this from going up is going to increase given the current economic climate and reduction of job opportunities.

16 to 18 year olds not in education, employment or training (NEET)
Haringey wards
January 2011



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4.6. The importance of preparation and support for young people, for example teaching them about the recruitment process and supporting them when they are in employment to ensure they keep the job was noted by the panel as well as the need to get commitment for local apprenticeships (which the panel notes is part of the forthcoming Work Programme).

The panel recommends that:
18-24 Year olds should be mainstreamed in all programmes aimed at tackling worklessness in the borough.

5. Employment and Health

5.1. Employment is one of the most important determinants of health. Having a job or an occupation is an important determinant of self-esteem. It provides a vital link

⁸ The Cost of Exclusions: Counting the cost of youth disadvantage in the UK, Prince’s Trust, 2010, page 9

⁹ “ “, page 24

¹⁰ “ “, page 24

between the individual and society and enables people to contribute to society and achieve personal fulfilment. The World Health Organisation identifies a number of ways in which employment benefits mental health. These include the provision of structured time, social contact and satisfaction arising from involvement in a collective effort.

- 5.2. The Panel heard that approximately 60% of people supported by Reed in Partnership have mental health needs. Whilst this is not necessarily the main reason why they are not working/in receipt of health related benefits. Once someone has been out of work for an extended period they may begin to feel isolated and depressed which is an additional health need from why they are originally out of work. This is applicable to a broad spectrum of age groups.
- 5.3. The panel also heard that any discrimination around employment opportunities tends to be weighted towards people with mental health needs and employers perception of these mental health needs, as well as of those who have been on Incapacity benefit longer term. A key challenge is finding employers who are will to employee people who have been receiving benefits.
 - 5.3.1. Approximately 75% of those on Incapacity Benefit in Haringey have been on this benefit for 2 years or more. Statistically, people who have been on Incapacity Benefit for 2 years or more are more likely to die than to work.
- 5.4. The panel noted concern over the fact that prevention is the first area to suffer in times of budgetary constraint. This is not cost effective and will mean that further down the line more money is needed at the acute end.

Please see below for a recommendation relating to this area.

6. Work with Local Businesses

- 6.1. The majority of job placements for Haringey Guarantee participants have been in the retail and public sector. The panel heard from a number of stakeholders about the challenge for the Haringey Guarantee of moving from a public sector focus to a private sector focus, in order to access job opportunities for residents particularly due to the contraction of the public sector. The panel noted that there is a need to link up more with the private sector and also engage with local employers who tend to view themselves as London based as opposed to Haringey based, and subsequently focus on a wider geographic area than Haringey when recruiting staff.
- 6.2. The panel also noted anecdotal evidence with regards to a business based in N17 who pay a premium to staff from outside of the area in order to encourage them to apply for the jobs rather than employ residents from N17 itself due to the negative perception sometimes associated with the area. The panel felt that should this be the case then it is an area which should directly be addressed with local companies and felt that the Haringey Guarantee would be an ideal vehicle for this due to its pool of job-ready applicants.
- 6.3. The panel heard of initial work undertaken by the Haringey Guarantee with local businesses in order to get them to sign up to the principles of the Haringey Guarantee and felt that more work could be done in this area. The panel recognises that there are resource implications due to Council restructuring, but is however hopeful that should the Haringey Guarantee be successful in securing

a sub-contract this work could be supported by a new Employer Engagement post.

6.4. Further to this the panel discussed the advantages of developing a Haringey Guarantee 'job ready' stamp which could be put on the Curriculum Vitae's of those who have participated in the programme and would show that the person has completed a training and support programme and that they come with a recommendation from the Haringey Guarantee. The panel felt that this would enable Haringey Guarantee participants to stand out from other potential employees.

6.5. As a way of ensuring that local businesses are fully engaged with the 'job ready' stamp the panel felt that it would be beneficial to talk to local businesses and find out what key skills they would look for a potential employee to have. The Haringey Guarantee could then ensure that these are covered in any support programme, giving the local business confidence that the prospective employee comes with the skill set.

6.6. The panel noted the comment by ECORYS that "there is much which can be done to improve the overall visibility of the Haringey Guarantee brand, to raise the profile of the programme amongst its target group. 77 percent of participants were not aware of the programme before they accessed support".¹¹

The Panel recommends:

Haringey Council should continue to regenerate Tottenham and lift its profile in order to facilitate a positive perception of N17.

The Haringey Guarantee should re-visit and build on the work undertaken during the initial commissioning of the Haringey Guarantee in order to actively engage with local businesses, small business federations and trader associations to:

- Gain an understanding in the skill set they are looking for in potential employees.
- Promote the Haringey Guarantee brand.
- Work to reduce the perceived stigma of people with mental health needs and those who have been on Incapacity Benefit.
- Work to reduce the perceived stigma of N17.
- Get local businesses to sign up to the 'Job ready' Haringey Guarantee stamp.
- Encourage the recruitment of local people in local jobs.
- Identify opportunities for apprenticeships.

Work should be undertaken, to identify who our local big employers are outside the public sector. These employers should be actively encouraged to recruit local residents for local jobs.

7. Geographical Barriers

¹¹ ECORYS submission to the Haringey Guarantee Panel

- 7.1. The panel heard evidence from a wide range of stakeholders with regards to the geographical barriers faced when trying to support people into work. This is particularly pertinent in the East of the borough. This included evidence heard at a visit to the Families into Work project where the panel heard that there is a challenge is encouraging people to work outside of their immediate area, with the idea of travelling even across the borough alien to some families. There are also challenges such as travel costs and gang/post-code culture for younger people. The panel feels that excursions for young people, such as taking them into central London as undertaken by the Families into Work project, where they have often never been, is beneficial in beginning to break down these barriers.
- 7.2. The panel heard that the South of Haringey is the key to employment opportunities for Haringey residents for example, Camden and noted the need to not only look within Haringey boundaries for job creation and opportunities, particularly as the borough has changed in terms of no longer being an industrial borough. The panel felt that 'Local' needs to mean 'London Sub-regional'.
- 7.3. Under the Work Programme, Haringey is categorised as being in the West London area. This area incorporates boroughs such as Islington, Westminster, Kensington and Chelsea. It is hoped that this will open up job opportunities in the future for the residents of Haringey. However, to enable residents to fully take advantage of these opportunities there is work to be done in widening resident's geographic boundaries.

The panel recommends that:

Full Council/Cabinet should lobby the Greater London Authority through the new Local Enterprise Partnership to consider ways to overcome geographical barriers, both in terms of financial barriers and resident perceptions of travelling for work.

Where possible and practical the Haringey Guarantee should build travel confidence training in its support package.

8. Haringey Guarantee projects

- 8.1. Members of the panel visited Families into Work, Northumberland Park Community School and Positive Employment during the course of the review and also heard from the North London Partnership Consortium Ltd; all of which have been commissioned by the Haringey Guarantee.

8.2. Families into Work

- 8.2.1. A family dimension to the Haringey Guarantee was devised to consider the impact of a person's family as a barrier to employment e.g. cultural and generational worklessness, health, housing, alcohol, drugs etc. 'Families into Work' was set up with a team based in Northumberland Park. This project made a commitment to see everyone of working age in a family within 6 weeks. The project offers tailored support in return for agreed actions from family members.

- 8.2.2. The Panel felt that Families into Work is an impressive project which has engaged over 140 families, above their target number of 100 families.
- 8.2.3. The project works intensively with families furthest away from employment and assists them in overcoming a range of barriers back into work. The panel were impressed with the holistic approach of the project and the way in which it works around the family to consider aspirations rather than just trying to fit a person to a job role.
- 8.2.4. The panel also noted that the families being worked with have a huge range of barriers, including knowledge, experience, skills, understanding of the job market, lack of role models, child care, education etc. The panel noted the high level of dedication and enthusiasm of the staff and were impressed with the wide ranging, complicated and labour intensive support provided to each family whilst being able to build strong and trusting relationships with those being supported over a long period.
- 8.2.5. The panel felt that the model used by Families into Work could benefit a number of other areas in the borough and feels that the project is an example of good practice which should be shared widely. The panel noted that this is a unique project nationally and feels that the positive outcomes of the project should be disseminated widely nationally as best practice.
- 8.2.6. The panel noted the lack of certainty for the future of the project with concern. The panel were also greatly concerned about the gap in funding from March 2011 to September 2011 should the project secure funding under the forthcoming Work Programme.

8.3. The Northumberland Park Community School project

- 8.3.1. The Northumberland Park Community School project works with 40 students per year who are at risk of becoming NEET (Not in Education, Employment or Training). The panel noted that as well as supporting this number of students annually the staff are also supporting the 40 students from the preceding year as well as having an 'open door policy' for other students who have been supported.
- 8.3.2. The panel were again impressed with the dedication and persistence of the staff who offer systematic mentoring in a very personalised way to the students on the project. The staff had gained the trust of the young people and in turn the young people had begun engaging in education and training. The panel was also interested to note that the young people each spoke of having to break away from their circle of friends in order to achieve this.
- 8.3.3. Members of the panel spoke to a number of young people who have participated in the project as part of their visit and were also impressed with the turn around of the young people's lives which they heard. The young people had gone from either not attending school or being extremely disruptive at school to getting qualifications and started college courses. It was also noted from the young people that the support they had received had a positive impact on their home lives.
- 8.3.4. The panel again noted with concern the uncertain funding, both long term and in the shorter term for the project.

8.4. Positive Employment

- 8.4.1. Positive Employment is a job brokerage organisation which receives referrals from the Haringey Guarantee, Job Centre Plus and word of mouth.
- 8.4.2. As well as helping people to find work Positive Employment also walks people through the process into sustained work. For example, interview techniques, what to ask, coaching, follow up phone calls, provision of references etc, they also call people when a job becomes available.
- 8.4.3. The panel was again impressed with the dedication of the staff and the high level of support provided to people who use the facilities.
- 8.4.4. The panel noted with concern the uncertain funding of the project.
- 8.5. The panel feels that the successes of current projects is that it is not solely focused on getting people into work but about supporting them into sustained work and giving them the skills. Overall the panel was extremely impressed with the staff met at projects and feel that they add a lot to the projects successes.
- 8.6. At the same time the panel noted the comment by ECORYS that “here is potentially a need to raise the profile of the Families into Work project and further establish its identity as a unique whole family approach to worklessness. Project staff and partners feel that Families into Work may not stand out sufficiently as one of several programmes that Jobcentre Plus advisers could refer beneficiaries to.¹²”

The Panel recommends that:

That Full Council recognises that worklessness is not an individual issue but a household issue and continues to support the holistic approach which has been introduced by Haringey Guarantee projects such as Families into Work.

Consideration to be given to ways in which the council can support the continuation of this holistic approach and where resources allow replicate principles of Families into Work model in other areas where this may add value.

9. Meganexus

- 9.1. Meganexus is a web based software system used by the Haringey Guarantee to store information on Haringey Guarantee participants. Information provided by participants on the Haringey Guarantee is transferred to Meganexus ensuring a central record is held. The information is used for performance management of providers (providers only get paid once they have input all of the relevant data and this has then been verified by the external monitoring agency, GLE) and also for monitoring service users progress into sustained employment.
- 9.2. Referrals between projects can also be done via the software ensuring that participants do not have to give the same information over and over again to a variety of providers.

¹² ECORYS submission to the Haringey Guarantee Panel

- 9.3. The direction of travel under the Work Programme is likely to be more of a move towards increased use of the system, for example allowing service users to log onto the system to view their details, store papers e.g. CVs.

The panel recommends that:

That Meganexus' capabilities are effectively and fully utilised by all providers under the Haringey Guarantee.

10. Future of the Haringey Guarantee

- 10.1. The panel feels that one of the strongest characteristics of the Haringey Guarantee is that they focus on those who are furthest away from the job market and most in need of intensive support and provide this for them. The panel heard from Reed in Partnership who stated that it often takes 6-12 months to get someone into work whilst providing them with support and can be providing further support to people overall for anything between 5 months and two years after this time.
- 10.2. The panel has concerns that under the Work Programme this level of support for individuals furthest away from the job market will cease, with Prime Contractors focused on quantitative aspects, e.g. number in employment and sustained employment as opposed to the qualitative aspects which are also focused on by the Haringey Guarantee.
- 10.3. The panel supports the approach taken by the Haringey Guarantee around commissioning projects to deliver on pre-agreed outcomes and not on process targets.
- 10.4. Reed in Partnership, CONEL and Job Centre Plus all felt that another strength of the Haringey Guarantee is the network which it has built up across the partnership. Concern was expressed that this local infrastructure would be lost without transitional funding for the Haringey Guarantee and also that there was a possibility that any Prime Contractor could remove this infrastructure, losing a wealth of experience, knowledge and contacts. The panel therefore hopes that any Prime Contractor under the Work Programme is able to utilise and retain aspects of the Haringey Guarantee.
- 10.5. The panel agreed that there is a real need to ensure seamless pathways under the Work Programme and therefore partnership and joint working is the key. As the overall funding is less then residents are likely to suffer unless all organisations continue to work together and join up. The panel also noted the importance of the role of the voluntary and community sector in continuing work to support the most vulnerable into work.
- 10.6. The Haringey Guarantee has approached the companies bidding for the West London Prime Contract under the Work Programme to discuss becoming a sub-contractor and has received offers from four of the Prime Contractors (on the basis that they are awarded a Prime Contract).

The panel recommends that:

That the qualitative outcomes of any Haringey Guarantee project are given equal weighting to quantitative outcomes.

Haringey Council should continue to support the Haringey Guarantee so that all of those who need support get it and not just those who fall into the Work Programme Customer Groups.

That the Haringey Guarantees continues with it's flexible approach in order to shape itself for the new Work Programme whilst continuing to support the most vulnerable into work.

Value for Money

10.7. Please see Appendix F for an independent assessment by ECORYS on the effectiveness and value for money provided by the Haringey Guarantee.

10.8. Some keys areas of this report as discussed by the Panel are as follows:

- The unit cost per Haringey Guarantee participant is £800 – this includes support and training. Other comparable programmes range from approximately £250 to just over £1800. Whilst Haringey is therefore not one of the lowest costs, there is a need to bear in mind that the support offered by the Haringey Guarantee is more intensive than some other programmes and that overall the Haringey Guarantee is working with more people of lower literacy levels who are further from the employment market.
- The unit cost per person supported into employment on the Haringey Guarantee £3,200. This is at the lower end of the comparables across London.
- ECORYS found the Haringey Guarantee to be one of the more effective programmes at supporting people into employment.
- When considering data on programmes where the unit cost is lower than the Haringey Guarantee there is a need to consider other elements. For example, the Thames Gateway project is more 'light touch' than the Haringey Guarantee and there is also easier access to employment opportunities in the area than in Haringey. The Thames Gateway project was also alongside a number of other funded projects around employment – therefore these other projects may also have contributed to the outcomes. This does not appear evident in the analysis.
- The economic benefit of getting people into work is effectively twice what you put in. Projects like Families into Work not only have a high economic value

but also knock on values both economic and otherwise, for example the 'whole family' dimension.

10.9. Please see Appendix E for an Economic Impact Assessment undertaken by ECORYS on the Haringey Guarantee. This paper concludes with the following information:

“Over the first year of programme delivery, projects funded through the Haringey Guarantee spent £556,500¹³. This equates to a cost per net additional person into employment of £2,800 (£7,900 at the London level) and a return on investment of £6.3 in GVA per £1 of spending (£2.2 at the London level).

These value for money ratios are compared against the results of recent evaluations of other London based employability programmes in the table below, which have tended to focus on impacts at the regional rather than the local level:

- The cost per net additional person supported into employment is low in comparison to other initiatives. GVA per £1 invested is broadly comparable, and is likely due to the high proportion of participants that have obtained part-time employment.
- It should be noted that, some of the evaluation studies made more favourable assumptions than utilised here. For example, impacts were assumed to endure for 3 years (rather than the 1 year assumed here) for the Local Employment and Training Framework, which will inflate estimates of impact as compared to estimates here.
- Overall, this suggests the Haringey Guarantee has demonstrated reasonably good value for money. Additionally, the programme will generate further impacts in the future when further current and new participants enter employment, which may further improve value for money measures.

It should be noted, however, that these estimates do not reflect all costs involved in delivering the programme and associated employment outcomes. Participants may have received support from other public sector agencies that may have contributed to these outcomes either directly or indirectly, and the costs of these interventions are not reflected here. In addition, participants themselves incur costs (including additional transport costs, childcare costs, and loss of leisure time) that are not captured in this estimate of return on investment.

*Table 0.1 Value for Money Benchmarks*¹⁴

¹³ Note that this excludes payments made to projects in Year 1 for outputs that would be delivered in year 2.

¹⁴ Economic Impact Assessment, ECORYS submission the Haringey Guarantee Panel, 2011

Programme	Local impacts		Regional impacts	
	Cost per net additional job created (£)	£ of GVA per £1 invested	Cost per net additional job created (£)	£ of GVA per £1 invested
Haringey Guarantee	2,800	6.3	7,900	2.2
Relay London Jobs ¹⁵	-	-	13,700	1.4
Local Employment and Training Framework ¹⁶	-	-	13,900	2.0
London South Central Enterprise and Employment Programme ¹⁷	-	-	14,600	4.8
Thames Gateway JobNet ¹⁸	-	-	10,400	2.1

¹⁵ Source: Evaluation of the London Employment and Skills Taskforce, ECOTEC Research and Consulting, 2010. Results include multiplier effects but exclude monetised losses of leisure time to ensure comparability.

¹⁶ Source: Evaluation of the London Employment and Training Framework, Roger Tyms and Partners, 2009. This study assumed the GVA effects of the programme would endure for 3 years, not 1 as assumed here.

¹⁷ Source: Evaluation of the London South Central Employment and Enterprise Programme, ECOTEC Research and Consulting, 2009. Results include effects of a range of enterprise projects, for which impacts are assumed to endure for 3 years.

¹⁸ Source: Interim Evaluation of the Thames Gateway JobNet, Adroit Economics, 2008, results are based on all sources of funding, note that £ of GVA per £1 invested rises to £4.1 where impacts are assumed to endure for 3 years.

Appendices

Appendix A – Contributors to the review

Martin Tucker	Economic Regeneration, Haringey Council
Ambrose Quashie	Economic Regeneration, Haringey Council
Peter Ryan	Jobcentre Plus
Paul Head	Principal, College of Haringey, Enfield and North East London
John Egbo	Community Link Forum and North London Consortium Partnership Limited
Tony Azubike	Reed in Partnership
Leo Atkins	Head of Healthy Communities Programme NHS Haringey
Jonathan France Principal Consultant	Ecotec – Haringey Guarantee Evaluation
Chris Hale	Ecotec – Haringey Guarantee Evaluation
Josephine Roarty Programme Manager GLE Consulting	Greater London Enterprise – Haringey Guarantee Monitoring
Diane Liversidge	Northumberland Park Community School
Sharon Bolton Nadine Clarke Tracey Williams Roland Wodehouse Naomi tucker	Families into work
Hyacinth Bonaparte	Positive Employment
Rachael Bailey	Women like us

Appendix B – Written submission from ECORYS on the Families into Work Project

Families into Work Evaluation

Progress Update and Emerging Findings

This note provides an update and emerging findings from Ecorys' (formally ECOTEC Research & Consulting) evaluation of the Families into Work (FiW) project.

1.1 Overview

The Families into Work initiative is a special project of the Haringey Guarantee. It is a multi-agency approach based in Northumberland Park to address wider social exclusion issues by working intensively with families to improve the life chances of all family members. The initiative aims to:

- Improve the life chances of people in Northumberland Park by working with families to identify and address their barriers to employment
- Support children and young people to achieve success in education and develop knowledge and skills to gain work with career prospects
- To increase family aspirations to succeed and gain independence

The project team work with families:

- to identify barriers to work for parents and older children
- to identify barriers to educational achievement for younger children
- to identify a family action plan, including a combination of services and projects
- to contact service providers to negotiate and agree access to the appropriate projects and services and shared action plans for the family which will support them into work
- to ensure services are provided in a sensible way for the family
- to provide support to reduce drop out when things get tough and troubleshoot any problems which arise with service provision
- to monitor progress against each family action plan

Although the project focuses primarily on reducing worklessness, it aims to help families deal with other issues in their lives which although not directly related to work, create problems for family members and become barriers to work.

1.2 Evaluation methodology and progress update

Ecorys are utilising a range of methods to evaluate the FiW project. The specific strands of the evaluation and details of the tasks undertaken to date are provided below:

Approach	Progress to date
Qualitative in-depth interviews/focus group with project staff	<ul style="list-style-type: none"> • Focus group completed with Project Manager and 4 Family Support Officers
Qualitative in-depth telephone interviews with partners	<ul style="list-style-type: none"> • Interviews completed with 3 partners • Still to be completed: 3 further interviews with partners

Qualitative in-depth interviews with beneficiaries	<ul style="list-style-type: none"> •Interviews completed with 16 beneficiaries •Still to be completed: 2 further interviews with beneficiaries
Focus group with Youth User Forum	<ul style="list-style-type: none"> •Still to be completed: FG arranged for Tuesday 8th November
Analysis of MI and Family Action Plans	<ul style="list-style-type: none"> •Ongoing
Literature/document review to set FiW in context	<ul style="list-style-type: none"> •Ongoing

1.3 Emerging findings

1.3.1 Project concept and operation

- The evaluation evidence available to date suggests that the concept behind the FiW project (i.e. to provide intensive help to families to deal with other issues which create problems for family members and become barriers to work) responds to the needs of workless families in Northumberland Park. Evidence from partners and beneficiaries suggests that other employment providers do not provide the same intensity and tailoring of support.
- The project team have successfully utilised a range of approaches to market and raise awareness of the project. The most effective referral mechanisms appear to be word of mouth and working in partnership with other organisations based in Northumberland Park. Useful lessons have been learnt about other referral mechanisms:
 - ▶ Whilst large scale advertising has been effective in achieving a volume of potential beneficiaries, this has generated interest from outside of the defined geographical boundaries within which the project is operating, so some referrals could not be registered.
 - ▶ Fewer than expected referrals have been received from Jobcentre Plus as a result of the defined geographical focus of the project (i.e. advisers would need to carefully check postcodes to assess eligibility for referral, as a result it is perceived that they are referring to other programmes).
- There is potentially a need to raise the profile of the FiW project and further establish its identity as a unique whole family approach to worklessness. Project staff and partners feel that FiW may not stand out sufficiently as one of several programmes that Jobcentre Plus advisers could refer beneficiaries to. Project staff also reported some confusion over their job titles as 'Family Support Officers' with some partners misunderstanding the employment focus of the project.
- The voluntary aspect of the project is considered by project staff, partners and beneficiaries to be important in facilitating initial engagement. Beneficiaries, in particular, reported that they were more likely to engage and maximise the support available if they felt they weren't being forced to engage.
- The range of employment support offered includes working to identify aspirations and barriers to employment, building confidence, updating and enhancing skills and job

search assistance. In line with the aim to address wider issues that if unresolved become barriers to work, there was also examples of FiW staff providing support to deal with debts, including contacting providers on a beneficiaries behalf to agree an repayment plan, arranging alternative accommodation for a beneficiary to move away from domestic violence and facilitating relationships between parents and schools to address educational issues.

- Beneficiaries were generally very positive about the support and advice they had received from the FiW project. Beneficiaries particularly appreciated seeing the same adviser, who built up knowledge about their circumstances and who contacted them regularly to check on their progress.

1.3.2 Outputs and outcomes

- The FiW project has exceeded its targets in terms of beneficiary engagement. The target was to register 50 families in year one and a further 50 in year two, by the end of the first year, the project had registered approximately 70 families.
- To date there have been 33 positive outcomes for FiW beneficiaries. This includes 11 employment outputs. (*Figures as at September 2010*).
- Regardless of whether or not individuals have so far found work, the evidence suggests that FiW has impacted on soft outcomes and job readiness. Beneficiaries suggest that the support from FiW made for more effective job search, boosted their confidence and broadened their horizons.
 - ▶ In many instances the beneficiaries was suffering from severe loss of **confidence** after lengthy disengagement from the labour market or from never having engaged with the labour market; in these cases FiW staff were supportive, providing reassurance and boosting confidence regarding skills and abilities as suggested by this beneficiary:

"It [engaging with FiW] gave me a bit more confidence as I didn't really have confidence before I went there. It brought me out of myself. I now deal with 100s of students everyday, but before my confidence wasn't very high and I wouldn't have been able to deal with that." (Beneficiary 11)
 - ▶ The intensity and personalised support offered by FiW staff was felt by beneficiaries to have a **motivational** impact:

"She [FiW FSO] showed a lot of interest right through the whole programme. She'd ring me up to find out how I was getting on and if everything was okay. The fact that my adviser rings me up to check on progress spurs me on to keep looking for work." (Beneficiary 5)

"I feel more focused and ambitious than before I went to them. Before I went to them I was feeling low that I couldn't do many things but they made me aware that this is not the end that I can build myself up." (Beneficiary 12)

1.3.3 Case study

The following example is illustrative of the support and impact of FiW:

Beneficiary A was finding it difficult to find or focus on looking for employment as she had 3 teenage sons who were at risk of offending. After a period of building trust with the family, FiW engaged all members of the family through individual sessions; providing support and advice to the sons about college courses and job search and

coaching support for the mother. The family is now thriving, with all three sons in college and Beneficiary A undertaking an apprenticeship working towards an NVQ in Business Administration.

1.4 Next steps

The next steps for the evaluation are to complete the programme of beneficiary and partner interviews and focus groups. The evaluation will continue to gather and analyse the MI data and evidence contained within family action plans. All strands of the evaluation will be brought together to produce a final report and findings will be disseminated at the celebration event planned for early December.

Appendix C – Written submission from Women Like Us***Women Like Us – an Introduction***
December 2010***Brief history***

Women Like Us (WLU) is a multi award winning social enterprise that reaches lone parents, carers, and other workless mothers and helps them prepare for and find flexible, part time work they can fit around their families.

Our approach has been developed out of parent-focused grassroots experience. Our uniqueness is our focus on the needs of women with children and we have developed a model focused on successfully engaging and supporting this client group. WLU have been delivering publicly funded parent-focused employment support contracts for six years. We deliver our service in 17 London boroughs, with a focus on areas with high levels of deprivation.

We have won numerous awards including Best New Social Enterprise, sponsored by Office of the Third Sector. In 2009 we were awarded the Queen's Award for Enterprise in the innovation category in recognition of our work.

Delivery experience

We have a strong track record delivering for a range of agencies including DWP, LDA, Skills Funding Agency and have held contracts with 12 local authorities. We have supported more than 4,000 parents on funded programmes and over 1,300 into employment through funded programmes and our recruitment service.

We have an established school gates outreach network engaging with parents at the gates of their children's primary schools, employing local parents to promote our service through 240 partner schools and children's centres. We have over 20,800 mothers registered, of whom 25% are lone parents, 59% are BAME, and 80% in the top 40% most deprived local super output areas.

We support mothers (both coupled and lone parents) to build their skills and confidence through employability support and career coaching programmes. WLU have a database detailing over 600 organisations through which we refer clients for additional support. In addition we undertake research to identify organisations to meet individual client needs.

When clients are ready to work, we help them find employment through both our job brokerage team and our recruitment service specialising in quality part time and flexible work. Our recruitment service also provides practical support and training to employers to help them design and successfully implement part time working within their businesses.

We also work to influence opinion amongst policy makers and through the media to make the case for part time working, and the direct impact this has on worklessness and child poverty.

Appendix D – Written submission from North London Partnership Consortium Ltd

Snapshot Overview Report to the Scrutiny Board (Dec 2010) by NLPC Ltd

Government Proposed Work Programme: Current Issues and Future Considerations

As a Voluntary and Community sector organisation, NLPC have been committed to getting the most vulnerable and marginalised local residents into sustained employment in order to fulfil our charitable objectives.

In Haringey over the last 4 years we have been able to successfully sustain this commitment through the Haringey Guarantee Partnership model for tackling worklessness. The emphasis has been on meeting clearly agreed job related outcomes and outputs, within an integrated multi-agency, cross-sector, service provision that builds on the expertise of partners. At the core of this is getting local people into Jobs, through clear pathways that include clients, delivery agencies and employers.

The work programme is a huge ambitious undertaking and Prime contractors will need to get some of the most marginalised and disadvantaged back into sustained work, across enormous contract packages, to make their contracts profitable.

Here, volume is the key and the task is on how we can build on our successful model to ensure that local residents are able to access the service and receive to one to one intervention necessary for their entry into the labour market.

- Haringey Guarantee has been excellent at engaging with and supporting people who mainstream services have failed to reach, in particular the most marginalised and vulnerable; partly because it's a voluntary intervention.
- The innovative nature of the programme with the pathways to work model taking on board a range partners has been a key success. Losing this infrastructure could be detrimental to the organisations, many of whom are small voluntary sector organisations, delivering services, therefore impacting on service users.
- Expected rising unemployment/worklessness actually makes it more important for a programme such as this to exist. We've tested the model and it's proven to work so it would appear counter intuitive to withdraw it at a time when it's most needed. There is no guarantee that the Work Programme will offer any improvement on this.
- Serious consideration should be given to "transitional" support package that ensures that there is continuity and allow the Haringey Guarantee partners to properly assess the work programme and its delivery impact in Haringey
- The need for strategic co-ordination from the Economic Development Dept that would enable Haringey Guarantee Partnership to seek sub-contracting arrangements with Prime Contractors as well as seek other alternative sources of grant/revenue for targeted worklessness assistance
- Changes to the Welfare Benefit are likely to have a huge impact on this group and their ability to access and sustain programmes designed to enable into the labour market. In the main these group are going to grow in Haringey – **and the key question is whether we are prepared to invest now or face greater social and economic cost later.**
- The need for Prime Contractors to make contracts "profitable" - could result in the most difficult groups not receiving the "targeted and sustained2 intervention designed to improve their pathway progression into the labour market.

- The Work Programme will not cover all client groups that the Haringey Guarantee has historically supported such as Incapacity Benefit claimants awaiting a Work Capability Assessment, lone parents on Income Support and non-benefit claimants.

Who we are

NLPC (North London Partnership Consortium Ltd) is a Matrix and NOCN accredited voluntary and community sector organisation based in Northumberland Park, Tottenham. The organisation works to enable marginalized communities to actively participate and contribute to community economic development and urban renewal, through cross sector partnerships and community economic initiatives.

The organisations works in FOUR primary areas:

- Employment, Enterprise, Educational and Training initiatives aimed at helping local residents to enter and sustain jobs within the labour market
- Employment, Enterprise and Training initiatives designed to improve the social and economic welfare of disadvantaged communities and enable the competitiveness, sustainability and performance of local businesses.
- Organisational development and capacity building support aimed at local residents and third sector organisations, including governance and management, work force development and procurement support.
- Voluntary and community sector representation within cross-sector strategic forums. The organisations director's have over the past 10 years played a pivotal part in cross-sector partnerships, including current sector representation on the Enterprise Partnership Board, and played an integral role in the Boards commissioning process in 2009. Our Director is currently the Chair of the Haringey Community Link Forum – the sectors formal representative forum for the HSP (Standing Leadership Conference), structure.

As a local Employer, we have remained committed to the ethos of local jobs for local people, with a history of successful integration of volunteers/local residents into paid positions within the organisation.

We are current partners in successful Future Jobs Fund bids by Haringey Council and Urban Futures and have given 25 people jobs with a minimum of 6 months contracts as a result of these two projects.

Our track Record

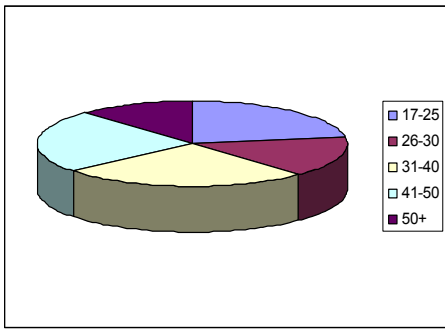
NLPC have over the past 9 years developed a successful track record for the delivery education, employment and enterprise related interventions, in partnership with mainstream and third sector organisations. This has included SRB 3/4/5/6, ESF, and ERDF, Equal 1 and 2 and European Refugee Fund. Examples of programmes include Health and Social Care, Community Economic Development and Leadership, Accredited Employability Skills Training, Social Enterprises, ESOL and Work Placements. Our wealth of experience in developing and delivering similar interventions has enabled us to develop robust quality assured systems and processes for such interventions, and strong understanding and appreciation of integrated partnership working.

Following an initial successful pilot programme in 2004/2005, since 2006, (following successive tendering process), NLPC has delivered the Work Placement element of the Haringey Guarantee Programme aimed at tackling worklessness within the borough. Over the past 3.5 years the organisation has developed a successful track record

underpinned by quality assurance and value for money in this particular area. During this time NLPC has also successfully piloted and delivered an innovative NOCN accredited Level 2 Work Placement Employability Skills Training programme.

Community Engagement and Access

17-25	26-30	31-40	41-50	50+	Total
259	171	295	271	137	1133
23%	15%	26%	24%	12%	100%



NLPC have established a strong track record of effective promotion and marketing of its programmes to the target group. From August 2006 to December 2010, the organisation accessed over 1133 local residents from 13 priority wards, including strong penetration on the top 5 most deprived wards (Bruce Grove, Noel Park, Northumberland Park, Tottenham Green, and White Hart Lane). We have accessed over 80 disabled beneficiaries through the implementation of effective engagement with the priority Equality Groups and

NLPC strategic linkages with key partners, such as BUBIC, the Haringey Disability Consortium, and HG delivery partners,

Client destinations – out puts and outcomes

IAG and Action Plan	Volunteer	Work Placement	Employed	Training	F/T Education	BOC	CRB	Total
1133	140	350	200	145	392	150	250	1133

Quality Employment and Advice and Career Action Plans

- NLPC has provided 1133 beneficiaries with IAG, Action Planning; provided HG partners with over 500 referrals for/to other identified employment/education/training and enterprise interventions.

Accredited Vocational Training and Support

145 beneficiaries have received level 2 accredited training, including Employability Skills Training. The range of training is designed to complement/enhance trainees existing skills, equip with new knowledge and skills and enable trainee job sustainability

Volunteering

- Over 140 clients were accessed into volunteering positions across sectors.

Better of Calculation (BOC)

- NLPC has undertaken 150 BOC's. This was introduced in 2009 and it is a mechanism to show clients how they would be better of in-job as opposed to claiming benefits. Clients are provided with calculations that shows if they would be "better – off".

Criminal Record Bureau (CRB)

- NLPC have facilitated over 265 CRB checks for clients, our partnership with external organisations has resulted in free service or discounted cost

Work Placements

- **NLPC have placed over 350 trainees into sustained work placements, i.e., until the completion of the designated placement period.**

“Work placement is distinct from volunteering – it is a period of planned work based learning/experience. It offers trainees an opportunity for vocational learning and personal development without which they are likely to remain detached from the labour market. It acts as a stepping stone from unemployment and paid employment”. Clients could undertake full-time placement for 6 weeks or part-time placement 2.5 days over 3 months. During placement they are treated like other employees and the employer must have a properly defined job with agreed knowledge/skills/experience that the clients from prior to placement”.

Employer/Business Engagement (Host Organisations)

- NLPC has been able to ensure awareness, uptake and participation by Employers for work placement support and pathway progression into paid work. We have established strong partnership working with employers across many sectors and developed a database of over 350 Employers (Host organisations), who have taken part in our HG work placement programme and have actively worked with over 160 diverse employers, big and small who have undertaken trainees on work placement. Examples include, Peacocks, Bonmarche, Superdrug, AWWG, BLFW, Haringey Council, Gladesmore School, North London Business, I-BMEDIA, BUBIC and HAVCO.
- We have successfully placed beneficiaries across diverse job sectors, examples include, Administration, Accounts, Housing, Security, IT, Recycling, Teaching Assistance, Youth Service, Health and Social Care, and Construction
- We have developed a quality assured customer service framework for engaging with and getting employers consensus through effective customer service based on the employers needs.
- We have developed innovative Beneficiary / Employer support systems such as a Compact Agreement of Understanding, and Work Programme forms designed to document and underpin practical experience gained.

Jobs

- **In the past 3.5 years NLPC delivery of the HG work placement programme has successfully enabled over 200 beneficiaries to gain employment. Our overall rate of job outcome per placement is 57%.**

Client Ethnicity

Ethnicity	Quantity	%
White British	123	11
White Irish	19	2
Other white	131	12
Black African	369	32
Black British	100	9
Black Caribbean	192	17
Pakistani	11	1
Bangladeshi	15	1
Indian	21	2
Mauritian	2	
Bulgarian	1	
Italian	2	
Polish	6	1
Chinese	8	1
South American	5	
Turkish	22	2
Mixed race	49	4
Other	57	5
	1133	100%

The organisation has attracted over 18 different ethnic categories, including a strong recruitment within the White British (11%) and White Other (12%) base (3rd and 4th highest group). The organisation has also established a strong recruitment base across different age groups, including the 31 – 50 years age group (50% of all recruitment) and 17-25 age groups (23% of all recruitment).

Our programme focus –

The programme is intended to address needs faced by:

1. Workless residents of the 12 most deprived wards in Haringey, including those from BAME and recently arrived communities, who face high levels of labour market detachment and multiple barriers to initially accessing employment including low skills, language needs, educational underachievement, labour market discrimination linked to ethnicity, gender or disability, welfare benefit dependence and a lack of relevant work experience
2. Recently unemployed residents of the same wards who have lost their employment due to the economic downturn and may require re-skilling and appropriate work experience in order to re-enter sustainable employment
3. Local employers, predominantly SMEs, who require a high quality, job- ready workforce in order to be competitive, raise productivity and innovation;
4. Regional and Sub- regional employers, including large organisations who require high quality skilled workforce to enable them maintain competitive advantage
5. Social Housing residents who have high incidence of unemployment
6. Third sector employers who require support in responding to the economic downturn
7. HG programme partners who require supported exit pathway for their clients into the labour market with a mix of SME, third sector and large employers across sectors.
8. HG programme partners who need an integrated partnership approach to Worklessness intervention without issues associated with “chasing outputs” and/or project “duplication”

Examples of Programme Approach, Innovation and Uniqueness

1. Joined up approach to addressing the needs of Employers and tackling worklessness in the borough through the provision of an integrated pathway progression from Outreach –Assessment- Career Development Action Plan – Referrals/Work placements –Interview Guarantee – Employment
2. A “matching” process that meets the needs of Employers with the needs of Unemployed residents
3. Referrals to and from HG partner organisations and other training providers within the borough
4. At the heart of our programme is Personalisation – ensuring that Unemployed clients receive a service in line with their specific needs and have available options for related interventions that could address their needs.
5. Proactive approach to Local residents and Employer Engagement including dedicated officers, community outreach workers, and volunteers.
6. Extensive community outreach and promotion within key neighbourhoods, promotion and marketing including Open Days, local media, roadshows, and leaflet drops.
7. Dedicated communication info-mail aimed at Employers and Unemployed residents highlighting opportunities (clients looking for placements and Employers wanting to take up trainees for placements)

The longer term achievements include:

- Effective contribution in helping reduce / eradicate the issue of worklessness within the most deprived neighbourhoods in Haringey
- Helping to ensure that the borough is able to meet and surpass its LAA stretch targets
- Creating an effective, integrated pathway progression into employment
- Creation of a model of good practice in partnership working for tackling employment issues
- Meeting the employers needs for a knowledgeable, skilled and trained workforce able to meet its challenges
- Helping to increase the skills / qualification base for the borough workforce
- Creating a Job Ready workforce “databank” that employers can use for future job opportunities
- Establishing work placement as an effective tool for pathway progression into work and increasing the level of employers offering work placement opportunities
- Increased motivation, self-belief and self-esteem among participants;
- Greater economic independence for members of target groups who have been marginalised from the labour market;
- Reduced reliance on state benefits for participants who have been unemployed;
- Increased economic activity rates for participants who have been economically inactive;
- Greater purchasing power within low income communities as a result of increased employment of members of target groups;
- Greater health, well being and quality of life of participants, as a wealth of evidence indicates that being in work is associated with better physical health.

Appendix E: Haringey Guarantee: Economic Impact Assessment ECORYS

This paper provides an assessment of the economic impacts associated with the support provided through the Haringey Guarantee to those individuals participating in the initiative between April 2009 and July 2010. The assessment covers the impacts of the two Haringey Guarantee Extension projects (Women Like Us and 5E).

The results are based on a survey of 114 Haringey Guarantee participants undertaken in July 2010. The methodology employed has been designed to comply with the Government's guidance on establishing the economic impacts of employability initiatives, including the HM Treasury's Green Book, and the Impact Evaluation Framework (and supplementary guidance, such as the IEF plus¹⁹) developed by the Department for Business, Innovation and Skills.

Analytical Framework

This section sets out our approach for estimating the net economic impacts of the Haringey Guarantee, and is based on the general framework set out in the Homes and Communities Agency's Additionality Guide for assessing the economic impact of area based initiatives. This states that the economic impact should be estimated using the following:

$$\text{Net impact} = \text{Gross Impact} - \text{Deadweight} - \text{Crowding Out} - \text{Substitution Effects} - \text{Leakage} - \text{Displacement} + \text{Multiplier Effects}$$

Where:

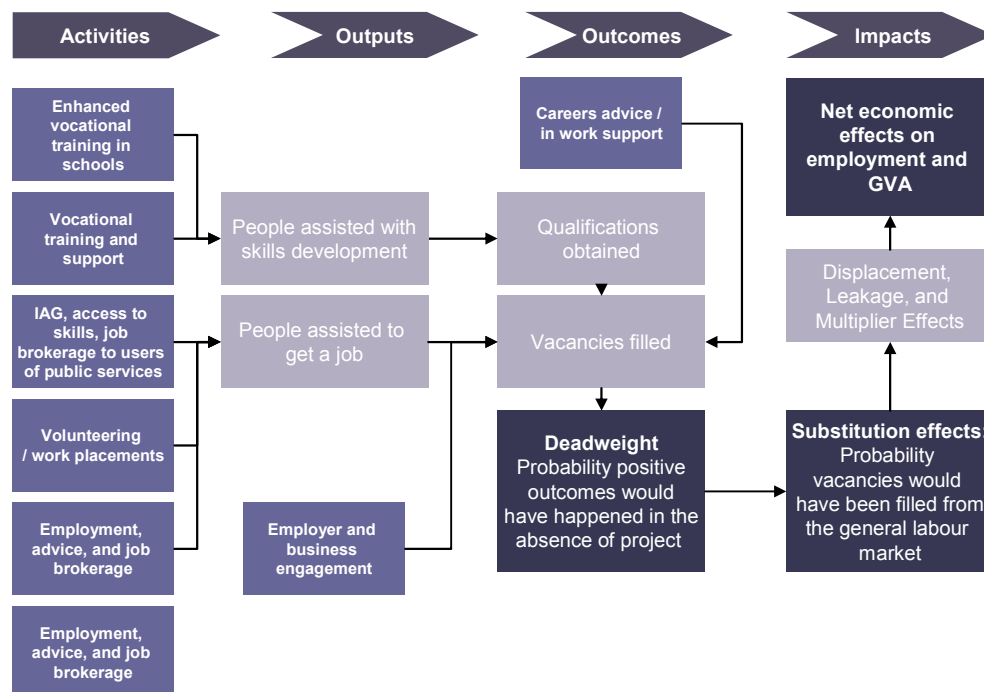
- **Gross impact** is the positive economic impacts achieved by programmes among participants. In the case of the Haringey Guarantee, these will be achieved where programme participants enter employment, and generate GVA impacts.
- **Deadweight** is the extent to which those gross impacts would have occurred in the absence of the intervention (i.e. the number of participants that would have entered employment in the absence of the programme).
- **Crowding Out** is the extent to which programme investment has crowded out private sector investment in similar initiatives. Crowding out is assumed not to apply in the case of the Haringey Guarantee; it is unlikely

¹⁹ Practical Guidance on Implementing the Impact Evaluation Framework, BIS, December 2009

that Haringey's investment in the initiative has prevented the private sector developing pre-employment support schemes.

- **Substitution Effects** occur where employers filling vacancies with participants of the Haringey Guarantee would have filled vacancies with other residents of the borough in the absence of the scheme. Related to this, it is also important to consider whether firms have been able to recruit workers that were more suitably trained or at an earlier date than in the absence of the programme.
- **Leakage** occurs where the benefits of the programme go to other areas outside Haringey. For example, if a resident that is supported into employment leaves the borough, then this impact benefits another area. Where residents of the borough have been supported into jobs outside the borough, then the GVA impacts are lost to Haringey (although Haringey retains the employment impact).
- **Displacement** may occur where firms filling vacancies with Haringey Guarantee participants are able to produce more and generate more sales. If these sales are taken away from other firms in Haringey then there are potentially negative effects on employment
- **Multiplier Effects** occur through two main mechanisms: firms filling vacancies with Haringey Guarantee participants may increase procurement spend among local firms, generating positive local impacts (supply chain multiplier effects). Further benefits will be gained by local firms where the additional income (i.e. the increase above any benefits participants may be claiming) are spent by programme participants in the local economy (induced multiplier effects).

Our overall analytical framework is set out in the diagram below.



Gross Employment and GVA Outcomes

Gross employment outcomes

At the beginning of July 2010, there were 1,751 participants of the Haringey Guarantee registered on MegaNexus, of which 259 were recorded as entering employment²⁰. All respondents to the survey were asked to report whether they had entered employment since receiving support as a means of verifying the monitoring data.

The survey evidence suggests that 26 percent of participants with no employment outcome recorded in MegaNexus had in reality entered employment at the time of the survey, while 22 percent of participants that had been recorded as achieving an employment outcome reported that they had not entered any employment since receiving support.

Overall, this suggests that the 259 employment outputs recorded by MegaNexus are an underestimate of the total gross employment outcomes of the Haringey Guarantee by July 2010. Applying the results above to the numbers of participants in the programme (by employment outcome), it is estimated that around 600 Haringey Guarantee participants have obtained employment since receiving support (closer to 35 percent).

Table 0.1 Gross employment outcomes

Employment outcome recorded on MegaNexus	Number of participants	Percentage of survey respondents reporting they had obtained employment	Estimated number of participants obtaining employment
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²⁰ Either recorded and verified as a job entry, job sustained for 13 weeks, or job sustained for 26 weeks.

Employment outcome recorded on MegaNexus	Number of participants	Percentage of survey respondents reporting they had obtained employment	Estimated number of participants obtaining employment
Employment outcome	259	78	201
No employment outcome	1,492	27	403
Total	1,751	-	604

Source: MegaNexus and Participant Survey

Gross GVA outcomes

The Haringey Guarantee will also generate economic effects in terms of GVA as a result of the output created by those individuals supported into work. The income based measure of GVA is defined as the sum of wages received by employees and profits accruing to owners of firms. More productive workers (i.e. those able to generate more GVA per hour worked) tend to obtain higher wages.

In order to assess the economic contribution of the Haringey Guarantee in terms of GVA, respondents were asked to report their average hourly earnings, and whether they worked full-time (30 or more hours per week) or part time (less than 30 hours per week).

On average, respondents reported they earned an hourly wage of £7.76. This is low in comparison to borough averages, with residents of Haringey earning £14.65 per hour in full-time work, and £9.19 in part-time work²¹, suggesting that participants have mainly found employment in lower skilled occupations. 34 percent of those finding work reported they had entered full-time time employment, and 66 percent entered part-time employment. Applying these results to the average weekly hours worked by residents of Haringey (37.5 hours for full-time workers, and 16.7 hours for part-time workers²²) it is estimated that participants entering employment work on average 23.8 hours per week, earn a weekly wage of £184, and an annual wage of £9,600.

Table 0.2 Average Weekly Hours and Earnings, Participants Entering Employment

Response to: Do/did you work full time or part time?	Total	Percentage	Average Weekly Hours / Earnings
Full time (more than 30 hours per week)	18	34	37.5
Part time (less than 30 hours per week)	35	66	16.7
Total	53	100	23.8
Average hourly earnings			£7.76
Average weekly earnings			£184.48
Estimated average annual earnings			£9,593.21

²¹ Annual Survey of Hours and Earnings, Office for National Statistics, 2009

²² Annual Survey of Hours and Earnings, Office for National Statistics, 2009

Source: Participant Survey (ECOTEC), Annual Survey of Hours and Earnings (ONS)

On the basis of average annual earnings of £9,600, the 600 individuals entering employment since participating in the Haringey Guarantee are estimated to earn a total of £5.8m per annum. In London, wage expenditure represents 54 percent of total GVA²³ (i.e. every £0.54 spent on wages generates £1 of GVA), implying the Haringey Guarantee has had a total gross impact on GVA of £10.7m per annum to date.

Table 0.3 Gross GVA Created

GVA Estimates	
People supported into employment	604
Estimated average annual income (£)	9593
Estimated total annual income (£m)	5.8
Ratio of Wage Expenditure to GVA	0.54
Estimated total gross GVA impact (£m per annum)	10.7

Source: Participant Survey

Additionality

A crucial consideration in establishing the net economic impacts of the Haringey Guarantee is how far participants would have found employment without the support they received. This comprises two elements: how far the participants entered employment as a direct result of the support provided, and how far participants would have obtained an alternative source of similar support that would led to the same outcomes.

Additionality of employment outcomes

Respondents that had entered employment were asked to report how likely they would have been to find a job if they had not received the support from the Haringey Guarantee. More than a quarter of respondents reported that they definitely would not have found a job without the support they received, and a further 10 percent reported that that they would only possibly have found a job, suggesting that in many cases, the programme is making a direct contribution to the employment prospects of participants. However, a substantial proportion (57 percent) reported that they would have definitely or probably found their job without the support they received. No respondents reported that they were able to obtain a job with greater earnings as a result of support, perhaps reflecting the low earnings received by participants. Using the additionality assumptions

²³ Annual Business Inquiry, Office for National Statistics, 2008

Response to 'Do you think you could have found a similar level of support elsewhere?'	Number of respondents	Percentage of respondents	Assumed additionality
No	99	87	1.00
Yes	15	13	-
<i>If yes, how likely is that you would take up this alternative support?</i>			
Definitely	7	6	0.00
Likely	8	7	0.25
Neither likely nor unlikely	0	0	0.50
Unlikely	0	0	0.75
Definitely not	0	0	1.00
Total	114	100	0.89

outlined in the table below, it is estimated that, on average, 45 percent of participants obtaining employment would not have done so without the support.

Table 0.4 Additionality of employment outcomes

Response 'How likely is it that you would have found this job without the support you received?'	Number of respondents	Percentage of respondents	Assumed additionality
Would definitely have found this job anyway	22	42	0.00
Would probably have found this job anyway	8	15	0.25
Would have found a job, but at a later date	4	8	1.00 ²⁴
Would have found a job, but with lower wages	0	0	1.00
Would possibly have found this job anyway	5	9	0.75
Would definitely not have found this job anyway	14	26	1.00
Total	53	100	0.45

Source: Participant Survey

Additionality of support

Respondents were also asked to report if they would have been able to find a similar level of support from an alternative source, and if so, how likely they would have been to use it. The survey results suggested that only a minority (13 percent) would have been able to find similar support elsewhere, indicating the support provided by the programme has added substantial value to support provided locally.

Using the additionality assumptions outlined in the table below, it is estimated that 89 percent of participants would not have obtained similar alternative support in the absence of the Haringey Guarantee.

Table 0.5 Additionality of support

²⁴ While the outcomes associated with those that have would have found a job at a later date are assumed to be 100 percent additional, the impacts are assumed to endure only on a temporary basis (see section 1.7 below).

Gross Additional Employment Outcomes

Estimates of the gross additional impacts of the Haringey Guarantee in terms of people supported into employment, and associated GVA, are set out in the table below.

Table 0.6 Additionality of employment outcomes

Impact	Gross outcome	Additionalit y of outcomes	Additionalit y of support	Gross additional outcomes
Gross additional people supported into employment	604	0.45	0.89	240
Gross additional GVA created (£m per annum)	10.7	0.45	0.89	4.2

$$\text{Gross additional impact} = \text{Gross impact} \times \text{Additionality of outcomes} \times \text{Additionality of support}$$

Substitution Effects, Leakage, Displacement, and Multiplier Effects

Substitution effects

Substitution effects depend on how far employers would have recruited other labour market participants (either from Haringey or elsewhere in London) in the absence of the support provided by the initiative. Employer research has not yet been completed as part of the evaluation, so a value for substitution effects has been assumed on the basis of meta-research undertaken by BIS in 2009 that suggested that prior evaluation studies found a value for substitution effects of 7.6 percent (at the regional level) for employability programmes.

Applying this assumption implies that 7.6 percent of the vacancies filled by Haringey Guarantee participants would have been filled by other residents of London in the short term. It is assumed of these, 50 percent would have been Haringey residents (on the basis that many jobs will have been sourced locally), suggesting a value for local substitution effects of 3.8 percent²⁵.

Leakage

The economic impacts of the Haringey Guarantee will leak outside of the borough (or London) to the extent that non-residents have benefited from support provided by the programme. Analysis of the postcodes of participants (as recorded in MegaNexus) suggested at a small share (2 percent) of participants lived outside the borough of Haringey, and none lived outside London. Leakage is therefore assumed to be 2 percent at the local level, and zero at the regional level.

²⁵ These assumptions will be updated on completion of the employer survey.

Spatial Level	Substitution Effects	Leakage	Displacement	Multiplier Effects
Haringey	0.02	0.04	0.31	1.29
London	0.00	0.08	0.78	1.44

Displacement and Multiplier Effects

Displacement and multiplier effects depend primarily on the extent to which employers recruiting Haringey Guarantee participants compete and procure from with other firms in the borough (or London at the regional level). Assumptions for displacement are taken from a review of City Challenge programmes that suggested training programmes led to displacement of 31 percent at the local level, and 78 percent at the regional level²⁶. Most programme participants obtained employment in service industries, and assumptions for composite multiplier effects (for B1 office land use classes) of 1.29 at the local level and 1.44 at the regional level have been taken from the Homes and Communities Agency Additionality Guide²⁷.

Gross to net additionality assumptions

Gross to net additionality assumptions are set out in the table below.

Table 0.7 Summary of gross to net additionality assumptions

Net Additional Employment Impacts

Estimates of the net additional impact of Haringey Guarantee by July 2010 are set out in the table below. Overall, it is estimated that the programme has supported 201 net additional residents of Haringey into employment, with an associated GVA impact of £3.6m per annum. Owing to primarily high rates of assumed displacement at the London level, this impact falls to 70 net additional people into employment, and £1.2m per annum in GVA, at the level of the region.

Table 0.8 Net additional employment and GVA impacts

Net additional impacts	Haringey	London
Net additional people supported into employment	201	70
Net additional GVA created (£m per annum, residence based)	3.6	1.2

$$\text{Net additional impact} = \text{Gross additional impact} \times (1 - \text{Substitution}) \times (1 - \text{Leakage}) \times (1 - \text{Displacement}) \times \text{Multiplier effects}$$

²⁶ Additionality Guide, Homes and Communities Agency, 2008

²⁷ Again, these assumptions will be updated on completion of employer research

Present value of GVA impacts

In order to estimate the total GVA impact of the Haringey Guarantee, it is necessary to take to further elements into account:

- **Persistence:** The impacts outlined above measure the annual GVA impact associated with individuals supported into employment, whereas the total impact will depend on how long individuals are able sustain employment. Tracking of participants (to be undertaken over the remainder of the study) will be used to develop an understanding of the sustainability of employment outcomes. In the interim, and in line with IEF plus guidance (for the intervention type 'Matching People to Jobs'), it is assumed that impacts endure for a period of one year.
- **Accelerated effects:** Eight percent of participants reported that they would have obtained employment, but at a later date. On average, these respondents reported that they would have found a job 9 months later than they did, so in eight percent of cases, impacts are assumed to endure for 0.75 years only.
- **Discount rate:** In line with the principles of the HM Treasury Green Book, a discount rate of 3.5 percent per annum should be applied to monetary values. As the impacts of the programme have only accumulated over a single year since the programme started, an adjustment of 3.5 has been made.

Estimates of the total present value of the GVA impacts of the Haringey Guarantee by July 2010 are set out in the table below.

Table 0.9 Present value of net additional GVA impacts

Net additional impacts	Haringey	London
Present value of GVA created (£m, residence based)	3.5	1.2

Value for money

Over the first year of programme delivery, projects funded through the Haringey Guarantee spent £556,500²⁸. This equates to a cost per net additional person into employment of £2,800 (£7,900 at the London level) and a return on investment of £6.3 in GVA per £1 of spending (£2.2 at the London level).

²⁸ Note that this excludes payments made to projects in Year 1 for outputs that would be delivered in year 2.

These value for money ratios are compared against the results of recent evaluations of other London based employability programmes in the table below, which have tended to focus on impacts at the regional rather than the local level:

- The cost per net additional person supported into employment is low in comparison to other initiatives. GVA per £1 invested is broadly comparable, and is likely due to the high proportion of participants that have obtained part-time employment.
- It should be noted that, some of the evaluation studies made more favourable assumptions than utilised here. For example, impacts were assumed to endure for 3 years (rather than the 1 year assumed here) for the Local Employment and Training Framework, which will inflate estimates of impact as compared to estimates here.
- Overall, this suggests the Haringey Guarantee has demonstrated reasonably good value for money. Additionally, the programme will generate further impacts in the future when further current and new participants enter employment, which may further improve value for money measures.

It should be noted, however, that these estimates do not reflect all costs involved in delivering the programme and associated employment outcomes. Participants may have received support from other public sector agencies that may have contributed to these outcomes either directly or indirectly, and the costs of these interventions are not reflected here. In addition, participants themselves incur costs (including additional transport costs, childcare costs, and loss of leisure time) that are not captured in this estimate of return on investment.

Table 0.10 Value for Money Benchmarks

Programme	Local impacts		Regional impacts	
	Cost per net additional job created (£)	£ of GVA per £1 invested	Cost per net additional job created (£)	£ of GVA per £1 invested
Haringey Guarantee	2,800	6.3	7,900	2.2
Relay London Jobs ²⁹	-	-	13,700	1.4
Local Employment and Training Framework ³⁰	-	-	13,900	2.0

²⁹ Source: Evaluation of the London Employment and Skills Taskforce, ECOTEC Research and Consulting, 2010. Results include multiplier effects but exclude monetised losses of leisure time to ensure comparability.

³⁰ Source: Evaluation of the London Employment and Training Framework, Roger Tyms and Partners, 2009. This study assumed the GVA effects of the programme would endure for 3 years, not 1 as assumed here.

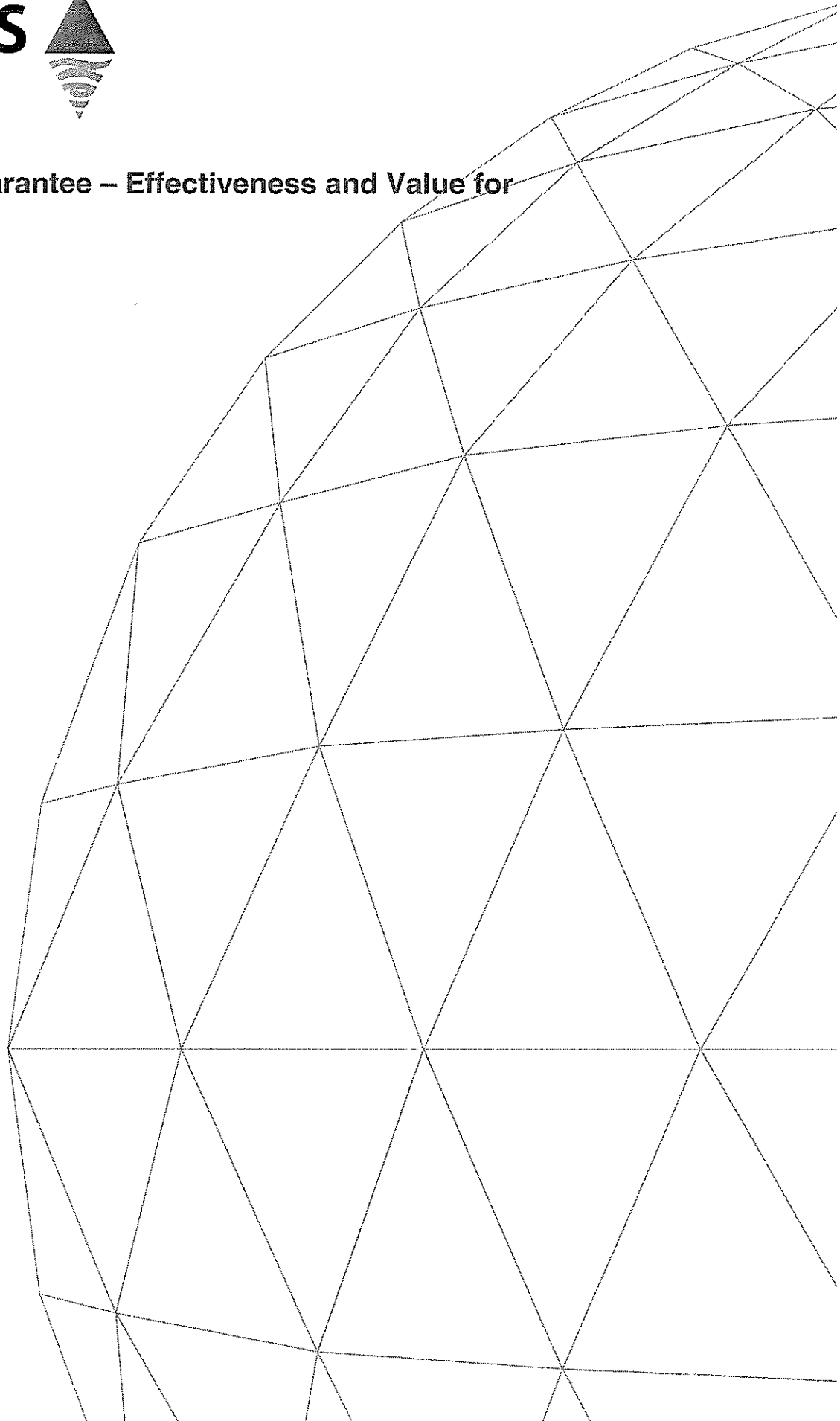
Programme	Local impacts		Regional impacts	
	Cost per net additional job created (£)	£ of GVA per £1 invested	Cost per net additional job created (£)	£ of GVA per £1 invested
London South Central Enterprise and Employment Programme ³¹	-	-	14,600	4.8
Thames Gateway JobNet ³²	-	-	10,400	2.1

³¹ Source: Evaluation of the London South Central Employment and Enterprise Programme, ECOTEC Research and Consulting, 2009. Results include effects of a range of enterprise projects, for which impacts are assumed to endure for 3 years.

³² Source: Interim Evaluation of the Thames Gateway JobNet, Adroit Economics, 2008, results are based on all sources of funding, note that £ of GVA per £1 invested rises to £4.1 where impacts are assumed to endure for 3 years.



Haringey Guarantee – Effectiveness and Value for Money



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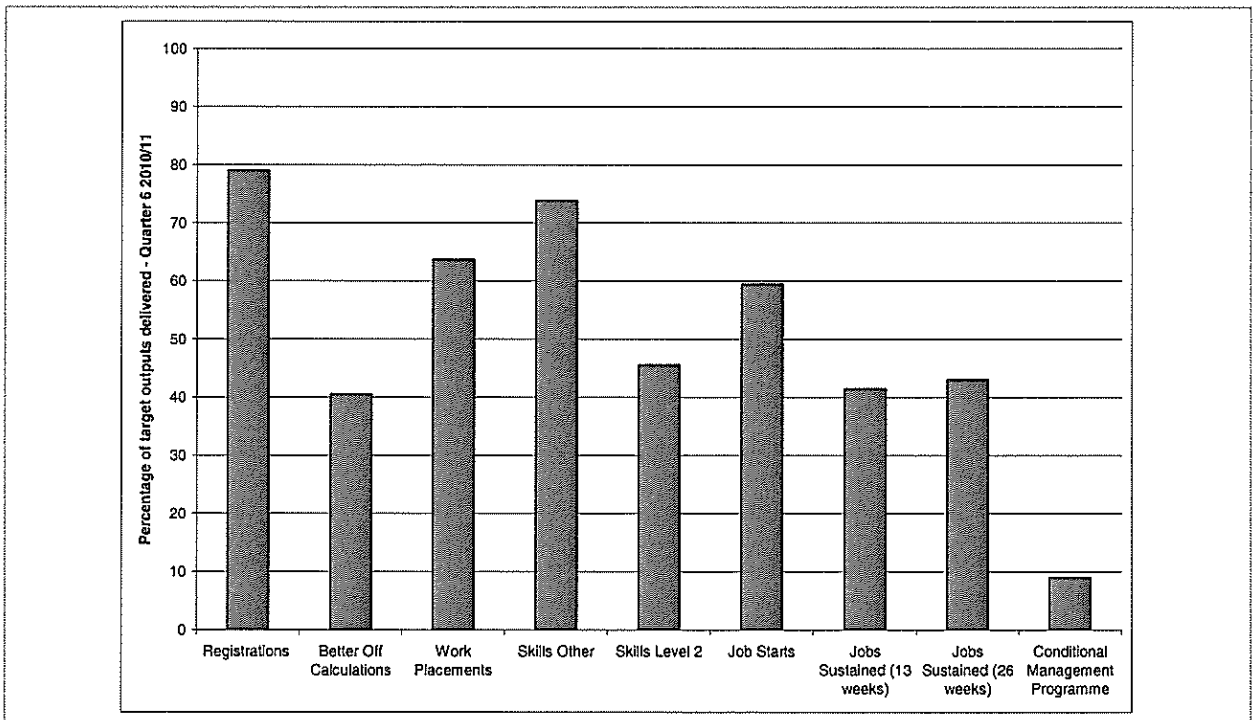
1.0 Haringey Guarantee: Scrutiny Panel Paper

1.1 Effectiveness of the Haringey Guarantee

1.1.1 Delivering outputs

The chart below shows the progress made by the Haringey Guarantee in delivering outputs by the end of Quarter 2 2010/11. Around 80 percent of overall participation targets (for the duration of the programme), and 60 percent of the target for job starts were delivered by the end of quarter 2 2010/11 with two quarters for delivery remaining. Full figures for quarter 3 are not available yet, although there are early indications that substantial further progress was made.

Figure 1.1 Percentage of Target Outputs Delivered By the End of Quarter 2 2010/11



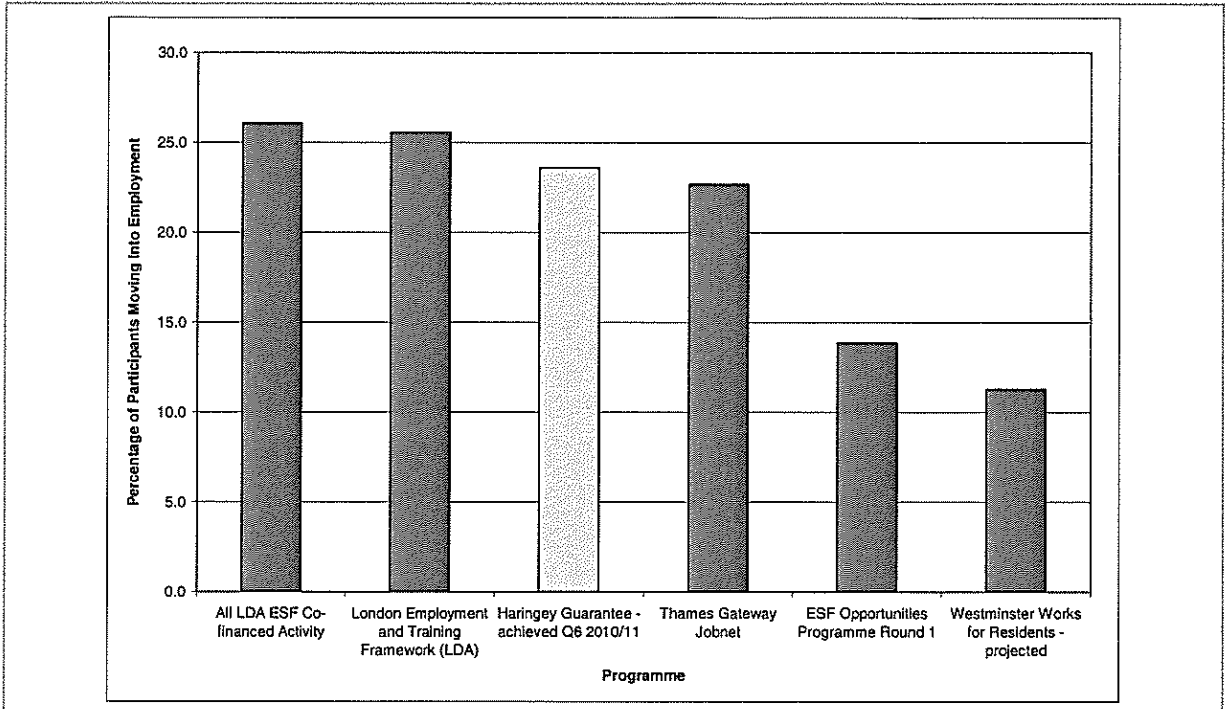
Source: GLE

1.1.2 Effectiveness in moving participants into employment

By quarter 6 2010/11, the Haringey Guarantee had moved some 24 percent of participants into employment. Comparisons against programmes suggest that the support provided is effective in moving people into employment, with this ratio at the upper end of the range established for other programmes.

68 percent of those obtaining employment have sustained employment for 13 weeks (to date). Monitoring evidence for other programmes has not tended to collect evidence on sustained employment outcomes, although evidence for the Thames Gateway Jobnet project suggested that 55 percent of those entering employment sustained employment for 13 weeks. This suggests that the Haringey Guarantee has also been effective in supporting sustained employment outcomes although the evidence is limited in this area.

Figure 1.2 Percentage of Participants Moving Into Employment



Source: Programme Evaluation Reports, Various

1.2 Value for money

This section provides a brief outline of the value for money secured by the programme, comparing unit costs for key outputs and outcomes against those delivered by comparator programmes. The Haringey Guarantee has been delivered utilising a payment-by-outputs format of contract, so the financial exposure of the Council to non-delivery has been limited to some extent, and this should be acknowledged in the figures below (i.e. some providers may have incurred delivery costs over and above the payments received through the Haringey Guarantee). The figures below exclude spending by Families Into Work, and the youth projects funded.

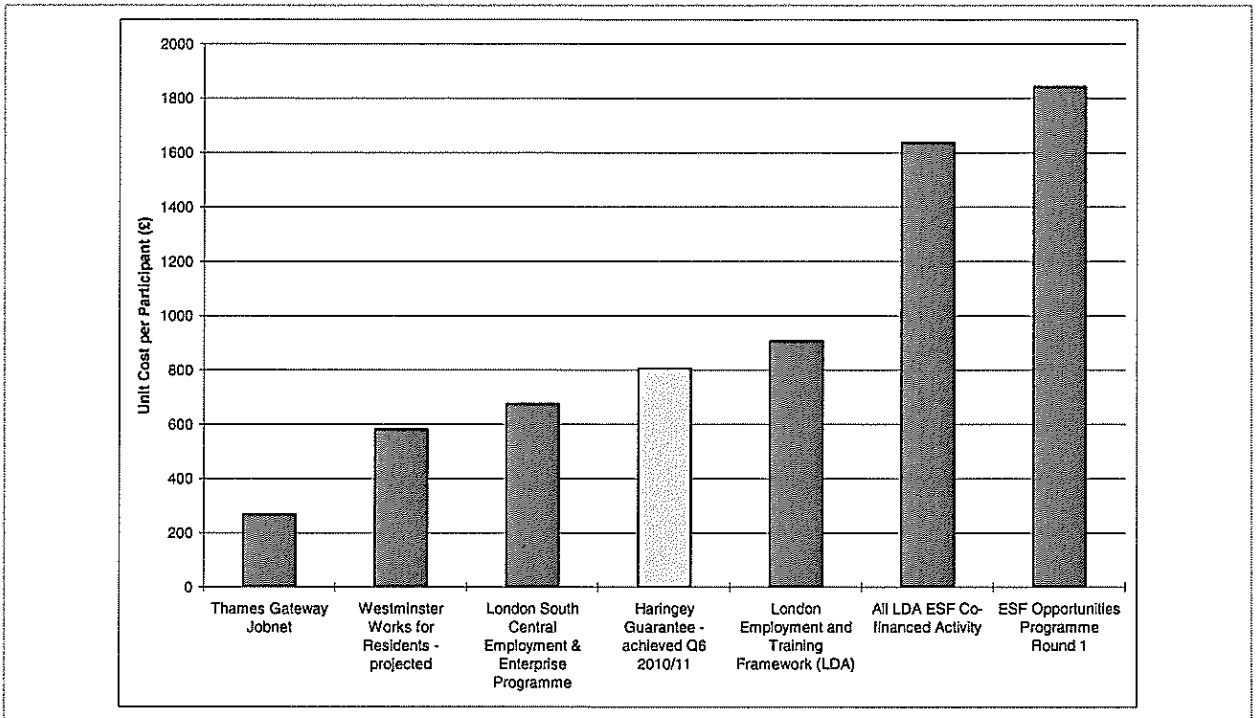
1.2.1 Cost per participant

The unit cost per Haringey Guarantee participant was just over £800 (this has been estimated by excluding the costs and outputs of youth projects funded through programme, and Families Into Work). This includes the cost of all employment support, IAG, and training provided. As the chart below shows, amongst programmes delivered via London boroughs (Thames Gateway Jobnet, Westminster Works for Residents, and the London South Central Employment and Enterprise Programme), unit costs of delivery are relatively high. ESF programmes have proven considerably more expensive to deliver, with unit costs exceeding £1,500 per participant – this also applied to the Haringey Guarantee ESF extension with a cost per starter of £1,040.

These variations are likely due to the intensity of support provided (for example, Thames Gateway Jobnet provided light touch support and referrals to rather than provision of training). However, many of the programmes delivering these outputs were contracted to deliver the LDA output 'employment support' (2 hours

of IAG) rather than to move individuals into work, which may have encouraged programmes to target engagement rather than employment outcomes. The Haringey Guarantee encourages providers to target employment outcomes, which may have resulted in a more intensive service provided to participants.

Figure 1.3 Unit Cost Per Participant

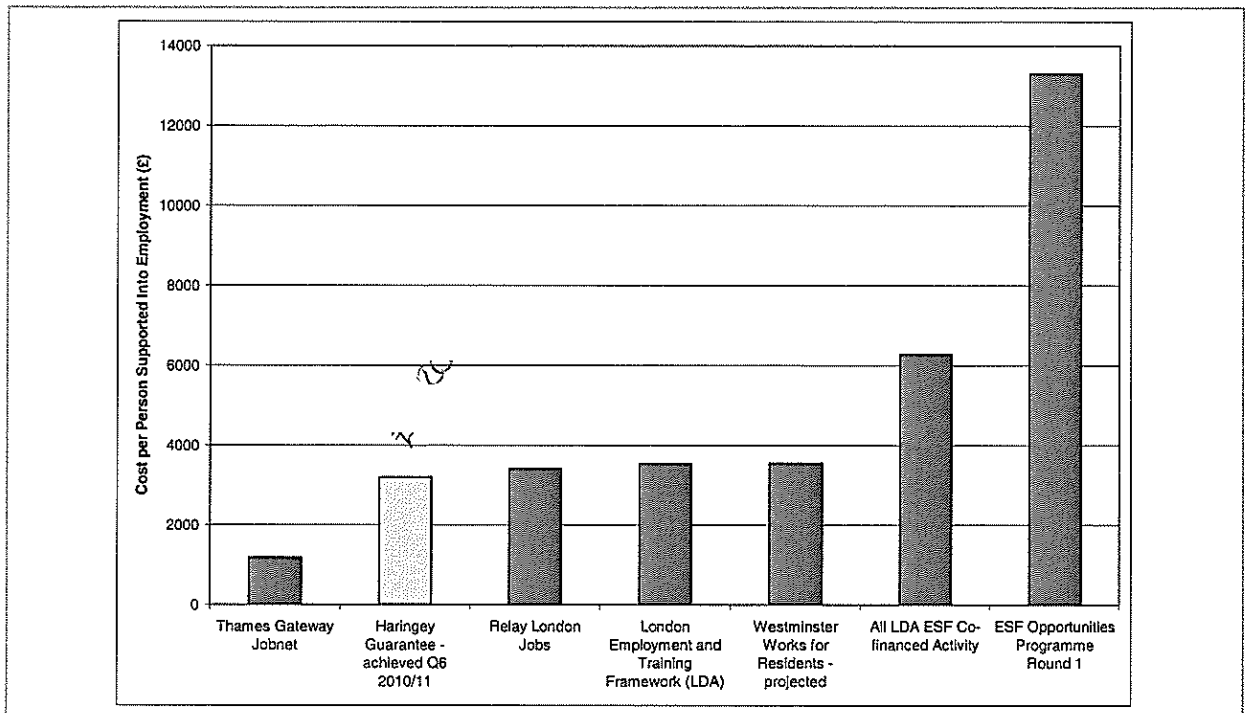


Source: Programme Evaluation Reports, Various

1.2.2 Cost per entry to employment outcome

However, although the costs of supporting participants were higher than comparable programmes, the unit cost per employment outcome was among the lowest amongst the sample of projects and programmes available (at around £3,200). As the Haringey Guarantee tended to be amongst the more effective programmes in supported individuals into employment, this resulted in lower unit costs for entry to employment outcomes.

Figure 1.4 Unit Cost Per Person Supported Into Employment



Source: Programme Evaluation Report, Various

1.2.3 Sustained employment outcomes

The programmes for which Ecorys has detailed monitoring evidence did not monitor sustained employment outcomes, and insufficient time has elapsed to allow the Haringey Guarantee to fully claim outputs sustained after 13 and 26 weeks, making it difficult to make judgements with respect to VFM.

During 2009/10 and 2010/11, the LDA began contracting on the basis of a unit cost of £5,000 for an employment outcome sustained for 12 months. If expenditure and outputs are delivered in line with targets, the Haringey Guarantee will support 200 individuals into employment sustained for 6 months at a unit cost of £6,484 (again, this excludes any expenditure associated with the projects delivered by Northumberland Park School, the Windsor Fellowship, and Families Into Work), suggesting that unit costs will be higher than anticipated by the LDA. However, the North London Pledge 2 programme was contracted with the LDA on the basis of a unit cost of £5,000 for each individual supported into employment for 6 months.

Ecorys are currently evaluating an LDA initiative contracted on the basis of £5,000 per employment outcome sustained for 12 months - CAP09 – and such unit costs for have not proved attainable, at least for a programme focused on supporting low-income parents into employment.

1.2.4 Time taken to support an individual into work

On the basis of MegaNexus data taken in July 2010, on average, participants entered employment 114 days after initial registration to enter employment. No comparator data was available to assess the effectiveness of the Guarantee in this respect.

1.3 Alignment with the Work Programme

1.3.1 Overall objectives

The objectives of the Haringey Guarantee are broadly in line with those of the Work Programme – i.e. to support individuals into work. However, the Haringey Guarantee has a broader range of objectives, for example, to support the reductions in the number of young people NEET. These broader objectives will be less relevant to the Work Programme, and a narrower focus will be required.

1.3.2 Opportunities for the Haringey Guarantee

The Work Programme will operate on a 'black-box' delivery model allowing prime contractors to subcontract to providers that can deliver the ultimate objective of supporting individuals into work. This creates opportunities for the Haringey Guarantee – the evidence suggests the programme is effective in supporting individuals into work, and helping them sustain employment, that will likely make the programme attractive to prime contractors.

1.3.3 Provider Risk and Competition

The payment model introduces substantial risks to prime contractors. The payment model is staggered such that attachment fees (£400-£600 in year 1) that are paid when a participant enters the Work Programme, fall in each subsequent year to 0 percent of the contract value in year 4/5. Job outcomes are paid after a period of time (13 to 26 weeks) the participant has sustained employment, with further payments each additional 4 weeks that outcome is sustained. Sustained outcome payments represent the greatest share of the overall contract value, with incentive payments (paid when employment outcomes exceed expectations by 30 percent) taking on increased importance over time.

This model is a departure from that used by the Haringey Guarantee. Although the Haringey Guarantee was procured on the basis of a payment-by-results format of contract, what is notable about the Work Programme is that no payments are made for intermediate activity, such as Better-Off Calculations or Work Placements. If the prime contractors pass on the payment model to subcontractors, providers will need to take on substantially greater levels of risk. Given the average time taken to support an individual into employment of 114 days (almost 4 months), this implies a long period in which no outcomes based funding would be received (i.e. from 7 to 10 months).

From the perspective of the prime contractors, this feature implies that only those approaches that have been proven to be effective in delivering employment outcomes will be attractive. While the Haringey Guarantee has proven effective in delivering employment outcomes, there is variation across projects, and the programme has been used to trial new and innovative approaches that have not all proved successful. The Haringey Guarantee will have the most to offer where it can maximise employment outcomes while minimising costs and risks, rather trialling innovative approaches.

The tables below show the performance of providers against a range of indicators for Haringey Guarantee projects. Focusing only on the best performing projects may be the most appropriate approach in light of the financial risks introduced by the Work Programme. Note that the table does not cover all Haringey Guarantee providers, only those that have claimed employment outputs.

Table 1.1 Project Level Performance

Project	% supported into employment	Days between registration and job starts	Job starts	Spend	Unit Cost
Family Mosaic	20	84	49	31,443	642
Positive Employment	35	167	62	88,349	1,425
Working Links	26	59	106	279,944	2,641
Working for Health	23	95	27	113,631	4,209
NLPC	28	125	33	139,344	4,223
2XL	9	183	20	87,624	4,381
Fashion Enter	12	306	7	60,000	8,571