

Agenda item:

**[No.]**

[Name of Meeting]	On [Date]
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Report Title. <b>Scoping report – Scrutiny review on the Haringey Guarantee</b>	
Report of <b>Cllr Basu, Chair of the review panel</b> Signed :	
Contact Officer : <b>Melanie Ponomarenko, Principal Scrutiny Support Officer</b> Tel: <b>0208 489 2933</b> Email: <a href="mailto:Melanie.Ponomarenko@haringey.gov.uk">Melanie.Ponomarenko@haringey.gov.uk</a>	
Wards(s) affected: <b>[All / Some (Specify)]</b>	Report for: <b>[Key / Non-Key Decision]</b>
<b>1. Purpose of the report (That is, the decision required)</b> 1.1. For the Overview and Scrutiny Committee to consider and approve the scope and terms of reference for the scrutiny review of the Haringey Guarantee.	
<b>2. Introduction by Cabinet Member (if necessary)</b> 2.1. N/A	
<b>3. State link(s) with Council Plan Priorities and actions and /or other Strategies:</b> 3.1. This review links with the Sustainable Community Strategy Outcomes of: <ul style="list-style-type: none"> <li>• Economic vitality shared by all, specifically:             <ul style="list-style-type: none"> <li>• Maximise income</li> <li>• Increase skills and educational achievement.</li> </ul> </li> </ul>	

<ul style="list-style-type: none"> <li>• Healthier people with a better quality of life, specifically: <ul style="list-style-type: none"> <li>• Tackle health inequalities</li> </ul> </li> </ul>
<p><b>4. Recommendations</b></p> <p>4.1. That the Terms of Reference and scope of the review be agreed.</p>
<p><b>5. Reason for recommendation(s)</b></p> <p>5.1. To enable the panel to progress in its work on the review.</p>
<p><b>6. Other options considered</b></p> <p>6.1. N/A</p>
<p><b>7. Chief Financial Officer Comments</b></p> <p>7.1. To be included in final draft for Overview and Scrutiny Committee</p>
<p><b>8. Head of Legal Services Comments</b></p> <p>8.1. To be included in final draft for Overview and Scrutiny Committee</p>
<p><b>9. Head of Procurement Comments – [Required for Procurement Committee]</b></p> <p>9.1. N/A</p>
<p><b>10. Equalities &amp; Community Cohesion Comments</b></p> <p>10.1. To be included in final draft for Overview and Scrutiny Committee</p>
<p><b>11. Consultation</b></p> <p>11.1. The review will seek the views of a range of stakeholders (as outlined in the main body of the report).</p>
<p><b>12. Service Financial Comments</b></p> <p>12.1. This review will be carried out within the current resources of the Overview and Scrutiny Service.</p> <p>12.2. Any financial implications of the final report will be covered within that report.</p>

### **13. Use of appendices /Tables and photographs**

**Appendix A** - Initial Work and Skills Plan – April 2010

**Appendix B** – Framework agreement for the provision of employment related support services

### **14. 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

## **1. Background**

1.1. The Overview and Scrutiny Committee commissioned a task and finish review into the Haringey Guarantee as part of their 2010/11 work programme. This followed conversations with the Enterprise Partnership Board, The Cabinet Member for Planning and Regeneration and relevant Officers in the Council

## **2. What is the Haringey Guarantee**

2.1. 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.

**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.<sup>1</sup>"

2.2. "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

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<sup>1</sup> Initial Work and Skills Plan, Haringey Council, April 2010

- 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.

2.3. The Haringey guarantee is offered in three parts:

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

2.4. Further information on the local context can be found in the Initial Work and Skills Plan – April 2010 (please see Appendix A)

### 3. National Context

3.1. The Government believes that the current system is too complex and work incentives are poor<sup>3</sup>. 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 work<sup>4</sup>.

3.2. The Government plans to set up a new contracting vehicle for the delivery of the Work Programme - a 'Framework Agreement' (see Appendix B). 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.

3.3. It is further anticipated that the delivery of services will be done on a sub-contractual basis; the possibility of this being done by the Haringey Guarantee programme is part of this review. Further details on how we intend to do this can be found under 'Objectives of the Review' below.

3.4. The Government has committed to introducing the Work Programme as quickly as is practicable and will be making further announcements on the details in due

<sup>2</sup> Haringey Guarantee Service Standards, Haringey Council

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

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

course. The Government intends to put contracts in place for the delivery of the Work Programme by the spring of 2011 with the programme being implemented by Summer 2011.<sup>5</sup> To this end over this summer the Department for Work and Pensions invited expressions of interest for the Framework Agreement

3.5. There is currently a lack of detail in what the Government intends to be involved in the Work Programme, however the “Coalition’s Programme for Government”<sup>6</sup> made a number of statements about its intentions around welfare to work programmes<sup>7</sup>:

- *“We will end all existing welfare to work programmes and create a single welfare to work programme to help all unemployed people get back into work”*
- *“We will ensure that Jobseeker’s Allowance claimants facing the most significant barriers to work are referred to the new welfare to work programme immediately, not after 12 months as is currently the case. We will ensure that Jobseeker’s Allowance claimants aged under 25 are referred to the programme after a maximum of six months.”*
- *“We will realign contracts with welfare to work service providers to reflect more closely the results they achieve in getting people back into work.”*
- *“We will reform the funding mechanism used by government to finance welfare to work programmes to reflect the fact that initial investment delivers later savings through lower benefit expenditure, including creating an integrated work programme with outcome funding based upon the DEL/AME switch.”*
- *“We will draw on a range of Service Academies to offer pre-employment training and work placements for unemployed people.”*
- *“We will develop local Work Clubs – places where unemployed people can gather to exchange skills, find opportunities, make contacts and provide mutual support.”*

(The full Coalition programme document can be found [here](#))

3.6. The Government has 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.

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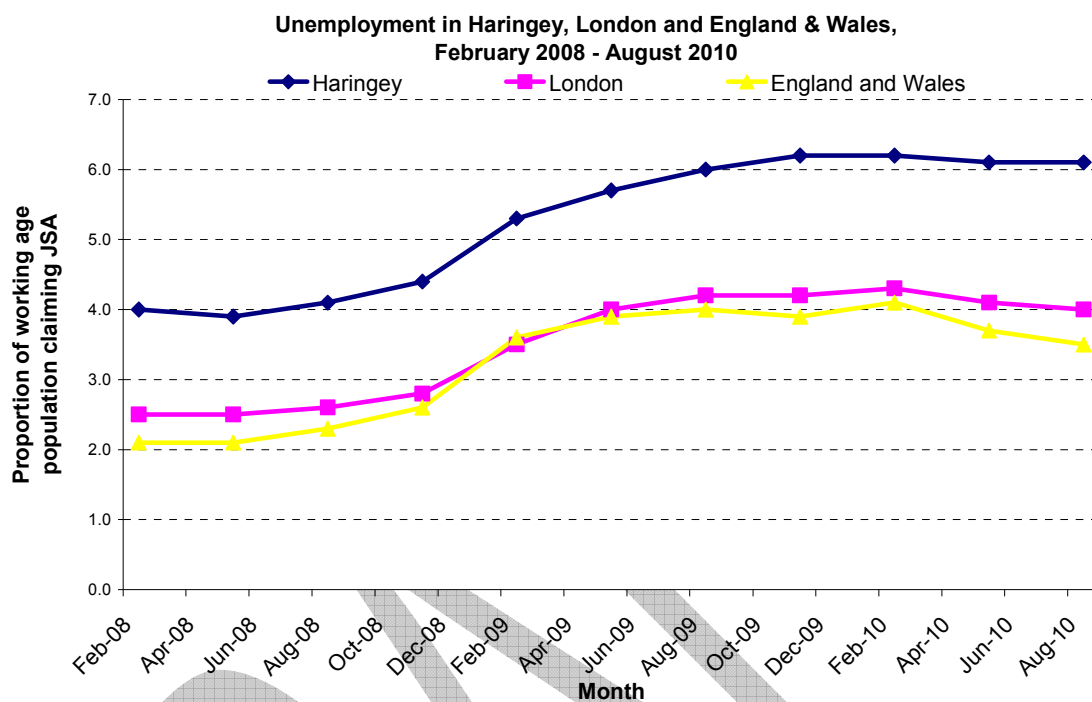
<sup>5</sup> The Work Programme, Questions and Answers, DWP, 2010

<sup>6</sup> The Coalition: Our programme for Government, Cabinet Office, 2010

<sup>7</sup> The Coalition: Our programme for Government, page 23

## 4. Haringey Workless Population

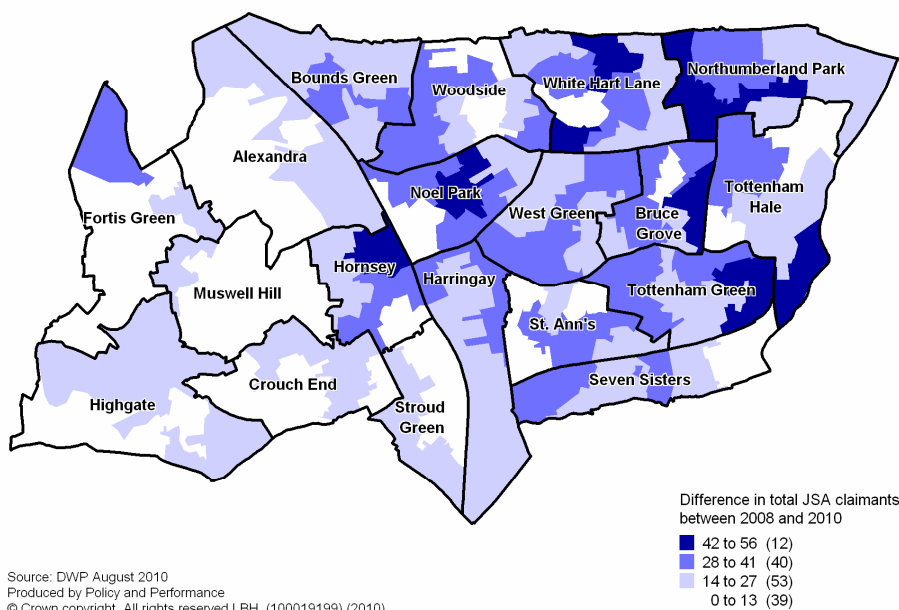
### 4.1. Graph 1



Graph 1 shows that the number of people claiming Job Seekers Allowance in Haringey is above the London and England average.

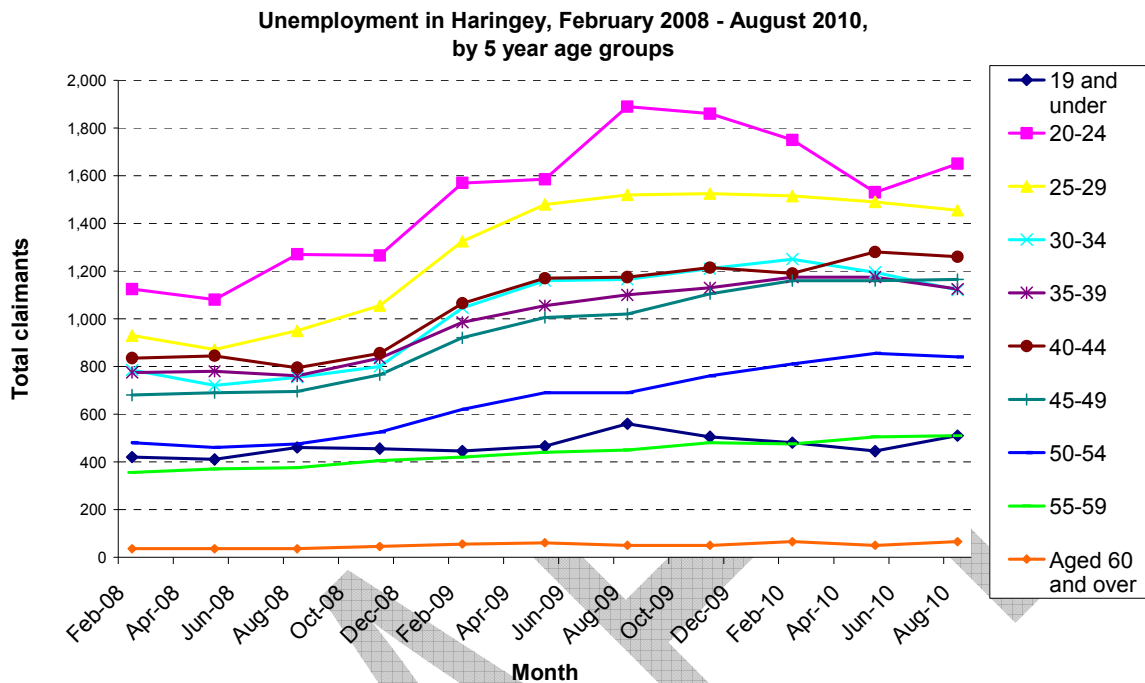
## 4.2. Map 1

Difference in total Job Seekers Allowance (JSA) claimants between February 2008 and August 2010  
Haringey Lower Level Super Output Areas



Map 1 shows areas where there has been an increase in the number of Job Seekers Allowance claimants between February 2008 and August 2010. Areas that have largest increases in claimants are in Northumberland Park, Tottenham Hale, Tottenham Green, Noel Park, White Hart Lane and Hornsey.

### 4.3. Graph 2



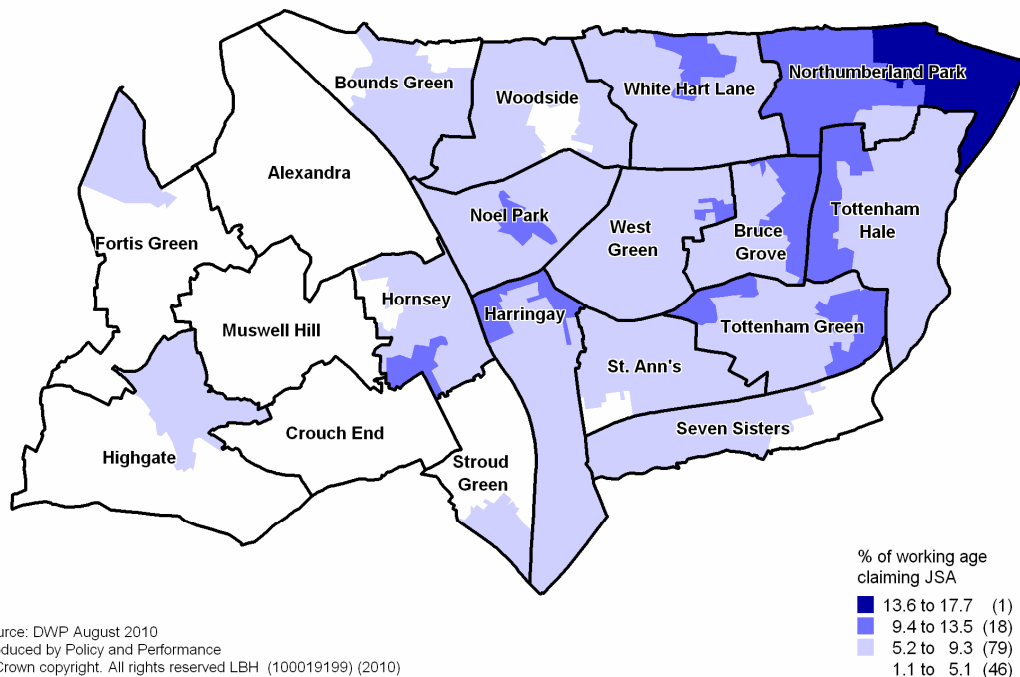
This graph shows there are more 20-29 years olds claiming Job Seekers Allowance in Haringey than any other age.





#### 4.4. Map 2

Proportion of working age population who are claiming Job Seekers Allowance (JSA)  
Haringey Lower Level Super Output Areas  
August 2010



Map 2 shows that the highest concentration of the working age population claiming Job Seekers Allowance is in Northumberland Park. Northumberland Park has highest proportion of unemployed in London (followed by Harlesden (Brent), and East India & Lansbury (Tower Hamlets)<sup>8</sup>.

#### 5. Terms of Reference

“To assess the effectiveness of the Haringey Guarantee and make recommendations for improvement and in order to make it fit for purpose under the future Work Programme”

#### 6. Objectives of the review:

##### One

- How effective is the Haringey Guarantee scheme?

<sup>8</sup> Claimant count August 2010, ONS

- Does it provide value for money?
- How have interventions been commissioned?
- How has the community been involved/consulted in the service provision?
- Monitoring and evaluation of the programme

## Two

- In light of the new nation 'Work Programme' due to come into force next year:
- How fit for purpose is the current scheme?
- What improvements could be made?

1.1. With reference to **Value for money** the review aims to consider the following questions:

- Do costs compare well with others (allowing for external factors)?
- Are costs commensurate with service delivery, performance and outcomes achieved?
- Do costs reflect policy decisions?
- How is Value for Money monitored and reviewed?
- How is procurement managed?
- How external funding is obtained?

## 2. Methodology

- Panel meetings
- Questionnaire to project suppliers
- Meetings with project suppliers
- Focus group with people who have been through the scheme

### 2.1. Panel Membership

- Cllr Basu (Chair)
- Cllr Browne
- Cllr Egan
- Cllr Schmitz
- Cllr Strang
- Cllr Solomon

### 2.2. Stakeholders

<b>Martin Tucker</b> <b>Ambrose Quashie</b>	Economic Regeneration
<b>TBC</b>	Jobcentre Plus
<b>Paul Head</b>	College of Haringey, Enfield and North East London
<b>Naeem Sheikh</b>	HAVCO

<b>John Egbo</b>	Community Link Forum
<b>Tony Azubike</b>	Reed in Partnership
<b>Leo Atkins</b>	Head of Healthy Communities Programme NHS Haringey
<b>Gary Ince</b>	North London Business
<b>Monitoring and Evaluation</b>	
<b>Jonathan France</b> Principal Consultant	Ecotec – Haringey Guarantee Evaluation
<b>Josephine Roarty</b> Programme Manager GLE Consulting	Greater London Enterprise – Haringey Guarantee Monitoring
<b>Project Suppliers</b>	
	Tackling Worklessness Project
	Windsor Fellowship Dare to Succeed
	Moving On
	Employment advice and job brokerage (2) – newly unemployed
	Working Links Public services
	Family Mosaic
	Working for Health
	NLPC Volunteering/work placements
	2XL Training Ltd – Pathways to care and Employment
	Aidevian Consultancy SIA Training
	Fashion Enter – Fashioning Haringey
	KIS Training – Employer Zone

	Haringey Council – Employment Action Network
	Haringey Council – Families into work
	NLPC – Ready for work – Employability Skills Training
	Women like us – part time and flexible working training for employers in Haringey
	Haringey Sports Development
	HEBP – Securing your Future
	School Gates Employment Support Initiative

### 3. Timescale

3.1. The review aims to report to the Overview and Scrutiny Committee by the end of the 2010/11 municipal year. The recommendations will then go to Cabinet and any other relevant bodies following this.

	Aug. 09	Sept.	Oct.	Nov.	Dec.	Jan. 10	Feb.	Mar.	Apr.
<b>Scoping Meetings</b>									
<b>Visits</b>			1	2	3	4	5		
<b>Reporting</b>									
<b>OSC</b>									
<b>Cabinet</b>									

3.2. The proposed meeting structure is as follows:

Evidence Sessions		
<b>Meeting 1</b>	Wednesday 6th October – 3pm to 5pm	<ul style="list-style-type: none"> <li>▪ Scoping Report</li> <li>▪ Context and background of the Haringey Guarantee</li> <li>▪ Government direction</li> </ul>
<b>Meeting 2</b>	Thursday 11th November – 7-9pm	Stakeholders evidence <b>CONEL</b>

		<b>REED in Partnership</b> Job centre plus North London Business
<b>Meeting 3</b>	Tuesday 7th December – 7-9pm	Stakeholder evidence <b>NHS Haringey</b> HAVCO Community Link Forum
<b>Meeting 4</b>	Wednesday 19th January – 3 to 5pm	Value for Money Monitoring and Evaluation ( <b>Ecotec</b> and <b>Greater London Enterprise</b> )
<b>Meeting 5</b>	Thursday 17th February – 7-9pm	Recommendations and conclusions
<b>Panel Member Visits</b>		
	TBC	Focus group talking to those who have been through the scheme
	TBC	Meetings with Project Suppliers

#### 4. Independent Expert Advice

4.1. In addition, the Panel may wish to consider if their work would be assisted by the provision of some independent expert advice. This could “add value” to the review by:

- Impartially evaluating current practice providing advice on successful approaches and strategies that are being employed elsewhere
- Suggesting possible lines of inquiry
- Commenting on the final report and, in particular, the feasibility of draft recommendations.