



**Haringey Council**

<b>Report for:</b>	<b>Overview &amp; Scrutiny 29 April 2013</b>	<b>Item Number:</b>	
<b>Title:</b>	Haringey Guarantee Review Update		
<b>Report Authorised by:</b>	Marc Dorfman, Assistant Director PRE		
<b>Lead Officer:</b>	Martin Tucker, Economic Development Manager		
<b>Ward(s) affected: All</b>	<b>Report for Key/Non Key Decisions: Non-key</b>		

## **1. Describe the issue under consideration**

**1.1** The Council's Overview and Scrutiny Committee carried out a review of the Haringey Guarantee in 2010/11. The review report main recommendations were:

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



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- That the qualitative outcomes of any Haringey Guarantee project are given equal weighting to quantitative outcomes.
- 1.2 Following the funding cuts imposed by Central Government the Council was not able to continue the ABG funded Haringey Guarantee in its 2010/11 format. The Council has had to rethink its approach to tackling worklessness and the resources it employs to do this.
- 1.3 The Council developed a new approach to employment and funding from Council revenue which was agreed at Cabinet in March 2012 and a new programme Jobs for Haringey was launched in May 2012. A separate paper on Jobs For Haringey is presented to this Overview and scrutiny meeting.
- 1.4 In the interim 2011/12 a reduced programme continued which took on board a number of the recommendations of Overview & Scrutiny's Review of the Haringey Guarantee:
- The interim programme and new programme in 2012 will focus on those residents not supported by the Work Programme
  - The programmes will have a clear focus on young people with a 50% target for people under 25
  - The reduced core Delivery Team based on the Council's Employment Action Network and Families into Work will have a clear remit on employer engagement working with both small and large local businesses
  - The core Delivery Team will maintain the holistic approach developed by Families into Work and targets will include supporting parents into employment
- 1.5 In 2011/12 The Haringey Guarantee supported 150 residents into employment through the reduced core delivery Team and three externally commissioned providers.
- 1.6 The Haringey Guarantee ran from September 2006 to March 2012. In total 5,120 residents were supported with 1,204 starting work, with 71.5% of them sustaining employment for at least 13 weeks; 1,157 gained a qualification, 1,066 completed a work placement.

## **2. Cabinet Member introduction**

- 2.1 The Overview and Scrutiny Committee made some very useful recommendations on the Haringey Guarantee. In the design of the Jobs for Haringey programme, the Council worked to incorporate these recommendations. In particular, Jobs for Haringey mainstreams 18-24 year olds into the programme and includes engagement with businesses. Other recommendations are being taken forward by other Council activities - the Families First programme is continuing to take a holistic



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family approach to worklessness issues, while I am picking up wider issues such as geographical barriers to work through the new London Stansted Corridor Consortium, which is driving improvements in economic development throughout the sub-region.

### **3. Recommendations**

- 3.1 **That the Overview and Scrutiny Committee note this report and final outturn figures for the Haringey Guarantee**
- 3.2 **That the Overview and Scrutiny Committee consider the separate report on the Jobs for Haringey programme.**

### **4. Background information**

The Haringey Guarantee was the Council's flagship programme tackling worklessness and ran from September 2006 until March 2011.

In that time 5,120 residents were supported with 1,204 starting work, with 71.5% of them sustaining employment for at least 13 weeks; 1,157 gained a qualification, 1,066 completed a work placement. The Guarantee also supported schools to offer vocational options to Key Stage 3 and 4 students and vocational advice, workshops and industrial placements to KS4 students. (see Appendix 2.)

### **5. Comments of the Chief Finance Officer and financial implications**

- 5.1 Haringey Guarantee activities were previously funded by a £1.2m allocation of Area Based Grant monies. As this funding was no longer available in 2011-12, the Council allocated £500k budget for Worklessness projects in 2011-12 as an interim measure whilst other options were developed.
- 5.2 The Council committed £500,000 to supporting residents into employment in 2010/11 and this covered the costs of an interim programme with a reduced delivery team plus funding specific interventions focussing on young people and parents.

### **6. Head of Legal Services and legal implications**

N/A

### **7. Equalities and Community Cohesion Comment**

- 7.1 A full Equality Impact Assessment was carried out in 2011/12 at the time of budget reductions.
- 7.2 The new jobs for Haringey programme has clear equalities targets around young people, people from BAME communities, women, people with disabilities and parents.



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## **8. Use of Appendices**

**Appendix 1** - Overview and Scrutiny Review of the Haringey Guarantee Recommendations and Response

**Appendix 2** – History of the Haringey Guarantee



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## **Appendix 1: Overview and Scrutiny Review of the Haringey Guarantee Recommendations and Response**

### **Overview and Scrutiny Review of the Haringey Guarantee**

The Council's Overview and Scrutiny Committee carried out review of the Haringey Guarantee during 2010/11. The key findings of its report published in March 2011 were:

- 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).

It recommended that:

#### **Future of the Haringey Guarantee**

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

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.

#### **18-24 Year olds**

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

#### **Work with Local Businesses**

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



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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.

### **Geographical Barriers**

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.

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

### **Haringey Guarantee projects**

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.

### **Meganexus**

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

### **Response**

In determining its response to Overview and Scrutiny Review of the Haringey Guarantee the Council has had to consider how best to meet the ongoing challenge of worklessness in the borough.



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The Council has committed £500K in 2011/12 to tackle worklessness and developed a new approach to tackle worklessness in 2012.

An interim programme for 2011/12 was delivered while work is underway in developing a new approach and programme for 2012 onwards. While addressing Overview and scrutiny's recommendations an interim programme needs to extract best value for money and outcomes and deliver to residents and areas not covered by DWP mainstream provision.

The Council agreed a new approach to worklessness at its Cabinet meeting in March 2012 to support four key objectives:

- support residents left behind by the Work Programme and other government schemes
- boost the local economy by supporting Haringey businesses
- have a strong focus on young people, in recognition of the particular challenges currently faced by young people entering the labour market
- support young people to progress successfully through their journey from education into, training or further and higher education and work

The Council agreed a total investment in a new programme of £2m which included a £500,000 investment in a new tri-borough ESF employability and job brokerage programme and £1.5m investment in a new Haringey Jobs Fund job creation scheme. £600,000 had already been committed to delivery of employability support and job outcomes over 2 years 2012/13 and 2013/14 by the Council's in-house delivery team HEST based in Tottenham.

The new Haringey employment programme was launched in May 2012 – **Jobs for Haringey**. It complements the range of Government funded programmes operating in the borough – principally the Work Programme and SFA funded training provision – through **engaging and supporting those residents NOT eligible for these programmes**.

Jobs for Haringey currently comprises the Haringey Jobs Fund, an ESF Tri-borough programme North London Pledge 3 and the in-house Haringey Employment and Skills Team (HEST) delivery.

Jobs for Haringey is the successor programme to the Haringey Guarantee.



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## **Appendix 2 – History of the Haringey Guarantee**

### **A new strategic approach**

The first ideas around the Haringey Guarantee were captured in an Enterprise Board report in March 2006. The report called for a new approach to tackling worklessness as “previous interventions [such as SRB projects] were weak strategically and did not link adequately to wider agendas and strategies including regional employment and skills interventions, education, disability, welfare reform.” Furthermore, while these interventions on average were delivering 2,000 jobs per year the stock of workless continued to grow the gap between the Haringey and national employment rates widened.

A step change in the strategic approach to tackling worklessness in Haringey was called for to adequately improve the local employment rate. This approach would have two main tenets: **1) To achieve long-term change we need to stem the flow of new workless; and 2) To increase the numbers moving from worklessness into employment.**

There also needed to be closer strategic links to other agendas and themes such as education, children’s services, social services, welfare reform, anti-poverty, housing needs and development, capital developments, sub-regional and regional developments and opportunities.

Core populations were suggested at which employment programmes needed to be targeted at:

- Those in contact with Haringey Council and other public services
- Young People
- Incapacity Benefit claimants
- Workers in low paid/low skilled employment.

This new approach to tackling worklessness was approved by the Enterprise Board.

### **Haringey Guarantee Phase 1 – September 2006 to March 2008**

Using funding from the Safer and Stronger Communities Fund (SSCF) the Enterprise Board approved a package of employment interventions to tackle worklessness in Bruce Grove, Noel Park and Northumberland Park at its July 2006 meeting.

Six interventions (and an embedded evaluation) were commissioned focusing on the core populations listed above.

Linking the interventions was the “Haringey Guarantee” and all partners signed up to the following principles:

- A quality service for all beneficiaries;





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- An entitlement to services from partners including information, advice and guidance, priority interviews for college programmes and places;
- Partner commitments to offer real work experience/placements and volunteering opportunities; and
- Guaranteed interviews for programme beneficiaries applying for employment opportunities with partners. Guaranteed interviews will be given to people who have participated in the programme – through college places, work placements, referred through advisors based in services – and who meet a job's person specification.

## **Evaluation**

CSC Regeneration & Research Consultants were commissioned to undertake the embedded evaluation of the programme which began at the start of the programme.

## **Monitoring**

An electronic monitoring system was devised by CSC which all interventions used to provide information on progress, any shortfalls in outputs and spend and will enable any remedial actions.

These projects began to operate from September 2006 and were piloted up to March 2008. Over this period 169 people were supported into sustained employment.

## **Local Area Agreement**

Haringey's first Local Area Agreement (LAA) with central Government was introduced in April 2007. Two overarching employment targets were included in this LAA to: 1) reduce the working age benefit<sup>1</sup> claim rate in Haringey's worst performing wards; and 2) to reduce the gap between the claim rate in the worst performing wards and the national (England) average. In both cases the reduction target was 2 percentage points to be achieved by March 2008.

Also included in the LAA were two stretch targets that would derive a financial reward if achieved. The targets run up to March 2010 and are described below:

- 230 people from the worst performing wards helped into sustained work, broken down as:
  - 120 long-term (6 months +) Job Seekers Allowance claimants
  - 110 lone parents

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<sup>1</sup> Working age benefits include: Job Seekers Allowance, Incapacity Benefit, Severe Disablement Allowance, Income Support (IS) with a child under 16 and no partners, Carers Allowance, Other IS (including IS Disability Premium), Pension Credit under State Pension age, Disability Living Allowance, Widows Benefit, Bereavement Benefit and Industrial Death Benefit.



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- 180 long-term (6 months +) incapacity related benefit<sup>2</sup> claimants helped into sustained work.

These targets will be delivered by the Haringey Guarantee and resulted in the coverage of the Guarantee being stretched from 3 wards to 12. These wards are:

- St Ann's
- Seven Sisters
- Tottenham Hale
- Tottenham Green
- Bruce Grove
- Noel Park
- Northumberland Park
- West Green
- Woodside
- White Hart Lane
- Bounds Green
- Hornsey

The introduction of the Local Area Agreement also resulted in the funding for the Haringey Guarantee being switched from the SSCF to the Neighbourhood Renewal Fund (NRF).

### **Worklessness position statement**

The Economic Regeneration team produced a worklessness position statement in July 2007, which placed the Haringey Guarantee in the context of regional and national welfare to work policy agenda. The statement concluded that the Haringey Guarantee was well placed to meet and these agendas and that mainstreaming the Guarantee was “the best way of delivering successful worklessness reduction outcomes in the borough.” These conclusions were supported by Haringey Council and agreement was given to the Haringey Guarantee continuing beyond its pilot stage.

### **Haringey Guarantee Phase 2 – April 2008 to March 2009**

NRF was replaced by the Working Neighbourhoods Fund (WNF) in April 2008. WNF is a funding stream on tackling worklessness and boosting enterprise in deprived areas (unlike the NRF, which had a much wider focus on general deprivation) and is an element of the Area Based Grant (ABG) – a flexible pot of money for local areas to spend on meeting the priorities set out in their LAA.

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<sup>2</sup> Incapacity related benefits include: Employment and Support Allowance, Incapacity benefit, transitionally protected Severe Disablement Allowance, Income Support (on the basis on incapacity) and National Insurance credit (on the basis on incapacity).



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In order to best manage the transition from NRF to WNF the Haringey Strategic Partnership (HSP) decided that all NRF projects would be funded in 2008/09 subject to a review to determine their suitability for continued funding from 2009/10.

This meant that the core projects that were part of the Haringey Guarantee remained in place. However, a number of changes were made to the core programme, namely:

- Managerial responsibility for the Employment Action Network was transferred from the Council's Neighbourhood Management Service to the Economic Regeneration Service.
- Two additional Haringey Guarantee projects were introduced covering:
  - Security training – delivered by Aidevian Consultancy
  - Childcare training – delivered by KIS Training

The review that was carried out confirmed continued funding for the Haringey Guarantee for the years 2009/10 and 2010/11.

One gap identified in the Haringey Guarantee was an integrated approach to employer engagement. This was addressed in February 2009 with the launch of the Employer Zone, a strategic partnership on employer engagement developed with the two main Train2Gain consortia in the borough led by CoNEL and KIS Training.

The partnership delivers employer engagement through an employer sales team/employer call centre which conducts initial contacts with employers undertaking initial brokerage, skills analysis and delivers bespoke training packages to workless residents based on employers identified needs. This delivers cohort(s) of trained people who can be matched with employer vacancies.

Support/post-employment mentoring involves the Train2Gain providers delivering workforce development training to employers and is an integral part of an enhanced offer to employers accessing the Employer Zone.

## **Local Area Agreement**

Haringey's LAA was refreshed in April 2008 and in light of the introduction of a new national performance regime, which included a set of new National Indicators to form the core of all LAAs, the two overarching employment targets were replaced by a single one to: reduce the out of work benefits<sup>3</sup> claim rate in the worst performing neighbourhoods by 4.7 percentage points by 2010/11. The stretch targets remained unchanged.

## **Families into Work**

In July 2007 a high level strategic group of key partners convened to discuss innovative and joined up means of addressing problem areas and closing the gap. It was agreed that some feasibility work would be carried out into the possibility of targeted holistic intervention in the ward which could contribute to the strategic objectives of the Local Area

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<sup>3</sup> Out of work benefits include: Job Seekers Allowance, Incapacity Benefit, Employment and Support Allowance, Severe Disablement Allowance and Income Support.



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Agreement and provide a template for good practice in further neighbourhood level interventions both in the Borough and elsewhere.

The Families into Work' initiative would develop a multi-agency approach in Northumberland Park to address wider social exclusion issues by identifying a sample of families to work with intensively to improve life chances. This would focus primarily on addressing worklessness but also provide an interface with a raft of other service provision across all thematic areas.

A service audit was carried out in October 2007 to determine what was being delivered, by whom in Northumberland Park what could be done differently. Based on this a Business Case was developed, which confirmed a project that would operate over the lifetime of the new LAA 2008-2011(3 years).

The intervention was to initially work with 50 families in year 1 building up to 100 families in year 2, with all families being supported over a two year period to include ongoing in-work support and career development and tackling other issues that may hinder prospects of sustained employment.

This Business Case was approved by the Enterprise Board in March 2008 and funding from the Area Based Grant was secured to establish the project, which was officially launched in October 2008 with a team of 3 staff based in the Neighbourhood Resource Centre in Northumberland Park.

### **North London Pledge**

The North London Pledge is a LDA Funded £1.51million integrated employment and skills programme bringing together co-ordinated resident engagement through clear points of access in the 3 boroughs of Enfield, Haringey and Waltham Forest, quality inductions/assessments linked to clear pathways into employment including pre-employment skills training including Basic Skills, skills development, work trials and placements, a condition management programme, job brokerage and post-employment in-work support. A total of £600,000 has been allocated to 2008/09 delivery of the programme with £910,000 in 2009/10.

Haringey Council is the accountable body for this programme and will undertake programme management, administration and financial probity roles including liaising with the LDA on behalf of the 3 boroughs and compiling and returning quarterly finance claims and all monitoring information required by the LDA.

### **Haringey Guarantee Phase 3 – April 2009 to March 2011**

The HSP conducted a review of the Area Based Grant was carried out over July and August 2008

The review recommended that as the ABG is allocated to local authorities on a 3 year basis this stability should be extended to HSP thematic boards and that theme boards will



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receive two year allocations of ABG from April 2009. The two year allocation for the Enterprise Board was confirmed at £3m.

At its meeting on 10 December the Enterprise Board agreed that an Enterprise Board Commissioning Prospectus and Plan should be developed outlining the strategic approaches to commissioning, tackling worklessness, skills development, business support and enterprise as well as identifying gaps in provision, examples of good practice and setting out priorities for programmes of activity and interventions with its funding allocation. The Prospectus was also to include guidelines for partners and external agencies to apply to deliver programmes of activity and interventions and the process whereby commissioning will be determined and approved.

This Prospectus was drafted in consultation with Enterprise Board members and other relevant stakeholders, and was first presented at a special meeting on 13 February 2009. Following further refinements, the Prospectus was approved at the next full Board meeting on 9 March 2009 and published on 10 March 2009 with the closing date for applications being 3 April 2009.

The Prospectus confirmed that the Haringey Guarantee would continue to support the borough's residents furthest from the labour market. However, as a response to the impact the UK recession is having on the labour market a new intervention was introduced to support the newly unemployed i.e. people out of work for less than 6 months.

A total of 86 applications were received in response to the Prospectus and these applications were technically appraised by the Council's Economic Regeneration team. Funding recommendations were made to an Appraisal Panel, comprised of Enterprise Board members, which were endorsed and approved at the next full meeting of the Enterprise Board on 5 May 2009. A list of the phase 3 Haringey Guarantee projects is provided below:

<b>INTERVENTION</b>	<b>PROVIDER(S)</b>
<b>Schools</b>	Northumberland Park School and Windsor Fellowship
<b>Employment Advice and Job Brokerage (1)</b>	Positive Employment
<b>Employment Advice and Job Brokerage (2)</b>	Working Links
<b>Public Services</b>	Working Links
<b>Health Services</b>	NHS Haringey



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<b>INTERVENTION</b>	<b>PROVIDER(S)</b>
<b>Volunteering/work placements</b>	North London Partnership Consortium
<b>Vocational training and support</b>	Aidevian Consultancy (security training), 2XL Training Ltd (Social care training) and Fashion Enter (fashion training)
<b>Careers advice/in work support</b>	Not commissioned
<b>Employer/Business Engagement</b>	KIS Training
<b>Evaluation</b>	Ecotec (note: a separate appraisal panel was convened to determine this provider)
<b>Monitoring</b>	Greater London Enterprise (note: a separate assessment panel made up of the members from the Council's Economic Regeneration team was convened to determine this provider)
<b>Employment Network**</b>	<b>Action</b> Haringey Council
<b>Families into Work**</b>	Haringey Council