**Report for:** Cabinet, 15<sup>th</sup> December 2015

Item number: 12

**Title:** Cabinet response to the Overview & Scrutiny Panel Project report:

Haringey Job Support Market

Report

authorised by: Lyn Garner, Director of Regeneration, Planning and Development

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Ward(s) affected: All

Report for Key/

Non Key Decision: Non Key Decision

#### 1. Describe the issue under consideration

1.1 This report sets out the proposed Cabinet response (attached as Appendix 1 to this report) to the recommendations of the Overview and Scruinty Panel Project on the Haringey Job Support Market (attached as Appendix 1 to this report), which commenced work in January 2015.

### 2. Cabinet Member Introduction

- 2.1 Supporting local people into employment is a corporate priority under outcome 4 and a key priority of the Economic Development & Growth Strategy. I welcome the Overview and Scrutiny Panel's work on this issue and endorse the recommendations. I am also very encouraged that the Panel has acknowledged the good work already being done by my officers and partners on this issue.
- 2.2 I note that some of the recommendations will be challenging to deliver and may be beyond the influence of the council and its partners, but I am committed to implementing them as fully as possible.

#### 3. Recommendations

3.1 Members are asked to agree the responses to the Scrutiny Report recommendations (attached as Appendix 1)

#### 4. Reasons for decision

4.1 Cabinet is asked to comment on the recommendations of the Overview and Scrutiny Panel Project on the Haringey Job Support Market in order to ensure that the review report is fully considered within the context existing work to deliver local economic growth and better labour market outcomes for residents.



# 5. Alternative options considered

5.1 Appendix 1 sets out a considered response to all of the Overview & Scrutiny recommendations. In arriving at these responses officers have had regard to the intention behind the recommendations and the practicality of their delivery in terms of both staff, resources and the constraints of national policy. Appropriate comments are contained in the individual responses and include justifications where recommendations are partially agreed or not agreed.

## 6. Background information

6.1 The Overview & Scrutiny Committee conducted a review of the Job Support Market, to assess the nature and level of support available to those in long term unemployment. The Committee commenced work in January 2015 and within its plan of work held a number of evidence gathering sessions with local stakeholders, including local long term unemployed people.

## 7. Contribution to strategic outcomes

- 7.1 This fits with Priority 4 of Haringey's Corporate Plan, to deliver growth in Haringey through investment in jobs, skills, business and infrastructure.
- 7.2 This also fits with the priorities outlined in the Economic Development and Growth Strategy.
- 8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

#### **Finance and Procurement**

It is expected that the cost of implementing the majority of the recommendations can be contained within existing budgets. However, where there is an additional cost implication for example around improved IT access or changes in salaries for Council contractors to meet London Living Wage, the Council will need to ensure that sufficient budget provision exists or additional budget is agreed by Cabinet before the recommendation can be implemented.

### Legal

Under Section 9F of the Local Government Act 2000 ("LGA"), Overview and Scrutiny Committee has the power to make reports or recommendations to Cabinet on matters which affect the Council's area or the inhabitant of its area. Overview and Scrutiny Committee must by notice in writing require Cabinet to consider the report and recommendations. The report and recommendations should be presented to the next available Cabinet meeting together with an officer report where appropriate.

Under Section 9FE of the LGA, there is a duty on Cabinet to respond to theReport, indicating what (if any) action Cabinet proposes to take, within 2 months of receiving the report and recommendations.



## **Equality**

The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:

- tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
- advance equality of opportunity between people who share those protected characteristics and people who do not;
- foster good relations between people who share those characteristics and people who do not.

Current Haringey Council employment delivery is targeted at and monitored against groups who tend to suffer from labour market disadvantage, including young people, ethnic minorities, parents (including lone parents) and disabled people. We will continue to target employment activity specifically at groups that suffer labour market disadvantage and will monitor outcomes for these groups through our existing delivery plan and for any future work taken forward in response to the Overview and Scrutiny recommendations.

A number of recommendations within the review are of particular relevance to our equality duty. It is noted that the review recommends improving communication of local employment services to promote better accessibility (recommendation 8). We have already started to address this as part of the Haringey Employment and Skills Team's move to Wood Green and will continue to take this forward through specific promotional project delivery (e.g. Haringey 100 and Routes to Work).

# 9. Use of Appendices

9.1 Appendix 1 – Response to Scrutiny Review recommendations

## 10. Local Government (Access to Information) Act 1985

N/A



Appendix 1 – Response to Overview & Scrutiny Review of the Haringey job support market

No	Scrutiny Panel Recommendation	Agreed Partially agreed Not agreed	Budget implications	Response	Timescale and lead
1	There is a need to establish a forum where local job search agencies (e.g. Job Centre Plus, Work programme Providers, Haringey Employment & Skills Team, Voluntary Sector Agencies and registered key Housing Providers) can network, share information and develop a more coordinated response to support the needs of local long term unemployed people. It is suggested that this is a sub group of the Employment and Skills Board and reports directly to it.  Once established, it is clear that this job support forum should be task centred and aim to resolve a number of working priorities which should include:  • How to improve data sharing data across for more effective identification and targeted support for local long term unemployed;  • The identification of any gaps in the local skills training offer to	Partially agreed	None	This will be taken forward with key partners such as Jobcentre Plus.  A discussion paper covering this recommendation will be presented at the next Haringey Employment & Skills Board meeting. It will ultimately be the Board's decision whether such a group should report to it.	March 2016  Economic Development Service



No	Scrutiny Panel Recommendation	Agreed Partially agreed Not agreed	Budget implications	Response	Timescale and lead
	unemployed people and to develop shared and coordinated response;  • How local agencies can work together more effectively by aligning priorities and pooling resources to develop a more coordinated response to support long term unemployed people - this could encompass targeting the particular needs of specific groups of long term unemployed people (e.g. single parents, those with criminal records, those aged 50 and over and young people) or the specific employment aspirations of unemployed people (e.g. construction industry, retail, office);.  • How the range of training and development opportunities available should be collated and presented bringing together the local skills and training offer in a more accessible and coherent way to the long term unemployed;  • To identify good practice (outcomes) in supporting local				



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	unemployed people and to share this across the job support network;  To coordinate approaches to local businesses to extend and improve local job opportunities and or work experience opportunities for the long term unemployed.				
2	People in long term unemployment may face multiple barriers to finding work and therefore present with more complex needs. In this context, long term unemployed require intensive longer-term support across a wide range of services to address all these needs and thus a more coordinated and joined up approach is integral to effective support. Whilst there were many examples of good joint working across services to deliver joined up advice and support to unemployed people, there were a number of gaps and areas where service improvement would be beneficial to assisting long term unemployed;  a) Advisers at Job Centre Plus and	Partially agreed	Will need to be considered as part of consultation with relevant Council services and partner agencies.	The feasibility of fully implementing these recommendations will need to assessed in consultation with relevant Council services and partner agencies.  Haringey's Customer Service transformation programme and the Job Centre Plus upcoming review of its physical estate should provide an opportunity to progress this agenda.	March 2016  Economic Development Service



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	local unemployed people both identified that it would be helpful to have housing advice and support available within Job Centre Plus to provide such specialist on-site support to help clients assess the viability of potential work opportunities and possible impact on welfare benefits;  b) Quicker and more effective processing of Housing Benefit claims to ensure that claimants receive the benefits that they are entitled to and that any adjustments are made quickly to ensure claimants do not go in to debt;				
	c) Evidence from providers and unemployed single parents identified the lack of childcare as a significant gap in supporting local unemployed people. Of particular concern was the lack of provision in the evening and weekends, when more part-time positions were available. A more strategic oversight and commissioning strategy of childcare provision may be				



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	needed. Improved linkage between job support agencies and local education and training providers (e.g. CONEL and HALS).				
3	Whilst there is clearly some work taking place to support those with mental health problems back in to work (e.g. employability course offered through MIND, Individual Placement and Support (IPS) service), providers noted that this issue would benefit from a more strategic response involving all job support agencies and BEHMHT to:  a) Provide greater recognition and awareness of this issue within existing support programmes;  b) Upscale local capacity and coordinate a response to this issue:  c) Provide further training to local job support providers to help in the identification and onward referral of clients with experiencing mental ill health;  d) Aid the identification of those with an undiagnosed mental health condition and the range of support available.	Agreed	None	Employment services are already linked in with services to support people with mental health conditions.  However, improvements to the current offer and partnership structures are being explored – for example, through an ESF bidding opportunity to support with common mental health problems (involving IPS linked with IAPT and wider employment support).	Ongoing  Economic  Development  Service



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4	There is a need to develop work experience opportunities among the long term unemployed as these can help to build confidence, benchmark skills and identify additional training needs. Four key areas for development identified within the review included:  a) To substantially increase the volume and quality of work placement opportunities available locally;  b) That there needs to be a more coordinated approach by local job support agencies to local employers in seeking work placement / job opportunities (e.g. to avoid duplication and streamline efforts);  c) That the Council (and Homes for Haringey) should lead by example and establish an explicit work experience programme for local long term unemployed, and should also encourage other public sector and key employers to follow suit;	Partially agreed	The Council will need to consider whether it will pay people on work experience or cover subsistence costs (e.g. travel and lunch)	This is currently being considered as part of the Haringey Academy. However, this will also need to be considered in the context of the available organisational capacity to offer the necessary pastoral support to maximise the work experience benefits.  Work experience is already offered to long-term unemployed people – for example, through Jobcentre Plus and the Haringey Employment Support Project. However, it is agreed that businesses should be consulted on what more can be done to increase the availability of work experience opportunities.	April 2016  Economic Development Service



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	d) That the Council should consult and engage with local businesses (especially small to medium size) to identify what support they would need to extend and improve work experience opportunities for local long-term unemployed people.				
5	It was evident from the submissions of both job support providers and from unemployed people themselves that the transition from unemployment to work can require significant social and economic adjustments. The evidence would suggest that there is a need for greater transitional support to help the long term unemployed adjust to and sustain new employment. This support should include:  a) Additional financial assistance where there is a lag between the curtailment of benefits and receipt of first pay cheque;  b) Benefits advice and guidance to help people understand the changes that will result from	Agreed	None	Assistance (financial and advisory) of this nature is already made available directly to people who receive support from employment support providers. This includes the Haringey Employment and Skills Team where financial assistance is available from existing budgets, and Budgeting Loans that are available to Jobcentre Plus customers.  However, a menu of complementary provision that is also accessible (e.g. credit union) will be developed to enhance the current offer.  This recommendation should also be fed through to the commissioning team with reference to their	May 2016  Economic Development Service



No	Scrutiny Panel Recommendation	Agreed Partially agreed Not agreed	Budget implications	Response	Timescale and lead
	benefit, council tax exemptions, tax credits); c) Budgeting and financial planning advice (how to manage money), this should include the promotion of the local credit union and financial services available to the unemployed and those on low incomes.				
6	Evidence from Council officers, Job Centre Plus and from unemployed people themselves highlighted local disparities in the level of careers advice provided to unemployed people. This suggested that there is a need for the development of a local careers guidance strategy to ensure that: a) There is consistent and comprehensive careers education and guidance to young people throughout schooling; b) Careers guidance continues to	Agreed	None	This need has consistently been identified in consultation with residents and stakeholders.  As a consequence, careers provision (or lack thereof) will be one the areas considered by a forthcoming Employment and Skills review of pathways into secure employment for Haringey residents.  The review will make recommendations on areas for further investment.	Ongoing  Economic Development Service
	b) Careers guidance continues to be available to adults and those seeking work.			In the interim the Economic Development team are running a careers education pilot for three Tottenham secondary schools and a	



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				National Careers Service adviser is based at HEST on a part time basis.	
7	One of the most significant barriers to work is the level of pay offered to those in long term unemployment. From the evidence of the long term unemployed, it was noted that many instances, it would not be financially viable to take on part-time or even full time employment once rent and other essentials had been accounted for. The Council was noted to be committed to the provision of the London Living Wage, though the Committee was unsure of the degree to which this applied to contractors (and sub contractors) and if this could be effectively monitored. In this context, the Committee recommended that:  a) The Council and its partners should continue to press for more widespread adoption of London Living Wage to increase the viability of working options for unemployed people; b) The Council should undertake an	Partially agreed	Increasing all contractor employees salaries to LLW levels may have cost or service delivery implications for the council.	The procurement team have been requested to conduct a review of wage levels paid by Council contractors.  It should be noted that increasing all contractor employees salaries to LLW levels may have cost or service delivery implications for the council.  Responding to this agenda, the Haringey Employment Support Project (funded by GLA through the Tottenham programme) has been set targets around helping people increase their earnings levels from minimum wage to LLW.  The move to Universal Credit should also mean that Job Centre Plus advisers start providing support to people to access better paid work and that they will continue to provide support for people in work with low earnings.	Ongoing  Economic Development Service
	audit of council contracts to fully assess the degree to which the				



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	London Living Wage is paid to employees; c) Undertake further work to assess what support is currently provided for those that are in low waged work and identify priorities for additional support and how this can be provided across the job support market.				
8	(i) Members of the panel were encouraged by the work of the Haringey Employment and Skills Team (HEST) in providing indepth support and advice to local unemployed people. It was felt that this intensive model of support, as well as access to practical services (e.g. IT services), best suited the needs of the long term unemployed. Many long-term unemployed people however, seemed unaware of this service and the support that it provided, and it was thus recommended that:  a) HEST would benefit from improved communications and promotion to improve the accessibility of the services it	Agreed	None	HEST has recently moved from Northumberland Park to Wood Green Library which has been helpful in raising its profile across the borough and increasing referrals to and from the Adult Learning Service. The HEST relaunch was well attended by stakeholders and service users.  A number of co-location opportunities are being pursued with JCP and also the Adult Learning Service and the National Careers Service.  The Head of Economic Development is considering options to put HEST on a firmer financial footing from 2016/17, subject to	Ongoing  Economic Development Service



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	provides; b) The presence of a HEST adviser (sessional) within Job Centre Plus may help to improve the interlinking and onward referral between these services; c) The operation of HEST at additional sites outside of Northumberland Park may contribute to improved accessibility of this service.			savings targets.	
	(ii) The Committee noted that there has been financial uncertainly around the future funding of HEST for a number of years which was detrimental to the operation of the service. It appears that such operational uncertainty will however continue in the short term as funding is only assured until 2016/17 within the current MTFS. In this context, the Committee recommended that:  a) That increased income through S106 monies should be used to put HEST on a more stable financial footing to enable it to consolidate and extend the				



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	valuable services it provides to local unemployed people.				
9	Interviews with local unemployed people highlighted the centrality of access to IT computers and the internet to support their job search activity. The Committee noted that those claiming Job Seekers Allowance were required to undertake a minimum number of hours in job search activity each week and that applications for jobs (for whatever grade) almost exclusively needed to be completed on line. With many of the long term unemployed being unable to afford a PC or have internet access at home, local libraries and other community access points had become important hubs for local job search activity. It is apparent however that these sites were often crowded (especially out of school hours) and where access can be limited (1 hour slots). In addition, many of the long term unemployed required ongoing IT advice and support which was not available at such community hubs and therefore	Partially agreed	The cost of increasing the supply and access to IT facilities will need to be considered	Longer periods of access at libraries need to be balanced against the requirement to make PCs available to as many residents as possible, and library PCs are not solely intended for job search purposes.  We are exploring the possibility of incorporating improved domestic broadband access into the specification for the Development Vehicle, which should over time improve internet access for disadvantaged households.  HEST also makes computers available for client jobsearch where possible.	Ongoing  Economic Development Service



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	further restricted their job search activity. It is therefore recommended that:  a) Providers may wish to consider shared or pooled services to (1) further promote PC and Internet access the borough (2) provide more intensive and ongoing IT support targeted to those with less developed IT skills. b) There should be improved signposting to IT services and support among providers.				
10	In evidence from providers, a Guaranteed Interview Schemes for those meeting essential criteria for job vacancies was noted to be a positive development which encouraged local unemployed people to focus and apply for local jobs. Whilst acknowledging that awareness of this scheme may be low and there are currently limited suitable vacancies, the Committee recommended that: a) There needs to be further promotion of the Haringey Guaranteed Interview Scheme to ensure that relevant vacancies are	Agreed	None	The Council already offers guaranteed interviews to local unemployed people. The use of the scheme has, however, reduced in recent years due to the reduction in employment opportunities with the council.  However, the possibility of extending the guaranteed interview scheme to temporary vacancies will be explored with HR.  The possibilty of extending the	March 2016  Economic Development Service



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	actively promoted with local job support market providers; b) That once a working model of this scheme is re-established, it is replicated within Homes for Haringey and suggested to other local partners: c) That the Council consider opening up this scheme to vacancies recruited through agencies.			scheme to other employers, such as Homes for Haringey, will also be explored.	
11	The Committee noted that Job Centre Plus is centrally commissioned and that service levels are prescribed accordingly, and in this context there may be little scope for local service variations. It was also noted that Job Centre Plus staff face a difficult task in both monitoring compliance with required job search activities (and thus eligibility for benefits) as well as providing personalised advice and support for job search activity. Evidence from service users would appear to indicate that whilst Job Centre Plus was the key service for accessing training and support, awareness and access to	Partially agreed	None	While implementation of this recommendation would undoubtedly improve services DWP do not typically allow local flexibilities.  Discussions are underway about some devolution of commissioning powers for employment support. If achieved this is likely to focus on claimants supported through Work Programme Plus, a similar group to those prioritised for this review. There may be some scope to increase flexibility and sensitivity of provision (including access to training) at this stage.	Ongoing  Economic Development Service



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	such training courses was perceived to be 'ad hoc' which was mostly dependent on the experience of their personal adviser or the relationship that they had with their personal adviser. In addition, the Committee noted that there were instances where local unemployed people missed out on training opportunities as JCP advisers did not have authority to sign-off relatively small sums of money for training (as higher authorisation was required which took too long). It is therefore recommended that: a) A new system for promoting work and training opportunities is developed for local job seekers at JCP; b) A higher financial limit /lower threshold is established to enable JCP advisers greater flexibility to authorise funding to support training courses for unemployed.				
12	Interviews with local unemployed people noted that job search activities were hampered by the cost of travel. Whilst some had	Partially agreed	None	There is ongoing work – for example, with Stansted Airport – to promote appropriate financial	May 2016  Economic Development



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	access to reduced priced Oyster Cards and received support for travel to interviews, awareness of such schemes and take up was by no means universal. It was therefore recommended that: a) Further work should be undertaken to promote those schemes or agencies which are able to provide financial assistance for travel for unemployed people (e.g. improved signposting between agencies).			Assistance.  However, it is accepted that more could be done to other to promote other means of support (e.g. travel discounts for apprentices). This will be taken forward as part of the response to recommendation 5.  We have recently raised the authorisation threshold for the HEST manager to facilitate timely access to discretionary support for travel, interview clothes etc for HEST clients.	Service
13	A significant personal barrier to gaining work among the long term unemployed was lack of confidence and low self esteem. Many providers noted that the long term unemployed required a 'hand holding and confidence building' to assist them through job search processes, however these 'softer' aspects of job support services were often absent within commissioning contracts. How local services can help to build confidence and self esteem among long term unemployed therefore	Agreed	This will need to be considered in the context of what is permissible by the Skills Funding Agency	The Haringey Adult Learning Service (in common with Adult and Community Learning services nationally) is now specifically targeted by the Skills Funding Agency and OFSTED to ensure that employability is embedded throughout all its delivery. This provision is valuable as a means of equipping long-term unemployed people with hard skills/qualifications as well as softer skills such as confidence/self esteem, communication and team working.	March 2016  Haringey Adult Learning Service



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	remains a critical question for the local job support market. The Committee noted that the successful completion of any training (be it skills based, therapy or art course) could help to improve confidence and lead to improved employment outcomes. The Committee therefore recommended: a) That the Council assess how access all adult learning courses could be improved to help long term unemployed move a step closer to the job market.			However, this is largely framed in terms of what is permissible by the Skills Funding Agency and although a large chunk of HALS provision will be geared towards accredited training, there is some flexibility – for example, through the Communuty Learning Fund – to deliver against softer employability outcomes.  Enabling better access to employability support through adult learning courses is something that is currently being reviewed.	
14	Many of the long term unemployed interviewed within this project perceived that there was a stigma to living in Tottenham which disadvantaged them in their job search activities. In this context, it was felt that more should be done to promote a positive image of Tottenham and of its residents – and how more generalised negative perceptions of benefit claimants (for example, as portrayed through Benefits Street) should be countered. In addition, both	Agreed	None	Through our 'Routes to Work' campaign the Economic Development team are working to raise the profile of Tottenham residents enjoying successful careers and reinforce a more positive image of the area.  We are also working through the East London Business Alliance to improve routes through to entry level jobs amongst their corporate members (largely in the financial sector) and help residents disprove	January 2016 and then ongoing Economic Development Service



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	interviewees and those attending focus groups also noted that in some instances, they felt stigmatised as a service user at some local job support providers. Job support market providers themselves also noted that further work is needed with employers to demonstrate the value and opportunities of employing those who have been in long term unemployment.			those stereotypes from the inside.	
15	The Committee noted that income was derived from \$106 monies which can be used to support local jobs and training opportunities (£300k had been received and a further £600k in pipeline). In addition, the Committee noted that planning conditions and procurement processes can be used generate real opportunities for increasing work and employment for local people, where there is sufficient monitoring in place to support this. Whilst beyond the remit of the Committee, it was noted that further work and training opportunities should be included	Agreed	To be considered as part of the recommendations from the commissioned report on best practice	The Economic Development team have commissioned a report on best practice in securing local employment and training opportunities from local development. Recommendations from the report will shortly be received and should be incorporated into our planning regulations and future development agreements thereafter.	March 2016  Economic Development Service



No Scrutin	y Panel Recommendation	Agreed Partially agreed Not agreed	Budget implications	Response	Timescale and lead
	livered through regeneration ement activities of the il.				
review policy is Council the cycle was a pinformal be more young those is A critical remain Council market longer be reconsupportant to the cycle supportant is a cycle with the cycle was a cycle with the cycle was a cycle was	phout the course of this it was noted that there was a tension as to how best the il and partners should tackle cle of worklessness. There perception among some ants to this review that it may be cost effective to target unemployed people over in long term unemployment. It is all question therefore is, in that how does the il and local job support if ensure that the needs of the term unemployed continue to ognised and adequately reted against competing of groups and a limited pot of	Agreed	None	Council services like HEST work with people across a range of ages. While some projects like the Haringey 100 tend to focus on younger people, other aspects of work do prioritise the longer term unemployed. Examples include the potential forthcoming devolution on Work Programme Plus and a joint bid with other London boroughs to deliver ESF-funded support to people with common mental health problems (often a contributory factor to or exacerbator of long term unemployment).	Ongoing  Economic Development Service



