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Strengthening Local Economies

Tackling Unemployment Toolkit

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TACKLING UNEMPLOYMENT STUDY: TOOLKIT

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CONTENTS	PAGE NO.
1 INTRODUCTION	1
1.1 Principles behind the toolkit	1
1.2 Structure of the toolkit	2
1.2.1 Data analysis and identifying key issues	2
1.2.2 Partnership infrastructure	2
1.2.3 Interventions	2
1.3 Functions of the toolkit	2
1.3.1 Review	2
1.3.2 Development	3
2 TOOLKIT STAGE 1: DATA ANALYSIS AND IDENTIFYING KEY ISSUES	4
2.1 Stage 1 Review	4
2.1.1 Understanding Unemployment	4
2.1.2 Understanding the Links to Economic Policy	5
2.1.3 Understanding Links to Sub-regional, Regional and National Policy	5
2.1.4 Agreeing Underlying Issues	6
2.2 Stage 1 Development	6
2.2.1 Understanding Unemployment	7
2.2.2 Understanding Links to Economic Policy	8
2.2.3 Understanding links to sub-regional, regional and national policy	9
2.2.4 Agreeing Underlying Issues	10
3 TOOLKIT STAGE 2: PARTNERSHIP INFRASTRUCTURE	11
3.1 Stage 2 Review	11
3.1.1 Partnership Working	12
3.1.2 Current Provision	13
3.1.3 Strategic Prioritisation	14
3.2 Stage 2 Development	14
3.2.1 Developing Strong Partnerships	15
3.2.2 Mapping Existing Provision	16
3.2.3 Linking Employment into the Wider Policy Context	17
4 TOOLKIT STAGE 3: DEVELOPING AND ASSESSING EFFECTIVE INTERVENTIONS	18
4.1 Step 1: Engagement and Outreach	19
4.2 Step 2: Assessing Individual Needs	20
4.3 Step 3: Employability Services – learning and development	21
4.4 Step 4: Recruitment and Job Placement	22
4.5 Step 5: Sustaining Employment	23
5 FURTHER INFORMATION	24

TABLES

Table 1: Understanding Unemployment	4
Table 2: Understanding links to economic policy	5
Table 3: Understanding links to sub-regional, regional and national policy	5
Table 4: Agreeing underlying issues	6
Table 5: Understanding unemployment	7
Table 6: Understanding links to economic policy	8
Table 7: Understanding links to sub-regional, regional and national policy	9
Table 8: Agreeing underlying issues	10
Table 9: Partnership working	12
Table 10: Current provision	13
Table 11: Strategic prioritisation	14
Table 12: Developing strong partnerships	15
Table 13: Mapping existing provision	16
Table 14: Linking unemployment policy into the wider policy context	17
Table 15: Five step continuum	18
Table 16: Characteristics of effective engagement and outreach	19
Table 17: Assessing client needs	20
Table 18: Characteristics of effective employability services	21
Table 19: Activities which directly support clients to secure employment	22
Table 20: Sustaining employment once clients have moved into work	23

1 INTRODUCTION

The Tackling Unemployment Study was commissioned by Yorkshire Cities and was undertaken by CLES Consulting between November 2009 and March 2010. The study provides an insight into the different approaches implemented at the local level to address higher unemployment which resulted from the recession. The study also draws on an examination of how regional and national policy has developed in the face of the recession. The evidence collated has been used to demonstrate the effective characteristics of a response.

In order to ensure that the results of the study have a practical impact, the following toolkit has been developed. The toolkit is based on addressing the key gaps in provision identified through the study, particularly as local authorities and their partners begin to work within the post recession economy. The toolkit draws upon recognised good practice from the Yorkshire and Humber region and beyond. It has developed the key issues identified in the report by focusing on the way that local authority district partners can understand the causal factors which contribute to changing patterns in unemployment.

The aim of the toolkit is to provide a framework which can be used by local authorities to support their partnership work with lead agencies such as Jobcentre Plus, alongside stakeholders at the sub-regional and regional level, to develop activities and interventions (for example the Work and Skills Plans) as well as reviewing existing policy.

The toolkit provides a guide to local authorities to ensure that they are well placed to help deliver the most effective package of overall support. It is timely for four reasons:

- ❑ The worst of the recession appears to be over and the rate of increase in unemployment is beginning to decline. Therefore, it is more likely that strategies put in place to reduce unemployment will be effective.
- ❑ Local Authorities have been given responsibility for developing Local Economic Assessments which should contain worklessness assessments. They are also required to produce a Work and Skills Plan. The toolkit provides a framework which will enable local authorities to meet these obligations. As Work and Skills plans are required in advance of the development of Local Economic Assessments, local authorities are now working on interim plans prior to the development of full plans in 2011.
- ❑ National and regional unemployment policy is likely to change in the coming months and years following the general election and the likely public sector spending restrictions.
- ❑ The publication of the Tackling Unemployment Study provides districts with an overview of how unemployment has been affected by the recession and some of the ways in which efforts have been made to address it.

1.1 Principles behind the toolkit

Six key principles have underpinned the development of the toolkit:

- 1) ensuring that delivery has a strategic fit with local, regional and national policy such as Regional Economic Strategies and Local Area Agreements;
- 2) working in partnership with other service providers and local partners;
- 3) supporting people back into employment is a journey which incorporates five interrelated stages and unemployment strategies should reflect these stages;
- 4) supporting people back into employment requires a personalised approach which addresses a range of barriers;
- 5) addressing unemployment requires an input from employers;
- 6) policies related to unemployment should also consider what happens to people once they have secured employment to ensure that they continue to progress.

1.2 Structure of the toolkit

The toolkit is structured around a staged approach. For each stage a brief overview is given, including an outline of why the stage is important and the key criteria to be used by local partnerships to assess their own policy position. The toolkit can be used to assess the efficacy of the overall strategy towards unemployment and also as a way of appraising individual projects and interventions. The criteria are based on a synthesis of the most effective practices identified through the review of practice in Yorkshire and Humber and a wider call for practice across the UK. The toolkit is designed to be flexible and used on an ongoing basis to inform both the review and development of policy and interventions. The implementation of the toolkit should be a practical, interactive process which engages with a range of stakeholders at the local level. The three stages are as follows.

1.2.1 Data analysis and identifying key issues

The first stage is a review of the scale, extent and nature of unemployment in a particular area. This element of the toolkit is designed to provide an understanding of the key factors which affect unemployment at the district level. As well as having a robust understanding of the current out of work population it is also important to have a strong understanding of the wider economic context and the ways in which this can both directly and indirectly affect the labour market.

1.2.2 Partnership infrastructure

The second stage relates to the extent to which a local area has the partnership infrastructure and strategic capacity to effectively act upon the key issues identified in stage one. This element relates to the range of partners who are engaged in developing and implementing unemployment policy. It also incorporates an understanding of all the activities which are being delivered in a particular district that are having an impact on unemployment.

1.2.3 Interventions

The third stage of the toolkit is focused on the interventions which support individuals into employment. The toolkit uses a five stage continuum representing the journey which people undertake beginning with initial engagement, through to securing sustained employment. Local partnerships are encouraged to use the toolkit flexibly and relate it to their own local context.

1.3 Functions of the toolkit

The toolkit is primarily aimed at local authorities and their partners although there is nothing to prevent it being scaled up to sub regional/city regional or regional levels. The toolkit has been designed with two broad functions in mind, that are outlined in more detail below. Broadly speaking, the review function is a process for assessing the overall strategy, whilst the development function is for actually producing strategies and related interventions.

1.3.1 Review

A policy review is likely to be undertaken by local authority economic development officers potentially working in conjunction with partners such as Jobcentre Plus District Managers. A policy review is useful for one or more of the following reasons:

- To structure reporting on the effectiveness of unemployment policy and interventions.
- To objectively assess the contribution of individual partners and the partnership as a whole.
- To ensure that all stakeholders are aware of what is being delivered.
- To review existing strategy in order to assess the extent to which it fulfils the requirements of the Local Economic Assessment and Work and Skills Plans/Local Worklessness Assessment.
- To review existing policy in advance of external inspection/review, e.g. Comprehensive Area Assessment.
- To undertake a detailed assessment of the current quality of the strategic and operational approach taken to tackling unemployment.

Who would use it?

The toolkit could be used either by individual staff as the basis of a review report, or as a resource to support a group based review. It would be appropriate for areas that either already have an employment strategy in place, or have done a substantial portion of the work towards developing a strategy.

The toolkit is a checklist that outlines what the partners should be doing under each of the three stages. It should be viewed as a set of descriptors that describe all of the activities which are undertaken in the ideal strategy development process.

Partners who are interested in learning from what is being delivered in other areas but do not envisage making fundamental changes to either the strategic or operational approach to tackling unemployment can use the toolkit to identify any areas where there may be gaps in their strategy or in the overall portfolio of provision on offer.

1.3.2 Development

The second function, development, is aimed at districts which are developing strategies linked to unemployment policy. The toolkit can be used as a framework for:

- ❑ Delivering the actual process of developing both the overall strategy and individual operational approaches to tackling unemployment.
- ❑ Explaining the main steps that need to be taken in developing a comprehensive worklessness assessment.
- ❑ Action planning and prioritising interventions.
- ❑ Developing policy in light of unemployment being flagged as an area for improvement within external inspection, e.g. Comprehensive Area Assessment.

Who would use it?

It is likely that the process would be led by the local authority, although equally it could be taken forward by partnership groups such as an LSP economic strategy group. Policy development is a long term and detailed undertaking that requires senior management oversight and an appropriate level of resourcing across a range of different partners and stakeholders. The toolkit has been developed in line with the recent guidance governing the development of Work and Skills Plans¹.

¹ See <http://www.idea.gov.uk/idk/aio/18210199> for more details.

2 TOOLKIT STAGE 1: DATA ANALYSIS AND IDENTIFYING KEY ISSUES

The first stage is a review of the scale, extent and nature of unemployment in a particular area:

- ❑ The **scale** of unemployment refers to both the overall rate of unemployment and the absolute numbers of claimants.
- ❑ The **extent** of unemployment refers to the geographical concentration of unemployment across a local authority district.
- ❑ The **nature** of unemployment refers to the characteristics of the cohort of unemployed people.

This element of the toolkit is designed to provide an understanding of the key factors which will support local authorities to develop a stronger understanding of unemployment in their areas. As well as having a robust understanding of the current out of work population, it is also important to have a strong appreciation of the wider economic context and the ways in which this can both directly and indirectly affect to the labour market.

2.1 Stage 1 Review

Aim

To assess the extent to which policy is based upon a robust, current and comprehensive understanding of the main issues which affect unemployment in the district.

Unemployment is the result of a variety of factors including the economy, demographics and the labour market. Unemployment and its causes differ from district to district. It is important that policy is underpinned by a detailed understanding of unemployment and the factors that influence it. Stage 1 will help district level partners to assess the quality and relevance of the evidence base that they are using. There are three parts to this stage which are outlined in more detail below.

2.1.1 Understanding Unemployment

It is important that partners have a basic understanding of unemployment and Table 1 outlines the minimum data sets that should be used at the district level.

Table 1: Understanding Unemployment

Local partners have a comprehensive and up to date understanding of the scale, extent and nature of unemployment
The volume and rate of claimants of Job Seekers Allowance (JSA), Incapacity Benefit, Employment Support Allowance and Income Support is monitored quarterly and annually, mapped at district and ward level and compared over time.
On an annual basis, the total cohort of people on out of work benefits is mapped by benefit, age, gender, ethnicity, geography, duration of claim, previous employment status and extent of labour migration.
The employment rate is mapped and analysed over time on a quarterly and annual basis.
Jobcentre Plus data is used to provide analysis of JSA on and off flows plus the breakdown of vacancies by industrial sector.
Data is available which differentiates between different types of unemployment e.g. short/long term.

2.1.2 Understanding the Links to Economic Policy

Unemployment is just one aspect of economic policy and it is important that unemployment policy at the district level is understood in the context of the wider economy. Table 2 outlines the main ways in which unemployment and wider economic policy can be linked.

Table 2: Understanding links to economic policy

Unemployment and worklessness strategy is directly linked to wider economic strategy
Unemployment policy is linked to wider economic data sets including the scale, extent and nature of the local business base; the industrial mix; the occupation/skills mix; and travel to work patterns.
There is an analysis of historical changes to the local economy and this is linked to unemployment data.
Unemployment policy draws upon economic data linked to sub-regional or city region strategy.
Unemployment policy is based upon a sectoral analysis of the local, sub-regional and regional economy including an identification of which industrial sectors which are expected to grow or decline. This analysis should also take account of changes in the characteristics of particular sectors, e.g. a shift towards higher skills.
There is an understanding of local, sub-regional and regional travel to work patterns.
Available economic modelling data and analysis is incorporated into the contextual analysis.

2.1.3 Understanding Links to Sub-regional, Regional and National Policy

District level unemployment policy should be complemented by sub-regional, regional and national policy. The links between district policy and sub-regional, regional and national policy should be clearly articulated at the district level. Table 3 lists the types of things that should be in place at the district level.

Table 3: Understanding links to sub-regional, regional and national policy

Unemployment policy is linked to the wider policy context
There is a detailed knowledge of national level welfare reform and unemployment policy.
The availability of local, sub-regional and regional funding sources is mapped.
There is a clarity about extent to which national/regional and sub regional policy and funding programmes are being implemented within the area.
There is an understanding of current and future policy context including the impact of national, regional and sub regional policy development.

2.1.4 Agreeing Underlying Issues

Understanding the causal factors of unemployment and how unemployment policy is linked to the wider context is only of value if it is used to identify specific issues which need to be addressed in order to alleviate the impact of unemployment. The data and analysis highlighted above should be used to agree the underlying issues which will underpin the strategic and operational approach taken to tackling unemployment. These issues could include, for example:

- Industrial restructuring which is balancing job losses in some sectors against employment growth in others;
- Youth unemployment growing (or not declining) in proportion to the rest of the working age population;
- A mismatch between the skills of those out of work and employer demands;
- A lack of transport connectivity between areas of high unemployment and job opportunities;
- An increase in the proportion of part time or low paid work.

Table 4 describes the way in which partners can demonstrate their confidence in understanding key issues underpinning unemployment.

Table 4: Agreeing underlying issues

Unemployment policy is guided by a clear set of key issues
There is a clearly defined set of issues which add value to the data analysis.
There is a strong understanding of the impact of previous interventions.
There is a strong understanding of the interdependency between economic issues and other policy areas, e.g. housing, health, crime and disorder.
There is a description of the time interdependencies between different issues.

2.2 Stage 1 Development

Aim

To develop a robust, current and comprehensive baseline which will identify the key issues affecting unemployment in the district.

Stage 1 outlines a process which will deliver a comprehensive baseline which can support unemployment policy. The data collection aspects are based on secondary data, the sources of which are detailed. Sufficient secondary data exists to provide a good insight into unemployment although partners may wish to consider supplementing these with primary data such as bespoke studies which collect qualitative data from clients and employers. Stage 1 is about developing a baseline and then continuing to monitor against it. This baseline is referred to in subsequent sections of the toolkit.

2.2.1 Understanding Unemployment

Table 5 outlines how key data sets relating directly to unemployment should be used and indicates the sources of the data.

Table 5: Understanding unemployment

Development of a comprehensive and up to date understanding of the scale, extent and nature of unemployment	Methodology
Map the volume and rate of JSA, Incapacity Benefit, Employment Support Allowance and Income Support at district and ward level, and analyse them over time (quarterly and annually).	<p>Data is publicly available at www.nomisweb.co.uk, where time-series data can be downloaded. The following data sets are available:</p> <ul style="list-style-type: none"> • Population survey estimates • Employment rates • Unemployment rates • Economic Activity and Worklessness rates • Qualification levels and participation in learning • JSA claimant count, by age and duration • Claimant On-flows and Off-flows • Incapacity Benefit and Income Support claimants • Vacancies reported to JC+ by occupation and industry sector <p>Additional data may also be available directly from local partners such as Jobcentre Plus, Regional Observatories/Regional Intelligence Units, as well as related health data from Regional Health Observatories and Primary Care Trusts.</p> <p>See IDEA Guidance for a full breakdown of data available on NOMIS - www.idea.gov.uk/idk/aio/18210199</p>
Map the total cohort of people on out of work benefits by benefit, age, gender, ethnicity, postcode, duration of claim, previous employment status, extent of labour migration.	
Map the employment rate over time on a quarterly and annual basis.	
Analyse JSA on and off flows and the breakdown of existing vacancies by industrial sector.	

2.2.2 Understanding Links to Economic Policy

Table 6 outlines the types of economic data that should be referenced in the unemployment baseline. For the most part this type of data should be available within other types of strategy, for example, Local Economic Assessments. However, if the data is not available, secondary data is readily available and a number of sources are highlighted.

Table 6: Understanding links to economic policy

Identify links between unemployment and worklessness strategy and wider economic strategy	Methodology
Collate wider economic data sets including scale, extent and nature of local business base; industrial mix; occupation/skills mix; travel to work patterns.	<p>This data should be available through existing economic development work and is being enhanced through the Local Economic Assessment process. Data is also publicly available at www.nomisweb.co.uk, where time-series data can be downloaded from the following sources:</p> <ul style="list-style-type: none"> • Annual Business Inquiry: <ul style="list-style-type: none"> ○ Number of workplaces ○ Employee numbers by industry sector ○ Full and Part-time employee data • VAT Registrations: <ul style="list-style-type: none"> ○ Business start-up ○ Stock of VAT registered businesses • ONS Annual Population Survey: <ul style="list-style-type: none"> ○ Resident and Workplace data on jobs and occupations ○ Qualification levels and participation in work based training ○ Hours worked by employees
Analyse historical changes to the local economy and how these have affected unemployment.	
Collate sub-regional and city region economic data including a sectoral analysis of the local, sub-regional and regional economy and an identification of the industrial sectors which are expected to grow or decline. This analysis should also take account of changes in the characteristics of particular sectors, e.g. a shift towards higher skills.	<p>Data and information for the sub region is available from a number of sources including:</p> <p>www.leedscityregion.gov.uk/ www.sheffieldcityregion.org.uk/ www.humberep.co.uk/ www.ynypu.org.uk www.yorkshire-forward.com/about/where-we-work</p>
Collate local, sub-regional and regional travel to work patterns.	
Incorporate available economic modelling data and analysis into the contextual analysis.	<p>Regional modelling data is available through www.yorkshirefutures.com/ There may also be more localised modelling available within individual districts.</p>

2.2.3 Understanding links to sub-regional, regional and national policy

Table 7 identifies the ways in which districts can ensure that unemployment policy is grounded in sub-regional, regional and national policy.

Table 7: Understanding links to sub-regional, regional and national policy

Identify links between unemployment policy and other policy issues	Methodology
Review national level welfare reform and unemployment policy.	The <i>Tackling Unemployment</i> report that has been produced alongside this toolkit provides a summary of recent changes in welfare and unemployment policy. It is available from the Yorkshire Cities website, at www.yorkshirecities.org.uk . More detailed policy information is available at http://www.dwp.gov.uk/publications/
Identify the interdependency between economic issues and other policy areas, e.g. housing, health, crime and disorder.	This can be done by ensuring that there are linkages between economic partners and agencies/partnerships responsible for other policy areas. It is likely that the Local Strategic Partnership (LSP) can support these links.
Map the local implementation of national/regional and sub regional policy and funding programmes.	This can be done by undertaking an audit of the implementation of current policy initiatives by local agencies. The analysis should explore reasons why particular initiatives have or have not been implemented. The local authority, the LSP and Yorkshire Forward will be key sources of information about funding sources.

2.2.4 Agreeing Underlying Issues

Agreeing underlying issues is about partners agreeing what they are trying to achieve through the development of unemployment strategies. These issues will be the basis of decisions about the allocation of resources, negotiation of targets and funding with central government and influencing sub-regional and regional strategies. Agreeing key issues is partly about the presentation and sharing of the baseline. Table 8 explains what partners need to put in place in order to ensure that there is agreement over the key issues which underpin unemployment strategy.

Table 8: Agreeing underlying issues

Combine statistical analysis of unemployment and the economic context with the wider policy context to agree underlying issues that underpin unemployment strategy	Methodology
<p>There is a clearly defined set of issues which add value to the data analysis, include specific topics and target groups. They should be collectively agreed. This stage is completed by using the data and analysis highlighted above to agree issues that underpin the strategic and operational approach taken to unemployment. These issues could include for example:</p> <ul style="list-style-type: none"> • Industrial restructuring which is balancing job losses in some sectors against growth in others; • Youth unemployment growing (or not declining) in proportion to the rest of the working age population; • A mismatch between the skills of those out of work and employer demands; • A lack of transport connectivity between areas of high unemployment and job opportunities; • An increase in the proportion of part time or low paid work. 	<p>There are a range of methodologies which can be used to identify these underlying issues. These include analytical tools such as Strengths, Weakness, Opportunities, Threats (SWOT) and scenario planning. The key to the success of this stage is ensuring that all key partners are involved in the process and are able to see a clear linkage between the data analysis and the key issues.</p>
<p>There is a strong understanding of the impact of previous interventions.</p>	<p>Partners can draw on existing evaluation reports. Where these do not exist it may be necessary to undertake evaluation reviews of activities that have been delivered in the local area.</p>
<p>There is a description of the time interdependencies between different issues.</p>	<p>The impacts of previous interventions should be mapped over time to establish how they have affected both unemployment and the underlying issues.</p>
<p>Ensure key issues selected reflect a balance between unemployment and worklessness.</p>	<p>Definitions of unemployment and worklessness available at www.cles.org.uk/information/100673/102907/glossary/</p>

3 TOOLKIT STAGE 2: PARTNERSHIP INFRASTRUCTURE

The second element relates to the extent to which a district has the partnership infrastructure and strategic capacity to effectively act upon the key issues identified in Stage 1. Partnership arrangements should meet both operational and strategic objectives. At the strategic level key agencies should be involved with senior managers and, where appropriate, politicians. This strategic level partnership is important for ensuring that resources are deployed coherently.

3.1 Stage 2 Review

Aim

To assess the extent to which current partnership structures and strategies are 'fit for purpose'.

Unemployment is a complex policy issue which requires input from a range of different agencies. This means that there needs to be effective partnership infrastructure at the district level. Effective partnership working has a number of characteristics which are outlined in Table 9. The key to using the toolkit for this stage is to assess the extent to which partnership structures are adding value to the delivery of activities.

3.1.1 Partnership Working

The policy development process should be an inclusive process which incorporates real engagement with a wide range of stakeholders including the public sector, the private sector and the third sector; local, sub regional and regional stakeholders; community and client group representatives; and service providers. The policy development process should have strong support from organisations who will be involved in the delivery of interventions. The partners will have to identify a shared resource which will be used to develop the strategy. Table 9 outlines how the effectiveness of partnership working can be assessed.

Table 9: Partnership working

Characteristics of effective partnership working
There is a partnership structure which involves all the key agencies at both strategic and operational levels. This is articulated in a partnership mapping document which includes sub groups. The main partnership and sub-groups have clear terms of reference.
The partnership infrastructure includes both the public sector as strategists but also the private sector and community/voluntary/third sectors as deliverers.
There is a transparent process which clearly defines lines of accountability within the partnership.
There is a process for reviewing the expectations that individual partners have of both each other and the overall partnership.
There is a process for communicating other aspects of the toolkit, e.g. data and analysis, to individual partners.
Local partners have a clear set of policies and strategies agreed on how to best tackle worklessness within a locality. LA has an agreed Worklessness and Skills Assessment and Plan in place.
The public sector has initiated a strategic mapping exercise to determine the outcomes and associated targets around tackling worklessness for the locality and to identify which partners have responsibility to deliver them.
Local Authority partnerships working at the sub-regional or city region level have developed a relevant Work and Skills Plan that provides strategic direction for partners.
There has been an effort across the public sector to work in partnership to share information and develop appropriate employment programmes (potential partners include Jobcentre Plus, social landlords, Primary Care Trust, Yorkshire Forward, Department for Work and Pensions, local delivery bodies and sub/city regional partners).
There are links with local employers.
There are strong functional links between the local partnerships, sub-regional structures and regional agencies, and there is clear delineation of responsibilities between sub-regional, regional and local structures. The worklessness and skills agenda is shared and owned by a clear set of partners.

3.1.2 Current Provision

Effective district level unemployment strategies will improve the coordination of activities being delivered by different partner agencies. In order for this to happen there needs to be a comprehensive understanding of activities including their effectiveness. Table 10 shows how partners can assess their understanding of current provision.

Table 10: Current provision

Assessing the extent to which current provision is complementary.
The partnership has a clear understanding of provision that is being delivered through a mapping of current provision. This should include scale, target group and cost per output or outcome.
Interventions do not overlap and there is no duplication of provision between partners.
There is a comprehensive map of unemployment interventions from the past, who they were targeted at and their impact in output terms.
There is an understanding of how the principles of past interventions have influenced the development of new programmes.
The locality has undertaken a mapping exercise of existing programmes and projects that have been initiated by the public and community sector within a locality to identify best practice and avoid duplication.
Processes are in place that enable partners to objectively assess the impact of different interventions and attribute impact across the locality.

3.1.3 Strategic Prioritisation

Unemployment is an issue which impacts across a range of different agencies and is key in many areas to addressing wider social inequalities. Therefore, it is important that unemployment is reflected as a priority in policies and strategies at district level. Table 11 identifies how this can be assessed. Delivery of unemployment-related programmes is cross-departmental and cross-agency and this should be recognised locally.

Table 11: Strategic prioritisation

Assessing the strategic priority of unemployment and worklessness
Tackling unemployment and worklessness is a major corporate priority of the local authority.
Tackling unemployment is a theme for non-economic development focused departments and partners, e.g. NHS.
Tackling unemployment is a theme of the sustainable communities strategy.
There is a shared strategy within the Local Strategic Partnership towards tackling unemployment which has a clearly articulated vision, aims and objectives.
There are clear links between local strategy and national policy and interventions.
The strategy has a clear and direct influence over the allocation of both non-financial and financial resources.
There is political endorsement of the strategy at the local level.
Partners agree on SMART (Specific, Measureable, Attainable, Relevant, Time-bound) objectives.
There are clear and direct links with partner organisations and plans.
The strategy is used to influence/lobby with regard to external funding sources and policy organisations, e.g. central government and the RDA.
There is agreement on the focus of strategies, e.g. unemployment or worklessness.
Unemployment-related indicators are included in the Local Area Agreement. These indicators are aspirational and achievable but also stretching.

3.2 Stage 2 Development

Aim
To develop effective partnership structures and a full understanding of the range and extent of current provision which supports unemployment policy.

In order to deliver an effective strategy for tackling unemployment, strong partnership arrangements are required at the district level which are built upon a clear understanding of how resources are being allocated. It is also important that unemployment is prioritised by all agencies, including by those who do not directly see themselves as having an impact on unemployment.

3.2.1 Developing Strong Partnerships

In order to ensure that strong partnership arrangements are in place, there are 8 key tasks which can be undertaken within districts. These are outlined in Table 12.

Table 12: Developing strong partnerships

Establishing effective partnership structures	Methodology
Map existing partnerships related to unemployment policy. Differentiate between operational and strategic partnerships; local, sub-regional and regional partnerships; high/medium/low relevance to unemployment policy; and high/medium/low involvement in current unemployment policy.	Partnership mapping involves identifying all the different partnerships which have degree of responsibility for strategic and/or operational policy relating to unemployment. The mapping should cover: <ul style="list-style-type: none"> • partnership membership, chair and support; • funding programmes managed by the partnership; • partnership terms of reference; • projects, activities and services managed by the partnership; • geographical focus of the partnership. Undertake a strategic mapping exercise to determine the outcomes and associated targets around tackling worklessness for the locality and identify which partners have responsibility to deliver them. The main partnership and sub-groups have clear terms of reference.
Map partnership/sub group individual members.	
Map existing partnerships against their involvement and impact on the key issues identified in stage 1.	
Identify named lead and associated partnership groups for each key issue in stage 1.	
Local partners to develop a shared agreement on how to best tackle worklessness within a locality.	
Establish named links between local and regional agencies.	
Establish communication channels with local employers to provide both strategic and operational feedback on unemployment strategy.	
Establish functional links between the local partnership and sub regional structures.	

3.2.2 Mapping Existing Provision

Mapping existing provision is important in order to understand the full extent of activity that is being delivered that is affecting unemployment in a district. A key benefit of mapping interventions is that the information can be used to highlight gaps in provision. Gaps can relate to geographical areas, types of client group or types of activity. Table 13 outlines how district activity mapping can be delivered.

Table 13: Mapping existing provision

Mapping of existing provision	
Map the scale, target groups, and cost per output/outcome of current provision within the locality.	Each activity that has been mapped should be reviewed for the impact it has in terms of unemployment output and outcome targets. Analysis should include the cost per unit.
Identify the extent to which interventions compliment, duplicate or overlap with each other.	Implement objective and transparent processes that enable partners to assess the impact of different interventions and attribute impact across the locality.
Processes are in place to allow an objective assessment of the impact of interventions.	The partners should agree a process for reporting the outcomes and outputs associated with the activities of the partnership as a whole and sectors within the partnership.
There is a comprehensive map of unemployment interventions from the past, who they were targeted at and their impact.	Using GIS mapping software, partners should map activities against unemployment hot spots, enabling partners to compare provision with demand.

3.2.3 Linking Employment into the Wider Policy Context

In order to ensure that there are links between unemployment policy and other key policy areas, the activities outlined in Table 14 should be carried out.

Table 14: Linking unemployment policy into the wider policy context

Promote the links between unemployment and other policy areas	Methodology
Identify the current contribution to unemployment policy aims and objectives of local authority internal strategies, e.g. human resource/workforce development strategy, procurement strategy, housing and planning strategy.	Review the human resource strategies of public sector agencies to identify links with unemployment policy. These may include: <ul style="list-style-type: none"> • Targeted recruitment programmes; • The availability of work trials/work experience and apprenticeship programmes; • Links between public agencies and Jobcentre Plus.
Map the reference to unemployment in partnership strategies, e.g. sustainable communities strategy, public health strategy, crime and disorder strategy.	Review the key strategies of public sector partners to identify links with unemployment policy. These may include: <ul style="list-style-type: none"> • Ex-offender targeted recruitment programmes; • Support for people with mental health difficulties who are on Incapacity Benefit.
There is a shared strategy towards tackling unemployment which has a clearly articulated vision, aims and objectives.	The process involved in developing unemployment policy should include delivery partners and stakeholders. The process should provide a transparent link between the input of the individual agencies and the final strategy. There should also be clear political endorsement for the strategy which involves regular briefings on unemployment analysis to elected members and opportunities for elected members to influence unemployment policy.
There are clear links between local strategy and national policy and interventions.	Local unemployment strategy should provide clear and direct links with national policy showing how national policy initiatives are being delivered locally. An effective way of doing this is to ensure that Government Office are adequately represented on the partnership and involved in the strategy process. It is also important to involve agencies responsible for the delivery of national policy such as Jobcentre Plus. Partners should produce a strategic communications plan which outlines how the strategy is used to influence/lobby with regard to external funding sources and policy organisations, e.g. central government and the RDA.
The strategy has a clear and direct influence over the allocation of both non-financial and financial resources.	Strategy should contain clear links to resource allocation processes. This should include links to individual agencies' corporate plans.
Partners agree on SMART objectives.	Strategy should include Specific, Measureable, Achievable, Realistic, Time-based objectives. Include unemployment related indicators and targets in the Local Area Agreement.

4 TOOLKIT STAGE 3: DEVELOPING AND ASSESSING EFFECTIVE INTERVENTIONS

The third stage of the toolkit is focused on interventions which directly support individuals into employment. This stage has been structured around a continuum of employment support which recognises the different stages of support, ranging from initial engagement to supporting development once employment has been secured.

The interventions framework is designed to be used flexibly. It is not a requirement that provision should be formally structured along the lines of the interventions framework. Some stages will be delivered simultaneously. The interventions framework should therefore be used to ensure that the overall blend of interventions provide comprehensive support to match the demand for labour within the area. The interventions framework can also be used to inform the development of specific activities and to support strategic commissioning processes.

The individual steps of the continuum are:

Table 15: Five step continuum

Step 1	Engaging with workless residents.
Step 2	Assessing and understanding individual needs and then providing individually tailored action plans.
Step 3	Employability support including: confidence building, motivation and aspiration raising, vocational training, work experience, volunteering, job search, CV, application forms and interview techniques.
Step 4	Recruitment support including job matching, job fairs, public service opportunities, agreements with employers to recruit from workless cohorts, wage subsidy initiatives, training and development support.
Step 5	In-work support including mentoring and buddy arrangements, personal 'expert friends', supported training through initiatives such as Train to Gain and assistance in overcoming problems that occur when work starts.

4.1 Step 1: Engagement and Outreach

Aim

To deliver cross agency engagement and outreach activities which is bespoke to a range of client groups.

The first step in delivering support to people who are unemployed is to engage them. Engagement is important as it can influence the likelihood of someone being able to successfully secure employment. Table 16 outlines the characteristics of effective engagement activities.

Table 16: Characteristics of effective engagement and outreach

Effective Engagement and Outreach Services
Provision is delivered on a partnership basis.
Outreach that offers an individualised and personalised approach.
Outreach has a reputation as being independent of decisions about benefit eligibility.
Outreach offers opportunities for personal development and capacity building.
Outreach recognises the value of partnership and links to policy priorities – outreach models work well when locally focused. Partners work closely together so that information about individuals and their options is clear and consistent.
Engagement programmes should link into other areas of social policy, e.g. housing advice.
Ensuring a pro-active approach to engaging with employers that are potentially 'at risk' of closure (e.g. using business relationships and key partner organisations) to ensure an early identification and mitigation of issues (e.g. training needs assessment and re-skilling).
Engagement and outreach programmes are tied in to specific employment sectors, geographical areas and clients groups which reflect the priorities identified within the key issues.
Ensure that employers have a positive approach to, and are actively engaged in, workforce development activity that relates to the needs of the economy and employee.
Outreach and engagement is varied and reflects a range of different potential client groups, e.g. geographical, employer based, age.
Target groups reflect those identified in the baseline (Stage 1 of the toolkit).
Outreach and engagement includes proactive targeting of people currently in employment and at risk of redundancy.
Outreach and engagement is linked into to the other elements of the delivery continuum.

4.2 Step 2: Assessing Individual Needs

Aim

To assess the needs of individual clients.

Assessing client needs should be a holistic process which treats people as individuals. It is about more than making broad assumptions about needs based on headline categorisations such as gender, ethnicity or benefit status. It should be a process which enables the individual client to be involved in the process of identifying need. The process should also directly link into service provision in order to ensure that specific needs are addressed. Table 16 outlines the main factors which need to be considered when assessing client needs.

Supporting people back into employment requires a personalised approach to tackling unemployment, ensuring the support offered reflects the distance that a claimant needs to travel to enter employment. Here Jobcentre Plus plays a vital role in addressing unemployment, working in partnership with a range of key stakeholders to address the various challenges and barriers to gaining employment.

It is vital to assess the support needs of the claimant before signposting to services that provide support to overcome any barriers that prevent progression towards employment. This may include referring to services that provide employability skills, support to overcome health conditions, housing advice, training, job searching, budget management advice or in work and benefit calculations. Table 17 outlines the key issues that should be considered when assessing client needs.

Table 17: Assessing client needs

Identifying the needs of individual clients

The personal circumstances of the client should be assessed. There are many potential factors to be examined, including:

- physical and mental health, including issues related to alcohol/drug misuse;
- childcare responsibilities;
- housing situation;
- access to personal transport;
- benefit status;
- education and skills;
- employment history.

Once these factors have been assessed, a personalised action plan should be produced. The assessment and action plan should be directly linked to signposting and referral.

4.3 Step 3: Employability Services – learning and development

Aim
 To provide services to clients which address the key barriers to employment.

The outcome of an employment intervention need not just be an individual finding a job. Individuals should also be progressing along each of the elements of the continuum model in terms of skills. The provision of training is a key element in tackling unemployment and importantly brings brokers, employees and employers closer together. Training provision does not just need to be focused upon the unemployed, but should also help to ensure that people remain in work.

Table 18: Characteristics of effective employability services

Delivering employability services
The local authority is working in partnership with the Skills Funding Agency and JC+ to deliver Information, Advice and Guidance services.
IAG services have access to information about local service provision and the local labour market.
There are links between the following services: Adult Advancement and Careers Service, Next Steps Service, Union Learning Fund, National Employer Training Programme.
Training provision reflects the key issues identified in the baseline (see toolkit Stage 1), e.g. claimant skills levels, current/future employment opportunities, levels of computer literacy and English language skills.
There is a balanced portfolio of training provision, including in-work training, sector-specific training, work and life skills training and employer-led training interventions.
Interventions provide access to a portfolio of services including confidence building, aspiration and motivation, vocational training, job search, CV development, interview technique training.

4.4 Step 4: Recruitment and Job Placement

Aim
 To provide direct routes into employment supported employment and work experience.

There should be linkages to the local labour market through effective employer engagement. This ensures that vacancies within the labour market are available to workless residents and are matched to jobseekers. Employer engagement also allows the needs of employers to be understood in terms of skills and recruitment requirements and promotes available opportunities through public sector funding. Table 19 describes the types of activities which can support people into employment once they have undertaken activities to ensure that they are job ready.

Table 19: Activities which directly support clients to secure employment

Supporting clients to secure employment
Job brokerage activities are provided by a mix of public, private and voluntary/community sector providers.
Job brokerage services work towards both 'hard' (securing employment) and 'soft' outcomes (increased confidence).
Wage subsidy programmes are targeted towards priority groups.
Job matching between employers and claimants exists.
Job fairs advertising local opportunities are delivered.
Jobs Pledges with employers to recruit proportions of employees from specific cohorts are in place.
Major employers including the public sector are involved in jobs pledges to recruit from specific cohorts.
Intermediate Labour Market programmes provide work trials and skills development for short periods of time.
The potential of the voluntary and community sectors for structured volunteer placements is accessed.

4.5 Step 5: Sustaining Employment

Aim

To ensure that clients receive ongoing support which results in sustained employment and progression.

There has been a concern over the last ten years, despite a great many policy initiatives, that there continues to be a cycle of unemployment and worklessness in many communities. Some individuals will progress into employment and then return to out of work benefits within a short period of time. This can often be because the jobs they access are insecure, low paid and maybe temporary. The continuum places importance upon not only brokering people into employment but also ensuring they remain in that employment and progress within it. Effective unemployment interventions therefore need to build in an element of after-care and in-work support which enables individuals to remain and progress in the workplace. Table 20 describes the types of activities which can support people after they have secured employment.

Table 20: Sustaining employment once clients have moved into work

Ensuring that in work progression and development continues
A firm commitment to retention and progression is detailed within the objectives of employment interventions.
Interventions offer access to continuing skills development.
Interventions provide support for wider social needs, e.g. mental health.
Mentoring programmes are available to support clients in work.
In-work training and development programmes are supported.
Opportunities for formal qualifications are available.
Provision of adequate childcare and family friendly policies.
Continuous professional development activities are in place.
Take up of national programmes, e.g. Train to Gain, is satisfactory.
Clients are offered continuing mentoring support when in employment.

5 FURTHER INFORMATION

CLES Glossary

<http://www.cles.org.uk/information/100673/102907/glossary/>

The purpose of this glossary is to assist regeneration, local economic development and other interested practitioners to understand the everyday terminology used in the field and the range of stakeholders engaged in the process.

Making it work: Analysing different ways of tackling worklessness

This publication unpicks existing approaches and provides a typology of approaches to worklessness. It also outlines the challenges ahead, and provides pointers as to where policy will need to change in future.

http://www.cles.org.uk/information/103792/pp25_worklessness/

NOMIS – Official Labour Market Statistics

Nomis is a service provided by the Office for National Statistics, ONS, which gives free access to the detailed and up-to-date UK labour market statistics from official sources.

<https://www.nomisweb.co.uk/Default.asp>

Work and Skills Plans Guidance

The practitioner's guide has now been published as guidance for local councils, sub-regional partnerships and partner agencies. It has been amended following consultation with local authorities and in collaboration with government departments and Jobcentre Plus.

<http://www.idea.gov.uk/idk/aio/18210199>

It should be read in conjunction with the policy statement, *Work and Skills Plans: Next Steps*

<http://www.dwp.gov.uk/docs/work-skills-plans.pdf>

Yorkshire Cities

Yorkshire Cities is an urban policy network for the main towns, cities and city regions in Yorkshire & the Humber.

<http://www.yorkshirecities.org.uk>

Further information about the local economy of each member of Yorkshire Cities can be obtained from the following sites.

Bradford: <http://bradfordeconomy.com/>

Calderdale: <http://calderdale.gov.uk/business/businesssupport/economic-information/index.html>

Doncaster:

http://www.doncaster.gov.uk/working_in_doncaster/economy_and_enterprise/an_economic_strategy_for_the_borough.asp

Hull: <http://www.hullcc.gov.uk/>

Kirklees: <http://www.kirklees.gov.uk/>

Leeds:

http://www.leeds.gov.uk/Business/Regeneration/Local_economy_development.aspx

Sheffield: <http://www.sheffield.gov.uk/> (or Creativesheffield at <http://www.creativesheffield.co.uk/>)

Wakefield: <http://www.wakefield.gov.uk/>

York: <http://www.york.gov.uk/>

The websites of the other authorities who took part in the *Tackling Unemployment Study* and who contributed to this toolkit are as follows.

Barnsley: www.barnsley.gov.uk

North East Lincolnshire: www.nelincs.gov.uk

Rotherham: www.rotherham.gov.uk

Functional Sub-Regions

There are four sub-regions within Yorkshire & the Humber, representing the 'functional economic areas' – the boundaries within which people live, work and play. Each area provides information and intelligence on all aspects of their respective economies, including skills and the labour market.

Hull & Humber Ports City Region: <http://www.humberep.co.uk/>

Leeds City Region: <http://www.leedscityregion.gov.uk/>

Sheffield City Region: <http://www.sheffieldcityregion.org.uk/>

York & North Yorkshire Sub-Region: <http://www.ynypu.org.uk/>

Yorkshire Futures

Provides information and intelligence about the region, for the region, to improve decision making. Includes regional economic briefings, labour market and skills studies, and a range of bespoke research and statistics on business, people and communities, place and the environment.

<http://www.yorkshirefutures.com>

Yorkshire and Humber Public Health Observatory (YHPHO).

Produces information, data and intelligence on people's health and health care for practitioners, policy makers and the wider community.

<http://www.yhpho.org.uk>