Housing associations tackling worklessness
Contents

Acknowledgments
Executive summary

Part 1: The literature review
1. Introduction and overview
   1.1 Introduction
   1.2 Background
   1.3 The link between worklessness and social housing
   1.4 The National Affordable Housing Programme
   1.5 Methodology
   1.6 About this document

2. A profile of worklessness
   2.1 The impact of worklessness
   2.2 A profile of workless households
   2.3 Compositional effects
   2.4 Barriers to employment
   2.5 The geography of worklessness
   2.6 Deprived areas and neighbourhood effects
   2.7 Housing associations tackling worklessness

3. Government policies to address worklessness
   3.1 Employment policies
   3.2 Pilots
   3.3 Training and skills
   3.4 Child care
   3.5 The importance of partnerships in reducing worklessness
   3.6 Moving people from worklessness into work

4. Social housing and worklessness
   4.1 The debate
   4.2 Creating and sustaining mixed income communities

Part 2: Housing associations tackling worklessness – the evidence

5. The scale of activity
   5.1 Introduction
   5.2 Revenue funding 2003-2008
   5.3 Regional distribution
   5.4 Working in partnership
   5.5 Assisting target groups
   5.6 Jobs and enterprise
   5.7 Education and skills
   5.8 Outputs
   5.9 Some summary case studies
6. Approaches to delivery
   6.1 Introduction and overview
   6.2 Strategic approaches
   6.3 Methods of delivery
   6.4 Staffing structures

7. Barriers to further activity
   7.1 Introduction
   7.2 Funding
   7.3 Other resources and capacity
   7.4 The benefits regime
   7.5 Awareness of the potential role of housing associations
   7.6 Breaking through the barriers experienced by residents
   7.7 Co-ordination and commissioning

8. The detailed case studies

9. What works?
   9.1 Introduction
   9.2 Tackling worklessness as part of the core business
   9.3 Engaging and involving residents
   9.4 Working in partnership
   9.5 Working with business
   9.6 Sustainable funding

10. Conclusions and issues for policy development
   10.1 Worklessness and social housing
   10.2 The expectations of the housing association sector
   10.3 An improved framework
   10.4 Long-term funding
   10.5 Sustaining people in work
   10.6 Working in partnership
   10.7 The distance travelled
   10.8 Some areas for further research

References
Appendix 1: Some key government employment programmes
Appendix 2: Data collection methodology
Acknowledgements

The researchers owe a great debt to the officers of the many housing associations that responded to the questionnaire and also provided detailed information on data regarding their activities to address worklessness. It was a time-consuming task and their efforts are very much appreciated. Thanks also to the organisations that provided the detailed case studies. The housing associations were very co-operative and interested in this project. They made significant time available to meet with the researchers and to provide this information. It is hoped that they feel that this report does justice to their efforts to supply this information and indeed to their activities in tackling worklessness.

This research could not have been completed without the assistance of Housing Corporation staff. Especial thanks to Dr Philip Miles of the Centre for Research and Market Intelligence and to Kurshida Mirza, Policy Manager at the Housing Corporation.

This report was written and researched by Helen Cope of Helen Cope Consulting Ltd. Nicola Irons of Ironworks Ltd assisted with the analysis of data and her rigorous attention to detail is much appreciated.
Executive summary

“I am clear that in the future, working with the Department for Work and Pensions, approaches that bring housing, training and employment together should be the rule, rather than the exception.”

The Rt. Hon Ruth Kelly MP Secretary of State for Communities and Local Government and Minister for Women at the Launch of Hills Report into the future of social housing, (20 February 2007)

Introduction

This study, commissioned by the Housing Corporation, examines the current literature on social housing and worklessness and reports on housing association activities to tackle worklessness amongst their residents and in the wider communities in which they work.

In particular it examines:

- the scale of activity by housing associations to tackle worklessness;
- approaches to delivery and funding;
- who they work with in providing strategies for change for workless residents; and
- what might be stopping housing associations from engaging further with residents on worklessness i.e. what are the barriers they face?

Housing associations, as major contributors to the UK economy, have been tackling worklessness for some time but little is known about the overall scale of such activity or about the approaches to delivery.

Part 1 of this study comprises a review of the literature concerned with social housing and worklessness. Part 2 presents the evidence of what housing associations are doing to tackle this issue and evaluates their work. It also considers the implications for policy development. Housing associations tackle worklessness through initiatives that address employment and enterprise and assist in developing education and skills. A robust methodology enabled a quantification of their activities. In addition to the literature review, the methodology comprised a detailed survey of the worklessness activities of housing associations during the period 2003-08. The survey comprised two elements: data collection on specific worklessness activity; and outputs and a questionnaire on the approaches adopted in delivering projects and services.

This study presents the findings of two earlier and separate studies undertaken by the researchers in 2006 and 2007 which have been combined with this current survey. The data presented is based on an overall national average return rate of 69.33%. In addition, 16 detailed case studies have been assembled which examine approaches to delivery.

In total, 283 housing associations registered with the Housing Corporation were contacted for this study representing geographical spread, size and type, including those which had contributed to the two earlier studies. The data does not cover those activities which naturally occur in delivering core services, such as signposting residents to services or advising on benefits uptake as part of core housing management services.
4.35 million people of working age and 1.80 million children live in workless households\(^1\). Workless households tend to be concentrated in urban areas or larger cities such as London, Birmingham, Liverpool and Manchester. One in five households in London and the North East are workless. People from ethnic minorities are over-represented among the workless population which is significant for housing associations as they house culturally diverse groups. Much of the literature considers whether the problem of unemployment and worklessness in deprived neighbourhoods can be explained mainly in terms of what are known as compositional effects relating to the characteristics and circumstances of individuals in households living in such areas. Such households and individuals face multiple disadvantages resulting in barriers to employment such as low basic skills, problems with child care or the cost of transport to training or work.

The developing debate about social housing and worklessness was highlighted by the Hills Report into the future roles of social housing in the UK. There has been a major change in tenure, particularly since the 1980s, with a significant reduction in social housing and an increase in owner occupation and private renting. This has led to social housing becoming residualised with a greater concentration of people on low incomes and who are workless being concentrated in this tenure. The Hills Report\(^2\) has highlighted the fact that people of working age who are workless are too heavily represented in social housing. Hills found that the proportion of tenants in social housing and in paid employment fell from 47% to 32% between 1981 and 2006. The Government is now examining how housing and employment organisations can better co-operate in order to meet the challenges this raises. This research offers a starting point in terms of the housing association contribution to tackling this issue.

**The scale and nature of activity**

Part 2 of the study reports that housing associations are very active in the field of tackling worklessness:

- Between 2003 and 2008, housing associations have, or will, have invested £209.5 million in revenue funded projects addressing worklessness by combining their own contributions with significant additional revenue funding;
- 874 projects were reported;
- Thirty-nine percent of projects address jobs and enterprise and 61% education and skills development;
- 8,000 non-construction jobs are being created through worklessness projects on an annual basis;
- 625 new start-up businesses a year are being assisted by housing associations;
- 26,000 training weeks are provided each year in the non-construction field;
- Almost 22,000 people benefit from confidence building personal and social skills development assisting ‘employability’;

\(^1\) Derived from *Work and Worklessness among households*, First Release, National Statistics (August 2007)
• 19,000 people a year are assisted with training courses;
• Over 5,000 people a year are developing their numeracy and literacy skills; and
• One in 12 projects is delivered in partnership with business, one in 10 with Job centre Plus and one in 7 with schools, colleges and universities.

The regional distribution of projects varies significantly. Projects are clustered in London and also in the North of England. Housing associations are working with a wide range of delivery partners and accessing many sources of funding. The multi-various sources of funding in themselves are causing difficulties for practitioners. Over one third of projects are aimed at young people. Furthermore, 10% of projects are aimed at people from minority ethnic groups, 9% at the lowest qualified and 5% are specifically for women. Housing associations are also offering help with childcare and transport costs. Housing associations adopt a range of different roles in tackling worklessness, these include:

• employer/ indirect employer;
• direct provider/leader/initiator;
• intermediary/signposting role; and
• partner of those with specialist knowledge and others.

Some embrace all these roles, while others are taking deliberate steps to adopt one role or approach rather than another.

The report examines a series of factors that directly impact on the ability of housing associations to tackle worklessness. Difficulty in obtaining funding is seen as the most important barrier to delivering more, closely followed by lack of expertise or resources. Other factors included:

• disincentives that remain in relation to the rents and the benefits regime;
• a seeming lack of awareness by some organisations of the potential role of housing; associations to contribute to this agenda;
• the challenge of breaking through the barriers experienced by residents; and
• the co-ordination and commissioning of projects and partnerships.

Solutions highlighted in the report include:

• adopting a strategic approach which embeds this work into the core business of the association and ensuring that the organisation has the resources and capacity in place to deliver;

• engaging and involving residents through a proper understanding of the market both in relation to residents’ employment and skills requirements and their support needs;
• working in partnership and collaboration with other housing associations, local authorities, schools, the third sector and other partners in a neighbourhood;
• working closely with the wider business community; and
• securing sustainable funding.
The case studies also illustrate that physical regeneration offers inherent opportunities to enhance value through social and economic regeneration and community capacity building. Significant long-term revenue funding tends to follow capital investment and, in the most effective cases, is built in from the outset.

Conclusions

The report concludes that while some housing associations have been tackling worklessness for many years, a clarification of housing associations’ role is required. There are a number of potentially conflicting challenges that currently face the sector which present challenges to manage.

Despite the evidence of some excellent partnership working there remains a lack of awareness, often at local authority level, of what housing associations are able to deliver. However, the research also evidences an increasingly strategic and corporate approach by housing associations to tackling worklessness. This, ideally should be rolled out across the sector so that housing associations can contribute further, and on a less fragmented and ad hoc basis, to the needs of the communities they serve.

The report suggests that central government departments, including Communities and Local Government, Department for Children, Schools and Families and the Department for Work and Pensions, and in due course the Housing Corporation’s successor body, the Homes and Communities Agency (HCA)), with local authorities as place shapers, all have a role to play in establishing and developing the sector’s response to the worklessness agenda. For the future, these organisations (and the National Housing Federation) may wish to consider developing a system of monitoring worklessness activities that is consistent and manageable for housing associations.

Fragmentation of funding undermines housing associations’ ability to deliver the Government’s agenda and makes investment less efficient. Revenue funding is usually short-term, diminishing the impact of initiatives and their sustainability, especially in deprived areas. Some delivery mechanisms are fragile; once a project has closed owing to lack of funding it is virtually impossible to restart it.

Policy changes and practical interventions could assist in a number of areas including addressing the complexity of benefits and tax credits and the impact of changes in claimants’ circumstances. The need for a more flexible approach to rent payment in the early phase of employment in order to minimise arrears and financial pressures could usefully be reviewed.

In a fast changing environment evidenced by wider role for local authorities, the establishment of the HCA and the Office for Tenants and Social Landlords, a huge opportunity exists to exploit the role of housing associations as regeneration agencies. They have access to literally hundreds of thousands of people who will not access mainstream services, and who may not consider self-employment as an option unless the kind of intensive and personally supportive services that can be provided by trusted intermediaries are made more widely available. This creates an opportunity for housing associations to play an increasingly important role in tackling worklessness through enterprise development.
Such access to the most disadvantaged groups should be widely communicated as this will enable other partners to reach those people that the Government wishes to target.

In order to tackle the issue of worklessness housing associations would benefit from a dedicated funding stream to enable them to work effectively with communities and residents on a more long-term, sustainable basis. This would enable staff to spend more time developing projects rather than chasing funds.

Partnership working is critical. Policy makers should consider how closer collaboration between the partner agencies can be achieved. Close working between employment services, housing associations, DWP offices need to be engendered. Housing associations are also an obvious and effective intermediary to bring about economic and social change by acting as a ‘bridge’ between residents and mainstream business. Support is needed to encourage education providers, including schools, business and local industry to work more closely with housing associations. Housing should also collaborate further with each other on this agenda.

The barriers faced by workless people are well researched and documented, as illustrated by the literature review. However, there remains a need for recognition of the ‘distance travelled’ by those housing association residents engaged on these projects; it takes time to build both the skills and the confidence to leave a state of entrenched worklessness behind. Individuals require bespoke solutions.

Finally, in considering the bigger picture, the debate is still to be had on the role of a social housing tenancy. Should there be a new contractual relationship with workless tenants that involves participation in an education or training programme supported by adjusted benefit or rental levels over time? Whilst this is a simple concept it reaches to the very heart of how we as a nation have viewed the traditional role of social housing and would of course be very difficult to implement, even if desirable. Thinking more radically about the two way contractual relationship and expectations between tenant and landlord may be required however.

At the time of writing, the Government was consulting on the 2007 Green Paper on Employment and the policy agenda will change and move forward as a result. It is hoped that this report will contribute to that debate. It is also recommended that the issues raised in this report be considered by policy makers to enable the housing association sector to deliver further on this agenda.

---

3 In Work Better Off: Next Steps to Full Employment, DWP (2007)
1. Introduction and overview

1.1 Introduction

Worklessness is about people who are without work. However, there are many more complex definitions of worklessness. For the purposes of this study ‘worklessness’ includes those who are ‘economically inactive’. The economically inactive are ‘people of working age who are not working, are not in full-time education or training and are not actively seeking work’.

Worklessness can sometimes have a devastating effect on communities, individuals and the local and national economy. Worklessness can focus poverty on neighbourhoods, restrict mobility (and ambitions for social mobility) and create multiple disadvantages leading to a dependency culture.

At 74.5%, the UK has the highest employment rate amongst comparative industrialised countries. The Government’s long-term goal is to achieve 80% employment of all people of working age.

While unemployment has reduced, the proportion of households with no working adult has increased. This situation is characterised as a polarisation into ‘work rich’ and ‘work poor’ households; currently, there are just over three million workless households (3.04 million).

The Hills Report has highlighted the fact that people of working age who are workless are too heavily represented in social housing. This situation has worsened over time. Hills found that the proportion of tenants in social housing and in paid employment fell from 47% to 32% between 1981 and 2006.

Furthermore, a link has now been made between social housing and worklessness. It is recognised that workless households are often concentrated in particular neighbourhoods, including areas of social housing, where worklessness and poverty are part of a cycle of disadvantage: including ill-health; crime; substance abuse; lower levels of attainment at school and family breakdown. Half of all workless households live in social rented accommodation managed by a local authority or a housing association.

This report, commissioned by the Housing Corporation, examines the current literature on social housing and worklessness and then reports on housing association activities to tackle worklessness amongst their residents and in the wider communities in which they work. The study does not cover those activities which naturally occur in delivering core

---

5 Dean, Hartley and Taylor-Gooby, *Dependency Culture*, (1992)
7 *Work and Worklessness among households*, First Release, National Statistics (August 2007)
9 Ibid
services, such as signposting residents to services or advising on benefits uptake as part of core housing management services. It examines specific initiatives that address employment and enterprise and assist in developing education and skills. In particular, it considers:

- the scale of activity by housing associations to tackle worklessness;
- approaches to delivery and funding;
- who they work with in providing strategies for change for workless residents;
- what might be stopping housing associations from engaging further with residents on worklessness i.e. what are the barriers; and
- what works i.e. what are the solutions.

1.2 Background

Since 1997, following the establishment of the Social Exclusion Unit and the subsequent National Strategy for Neighbourhood Renewal and Sustainable Communities Plan, the Government has been working with others to attempt to target the most deprived areas and has set targets for the reduction in worklessness as detailed below:

**Government PSA floor target: Worklessness**

In the CSR 2007, Government has also committed to maximising employment opportunities for all as set out in PSA Delivery Agreement 8. This includes a key target to narrow the gap between employment rates of disadvantaged groups and the overall rate in the population. The development of skills and helping people into employment also contributes to a number of other PSA targets including 1 and 2.

At a regional level, the Regional Development Agencies have produced Regional Economic Strategies which tackle worklessness in each region according to the particular circumstances of that area. In London, for example, the Treasury and the London Development Agency have recently published reports on combating worklessness in the capital. 10

More recently, the second phase of the Sustainable Communities Plan introduced local and multi-area agreements (LAAs and MAAs) - which have economic development and enterprise at their heart - in an effort to further reduce worklessness in these neighbourhoods. These deliver the programmes of the Local Strategic Partnerships, which many housing associations are engaged in. 11

The causes of worklessness are multiple and varied, including, for example, the state of the economy. If an economy is flourishing the demand for jobs will grow, employment will increase and worklessness should reduce. However, in certain older industrial areas, such as former coal mining communities and regions where industries have closed down and disappeared altogether, a ‘skills gap’ exists that excludes many from participation in local economies due to geographical constraints and the mismatch between people’s skills and the requirements of new industries.

10 See for example: What works with Tackling Worklessness (LDA 2006) and Employment opportunity for all : tackling Worklessness in London (HM Treasury 2007)
11 Local Strategic Partnerships : tackling Worklessness (GLA / ALG 2005)
In order to overcome this gap and to try to reduce levels of worklessness, pathways to employment are required that increase the employability of individuals in terms of, among other things, developing basic skills, making effective job applications and becoming more self-confident in interviews. More advanced skills training may be required. There are many barriers to employment faced by people on lower incomes, with problems such as child care responsibilities, the cost of transport to get to and from work and being able to undertake the education and training required to move into a new field of employment.

Reducing worklessness has become a key social policy strategy within the European Union and in the UK, with EU-funded programmes supported by the European Social Fund (ESF) and the EQUAL Initiative, as well as domestic social policy strategies. In the UK, the New Deal has been at the forefront, with various themes focusing on young people; people over twenty five years old; those over fifty; disabled people; lone parents; and partners of unemployed benefit claimants. The Local Enterprise and Local Business Growth Initiatives also assist with this policy target. The Pathways to Work programme, together with the New Deal for Disabled People, specifically encourages those with a disability or long-term illness to get back to work.

A range of benefits help people on lower incomes get into work. These include the national minimum wage and established benefits such as the Job Seekers Allowance, Income Support, Incapacity Benefit and Family Credit. Recently, the Government has begun to address the potential hardship encountered by the withdrawal of benefits as people start to earn income through several changes to the benefits system. It now asserts that nobody need now be worse off when taking a job. The affordability of homes for those that, in addition to being workless, may also be seeking re-housing and the steep withdrawal of housing benefit remains an issue, however.

1.3 The link between worklessness and social housing

The relationship between social housing and worklessness has gained a new prominence following the publication of John Hills’ review of the future roles of social housing, in February 2007. Hills notes:

‘There is no sign of a positive impact on employment of the kind that sub-market rents might be expected to give’, He continues, stating that, ‘Housing and employment tend to operate in separate boxes, but what often initially appears as a housing problem may have its roots in problems in the labour market.’

This is not a new issue. A decade ago, for example, research for the Joseph Rowntree Foundation noted that rent differentials between local authority and housing association rents had been growing resulting in a number of potentially damaging consequences including a growing concentration of workless tenants on RSL estates.

---


13 Ibid

At a recent seminar hosted by the London Councils one attendee noted that, “with 60% of working age households in the sector currently workless it was worth considering if there was “a social housing effect”\(^\text{15}\).

Furthermore, with the government keen to increase the numbers of people in work to 80%\(^\text{16}\) of the working age population, it is important to ensure that all possible barriers to employment in the social housing sector are removed - including the system of housing benefit, financial exclusion of social housing tenants and other barriers such as lack of skills leading to a greater distance from work than in the population as a whole. A National Audit Office (NAO) report noted that poor transport links to housing estates and the link between gaining employment and the impact on housing benefit contributed to there being a third of unemployed people who are social tenants.\(^\text{17}\)

In its recent Green Paper\(^\text{18}\), the Department for Work and Pensions (DWP) notes that social housing is “closely associated with worklessness”. It states that 55% of households of working age living in social housing are workless. The DWP calls for social housing providers and employment services such as Jobcentre Plus to take a more joined-up approach to employment and housing advice. In conjunction, in its Green Paper on housing, the Department for Communities and Local Government (CLG)\(^\text{19}\) confirms that the role of the forthcoming Homes and Communities Agency (HCA) (created as an amalgamation of the Housing Corporation, English Partnerships and parts of the delivery functions from Communities and Local Government) will include tackling worklessness and, in autumn 2007, CLG intends to respond to the Hills review on this issue. Both the DWP and the CLG are now actively working together to explore how best to achieve this.

### 1.4 The National Affordable Housing Programme

The Housing Corporation investment programme totals £3.9 billion to provide over 70,000 new homes across England in 2006-08. The programme is split over a two-year period; £1.9 billion has been earmarked for 2006-07, with £2 billion for 2007-08.\(^\text{20}\)

Housing associations are major economic contributors employing 107,000 staff across the United Kingdom and have an annual turnover of £8.3 billion.\(^\text{21}\) As an industry, the construction, refurbishment, maintenance and even demolition of housing, supports numerous businesses and provides employment for a significant number of residents.

\(^{15}\) Adam Sharples, Director General of the welfare and equality work group at the Department of Work and Pensions (DWP) speaking at a London Councils seminar on the future of social housing in March 2007.

\(^{16}\) In work, B In work, Better off: Next steps to Full Employment (CM 7130) DWP (2007)\(\text{Better off: Next steps to Full Employment (CM 7130) DWP (2007)}\)

\(^{17}\) Helping people from workless households into work, National Audit Office (July 2007)

\(^{18}\) Op.cit 16

\(^{19}\) Homes for the future more affordable, more sustainable CM 7191 CLG (July 2007)

\(^{20}\) Source: Housing Corporation

\(^{21}\) Combined RSL RSR Long 2005
Social landlords have a responsibility to attempt to break the link between a social housing tenancy and worklessness by taking concerted action with employers, employment agencies and other partners to address this issue. For example, housing associations can use their purchasing power to act as a catalyst in local economies when undertaking construction activity.

1.5 Methodology

In addition to a literature review, the methodology comprised a detailed survey of the worklessness activities of housing associations during the period 2003-2008. The survey comprised two elements: a questionnaire on approaches to delivering projects and services and a separate exercise for data collection on worklessness activity and outputs.

Questionnaire

283 of the most active housing associations registered with the Housing Corporation and representing geographical spread, size and type were sent the questionnaire. The questionnaire survey was conducted during July and August 2007. A response rate of 55.5% was achieved overall, including, a 98% response from the ‘national’ associations and 100% from the G15 (a group of large, associations based in London). The questionnaire survey covered associations operating in all nine English regions.

Data survey

The data collection comprises three elements. 204 requests for data were sent to the most active associations in London, the East and West Midlands, the South East and South West regions. This also included 13 very large associations that operate on a national basis. The data from this exercise was then combined with the data collected in two earlier and separate studies undertaken by the researchers in 2006 and 2007. These two reports examined the full range of community investment activities by housing associations in the three regions of the North (North East, North West and Yorkshire and Humberside) and the East of England region. The data on worklessness from these earlier reports, which used a similar methodology, has been extracted and combined with the current study of the 204 associations to give a national picture. The associations contributing to those two earlier studies were not asked to contribute data again; hence the smaller number approached for the data return compared with the questionnaire.

The data presented in Chapter five of this study is based on an overall national average return rate of 69.33%. This includes a return rate of 87% for the North of England study and 73% for the East of England study. The current study achieved a varying return rate by region but included a robust 92% from the largest ‘national’ associations and 100% from the G15. The data therefore offers significant coverage of housing association activity nationwide and, if anything, under-estimates activity. One of the key findings of

---

this and the previous studies is that housing associations have only recently started to develop more accurate methods of recording their activity in this area.

The data collected was very detailed and the main headings are set out in Appendix 2.

Focus groups

The data and questionnaire surveys were supplemented by focus groups of housing associations held around the country at National Housing Federation regional executive meetings.

Case studies

The methodology involved assembling two types of case study material. Firstly, 16 detailed case studies have been assembled examining approaches to delivery and which are reported in Chapter eight. Many case studies were available for this report, some of which have already been widely disseminated elsewhere and were therefore not included. Those case studies that are included were chosen as examples of schemes that could be replicated elsewhere and could offer some lessons on what works well. Most of the case studies have had or will have a significant impact in the areas where the projects operate and can demonstrate measurable outcomes for the area and the beneficiaries. These case studies also contribute some new approaches that go well beyond the traditional field of construction related activity. Furthermore, the inclusion of some demonstrates the diverse needs that are being met including those of the most vulnerable individuals. The case studies focus on the lessons gathered from implementing the project.

Secondly, throughout, the report is supplemented by short summary case studies (in boxes) which were submitted by the housing associations as part of the questionnaire survey and have been included merely to illustrate the type or range of activity that associations are undertaking and to illustrate points raised in the text.

1.6 About this document

Part 1 consists of the literature review undertaken for this research. The literature on unemployment and worklessness is very wide, therefore the review concentrates on the research linked specifically to the issue of social housing and worklessness.

Part 1 continues with Chapter 2, which offers a profile of workless households and considers the impact of worklessness and barriers to employment. It also examines the geography of worklessness, i.e. where it occurs and what is known about deprived neighbourhoods and worklessness.

Chapter 3 outlines Government policies designed to address worklessness. Chapter 4 examines the developing debate about social housing and worklessness which was the fore by the Hills Report into the future roles of social housing in the UK.

Part 2 of the report examines the housing associations’ response to this national issue. Chapter 5 sets out the scale of activity undertaken by housing associations in delivering projects that address worklessness among their residents, particularly in relation to employment, enterprise, education and skills development.
Chapter 6 then reviews approaches to delivery, for example how it is staffed and structured and approaches to partnership.

Chapter 7 outlines the key the barriers to further delivery reported in the responses to the national survey and Chapter 8 outlines the 16 case studies. Each case study considers what is offered, how it works, why it works and some key achievements.

Chapter 9 examines the solutions. It considers what works well and why, with reference to the case studies, the host of additional material offered by housing associations including their response to the questionnaire which asked them to consider mechanisms that work well. Chapter 10 offers some conclusions on the research and issues for future policy development.
2. A profile of worklessness

2.1 The impact of worklessness

It is recognised that the impact of worklessness can be far-reaching. For example, the National Audit Office notes that:

- being workless has a negative impact on health and well-being;
- adults and children growing up in workless households are more likely to experience poverty; and
- worklessness can impact on the next generation: those who grow up in a workless household are less likely to work themselves or to take part in training and education programmes.²³

People who are workless are often distanced from the world of work. In addition, the reduction in workless households tends to occur in those where at least one person is actively seeking work.

2.1 A profile of workless households

In July 2007, the DWP published a Green Paper entitled In work better off: Next steps to full employment. The document notes that, since 1997, there now are 2.6 million more people in employment, with greater numbers from disadvantaged groups (including lone parents and disabled people) represented in the workforce. It acknowledges, however, that there are barriers to the Government’s goal of full employment. There are over 3 million people of working age who have been on benefit for over a year, many on incapacity benefits. In addition, there are concentrations of worklessness existing side by side with thriving labour markets.

In fact, 4.35 million people of working age and 1.80 million children live in workless households²⁴. Workless households tend to be concentrated in urban areas or larger cities such as London, Birmingham, Liverpool and Manchester. One in five households in London and the North East are workless. Worklessness is highly concentrated. Sixty percent of workless households are found in 40 local authority districts. At ward level the concentration is even more intense, 60% of concentrations of worklessness are found in 10% of wards.²⁵ The composition of workless households is set out in chart 2.1²⁶

²³ Helping people from workless households into work, National Audit Office (July 2007)
²⁴ Derived from Work and Worklessness among households, First Release, National Statistics (August 2007)
²⁵ Helping people from workless households into work, National Audit Office (July 2007)
²⁶ Ibid
Worklessness amongst ethnic minorities

People from minority ethnic communities are over-represented in workless households. Chart 2.2 shows that whereas 10.9% of white households are completely workless, (as opposed to containing both workless and working members), this figure increases to 19.0% for all ‘ethnic other’ groups. 15.6% of Asian households, rising to 21.2% of black households and 25% of Chinese households are comprised of only workless members. \(^{27}\)

---

\(^{27}\) Ibid, derived from table 2(iv)
A Joseph Rowntree report which examined the labour market performance of Britain’s ethnic minorities and compared their position between 1991 and 2001, found that educational qualifications could significantly improve job prospects for all workless people but that this was particularly significant in the case of ethnic minorities. It concludes that investment in education for these groups promises a higher return in employment terms. This is a significant finding for Housing associations in relation to worklessness initiatives especially given that they house culturally diverse groups.

**Families with children**

Many workless households include families with children. The numbers of children living in working households has fallen from 18.4% in 1997 to 15.3% in 2006 according to the eighth Annual report of the DWP. In other words, the numbers of children in workless households has increased. This report also links worklessness to living in social housing.

For example, in 2005, a quarter of families with children were headed by lone parents. Lone parent families were nearly four times more likely than coupled families to live in social housing and nearly seven times more likely to have a total family income in the lowest income quintile.

Children living in lone parent families were also more likely than those living in coupled families to be an only child, to have a mother aged under 25 years and to live in social housing.

This study also notes that families where no one was working for 16 or more hours per week were more likely to be living in social housing than those families where at least one parent worked for 16 or more hours per week. For example, 66% of lone parents not in work or working fewer than 16 hours a week were social tenants compared with 27% of lone parents who worked for 16 or more hours per week. Moreover, families with a black mother were more likely than families with a white mother to live in social housing; 44% compared with 20%. In relation to occupation, mothers living in rented social housing were the most likely to be working in less skilled occupations (43%).

**2.3 Compositional effects**

Much of the literature considers whether the problem of unemployment and worklessness in deprived neighbourhoods can be explained mainly in terms of what are known as compositional effects relating to the characteristics and circumstances of

---

28 *Ethnic Minorities in the Labour Market Dynamics and Diversity* (JRF April 2007)

29 Ibid

30 *Opportunities for All the 8th Annual report of the DWP* (2006 page 9).

31 *Families with Children in Britain – Findings from the 2005 Families and Children Study* (FACS DWP 2007)

32 Ibid
individuals in households living in such areas. Compositional effects include issues such as the structure of the household, for example, whether the household is headed by a single parent or a couple. Other compositional effects include levels of qualifications and skills, the condition of a person’s health, their age and ethnic background. 33

Lone parent families figure highly in the literature. For example, one study 34 found a high relative concentration of lone parents in the most deprived wards. Forty-nine percent of all lone parents lived in the 20% most deprived wards compared to 26% of couples with children. This study also found that lone parents in the most deprived wards were more likely to have poor educational qualifications and to be social housing tenants and less likely to be in employment.

A literature review produced to inform the context of the working neighbourhoods pilot notes that, “workless individuals can be restricted to living in deprived areas because of the structure of social housing. They experience compounded disadvantage because of poor reputations of areas and the fact that their social networks may be made up of other economically inactive people. It is recognised in some literature that in certain areas there are deficiencies in the demand for labour. There are arguments for job creation schemes in those areas, undertaken in conjunction with local people”. 35 Once again, social housing is seen as part of the problem rather than part of the solution. However, housing associations have responded and can continue to respond by developing the sorts of projects illustrated in Part 2 of this report.

**Multiple disadvantages**

Worklessness is often characterised by multiple disadvantages. Analyses of the characteristics of disadvantage, including low qualifications or skills, show that the greater the number of disadvantages an individual faces, the greater the risk of non-employment. The relationships between different disadvantages are not well understood but their impact is additive. Thus, a lone parent who is disabled and lives in social housing has the lowest likely employment rate. 36

Research by Berthoud 37 notes that job growth in areas of high levels of worklessness does not necessarily trickle down to local residents. Rather, what happens is that there is an outflow of jobs to non-local residents who may not necessarily be disadvantaged. Processes of job competition and mobility operate to leave the weakest behind. Employers may be reluctant to train local people and instead recruit experienced people from outside the local area. 38

Furthermore, an effect known as ‘residential sorting’ means that richer households seek areas with higher concentrations of other ‘richer’ households with better amenities and

---

33 See for example, *Worklessness in Deprived Neighbourhoods: A Review of Evidence* (CLG 2006)
35 *Understanding Workless People and Communities: A Literature Review* (DWP 2005)
36 Ibid
services and out-bid poorer households for housing. Therefore, neighbourhood segregation can be a self-reinforcing process.

Once residents of deprived areas improve their employability they are also likely to move out to better neighbourhoods. Therefore, policies are required to persuade people to stay in the area which has implications for the development of mixed communities considered in Section 4 (below).

**Entrenched worklessness**

The number of households where all the adult members are economically inactive has changed little over time and accounts for 80% of workless households. This very entrenched form of worklessness, where there may have been no adult working for several years, has led to research into whether there is a culture of worklessness in certain communities, which is explored later in this review. Worklessness needs to be understood at individual, community and neighbourhood levels. Understanding worklessness at an individual level, particularly the impact on people’s self esteem and behaviour, is largely overlooked within the available literature, with much of the focus leaning towards evaluating worklessness at the community level and whether a culture of worklessness has developed in certain communities. The general discourse suggests that this is not the case, but that disadvantages can be compounded by the concentration of workless households in particular neighbourhoods as discussed later in this review.

For example, a literature review for the DWP\(^{39}\) notes that there are groups that are disadvantaged in the labour market, that have a higher risk of being workless and of living in deprived areas. These groups include lone parents; people from minority ethnic communities; disabled people; carers; older workers; workers in the informal economy; and, finally, offenders and ex-offenders. The report also notes that workless people can be characterised by multiple disadvantage, namely individuals facing more than one barrier to becoming employed. Nevertheless, it concluded that there is little evidence of a culture of worklessness.

The DWP literature review also comments, as noted above, that workless individuals can be restricted to living in deprived areas and, because of the structure of social housing, they can experience compounded disadvantage from living in such areas. This view is supported by other research considered later in this review.\(^{40}\)

**2.4 Barriers to employment**

People from workless households face a range of barriers to employment. The National Audit Office (NAO) has estimated that\(^{41}\):

- just over one third of workless households have no people with any qualifications;
- half of all adults living in workless households have some form of long-term disability;
- over 60% of workless households have been workless for more than three years;
- over one third of workless households have children and caring responsibilities;

---

\(^{39}\) Understanding Workless People and Communities: A Literature Review (DWP 2005)

\(^{40}\) Ibid

\(^{41}\) Helping people from workless households into work National Audit Office 2007
• low skills combined with poor job search skills and poor social networks combine to exacerbate the situation; and
• living in social housing is also associated with employment disadvantage. 42

The NAO report notes that over a third of all workless people in Great Britain live in social housing, and more than half of the people living in social housing are out of work. In part, it recognises that this arises from an effective housing allocation system which addresses the greatest needs. However, the report also notes that evidence suggests that living in social housing can itself act as a barrier to moving into employment. Forty-six percent of recruits get their job by personal contacts or direct application. If they are surrounded by others who are workless the likelihood of finding employment through personal contact is very limited.

The NAO report notes that, as well as having a lower employment rate than owner-occupiers or private tenants, if social tenants leave or lose work they are also less likely to return to employment later on. A range of factors may contribute to this situation as also cited by Hills (and discussed further in Section 4) including:

• neighbourhood effects such as poor transport links to available work, exclusion from the informal networks through which people often hear of work, or the peer-group effect of there being fewer models of regular participation in work;
• uncertainty about the effect on the claimant’s benefit – tenants may want to avoid the disruption of coming off their out-of-work benefits, and this may be a disincentive; and
• reduced mobility – tenants in social housing may be less willing or able to move house for work.

The CLG report suggests that more attention needs to be given to the way in which social housing systems influence the worklessness problem in deprived neighbourhoods especially through allocation policies, as this can lead to a concentration of unemployed people on social housing estates. 43

Low basic skills

The NAO report44 also notes that the low-skilled are over-represented in workless households. Trend data shows that, although the level of skills in the United Kingdom population is on the whole improving, people in workless households are not sharing in this improvement at the same rate. Between 1997 and 2005, the number of households where the reference person has no qualification fell by 44 %, but in workless households this reduction was only 13%. It also notes that in an economy where employment opportunities for the low-skilled are reducing, people from workless households risk

42 Ibid
43 Worklessness in Deprived Neighbourhoods: A Review of Evidence (CLG 2006)
44 Ibid
becoming further disadvantaged in the labour market.

**Child care**

There is also strong evidence that the lack of affordable child care is a significant barrier to employment for lower income parents with young children in deprived neighbourhoods. For example, the Harker review of families with children identified the need for advisors to take a wider view of the whole family in attempting to assist a jobseeker with children.\(^{45}\)

**Transport**

Inadequate public transport systems act as a further barrier to work. Women find particular problems where they need to combine journeys to work, school, childcare and shopping, especially in areas where there may be fears about safety after dark.\(^{46}\)

**2.5 The geography of worklessness**

The Social Exclusion Unit (SEU) has examined worklessness on a street by street basis, noting that the variation in worklessness levels is greatest at the smallest levels of geography between districts and wards. It shows that in the worst affected 1% of streets more than half of all adults are out of work and on benefits and in some places almost all people are out of work and on benefits. Worklessness in the worst tenth of streets is 23 times higher than in the best. The worst affected tenth of streets accounts for 716,000 people on unemployment or incapacity benefits; this is more than a quarter of the national total. Self employment in these areas is half the rate of England as a whole.\(^{47}\)

People from minority ethnic groups are more than twice as likely to live in the deprived areas examined by the SEU. Half of all households in these areas have at least one person with a limiting long term illness. A third of carers in concentrations of worklessness provide more than 50 hours of unpaid care each week. The SEU report confirms that many people living in these streets have multiple disadvantages such as disability or substance misuse. Low aspirations for work and study and an extremely narrow travel horizon are common and in some cases, two or three generations have been out of work in the same family and neighbourhood. However, the SEU did not find consistent evidence for the existence of a culture of worklessness in these neighbourhoods (in the sense that people have completely different values and do not want to work at all). However, arguably having less contact with people in work may lead to the cultivation of lower aspirations amongst individuals and groups. Nevertheless four out of ten people living in concentrations of worklessness are in work, but the jobs are often part time or low paid. The main causes of concentrations of worklessness in certain neighbourhoods include:

- changes in the nature and location of jobs;

\(^{46}\) Op.cit 36  
\(^{47}\) *Jobs and Enterprise in Deprived Areas*: (Social Exclusion Unit 2004)
• residential sorting whereby the housing market leads to the most disadvantaged people being concentrated together; and
• social housing is increasingly home to workless people who are housed together in the same street or on the same estate. 48

It matters greatly if workless people are concentrated in the same areas, because it can damage a person’s life chances especially those of children and young people.

Children’s test scores at aged four to five are linked to the level of neighbourhood poverty even allowing for the characteristics of their parents (compositional effects). Even when individual differences in personal characteristics such as skills and age are taken into account some workless people who live amongst other individuals who are also workless may have a lower expectation of embarking on a career and a lower probability of ever achieving this. Therefore living in the most deprived area with the very highest levels of unemployment has particularly strong negative effects on a person’s chance of alleviating their condition of poverty. 49

Over the past few decades the working and workless population have been geographically separating within the UK. The SEU report illustrates key findings for housing associations that may prove crucial in planning future developments. A significant number of children are in danger of growing up in families and neighbourhoods where there is little contact with the world of work. This will impact upon the Government’s objectives regarding child poverty, educational attainment and employment. 50

2.5.1 The geography of poor skills

Further research has examined access to work for people with poor skills given that the modern economy has led to changes in the nature of work, the type of jobs available and their location. Many jobs now require higher skills levels and may be located in areas that are not easily within reach of workless people. 51 The key message is that those with poor skills have fewer opportunities and face more constraints in the labour market both in terms of their lack of skills and where they live in relation to where the jobs are than more highly skilled counterparts. The quantity and quality of jobs available locally is of particular importance for them: Geography matters most for those with poor skills.

There are important implications here for housing associations owing to the concentration of workless people within social housing. Comment has already been made about the problems of transport to suburban areas for example, where there may be more job opportunities.

48 Ibid

49 Jobs and Enterprise in Deprived Areas: (Social Exclusion Unit 2004)

50 Ibid

There should be both supply side interventions and demand side initiatives to tackle problems of worklessness. Concentrations of worklessness happen for different reasons and three main explanations have been identified:

- changes in the nature and location of jobs;
- impact of the housing market so that least advantaged members of society who have the most restrictive choice about where they live are drawn together; and
- area affects so once created concentrations of worklessness can be remarkably persistent.  

A further consideration, of course, is the neighbourhood effect where the neighbourhood has more of an impact than compositional factors. However, whether the overriding cause of worklessness is compositional or neighbourhood based is less relevant as housing association residents are concentrated in neighbourhoods so there would be advantages in addressing worklessness through both area based initiatives and people based initiatives.  

2.6 Deprived areas and neighbourhood effects

Eight million people, just over 15% of the population in England, live in areas of multiple deprivation. Deprived areas still suffer from many serious problems of worklessness and other indicators of disadvantage. The Government believes there is a clear rationale for area based interventions. A range of inter-locking drivers are leading to area deprivation and a cycle of decline. The drivers of area decline fall into three main categories:

- poorly performing local economies with low levels of economic activity and concentrations of worklessness;
- poor housing, badly managed local environments and failure to tackle anti-social behaviour which creates unstable communities; and
- poor public services and ineffective systems for delivering support to deprived areas.

The Government has attempted to address these drivers through a range of policies including local area agreements, local strategic partnerships and the initiatives that have been taken since 2005, discussed in section 3.

Fig 1 highlights the drivers of the cycle of decline in deprived areas. The figure illustrates the many drivers which have either a direct or indirect link with housing.

---

52 Ibid
53 See for example, Neighbourhood effects, can we measure them and does it matter? Ruth Lupton CASE paper 73 (2003).
54 Improving the Prospects of People Living in Areas of Multiple Deprivation in England (Cabinet Office 2005)
55 Ibid
Fig.1. Overview of the drivers of the cycle of decline that affects deprived areas*

*Source: Improving the prospects of people that live in areas of multiple deprivation in England (Cabinet Office 2005)

Conversely, Figure 2, from the same report illustrates the drivers for success

*Source: Improving the prospects of people that live in areas of multiple deprivation in England (Cabinet Office 2005)

Some research has examined the question of whether it is worse to be poor in a poor area or in an area which is more socially mixed; in short, does living in a deprived area compound the disadvantage experienced by its residents, and do area effects contribute to social exclusion?
Atkinson and Kintrea (2001) concluded that area effects remain contentious and that British research evidence is scant. Following a review of the theoretical and empirical understandings of the relationship between households and neighbourhoods, their paper presents survey data from a comparative study of deprived and socially mixed neighbourhoods in Glasgow and Edinburgh. These data provide evidence that supports the area effects thesis, in particular in relation to area reputation and employment. The paper concludes that, with certain caveats, living in areas of geographically concentrated poverty creates additional problems for residents.

The more recent Cabinet Office report also argues that living in a deprived area does adversely affect an individual’s life chances over and above what would be predicted by their personal circumstances and characteristics. It goes on to note that areas of low housing demand are more likely to suffer crime, vandalism and litter and those living in social housing estates are five times more likely to perceive local disorder and anti-social behaviour as a problem. Whilst the ‘respect standard for housing management’ is beginning to address some of these issues, the report also notes that the problems are often compounded by social housing policy particularly in relation to allocations which can lead to further concentrations of the most deprived in one area.

The Cabinet Office report recommends improvements in the way social housing is managed and maintained including the role of residents and improving incentives for Housing associations to be active in regeneration and local partnerships.

The local context can also have an important influence on the scale and nature of worklessness problem. The CLG report notes that the housing market plays a key role in creating and maintaining spatial patterns of disadvantage. This is particularly via segregating the more disadvantaged groups in deprived neighbourhoods. This process is arguably intensified due to social housing tending to be concentrated in deprived neighbourhoods. The report notes that processes of segregation operate in both private sector and social housing and there is some evidence that such processes operate to constrain opportunities for a reduction in worklessness in deprived neighbourhoods.

Whilst there is some evidence that neighbourhood effects such as peer influences can have an effect this may be largely the impact of unmeasured individual factors and effects of other factors such as social networks and employers post code discrimination.

In terms of policy implications, this report notes that while labour market policies and programmes have been broadly successful overall in reducing worklessness, their impact on deprived neighbourhoods have been less successful. It notes that there is a need to improve the targeting of effective help on these groups and areas. In relation to interventions required the report concludes that:

---


57 Improving the prospects of people that live in areas of multiple deprivation in England (Cabinet Office 2005)

58 Worklessness in Deprived Neighbourhoods: A Review of Evidence (CLG 2006)
• effective outreach provision is essential in order to reach the most disadvantaged groups;
• personal and social problems need to be addressed effectively with adequate resources;
• approaches to building employability needs to be work focused with strong employer involvement and exploiting the potential of ILMs;
• there is a need for continuing support for people once they have obtained work particularly those more vulnerable to losing their jobs;
• good relationships with employers are critical in relation to vacancies, training, recruitment, post employment support; and
• effective partnership working with all relevant agencies at the local level is essential especially Jobcentre Plus\textsuperscript{59}

The problems of deprived neighbourhoods require a long-term comprehensive strategy to achieve sustained improvement including action to raise educational attainment.

**Labour markets and deprived areas- cause and effect**

The CLG report \textsuperscript{60} notes that it is difficult to disentangle the direction of causal effect in the relationship between housing and labour markets. Poor labour market status and prospects are more likely to be causal factors i.e. deciding factors in where somebody lives. It is more difficult to ascertain how the extent to which workless people’s housing status and conditions in deprived neighbourhoods influence their prospects of obtaining work. The report suggested there are three possible ways in which such an influence might occur: firstly, through restricting peoples mobility and their ability to move house to take up a job; secondly, by contributing to employers discrimination against job applicants on the basis of where they live (post code discrimination); and thirdly through homelessness. There appears to be very limited evidence about the extent to which a job search and the ability to obtain employment is constrained by housing, although there is some evidence of post code discrimination by employers.

The CLG report (2006) concludes that the housing market plays a key role in creating and maintaining spatial patterns for disadvantaged, in particular, segregating more disadvantaged groups in deprived neighbourhoods.\textsuperscript{61}

**2.7 Housing associations tackling worklessness**

The barriers facing workless people are likely to be complex and deep rooted, therefore advice and support including training should be delivered in a flexible way appropriate to the circumstances of the individual. Concentrating on the individual however could be undermined by family or communal pressures and therefore there is also the view that the impact of labour market interventions may be improved if they are part of a more widespread community regeneration programme.\textsuperscript{62}

\textsuperscript{59} *Worklessness in Deprived Neighbourhoods: A Review of Evidence* (CLG 2006)

\textsuperscript{60} Ibid

\textsuperscript{61} *Op.cit 54*

\textsuperscript{62} *Understanding Workless People and Communities: A Literature Review* (DWP 2005)
associations in leading regeneration schemes they clearly have a significant role to play in such area based approaches.

Housing allocations and housing mobility

The role of housing allocations and housing mobility (which are beyond the scope of this review) are also critical. Housing allocations have increased the concentrations of deprivation and disadvantage and workless people living in social housing and mobility in this sector is very limited. These factors along with the right to buy has meant that whereas in the 1970s the proportion of no earner households in council housing was 11% as noted earlier, by 2006 this had increased to 67% and in 2007 over half of working age households who are social housing tenants are workless.

The literature on deprived areas and cycles of decline provide clear evidence that improving the quality of housing without increasing employment opportunities for residents of those areas means that the housing is likely to remain difficult to let and that outcomes for residents will remain poor and the area itself will continue to contain concentrations of workless people.
3. Government policies to address worklessness

Policies to address worklessness include employment policies, training programmes and additional approaches such as assistance with childcare. Specific services for young people are also available such as apprenticeship schemes and the ‘Connexions’ service. This chapter outlines the key programmes and policies that will impact upon housing associations approaches to tackling worklessness.

3.1 Employment policies

4.55 million people are in receipt of key working age benefits delivered by Jobcentre Plus. The annual expenditure is £15.9 billion per annum. In 2006, 2,683,000 people were in receipt of Incapacity Benefits and just under one million in receipt of Income Support, with a further one million in receipt of Jobseeker’s Allowance.

As noted at the outset of this review, the Government’s long-term goal is to achieve 80% employment of all people of working age. Welfare to Work policies, commitment to the eradication of child poverty, and neighbourhood renewal strategies targeted on the most deprived wards all address aspects of worklessness.

Since 1997, the Government has achieved reductions in the unemployment of the disadvantaged groups that it has targeted but nevertheless, growth in employment has been unevenly distributed. This situation is characterised as a polarisation into ‘work rich’ and ‘work poor’ households; currently, there are just over three million workless households (3.04 million). Reform of welfare-to-work involves a range of programmes. In 2004, former Prime Minister, Tony Blair stated:

“The solutions will be different in different places they could range from providing extra childcare to changing how flats in certain housing estates get allocated to people. Local authorities, local managers and frontline workers will be given more freedom to do whatever their area or individual client needs. To be effective they will need to work together with other agencies and respond to the needs of employers. We want to make the most of skills and entrepreneurship that already exists in deprived communities. Self employment will not be the right choice for everyone but it can be a route off benefits and into opportunity”.

Opportunities for all

Opportunities for all, reports on the Government’s 1999 pledge to eradicate child poverty. The report sets out the progress against certain of the Public Service Agreement (PSA) indicators. It notes that there are groups of people locked into long
term dependency on benefits being denied the opportunities that work can bring. To achieve this, the aim of Government is to:

- reduce the number of people on incapacity benefit by one million in ten years;
- help 300,000 more lone parents into work;
- close the gap between the employment rate of people from ethnic minorities and the overall population; and
- increase the number of older workers by one million.

The New Deal sits at the heart of current labour market policy. Jobcentre Plus brings together both benefit and employment advice providing a focus for people who need help in finding employment. The Pathways to Work and New Deal for Disabled People tackle incapacity benefit issues. The pilots combine a package of rights and responsibilities, targeting some of the health-related, personal and external barriers to returning to work.

In 2007, the Freud Report,\(^\text{67}\) which reviewed welfare to work programmes since 1997 echoed John Hills review of the future roles of social housing by recommending that more targeted and flexible support is required to get the hard to reach, long-term unemployed back into work. The Freud Report also suggests the use of the private and voluntary sectors to tackle worklessness echoing Hills who suggested that social landlords could do more in this field too.

Employment programmes range from those aimed at getting people from a position of ‘not being able to work’, to ‘in work and advancing’. There is a wide range of programmes and some of the key ones are listed below along with training initiatives and support for young people. Further details of these programmes are given in Appendix 1, and include:

- New Deal for lone parents;
- New Deal for partners, New Deal for disabled people;
- New Deal for young people;
- New Deal 25 plus;
- New Deal 50 plus;
- minority ethnic outreach; and
- employment zones.

**Young people**

In addition to the New Deal, key programmes for young people include:

- Connexions;
- Apprenticeships; and
- Entry to employment.

\(^{67}\) Reducing dependency, increasing opportunity: options for the future of welfare to work An independent report to the Department for Work and Pensions by David Freud, DWP (2007)
3.2 Pilots

Working neighbourhoods pilot

The working neighbourhoods pilot was established in April 2004 and completed in 2006. Its aim was to try out new approaches to providing intensive support to help people find and remain in work. The pilot was targeted at people who are without work including claimants of Job Seekers Allowance, Income Support and Incapacity Benefit. The pilots have taken place in 12 places across England, Scotland and Wales. Evaluation of the pilot areas has found that one of the most striking differences between the working neighbourhoods pilot areas and the rest of the country relates to household composition with considerable divergence from the norm. In particular, a third of the households nationally are headed by a single person whereas in the pilot sites this was much higher.

In terms of housing tenure, most residents in the pilot areas live in houses rented from a council or registered social landlord. Typically, two thirds and three quarters of residents in the sites live in social rented properties compared to approximately one fifth to a quarter nationally. The working neighbourhoods pilot has succeeded in getting a significant number of people into work and in particular highlights the importance of engagement of key local players including housing associations working in partnership to address worklessness.68

The pathways to work pilots

Introduced in 2003, pathways to work was extended in 2006 to cover 40% of the UK and will be rolled out nationally by 2008. The study is aimed at reducing the numbers of people in receipt of incapacity benefit.

City strategy

The most recent initiative aimed at tackling worklessness and which emphasises local solutions through partnership is the city strategy. This is designed to combine the funding streams of a range of partners and employers to tackle worklessness in communities. The key element of the approach is joint-working and to link up local provision, particularly employment and skills provision, to make more opportunities available for people in the most disadvantaged areas.

These bodies have formed consortia in 15 cities and city regions. They are pooling their funding streams and joining up the services in an attempt to bring about locally determined solutions to improve employment outcomes.69 The city strategy programme


aims to remove 30,000 from benefit across the pathfinder areas.

The DWP has made available a reward fund of £5 million to recognise innovative approaches which increase employment outcomes for the most disadvantaged groups.

Partners include local authorities, private businesses, third sector organisations including housing associations, Jobcentre Plus and the Learning and Skills Council. In Manchester, for example, the Places for People Group, one of the largest national housing associations, is part of the city strategy partnership.

3. Training and skills

People in or out of work, are entitled to free training to help them obtain a first full Level 2 qualification. A Level 2 qualification is equivalent to a GCSE Grade A*-C. A full Level 2 qualification is equivalent to five GCSEs at Grade A*-C.

For people in workless households to take advantage of this offer, training needs to be flexible. The same barriers that keep some people out of the workforce (for example, caring responsibilities, health problems, or low confidence) can make it daunting to start, or hard to complete, a long course in a formal setting.70

Courses need to be flexible in location, i.e. not only available at a college but perhaps run from community centres. Times should offer flexibility too, perhaps being run at weekends and not only on week days. Additional support, not only financial but in terms of transport and child care facilities may also be required.

The Department for Work and Pensions and the Department for Innovation, Universities and Skills are starting to integrate skills training with employment programmes. Improving integration between employment programmes and skills training is high on the agendas of the two Departments, Jobcentre Plus and the Learning and Skills Council, as they consider how they could implement the recommendations of the Leitch review of skills.71 For example, the New Deal for Skills was launched in 2004 as a joint initiative from the Department for Work and Pensions and the then Department for Education and Skills, to help low-skilled people move into sustainable employment. The New Deal for Skills is intended to help people improve their skills over time, starting while the claimant is preparing for work and continuing into work.

The Leitch review of skills, published in 2006, identified the skills profiles that the UK should have by 2020 to support productivity, economic growth and social objectives. This review showed that achievements at all levels of skills is urgently required and that the UK needs to commit to becoming a world leader in skills by 2020.72 The Leitch review noted that “our nation’s skills are not world class and we run the risk that this will undermine the UK’s long term prosperity….. “. Leitch goes on to note that despite recent progress, the UK has serious social disparities with high levels of child poverty,

70 Helping people from workless households into work National Audit Office (2007)
poor employment rates for the disadvantaged, regional disparities and relatively high income inequalities. Improving skills levels can address all of these problems.\textsuperscript{73}

\textbf{National skills academies}

The national skills academies are employer-led, centres of excellence delivering the skills required by each major sector of the economy. The national skills academy network aims to improve productivity and tackle skills shortages across England. Initiated by the government to address the need for a world-class workforce and offer employers a totally new method of influencing the types of training and methods of delivery available the Leitch Review of Skills recognised the role the academies can play in raising the demand for skills from employers and learners alike.

National skills academies will vary in scope and structure according to the needs of employers. They will be focused on vocational education and skills training, delivering to young people (16-19-year-olds) and adults. They will be sector-based centres of excellence with a national reach.

The Government aims to have 12 national skills academies up and running by 2008. So far, there are approved national skills academies for the construction, financial services, manufacturing and food and drink manufacturing industries.

NSA accredited training centres comprise a wide range of training organisations, and will be organised to ensure a good geographical spread of opportunities for learners to follow specialist courses. Learners can also follow some training courses through distance learning techniques, including e-learning.

\textbf{3.4 Child care}

Good quality childcare is essential for workforce participation. In 2004, the Government launched its Ten Year Childcare Strategy, aiming to provide affordable, flexible, high-quality childcare, and help for parents to balance family responsibilities and work. Measures introduced under the Strategy included:

\begin{itemize}
  \item improving the availability of day care and out of school hours childcare;
  \item by 2010, all families who want it should have access to year round; affordable school-based childcare for children aged five to 11 through the extended school programme;
  \item by 2010, all secondary schools should be open 8am to 6pm on weekdays all year round, and during school holidays where there is demand, offering a range of activities; and
  \item legislating for new duties on local authorities for adequate provision to meet the needs of families; and measures to improve the affordability of childcare
  \item including increases in the limits of, and the proportion of costs that can be claimed through, the childcare component of the Working Tax Credit.
\end{itemize}

\textsuperscript{73} Op cit. 69
3.5 The importance of partnerships in reducing worklessness

The Green Paper, In Work, Better Off, Next Steps to Full Employment (DWP 2007), emphasises the importance of delivering employment through partnerships across Government and at a local level.

Local Employment Partnerships were announced by the Chancellor of the Exchequer in the 2007 Budget statement. At the heart of these new partnerships is the ‘Jobs Pledge’ in which the Government is aiming for public and private sectors to offer a quarter of a million job opportunities. These will be specifically targeted at those who are at a disadvantage in the jobs market.

An important part of partnership working is the contribution that local authorities can make as a key player. Local authorities have a strategic role in facilitating closer working with partners. Their economic development units, in particular, work closely with Jobcentre Plus and other partners from the private, voluntary and community sectors coordinating local strategic partnerships. Local Area Agreements and more recently Multiple Area Agreement frameworks enable local authorities and their partners to work across boundaries on shared priorities.

3.6 Moving people from worklessness into work

The literature recognises that there is a progression to be made from not able to work, or not interested in working, to being in work and advancing their careers. There are programmes of pre-work support and in-work support to assist people to stay in work and sustain their employment in the long-term.

Long-term claimants are less likely to participate in the New Deal programmes. Therefore outreach services are critical in engaging those who are furthest from work. These are provided by Jobcentre Plus, the Learning and Skills Council and a vast range of community and voluntary providers, including housing associations. Workless people may be more positive about engaging with services from the community and voluntary sector rather than the formal employment agencies. These services may involve visiting people in their own homes and can reach those who would not normally access mainstream services.
4. Social housing and worklessness

4.1 Introduction

This section considers some literature that is specific to social housing and worklessness. It also sets out the nature of the debate that is emerging given the profile of worklessness and Government policy to address it to date, considered in the previous chapters. It sets the scene for Part 2 of this report which examines the scale of the housing association sector’s response to the worklessness agenda and its approach to it.

4.2 The debate

An inaugural lecture on the future of social housing by Professor Kenneth Gibb for the University of Glasgow (2007) noted that, despite its reduction in size, the social housing sector matters to the economy – whether in terms of public spending, the wider opportunity cost of resources committed to it, the impact of housing on local labour markets, the valuation for money of social programmes as well as possible neighbourhood effects. He stated that, “we should care about these things and recognise that where there is badly run social housing it imposes large penalties on all of us and most of all on those who are forced to live in it.”

Gibb highlights the fact that there has been major change in tenure, particularly since the 1980s with a significant reduction in social housing and an increase in owner occupation and private renting. This has led to social housing becoming residualised with a greater concentration of people on low incomes and who are workless being concentrated in this tenure.

This review is being undertaken at a time when the role and purpose of social housing is a subject for debate. For example, a Smith Institute report, Re-thinking social housing raises fundamental issues about whether the familiar form of social housing (in short a lifetime tenancy) really meets the needs of a modern day society and economy or whether it is creating a ‘stigmatising’ and ‘reviled’ form of tenure that also leads to a dependency culture. One of the most hard hitting essays by one of the editors of that report asks, ‘How much social justice can our dynamic modern economy achieve while so many of the poorest are still lumped together as a single group on stigmatised estates?’

Whilst this debate is beyond the scope of this review, it chimes in many respects with the findings of John Hills who whilst not advocating the end of life-time tenancies but acknowledging the success to date of much of social housing, raised the profile of the link between poverty, social housing and worklessness.

This is not a new issue however. Almost a decade ago research by the Joseph Rowntree Foundation presented an analysis that was highly suggestive of an association between rent differentials and a growing concentration of workless tenants on RSL estates. It also noted that as workless tenants become concentrated on RSL estates; the management of

74 Dwelly Tand Cowans J (Eds) Rethinking social housing, Smith Institute (2006)
such estates becomes more difficult but that any assessment of this is hampered by the absence of routine monitoring of the proportion of workless tenants at estate level or the analysis of management difficulty in such circumstances. Nevertheless, in some of the case studies undertaken for the research there were indications of higher proportions of non-working tenants, increased maintenance costs and neighbour disputes. Overall, there was no clear evidence suggesting a causal relationship between worklessness and management difficulties, however.76

Hills emphasises the link between social housing and unemployment. He asks why is it that even once we have accounted for personal characteristics, social housing tenure status independently confers a lower probability of being in work. Hills suggests means by which housing services might improve residents’ employment options. This could include counselling to improve knowledge of how Housing Benefit works and initiatives to increase financial inclusion. Local employment initiatives can also reduce worklessness and social landlords with their direct role in neighbourhood regeneration are well placed to undertake these, as noted earlier.

In discussing the residualisation of social housing Hills77 notes that 70% of tenants have incomes within the poorest two-fifths of overall income distribution and the proportion of social tenant householders in paid employment fell from 47% in 1981 to 32% in 2006 and those in full-time employment from 43 to 22%. This compares unfavourably with other tenures. Employment amongst owners has only fallen from 70 to 68% over the same period and amongst private renters the proportion in employment has risen from 58 to 69%. Hills notes that this means that, “the chance of someone in social housing having both of their nearest working social tenant neighbours in full-time work has fallen from just under half to one in nine.”

Hills also notes that there has been a striking rise in social tenants classed as “other inactive” (63% of this group are lone parents) so that one quarter of those of working age are now so classified. Most of these households are those with children. Over a decade the number of social tenant households containing a member with a serious medical condition or disability had grown from 38% in 1993-2004, to 43% by 2004.78

One third of the workless population resides in social housing. This in itself is not surprising given the increasing residualisation of the sector discussed above. Hills makes the point that where a social tenant is affected by one disadvantage their rate of worklessness is much higher than for those with the same disadvantage (for example low skills levels) but who do not live in social housing. Social tenants are more likely to have overlapping or multiple disadvantages compared with residents of other sectors. This means that there may actually be a negative employment effect associated with social housing over and above the personal characteristics of the tenants. Hills offers four possible explanations for this: firstly, that the Housing Benefit system may act as a disincentive to entering work as tenants are fearful of loss of income from benefits as income from employment increases.79

Hills notes that, “the rate of employment related mobility within social housing is strikingly low.” He goes on to suggest that lack of mobility within social housing may

---

76 Ibid
78 Ibid, p. 47
79 Op cit.65 p. 104
prevent tenants from taking advantage of job opportunities. Nationally one in eight house moves is associated with job mobility, whereas only a few thousand social tenants each year move home for job-related reasons while remaining as social tenants (even within the same area) out of total of nearly four million.\(^{80}\)

The concentration of social housing in deprived areas has a statistical link to what Hills terms as, ‘neighbourhood effects’ having an adverse impact on employment chances, poor transport, lack of informal networks through which the availability of work might occur, or poor local schools, in the case of young people.

Finally, Hills cites the possibility of a dependency effect arising from the fact that if the state has sorted out someone’s housing this may also lead to an expectation that the state will sort out other issues, such as employment too.

Hills notes that one of the key issues for resolution is the separation of housing and employment services and the fact that the two often work in isolation from each other. He states, “housing and employment problems and solutions may be closely connected. The root cause of being unable to afford decent housing will often be the lack of a livelihood.” \(^{81}\)

Hills refers to some of the examples that social landlords are in engaged in to join-up housing and employment services. Part 2 of this report offers substantial evidence that this is in fact the case.

A Treasury report echoes these findings\(^{82}\). Concerned that many Londoners are not sharing in the gains generated by London’s economic growth; the report calls for improved links between employment, social housing and transport. It notes that worklessness in London is concentrated at the household level driving higher rates of child poverty and spatially reflecting the fact that a marginal position in the labour market frequently translates into a marginal position in the housing market. It goes on to argue that housing choices are conditioned by an individual’s position in the labour market. Obviously, higher skilled workers will have a greater flexibility than lower skilled workers about the area that they choose to live in relative to the area where they work. In London, worklessness is concentrated in particular London Boroughs forming an eastern horseshoe. However, the report notes that concentrations of worklessness need not be problematic providing there are no impacts from where they live on individual’s chances of employment.\(^{83}\)

The DWP Green Paper also recognises that social housing is closely associated with worklessness.\(^{84}\) It notes that 55% of households of working age living in social housing are workless. It recognises, as Hills reported, that housing and employment tend to operate in separate boxes. There is a close correlation between social housing and unemployment. Housing enablers such as social landlords and employment services could work more closely together to provide a more joined-up approach to employment.

\(^{80}\) Ibid p.111  
\(^{81}\) Op cit. 65 p.185  
\(^{82}\) Employment Opportunities for All: Tackling Worklessness in London (HM Treasury 2007)  
\(^{83}\) Ibid  
\(^{84}\) In Work, Better Off, Next Steps to Full Employment (DWP 2007 page 62).
and housing advice. The DWP is currently working closely with CLG to explore how to achieve this.

4.3 Creating and sustaining mixed income communities

For several years one of the key policy approaches to overcome the problems associated with dependency arising from mono-tenure estates of social housing in particular, has been the promotion of mixed tenure estates delivering communities that are more balanced in terms of income mix and employment profiles. In fact these estates are more reminiscent of social housing estates of the 1950s where unemployment was much lower and incomes more evenly distributed. There is an intention or hope that mixed communities can improve accessibility of employment for residents through mixing with those residents who are working.

However, although mixed communities may have higher employment rates than mono-tenure estates; there is little evidence to suggest that workless individuals have improved their economic chances merely by living in mixed communities. Other factors such as their skills, education and the nature of the local labour market are more significant. Mixed communities may not, on their own, significantly increase employment for social tenants and lower income groups. 85

This finding is supported by further research which looked into the impact of mixed tenure in three mature communities. It notes that some of the claims made in relation to mixed tenure are probably exaggerated as there is little evidence that mixed tenure facilitates a transfer of know-how in relation to employment.86

Other research by the Joseph Rowntree Foundation suggests that wider issues such as the quality of schools and the availability of employment should be addressed when planning housing development. It notes that there is considerable evidence that high concentrations of deprivation reduce the quality of life of all residents in the area.87 The most deprived areas often lack access to employment opportunities. Factors needed for long term sustainability include partnership and arrangements for training, education and unemployment initiatives. In areas of high unemployment an effective partnership to generate employment opportunities should follow from training schemes, including partnerships with local businesses and voluntary agencies.

Despite reservations about the impact of mixed communities on tackling worklessness the literature does suggest that there is now indisputable evidence of the generally negative impacts of social housing concentrations on other outcomes such as employment.

There has been a striking concentration of recent social housing output in the most deprived neighbourhoods which presumably adds to this negative impact. Patterns of


86 Mixed Tenure Twenty Years On: Nothing Out of the Ordinary, Chris Alan et al, Joseph Rowntree Foundation 2005

87 Creating and Sustaining Mixed Income Communities - a good practice guide, Joseph Rowntree Foundation, Chartered Institute of Housing, Housing Corporation (2006)
housing development and change will have mixed impact on levels of socio-economic segregation. Research has shown a skewed pattern of social housing output which is likely to accentuate concentrations of lower income households. 88

The Government has become increasingly concerned about deprived neighbourhoods and the disadvantage that they may impose on their residents and the wider society. Direct housing intervention through planning social housing policies and regeneration schemes can act to change the social make-up of an area as well as its reputation and image. However, while new social housing can have positive environmental and confidence effects, it can still also negatively impact upon an area through the poverty rates of many of the residents. Care over the management of housing and projects that tackle worklessness combined with appropriate lettings can help to minimise this effect.

A longitudinal study by David Page examined social exclusion on deprived social housing estates and neighbourhoods between 1998 and 2004 and explores the impact of people-based, soft regeneration strategies used to revitalise them. In relation to worklessness, the research concluded that whilst soft regeneration can greatly improve the quality of life for residents in these areas it is unlikely to be transformational. Reducing concentrations of worklessness is hard to achieve. While the regeneration approaches have led to many more jobs being created they have not been taken by those most excluded from the labour market living on the study estates and in those neighbourhoods. It recommends that work opportunities are not sufficient in themselves to reduce embedded worklessness and that tailored support is required to help workless people back into work. 89

This report also notes that connections between poor people and poor places have changed. By 2005, labour market differences between English regions had reduced. It reports that the new pattern of poverty and place “shows that concentrations of poverty and worklessness are now much more localised and found chiefly in social housing estates and neighbourhoods in former industrial areas and that they occur in high areas of both high and low demand”.90

Social housing and Life chances was a Housing Corporation part-funded project undertaken by Dr. Leon Feinstein and colleagues of the Institute of Education, University of London in 2007. Utilising information from the 1946, 1958, 1970 and 'Millennium' (2000) birth cohort datasets, the aim of the project was to clarify some important trends in the development of life chances amongst people who have experienced social housing tenure, and demonstrate the level of risk associated now with social housing. The objective was to test some important channels for effects and to compare outcomes for men and women at different ages, from different backgrounds and in different life circumstances. The analysis has provided some crucial insight into the various factors that combine to potentially sustain social exclusion and arrested social mobility, but suggest that further work is required on disentangling (or isolating) the

88 Transforming Places – Housing Investment and Neighbourhood Market Change (Bramley et al JRF 2007)

89 Respect and Renewal, a study of neighbourhood regeneration by David Page (Joseph Rowntree Foundation 2006)

90 Ibid
variable of social housing from other dynamics of multiple and deep social exclusion (such as unemployment, educational disadvantage, health, area and socialised contexts).

4.4 The housing association response

Housing associations have recognised, for some time the need to address the issues highlighted above and to tackle worklessness in the communities in which they operate, not only by embracing the mixed communities agenda but by delivering specific projects which can tackle the often considerable needs of residents. Many housing associations have significant ‘added value’ programmes which help to make communities more sustainable. Part 2 of this report considers the scale and nature of the housing association response to the concentrations of workless households in their homes and surrounding communities and examines the approaches they adopt in delivering projects to tackle worklessness.
Part 2: Housing associations tackling worklessness – the evidence
5. The scale of activity

Key findings

- Between 2003 and 2008, housing associations have or will have invested £209.5 million in revenue funded projects addressing worklessness by combining their own contributions with significant additional revenue funding;
- 874 projects were reported;
- Thirty-nine percent of projects address jobs and enterprise and 61% education and skills development;
- 8,000 non-construction jobs are being created through worklessness projects on an annual basis;
- 625 new start-up businesses a year are being assisted by housing associations;
- 26,000 training weeks are provided each year in the non-construction field;
- Almost 22,000 people benefit from confidence building personal and social skills development assisting ‘employability’;
- 19,000 people a year are assisted with training courses;
- Over 5,000 people a year are developing their numeracy and literacy skills; and
- One in 12 projects is delivered in partnership with business, one in ten with Jobcentre Plus and one in seven with schools, colleges and universities.

5.1 Introduction

This chapter examines the scale of housing association activity in tackling worklessness. It considers the levels of funding, key partners, groups assisted and the nature of the projects. Data was collected on two key areas, both of which reflect Local Area Agreement priorities and combine to address the needs of workless people. Data was collected on jobs and enterprise, including all projects where people are trained especially to get work (access to work courses for example, pre-employment training courses) and includes jobs created. Also included are business start-ups and support for developing local enterprises.

The impact of local labour clauses or employment arising from the core housing investment activities of housing associations are not included here nor are they addressed by this project. The jobs created that have been recorded are part of specific initiatives to tackle worklessness, as opposed to the indirect or natural impact of significant economic investment in an area.

The second key area of activity that is reported relates to educational and skills development projects. This includes education and training courses, including National Vocational Qualifications (NVQs), construction training (including youth construction training), foyers for young people, personal and social development, numeracy and literacy and Information Technology training.

This chapter records the combined findings of three studies, as set out in the methodology at 1.5 to present a national picture. In terms of the overall reporting of projects the housing associations were asked to record all projects that have, or will have,
commenced between 2003 and 2008 and the funding of them. In relation to outputs from these projects they were asked to report annual figures and one off outputs for each project. One off outputs relate to projects with a limited time scale that will not be repeated.

Output data is particularly understated with many respondents being unable to offer complete information on the outcomes of their activities. It would be fair to say that some housing associations found the data return a challenge and one of the messages of the focus groups was that there is an urgent need for a methodology which can capture this activity in a manageable and consistent way in the future. Many associations were unable to record detailed output data hence the number of unspecified entries. This means that the achievements of such projects could not be included in this report, although they will be evidenced on the ground.

5.2 Revenue funding 2003-08

As detailed in Table 5.1 below, between April 2003 and March 2008, housing associations will have invested £209.5 million on projects to tackle worklessness. 874 projects have been reported of which almost 533 (61%) are concerned with education and skills development and just over 340 (39%) with jobs and enterprise as shown in Chart 5.1.

Of the £209.5 million the associations contributed £104.46 million and raised additional funding from partners accounting for £105.06 million of total spend. Leverage of 50% through match funding has been achieved.

5.2.1 Internal funding

Where an association has recorded internal funding this may be funded through mainstream budgets such as housing management or maintenance or built into the business plan to be funded through rents and other resources. One or two respondents expressed some concern that this was not the correct use of rental income; however others noted that residents felt that tackling worklessness was an appropriate use of the association’s resources. This issue remains somewhat controversial however and subject to anecdotal evidence only. In order to overcome the shortage of funding (explored later in Chapter 7) some housing associations have established fund raising teams and charitable foundations that are able to raise funds to support this activity to supplement grant aid and to provide a more secure income stream once any grant has expired. Others are actively developing social enterprises to develop income streams to fund some of this work. 91

---

91 For further information see for example Cope, H Housing associations and social enterprise: Their role and potential in the South-East Region NHF/SEEDA (2005)
Table 5.1 Tackling worklessness overall revenue funding

<table>
<thead>
<tr>
<th>No of projects</th>
<th>Revenue HA £000's</th>
<th>Revenue Match £000's</th>
<th>Total Revenue £000's</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education and skills</td>
<td>532</td>
<td>25,510</td>
<td>45,755</td>
</tr>
<tr>
<td>Jobs and enterprise</td>
<td>342</td>
<td>78,944</td>
<td>59,306</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>874</strong></td>
<td><strong>£104,455</strong></td>
<td><strong>£105,061</strong></td>
</tr>
</tbody>
</table>

Chart 5.1 Worklessness projects by type %

5.3 Regional distribution

The regional distribution of projects varies significantly as highlighted in Chart 5.2. The North West, as reported in the original northern study, is the most active region in this field both nationally and of the three northern regions. This region is closely followed by London and then there is a more or less even distribution of activity between the Midlands, East of England and Yorkshire and Humberside. Lower levels of activity are reported for the South East and the South West regions. The distribution will be skewed by the uneven response rate to the request for data across the regions.
5.4 Working in partnership

Housing associations are working with a wide range of delivery partners and accessing many sources of funding, as illustrated in Chart 5.3. Local authority funding is the most common source of match funding (16%), followed by the European Union (14%) and the Learning and Skills Council (11%). The range of funding sources highlights the fragmentation of funding for this activity and the consequent inefficiencies that may arise from this. As reported in Chapter 7, the constant need to chase various sources of funding and to meet the differing requirements of each funder and funding stream can act as a barrier to more activity.
The housing associations reported engagement in a number of key Government initiatives in addition to working closely with local authorities and the Learning and Skills Council. These initiatives included: Modern apprenticeships, Action teams for jobs, JobFinder Plus, New Deal, Pathways to work, Progress to work, StepUp and the Working neighbourhoods pilot. Almost one in twelve projects are delivered in collaboration with the private sector including working with local business in delivering enterprise schemes and specific construction training and employment schemes. One in seven projects is undertaken in collaboration with local schools, colleges and universities. Partnership with Jobcentre Plus accounted for one in ten projects.

5.5 Assisting target groups

Over one third of projects are aimed at young people (34%) as shown in Chart 5.4. The respondents were asked to note those projects that were specifically targeted at disadvantaged groups. Ten percent of projects were aimed at people from minority ethnic groups, 9% at the lowest qualified and 5% were specifically for women.  

Help with childcare and transport costs

The literature review highlighted that transport costs and child care can act as barriers to workless people in taking up job opportunities. The housing associations reported that just under a third of projects offer help with child care, including costs or crèche facilities and over half the projects offer assistance with transport costs for attending interviews, work placements or training courses.

---

92 National study reported only, i.e. not including the northern regions or the East of England
93 Ibid
5.6 Jobs and enterprise

Chart 5.5 sets out the types of project reported to address employment and enterprise. Access to work courses include the development of life skills and prepare people for work by enhancing application and interview skills, for example, as opposed to training for specific or vocational skills. These accounted for almost one quarter of the projects. Unsurprisingly, construction jobs (those that specifically tackle worklessness as opposed to being the natural result of housing investment) also account for a significant part of housing association activity. Housing associations are also active in developing and supporting new businesses and social enterprises. This is a new and expanding area for them and one that will increase in the future. 94

![Chart 5.5 Jobs and enterprise by project type %](chart)

Output data

As noted above, two types of outputs are reported. Annual outputs which record outputs per annum and are expected to be ongoing and one-off outputs which record projects which have not, or will not, continue on a year-by-year basis. Care was taken by respondents to avoid double counting and to maintain an audit trail. Tables 5.2 and 5.3 show that almost 8,000 non-construction jobs are being created through worklessness projects on an annual basis and a further 2,749 were created on a one off basis in the period 2003-08. As noted above, much of the activity relates to initiatives that assist people into work by preparing them for employment. Over 7,300 people a year have access to such training and over 1,400 placements have been recorded annually. In relation to enterprise, some 625 new start-up businesses a year are being assisted by housing associations. New enterprises are also being created.

94 Op.cit 90
Table 5.2 Jobs and enterprise - Annual outputs

<table>
<thead>
<tr>
<th>Total number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of (non construction) related jobs created</td>
</tr>
<tr>
<td>Number of people trained to improve their access to jobs</td>
</tr>
<tr>
<td>Number of businesses or enterprises advised</td>
</tr>
<tr>
<td>Number of construction related jobs created</td>
</tr>
<tr>
<td>Number of placements created</td>
</tr>
<tr>
<td>Number of start-up businesses assisted</td>
</tr>
<tr>
<td>Number of new enterprises created</td>
</tr>
<tr>
<td>Number of jobs created by a new enterprise</td>
</tr>
</tbody>
</table>

Table 5.3 Jobs and enterprise - One off outputs

<table>
<thead>
<tr>
<th>Total number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of (non construction) related jobs created</td>
</tr>
<tr>
<td>Number of people trained to improve their access to jobs</td>
</tr>
<tr>
<td>Number of construction related jobs created</td>
</tr>
<tr>
<td>Number of placements created</td>
</tr>
<tr>
<td>Number of businesses or enterprises advised</td>
</tr>
<tr>
<td>Number of jobs created by a new enterprise</td>
</tr>
<tr>
<td>Number of people entering self-employment</td>
</tr>
<tr>
<td>Number of start-up businesses assisted</td>
</tr>
<tr>
<td>Number of new enterprises created</td>
</tr>
</tbody>
</table>

5.7 Education and skills

Chart 5.6 details the percentages of the different programme types. Practical skills projects are the most commonly reported, followed by projects offering life long learning and information technology skills. Projects reported include foyers for young people which offer accommodation with training and assistance with finding work; these accounted for 7% of the projects reported. 4% of projects are specifically aimed at young people who are not in employment, education or training (NEET). The lower percentage of construction training courses is explained by the fact that many of these projects are long-standing. Consolidation has taken place as several associations collaborate together to provide such training, as in the case of Fusion skills and the Notting Hill construction training initiative which are outlined below. These projects have only been accounted for once even when reported by more than one association.
5.8 Outputs

Tables 5.4 and 5.5 set out the recorded outputs for these projects. Whilst they are significantly under-recorded as noted at the outset, they do give some idea of the scale of activity. For example, almost 26,000 training weeks are provided each year in the non-construction field. Almost 22,000 people benefit from confidence building personal and social skills each year. 19,000 people a year are assisted with training courses. Over 5,000 people a year are developing their numeracy and literacy skills.

<table>
<thead>
<tr>
<th>Table 5.4 Education and skills – Annual outputs</th>
<th>Total number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of training weeks (non-construction)</td>
<td>25891</td>
</tr>
<tr>
<td>Number of people benefiting from projects to promote personal and social development</td>
<td>21785</td>
</tr>
<tr>
<td>Number of people trained</td>
<td>19346</td>
</tr>
<tr>
<td>Number of young people benefiting from projects designed to enhance/improve educational attainment</td>
<td>7776</td>
</tr>
<tr>
<td>Number of people benefiting from numeracy and literacy projects</td>
<td>5125</td>
</tr>
<tr>
<td>Number of training weeks specifically for IT</td>
<td>3999</td>
</tr>
<tr>
<td>Number of people obtaining other non-IT qualifications</td>
<td>3366</td>
</tr>
<tr>
<td>Numbers obtaining IT qualifications</td>
<td>2508</td>
</tr>
<tr>
<td>Number of people achieving Construction Skills Certification</td>
<td>2166</td>
</tr>
<tr>
<td>Construction training weeks only</td>
<td>2117</td>
</tr>
<tr>
<td>Number of people trained who obtained jobs</td>
<td>1783</td>
</tr>
<tr>
<td>Number of people achieving NVQs</td>
<td>1208</td>
</tr>
</tbody>
</table>
Table 5.5 Education and skills – One-off outputs

<table>
<thead>
<tr>
<th>Education and skills</th>
<th>Total number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of training weeks (non-construction)</td>
<td>19529</td>
</tr>
<tr>
<td>Number of training weeks specifically for IT</td>
<td>10012</td>
</tr>
<tr>
<td>Number of people benefiting from projects to promote personal and social development</td>
<td>6738</td>
</tr>
<tr>
<td>Number of people trained</td>
<td>5435</td>
</tr>
<tr>
<td>Number of people obtaining other non-IT qualifications</td>
<td>4503</td>
</tr>
<tr>
<td>Number of people trained who obtained jobs</td>
<td>2280</td>
</tr>
<tr>
<td>Construction training weeks only</td>
<td>1217</td>
</tr>
<tr>
<td>Number of young people benefiting from projects designed to enhance/improve educational attainment</td>
<td>823</td>
</tr>
<tr>
<td>Number of people benefiting from numeracy and literacy projects</td>
<td>360</td>
</tr>
<tr>
<td>Number of people achieving Construction Skills Certification</td>
<td>152</td>
</tr>
<tr>
<td>Numbers obtaining IT qualifications</td>
<td>138</td>
</tr>
<tr>
<td>Number of people achieving NVQs</td>
<td>67</td>
</tr>
</tbody>
</table>

5.9 Some summary case studies

The summary case studies that follow (in addition to the detailed studies at Chapter 8 and others which are integrated throughout the reminder of the report) offer a flavour of the projects that are being delivered on the ground.

5.9.1 Assisting people with disabilities

The Papworth Trust provides a range of training and employment programmes to help disabled people gain, or retain, work. These programmes include delivery of New Deal for Disabled people, WORKSTEP and a number of local authority funded programmes focused on work. WORK4YOU helps people with a learning difficulty gain work skills, work experience and to move into work. It runs a number of programmes (progression programmes) which provide independent living skills and vocational training. It also runs a rehabilitation programme for people with acquired disabilities, with over 90% of people returning to work, or being work-ready, by the time they leave the programme.

Advance’s employment support subsidiary, Work in Progress (WiP), was established five years ago. Originally a joint venture with another specialist RSL, WiP became a wholly owned subsidiary in 2006. WiP came about as a result of a strategic review within Advance. It was already providing housing and support and so it embarked on a strategy to improve people’s ability to access sustainable employment.

Five years on, following success in attracting a range of funding from DWP, central Government and the EU more than 1,100 people have been supported in getting into (or back into) mainstream employment. The single most important funding stream has been New Deal for Disabled People (NDDP). WiP has been successful in attracting NDDP.
contracts in the East Midlands, Bristol and its surrounding areas, Oxfordshire and Berkshire.

Southdown HA has delivered supported employment for the last ten years. It has a contract with West Sussex County Council to provide over 100 jobs a year for people with learning disabilities. Southdown also delivers a New Deal for Disabilities Employment contract working with people who can work for more than 16 hours a week. It operates two schemes, one funded through a Local Area Agreement and one through the Learning and Skills Council to provide basic skills training, volunteering, work experience and education.

5.9.2 Assisting people who are homeless

Thames Reach’s business plan has a target that 20% of all Thames Reach service users will be engaged in formal learning and/or employment by 2009. The Breakthrough Project will enable it to begin to identify and tackle the barriers for service users in gaining sustainable employment and a living wage.

East Thames Group’s Working Future pilot in East London is testing how low rents and better employment advice can help families in temporary accommodation find work. It is only a limited pilot project, but the results are striking.

Project description

East Thames Group, the Greater London Authority (GLA) and the London boroughs of Waltham Forest, Redbridge and Newham, are undertaking a two year pilot project, known as Working Future. Working Future’s primary aim is to increase employment levels among homeless families in leased temporary accommodation.

Problems overcome and solutions offered

Homeless households placed by local authorities in leased temporary accommodation can face very high rents. In London, rents for such households frequently exceed £300 per week and can exceed £400 in high value, inner-London authorities. Housing Benefit meets these rents, which often are set at the maximum cap for temporary accommodation and are usually in excess of local reference rents.

In order to tackle this trap, Working Future has successfully negotiated the use of block grant funding from the Government to reduce the high rent levels associated with temporary accommodation leased from the private sector. In doing so it is tackling the work disincentives of high rents, in a way that the project asserts is at the outset both cost neutral to the Treasury and income neutral to local authorities, housing associations and private landlords. The change in rent is combined with bespoke intervention with participating households to tackle other barriers to work through improving work and life skills, and supporting clients to access mainstream employment and training.
opportunities.

Working Future aims to change the lives of individuals and their families through employment. The project recognises that employment can bring a number of benefits, both economic and social gains such as: reduced child poverty, creating sustainable balanced communities, health gains and reduced risk of repeat homelessness. Employment also offers households a broader range of housing options to move on from temporary accommodation.

Achievements

To date Working Future has achieved:

- 40 clients into employment;
- 70 clients into training, work-placements or volunteering; and
- over 60 training provider links established.

Source Coming Home Housing associations’ contribution to reducing the use of temporary housing and tackling homelessness (LHF 2007)

5.9.3 Assisting young people

Ashram HA is currently running a series of NEET programmes. 80 young people have already graduated through this initiative. Its Community Design Workshops have been highly successful, providing over 50 South Asian women with skills in urban design. Ashram has also developed two DVDs in order to promote housing, health and social care as possible career choices. These DVDs have been circulated to a range of schools and colleges.

Entry to employment (e2e)

e2e is a work based learning programme aimed at unemployed 16 - 18 year olds who, for various reasons, are currently unable to access traditional training or education.

e2e helps young people build their confidence, and their basic and key skills. This improves their employability and helps them into vocational training and employment.

Several housing associations are engaged in this programme. Accent Community Partnerships is a partner in e2e in Bradford and Middlesbrough. It works with disadvantaged groups to help reduce the skills base gap. These are not just more training schemes. As well as teaching the technical skills to do a job, the courses help trainees

Cope H, Coming Home Housing associations’ contribution to reducing the use of temporary housing and tackling homelessness (LHF 2007)
develop the life skills that help them make a contribution back into the community.

Key to the success of these schemes is the role of mentors. They work on each individual scheme to ensure there is a support structure to maximise success in terms of people completing the schemes, and then moving into employment or more advanced training.96

5.9.4 Construction training

Notting Hill Housing Group’s Construction Training Initiative (CTI) was created in 1995, in response to the growing construction skills shortage, and to provide access to training opportunities on the Trust’s sites for unemployed customers. CTI has grown to become a partnership of more than 20 housing associations managed by Notting Hill and has been adopted as the preferred provider of construction training by six London Boroughs. The initiative works closely with all the Further Education colleges in North and West London and in other areas to provide the training whilst providing access to employment and training opportunities on a large pool of sites.

CTI trainees benefit from financial support and professional advice and guidance over a two to three year programme of support and training until they gain a level 2 or 3 trade qualification and become employed in the construction industry.

Fusion 21 an innovative construction procurement partnership was set up by a group of Merseyside housing associations. Together, they established a seven-year procurement programme for a £225 million refurbishment of homes across the sub-region. 55 projects valued at £42 million were delivered in 2005-06 alone. As well as tackling rising construction costs and local skills shortages, the partnership has also brought about sustainable improvements to the local community. For example, the partnership has indirectly supported the creation of successful local small and medium enterprises, giving proprietors the confidence to invest in their businesses, in the knowledge that there is an on-going and sustainable stream of work to support their enterprise.

Fusion 21 has assisted 531 people to obtain training and jobs and has also:

- delivered efficiency gains;
- brought about sustainable improvements for the local community;
- encouraged local enterprise; and
- developed a replicable model.

This has resulted in the Government creating a £33 million fund to create up to 40 consortia based on the Fusion21 model.

96 Source: Accent Community Partnerships (provided by them from their own website)
Accent Community Partnerships, a subsidiary of the Accent group, is engaged in a wide range of recognised projects that tackle worklessness. For example, its award winning YouthBuild scheme addresses a number of issues in inner city areas by providing a range of support mechanisms and incentives, including individual mentoring support, to ensure that traditionally excluded groups can gain access and complete training in industries in which they are under-represented. YouthBuild is supported nationally by a number of organisations. Accent Community Partnerships project manage the Bradford programme. The National Housing Federation now supports a regional YouthBuild coordinator for Yorkshire and Humberside.

5.9.5 Supporting social enterprise

Merseyside Single Procurement Vision (MSPV) is a 16-month project managed in partnership by the Riverside Group, the South Sefton Development Trust and Plus Group, with support from the European Social Fund. The aim of MSPV is to provide support to social enterprises, community businesses and voluntary sector organisations, to expand their trading activities and therefore enable greater employment and training opportunities in those neighbourhoods. By assisting these organisations to identify growth opportunities and providing them with the support to take advantage of these opportunities, MSPV is helping to strengthen Merseyside’s third sector enterprises. The project is furthering the sustainability of the social enterprise sector on Merseyside through the development of a sub-regional e-chamber. Within this programme, the Riverside Group is supporting 12 social enterprises through match-funded activity of over £800,000.

The project will access £1.6 million from the European Structural Funds. This raises the possibility of housing associations in the North West playing a greater role in delivering economic development programmes on behalf of regional development agencies and other public sector bodies who have traditionally worked through regeneration partnerships, local authorities or have undertaken delivery in-house.

5.9.6 A strategic approach training and entry to employment

Employment and training services are part of Family Mosaic’s core business. It delivers a comprehensive advice and guidance service through its pathways2work programme in partnership with its Opening Doors Resident Training Programme.

It offers training in relation to:

- security work (part funded by Family Mosaic and L.B. Southwark);
- customer service;
- first aid;
• food hygiene;
• IT;
• media;
• confidence and motivation skills;
• presentation skills; and
• work placement opportunities.

All trainees have an individual action plan and a personal advisor offers advice on career pathways, assists with CVs, application forms, interview techniques and potential job opportunities. This is a seamless process to support tenants up to interview. Travel costs, childcare and bursaries are also available.

Other initiatives include:

• working with specialist and mainstream colleges and organisations to provide the appropriate training;
• development of a volunteering project within the pathways2work programme;
• identifying the ‘hard to reach’ and those with multiple barriers to employment and develop a suitable programme to help them get nearer to the labour market and move off benefits;
• further developing a Job Brokerage service in partnership with Family Mosaic Social Enterprise – RESICO – run by tenants for tenants;
• partnership bids with other housing associations and with specialist providers; and
• making sure residents benefit from the training and employment opportunities leading up to the Olympics (in Olympic and non-Olympic boroughs).
6. Approaches to delivery

6.1 Introduction and overview

The previous chapter sets out the scale of housing association activity to address worklessness in the communities in which they operate. This chapter considers how housing associations are structuring these activities in terms of their overall operations and outlines their plans for the future.

The majority of housing associations that responded to the survey (78%) are currently engaged in projects to tackle worklessness. Of those that are not yet engaging with this agenda, 67% confirmed that they were making plans to move into this area in the next 12 to 18 months.

The sector appears to be moving from an approach based upon a series of local or individual initiatives to considering how worklessness can be integrated into the core business. That said, there was a minority of respondents who felt that tackling worklessness could divert them from the main business of providing homes and that their boards remained unconvinced that more should be done other than pursuing those activities that flow naturally from the housing investment programme, such as the use of local labour.

6.2 Strategic approaches

This increasingly strategic approach is illustrated by Chart 6.1. When asked whether their approach is viewed as a strategic part of the business or is based on local, ad hoc initiatives, 81% confirmed that the approach adopted was strategic. However, as Chart 6.1 illustrates 43% also confirmed an ad hoc approach. When questioned about this the respondents confirmed that their approach is evolving from one based on local, ad hoc projects to one that is based on strategic programmes of work built into the core activity of the organisation. Almost three quarters of the respondents have a formal delivery structure in place with some staffing resources ranging from one or two individuals to a complete team with, for example, a recognised Head of Employment and Training Initiatives. Sixty-three percent of housing associations have a written strategy document concerned with tackling worklessness and 59% a formal delivery plan against which they monitor their own performance.

Comments from the housing associations suggest that these plans are relatively recent and that the move from an ad hoc approach is evolving over time. Several respondents are reviewing their wider regeneration and sustainable community strategies, of which worklessness forms a part, in order to better respond to this agenda. Housing associations are (as discussed in Chapter 9) beginning to take on more specialist staff, to prepare a funding strategy and to embrace new and sustainable partnerships to deliver more jobs, enterprise and skills development in their communities.
Stock transfer housing associations

New stock transfer housing associations report that this is an agenda they will tackle further, once the organisation has met its promises in relation to Decent Homes. However, several LSVT associations did report that job creation and training was integrated into the contracts for refurbishment programmes.

More mature LSVT associations, however, evidence a high level of commitment and achievement in relation to tackling worklessness. Several noted that the concentration of stock and the fact they inherited (in the main) good relationships with the local authority had enabled them to intervene effectively in this area.

An example of evolving to a strategic approach

Place for People Group’s (PfP) activities aimed at tackling worklessness have been developed over a number of years. Historically they were opportunistic and often linked to the ability to secure external funding. This approach proved useful in terms of developing an understanding of the issue and building a track record of successful delivery. However, this approach sometimes led to activities being focussed upon the priorities of the funding body rather than the needs of the Group’s neighbourhoods and customers.

As its understanding grew, it separated the work around skills and employability from the enterprise and business creation work stream as, although they are intrinsically linked and work hand in hand, they have a different focus and were growing at a pace which required further resources.

PfP now employs an Employability and Skills Manager and an Enterprise & Business Creation Manager who are responsible for project development, partnership working and
overall project management. These two staff members manage a sizeable project delivery team who are responsible for delivering specific projects.

Worklessness activity is part of the Group’s wider approach to neighbourhood sustainability. It is critical to the delivery of its aspirations for its customers and its neighbourhoods and is therefore integrated within its business planning approach, annual reporting and performance monitoring systems and processes. The next step is to develop a Group Economic Development Strategy which brings this work together and integrates it into all facets of the business.

A strategic multi-agency approach

One Housing Group, in London, has been building a social and economic profile of its residents for the past 4 years. It discovered that the key issue they faced was not necessarily about the lack of jobs, but lack of confidence, skills and qualifications, amongst other things.

Taking a strategic partnership and business focused approach, One Housing Group decided to establish a network of multi-agency partnerships with private, public and voluntary sector organisations to address the above issues and barriers to employment that its residents faced. It undertook a stakeholder analysis and various consultation and mapping exercises to understand the broader problems faced by its residents in achieving sustainable employment.

A key to its strategy in tackling worklessness was to build and develop an Employment and Training Services Register (database of residents seeking access to employment and training opportunities). Building the register involves marketing the Employment and Training Service to residents via mail outs, newsletters, door knocking exercises, community events, and through residents’ associations. Importantly, it also involves offering interviews to new residents on first lettings.

All partners complete and sign a Partnership Agreement which sets out the role of partners and detail expected outcomes and reporting structures. Key partners to date have included Camden Council with whom it delivers the Camden Housing and Employment Project; Tribal Consulting – delivering a range of opportunities in construction; Kennedy Scott – delivering security training for women; West Ham and Plaistow NDC – developing in partnership the Summer Soccer Scheme to provide residents with qualifications and volunteer opportunities in football coaching; Westminster Kingsway College – delivering training and job brokerage opportunities in both the Transport and Hospitality industries.

Over 400 residents have signed up to One Housing Groups Employment and Training Service to date.
6.3 Methods of delivery

Housing associations adopt a range of different roles in tackling worklessness, these include:

- employer/indirect employer;
- direct provider/leader/initiator;
- intermediary/signposting role; and
- partner of those with specialist knowledge and others.

Some embrace all these roles, while others are taking deliberate steps to adopt one rather than the other.

6.3.1 Employer/indirect employer

Organisational growth is clearly assisting some housing associations to tackle unemployment by employing local people with a wide range of skills and job types, e.g. trades, secretarial, administrative, professional and clerical or caretaking, for example. Some are offering apprenticeship schemes where young people have the opportunity to learn trade skills such as general maintenance and repairs, electrics, carpentry, plumbing, plastering and gas servicing within the organisation.

Although this research is less concerned with the direct role of housing associations as employers, many respondents noted that they are actively training residents and members of the local communities in which they are based to enable them to take on employment within the association. This is particularly the case where housing associations have in-house maintenance services and provide housing with care and support. They are also using internal skills and resources such IT and finance to help to train those who are interested in developing these skills.

Volunteering

A number of housing associations reported the development of volunteering schemes, in addition to part-time working, through the Slivers of Time initiative as a means of engaging workless residents (see section 9.3).

6.3.2 Direct provider/leader/initiator

Although the most significant impact on job creation comes from growth in the local economy through increased business and enterprise, many housing associations adopt a leadership role, as evidenced by the detailed case studies in Chapter 8 and the summary case studies included throughout this report. In this case the association has developed a vision and commitment to tackling this agenda usually driven by the circumstances of residents or arising from a lead role in a major regeneration scheme. Having identified the need for job creation and training and skills development it has then instigated a programme and engaged other partners, sourced finance and dedicated staff resources to this activity. There is usually a strong corporate commitment driven by the Board through the Corporate and Business Plans and possibly championed by an individual within the organisation. Furthermore, tackling worklessness has developed naturally from the role of managing neighbourhoods. The most mature in this field have established
dedicated teams and subsidiaries to undertake this and other community related investment activity. Notting Hill Housing Group, for example, has a dedicated employment and training initiatives staff of 13 members.

6.3.3 Intermediary/signposting role

Some housing associations have taken a leadership role but are now moving towards a more intermediary role whereby they assist individual residents to move onto programmes and courses organised by other bodies such as the statutory agencies and the specialist providers in the private or voluntary sector. In this case, the growing competition, in what is becoming a crowded marketplace, has often brought this about. These associations feel that it is inappropriate to staff up to compete with specialist providers of large contracts and prefer to take this intermediary role. Others have never taken a lead role, preferring the intermediary role from the start. The majority of housing associations however, do signpost residents to other appropriate services as part of their core management activities.

One example is the London and Quadrant Group which has engaged an experienced specialist manager who will lead its new programme. Its job brokerage approach means that it will work with existing partner organisations able to deliver support, training and employment opportunities and, more importantly, have the funding to do so. It believes that acting as an intermediary to engage with residents and facilitate opportunities for them is a more practical approach than direct delivery in a competitive funding and delivery scenario.

6.3.4 Partner of those with specialist knowledge and others.

Partnership is the main vehicle through which the initiatives detailed in the previous chapter are delivered. Whether as a lead partner, as a member of a wider partnership, from those dedicated to delivering a particular initiative, to Local Strategic Partnerships and large scale regeneration partnerships, housing associations recognise that the complex needs of some of the most disadvantaged residents cannot be met without the appropriate intervention of a well co-ordinated range of agencies. A huge range of partners was reported, in addition to the key partners highlighted in Chapter 5.

These range from the local authority or Jobcentre Plus, educational institutions, local business, large corporate bodies through to specialist training bodies and small charitable providers. The partnerships work in many ways but the key mechanisms for success fall into five key areas and are discussed in detail in Chapter 9.

6.4 Staffing structures

Housing associations are diverse organisation and are no less so when it comes to staffing structures. These vary considerably according to the size, aims, and geographical spread of the organisation. This diversity is reflected in how housing associations organise the delivery of the worklessness agenda. As noted, many initiatives have arisen through involvement in major regeneration programmes and as a result, the worklessness
strategy forms part of a wider regeneration strategy and may be delivered through the regeneration team.

In other cases, this activity remains in the domain of an operations director with responsibility for mainstream housing management. In other cases specialist teams are being formed to manage this work. In particular, in the last decade or so, many housing associations have established community investment/community development teams charged with tackling worklessness through partnership projects. These are, in some instances, beginning to form the kernel of a specialist training and employment team. Neighbourhood teams often have this role built into the local management responsibilities, although it may be centrally co-ordinated.

Given that the majority of housing associations appear to be willing rather than reluctant embracers of this agenda (as evidenced in the previous chapter) and given their plans for the future it is likely that the performance of the sector in tackling worklessness will increase considerably over the next couple of years. There are barriers to be overcome however, as discussed in the next chapter, and policy changes are also required to smooth the path to the expansion of this role, as discussed in Chapter 10.
7. Barriers to further activity

7.1 Introduction

Clearly, there are significant issues about economic development in deprived areas that impact on worklessness among social housing residents that are beyond the scope of this research. There is, for example, an overriding need for entry level jobs for people that have low skills levels or who have not worked for some years. Furthermore, it is clear from the literature review (and in a number of responses to the questionnaire) that in some households or families there may be many generations of people who have not worked and this lack of a role model can in itself act as a barrier to working. There are however a series of barriers that are perhaps more easily addressed and directly impact on the ability of housing associations to tackle worklessness.

The nationwide survey was sent to 283 housing associations and achieved a response rate of 55.55% (157 organisations). The survey found that difficulty in obtaining funding is seen as the most important barrier to delivering more projects to tackle worklessness (89.6% of respondents felt it was a quite important or very important barrier). This was followed closely by lack of expertise or other resources and capacity (81.7% felt that this was quite important or very important). Other factors included:

- incentives that remain in relation to rents and the benefits regime;
- a seeming lack of awareness by some organisations of the potential role of housing associations to contribute to this agenda;
- the challenge of breaking through the barriers experienced by residents; and
- the co-ordination and commissioning of projects and partnerships.

7.2 Funding

The difficulty of accessing external funding for this type of activity is the critical problem as illustrated by Chart 7.1. More funding is required over a longer period. The many sources of funding reported in Chapter 5, illustrate just how fragmented funding for this work is. Each funding stream has different requirements, administrative reporting and bidding mechanisms and as a result there is an intensive use of staff resources to access funding. This can lead to inefficiencies and certainly frustrates progress. Delivery mechanisms can be fragile and once a scheme is lost owing to lack of funding, it is virtually impossible to restart it.
Furthermore, most worklessness programmes are match funded with external contributions so that they are limited by the priorities of funders in terms of both beneficiaries and geographical areas, which may not coincide with the needs of residents.

There is no specific funding to enable the sector to deliver. The mainstream funding structures such as the supported housing programme or the National Affordable Housing Programme do not incorporate funding for worklessness activities. It is also worth noting that the division of funding sources tends to be reflected in organisational structures which can also hamper attempts to deliver greater joint working between development teams (responsible for procurement) and community investment teams working with residents.

**7.3 Other resources and capacity**

Inadequate funding and the inability to support more staff with specialist skills limits housing associations’ expansion of existing provision and the development of further initiatives to support the worklessness agenda. The issue tends to be more one of staff time, however, rather than expertise, as housing associations are working in partnership with those with the skills – but getting projects off the ground is very time-consuming and resource intensive.

Many associations are offering outreach services in the community which is also labour intensive but necessary to gain the confidence of residents and to build a relationship with them.
Geographical spread

In some associations the housing stock is widely dispersed which makes it more difficult to have sufficient local presence to work effectively with key partners to address worklessness. Furthermore, in rural areas there are pockets of isolated deprivation making delivery of any potential project very difficult from a geographical point of view.

7.4 The benefits regime

The impact of the poverty trap is well understood. Government has taken steps to address disincentives to work occasioned by the benefits system. Nevertheless, associations reported that community perceptions and understanding of the impact of additional income earned on the eligibility for and the amount of benefits received remains an issue. This is despite the fact that virtually all housing associations offer benefits advice or signpost residents to agencies that do. In some areas, notably London, higher rents are making it particularly difficult for some residents to escape benefit dependency.

In recent years the flexibility of local benefits offices in helping people through the process of getting into work has reduced. If benefits could be tapered off more slowly this could encourage more people into work. This is closely allied to the issue of overcoming barriers to work with the residents themselves. It is critical to understand that when people have lived for generations in households where no one has worked that the shift into work is difficult for people to make.

7.5 Awareness of the potential role of housing associations

The recognition that housing associations can have an effect on something that is not primarily a housing issue remains patchy. Knowledge of what housing associations can bring as partners, or are capable of instigating and leading, needs to be further developed.

The role that housing associations can play in providing access to local communities, and their ability to influence local employers through existing partnering arrangements, is not sufficiently recognised and, in some parts of the country, associations are not yet seen as agencies for regeneration (rather, merely as housing providers) by other services. There is a need to raise awareness of this potential, so that the benefits of joint working can be fully realised. Residents may be more willing to work with housing associations as ‘trusted intermediaries’ than deal with statutory providers. This is one of the great strengths of the sector. Access to residents through newsletters alone could reach literally thousands of workless people.

Housing associations are not always able to compete with established providers of employment and training schemes for funds. In London for example, some associations reported that they had made several attempts to obtain funding from significant agencies and although some have managed to get funding on an individual basis, very often for construction training or foyers which assist a more limited section of the community, major commissioners are less likely to view housing associations as providers. At the
same time, housing associations need to illustrate further that they can deliver in this sector – the quality assessment and audit requirements are extremely high, and so there is a classic ‘chicken and egg’ situation.

7.6 The barriers experienced by residents

Although some of the more mature players reported that there were no problems engaging with residents on this issue and that worklessness initiatives are oversubscribed (for example, one association reported that it had received over 900 applications for ten modern apprenticeships) others felt that the benefit regime, as noted above, combined with issues to do with motivation, self-esteem, and geographical boundaries remain an issue.

There are the initial issues to overcome concerning communication and how opportunities are marketed to residents; what works in one neighbourhood does not necessarily work in another. There may be language or cultural barriers or literacy problems. Disability and/or disadvantage can create its own barriers – physical and geographical issues for instance.

Some associations felt that in very deprived communities the journey of getting into work from worklessness was a challenge especially for those households with dependents such as children or caring responsibilities. There is a genuine nervousness, not just about loss of benefit, but about what might happen if they lose their job. The risk of engaging in work for some is perceived as very great - the leap to self-sufficiency quite frightening.

In the case of disability, recent research carried out by the Papworth Trust 97 highlighted the issue of aspirations and expectation of work as being a barrier for some disabled people (especially people with a learning disability). Work has not been an expectation for some disabled people during and after school; others also have a perception that they will remain better off on benefits as opposed to being in work.

7.7 Coordination and commissioning

The survey found that 126 respondents (80%) felt that there could be better engagement with housing associations in partnerships. A lack of joined up thinking at a local level between different statutory, private, public and voluntary organisations can make it difficult to engage effectively with residents on a long-term basis and increase their participation in the local economy. Far more could be achieved if partnerships became more effective.

Dissemination

Sharing and exchanging information on local activities is sometimes ad hoc leading to both gaps and overlapping provision. A structured approach to organising activities and sharing information could improve this (perhaps led by local authorities). As highlighted in Chart 7.1, the wider dissemination of good practice is perceived as important or very

97 CREATE research project, Cambridgeshire research into the education, employment and training needs of disabled people Papworth Trust (2007)
important by almost 80% of respondents. Such an approach may also help to address competition for limited funds and ensure that all of the available resources are used most effectively. Effective implementation of the changes to local authority funding (based on LAAs) to ensure a coordinated approach to developing and supporting neighbourhoods is however, viewed as likely to achieve a significant improvement in this. Improved, more holistic commissioning processes which encourage integrated, joined up working across professional boundaries could also assist.
8. Detailed case studies

The 16 case studies offered in this chapter illustrate a range of projects across all nine regions of England. The lessons from them are considered further in Chapter 9. Many case studies were available for this report, some of which have already been widely disseminated elsewhere. These particular case studies were chosen as examples of schemes that could be replicated elsewhere and could offer some lessons on what works well. Most of the case studies have had or will have a significant impact in the areas where the projects operate and can demonstrate measurable outcomes for the area and the beneficiaries. These case studies also contribute some new approaches that go well beyond the traditional field of construction related activity. Furthermore, the inclusion of some demonstrates the diverse needs that are being met including those of the most vulnerable individuals.

<table>
<thead>
<tr>
<th>RSL</th>
<th>Project</th>
<th>Govt. office region</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Accord Housing Group</td>
<td>Walsall Housing and Regeneration Agency</td>
<td>West Midlands</td>
</tr>
<tr>
<td>2. Catalyst Housing Group</td>
<td>Jobs4U</td>
<td>London</td>
</tr>
<tr>
<td>3. Gentoo Group</td>
<td>Enterprising futures in the North East</td>
<td>North East</td>
</tr>
<tr>
<td>4. Hillside Housing Trust (part of the Hyde Group)</td>
<td>Regenerating Stonebridge</td>
<td>London</td>
</tr>
<tr>
<td>5. Kush HA</td>
<td>Assisting vulnerable people from the Afro-Caribbean community</td>
<td>London</td>
</tr>
<tr>
<td>6. LHA-ASRA</td>
<td>Strategic approach to tackling worklessness through a social enterprise</td>
<td>East Midlands</td>
</tr>
<tr>
<td>7. Look Ahead Housing and Care</td>
<td>Skills development work with homeless and vulnerable people</td>
<td>London</td>
</tr>
<tr>
<td>8. Midland Heart</td>
<td>A strategic approach to employment for vulnerable people</td>
<td>West Midlands</td>
</tr>
<tr>
<td>9. Moat Housing Group</td>
<td>Working with the National Skills Academy</td>
<td>South East</td>
</tr>
<tr>
<td>11. Pennine Housing 2000</td>
<td>More than bricks and mortar – construction training</td>
<td>Yorkshire and Humberside</td>
</tr>
</tbody>
</table>
Case study 1: West Midlands

Accord Housing Group and Walsall Housing and Regeneration Agency

What is offered

With support from Walsall MBC’s SRB 4 programme, Accord Housing Group set up Walsall Housing and Regeneration Agency (WHRA) which is a charitable community organisation) in 2000, with Caldmore Housing Association and Walsall MBC. The main objective of WHRA is to engage in enterprise, employment and training projects for the relief of poverty and disadvantage in Walsall.

WHRA has managed several regeneration and enterprise projects including:

- Walsall Partnership Foyer which provides support services for young people including tenancy, employment, education and training advice. The accommodation team currently supports 20 tenancies in the Darlaston / Walsall areas;

- Darlaston Online (ICT resource centre and internet cafe) which provides much needed education to adults in the community (Learn Direct courses, training provided by Walsall College, ESOL & ELLIS courses) and the Centre employs an experienced Information, Advice & Guidance Officer;

- The Neighbourhood Resource Centre for Central England (NRCCE), a Centre of Excellence working in partnership to help people build safe, friendly and cohesive communities by providing specialist training, support and advice services. The NRCCE is based at the Innovation Works @ Rubery Owen (IW@RO), a business enterprise and managed workspace centre which is scheduled to open fully on 1 October 2007. WHRA owns the buildings accommodating Darlaston Online and the IW@RO; and
• helping to secure the future of the organisation through asset ownership.

How it works

Accord set up WHRA and has acted as a guide and mentor throughout the development of the charity and its projects. The Chief Executive of Accord is the Chair of the WHRA Board of Management. Accord provides back-office financial management, Human Resources and marketing services to WHRA and has also provided technical support for the organisations two capital development projects (Darlaston Online and IW@RO). Other Accord members of staff are also engaged in the planning, management or delivery of WHRA projects. Following initial negotiations, WHRA was set up as a joint venture company.

Partners

WHRA itself has three member organisations Accord and Caldmore housing associations and Walsall MBC. IW@RO involves Advantage West Midlands, Business Link West Midlands, Walsall College, the Walsall Social Economy Centre and a partnership is being developed with One Central Park (a cutting edge business enterprise and incubation centre in Manchester). Darlaston Online has partnered with Government Office WM and contracts with the Learning and Skills Council, Learndirect, Walsall College and Connexions

Funding

A wide range of capital and revenue funding sources has been accessed for this initiative. Some key sources of revenue funding include:

• WHRA SRB funding of £714,000;
• NRCCE has attracted £805,000 from ODPM/CLG;
• Darlaston On-line has attracted £291,000 from the EU; and
• Darlaston Foyer has received £346,000 from a range of sources including the EU and Connexions.

Why it works

• Strategic intervention based on partnerships;
• Long-term and substantial funding;
• The legal form has ensured that the partnership has functioned effectively from the beginning within the parameters of the legal agreement;
• All parties, regardless of the involvement and funding contributions, have an equal say in the running of WHRA; and
• On specific projects other specialist partners have been or remain involved. This has ensured that relevant expertise and resources have been available from organisations external to WHRA which would not have been the case had the partnership been limited just to WHRA.

Achievements

The following are the outcomes and outputs of just three of WHRA’s projects.

Darlaston online
For the calendar year 2006, there were 720 male & 483 female users of the centre (109 undertaking Learndirect courses, 54 attending Walsall college courses, 899 using the cyber café and 141 visiting the centre for other reasons).

**Qualification achievements to date:**

<table>
<thead>
<tr>
<th>Course Type</th>
<th>Achievements</th>
</tr>
</thead>
<tbody>
<tr>
<td>In Jobs</td>
<td>5</td>
</tr>
<tr>
<td>National test pass - Literacy, Level 1</td>
<td>7</td>
</tr>
<tr>
<td>National test pass - Literacy, Level 2</td>
<td>6</td>
</tr>
<tr>
<td>National test pass - Numeracy, Level 1</td>
<td>4</td>
</tr>
<tr>
<td>National test pass - Numeracy, Level 2</td>
<td>5</td>
</tr>
<tr>
<td>First aid</td>
<td>9</td>
</tr>
<tr>
<td>Literacy entry L 1</td>
<td>25</td>
</tr>
<tr>
<td>Numeracy entry L 1</td>
<td>9</td>
</tr>
</tbody>
</table>

**The Foyer in Walsall**

For 2006-07, 12 young people are now in training or employment sourced by the Foyer. The total numbers of young people supported through Connexions funding is 41. 133 young people have been offered advice and guidance on training, employment and housing.

**NRCCE**

Between 2004 and 2007, 93 courses have been provided with over 1,000 people attending training.

---

**Case study 2: London**

**Catalyst Housing Group - Jobs4U**

**What is offered**

Catalyst Housing Group has a strategic approach to tackling worklessness through a wide range of partnerships. Working with local residents, statutory and voluntary agencies it promotes community cohesion, social inclusion and economic development. The programmes are either delivered directly by Catalyst Communities or through accessing funding from a range of sources and building partnerships with a wide network of regeneration agencies.

The West London Economic Development Strategy (2004) refers to the real and potential role of housing associations in improving residents’ access to affordable housing and employment. Catalyst Housing Group works with the L.B Ealing’s Local Strategic Partnership in contributing to the Boroughs’ floor targets for Employment and Enterprise.

Jobs4U is a two-year employment skills and training project aimed at assisting long-term unemployed people in the London Borough of Ealing to get back into the labour market.
Jobs 4U works with residents to offer:

- one to one job search;
- help with preparing an effective CV and completing application forms;
- preparation for interviews;
- help to develop new skills; and
- work placements.

How it works

The project, which started in October 2006, is being delivered by Catalyst Housing Group in partnership with Action Acton, Heathrow City Partnership and Ealing Community & Voluntary Services (CVS).

Funding

Catalyst receives £83,000 from the European Social Fund and the Neighbourhood Renewal Fund to deliver its component of the project.

Why it works

- Delivered in partnership;
- Secure funding through range of partners;
- Access to the community owing to the landlord/tenant relationship;
- Supply chain provides opportunities for people to gain work placements and jobs; and
- Outreach sessions are held in a number of community centres which Catalyst owns and manages on its various housing estates.

Achievements

Catalyst has recruited 80 people to the project. The majority of these people come from black and minority ethnic communities.

Case study 3: North East

Gentoo Group: Enterprising futures in the North East

What is offered

Gentoo Group’s ‘Enterprising Futures’ programme is designed to put starting and owning a business within the reach of everyone in the City of Sunderland.

How it works

Staff identify individuals with business ideas especially those who may be disabled or
disadvantaged. They assist them to develop those ideas, turn them into business plans, identify funding opportunities and generally support them to get the business up and running. Gentoo also works with smaller businesses in the City to assist them to become ‘approved suppliers’ and to help them through the procurement process in order to gain contracts for work from Gentoo. Gentoo is also working with local partners to develop Social Enterprises.

Gentoo works in partnership with Social Enterprise Sunderland, Social Firms North East and Mental Health Matters, the City Council, Business Link and a number of Voluntary and Community organisations and Social Enterprises. It also employs two workers through Social Enterprise Sunderland and Social Firms North East, both of whom are based at Gentoo.

**Funding**

The programme is supported by Neighbourhood Renewal Funding of £144,000 over 18 months

**Why it works**

• Partnership with other organisations maximises the impact of intervention;
• Partners have the knowledge, skills, expertise and networks that support the programme;
• Gentoo has the access to the community to engage participants;
• The Steering Group for the programme comprises representation from all the partner organisations; and
• There is detailed monthly monitoring of the progress of each business i.e. aims and objectives established, business plan developed, marketing plans, funding achieved, trading commenced and so on.

**Achievements**

Since the programme commenced 18 months ago, 58 businesses have been established; by the end of 2007, that number will increase to 80.

---

**Case study 4: London**

**Hillside Housing Trust (part of the Hyde Group) – regenerating Stonebridge**

**What is offered**

Hillside is a registered subsidiary of the Hyde Group in London which is well known for its commitment to economic and social investment through Hyde Plus. Hillside was established following Hyde’s selection by the Stonebridge Housing Action Trust (HAT) as the successor landlord for Stonebridge. The neighbourhood totals 1,100 homes. As with most HATs significant prominence was given to economic and social regeneration from the outset and considerable and long-term resources have been invested in this activity.
How it works

Hillside maintains this focus through a dedicated staff team and budget. It has also ensured the creation of specific facilities across the redevelopment programme which, in addition to other priorities such as sports, provide for youth and training and employment initiatives. Partnerships deliver the services and there is customer involvement in their development and management.

Funding Details

Over the past ten years the annual budget (on average) has varied from £900,000 to £1.6 million. In addition to this spend it is worth noting that Hyde Plus’ core budget for the remainder of the Group is a further £640,000 for 2007-08 alone.

Why it works

• Physical regeneration offers inherent opportunities to enhance value through social and economic regeneration and community capacity building. Significant long-term revenue funding has followed capital investment and was built in from the start;
• Initial community development approaches (in the broadest sense) have been vital in embedding later work around employment (as the Working Neighbourhoods Pilots have also evidenced);
• Fully integrated with the service culture and ‘offer’ and part of Hillside’s ‘community anchor’ role;
• Recognition from the outset that worklessness and youth development requires intensive intervention;
• Range of partnerships in place to address multiple deprivation; and
• Strong link with the change of place, through the physical regeneration programme.

Achievements

While outputs are not immediately high with a customer base where unemployment has become embedded within the community, there has been a reduction in the unemployment rate in Stonebridge compared with the ward average.

Hillside has been able to influence other partners to return to, or commence delivery in, the neighbourhood. Retention rates in training and in jobs are now much higher than they were.

Case study 5: London

Kush HA assisting vulnerable people from the Afro-Caribbean community
What is offered

The AKABA project in Hackney was established by Kush, part of the Places for People Group in September 2003. Young African & Caribbean men have one of the highest levels of unemployment for all population groups – nearly one third of men aged 20 – 24 being unemployed.

How it works

A pilot project in 2001-02, Unlocking Potential, led to the AKABA partnership with Kush as lead agency drawing together the partners and procuring the funding to deliver. Kush manage and deliver the project, employing the staff and providing the financial and performance management functions.

Partners

- Kush Supported Housing and Outreach Services (the lead agency where the AKABA employment worker(s) are based);
- Access Employment (with responsibility for providing job preparation training and for helping the men to find paid jobs);
- Mellow (responsible for delivering shared learning seminars twice a year and for providing links with the local community); and
- Sainsbury Centre for Mental Health (SCMH) (responsible for the evaluation and contributing to the shared learning seminars).

Funding

The project was initially funded by the London Development Agency (LDA) and has recently secured Big Lottery ‘Reaching Communities’ funding of £129,400 over two years.

Why it works

- A key feature of the project has been the provision of ongoing and intensive emotional support and guidance;
- The Employment Development Workers work on a one to one basis to motivate and encourage the service users;
- They work closely with them to identify their goals and support needs and to develop an individual action plan;
- The AKABA service is promoted to employers by the Employment Development Workers who seek out job opportunities tailored to individual service users' aspirations. They also support employers who recruit AKABA clients and will advise on reasonable adjustments and positive supervision where appropriate; and
- The project ensures that service users are involved in all aspects of service development, delivery and evaluation of the programme and in conjunction with other Kush staff, peer support will be established for the service users.

Achievements

- 280 disadvantaged people engaged;
- 110 service users into learning or training;
Case study 6: East Midlands

LHA-ASRA: strategic approach to tackling worklessness through a social enterprise

What is offered

LHA-ASRA supports the formation and growth of social enterprises across the East Midlands primarily through the TREES Group, with the intention of improving life chances and social outcomes for the communities within which it works.

LHA-ASRA and Newlife Regeneration which is part of the TREES Group have been working in partnership since 2000. Newlife Regeneration is a social enterprise based in Leicester and working in the counties of Nottinghamshire, Leicestershire and Northamptonshire. Newlife’s aims include:

- the training of previously unemployed people to develop as construction workers; and
- constructing new buildings, refurbishing older ones, re-let repairs and delivering modernisation as part of the Decent Homes programme.

How it works

Newlife is a regeneration organisation working in both physical and social regeneration, seeking to ensure that where it is working on the physical fabric it offers opportunities for local people and business to benefit. The activities include work with schools, colleges, training and employment.

Trainees are able to develop their skills, acquire qualifications and work permanently for Newlife or join other companies in the industry. The company believes in investing in the local areas where it works, partly through procurement and local workers and partly through recruiting new trainees in these areas. Newlife works in partnership with LHA-ASRA, Leicester City Council, the Learning and Skills Councils, and a number of local authorities and social enterprises throughout the region.

Funding

As a social enterprise Newlife needs to make a financial surplus to remain viable.
However, it seeks to generate social benefits too

**Why it works**

- Determination on the Part of LHA-ASRA to develop subsidiary social enterprises to tackle regeneration and decent homes activity;
- Sustainable funding and delivery through a social enterprise approach;
- Partnership with a range of local authorities, agencies and contractors across the region; and
- Locally based which attracts and maintains the confidence of local participants.

**Achievements**

An evaluation was commissioned from PEP in 2005, which measured the social impact of Newlife’s activity and to enable the company to identify appropriate measures for success. All the targets are met or exceeded.

The evaluation also found that:

- the company estimates that is has delivered savings to the Treasury in the order of £500,000 in benefits saved and taxes paid in 2005;
- the organisation has a good reputation with partners for delivering a quality product while training the next generation of construction workers; and
- the company is able to compete with traditional contractors and provides good value for money in its tenders

Source: An evaluation of the social impact achieved by Newlife Regeneration in 2005, Tim Morton (PEP February 2006)

---

**Case study 7 – London region**

**Look ahead housing and care: Skills development work with homeless and vulnerable people**

Look ahead housing and care, based in London, is a provider of quality housing and care services which provides support to over 3,000 people across London and the South East, including some of society’s most socially excluded and hardest to reach individuals.

**What is offered**

- Access to basic life skills training; and
- Access to educational training, employment and business enterprise opportunities within the local area.

**How it works**
The teams work with individuals in a comprehensive way to address the traditionally separate areas of education and employment, resettlement and user involvement in order to address the holistic needs of its customers. Individual plans are created.

Look ahead has entered into a range of long-term and productive partnerships with the business sector and others which has delivered a range of benefits. Through partnership and corporate involvement Look Ahead:

- funds additional hostel facilities including libraries, IT suites and access centres;
- can harness the skills and expertise of graduate employees who run C.V. surgeries, support interview preparation and help to refurbish facilities; and
- proactively changes negative stereotypes of the homeless, improving community relations between diverse groups.

Corporate partners include Lehman Brothers, L’Oreal, Chubb, M2 & Bradford & Bingley.

Education/employment partnerships

- The Inside Knowledge programme with City Lit College provides customers with the skills to work in the supported housing sector and offers formal accreditation;
- The Seeing is believing programme with Business in the Community enables customers to have direct contact with chief executives of multi-national companies, thus benefiting from inspirational mentoring, network building and work opportunities; and
- Links with Tomorrow’s People Trust, The Prince’s Trust and the Off the Streets and into Work project assist customers to access training opportunities, grants, work experience placements and in many cases paid work.

Funding

Look Ahead funds its Skills Development Services through Supporting People and direct grant funding from the CLG. The total amount of funding available in financial year 2007-08 is £675,000.

Why it works

- Skills development is an integral element of the supported housing service;
- Holistic approach to customers’ needs;
- Corporate involvement and support for the project;
- Significant long-term funding; and
- Effective partnerships.
Achievements

The approach offers a highly replicable model of skills development. Longer term sustainable outcomes include:

- 30% of all hostel residents access training and/or education opportunities as a result of their involvement with the skills development teams;
- in Bayswater Hostel, a hostel for young people, 50% of residents are currently engaged with education and/or training; and
- 15% of its hostel residents are currently in paid employment.

Case study 8: West Midlands

Midland Heart – a strategic approach to employment for vulnerable people

What is offered

Midland Heart is developing a community investment strategy which will help to transform lives and add value to its core landlord services. Focus Futures specialises in providing accommodation and support for the homeless, those with mental health and learning disabilities, older people and younger people. It manages more than 100 housing schemes that are home to over 6,500 people in need of care and support. Addressing worklessness is part of an overall programme of interventions and only a sample of activities is given below.

All customers receiving a support service from Focus Futures have a service user risk and needs assessment with a member of staff, this will flow into a support plan which will be regularly updated. The assessment deals with issues such as, offending, drugs and alcohol misuse, mental health - all of which have an impact on worklessness.

Foyer projects are also delivered which not only tackle worklessness but they are also supporting young people to maintain appropriate accommodation and to deal with a plethora of other issues that they may present.

Midland Heart is engaged in a range of joint working initiatives with outside agencies and support providers. This includes involvement in Access to Employment Groups. It also maintains a database of external support agencies and has outreach workers based within its communities.

How it works

Focus pathways employment business

The pathways employment business has been established to recruit and provide
temporary workers on work assignments within Midland Heart. The majority are within Focus Futures Care and Support projects although it also has temporary workers placed in administrative positions in a variety of departments within Midland Heart. It provides employment opportunities for local people, many of them from minority ethnic groups.

Business action on homelessness

Midland Heart works with Business Action on Homelessness (BAOH) delivering three to four programmes each year. BAOH receives referrals of individuals from Midland Heart. Each person has an assessment, and a two week work taster within companies like Cadbury and M&S. At the end of the two weeks there is the potential for this to become a temporary placement, and later, a permanent position.

Bismillah employment projects

The project engages and supports homeless people into employment through a variety of integrated approaches linking with their support workers, such as Connexions advisors. Linkage has been developed with Jobcentre Plus, a network of support agencies and local employers too.

The project supports homeless people aged between 18 and 50 to find employment. The key focus will be to increase the number of homeless people entering employment. The project intends to produce a directory for homeless people of support and information on moving forward into employment. An information centre, detailing what support is available and who is best to contact will be provided.

Intouch online

Intouch online, developed in 2003, is a community ICT learning centre based in Lower Stoke, Coventry. The centre is run through a partnership between Henley College and Midland Heart Limited. European funding supported the initiative for three years enabling new learners to receive free advice, guidance and support to assist their progression towards recognised qualifications.

Why it works

- Strategic and partnership approach leading to secure finding as in Intouch on-line;
- Significant core funding and engagement by the parent RSL;
- Excellent links with Jobcentre Plus;
- Close working relationship with Connexions with a combination of skills and knowledge upon which to draw;
- Support from local business as employers;
- Participation in local authority led Access to Employment Groups; and
- Outreach approach used to engage more successfully with digitally excluded groups by visiting residents in their own home.

Achievements

Focus pathways employment business
Over the past 12 months, 39 temporary workers have progressed into permanent positions within Focus Futures and Midland Heart operating companies.

Business action on homelessness

To date, 25 people have registered for placements. All completed the training, 24 were offered placements, 22 completed their placements and 11 started full time employment directly from the placement.

Intouch online

This year, the centre has enrolled 339 learners who are studying to attain a recognised qualification. Tracking learners’ progression once they leave is difficult. However, it is known that at least 18 learners have gained full-time employment owing to their qualifications.

Case study 9 – South East region

Moat Housing Group: Working with the National Skills Academy

• The National Skills Academy for Construction was launched in 2006 and aims to establish an Academy on all major construction sites in the UK. On-site project based learning centres will direct funding to where it is needed helping to alleviate skills shortages within the construction industry and to improve local employment prospects. The Stanhope Skills Academy was the first project in the UK to receive funding and be accredited by the National Skills Academy for Construction. A training centre is now on site, and a project training coordinator will be recruited to implement the training plan for Stanhope. As such, it is too early for an evaluation but offers an example of ‘work-in-progress’ on a significant nationwide initiative;
• What is offered; and
• Moat has entered into a Private Finance Initiative (PFI) to regenerate the Stanhope estate on the outskirts of Ashford in Kent, an area identified for growth. The partnership is known as Chrysalis. Moat’s partners include Gleeson Homes, Denne Construction, PRP Architects and Ashford Borough Council. Over a four year period Chrysalis will regenerate the estate including the provision of 442 new homes. There will be a new shopping centre and improved public areas. Moat will provide housing management services too. This project will create a high demand for local, skilled construction labour in the area.

The key elements include:

• curriculum support for Junior and Secondary schools. Projects are currently under way at Beaver Green Primary School at Stanhope;
- work experience opportunities on site for pupils aged 14-16 on construction related courses;
- work experience placements for trainees enrolled on full-time, further education construction courses;
- apprenticeships will be provided across all the main construction trades; opportunities for workers already on site to gain formal qualifications;
- employment opportunities will be advertised locally;
- links with Greenwich University have been established;
- support for local businesses involved in the project, which develops the skills of their workforce and leads to funding and training opportunities; and
- tackling barriers.

Difficulties were initially encountered in getting residents involved as there is a minimum qualification requirement of four GCSEs for the apprenticeships. Many of the Stanhope residents fall into the “hard to reach” category of workless individuals and lack this minimum qualification. Having identified the skills gap Moat is developing basic courses for skills such as basic Maths, English, C.V writing and interview techniques and will access funding from the Learning and Skills Council to aid this approach.

---

**Case study 10: East of England**

**Papworth Trust: Tackling worklessness and supporting people with disabilities**

**What is offered**

Foundations for Living provides 24 affordable wheelchair accessible properties with support in a town-centre location, which are integrated with 21 flats for sale. There is a Community Learning Centre (Saxongate) that provides space for meetings, learning and advice for the whole community.

Foundations for Living has been developed by the Papworth Trust, a disability organisation and RSL, through an innovative partnership with a commercial developer, Hill Residential and Huntingdon Regional College. The project provides independent housing for disabled people who had previously been living in a residential care home. Importantly, the project provides housing and a range of other services for disabled people through an integrated community-based approach rather than through separate services. The project demonstrates an innovative approach to the integration of accessible housing with housing for sale, and to addressing other areas of disadvantage for disabled people, including training, employment and inclusion in the community.

**How it works**

Foundations for Living provides:

- an accessible Community Learning Centre in terms of the physical environment and
the approach of staff in helping people access public courses;
• courses are offered in association with Huntingdon Regional College – academic and vocational;
• an Employment Partnership with the local college offers training opportunities in employment focused skills (e.g. IT skills); and
• a community support team liaises with local employers to facilitate employment opportunities for disabled people.

**Why it works**

• Fully consulting tenants at all stages;
• Supporting residents with a comprehensive transitions programme as they made the move to independent living;
• Businesses and local groups have ‘ownership’ of the project;
• Identifying town-centre sites to increase inclusion and integration;
• Developing Saxongate as an integrated provision for everyone in the community and securing the Regional College as a service provider;
• Finding the right development partner that shared the vision; and
• Strong leadership, project and financial management.

**Lessons for the future**

The Foundations for Living project demonstrates a number of innovative approaches which have helped address employment opportunities and other aspects of independence for disabled people:

• Having accessible housing and appropriate support provides a base from which disabled people can start to consider employment opportunities;
• The locality of housing is also key – placing supported housing in an urban context near to shops, offices, leisure and other services, and employment opportunities increases people’s ability to take up volunteering and work. This co-locality helps overcome the barrier that many disabled people experience with transport; especially when compared with disabled people living in a rural setting; and
• Where possible, vocational training and employment advice should be provided in an inclusive mainstream context, rather than specifically for disadvantaged groups. This will require working in partnership with local colleges and Jobcentre Plus.

**Achievements**

24 disabled people have moved from an out-dated residential care home in a rural location to living independently, with personalised support:

• A number of disabled people living at the scheme have started college courses at the Community Learning Centre, others are now volunteering and some are looking at employment opportunities;
• The level of support requested by individuals has also dropped significantly;
• Local employers have been asking for advice on improving access and for disability awareness training; and
• The regional college has experienced a significant increase in the uptake of courses by older people, single parents and people who are unemployed.
Case study 11 – Yorkshire and Humberside region

Pennine Housing 2000 – more than bricks and mortar

What is offered
Pennine Housing 2000 (PH2K) has created a team that works with local partners and contractors known as More Than Bricks and Mortar. It offers a range of initiatives aimed at tackling worklessness. Initially driven by the stock transfer improvement programme it has continued since. The project is designed to support people into training and work. The total level of inward investment delivered or supported by PH2K since 2001 is £3.4 million.

This case study touches on just three one element, construction apprenticeships.

How it works
Partners to this project include: Calderdale Council, contractor partners Lovell and Keepmoat, local and regional sub-contractors, Jobcentre Plus, Careers Service, CITB and Calderdale FE College.

Lovell and Keepmoat, with the in-house maintenance and improvement teams provided work placements and support with Lovell acting as the host employers for trainees. Mentoring was offered and the trainees were shared between the companies with rotation taking place on a three monthly basis. This exposed them to more workplaces, different company structures and procedures and enabled them to demonstrate their competency in the hope of securing long-term employment.

Main sources of funding
The apprenticeship scheme was funded partly by Jobcentre Plus and local employment funds secured through the EU and ‘Yorkshire forward’. Recruitment and support was funded by the council. Costs were also offset by the work undertaken by the apprentices.

Why it works
- A strategic approach has been adopted;
- The project is run by a dedicated steering group of partners;
- Agreements with partners were made before any work was carried out;
- The costs of apprentices are shared;
- The project utilises supply chains;
- A specific company ‘hosts’ the trainees;
- There is shared staffing and provision of work placements;
- External funding is sought by all partners;
- A mentor for all trainees is provided by one partner;
- Experienced staff were recruited to support the trainees;
- Holistic support is given on personal issues too;
- The trainees are rotated to gain wider experience; and
- Significant long-term funding commitments.

Achievements
• The failure construction apprenticeships to compete their training currently stands at around 30%. This project achieved over 80% retention and completion through the pivotal role of the mentor. Trainees were counselled and assisted with transport, securing accommodation, healthcare and a host of other issues;
• All trainees who completed the two year initial programme then went into full time work – the clear majority either with Pennine Housing 2K, contractor partners or their sub-contractors;
• Jobs created 97 (200 overall through other projects supported by More than Bricks and Mortar team); and
• 12 new businesses have been created either directly as a result of the project, or with substantial support from it and as a result of an allied social enterprise scheme.

Case study 12: Nationwide

Places for people: A strategic approach to tackling worklessness

What is offered

Place for People’s (PfP) nationwide and strategic approach to worklessness has been shaped in response to the changing policy framework and recognises that addressing the economic circumstances of residents is a critical and core aspect of its work, if it is to build ‘neighbourhoods of choice’. This vision requires a combination of physical, social, environmental and economic interventions which are very much dependent upon local dynamics.

How it works

PfP’s approach to tackling worklessness has been developed over time and the Group now delivers over 34 significant initiatives nationwide. An Employability & Skills Manager and an Enterprise & Business Creation Manager are responsible for project development and management and partnership working. PfP is currently developing a Group-wide Economic Development Strategy which integrates this activity into all aspects of the business.

Places for People Neighbourhoods has been set up as a charitable company utilising gift aid as a mechanism for supporting a range of charitable activities. In addition, specialist staff have the expertise to attract external funding from a wide range of sources.

Funding

The Group has been successful in attracting mainstream resources by working with partners to target existing provision to areas of strategic importance. It is developing a number of partnerships with specialist organisations who have contracts to deliver Welfare to Work provision. These partnerships bring both resources and further specialist skills and they enable services to be promoted to Places for People customers.
Why it works

- Corporate commitment - the board is fully committed to tackling the worklessness agenda; Integrating the agenda into the roles of core housing staff and the systems and processes;
- Worklessness is researched as part of its Neighbourhood Planning process;
- Fully developed strategy;
- Specialist and dedicated staff team;
- Funding skills;
- There is a separate subsidiary;
- Partnership approach has been adopted including sub-contracts, service level agreements, steering groups, terms of reference and partnership agreements to manage the process;
- There are distinctive roles and responsibilities;
- Collaboration with other housing associations on a number of different projects to tackle worklessness maximises impact; and
- Corporate partners are engaged with this strategy.

Achievements in 2006-07

Total of external funding procured for service delivery £ 1,230,000

- Number accessing employment services; 1,522
- Clients placed into employment; 262
- Number accessing self employment awareness raising sessions; 581
- Number of existing businesses supported; 318
- Number of new businesses established; and 73
- Customers recruited into employment with the Group 35

Case study 13: London and the South East

Presentation HA – Working with refugees and the BME communities

What is offered

Presentation HA’s subsidiary charity, Olmec, works as a catalyst with community organisations and individuals in disadvantaged neighbourhoods and delivering training and support and facilitating access to opportunities in education and employment. Olmec also aims to bring in new resources and investment into deprived neighbourhoods by linking with businesses and funding organisations. Since its inception, Olmec has set up
three significant programmes of work. Solid Foundations is one of the three programmes. This programme delivers pathways to employment and referral to training support for vulnerable people through the provision of work placement, job brokerage, job search, careers fairs, ‘meet the employer’ events and mentoring support.

How it works

Olmec started its work focusing specifically on supporting refugee communities. The unemployment rate for refugees is six times the national average. Olmec’s work placement programme has links with suppliers to the Group and its contractors. Through these links it is able to negotiate work placements, training and job opportunities.

Olmec has partnerships with organisations with which it has referral arrangements. Olmec is a referral partner for accredited training in finance and within construction; it is also a referral partner for Women and Manual Trades.

Olmec is a delivery partner with PRESTO a project that aims to engage professional refugee teachers, doctors and engineers into employment and support refugees into self employment and in setting up social enterprise. Its role is to broker mentoring support and job brokerage for refugee engineers using a national database for support and registration.

Other partnerships include the Works for Me partnership comprising three other housing associations, Octavia Housing and Care, Broomleigh and Servite and two community organisations, the Refugee Women’s Association and Iranian Community Centre. Works for Me utilises the skills, expertise, geographical and ‘community reach’ of all six organisations. It will provide a seamless service to beneficiaries in several London boroughs. The four housing associations have also formed a partnership that is considering the feasibility of establishing a recruitment agency for vulnerable groups.

Funding

A range of sources have been tapped including:

- European Social Fund - EQUAL £35,000
- Esmee Fairbairn Foundation £96,000 over three years
- Wates Foundation £50,000 over three years
- City Parochial £49,000 over three years
- Nationwide £10,000
- Devonshires solicitors £7,000

Why it works

- Strength through collaboration;
- Partnership has been critical to success;
- Substantial and longer-term funding has been secured; and
- Confidence of the community served has been gained through this BME RSL led initiative.
Achievements

Olmec is now a member of the government’s Ethnic Minority Advisory Group (on employment) and through this contributes to the cross-government departmental focus group on Procurement.

- 200 people have obtained jobs through job brokerage;
- 400 people have obtained work through careers fairs;
- 38 people obtained jobs through work placements; and
- 105 people have been referred to training providers.

Case study 14: Yorkshire and Humberside

Wakefield and District Housing –Wakefield Homebuilder

What is offered

Homebuilder encourages and engages long-term unemployed people into training and employment in the construction sector by addressing the skills shortages (and gender imbalance) within the sector.

How it works

Wakefield and District Housing (WDH) was the catalyst of the Wakefield Homebuilder Partnership (WHB). WDH is also a primary partner, providing assessors, training and employment opportunities.

The WHB programme was divided into key stages and individual partners were invited to submit a tender to the WHB partnership detailing what they could deliver and what costs would be incurred. The full partnership board then evaluated the tenders and chose the partners who were best placed to aid programme delivery. This allowed all partners to support the programme in a way which best used their experience and expertise and ensured that a flexible programme was planned. The Homebuilder Model:

- Provides progression routes and training opportunities for young people from the age of 14 to16 in the Wakefield district through the Junior Homebuilder Programme;
- Provides progression routes and training opportunities for young people from the age of 16 upwards in the Wakefield district;
- Meets all the demands and needs of WDH and private contractors within the local construction industry for a skilled workforce;
- Develops pathways into full time employment; and
- Develops specific pathways into full time employment for women, black minority and ethnic (BME) communities and disengaged individuals.

Once the participants have been identified and referred through Jobcentre Plus from partner organisations they attend an assessment day. Any participant that requires help
with basic skills is supported throughout the duration of the programme to address their needs and is signposted to the most appropriate delivery partner.

After the assessment day, appropriate participants are invited to the Gateway Programme. On completion of this, the participant has a clear understanding of the route they will take towards accessing employment. This is determined by the participant’s level of basic skills need, their ability to attain a National Vocational Qualification (NVQ) qualification at the point of entry to the training programme and the outcome of an interview with a prospective employer.

The clients access the Homebuilder Programme and work towards the foundation certificate in Building Craft Occupations. During the programme, the participants develop construction skills, which will enable the participants to progress onto an NVQ trade specific qualification.

The Homebuilder programme supports and guides the participant throughout the training programme and into employment. The participant attends the Skills Centre, which offers a base for the training programme, whilst they work towards gaining a Foundation Certificate in Building Craft Occupations.

The participant then either enters employment within the construction industry or accesses additional support available within the programme or is engaged to work on empty properties in the Wakefield district.

Why it works

• There is a strong partnership working to a common vision;
• Careful use is made of the identified expertise of partners;
• Homebuilder has been designed through a collaborative partnership approach with key stakeholders including industry experts and training providers across Wakefield district;
• The partnership board monitors progress;
• There is secure long-term funding; and
• A clear pathway of progression for participants with job outcomes is offered.

Funding

The project attracts Job Centre Plus and Learning and Skills Council funding of £1.2 million.

Achievements

• Currently, Wakefield Homebuilder works within the district of Wakefield. However, plans are in place to diversify this throughout the Yorkshire and Humberside Region; and
• 164 people entering long-term employment.
Case study 15: South West

Westlea HA: Working with young people

What is offered

Westlea provides over 6,000 homes for people with a range of housing needs in Wiltshire. It has just established a project working with young people with limited prospects of finding employment (i.e. Not in Education, Employment or Training). The aim of the project is to place the young people with employers for a period of three months learning a trade, with one day in the office per week (or per fortnight) learning about communications, team work, interview techniques, CV writing and general life skills. The project is aimed at tenants and residents of Westlea Housing Association and the North Wiltshire area aged 16-24. The young people must be unemployed and wish to follow a work based training scheme; they do not need formal qualifications, but must show some interest in the project and an aptitude for the chosen trade or skill.

How it works

The project, which commenced in 2006, is being delivered in partnership with Wiltshire Youth Service, Probation Service, Job Centre Plus, Connexions, The Princes Trust and Wessex Re-investment Trust. The project is part of a strategic approach by Westlea which includes a dedicated staff. It is engaging with potential clients by advertising the project through the local job centre and Connexions. It is working on building partnerships with local employers to offer placements and has just developed service level agreements and employer guidelines. At the end of the three months, help will be given to participants to move on to formal training via college, apprenticeships, other employment or by remaining with the original employer if possible. The young person will receive a reference from the placement provider and a certificate of competence.

Funding

The project is currently funded through Westlea, although other sources are being sought.

Why it works

Although it is early days for this project, some early experiences suggest that it will work because:

- it is part of a strategic approach to the needs of young people and tackling worklessness in Wilshire;
- it has dedicated staff resources;
- the partnerships with Westlea contractors are working particularly well;
- additional mentoring is provided by each employer; and
- the trainees are closely monitored for time keeping, attendance, general behaviour and work output.
Achievements

The outcome is a training scheme that is getting young people who have limited life skills or qualifications off the streets and into job training.

Six young people who started the project in April 2007 have now gone on to gain full time employment. Five of these young people have gained employment with the placement provider. Four young people have also been employed by Westlea Housing Association.

Case study 16: North West

Willow Park Housing Trust: Developing an enterprise culture

What is offered

In 1999, Willow Park Housing Trust took transfer of the housing stock from the council. As part of the regeneration strategy, it identified the need to develop an enterprise culture and to raise the awareness of self employment and business creation and support, in what is one of the most disadvantaged areas of the UK. In 2004, Willow Park accessed funding from the DTI Phoenix Fund to develop a pilot project to deliver enterprise support to the community. This lead to the formation of the Willow Park Enterprise Support Project, to provide services based in the heart of the community to promote, support and develop self employment as an alternative to unemployment. The project was established at the newly built Benchill Community Centre and complements the work of the centre.

The project sought to:

- raise awareness of social and small business opportunities;
- support the development of new and existing businesses and enterprise;
- assist in the creation of employment within the target area;
- increase community confidence and self esteem;
- improve the quality of life;
- increase inclusion through social and economic initiatives;
- address worklessness issues through the development of self employment opportunities; and
- create legitimate businesses from the informal economy.

How it works

The Trust entered into partnership with the Manchester Business Consortium, to manage the project. The Consortium employed a business advisor to be locally based. The Trust set up a steering committee of members from organisations that are active within Wythenshawe. These included:
3rd Sector Enterprises;
Scarman Trust;
Princes Trust;
Wythenshawe Regeneration Team;
Benchill Community Centre;
Wythenshawe Action Team;
Chamber Business Enterprises;
Manchester Business Consortium; and
Willow Park Housing Trust

**Funding details**

The original pilot project was supported by a grant of over £180,000 from the Phoenix Fund administered by the Small Business Service, together with additional funding of £44,500 provided through Neighbourhood Renewal, European Regional Development Fund and Willow Park Housing Trust. Willow Park Housing Trust Board agreed to core fund the project for a further 18 months at a total cost of £85,000. Future plans include developing an enterprise centre with incubation and managed workspaces, enabling the project to develop income streams and to become self-financing.

**Why it works**

- Although the City had established enterprise support services, these were City Centre based and a key element deemed critical to success was the establishment of a locally based, easily accessible, non-threatening enterprise service within a community setting;
- Partnership with a well recognised deliverer;
- Wide ranging expertise on a Steering Group;
- Carefully planned approach to ensure alignment with other projects;
- Sustainable finance;
- Data base established to monitor individual progress;
- Contact is maintained after business start-up; and
- Planned and sustainable exit strategy from dependency on grant funding.

**Achievements**

The key outcome of the project is being seen as part of the community where people feel comfortable and confident of accessing a service where there are no perceived barriers, which is borne out by number of referrals that come through word of mouth recommendation:

- 59 business starts;
- 22 women-led business starts;
- 78 jobs created;
- 21 social enterprises considered;
- Over 150 existing businesses supported; and
- 180 people attending workshops.
9. What works – some solutions

9.1 Introduction

Housing association engagement with the worklessness agenda is maturing rapidly from a series of ad-hoc initiatives responding to funding opportunities to planned and strategic approaches and programmes, as noted in Chapter 6.

One of the main aims of this research has been to find out what approaches work best in delivering initiatives to tackle worklessness. This is essential if effective projects are to be replicated elsewhere. This chapter assembles the lessons from the case studies and reports on the additional case study material submitted by the housing associations. Furthermore, the survey questionnaire asked respondents to consider mechanisms that have worked well in delivering projects and to comment on their approaches to overcoming the barriers highlighted in Chapter 7. Some further examples of approaches that are being adopted throughout the sector are given throughout this chapter.

The factors that contribute to effective projects broadly conform to five key areas, each of which is considered in turn:

1. Adopting a strategic approach which embeds this work into the core business of the association and ensuring that the organisation has the resources and capacity in place to deliver;
2. Engaging and involving residents through a proper understanding of the market both in relation to residents’ employment and skills requirements and their support needs;
3. Working in partnership and collaboration with other housing associations, local authorities and other partners in a neighbourhood;
4. Working with business; and
5. Putting in place sustainable funding.

9.2 Tackling worklessness as part of the core business

Housing associations need to develop a business case that dovetails with their vision, aims and objectives. Tackling worklessness works better when it is integrated into the role of the organisation rather than perceived as an ‘add-on’ to existing activities or aims.

Stock dispersal

Associations have a diverse range of stock holdings. These may vary from concentrations in inner urban areas, smaller towns to scattered properties in rural areas. Properties may be concentrated in estates or scattered in mixed neighbourhoods. Stock may be dispersed quite considerably. This means that different approaches are required in different areas and the approach to delivering worklessness projects needs to be carefully considered if it is to be effective in meeting these varying circumstances.

Although complex written strategies may not be required, what is needed is commitment from the top of the organisation and the board to engage with this agenda. Ideally, tackling worklessness, on whatever scale is appropriate to the size and spread of the
organisation, should be fully integrated with the service culture and ‘offer’ of the housing association. The approach is more likely to succeed if the entire organisation has bought into this role. Small dedicated teams find it harder to deliver without “buy in” from the whole organisation. Board commitment to tackling the worklessness agenda, especially if the worklessness agenda is to be built into the roles of core housing staff and the systems and processes, is required too.

Proper planning of structures, staffing and resources to achieve the aims of the programme is also required. Approaches might vary according to the circumstances of the association, from a single worker attached to one project, to a fully developed strategy based upon a thorough analysis of residents’ needs and neighbourhood planning, perhaps delivered through a separate subsidiary. Whatever the scale, the delivery should be planned, resourced and monitored effectively.

A range of strategies including community and neighbourhood strategies are already in place within most housing associations. However, in addition, each association should consider developing a specific strategy to address worklessness among its residents. This might tie in with an existing Anti-Poverty Strategy, or be incorporated into a strategy to meet the needs of young persons, for example. Mature players are also developing social enterprise strategies and business engagement strategies too.

For an approach to be sustainable, it should be built into existing processes and procedures. Many housing associations are ensuring that customer recruitment is a positive activity, undertaken in conjunction with standard recruitment processes. Procurement policies need to be designed to deliver jobs and training where possible.

With strategies in place, the most successful organisations ensure that dedicated staff, with distinctive roles and responsibilities are recruited and resources to support them put in place through corporate planning and budgeting processes. Staffing needs depend of course on whether the association is delivering projects directly or working as an intermediary or in partnership with specialist providers. Whichever approach is adopted, particular knowledge and skills are required.

**Specialist skills**

The case studies demonstrate that on specific projects where specialist partners are involved, relevant expertise and resources are available from those external organisations. This is also cited as one of the strengths of working in partnership. A variety of approaches has been reported including:

- recruiting experienced individual members of staff;
- creating a specialist and dedicated staff team; and
- the secondment of staff from external agencies that can bring the skills and knowledge in-house.

Catalyst Housing Group intends to recruit a Youth Engagement Specialist for the Pathways 2 Progress youth development and mentoring project
Training accreditation

In order to overcome the lack of awareness of the skills of housing associations in the provision of training in particular, some respondents reported that they are now obtaining accredited status. Matrix accreditation is the most often reported scheme.

Family Mosaic’s pathways2work (p2w) programme delivers advice and guidance on getting residents into work. The p2w programme was set up in 2004 with two members of staff and has been successful in getting its tenants closer to the labour market and into training or volunteer opportunities. By gaining the Matrix standard for good practice in advice and guidance its tenants are assured of a good service. It has supported 140 tenants into sustainable employment and 271 into training. Partnership and funding from Southwark Council has enabled it to expand the service to all Southwark residents.

Procurement policy

Linking spending on worklessness initiatives to mainstream activity, such as construction or maintenance, through the procurement strategy can work effectively. Preferred suppliers/partnership arrangements offer the opportunity to adopt a robust approach.

Sustainable procurement

Housing association investment in neighbourhoods through development procurement should attempt to make the most of every pound that is spent (up to £3 billion per annum and set to increase rapidly) attempting to ensure that it is used to revitalise local economies. Too often, the additional benefits of investment are not realised. Money does not circulate into the local economy unless local employees, contractors and suppliers and service providers benefit from this investment. The employment of a diverse supplier base including small and medium enterprises (SMEs) can also impact upon local worklessness rates.

Housing associations have recognised the power of the Procurement Strategy to lead to job opportunities, for residents and the wider local community, with their major suppliers and contractors. Some have developed performance targets in relation to local labour and have clear expectations of contractors in terms of training and new employment opportunities.

Investment programme contractors are being encouraged to take on local labour. Where this is the case, housing associations should insist on written agreements with all the partners to ensure that targets and expectations are being achieved.

Bromford Housing Group has worked with developers to build in local labour clauses, work placements and training opportunities, as part of its regeneration contracts. This was possible because as the lead housing association it was able to influence the

---

98 Plugging the leaks: Making the most of every pound that enters your local economy (NEF 2002) and Cope, H Promoting Supplier Diversity in Development London Housing Federation (2007)
specification governing how the developer would work. It anticipates that its new land banking facility and commercial house building arm, may offer further opportunities.

Bradford Community Housing has reported that contractors that fail to reach employment targets do not benefit from a profit sharing scheme – a powerful incentive that could be more widely adopted.

Places for People’s ‘Building Links’ has successfully placed almost 1,000 people into work in the construction sector, particularly with smaller contractors. This is mainly due to the specialist sector knowledge of the staff that understand the needs of and challenges faced by the contractors.

9.3 Engaging and involving residents

As highlighted in the Phoenix Development Fund report on housing association projects:\footnote{Housing associations, Phoenix Development Fund: Themed Report Summary (DTI undated)}: ‘Housing association tenants are amongst the “hardest to reach” target group for business support. There are numerous barriers facing them, ranging from poverty, cultural isolation, discrimination and many of them have a distrust of mainstream business support agencies. Housing associations already have an established relationship with their tenants. More often than not, it is a relationship based on trust and positive experiences.’

Furthermore, as discussed in Chapter 7, the barriers faced by those who may not have worked for many years or who have grown up in households where worklessness is the norm may mean some residents may need basic assistance to gain those skills to move forward into work. The associations reported concerns that there is a lack of understanding about the profound nature of a background of worklessness and that breaking the cycle can be a tough challenge. In some of the most disadvantaged areas projects that are needed in the first instance are those which help with basic skills such as turning up regularly for work and getting into a routine.

Midsummer HA is in partnership with Milton Keynes College. It provides premises and funding and the college provides a skill set provision for young people and adults, which prepares them for work. Basic personal organisational skills numeracy, literacy (language skills where required) IT and presentational skills are offered. 550 people have completed this course.

It works because the entry level is right, it is locally available, it uses the skill base and trained personnel of the college and is a successful approach that helps young people and adults to make the first step into work, in their local community.

\footnote{Housing associations, Phoenix Development Fund: Themed Report Summary (DTI undated)}
9.3.1 Developing a data base

It is paramount that housing associations understand the social and economic circumstances of residents and their needs. The issue of insufficient internal data on residents’ needs in respect of worklessness must be addressed. Some housing associations are undertaking a census of residents in order to find out the extent of worklessness amongst their residents and to assess training and other requirements. The use of a census of residents is becoming more common and some housing associations are overlaying this information against global information systems software (GIS) to map residents’ data in relation to their housing stock. Such baseline exercises projects to be targeted at particular localities.

One Housing Group in London, has been developing an extensive database of its residents for several years, and continues to do so. This has enabled it to follow up those residents who are workless and plan a route into work for them.

9.3.2 Involving customers

Customer involvement in the design of courses is also important. Housing associations are working with residents on a long term basis to assess areas of interest through the use of surveys and focus groups to gain trust and confidence before engaging on new initiatives. The use of peers experiences reported in newsletters and focus groups to encourage other residents has been helpful in raising interest.

Accent Community Partnerships, part of the Accent Group, is preparing a prospectus for residents on the services they can access from the housing association.

Willow Park Housing Trust is developing a new and comprehensive Tenants Information Pack. This includes details of advice, information and support available and the range of opportunities in the area.

Accord Housing Group is building initiatives around subjects that interest its tenants such as ICT skills and practical skills. It sponsors residents to attend a CABE summer-school and to undertake self-build schemes.

It is developing a number of resident “champions” for a wide variety of aspects of its work. This includes contributing to the website, newsletter, Equal Opportunities and Diversity agenda, Audit Commission Inspections, Value For Money and efficiency policies and the Green agenda. It has run a targeted recruitment campaign in relation to careers in care and supported housing.
The Moat Group is arranging for a training provider to provide NVQ training to resident volunteers that run an information shop. It hopes to offer them accreditation for the skills they have gained in office and customer services.

The Hyde Group intends to develop its knowledge base through a Customer Survey and Social Audit of its residents. It is delivering support as a part of an enhanced tenancy management service that is very individually focused and can also link in other services that it provides such as financial inclusion services, – debt advice, money management and access to affordable credit. It is developing a project that would enable it to offer Information Advice and Guidance services (IAG) to individual residents within their community or within their homes, particularly where there is no community centre from which services are locally accessible.

9.3.3 Making work and training accessible

Projects must be accessible. This is not only to do with practicalities such as transport costs but refers to residents ‘feeling comfortable’ with a venue in order to attract the ‘harder to reach’ groups who may not access government provided schemes. Transport and childcare contribute to this. As noted in Chapter 5, housing associations are in many cases ensuring that child care services and costs and transport costs are offered to residents to enable them to sustain their job or training. Furthermore, many are working closely with schools, bringing skills development and work ‘awareness’ into the classroom. Others work with Sure Start, for example to ensure that child care is available and that from very early years some of the potential barriers to work can be prevented.

Cambridge Housing Society stimulates demand amongst its resident population (and the wider community) by customising services to meet the challenges of providing them in a semi-rural area, where there are low aspirations amongst some groups, and difficulties in engaging with these groups. All services are being provided in peoples homes, including home tuition in literacy, numeracy and ICT. The customised offer includes the loan of a laptop computer for a period of time.

9.3.4 Matching needs with the market for jobs

One of the critical aspects of engaging residents is to attempt to match their needs with what jobs are available. In other words how can demand be better matched with supply? This is an area that requires a significant policy intervention. It is not only about the location of jobs but the type of job provided. On a practical level, in addition to entry level training as noted below, housing associations are beginning to tackle this by ‘joining-up’ housing and employment services in local offices. Employment advisors are offering ‘surgeries’ to residents to enable them to access this service in familiar
surroundings and importantly, in a place where they may often go in order to deal with issues concerning their homes.

Manchester City Council is piloting a ‘city strategy’ to reduce worklessness. The Willow Park Housing Trust is a partner to this and has recently arranged for employed an employment advisor to be based in one of its housing offices.

Housing and other Trust staff will liaise with the employment advisor and develop protocols and procedures to refer tenants to the initiative when appropriate.

Sheffield Homes an ALMO, also has employment advisors situated in its area offices. As does Northwards.

In Leeds and Bradford Places for People is working with Reed in Partnership to enable its workless residents to access support to get into work.

The Deprived Area Fund (DAF) is a flexible fund targeted at over 1,000 deprived wards nationally to achieve increased employment in the target wards and increased employment among the most disadvantaged people within those wards. The programme runs until March 2008 but early indications are that it will be extended for at least another year. Places for People is currently working closely with Reed in Partnership to develop a model which promotes the services to its customers.

In Leeds, Reed in Partnership has secured £700,000 for delivery up to March 2008. The expectation is that 932 people will be engaged during the period of the contract and 233 (25%) of those engaged will start work. In Bradford, the expectation is that 1,100 people will be engaged during the period of the contract and 275 (25%) of those engaged will start work. Places for People have almost 1,500 properties in the eligible wards in Bradford and Leeds.

The target groups are economically inactive people residing in the DAF wards. Types of support will include:

- information, advice and guidance;
- support with Basic Skills;
- ESOL for work;
- Debt advice;
- Child care;
- Health issues and disabilities; and
- Post-employment support.

9.3.5 Providing support and life skills training
As concluded from the literature review, disadvantaged people have diverse varied needs that cannot be met by a 'one size fits all' approach. A package of approaches, starting with confidence building may be required and which can only be achieved by one to one support. In some cases this may be delivered by a range of agencies working together.

There is a need to recognise that people who have been unemployed or have led chaotic lifestyles may require time and intensive support to develop habits and attitudes to enable them to sustain work. A key feature of many projects has been the provision of ongoing and intensive emotional support and guidance through outreach work not only during training but once into work.

Outreach services

Outreach workers are based within communities and hold sessions in peoples’ homes or in community centres. Work on a one-to-one basis can motivate and encourage service users. Outreach workers identify their goals and support needs and develop an individual action plan. Outreach offers the flexibility to provide a range of advice on an individual basis according to need, ranging from job advice/job search, interview skills training, other training, CV assistance, confidence building and volunteer placements. This approach can reach the ‘hardest to reach’ individuals often through word of mouth and ideally employ local people with community links. The service is tailored to need and staff are trusted.

Mentoring

Once in a placement, on a training programme or in a first job, mentoring of the individual helps to ensure that success can be sustained.

Kush HA is working in Hackney, London. Its AKABA service is promoted to employers by the Employment Development Workers who seek out job opportunities tailored to individual service users’ aspirations. They also support employers who recruit AKABA clients and will advise on reasonable adjustments and positive supervision where appropriate. The project ensures that service users are involved in all aspects of service development, delivery and evaluation of the programme and in conjunction with other Kush staff, peer support will be established for the service users.

Part-time working and volunteering

Many housing associations have reported that as a first step into work encouraging residents to volunteer on non-work related projects to improve confidence and aspirations has in some instances resulted in further action by the individual to seek guidance on how to return to work.
Slivers of time

Several respondents are engaged with the slivers of time project where residents can choose the times/days they work and advertise themselves to employers on the web based scheme.

9.4 Working in partnership

9.4.1 Partnership with government agencies and local authorities

Working in partnership, whether as a direct provider of employment and training services to tackle worklessness, or as an intermediary or indirect provider, works best when designed and delivered in partnership with others. All the case studies reported for this research were delivered through partnerships ranging from work with government agencies such as Jobcentre Plus, or local authorities including Local Strategic Partnerships and delivering on Local Area Agreements, contributing to Access to Employment Groups (AEG) and Local Enterprise Growth Initiatives (LEGI) to partnerships with local business or training providers.

The local authority role is changing rapidly with a key role as ‘place shapers’. More authorities are beginning to recognise the role of housing associations as delivery agents and to acknowledge their partnership and co-ordination experience. Local Strategic Partnerships can offer an ideal forum for identifying local need and establishing sound mechanisms for resourcing, monitoring and evaluating worklessness projects, although as noted in Chapter 10, some housing associations still perceive that they are not properly recognised as having a contribution to make to these partnerships.

In approaching the issues surrounding worklessness in a strategic manner, housing associations through partnership working with the local authority and a number of other stakeholders, are helping to ensure the development of a cross cutting strategy. As noted in Chapter 5, housing associations are also developing partnerships with other agencies involved in this work, actively engaging with the Learning and Skills Council and many others.

A strategic partnership approach can tackle those barriers linked to the lack of expertise and resources. Partner organisations have the resources to provide transport costs, clothing for interviews and childcare support and so on. They also have established links with employers and local Small and Medium Enterprises (SMEs).

Housing associations are also acting as brokers in partnerships to deliver training/employment opportunities without financial cost. Through partnerships with training providers they can ensure that residents can access these services and that the impact of joint working is maximised.

100 Much of the changing role of local authorities stems from the Local Government White Paper (Strong and Prosperous Communities (CLG 2006) and from new powers arising from the Local Government Public Involvement in Health Act to take just one example.
9.4.1.1 The importance of leadership

Several organisations noted that their experience suggests that often housing associations
instigate these partnerships. Once this has occurred partners can be responsive and see
the benefits of relationships with housing associations, in that they can provide access to
potential trainees and users that training projects seek to recruit, amongst other things.

Hyde Group’s Hillside project (one of the detailed case studies in Chapter 8), has had
success in bringing providers back into the neighbourhood after they had left over a
period of time when the wider problems of that area made it a challenging place to work.
Hyde notes that there is little value in housing associations funding activities that others
provide. However, an association’s ability to influence the way in which training /
employment services are delivered and respond to resident demand is valuable.

Finding the right development partner that shares the vision is important. At the local
level, Jobcentre plus, local authorities and housing associations can achieve a synergy
from working together by collaborating across an area with mainstream agencies
including schools. Linking housing, benefits, schools and employment at the ‘frontline’ is
valuable. Collaboration between housing associations, training providers and employers
enables specialist approaches with a “seamless” impact on beneficiary to be developed.

9.4.2 The partnership essentials

Whatever the nature of the partnership there are fundamental approaches to it that are
essential to making it work:

- a common vision;
- taking a planned approach to ensure alignment with other projects;
- ensuring a clear pathway of progression for participants with job outcomes;
- a clear structure with a lead player;
- careful use of identified expertise of partners;
- a legal form or written agreement that ensures that the partnership functions
effectively from the beginning;
- a Steering Group or Board comprising representation from all the partner
organisations;
- a willingness to co-operate and to understand each others’ perspectives and to
overcome obstacles;
- shared fund raising and shared costs;
- project and financial management including service level agreements;
- collaboration with other housing associations on a number of different projects to
tackle worklessness to maximise impact (see below);
- sharing best practice; and
- monitoring and evaluation of outcomes and progress.

Detailed monthly monitoring of the progress of each project from initial ideas
established, business plan developed, marketing plans, funding achieved, trading
commenced and so on is essential. In the case of participants a data base should be established to monitor individual progress.

Home Group’s Home to Work (HTW) regeneration methodology provides umbrella support for a broad range of neighbourhood work. A company limited by guarantee, it has recently delivered waged learning positions via Jobcentre Plus, trainee administration placements, IT learning opportunities for residents, personal development programmes, including basic skills, NVQ and post graduate training. HTW schemes have a broad range of partners including: Cumbria County Council, Town & Parish Councils, Job Centre+, West Cumbria Council for Voluntary Service, Community Groups, SRB programmes and Local Strategic Partnerships.

As part of the Local Strategic Partnership in Sunderland, Gentoo has partnered with Jobcentre Plus, which has seconded an employee to it. This officer is responsible for liaising with other Jobcentres who make referrals to Gentoo’s Construction Challenge Adults programme. This programme offers 50 weeks of training in a number of construction related skills, leading to a National Vocational Qualification and eventually to full employment for workless adults aged between 18 and 25. Gentoo leads on the project; it takes a number of trainees itself and uses its networks within the construction industry to find other placements.

South Anglia’s Fresh Start Project in Basildon offers a good example of partnership working. South Anglia Housing brought together Jobcentre Plus, the Citizens Advice Bureau, the Local Adult Community College and local employers to tackle unemployment amongst single parent households.

It was the first time that a project like this had been carried out in Basildon. The project was successful, because it met all partners’ objectives, filled a local need and involved local residents in shaping the project. The resources and leadership offered by South Anglia enabled the project to progress at a time when partners’ resources were stretched.

9.4.3 Collaboration between housing associations

Many respondents noted that they were now either exploring or actually working in partnership with other associations in addition to organisations and agencies such as Working Links to bid in partnership as a means of better securing external funding.

Sharing best practice has also become more common and several respondents noted that conferences and workshops have been attended to share successes and challenges with other colleagues in the housing and worklessness fields.
Housing association partnerships across a specific area ensure that they do not duplicate work and/or waste resources. They also have access to each others provision and residents which can make an initiative more efficient.

As place shapers, local authorities also have a role here too. They could further engender this collaboration through local forums and encourage the associations to work together by mapping local activity and so encourage the consolidation of provision. This approach could also be part of the local authority sub-regional agenda too.

Dominion Housing Group (DHG) is exploring ways of working with Catalyst Housing Group in London on employment and training initiatives. This has benefits as both have developed estates in consortium with each other. This approach will maximise resources to tackle worklessness.

Both organisations are members of the G15 group of associations in London (a group of larger developing associations) which collaborate on a range of issues. It operates a number of sub-groups including one on employment and training.

This group shares information and is currently undertaking a mapping exercise of all their schemes to deliver employment and training to residents. The aim is to prevent duplication and enable residents from any association to access the schemes run by the G15 associations. In due course the many schemes which overlap in particular boroughs could be rationalised. \(^{101}\)

Genesis Housing Group has worked effectively with the Department for Work and Pensions on the Change project. The project aims to provide residents with advice on managing their finances, claiming benefits and setting up bank accounts. At present, over twelve London-based housing associations are working on the project.

### 9.5 Working with business

There is now substantial evidence of business and housing associations working together. Many housing associations are now joining Business in the Community in order to develop these relationships further. A recurring theme throughout the responses to the questionnaires was that although housing associations are tackling worklessness amongst residents, it is the economic growth and development of an area and collaboration with the business sector that will procure the greatest increase in jobs and opportunities for training and work experience (in addition to contributions to other Local Areas Agreement priorities). Successful though collaboration has been with the construction sector, there is a need to access a broader employer base and gain support from local businesses, as employers and as potential sources of support and training, if worklessness is to be addressed at a local level. This issue could also be approached through the wider national, regional and sub-regional agendas of government and regional and local bodies.

\(^{101}\) Bragman, P, *Research into employment and training across G15 housing associations* Genesis Community (2007 forthcoming)
Manchester Digital Development Agency, Wythenshawe Regeneration Team, Commercial Libraries, Wythenshawe FM, Manchester Business Consortium and Blue Orchid have formed a partnership, the Wythenshawe Business Forum. The aim of the forum is to assist in the regeneration of Wythenshawe by providing a support service for new and existing small businesses in the area. Willow Park Housing Trust is engaged with this too. The Forum is organising training workshops, networking events, the development and promotion of Companies Connect a business to business web site and the development and support of a local radio business show. The group meets regularly to share information, network and develop new initiatives to promote and support businesses.

Helena Housing works in an effective partnership with St Helens Chamber of Commerce which manages and runs Intermediate Labour Market teams (ILM). It works on two levels:

1. Practical: Both parties get exactly what they want from the partnership. The Chamber’s ILM teams get hands on construction work experience repairing some of Helena’s void properties. Through this they move on to permanent employment with contractors. Helena provides materials, technical support and schedule the work. Through the partnership, Helena is able to assist people from its neighbourhoods to find full time employment, one of its regeneration priorities;

2. Attitude: Both parties have a very flexible and supportive approach. They have the shared aim of helping people in disadvantaged areas find employment.

Housing associations are working with Business Action on Homelessness. There is a comprehensive programme to induct service users into the scheme and make appropriate choices of work placements. There is a feedback and de-briefing procedure for people after their work placement and some individuals have progressed to further placements or secured employment.

9.6 Sustainable funding

Funding and funding continuity is a real issue in a competitive market. Housing associations are developing more formal forward funding strategies designed to target long-term partners and to support funding streams. As more agencies enter the market to secure funding for added value community services, there is a real risk of competition watering down resource levels. This needs to be addressed at a strategic level and through collaboration, as noted above. The lack of sustainable funding for this work can lead to successful projects eventually being closed down as initial funding expires.

Funding is both fragmented and time-consuming to raise, as highlighted in Chapter 7. Housing associations are adopting a wide range of pro-active approaches to tackle this
issue. Some are developing their fundraising capacity through the appointment of specialist staff and others are creating charitable foundations and subsidiaries capable of raising funds more successfully than the ‘parent’ organisation, to meet the funding requirements of this work stream.

Sustainable funding approaches

Sustainable funding approaches include:

- Securing funding through collaboration with a range of partners, including joint bids;
- Sustainable funding and delivery through income earned by establishing a social enterprise to deliver a service;
- Significant core funding and engagement by the parent RSL as reported in Chapter 5;
- Developing fund raising skills; and
- Developing a planned and sustainable exit strategy from dependency on grant funding through social enterprise, in particular.

Knowsley Housing Trust on Merseyside has identified £7 million of funding towards non-housing regeneration activities over the next five years. Tackling worklessness is also contained within KHT’s Corporate Plan as one of its primary business objectives. This approach is defined in detail in the strategies that form KHT’s holistic approach to neighbourhood regeneration. KHT (in partnership with Helena Housing) has also created the specific role of Inward Investment Officer that will seek out and secure funding to address a range of neighbourhood regeneration needs, including projects addressing worklessness.

Cambridge Housing Society is overcoming the problem of short-term funding by subsidising its community investment activities at a consistent level. This helps to ride the peaks and troughs of external funding, enabling it to retain skilled employees and build a team. It also assists in maintaining relationships with key stakeholders.

Broomleigh HA (part of Affinity Sutton Housing Group) is looking at developing social enterprise models through internet trading as a way of making its activities sustainable without being dependent on grant funding in the long term.
10. Conclusions and some considerations for future policy development

10.1 Worklessness and social housing

While workless households can be located anywhere, the greatest concentrations of worklessness, of lone parent households, workless households with children and of low-skilled individuals are in the larger cities and urban areas. Workless households are often highly concentrated and clustered in particular wards, estates and streets. Effective collaboration between national agencies, regional bodies, local authorities, service delivery organisations and voluntary and community organisations, including housing associations is essential if employment and skills services are to address the concentrations of disadvantage and meet local needs.

Almost 12 million people now live in four million council or housing association homes in England. Whereas 40 years ago residents enjoyed a range of incomes and relatively high levels of employment, today the evidence of disadvantage of social housing estates is incontrovertible. Although the evidence concerning the compositional effects (personal characteristics of households) versus the impact of the neighbourhood upon levels of worklessness remains a point for debate it is clear that much of the literature in this arena now equates living in social housing with a disadvantage such as the possession of a low level of skills. The causal link between the two is not proven however.

John Hills sparked off the debate by stating that, ‘There is no sign of a positive impact on employment of the kind that sub-market rents might be expected to give’. He also notes that, ‘Housing and employment tend to operate in separate boxes, but what often initially appears as a housing problem may have its roots in problems in the labour market’.

The Freud report came to similar conclusions as Hills; recommending more flexible and bespoke support for workless people and the involvement of the private and voluntary sectors in tackling worklessness. This echoes Hills’ view that there is a role for social landlords too.

The starkest indictment is Hills’ finding that people with similar disadvantages living in the private rented sector, for example, do not do as poorly in the jobs market as people living in social housing. Clearly much needs to be done to link housing and employment services more closely together to tackle the effects of entrenched and residual worklessness.

As major asset holders housing associations have a significant presence in neighbourhoods all over the country. Delivering programmes to tackle worklessness also offers the opportunity to protect these assets by reducing concentrations of deprivation amongst social housing residents. Housing associations have access to some of the most hard to reach workless people. They are also able to offer opportunities for partnership with all agencies that are concerned with tackling worklessness.

Housing associations are committed to the idea of empowering local communities to take control by establishing locally accountable management structures and commissioning services that meet local priorities. Despite the perceived risk that delivering this broader agenda directly (rather than in partnership with other agencies)
may be a distraction from the sector’s strengths, the evidence suggests that the majority of housing associations have overcome this and are actively working towards addressing entrenched worklessness in the neighbourhoods in which they operate.

A key aspect of being a housing provider should be about working with local communities to sustain and enhance the social fabric, as well as the physical fabric of the housing. Although the NHF Tenant Involvement Commission\textsuperscript{102} reported that customers rightly want housing associations to get the basics right first, housing associations are willing to expand beyond their traditional roles to work to tackle social and financial exclusion, and work more effectively with local partners and authorities to tackle worklessness and to deliver an effective agenda for neighbourhoods and communities.

As social landlords, housing associations have access to those people who are long-term unemployed, lacking basic skills or with no formal qualifications. By tackling worklessness, they show that social housing providers are able to play a key role in delivering sustainable development and in improving the lives of residents and of people in the communities in which they work.

The housing association response flows from the wider strategic role of central government departments including the Department for Communities and Local Government, Department for Children, Schools and Families and the Department for Work and Pensions, the Housing Corporation (and its successor body, the Homes and Communities Agency) with local authorities as place shapers. All these organisations have a role to play in developing the sector’s response to the worklessness agenda. They need to work together with housing associations to develop the response at a regional, sub-regional and local level. Relationships with the third sector and the business community and the linkages with housing associations could also be developed through the local authority place shaping role.

The community investment incubator

Earlier work at a neighbourhood level such as the delivery of community amenities and facilities; work with young people and community engagement has been vital in embedding later work around employment as illustrated by this report (and as the Working Neighbourhoods Pilots have also evidenced). Housing associations can build on their track record in community investment, for example, by facilitating more local social enterprises, as catalysts within the third sector.

The case studies also illustrate that physical regeneration offers inherent opportunities to enhance value through social and economic regeneration and community capacity building. Significant long-term revenue funding tends to follow capital investment and, in the most effective cases, is built in from the start.

10.2 The expectations of the housing association sector

There is no doubt that following the Hills review, worklessness and its link with social housing has been raised up the policy agenda. The literature review has highlighted a gap in the knowledge of housing association activities not only in relation to worklessness but

\textsuperscript{102} What Tenants Want NHF (2006)
in relation to community investment in general. Very little of the literature refers specifically to the work of housing associations in this area. Although individual pilots have involved them, there is only anecdotal evidence on their approach to tackling worklessness, with the exception of the studies reported in Chapter 5.

Part 2 of this report has illustrated that housing associations are already actively engaged in tackling worklessness. The investment of almost a quarter of a billion pounds over the last five years in this activity, half of which has come from internal sources offers indisputable evidence of this.

Housing associations have made a substantial contribution to tackling worklessness for many years, but it is just one of the key challenges facing the sector: to expand housing delivery in the light of increased programmes and to deliver more homes for less by making use of their assets and financial capacity, for example. The Office for Tenants and Social Landlords’ approach to how it works with the sector to help it drive up its performance on issues such as tackling worklessness will be a key factor in the next few years. This is also an area where the National Housing Federation could take a lead role in supporting and encouraging the sector to further enhance its contribution to this important area.

Despite the evidence of some excellent partnership working there remains a lack of awareness, often at local authority level, of what housing associations are able to deliver in relation to worklessness. They have access to the hardest to reach groups and as such they need to be closely involved in local and regional strategy development and implementation, to address this agenda. For example, although the Government’s review of the Third Sector 103 recognises housing associations as social enterprises per se and notes their role in tackling financial exclusion, it does not refer to their ability to develop and sustain other social enterprises, to create social enterprises nor does it specifically refer to their role in tackling worklessness.

The sector’s access to the most disadvantaged groups is a fact that should be widely communicated as this will enable other partners to reach those groups that the Government wishes to target. This lack of recognition also extends to commissioners of contracts to deliver training who also, in some cases, lack awareness of the skills of housing associations in this field.

10.3 An improved framework

The increasingly strategic and corporate approach to tackling worklessness that this research has evidenced, ideally, should be rolled out across the sector so that housing associations can contribute further and on a less fragmented and ad hoc basis to the needs of the communities that have been highlighted in this review.

One of the themes picked up in the recent Cave Review 104 is that there is a need to reduce the burden of regulation for housing providers. Although the Cave Report does

---

103 The future role of the third sector in social and economic regeneration; final report CMD 7189

104 Professor M. Cave, Every Tenant Matters: A review of social housing regulation CLG
Publications (2007)
specifically say that the kinds of initiatives that relate to associations’ wider role should not be subject to detailed regulation, there are opportunities to further encourage housing associations to address the worklessness agenda.

An improved framework could be further developed to remove some of the ambiguity that surrounds this work stream. Housing associations responding to the survey for this research suggested that on the whole they would welcome a more consistent framework for the future.

Once again, the HCA and the Office for Tenants and Social Landlords could, in due course, work more closely with central government departments including the Department for Communities and Local Government, Department for Children, Schools and Families and the Department for Work and Pensions, to address this issue.

10.4 Long-term funding

Fragmentation of funding, structures and initiatives undermines housing associations’ ability to deliver the Government’s agenda and makes investment less efficient. Revenue funding is usually short-term, diminishing the impact of initiatives and their sustainability, especially in deprived areas. Some delivery mechanisms are fragile, once a project has closed owing to lack of funding it is impossible to restart it.

There are issues around funding which it would be an advantage to address if further schemes are to work well. There are difficulties in relation to short-term (and differently timed) funding regimes and the numbers of sources of funding that are applicable to these initiatives. Respondents noted that staff often spend much time sourcing, chasing and bidding for funding (and complying with different funding criteria) and then having to monitor spending again using differing sets of criteria.

In order to tackle the issue of worklessness, housing associations would benefit from a dedicated funding stream to enable them to work effectively with communities and residents on a more long-term, sustainable basis. This would enable staff to spend more time developing projects that work and target the right people who are in need of assistance. At present funding is often insufficient, fragmented and short-term. Longer term certainty of funding was seen as the solution most required by the respondents to the survey for this research. There are so many varied sources of funding that some effort should be put into developing a more consolidated approach that could be directed specifically to housing associations for use on projects which they instigate and lead and which could contribute to the partnerships that they are engaged in.

In addition, funding requirements tend to be prescriptive causing housing associations to “shoehorn” suitable schemes to fit the criteria. Greater flexibility would ensure that funding is available to meet need instead. A strategic approach to determine where the need is and direct the funding accordingly would be welcomed.

10.5 Sustaining people in work

Policy changes and practical interventions could assist in a number of areas including addressing the complexity of benefits and tax credits and the impact of changes in
claimants’ circumstances. The need for a more flexible approach to rent payment in the early phase of employment in order to minimise arrears and financial pressures also requires review.

As noted in Chapter 7, a particular barrier facing residents is the operation of the benefits system. Although Government has taken steps to ensure that no one is now worse off in work, the difference in income earned when working and benefits available is still perceived as an insufficient incentive for some to move into work. Of particular significance is the impact that benefit withdrawal has on people who wish to work but who are frightened of the loss of benefits that might be incurred.

A number of people may find that their overall income may reduce or only be marginally improved as they may have to pay housing, council tax and care costs. A short period with an assurance that income would be protected until individuals are established in employment would be helpful.

A review of certain aspects of the benefits system would be particularly relevant to people in supported housing. If someone gets work it is almost impossible for them to remain in supported housing if their entitlement to benefit is removed. There are few options other than to assist a move into a general needs property. However, clients still need support to enable them to retain employment; the policy agenda needs to address this issue.

Housing benefit, although an ‘in work’ benefit is a particular issue, especially when rents are high as is the case for households in temporary accommodation. The Working Future model outlined in Chapter 5, offers one route forward. The alternative is some sort of transitional rent which would increase over time with earnings; the converse being a less steep withdrawal of benefit over time.

A relaxation of the ‘16 hour rule’ for young people in supported accommodation (Foyers especially) to enable them to access more training and education to improve access to employment, would be helpful. Supported accommodation is expensive and a young person could lose all benefit entitlement if they wish to take part in training or an educational course that requires them attend for more than 16 hours per week. Assisting individuals who are disabled into work could be facilitated by reviewing the therapeutic earnings limits too.

10.6 Working in partnership

As discussed in Chapter 9, partnership working is critical. Policy makers should consider how closer collaboration between the partner agencies can be achieved. Closer working between employment services, housing associations, DWP offices needs to be engendered perhaps through moving to shared facilities on larger estates or in local community centres. The secondment of job brokers and employment and training experts into housing associations could also assist. Consideration needs to be given to how these agencies can work more closely together. To ensure that housing associations do not duplicate what others are doing roles and responsibilities will need to be clear.

Housing associations are an obvious and effective intermediary to effect economic and social change by acting as a ‘bridge’ between residents and mainstream business.
Ensuring that some more vocational training programmes are demand led by industry sectors rather than funders, will help to ensure that supply meets demand.

A huge opportunity exists to exploit the role of housing associations as regeneration agencies. They have access to literally hundreds of thousands of people who will not use mainstream services, and who may not consider self employment as an option unless the kind of intensive and personally supportive services that can be provided by trusted intermediaries are made more widely available, creating an opportunity for housing associations to play an increasingly important role in both tackling worklessness and enterprise development.

Support is needed to encourage education providers, business and local industry to work more closely with housing associations. Resources are being directed towards delivering more social enterprise in disadvantaged areas and housing associations could usefully engage in these partnerships. A greater responsibility could also be placed on educational establishments to develop and embrace positive partnerships with the social housing sector in order to address worklessness.

Housing associations need to collaborate further on this issue to make best use of the resources for this work and to prevent duplication and gaps in local authority areas. Examples are given throughout this report of such approaches.

10.7 The distance travelled

The barriers faced by workless people are well researched and documented. However, as housing associations are often working with those whose worklessness is most entrenched or who are most vulnerable, greater recognition should be give to time it takes to ensure that a person is ‘employable’. Realistic timescales are needed to enable such individuals to become fully equipped for future employment prior to entering the employment market. Effective measurement of provision should not only be about hard outputs but should appreciate the ‘distance travelled’ by some clients.

Many residents are so far away from the job market that they would find it very difficult to secure jobs after only a short intervention. It takes time for people to regain confidence and develop appropriate skills.

Needs should be assessed early. Flexible help from many agencies is required and housing associations can supplement and complement the statutory services. Services need to work together and not only housing and employment services but family and child care services and transport services too.

The Government’s intention to adopt a Jobs Pledge whereby residents from disadvantaged backgrounds would be able to access work trials and suitable training without appropriate work experience is to be welcomed. That those who successfully complete a pre-employment programme would be guaranteed job opportunities represents a key ‘selling’ tool for housing associations to encourage residents to move from welfare into work and is to be welcomed.
A social housing tenancy as springboard

If new tenants that are available for work but not working could be given the opportunity to be signposted to the services available, over time worklessness in the social housing sector would reduce. In considering the bigger picture, the debate is still to be had on the role of a social housing tenancy. Should there be a new contractual relationship with workless tenants that involves participation in an education or training programme supported by adjusted benefit or rental levels over time? Whilst this is a simple concept it reaches to the very heart of how we as a nation have viewed the traditional role of social housing and would of course be very difficult to implement, even if desirable. Thinking more radically about the two way contractual relationship and expectations between tenant and landlord may be required however.

10.8 Some areas for further research

A better understanding of Hills’ findings in terms of why social housing residents are demonstrably less likely to go into paid work than people in similar economic circumstances but different tenures, is required. For example, as Hills himself points out, the problem could be (partly) due to the “disincentivising” effect of the way the wider welfare benefit, social housing rents and taxation system operates – which may impact more heavily on people paying higher rents. Because of these effects, there may be residents who are working – but in the informal economy. Ideally, this research should also help to identify what the effects might be of getting more housing association residents into work on the stability of the communities they live in – in terms of the extent to which people who succeed in getting work remain in their homes (or want to) or move away from them into owner occupation, for example.

The most effective and innovative solutions do not emerge over night. The Government has spent many years in evaluating the impact of the New Deal and other pilot programmes; assessing the lessons and disseminating good practice. More work is needed, including some longitudinal studies to develop appropriate research methods and means of properly evaluating approaches and projects. Such research could include:

- impact assessments of the achievements and outcomes of initiatives in specific areas;
- further research into housing mobility and worklessness, which this study does not touch upon which could include the impact of housing allocations and choice based lettings;
- how housing associations are collaborating together to provide effective ‘coverage’ of an area and to avoid duplication of projects and poor use of resources; and
- The more structured and dissemination of good practice arising from case studies around the country.

At the time of writing, the Government was consulting on the 2007 Green Paper on Employment 105 and the policy agenda will change and move forward as a result. It is hoped that this report will contribute to that debate. It is also recommended that the issues raised throughout this report and brought together in this chapter be considered

by policy makers to enable the housing association sector to deliver further on this agenda.
References


3. BMG Research, A survey of existing housing association tenants, (Housing Corporation (2006)


10. Cope, H Northern Lights Housing associations investing neighbourhoods in the North, NHF/Housing Corporation 2006


17. Ethnic Minorities in the Labour Market Dynamics and Diversity (JRF April 2007)


19. Families with Children in Britain – Findings from the 2005 Families and Children Study (FACS DWP 2007)


23. Green, Exclusion unemployment and non-employment in regional studies volume 31 page 505 to 520 (1997).


25. Helping people from workless households into work National Audit Office (2007)


27. Homes for the future more affordable, more sustainable CM 7191 CLG (July 2007)


29. Improving the Prospects of People Living in Areas of Multiple Deprivation in England (Cabinet Office 2005)


32. Jobs and Enterprise in Deprived Areas: (Social Exclusion Unit 2004)


34. Local Strategic Partnerships : Tackling Worklessness (GLA /ALG 2005)


38. Neighbourhoods and communities strategy Housing Corporation (2006)

39. Opportunities for All the 8th Annual report of the DWP (2006).


42. Strong and Prosperous Communities  CLG (2006)

43. The dynamics of local economies and deprived neighbourhoods CLG (2006)


45. The future role of the third sector in social and economic regeneration; final report CMD 7189 Cabinet Office and H.M. Treasury (2007)

46. Understanding Workless People and Communities: A Literature Review DWP (2005)


48. What Works with Tackling Worklessness (LDA 2006)

49. Work and Worklessness among households, First Release, National Statistics (August 2007)

50. Worklessness in Deprived Neighbourhoods: A Review of Evidence (CLG 2006)
Appendix 1

Some key government employment programmes

Employment programmes

The New Deal offers help and support in obtaining work through the provision of a personal advisor who works with the individual assisting with job search, training courses, childcare needs, debt counselling and ensuring that available financial assistance is claimed.

An outline of the main employment programmes accessible to people from workless households is given below.

New Deal for lone parents

New Deal for lone parents is available to lone parents whose youngest child is under 16 years old and who are not working, or working less than 16 hours per week.

New Deal for lone parents is a voluntary programme specifically designed to help lone parents into work. It offers a package of support to help individuals move into work. Advisers offer practical advice and help about finding childcare and training. Advisers will also assess how benefits will be affected when and help with applications for in work benefits or tax credits.

New Deal for partners now has the same package of support that is available from New Deal for lone parents.

New Deal for disabled people

New Deal for disabled people is aimed at people receiving disability or health related benefits and who want to work. It is a voluntary programme delivered through a network of job brokers who have been selected chosen by Jobcentre Plus as having experience in working with people with health conditions or disabilities.

Job brokers offer advice and support and then are able to identify training needs, match skills to employers needs. They also offer assistance with applications and offer support during the first six months in work.

New Deal for young people

New Deal for young people is a mandatory programme for those individuals aged between 18 and 24 and who have had a continuous claim to Jobseekers’ Allowance for six months or more. Designed to address the problems of long-term unemployment in 18-24 year olds the aim of New Deal for young people is to improve young people’s chances of finding and keeping a job.
Whilst on the programme, participants will receive the continued help and support of a New Deal personal adviser based at a Jobcentre Plus office or Jobcentre.

The first stage of New Deal for young people is known as Gateway, this will last up to a period of four months. If a job is not obtained during the first stage, a package of full-time help is devised to meet specific needs. This stage of New Deal for young people is known as the Option period. During the Option period a training allowance equivalent to Jobseekers’ Allowance and a top-up payment of circa £15.00 per week may be received.

If at the end of the Option period if a young person has not obtained a job, he or she will return to the Jobcentre Plus office or Jobcentre to make a new claim to Jobseekers’ Allowance (the follow through period).

**New Deal 25 plus**

New Deal 25 plus is a mandatory programme of help designed to address the problems of long-term unemployment in customers aged 25 and over. The aim of New Deal 25 plus is to improve people’s chances of finding and keeping a job.

**New Deal 50 plus**

New Deal 50 plus is for those aged 50 or over who are in receipt of and have been receiving any one or more of the following benefits for at least six months:

- Income Support (IS);
- Jobseeker’s Allowance (JSA);
- Incapacity Benefit (IB);
- Severe Disablement Allowance (SDA); and
- Pension Credit.

It also offers an in-work Training Grant of up to £1,500 if an individual obtains a job through New Deal 50 plus to improve skills.

**Minority ethnic outreach**

People from ethnic monitories have been assisted through the New Deal and through particular programmes such as the Ethnic Minority Outreach Programme delivered by Jobcentre Plus and its partners.

**Employment zones**

Introduced in 2000, Employment zones are being piloted in 15 areas of entrenched high unemployment. They are developing new ways of helping long-term unemployed people into work. They replace the New Deal 25 plus in these areas. Participation in employment programmes in these areas is mandatory for those over 25 and who have been unemployed for over 12 months. Participants receive funds from a personal account at least equal to benefits and help and assistance in finding a job.
The pathways to work pilots

Introduced in 2003, Pathways to Work was extended in 2006 to cover 40% of the UK and will be rolled out nationally by 2008. Pathways to Work is aimed at reducing the numbers of people in receipt of incapacity benefit. The pilots offer a package of measures. These include ongoing support from a personal adviser offering work-focused interviews. It also offers access to a wide range of specialist employment programmes, work-focused rehabilitation support; and financial support when in work. A range of other programmes also offer specialist support to people with disabilities including: Access to Work, Workstep and Work Preparation.

Each programme has different elements but they all provide access to a personal adviser who can help in looking for work and advice on overcoming barriers to work.

Working Neighbourhoods pilot

The Working Neighbourhoods pilot was established in April 2004 and completed in 2006. Its aim was to try out new approaches to providing intensive support to help people find and remain in work. The pilot was targeted towards people who are without work including claimants of Job Seekers Allowance, Income Support and Incapacity Benefit. The pilots have taken place in 12 places across England, Scotland and Wales. Evaluation of the pilot areas has found that one of the most striking differences between the Working Neighbourhoods pilot areas and the rest of the country relates to household composition with considerable divergence from the norm. In particular a third of the households nationally are headed by a single person whereas in the pilot sites this was much higher.

City strategy

The Government’s City strategy is designed to combine a funding stream through public sector partners and employers to tackle worklessness in communities. The key element of the approach is to link up local provision, particularly employment and skills provision, to make more opportunities available for people in the most disadvantaged areas. Partners include local authorities, private businesses, third sector organisations, Jobcentre Plus and the Learning and Skills Council.

These bodies have formed consortia in 15 cities and city regions. They are pooling their funding streams and joining up the services in an attempt to bring about locally determined solutions to improve employment outcomes. The City strategy programme aims to remove people 30,000 off benefit across the pathfinder areas. The DWP has made available a reward fund of £5 million to recognise innovative approaches which increase employment outcomes for the most disadvantaged groups.

Particular groups, many of which are housed by housing associations have been identified as being particularly disadvantaged in the labour market. These groups include offenders whose needs are addressed in the Government’s Green Paper, Reducing Re-offending Through Skills and Employment.

---

**Progress2work link up** is a pilot project that concentrates on people who experience multiple barriers to employment perhaps with an offending background who may also be homeless and recovering from alcohol misuse.

**Assistance for young people**

**Connexions**

Connexions is the Government's support service for all young people aged 13 to 19 in England. It also provides support up to the age of 25 for young people who have learning difficulties or disabilities (or both). Through multi-agency working, Connexions provides information, advice, guidance and access to personal development opportunities for young people. It aims to remove barriers to learning and progression, and ensure young people make a smooth transition to adulthood and working life.

Children's trusts are being established in each local authority area and the funding that currently goes directly to each of the 47 Connexions partnerships will go directly to each of the 150 local authority areas by April 2008.

Local authorities working under children's trust arrangements will be given responsibility and accountability to plan and commission integrated youth support services. The Government sees Connexions as making a vital contribution to future youth support services and expects Connexions to play a full part in children's trusts.

Youth Matters builds on the successful contribution made by Connexions partnerships in a number of areas - their focus on reducing the number of young people not in education, employment or training (NEET), advocacy and support for young people, and on giving young people a prominent role in shaping and delivering services.

**Apprenticeships**

Apprenticeships are practical work-based schemes, developed industry to help achieve a skilled and qualified workforce. They lead to qualifications such as the National Vocational Qualifications. Modern Apprenticeships offer people aged over 16 the chance of paid employment linked with the opportunity to train for jobs at craft, technician and management level.

Apprenticeships enable a young person to learn, work, earn and get qualified, all at the same time. For example, every year over 10,000 young people join the Construction Apprenticeship Scheme (CAS).

**Entry to employment**

e2e encompasses the existing arrangements for pre-employment and other provision below NVQ Level 2 (including preparatory training, Life Skills and ‘Other Training’ at Level 1). The aim of e2e is conceived as consisting of individually designed programmes within an overarching framework, which will respond flexibly to meet learner’s needs and will offer a range of provision.
Appendix 2: Data collection methodology

An Excel workbook was provided to the associations which included three spreadsheets:

Return one

This return included projects listed by name giving:

- Revenue spend from 2003-08;
- Name of project/initiative;
- English region; and
- Project code.

Projects covered two types of activity, jobs and enterprise and education and skills. In addition, the spreadsheet collected information on whether an initiative was targeted mainly at young people (16-25 years).

The return also collected data on whether projects were specifically targeted at diverse and disadvantaged groups as defined by the Department for Work and Pensions. These included for example:

- minority ethnic communities;
- lone parents;
- lowest qualified; and
- women

The return collected data on whether help is given with transport costs (for attending interview, work placement or training courses, for example) and childcare.

Information was collected on main partners and main source of matched funding.

The association’s own input was recorded to assess the extent of leverage against main match funding sources.

Returns two and three

Two types of outputs are reported. Annual outputs which record outputs per annum and are expected to be ongoing and one-off outputs which record projects which have not, or will not, continue on a year-by-year basis. Care was taken by respondents to avoid double counting and to maintain an audit trail.

It is always difficult to measure outputs and outcomes; associations were asked to record only those outputs that could be properly accounted for. Projects were firstly sub-classified in the case of jobs and enterprise into categories including:

- access to jobs;
entry to employment (E2E);
construction jobs;
jobs excluding construction (including supplying residents as employees for other);
placements;
social enterprises start-up
business start-up
general business training and support

Outputs were recorded project by project on the spreadsheet return provided for that activity. A range of possible outputs was given as a guide including:

- Number of (non-construction) related jobs made available /created;
- Number of construction related jobs made available/ created;
- Number of placements created;
- Number of people trained to improve their access to jobs;
- Number of start up businesses assisted;
- Number of new enterprises created;
- Number of businesses or enterprises advised;
- Number of jobs created by a new enterprise; and
- Number of people achieving NVQs

For education and skills the project sub-classification included, for example:

- NVQ;
- Practical skills;
- Construction training (all ages);
- Life long learning;
- Information technology;
- Improving educational standards; and
- Literacy and numeracy.

And the outputs included, for example

- Number of people trained;
- Number of training weeks(non-construction);
- Construction training weeks only;
- Number of training weeks specifically for IT;
- Numbers obtaining IT qualifications;
- Number of people achieving NVQs ;
- Number of people achieving Constructions Skills Certification;
- Number of people obtaining other non-IT or non- construction qualifications;
- Number of people benefiting from numeracy and literacy projects;
- Number of people trained who obtained jobs;
- Number of people benefiting from projects to promote personal and social development.
Comment on the methodology

It was noted by several associations that they found the process to be of value, although some had difficulty in entering the required data. This information is often spread across a number of departments and considerable time extensions were required to enable associations to complete their returns. Several do not record this data and in many instances decisions had to be taken specifically for this exercise on how to assemble and record activities and outputs.

Many did not record outputs for their projects and others had to recast returns used for other purposes to fit this methodology. It is clear from the research that a standard approach would be useful to enable the sector to collect this information, in future, in a systematic and consistent manner.