

Objective One Partnership Office

JOBCENTRE PLUS CO-FINANCING PROGRAMME:

THE ECONOMIC BENEFIT ARISING FROM THE EQUAL OPPORTUNITIES CROSS CUTTING THEME



TYM & PARTNERS
Planners and Development Economists

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The Objective One Partnership
for Cornwall & the Isles of Scilly

ROGER TYM & PARTNERS

3 Walsingham Place
Truro
TR1 2RP

t 01872 260 926
f 01872 260992
e truro@tymconsult.com
w www.tymconsult.com

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1 INTRODUCTION

- 1.1 This report reviews the range of economic benefits arising from the incorporation of equal opportunities within the Cornwall and Isles of Scilly Objective One Co-Financing Programme delivered by Jobcentre Plus (JCP).
- 1.2 Equal opportunities is an objective of the Objective One Programme and is given weighting and status due to its inclusion as a cross cutting theme. This means it has been considered in the development of the overall Programme strategic approach and must also be considered in all aspects of project delivery. This approach is not purely one of compliance with legislative requirements but is a concentrated focus upon what equal opportunities can mean for the economy. A strong economy is seen as an inclusive economy where everyone can play a part and feel able and supported to contribute. As JCP states '*there is a strong correlation between unemployment, disadvantage and social exclusion, all of which are acknowledged as a brake on development in Cornwall and the Isles of Scilly.*'¹
- 1.3 This report looks at how equal opportunities has been addressed by JCP at both a strategic level and at the project level and specifically identifies the economic outcomes of this. Through the preparation of case studies and interviews with key partners in the JCP Co-Financing Programme it is evident that addressing the broad spectrum of equal opportunities has been economically beneficial at an individual, community, Cornwall and Isles of Scilly and national level. This contributes towards the wider Objective One aim to regenerate and increase the wealth of the Cornwall and Isles of Scilly economies.

European Social Fund

The aim of ESF is 'to tackle barriers to labour market participation experienced by unemployed and socially excluded people.'

Jobcentre Plus

The primary aim of JCP is to 'promote work as the best form of welfare, helping unemployed and economically inactive people of working age to move closer to the labour market and compete effectively for work, and provide appropriate help and support for those without work.'

JCP Co-Financing Programme

Co-financing means channelling both ESF money and the match funding provided by JCP into a single stream at source, enabling JCP to contract out fully funded ESF projects that add value to mainstream activity.

Objective One and Equal Opportunities

The Objective One approach embraces a holistic set of values and aims in relation to equality of opportunity. It sets responsibilities for both strategic and project delivery to address the issues of disadvantaged groups and to ensure everyone has equal access to services in order to take up employment opportunities, including for those people who need support to fully engage and participate in society.

¹ JCP Co-Finance Plan Phase Two with reference to the Single Programming Document

The Economic Benefits of Equal Opportunities in the Jobcentre Plus Co-Financing Programme
Final Report

2 BACKGROUND

The Cornwall and Isles of Scilly Objective One Programme

- 2.1 The Cornwall and Isles of Scilly Objective One Programme has a total value of £780m and some 696 projects have been approved to date (September 2006). The Programme has five priorities, each of which is divided into a number of measures. Each measure is funded from one of the four Structural Funds: the European Regional Development Fund (ERDF); European Agricultural Guidance and Guarantee Fund (EAGGF); European Social Fund (ESF); and Financial Instrument for Fisheries Guidance (FIGG).

European Social Fund

- 2.2 ESF accounts for 20.3% of the Objective One Programme and addresses the skills issues of economic activity and inactivity and the development of people (human resources). ESF under Objective One provides the opportunity to address:

- § Active labour market policies
- § Equal opportunities for all and the promotion of social inclusion
- § Improving training and education and promoting lifelong learning
- § Adaptability and entrepreneurship
- § Improving the participation of women in the labour market

Jobcentre Plus and ESF Co-Financing

- 2.3 Organisations applying to the Objective One Programme for funding to deliver projects to meet these aims were eligible for up to 50% of funding from ESF, depending on the measure applied for. To further enhance delivery and to focus upon key issues and geographical areas, Jobcentre Plus developed the opportunity to target resources through an ESF Co-Financing Programme.
- 2.4 Co-financing means channelling both ESF money and the required match activity to organisations in a single stream removing the need to find match funding. Other benefits of this approach include:
- § Provision of pre-matched funding can enable a greater number and range of organisations to consider becoming delivery partners by removing the need to secure additional finance
 - § EU level administration is completed by JCP as the co-financing body²
 - § JCP provides additional and direct support to delivery partners to develop recording and monitoring systems (this in turn can increase the capacity of these partners)
 - § Focusing upon local need and circumstances, adding value to existing provision and minimising duplication
- 2.5 This system of pre-matched ESF monies provides security to organisations targeting actions to meet the needs of those most disadvantaged in the labour market and those furthest away from returning to it. This in turn enables and encourages a range of different types of providers (including private, public and the voluntary and community sector) to become involved in the delivery of services and increases overall delivery capacity and the ability to develop innovative and targeted approaches.

² Co-Financing Bodies are responsible for the overall delivery of the Programme, including financial and administrative procedures and responsibilities.

A total of £7.8 million was invested under Objective One to JCP across the lifetime of the Co-Financing Programme. This in turn was matched by JCP providing a total Programme value of £18.4 million.

JCP Mainstream Provision

- 2.6 The match funding provided by JCP is sourced from their mainstream provision (core funding from the Department of Work and Pensions). The total service provision under the Co-Financing Programme is therefore an amalgamation of both JCP provision and approved projects delivered by other organisations that add value to mainstream JCP provision.
- 2.7 JCP activity is targeted towards two groups - those people who are actively seeking employment (and who claim Jobseekers Allowance) and those people who have been unemployed for a long time. Support within the JCP provision is structured and is available to those people who come into JCP offices and who are then referred on to more detailed contact with a Jobcentre Adviser.
- 2.8 JCP is however limited in how it can address the wider picture of worklessness. For example JCP does not routinely see those people who are not actively seeking employment and who are not obliged to do as a result of medical or circumstantial situation (for example poor health, degrees of incapacity, lone parent) but who may, in some situations, be able to undertake employment if given appropriate guidance and support. This is important within the context of Cornwall and the Isles of Scilly as there are around 6,000 people claiming JSA and over 27,000 people who are workless and claiming other primary benefits. The ESF funding therefore enables JCP to support organisations working with this wider client group to complement and extend the overall range of support available for unemployed and economically inactive people.

Additionality under the Co-Financing Programme

- 2.9 The JCP Co-Financing Programme enables a more proactive approach to the labour market. It enables the commissioning of projects that actively seek to:
- i) Engage with people not in employment including those people furthest away from the labour market, providing a first step which could progress them to JCP mainstream provision. This has included funding for projects that provide 'additional and specialist support that tends to be expensive and therefore limited or unavailable.'
 - ii) Engage with employers and actively work with them to identify their needs. This is important in a labour market with reduced choice of employees (due to a low level of labour supply). JCP currently works with employers on the basis of advertising vacancies and making this information available to jobseekers. Co-financing enables a more proactive approach to working with employers as there is an ability to work with them to tailor packages, meet their needs and provide ongoing post-employment support for new employees that are taken on as a result of this partnership working.
- 2.10 JCP's Co-Financing Programme increases its capacity to engage with more workless people and more employers. It enables a greater range and type of intervention and a larger number, range and capacity of delivery organisations. The range of delivery organisations include small, local voluntary and community sector organisations and large public sector agencies that may not have delivered employment projects but who do engage with workless people. The Programme has enabled organisations to be more proactive and to test new approaches.

3 OBJECTIVE ONE, EQUAL OPPORTUNITIES AND THE ECONOMY

- 3.1 Equal Opportunities is one of three cross cutting themes within Objective One and is applied to all aspects of the Programme.

Background

- 3.2 Activities funded by European Structural Funds have to comply with European policy and legislation on equal opportunities as set out in the Amsterdam Treaty which addresses the promotion of equality between men and women. The Objective One Programme has adopted the EU policy and legislative agenda for equal opportunities. However compliance with legislation is not the sole driving force behind the equal opportunities cross cutting theme. It is part of a wider agenda for sustainable development within the Structural Fund Programme and a means of making an explicit link between economic improvement and society. The cross cutting themes are the means of ensuring that a view wider than just economic development is considered by every project regardless of which Priority, Measure of Structural Fund it seeks to access. The link between economic activity and society is crucial for the Objective One Programme and the equal opportunities theme. The target is to ensure that there is equality of opportunity within all economic activities generated by the Programme in terms of access to and therefore benefit from that activity.

Development of the Equal Opportunities Cross Cutting Theme - Objective One

- 3.3 The equal opportunities cross cutting theme has developed over the course of the Objective One Programme from a theme focused on gender equality to one which is based on much broader social inclusion issues. The aim of the cross cutting theme in Cornwall and the Isles of Scilly is now:

"To increase the equality of opportunity provided by the Programme including the take up of opportunities by women, through the promotion and provision of support, and prioritisation of activities, that explicitly address barriers to participation".

- 3.4 Within this aim there are five operational objectives:
- i) To enable equality of access to opportunities for all women, including to all levels of training and sustainable employment
 - ii) To enable equality of access to opportunities for people with disabilities, including to all levels of training and sustainable employment
 - iii) To support activities that increase the adoption of equal opportunities strategies and family friendly policies and / or the awareness of the benefits of equal opportunities
 - iv) To enable equality of access to opportunities, including all levels of training and sustainable employment, for people who are disadvantaged in the economy, including by virtue of age, ethnicity, rural isolation, etc
 - v) To increase the diversity of social and economic partners participating in the management and implementation of the Programme
- 3.5 The key group of people targeted by the equal opportunities cross cutting theme are those who are disadvantaged in the labour market by multiple barriers, in particular those who do not even have their first foot on the road to employment.

Key message

- 3.6 The key message on equal opportunities in the Objective One Partnership guidance note is equality of access. This applies to all projects regardless of the Priority and Measure under which they are developed and has to be considered by all project sponsors. This equality of access may be in terms of physical accessibility or intellectual access such as access to information, training and development. Examples include:
- § Improving access to premises for all groups of people, including physical access improvement, ensuring the premises are in a well lit and secure location, improving accessibility of public transport and providing childcare support
 - § Ensuring training courses are available to all, eg held at family friendly times, in safe locations, providing basic skills support if needed, having equipment available for people with disabilities
 - § Considering how business support is provided eg at times suitable to those with care responsibilities, in accessible locations and with threshold criteria that do not exclude groups of people

Jobcentre Plus Co-Financing and Equal Opportunities

- 3.7 Equal Opportunities is at the heart of the work of Jobcentre Plus which was created as an executive agency of the Department for Work and Pensions (DWP replacing the Employment Service and Benefits Agency) in April 2002. The DWP itself was created in June 2001 with a simple aim 'to promote opportunity and independence for all'.
- 3.8 Jobcentre Plus plays a vital role in helping deliver the objectives of the DWP which are *"to sustain a higher proportion of people in work than ever before, while providing security for those who cannot work, and to modernise services and improve accessibility, accuracy and efficiency"*.
- 3.9 One of JCP's objectives of direct relevance to furthering equal opportunities is: *"to help people of working age in the most disadvantaged groups and areas to move closer to the labour market, compete effectively for and remain in work and to adjust more quickly to economic change"*.
- 3.10 The work of JCP in Cornwall and the Isles of Scilly is closely aligned with the priority for equal opportunities enshrined in the Objective One Programme and has supported JCP in becoming an approved ESF Co-Financing delivery organisation for Objective One investment.
- 3.11 The Jobcentre Plus Plan for Objective One ESF Co-Financing was produced in September 2002 to cover the period April 2003 to December 2004 and was followed by Phase 2 which extended the co-financing activities to June 2007 (which was subsequently extended again to enable spend into 2008). Among the JCP Co-Financing objectives that are particularly relevant to equal opportunities and articulated in the plan are:
- § Reduce barriers to entry into the labour market i.e. travel, gender, disability, social barriers, ethnic background, education & skills, need for higher level skills
 - § Provide supported routes to positive participation, mainstream activities and employment
 - § Improve the participation of lone parents in the labour market by increasing support available e.g. child care, confidence building, skills updating
 - § Work with employers to help develop, create and sustain employment opportunities and offer post employment support and training where needed
 - § Strengthen and enhance information, advice and guidance

- § Promote basic skills and life skills as part of the concept of integrated provision and workforce development
- § Make training and employment opportunities more accessible to Jobcentre Plus customers
- § Make ESF funding more accessible to new and existing providers
- § Reduce spatial and thematic concentrations of worklessness

3.12 These objectives support the policy fields within the UK Employment Action Plan and contribute towards meeting the needs identified in the Objective One Single Programme Document for Cornwall and Isles of Scilly. The specific priorities and measures the JCP Co- Financing Programme delivers against are summarised below, with more detail provided in Appendix One:

Jobcentre Plus Co-Financing Plan
The two JCP Co-Financing Plans deliver a range of Objective One measures:

Priority 1: SME and Micro Business Support

1.7: New Employment Opportunities

Priority 3: Developing People

3.1: Active Labour Market Policies

3.2: Learning for Competitive Business and Enterprise - adaptability and entrepreneurship.

3.4: Promoting Social Inclusion

3.8: Using Active Labour Market policies to support social inclusion

Priority 4: Community Economic Development and Rural Structural Adjustment

4.2: Area Based Pathways to Employment

3.13 These priorities and measures have provided the basis for a number of commissioning rounds that pinpoint precise areas of service needs and geographical areas (in the form of targeted wards³). These are summarised as follows (note some commissioning rounds were repeated and modified to address different geographical areas):

³ Targeted wards are defined by the Objective One Programme and relate to wards with the highest number of economically inactive people of working age claiming primary benefits within the Programme area. The targeted wards changed over the course of the Programme as a result of the Mid Term Evaluation. There are currently 18 targeted wards including: Blaise, Rock, Gannel, Mount Charles, Bodmin St Petroc's, Bodmin St Mary's and Launceston.

Examples of commissioning rounds	Aim and Objectives
Introduction to New Deal	To increase take up of New Deal and enable participants to gain maximum benefits from their time on the programme through the provision of pre-entry activity
Sectoral Tailored Recruitment Packages	<ul style="list-style-type: none"> - To provide bespoke support to employers experiencing barriers to recruitment to enable them to employ people who are disadvantaged in the labour market - To support growth sector industries to enable them to recruit jobless people
Community Job Search	<ul style="list-style-type: none"> - To support the engagement of jobless people not eligible for mainstream Jobsearch programmes - Provide Jobsearch through a series of tailored innovative packages - Helping participants gain employment - To improve employment prospects of unemployed or other economically inactive people, returners to labour market and young people through appropriate actions
Pathways to Employment	<ul style="list-style-type: none"> - Engage jobless people through innovative community based activities - To support these people to identify and overcome barriers and then re-enter employment - To provide access to flexible funding to overcome barriers - Build a framework to provide sustainable support to jobless people in the local area beyond the project
People for Regeneration	<p>To ensure jobless people living in targeted wards are prepared for and able to take advantage of jobs and opportunities arising from local regeneration programmes</p> <ul style="list-style-type: none"> - link with local regeneration programmes to identify aptitudes, skill and abilities required to meet labour market demands arising from these programmes - Engage jobless people in targeted wards and provide tailored support to enable attainment of necessary skills and aptitudes to benefit from regeneration - Link people supported to employers within local regeneration projects
Cornwall Health Plus	<ul style="list-style-type: none"> - To engage people receiving health related benefits in targeted wards and support them on a route into sustainable work - Engage jobless people through range of activities and methods (including community-based activities) - Provide 1-2-1 intervention from a healthcare professional to discuss work possibilities - Support people to identify and overcome barriers to re-entry including building fitness, motivation and confidence - Build sustainable framework beyond lifetime of project

Unemployment and Worklessness in Cornwall and the Isles of Scilly and the Role of Jobcentre Plus' Co-Financing Programme

3.14 Cornwall has had a changing pattern of employment over the last ten years. High unemployment was a feature during the 1990s when compared to UK averages. By early 2000 unemployment rates were comparable but economic activity rates were (and remain) much lower. This low level of economic activity has resulted in a poor performing economy for Cornwall and the Isles of Scilly. Current issues are:

- § The lowest GDP per capita in England (65% of UK average)
- § Low wages and low household incomes (linked to the prevalence of low skills and part time work)

- § A high incidence of worklessness⁴ - with economic inactivity rates being higher than the national average
- 3.15 Current data shows that of the working age population in Cornwall, 13.2% are workless which equates with 39,600 people.⁵ This has consequences for the economic prosperity of Cornwall and Isles of Scilly and for individuals. Research shows that there is an interlinked relationship between economic activity and income levels and a person or family's health and well-being. A continuing lack of participation in society and the economy (whether this is formal paid work or other informal activity including volunteering) can provide a downward spiral in overall health and well-being which makes preventative measures and support to reverse this essential for the overall prosperity of individuals, communities and the wider economy.
- 3.16 As the key public sector agency responsible for supporting people into employment Jobcentre Plus has become an important delivery partner for Objective One. Through the Co-Financing Programme it has sought to address routes into employment and to address the needs of specific groups and spatial variations in the levels of support needed.

Strategic Partners in JCP Co-Financing Programme

- 3.17 The JCP Co-Financing Programme is managed and administered by JCP but incorporates a much larger partnership involving other agencies and stakeholders (public, private and voluntary sector). All have an interest in worklessness across Cornwall and the Isles of Scilly and aim to contribute to and develop the strategic approach of this particular funding stream. Partners support delivery of the JCP Co-Financing Programme through involvement in its Welfare to Work Strategic Partnership (an advisory group for all of JCP's work including its Co-Financing Programme) and a Project Assessment Panel.
- 3.18 Cross sector partnership work has been a contributing factor in the success of the JCP Co-Financing Programme. Involvement of the public, private (including employers) and the voluntary and community sector⁶ has supported a strategic approach to worklessness and also broadened the range of delivery partners. It has also contributed towards:
- § A clear picture of current provision and identification of any gaps in provision
 - § Identification of where the Co-Financing Programme can provide added value based upon current provision and local needs
 - § A greater awareness of activity by all stakeholders supporting increased referrals and take up
- 3.19 By widening the range of delivery partners and moving away from provision solely through niche pre-employment and training providers, the Co-Financing Programme has enabled the development of more innovative approach to address the issues of worklessness. It has increased the opportunity and capacity to engage with people in their own communities and in places they feel comfortable in. Partners have expressed the view that JCP has been inclusive in its approach to ensuring all organisations are able to access the Co-Financing Programme and bid under each of the commissioning rounds. This has enabled organisations not usually involved in ESF but who have an innovative approach to delivery to secure funding. In recognition of the fact that not all

⁴ Worklessness has been defined as incorporating all of the following: unemployed claimants; those who are actively out of work and looking for a job; and those who are 'economically inactive' (for example by choice such as family responsibilities). www.renewal.net

⁵ Cornwall Strategic Partnership Local Area Agreement, ECON1. Figures use number of people in receipt of key benefits as a proxy for inactivity.

⁶ For example, Inclusion Cornwall, South East Cornwall Citizens Advice Bureau, Cornwall Business Partnership, Truronian

delivery organisations are well versed in ESF processes and procedures, JCP has provided ongoing support for successful applicants (for example to complete the necessary paperwork).

- 3.20 JCP recognises the important strategic and delivery function provided by its partners. The joint working and sharing of achievements is recognised at Award Ceremonies. These highlight good practice and recognise the achievement of both delivery organisations and the individuals they support.

Operation of JCP Co-Financing Programme in relation to the Equal Opportunities Cross Cutting Theme

- 3.21 JCPs commitment to addressing the cross cutting theme of equal opportunities is detailed within its two Co-Financing Plans. These plans show the approach JCP takes to supporting and promoting equality of opportunity to its services (for example targeting specific groups and equality of access and outcome for clients).

- 3.22 Equality of opportunity was 'embedded' in the JCP Co-Financing Programme. In addition to the formal internal workings of JCP, organisations applying to deliver services through co-financing must also commit to set standards and (Jobcentre Plus Quality Framework). Providers wishing to contract with JCP as delivery partners must provide⁷:

- § A fully developed Equal Opportunities Policy
- § Delivery of services in a way that not only meets statutory duties but also 'respects individual differences, helps overcome disadvantages due to ethnicity, gender, age or disability and achieve the best possible outcome for each beneficiary.'
- § Agreement to be inspected by the Adult Learning Inspectorate which includes assessment of equal opportunities

- 3.23 Project applications to the JCP Co-Financing Programmes have to address the three cross cutting themes (equal opportunities, environment and information and communication technology) in the same way that those applying direct to the Objective One programme are required to. Each project had to detail how the proposed activity would contribute to equal opportunities in relation to both the Single Programming Document and the JCP prospectus (a document provided for each commissioning or bidding round).

- 3.24 As with other Objective One investment, applicants are provided with specific guidance on the cross cutting themes and the success of applications related to the responses and subsequently the score they are awarded during the application process.

- 3.25 Due to the overall aim of JCP co-financing, there is a need to address equality of opportunity not only within project processes (recruitment of staff, marketing and publicity etc.) but also within the delivery of the project as a whole. JCP national aims incorporate support for people to take up employment or move back towards the labour market, particularly for individuals and disadvantaged groups who are furthest away from achieving this. The project development and application process therefore encompasses equality of opportunities in a much broader way. Applicants must give consideration to:

- § The target client group and their characteristics
- § Experience of working with these groups
- § Engagement and recruitment of target groups

⁷ Projects applying for funding must address equal opportunities within their applications. Applications arising from Commissioning Rounds are then assessed by a Project Assessment Panel comprised of a series of organisations.

- § Identification and knowledge of the key barriers and areas of support the client group faces

Barriers to Employment & Training

- 3.26 JCP co-financed projects seek to address individual's needs. Project delivery experience has shown that these needs are often multiple. A range of groups of people have been supported under JCP Co-Financing, these include; people with disabilities, learning difficulties, low skills, health problems, housing problems and drug and alcohol misuse issues; people who are lone parents, young mothers, living in targeted wards, young people (16-24) and people isolated by rurality.
- 3.27 The programme is weighted to address needs of both unemployed and workless people. These are often people who are claiming primary benefits such as Income Support, Incapacity Benefit or Serious Disability Allowance and who face disadvantage, are socially excluded and have personal barriers to engaging in employment.
- 3.28 Consideration of the needs of disadvantaged and socially excluded groups within the JCP Co-Financing Programme is part and parcel of a wider equal opportunities approach and supports the delivery of this cross cutting theme. Such consideration seeks to support individuals to move along the path from worklessness and back into employment.
- 3.29 The range of barriers that have presented themselves include some or many of the following:

Circumstances

- § Homelessness and other housing issues
- § Drug and alcohol misuse
- § Emotional barriers
- § Health (including mental health, physical fitness)
- § Learning difficulties
- § Age (young and older)
- § Lack of role models
- § Financial issues (e.g. debt, gap between coming off benefits and first wages)
- § Children and childcare
- § Rural isolation
- § Transport

Personal abilities and mindset

- § Lack of aspiration and confidence
- § Lack of job search skills
- § Low or inappropriate skills, lack of experience or vocational qualifications
- § Entrenched unemployment (a lifestyle of unemployment)
- § History of broken employment

Perceptions of others

- § Employers barriers: for example, perceptions of lower contributions to be made by long term unemployed people, that ex-offenders could cause problems, that employing disabled people is too difficult

Addressing Barriers through the JCP Co-Financing Programme

- 3.30 The JCP Co-Financing Programme has sought to overcome barriers and address individual's needs through investment in projects that can provide practical support. These projects are people focused, innovative in their engagement techniques, provide ongoing support (including after the take up of employment if relevant) and are tailored to a specific group of people or a locality.
- 3.31 Barriers have been overcome through the use of different models of delivery including small, innovative, tailored delivery that moves away from providing 'more of the same' and approaches worklessness in different ways to really take people forward and not repeat cycles of disadvantage or allow barriers to continue.
- 3.32 Examples of this are:
- § Back to Work/Enabling Fund: a standard element of all projects which enables the purchase of things that will enable a person to get into or progress towards employment, for example clothes for interview, travel and childcare costs and tools or equipment to take up self employment or things less directly related to work where these are clearly part of an individual's barrier e.g. removal of tattoos, housing support, counselling or fitness activity
 - § Cornwall Action Teams: a nationally driven approach which sought to 'work at the very heart of local communities to help people who have serious problems getting work or staying in work.' Action Teams were targeted in areas of most need and

did not cover the whole area. This approach was therefore enhanced to reach additional areas and groups through the JCP Co-Financing Programme

- § Pathway to Employment Projects (a new approach within the field of JCP provision): These projects focus on barriers and support individuals to overcome them whilst recognising that this may take a significant amount of time and hand holding with the input of a range of different support agencies to move to a situation where a person becomes 'job ready'
- § Peer Support Projects: engages with individuals to support them to develop skills that will enable them to subsequently go on to support others in similar situations

4 CASE STUDIES

- 4.1 JCP Co-Financing projects have provided new ways of working and have achieved individual and larger scale successes to support a progression along the route back into employment. The following case studies are examples of some of the projects that have been supported, how they have incorporated equal opportunities and the economic benefits that arise from this.

Cornwall Health Plus
Measure 4.2 Area Based Pathways to Employment
Delivered by Westcountry Training and Consultancy Services Ltd
Total Cost £507,700
March 2006 to December 2007

Equal Opportunities: supporting people on health related benefits who are a long way from engaging in the labour market to identify and assess their health issues and work to overcome these and other barriers to being economically active
Economic Benefits: improving individual's financial situation which benefits both themselves and the local economy; improving people's health helps the sustainability of their employment in the longer term reducing reliance on benefits; increasing people's confidence impacts upon individuals and the wider community both economically and socially
Delivery: through a Community Psychiatric Nurse, Job Advisers, a series of specific courses to support a move back into employment, The Cascade Theatre Company to develop social interaction capabilities

The project uses a range of techniques to engage with people receiving health related benefits (long term incapacity benefits, income support with a disability premium or severe disability allowance). It focuses on the very specific needs of those people who are a long way from employment and works with them to identify and assess their health related barriers and to overcome what may prove to be multiple issues. The project offers group and one-to-one activities to build motivation, confidence and fitness for work, while exploring if and when work might be an option, and identifying next steps. An intervention fund is available to support participants where necessary with any barriers they face when returning to work.

The programme takes participants through a planned route - but works to address individual needs and requirements. Engagement is initiated through working with health related agencies (for example Primary Care Trusts, GPs and the Cornwall Partnership Trust) and through proactively seeking out settings where potential participants may go in order to make contact and publicise the service. The projects' own Community Psychiatric Nurse undertakes a full health assessment of participants which determines support needs and identifies how each participant can manage their health as they move into employment. This all helps individuals to develop a greater understanding of their own needs and is supported by a programme called 'Discover Yourself'. Other programmes are:

- Believe in Yourself: to improve confidence and motivation
- Prepare Yourself: which covers job searching activities
- Develop Yourself: including health related activities such as gym membership, weight loss classes, pilates, yoga etc, and the Cascade Theatre Company activities to help social interaction and self confidence.

Project workers also work with clients to calculate the financial gain from being in work rather than on benefit. The project ensures that clients have on-going support and provides continual review of progress.

Application outputs expected - support for:

- 313 people supported
- 63 into employment
- 110 into training

Quotes from the project:

"Rick enrolled on Cornwall Health Plus in April and since then been supported through an operation on his knee and to join the gym (funded by the project). This has enabled him to start looking at employment."

"Within a month of Sue enrolling with Cornwall Health Plus her confidence really grew. She joined the gym with funding we provided and is motivated to go nearly every day. She has started looking for employment and is working on improving her IT skills at the Clay TAWC centre"

CPR Works

Measure 4.2 Area Based Pathways to Employment Delivered by CPR Regeneration

Total Cost £264,700

March 2006 to December 2007

Equal Opportunities: project aims to support jobless people from disadvantaged groups back towards the labour market

Economic Benefits: Over 25% of households in CPR depend on benefits. The project will help to: increase levels of engagement, confidence and aspiration; increase household incomes and levels of economic activity; enhance local skills base to meet future needs; meet the needs of local businesses; encourage and support inward investment; result in higher levels of spend within the local economy

Delivery: Participants are referred to the project by organisations working in the community. Project staff visit participants in a comfortable and accessible place and continue to work with individuals to address barriers and develop confidence and skills to support a return to employment. Work is also undertaken with local employers to identify their needs and support the development of a local skills base to provide a future match

CPR Works is a skills development programme that seeks to ensure jobs created through regeneration activities in Camborne Pool Redruth (CPR) are accessible to local people. It aims to link the CPR regeneration plans with the needs of local people, to work with local businesses to meet their skills shortages, and to support local people in taking up opportunities in existing local businesses and in new developments.

Key to the project's success is commitment from local employers; the project works with them to identify labour shortages and skills gaps and will provide the necessary training to targeted groups of people in the area to fill those gaps. It also works with businesses that are moving into CPR (e.g. business services and office based businesses) and develops local people's skills in these areas.

To engage in CPR Works, participants must be jobless, over 16, living in defined wards which make up the local area, in receipt of primary related benefit, or have been receiving Jobseekers Allowance for more than 12 months. This includes lone parents, people with health problems and disabilities, ex-offenders, over 50s, returners to the labour market, migrant and ethnic minority groups or people with learning difficulties. The project is targeted at those furthest from the labour market.

A Back to Work fund is available to support those engaging with the project with any barriers they face when returning to work. These barriers include low or inappropriate skills, difficulty accessing childcare, transport issues and initial support to bridge the gap between moving from benefits to wages.

Work is also undertaken with local employers to address their perceptions about employing people who have been unemployed for a long time; barriers faced by employers include perceptions that the contribution of the long term unemployed or the people with disabilities may be low, or that ex-offenders might cause problems.

Potential participants are referred by other agencies such as job centres and community workers. Project staff work within the community and are able to visit participants in their homes, at job centres or community centres to support ease of access and relieve any anxieties about getting involved. Training is contracted out to other agencies or bought in for specific groups. The project links with CPR Skills, a LSC co-financing programme to develop the workforce within existing businesses.

Application outputs expected - support for:

- 200 individuals to either achieve or make progress to employment
- 80 people to gain a qualification
- 50 to get a job

The project also has a wider remit in that it aims to help people increase participation in their community by developing their socialising skills, getting them involved in CPR regeneration, and re-engaged in the workplace. It also offers benefits through increased sustainability as local people find good quality work in CPR thus reducing the need to travel, with the consequent environmental and economic benefits through reduction in traffic congestion and less stress on the wider Cornish infrastructure.

Lizard Pathways to Employment,
Delivered by Cornwall Enterprise Skills Development Division
Measure 3.4 Promoting Social Inclusion
Total Cost £465,000
2003 to June 2007

Equal Opportunities: the project specifically seeks to address the needs of those people who have multiple barriers to employment. People supported are those most disadvantaged in society by virtue of rural isolation, homeless, ex-offenders, lone parents, disabled, long term unemployed or on primary health benefits

Economic Benefits: supporting people to come off benefits and move into paid employment which reduces benefit dependency and provides increased household income. In addition the project has supported take up of employment locally which is more sustainable. There is additional economic benefit from increasing a person's confidence and ability to become more involved - a wider community benefit

Delivery: Outreach facilitators work within local communities to engage with jobless people (along with referral from other agencies) and to begin working on an individual basis with participants to support them in developing skills and overcoming barriers to employment

The project aims to help jobless people living in specified wards in South Kerrier to move closer, or return to employment. It contributes to a wider social inclusion agenda by seeking to encourage and support people to overcome their problems in order to make life changes which result in employment.

Through partnership work and outreach with the community, the project provides long term pre and post employment support for people with multiple barriers. It offers individual guidance and support to enable people to plan their future, and provides them with the information and skills needed to return to work. The project focuses on helping people who are rurally isolated, homeless, ex-offenders, lone parents, disabled, returning to work after 2 years and/or on primary benefits (for example incapacity benefit).

The project helps to overcome barriers to employment. Working with individuals has shown that there are often layers of barriers that all need to be addressed to support a person back into employment. This can include a lack of vocational qualifications, lack of self confidence, lack of necessary tools and equipment, financial issues of returning to work, debt, transport issues due to rural isolation, childcare, drug/alcohol issues, lack of basic job search skills, basic numeracy / literacy issues and a lack of knowledge to consider self-employment.

Pathways to Employment is delivered by facilitators who go out into the community and work on an outreach basis, meeting clients in their homes, public places or where the client feels most at ease (within reason). Clients can see either male or female facilitators who will accompany them to other agencies, such as the Citizens Advice Bureaux, in order to offer full support with all of their issues. The project uses leaflets, a website and public events to explain what it offers. Referrals are through other organisations and also self referrals.

Achievements:

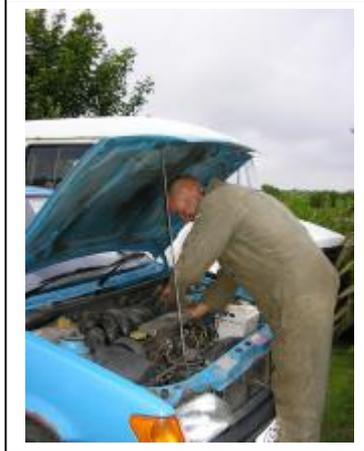
- Over the past five years Lizard Pathways has supported over 480 people back into employment, the great majority going into work locally providing a local economic benefit
- Of the 158 going back to work in the last 18 months, 77% were claiming benefits and the remaining 23% were classed as economically inactive
- The project has been responsible for up-skilling individuals matched to local employers needs
- Approximately 30% of current clients have or are continuing to receive some training (basic skills to work-focused training) that has been identified as a barrier to employment

Comments from the project work:

"It feels impossible to get back to work when you are disabled, if you know that your benefit will stop and you have a family to feed. Gap funding really helped."

"I feel transport was the most useful support as I live in the middle of nowhere and without transport I would not be able to do the things I have done or am going to do, it's made life so much easier."

"The home visit and receiving advice from someone who is not judgemental but full of understanding and knowledge was really helpful."



Two participants who have received support from the Lizard Pathways to Employment Project

People for Fifteen

Measure 4.2 Area Based Pathways to Employment

Delivered by Cornwall College through the Cornwall Foundation of Promise

Total Cost £750,000 (revenue)

Jobcentre Plus Co-Financing element: £218,401

Other Objective One funding: £1 million ERDF to support the capital element of the project

March 2006 to December 2007

Equal Opportunities: to provide some of Cornwall's most disadvantaged young people with the self belief, skills and opportunities to develop quality, lasting careers in the hospitality and catering sector

Economic Benefits: individual and wider societal economic benefits that support the engagement of Cornish young people who are not in employment and who are experiencing a range of barriers to engagement and participation. The programme enables a shift from reliance on benefits to the reward of a pay packet for hard work and commitment and supports participants to take a more active part in the community

Delivery: a partnership approach to providing individualised support to young people - both those selected for the Fifteen Cornwall programme and also the provision of advice and guidance to a wider group that begin the engagement process and express an interest

People for Fifteen is a project that provides unemployed and disadvantaged young people from targeted wards with a route into the hospitality and catering industry. It is both an inspirational and an aspirational project encompassing a range of clearly planned learning and skill development opportunities; college courses, work placements and additional opportunities for direct experience in the Fifteen Cornwall restaurant, which has been developed from the Fifteen Foundation established by Jamie Oliver.

The project provides career pathways for participants. It provides the support needed for these young people to move from being unemployed and addressing personal, social and economic barriers, through becoming qualified to work in the catering and hospitality sector with identified employment opportunities and the potential to become chefs in top restaurants.

The programme works with participants (16 to 24 year olds from targeted wards) who are jobless, disadvantaged and who do not have any Level Two qualifications.⁸ Eligible young people are those in receipt of primary benefit other than Jobseekers Allowance (JSA) or those who have complex barriers to work and have received JSA for more than 12 months. It aims to encourage young people who have an interest in developing opportunities in the catering and hospitality sector to move beyond their current circumstances, believe in themselves and begin to see an exciting career ahead of them.

Fifteen Cornwall is based upon a social enterprise model which ploughs its profits back into sustaining the wider programme to enable support for more disadvantaged young people. It links a wide range of organisations to enable delivery of Fifteen Cornwall. These include Cornwall College, Cornwall Foundation of Promise, Fifteen London, Jobcentre Plus and the Learning and Skills Council.

People for Fifteen engages with a large number of young people expressing an interest in the project as a result of widespread publicity; this was 150 people in the first year all of whom received advice and support from the range of agencies involved in delivering the project to help them apply to become a participant and/or to move into other training and employment opportunities. From this number, 120 young people were then invited to a formal interview with 60 moving on to a further assessment of interest and commitment (dubbed as the Taste Test). A total of 21 participants then progressed on to become the first 'class' of Fifteen Cornwall.

There are several key aspects of the project that provide a hands on approach to addressing the barriers

⁸ Level Two qualifications are based upon the standard of a GCSE qualifications at grade A-C

that young people may experience when applying for and participating in this programme. For example:

- An application form was the starting point, but in recognition of the barriers this in itself can present assistance was provided for all those wanting it from the Jobcentre Plus Cornwall Action Team and Connexions advisors
- The employment of a Welfare Officer to support participants and deal with the personal, emotional and other barriers to participating and remaining on the programme. The Welfare Officer provides pastoral support and is able to help participants get access to a range of other support services that can help them. This individualised support helps retention on the programme and is part and parcel of the holistic model of support
- The use of an outward bound course to gauge levels of interest and commitment but also to build individual awareness and team skills

Equal opportunities is a fundamental part of the programme. It is part and parcel of the way in which the project operates (for example participant recruitment) and also the way in which it supports disadvantaged groups of people providing a pathway into training and employment. The incorporation of equal opportunities has resulted in a number of economic benefits:

Individual participants:

- Coming off benefits, earning an allowance and working towards qualifications
- An increase in personal income levels and the belief in the opportunity for career progression
- Employment in the hospitality and catering sector

Wider benefits:

- An impact upon community safety and a reduction in some participants contact with the agencies such as the Police
- A change in life style habits decreasing engagement with health and social care professionals
- A reduction in the number of benefits claimants
- A new group of people contributing tax and national insurance

Application outputs expected - support for: (based on 150 participants)

- 90 people to be engaged
- 90 people to be supported onto the programme
- 40 to move into employment

In addition, there are further training outputs from the LSC co-financed element of the project. This includes qualifications attained by 40 people at NVQ level one, 19 people at NVQ level two and an additional 19 people progressing from level one to level two.

"Before Fifteen Cornwall, I had no permanent address and was on the wrong side of drugs and alcohol. My life had no direction and I was getting bored of my mundane lifestyle, so I decided that I wanted to turn my situation around.

The programme has definitely given me an opportunity that I never would have had. As well as giving me the skills, experience and support that I need to make it as a chef, I have now got so much more confidence, motivation and ambition.

After Fifteen Cornwall I want to spend time travelling and gaining more experience before making Cornwall my base. I want to run my own restaurant here and eventually I would like to be able to give something back to Cornwall in the same way Jamie Oliver has done with Fifteen.

In the meantime I would advise anybody who finds themselves in a similar situation to mine 12 months ago, to definitely apply for the programme."

Asa Davidson, Fifteen Trainee.



Photos courtesy of Simon Burt

Roads To Health

Measure 4.2 Area Based Pathways to Employment

Delivered by Pentreath Ltd

Total Cost £162,652

March 2006 to December 2007

Equal Opportunities: project works with people recovering from severe and enduring mental health problems in targeted wards and supports them to access a range of activities that can build confidence, skills and fitness and which may enable a move back into work.

Economic Benefits: the economic benefits of the scheme are realised as participants take up employment, reduce their dependence on benefits, and possibly reduce their contact with health services (thus also cutting health costs). The project reduces worklessness in the local area and, as people's financial situation improves, increases the amount of money spent with the consequent improvement in the local economy.

Delivery: Working on a one to one basis through Community Bridge Builders

Roads to Health is a 'first step' project to support people who are recovering from mental health problems (specifically who are on incapacity benefit with an element of Severe Disablement Allowance) to access a range of activities, including leisure, learning, work placements and employment. The project aims to assist individuals to improve their health and employment options, and in doing so will encourage and create bridges to mainstream services. Participants in the project come from seven specified wards in St Austell, Newquay, Bodmin and Launceston.

The project is delivered by four Community Bridge Builders who go out into the community to engage with potential participants and identify their needs. In addition the project works in partnership with health care professionals who refer people to the service. Taking a 'whole-life approach' they are able to support people in a variety of ways by offering one-to-one and group activities to build motivation, confidence and fitness for work, as well as exploring with individuals if and when work may be an option, and finding job placements where appropriate. Community Bridge Builders can support individuals with recreational activities, personal development training and employment focused activities.

The project helps participants to progress back to work by offering a progression path based upon individual needs. At the beginning of the project participants take part in a health questionnaire which is followed up six-weekly and which helps to chart their progress towards better health. Each person also develops a Personal Action Plan (with both vocational and recreational elements) and at the end of an eight week Personal Development Programme progress is reviewed against the plan. One participant said "The structure of the eight week course looks to be exactly what I want and need."

Application outputs expected - support for:

- 200 participants
- 20 people gaining employment
- 90 people referred to the Disability Employment Adviser at Jobcentre Plus or moving onto another learning or skills programme or completed an accredited qualification or joined mainstream Jobcentre plus provision

Summary Points from Case Studies

- 4.2 The case studies illustrate a range of practical steps that can be taken:
- § One to one support including mentoring
 - § Employment of specific professionals to address the needs of participants - Welfare Officer providing pastoral care (People for Fifteen), Community Psychiatric Nurse (Cornwall Health Plus), Cascade Theatre Company to provide a programme that encourages social interaction
 - § Partnership working, for example with Health Care Professionals
 - § An all encompassing recruitment process: People for Fifteen recruitment was a joint process by a range of agencies. Support, guidance and signposting to other provision from the start for all those individuals expressing an interest in applying (for example CAT team, Probation Service, JCP, Connexions)
 - § Linking the needs of local employers with the up-skilling of individuals to meet the needs of both and support regeneration activities
 - § Direct and sustained input and support for participants, for example via the use of Community Bridge Builders
- 4.3 They also identify some of the important principles that need to be built into projects if they are to make a difference:
- § Taking the needs of individuals as a driving force and creating Personal Development Programmes
 - § Supporting a change in habits which can result in a decrease in the need for engagement with other agencies (for example health and social care professionals)
 - § Supporting people back into training alongside discussion about clear pathways to employment
 - § Taking a positive look at what people 'can do' and not what they 'cannot do' to create a shift in both mindset and practice. For example, Truronian's introducing an audio test to replace a written test for an individual with dyslexia
 - § Recognition of a need to develop pathways back to work, not through one, but through many steps, all requiring support

Outputs and Outcomes

- 4.4 Since the start of the JCP Co-Financing Programme there have been a total of 5,272 beneficiaries across the Jobcentre Plus Co-Financing Programme. Of all the individuals supported, 26% were not on any form of benefit (1,359), 29% were claiming Jobseekers Allowance (1,538) and 45% were claiming other benefits (2,375).
- 4.5 Beneficiaries of the JCP Co-Financing Programme:

Measure	Phase One	Phase Two
1.7 New Employment Opportunities	18	-
3.1 Active Labour Market Policies	1,404	-
3.2 Learning for Competitive Business & Enterprise	255	173
3.4 Promoting Social Inclusion	921	945
4.2 Area Based Pathways to Employment	486	1,070
Total	3,084	2,188
Grand Total		5,272

Date: Phase One: April 2003 to December 2004 & Phase Two: September 2004 to July 2006

- 4.6 Other outputs and information about beneficiaries that are of importance to achieving equality of opportunity within the Co-Financing Programme are:
- § 50/50 split between male and females beneficiaries
 - § 14% were over 50 years of age (759)
 - § 19% were lone parents (1,023)
 - § 6% were homeless (307)
 - § 6% were ex-offenders (337)
 - § 6% experienced drug and alcohol mis-use (312)
- 4.7 Of the beneficiaries to July 2006, 1,814 people have moved into employment (34% of beneficiaries) and 1,068 have gained a recognised qualification (20%).

Achieving Outputs

- 4.8 One of the real strengths of the JCP Co-Financing Programme lies in the flexibility it affords. The Co-Financing Plans detail the total outputs the Programme must deliver and as with all European Funded programmes achievement of these outputs is closely monitored. The flexibility comes in how these are achieved and delivered on the ground. Some may achieve many job outcomes, others may achieve fewer relative to their total cost. The key is to balance the total outputs of all of these combined projects against each other to ensure JCP stays on track with achieving declared outputs (responsibility for this lies with the central JCP Co-Financing Programme team).
- 4.9 JCP is able to support a range of different types of projects including different levels of support addressing different issues. Some projects address the needs of individuals with lower levels of support needs (those who are closest to taking up employment) whilst others address the needs of those with complex and multiple barriers to taking up employment (those furthest away from the labour market).
- 4.10 The key to all of the projects is to support people to take the first steps back to taking up employment opportunities that suit their own skills and their own circumstances (and ultimately to ensure a package of support that continues this progression). As one provider identified, it is about recognising the abilities of people and not being limited by barriers or disabilities.
- 4.11 JCP recognises this pathway or progression route and the economic value of engaging with individuals to begin this process. Hard job outcomes drive the overall Programme, but there is recognition of the need to support individuals in the achievement of softer outcomes for a much longer and more sustainable future benefit. For example, initial, proactive engagement can lead to overcoming the first hurdle of identifying what barriers an individual may have to taking the first steps back to involvement in activities or in the community or in support programmes (for example, counselling and physical activities). Regular attendance at a one to one session or on a group support programme can increase confidence, self esteem, motivation, social interaction and in enabling a recognition of personal strengths and abilities which can develop a sense of self belief and worth.
- 4.12 Such soft outcomes are important and are a key element of the JCP Co-Financing Programme as they are the initial stages necessary to support economic and employment outcomes. One of the techniques used to measure these outcomes - and enable JCP to monitor delivery - has been the use of personal statements. These are provided by delivery organisations and show the incremental and substantial individual changes that are being achieved.

Economic Benefits of Co-Financing and Incorporation of Equal Opportunities

- 4.13 There are a range of economic benefits stemming from projects supported by the JCP Co-Financing programme. These economic benefits are three fold: a) individual, b) community and c) County/National.

Individual Economic Benefits	Community and Business Economic Benefits	Cornwall and Isles of Scilly /National Economic Benefits
Increased confidence and aspiration	Businesses that offer inclusive employment opportunities	Reduces worklessness and increased economic activity levels
Increased social contact	Development of skills base to meet the needs of local businesses	Reduction in benefits being paid out
Direct, one to one support to overcome barriers and be in a better position to sustain employment	Greater availability of specific skills to encourage inward investment	More tax and national insurance being paid
Encouragement of self sufficiency	Local people more able to take up local employment opportunities which reduces the need to travel (and hence travel costs) in addition to a reduced environmental impact	Less engagement with Health and Social Care services and other support agencies (for example Police, Probation, Connexions)
An increase in confidence is immeasurable (recognition that it is not just about a monetary value)	Increased participation in the community	The provision of more opportunities and capacity to engage with workless people
Breaking the generational cycle of worklessness and deprivation	A reduction in incidence of crime and anti social behaviour	The provision of more funded training and support into employment opportunities
Reducing child poverty	More money within the local economy due to increased number of wage earners and household incomes	Increasing size of available labour market

- 4.14 It is possible to illustrate the financial benefits of this by estimating the total benefits savings from these statistics. Although each individual and their personal circumstances dictate eligible benefits and the maximum level of financial support available, the Department of Work and Pensions does provide an average client's weekly claim; the latest figures show this as being £86.66⁹. A simple calculation illustrates that a weekly benefits saving achieved from supporting 1,814 people into employment is £157,201; a yearly saving of £8,174,464.¹⁰
- 4.15 National evidence shows that the average length of claim for Incapacity Benefits is nine years - this provides an indication of the long term savings from addressing individual's barriers and their support needs in order to enable a move back to

⁹ DWP Income Support Quarterly Statistical Enquiry, February 2005 - latest figures available

¹⁰ Note: some people moving into employment may not have been in receipt of benefits, others may have taken part time employment or low wage employment which could result in the continuing eligibility to receive an element of income support.

employment. There are also additional savings over and above those of direct relevance to the benefits system of the Department of Works and Pensions. There would be additional savings on 'passport benefits' such as free prescriptions and housing and council tax benefits.

5 THE FUTURE FOR JCP CO-FINANCING AND CONCLUSION

People Focus

- 5.1 The development of two strategies within Cornwall and the Isles of Scilly has been informed by the experiences of the JCP Co-Financing Programme. These are:
- § The Cornwall Local Area Agreement (LAA) which is being developed by the Cornwall Strategic Partnership
 - § The Welfare to Workforce Strategy for Cornwall (a specific outcome of the economic strand of the LAA)
- 5.2 These strategies will further the countywide strategic approach to be taken to address the issues of worklessness and supporting disadvantaged groups and individuals on a pathway to employment.

Cornwall Strategic Partnership - Local Area Agreement

Economy and Enterprise

ECON 1 - Reduce worklessness and unemployment in Cornwall

Reduce worklessness and unemployment in Cornwall, addressing spatial and thematic inequalities in employment rates and employment prospects and increase the number of people moving from incapacity related benefits into work.

Other elements of the LAA that the worklessness agenda will impact upon are as follows:

Children and Young People

CYP3 - To alleviate the causes and impact of child poverty

Safer, Stronger, Sustainable Communities

SAFE5 - Fewer young people offending

STRONG3 - Improve the quality of life for people in the most disadvantaged neighbourhoods and ensure service providers are more responsive to the needs of communities

STRONG4 - Reduce social exclusion for migrant workers

- 5.3 A key component of the JCP Co-Financing Programme has been the recognition of the links between poor physical and mental health and barriers to engagement in employment and training. This is now being progressed within the LAA through the inclusion of a stretch target¹¹ which concentrates upon people receiving health related benefits (the number of people claiming health related primary benefits in Cornwall and the Isles of Scilly was 27,300, February 2006¹²).

Employer Focus

- 5.4 The available pool of labour within Cornwall is currently less than is required to fill vacancies; demand for labour is exceeding supply. This is resulting in recruitment difficulties and significant skills shortages and is holding back the economic development and prosperity within the County. The JCP Co-Financing Programme has sought to address this issue through the 'untapped human resource' available

¹¹ An additional emphasis upon and resources to ensure progress in addressing specific issues and local situations

¹² Source Information Directorate (IFD)

within the county in relation to people who are currently claiming incapacity benefits and other workless groups. However, this is not a quick process - the reason for incapacity and disadvantage are often deep rooted and complex. Specific and tailored support is needed to address these issues and to provide a positive and supported experience to enable these people to benefit from the job opportunities that exist. Proactive work with employers and links to the resource base within Cornwall will need to continue.

Conclusion

- 5.5 The JCP Co-Financing Programme has grown in strength and the delivery partners have gained substantial experience in both operating ESF projects and in developing projects that work with individuals and employers to provide tailored support which in turn provides a wide range of economic benefits.
- 5.6 Through the Co-Financing Programme JCP has enhanced and added value to its nationally driven agenda. It has worked at a local level with a wide range of partners to identify specific gaps and needs in relation to worklessness, employment and the wider needs of businesses. Local decision making and local delivery has been a key component of the Programme.
- 5.7 The incorporation of Equal Opportunities has been achieved across all aspects of the JCP Co-Financing Programme, from its overarching strategy and down to the individual project and beneficiary level. Consideration of the needs of individuals has been achieved through the provision of a flexible but targeted Programme. This has enabled the tailoring of packages of support, both geographically and by people's circumstances, and has resulted in a wide range of economic benefits including the progression of economically inactive people along a pathway back to the labour market.

APPENDIX ONE

Objective One Measures delivered by the Jobcentre Plus Co-Financing Programme

The two JCP Co-Financing Plans deliver a range of Objective One measures:

Priority 1: SME and Micro Business Support

1.7: New Employment Opportunities. The objectives of this measure are:

- To facilitate the growth and development of SMEs in new and emerging sectors through appropriate training and HRD related support

Priority 3: Developing People

3.1: Active Labour Market Policies: (2004 to 2006 allocation moved to new measure 3.8)

- To improve the employment prospects of unemployed or economically inactive people, returners to the labour market and young people, through the provision of appropriate actions including guidance and support to improve their employability and vocational qualifications

3.2: Learning for Competitive Business and Enterprise - adaptability and entrepreneurship. The objectives of this measure are:

- To improve the competitiveness of SMEs through development and upskilling of the workforce in established SMEs and the availability of appropriately trained and qualified labour through provision of skills training linked to known or anticipated labour market needs
- To increase the number and quality and improve the durability of new start businesses

3.4: Promoting Social Inclusion: (unused funds transferred to new measure 3.8). The objective of this measure is:

- To identify and overcome barriers that exclude individuals from learning and employment opportunities

3.8: Using Active Labour Market policies to support social inclusion

- To improve the employment prospects of unemployed or other economically inactive people, returners to the labour market and young people, through the provision of appropriate actions including guidance and support to improve their employability and vocational qualifications
- To identify and overcome barriers that exclude individuals from learning and employment opportunities

Priority 4: Community Economic Development and Rural Structural Adjustment

4.2: Area Based Pathways to Employment. The objective of this measure is

- to facilitate the re-entry to the labour market of those out of work in targeted areas through integrated and locally based regeneration plans