

## **SCRUTINY OF WORKLESSNESS:**

### **A TOOLKIT FOR SCRUTINEERS**

**Undertaken on behalf of North West Employers  
and the North West Improvement and Efficiency  
Partnership**

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# CONTENTS

The contents list below should help you use the guide effectively. If, for example, you want to go straight to the 'steps for an effective scrutiny' click on section 5. If you want greater detail on how to evaluate a programme go to section 7. Appendix A gives detailed case studies. There are resources suggested at each stage in section 6 and further reading at Appendix C.

1. <u>Introduction</u>	3
2. <u>The Benefits of Scrutinising Worklessness</u>	3
3. <u>National Context</u>	4
4. <u>What Works? The Expert View</u>	6
5. <u>The Steps to an Effective Scrutiny Review</u>	6
6. <u>Further guidance towards Step 1 – scoping the review</u>	10
6.1 <u>Governance Reviews</u>	10
6.2 <u>Strategy</u>	13
6.3 <u>Delivery</u>	15
7. <u>Evaluation and Performance Review</u>	18
8. <u>Running a Scrutiny Review</u>	24
9. <u>Implementing recommendations</u>	25
<u>Appendix A:</u>	26
<u>Case Studies of Scrutiny of Worklessness in Action</u>	26
<u>Case Study A: Scrutiny of Worklessness at Leeds City Council</u>	26
<u>Cast Study B: City of Bradford Metropolitan District Council</u>	28
<u>Appendix B:</u>	31
<u>Short Summaries of Scrutiny Work Undertaken by Local Authorities into Worklessness &amp; Related Subjects</u>	31
<u>Appendix C: Sources of Information</u>	36

## 1. Introduction

This guide aims to help frontline councillors in their role of improving the quality of life of their residents; in particular, it looks at the opportunities offered to councillors in the scrutiny and review of worklessness.

Commissioned by the North West Employers and written by the Local Government Centre at Warwick Business School, this guide draws on a review of reports produced by scrutiny bodies; a report on tackling worklessness in the North West funded by the North West Improvement and Efficiency Partnership (NWIEP) and written by Manchester University; and the Warwick team's long term involvement with scrutiny and with LGID and DWP in providing guidance in this area.

The publication complements workshops to be held in the autumn 2010 for those involved in scrutiny, delivered by the North West Employers with support from the Local Government Centre. The shaded boxes contain key guidance.

## 2. The Benefits of Scrutinising Worklessness

Addressing worklessness is key to advancing the quality of life. The risk of poverty is five times greater among adults in workless households than among those in working households (Palmer et al, 2008). There is evidence that being in work is an important component of mental and physical wellbeing (Freud, D. 2008, p5 and The Prince's Trust, 2010). It has also been argued that lack of achievement in the labour market feeds social exclusion, damaging relations between ethnic groups in Britain and putting social cohesion at risk (Social Exclusion Unit, 2004, p6).

Worklessness covers:

1. Those people of working age who are unemployed and claiming jobseekers allowance (JSA)
2. Those people of working age who are unemployed and looking for work but are not claimants. They may not be eligible for JSA (e.g. 16-18 year olds, people who have not paid enough National Insurance contributions). The ILO Labour Force survey which comes out quarterly gives statistics on all those looking for work. The ILO count is nearly double the claimant count.
3. Those people of working age who are not in work and not looking for work most of who will be on incapacity benefit. The numbers claiming incapacity benefit was 0.7m in 1979 and peaked at 2.78 million in November 2003. In August 2009 there were 2.63 million people (7.2 per cent of working age population) in Great Britain who received incapacity benefits because of disability or ill health.

All local authorities have become concerned about the levels of worklessness, particularly since the recession. Scrutiny can help clarify three key areas in which local authority action can make a difference: governance, strategy and delivery. The section on approaches to scrutiny will look at these in more detail.

### 3. National Context

Worklessness has been a major preoccupation of governments and subject to a many White and Green Papers and legislative changes. A useful summary is contained in the Centre for Public Scrutiny library monitor report on worklessness<sup>1</sup>.

Under the new Coalition Government we will see major changes. The plans are:

- To review everyone on incapacity benefit through a new medical assessment to determine eligibility. These new processes will be trialled with 1,700 people in Burnley and Aberdeen from October 2010. Incapacity benefit claimants will then start to be reassessed nationally from February 2011. This process will take place over the following three years<sup>2</sup>.
- Those deemed fit to work immediately will be transferred to the lower JSA benefit (in April 2010 £65.45 a week for contributory JSA for those over 25).
- Those who can not work immediately will be put on Employment and Support Allowance (ESA) which was introduced on 27 October 2008 (rates from April 2010 for those who qualify are £91.40 a week). It replaces Incapacity Benefit and Income Support. Most people claiming ESA will be expected to take steps to prepare for work, including attending work focused interviews with their personal adviser. They will only receive the higher ESA for a year and then they will be moved onto JSA. Those with an illness or disability that has a severe effect on their ability to work, will be placed in the "Support Group". This means they will they will not have to take part in any work related activity, although they can do so voluntarily if they want to; and they will get extra money on top of their basic benefit called a "support component"-(total ESA from April 2010 £96.85 per week).

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<sup>1</sup> <http://www.cfps.org.uk/what-we-do/publications/library-monitors/?id=105> ,pp10-16.

<sup>2</sup> See incapacity benefit- the reassessment process <http://www.dwp.gov.uk/adviser/updates/ib-reassessing-claims/ib-reassessment-process/>

- The new Coalition Government agreed to end all existing welfare to work programmes and to create a single Work Programme to help all unemployed people get back into work. This programme will be contracted out to the private and voluntary sectors. They will be paid according to how successful they are in getting the workless into a job and keeping them there for a year.
- The programme will offer training or job support. Young people (18-24) will also be offered work pairings (assigning young people to a sole trader for six months for their benefit plus £1 per hour for work experience and mentoring); mentoring through a '*work for yourself*' programme; apprenticeships and FE college places. Those not placed in a job at the end of two years will be made to work for their benefit on community work schemes that will last for a year.
- Everyone claiming JSA will be assessed when they first make a claim. Those facing the most significant barriers to work will be referred to the newly created welfare to work programme immediately. They will be classified so that those with most difficulties will generate a higher payment for the contractor if they are successfully placed in work and stay there for a year. Jobseeker's Allowance claimants aged under 25 will be referred to the programme after a maximum of six months.
- Those who refuse to participate in their welfare programmes or accept 'reasonable' job offers will lose their right to benefit. Initially it is proposed that they will lose one month's out of work benefits. If they refuse a second reasonable offer, they will lose three months' out of work benefits. If they refuse a third reasonable offer, they will be excluded from receiving further out of work benefits for a period of three years.

## 4. What Works? The Expert View

Expert evidence shows successful schemes combine:

- outreach
- holistic approaches that address all the barriers to work and raise aspiration and confidence
- they offer an individualised approach, flexible support with a personal adviser
- they provide continuing support once the individual has moved into a job
- they involve partnership working between the agencies delivering the different elements with a seamless service and 'no wrong door'
- employers are actively engaged opening up job opportunities, work placements and skills support
- early support is available (Green and Husluck, 2009)

The Manchester University report on '*Tackling worklessness in the North West*' adds two very important elements:

- The schemes should be seen as independent and on the side of the client
- The schemes should take account of demand-side factors. Worklessness is usually a result of the lack of quality job opportunities, particularly for the low skilled, and can also be the result of employer prejudice and discrimination. Schemes that only focus on supply side of the labour market will have limited success

Understanding what works is crucial to scrutiny and we will return to these points throughout this guide.

## 5. The Steps to an Effective Scrutiny Review

Any scrutiny of worklessness needs to be clear at the start about whether the policy and effectiveness of the partnership that is dealing with worklessness are the focus of the inquiry or whether the issue is the council's contribution to the partnership work.

The council will not be the main player in addressing worklessness. The main agencies will be Jobcentre Plus, the Skills Funding Agency, the National Apprenticeship Service, prime contactors for the new Work Programme, the provider of Information, Advice and Guidance (IAG), the many providers of employment support and training and, crucially, the employers in the area. These bodies are usually brought together in employment and skills board at

both local authority and sub-regional level. Councils may want to scrutinise the work of these boards and the individual partners.

But they could also just focus on the council's contribution to the work of these partnerships. The council has particular responsibilities. It now leads on the 14-19 education and skills agenda which underpins the employability of young people. It has particular responsibility to ensure children in care do not end up as workless. The council has its own workforce and in many areas the council and local hospital are the biggest employers. Councils play the major role in addressing the many barriers to work: providing benefits and financial advice; housing; support for those with drug and alcohol problems; and ensuring good transport to work. Ward councillors know their own patch and their intelligence can help shape local services and they themselves can signpost residents to appropriate support. Finally councils have a community leadership role and can facilitate partnership working both at the local and sub regional level.

The CfPS library monitor quotes the scrutiny team in Durham County Council who advise: "*Be very clear in scoping about the outcomes sought and where recommendations might be directed to make greatest impact.*" Excellent advice!

### **Scrutiny of Worklessness: Steps to an effective review**

The following key lessons emerge from analysis of the work undertaken to date by local authorities scrutinising worklessness:

#### **Step 1: Define the scope and outcome of the review- See Section 6 below**

- Worklessness covers a wide range of associated subjects – a key lesson is to determine a clear focus from the beginning and stick to it.
- Be clear about whether you are scrutinising partnership work or the contribution of the council to a partnership.
- If related subjects emerge as important during the first review, consider undertaking follow-up reviews (see the Case Studies of Scrutiny in Action in Appendix A for examples of this).
- Define your outcomes and how you will use your scrutiny

report.

**Step 2: Improve Scrutiny members understanding of the issues and consider how you are going to evaluate what is being done- See Section 4 above and 7 below**

- Ensure Scrutiny members are informed and knowledgeable about worklessness *before* evidence gathering (through seminars, brainstorming, circulation & discussion of key worklessness guides/publications – see Stoke’s Spotlight Review approach below)
- An understanding of the often bewildering range of national and local initiatives in this area is essential – through a key challenge to achieve (especially since new initiatives are common)
- Look at the expert view of what works – see section 4 above
- Be clear on how you will evaluate the impact of worklessness strategy using section 7 below.

**Step 3: Consider the evidence base and how you will run the review**

- Authority-specific data on worklessness is key – data which demonstrates the exact nature of worklessness in the authority – either provided in-house or through commissioned research
- Undertake a wide range of evidence-gathering methods (though tailored to resources available)
- Consider who you will involve and in what role: consultees, witnesses, co-options (see section 8 below)

- Of particular importance are: evidence direct from people who are workless; site visits, including comparative site visits to 'good practice' in other authorities.

#### **Step 4 Implement the review and recommendations**

- Ensure evidence is gathered from employers and the workless.
- Think about how you will use the report and how you will feedback to those involved. Ensure you have a communications strategy to relevant decision makers and the public.
- Consider working in partnership with other scrutiny committees in the sub regional
- Consider when you will revisit this agenda to look at the impact of your recommendations.

#### **Stoke's Spotlight Review of Worklessness**

Stoke's Economic Development & Enterprise Overview & Scrutiny Committee undertook a 'Spotlight Review' of Worklessness in 2009. Stoke's 'Spotlight Reviews' are reviews where the evidence is taken at one session. In this instance, in September 2009, the Committee reviewed worklessness in the City through conducting a session held at a Jobs Enterprise Training Centre (JET). During this session, scrutiny councillors held discussions with relevant Council officers, partners (JobCentre Plus, Learning & Skills Council), the relevant Cabinet member and managers and outreach workers at the JET. The main purpose of the spotlight review was to increase the Committee's knowledge of worklessness issues and initiatives – in particular to improve oversight of the City's LAA indicators in this area.

## 6. Further guidance towards Step I – scoping the review

Scoping the review involves being clear about the focus of the review. Below we have classified the possible focus under the three themes: governance, strategy and delivery.

### 6.1 Governance Reviews

The Manchester University report on '*Tackling Workless in the North West*' drew a distinction between what it called first generation and second generation approaches to worklessness. First generation initiatives were projects which sought to respond to the limitations of mainstream statutory services. Many were very innovative and delivered by the third sector. But they were often small, dependent on special funding, which is now being withdrawn, and poorly networked.

Second generation initiatives grew out of City Strategy pathfinders<sup>3</sup> and depend on public, private and voluntary organisations working together in cross-service and inter agency teams on joined up approaches to using mainstream funding. The role of City Strategy Partnership (CSP) is to work alongside and improve the mainstream Welfare to Work provision, identifying and plugging gaps and offering supplementary services to individuals at local and sub-regional levels. An evaluation of Phase 1 City Strategy was published in 2010<sup>4</sup>. It found that the partnership and governance arrangements in each CSP are distinct. It stressed the need for a central core team to ensure that strategic decisions are translated into operational commitment and action in delivery and highlighted there was some tensions between partners particularly where partners themselves are also direct deliverers of employability services. It also showed that limited progress

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<sup>3</sup> The City Strategy programme focus is on 15 pathfinder areas, which analysts identified as furthest from the of 80 per cent employment target. The programme started in 2007 and is now due to cease in March 2011. The strategy is based on the idea that local partners can deliver more if they combine and align their efforts behind shared priorities, and are given more freedom to try out new ideas and to tailor services in response to local need.

<sup>4</sup> DWP research report 639 Evaluation of Phase 1 City Strategy Anne E. Green, Duncan Adam and Chris Hasluck Institute for Employment Research, University of Warwick on behalf of the Department for Work and Pensions

had been made employer engagement which needs to be handled carefully so as to avoid raising false expectations and to avoid CS resources effectively subsidising employers' recruitment.

Many local authorities will be involved in setting up new sub regional Local Enterprise Partnerships (LEP) which will be led by the private sector. The majority of the proposals for these put unemployment and skills high on the agenda of the new partnerships. Work Programme contracts, which are currently being tendered, are likely to be long contracts (5-10 years) and will have a significant impact on worklessness. Joining up the LEP and Work Programme in governance terms will enable local interests to have some influence. It has been suggested that Work Programme contractors should have a seat on the LEP board.

These findings suggest that there is scope to examine the governance of employability services and partnership arrangement through scrutiny.

## **A TOOLKIT FOR A GOVERNANCE REVIEW OF WORKLESSNESS: QUESTIONS THAT COULD BE ASKED AND USEFUL RESOURCES**

Current issues include:

- How is the leadership role of the council exercised in this policy area? Is any core team effective and accountable to council leadership and to the relevant partnership?
- Is the accountability of local employment services adequate? What voice is given to the workless in the design and delivery of the service?
- How well are private providers of the Work Programme integrated into partnership arrangements?
- What is the role of the ward councillor in bringing in intelligence on gaps in provision in their area; in outreach to engage those who do not usually access local employment services; and in advocacy for those who feel treated badly through the new eligibility and sanctions regime?
- What are the implications for changes at the regional level and the growth in sub-regional working for employment and skills support? Is the council, or sub regional partnership, looking to establish a Local Enterprise Partnership (LEP) and what will be its role in relation to worklessness?
- How are data sharing arrangements working and do they provide good information for joint working while protecting individuals from data misuse?
- How is learning transmitted across all the agencies involved?
- Is employer engagement well organised?
- What is the role of the third sector and how is the Council supporting that role?

Further resources to assist with this type of review are highlighted in the resources section but attention here is drawn to the following LGID 'how to guides'.

1. Working in partnership with Jobcentre Plus  
<http://www.idea.gov.uk/idk/core/page.do?pageId=18591083>
2. Understanding the role of Jobcentre Plus and contracted providers  
<http://www.idea.gov.uk/idk/core/page.do?pageId=19206994>
3. Involving Employment and Skills Boards to improve job outcomes  
<http://www.idea.gov.uk/idk/core/page.do?pageId=19231414>
4. Commissioning employment and skills services in partnership  
<http://www.idea.gov.uk/idk/aio/10113424>
5. Engaging business to create healthier and wealthier communities  
<http://www.idea.gov.uk/idk/aio/10113722>
6. Capturing the resource and job generating capacity of the third sector  
<http://www.idea.gov.uk/idk/aio/10113235>

## 6.2 Strategy

One of the recommendations of Cllr Stephen Houghton's review of local partnership working to tackle worklessness, published in March 2009<sup>5</sup>, was Work and Skills Plans. These were made obligatory for those seeking Future Jobs funding. With this programme being abolished they will be mostly voluntary but remain an important aspect of a worklessness strategy. The DWP state:

*"The overarching objective of the Work and Skills Plans is to set out how local authorities, together with their partners, will develop and agree their response to the local employment and skills needs identified through their Local Economic Assessment and Worklessness Assessment<sup>6</sup>.*

*These Plans incorporate the Government's view that there must be a consistent national spine of employment services across the country with scope for partners and providers to determine how accompanying programmes are delivered locally, and to supplement national entitlements with services that provide additional support tailored to the local need.*

*We will also be looking to the Plans to demonstrate that partnerships are making the best use of existing resources and whether they have the capacity and capability to go further and to ensure they are addressing the needs of the citizens in their area<sup>7</sup>."*

There are two types of plans that scrutiny may be concerned with. The first will focus on the local area and on the delivery of local targets and the second would be at the sub-regional level along the lines of a City Strategy proposal. If both exist, a key question for scrutiny is how the two plans relate to each other. If only one exists, or is being drawn up, scrutiny may want to look at the case for plans at both levels and how policy at the local and sub regional should fit together.

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<sup>5</sup> Tackling Worklessness: A Review of the contribution and role of local authorities and partnerships - Final Report. <http://www.communities.gov.uk/publications/communities/tacklingworklessnessfinal>

<sup>6</sup> The Local Economic Assessment is required under section 69 of the Local Democracy, Economic Development and Construction Act 2009. This duty comes into force on 1 April 2010. Draft statutory guidance on this duty states that economic assessments should contain a worklessness assessment.

<sup>7</sup> Work and Skills Plans: Next Steps Policy Statement <http://www.dwp.gov.uk/docs/work-skills-plans.pdf>

## **A TOOLKIT FOR A DELIVERY REVIEW OF WORKLESSNESS: QUESTIONS THAT COULD BE ASKED AND USEFUL RESOURCES**

- Are local labour market trends identified in the local economic assessment? What are their implications for worklessness?
- Who are the unemployed and what are their assets: what do they offer employers? How has evidence about the barriers faced by those that are workless been collected? Have the barriers for each of the equality strands been identified? Have the issues faced by specific groups (e.g. those with mental health issues, ex offenders, children in care) been addressed? Have specific neighbourhood issues been examined?
- In particular is there a strategy towards mental health and an understanding about the implications locally of IB claimants being reassessed and what this will mean both for statutory services and the voluntary and community sector.
- Have issues of job retention and career and skills progression underpinned the strategy?
- Has an analysis of the demand side been thoroughly conducted? Does the strategy identify a way to minimise job loss, to address discrimination and to engage employers to offer the workless job opportunities?
- Is the role of the council as an employer together with other public sector employers on the partnership considered in the strategy?
- Is the customer journey clear to all partners?
- Is there a strategy on data sharing?
- Does the strategy establish a common basis for the local commissioning of worklessness provision within an area?
- Does it demonstrate the added value of the partnership's contribution?
- Does it make the use of local resources transparent and provide a means through which partners can be held accountable and performance manage the plan?
- Does the work and skills plan link to the council's plans for 14-19 education and skills provision?

Key resources for any scrutiny in this area are:

1. Work and skills plans: a practitioner's guide  
<http://www.idea.gov.uk/idk/aio/18210199>
2. Guidance on preparing Local Economic Assessments, including Worklessness Assessments, is available at  
[www.idea.gov.uk/idk/core/page.do?pageId=13992067](http://www.idea.gov.uk/idk/core/page.do?pageId=13992067)
3. Improving employment outcomes for ethnic minorities  
<http://www.idea.gov.uk/idk/aio/10114284>
4. Mental health and worklessness  
<http://www.idea.gov.uk/idk/core/page.do?pageId=19233726>
5. Using the public sector <http://www.idea.gov.uk/idk/aio/10132335>
6. Helping people stay in work <http://www.idea.gov.uk/idk/aio/10114031>
7. Good practice in data sharing  
<http://www.idea.gov.uk/idk/core/page.do?pageId=19222314>
8. Supporting jobs, supporting businesses  
<http://www.idea.gov.uk/idk/aio/10131617>

## 6.3 Delivery

Ultimately a scrutiny review is concerned to improve outcomes and ensure that there is a reduction in worklessness. In doing a scrutiny review of delivery, members will want to focus on the information on what works using section 4 above and see to what extent these lessons have been learnt locally. They will be particularly concerned to plug any gaps in the Work Programme and to support the voluntary and community sector.

## **A TOOLKIT FOR A DELIVERY REVIEW OF WORKLESSNESS: QUESTIONS THAT COULD BE ASKED AND USEFUL RESOURCES**

- Are local services joined up locally – is there no wrong door and are all barriers addressed seamlessly?
- Do frontline staff in other services refer people into employment support?
- How effective is outreach? Are there any gaps? Is the third sector support effective?
- Do the services offer flexible, personalised approach?
- Is continuing support given once the individual has moved into a job?
- Are employers actively engaged and offering quality job opportunities, work placements and skills support? Is employer prejudice and discrimination addressed?
- Is early encouragement and support available? Is response to requests for support timely?
- What do clients think of the schemes that are meant to help them?

They may also want to look the set of issues identified below:

- A particular job loss threat may raise the issue of the way the council and its partners stop job loss and redundancy. It is estimated that, in the long run, an average saving of £16,450 per employee can be made by preserving jobs, and keeping skilled workforces intact, rather than creating new jobs from scratch {Chartered Institute of Personnel and Development (CIPD)}.
- Councils may wish to look at innovation. There is a whole data base of case studies on good practice in worklessness on the LGID website (see below) and Manchester University's report on the North West will be helpful here.
- Co-commissioning employment and skills services is increasingly important and complex. A scrutiny review can be useful in this area.
- A scrutiny review may focus on a particular client group. The issue of BME worklessness and mental health have already been raised. NEETs are a high priority, as young people have been particularly hit by the financial crisis. The councils own 14-19 policies are very important here.

- There are several ways in which the council can ensure it is reducing worklessness directly. The council's own employment policy has already been highlighted. Other areas include procurement policy, linking regeneration and jobs, and dealing with benefits effectively so that residents do not get into debt if they lose their jobs.

The new single Work Programme will bring new contractors into a local authority area and it will be important to scrutinise their work

Useful guidance on some of these areas is:

1. Worklessness case studies  
<http://www.idea.gov.uk/idk/core/page.do?pagelId=8589911#contents-5>
2. Local Initiatives to Help Workless People Find and Keep Paid Work – on the JRF website
3. Building Local Jobs- Ensuring local communities gain employment from regeneration- All Party Urban Development Group report  
[http://0201.netclime.net/1\\_5/27a/058/165/APUDG-BuildingLocalJobs%20FINAL.pdf](http://0201.netclime.net/1_5/27a/058/165/APUDG-BuildingLocalJobs%20FINAL.pdf)
4. Benefit payments, economic development and worklessness  
<http://www.idea.gov.uk/idk/core/page.do?pagelId=8962722>
5. Targeting jobs and training through the procurement process  
<http://www.idea.gov.uk/idk/core/page.do?pagelId=18590922>
6. Targeting and outreach work with the voluntary and community sector  
<http://www.idea.gov.uk/idk/aio/10131763>
7. Responding to redundancy <http://www.idea.gov.uk/idk/aio/10131380>
8. Commissioning employment and skills services in partnership  
<http://www.idea.gov.uk/idk/aio/10113424>
9. Finn, D. (2008). *Lessons from contracting out welfare to work programmes in Australia and the Netherlands*. York: JRF
10. Audit Commission scrutiny guide on NEETS- Against the Odds  
<http://www.audit-commission.gov.uk/SiteCollectionDocuments/Downloads/20100707>

## 7. Evaluation and Performance Review

In all these reviews, the scrutiny committee will want to be clear on how they will evaluate the impact of worklessness strategy and the benefits that have been achieved.

In many cases local authorities are driven by the National Indicators as these are the targets in the LAA. The government published a report<sup>8</sup> highlighting the NIs it considered most important for performance management of local economic development as shown below.

**NI 151 Overall employment rate**

**NI 152 Working age people on out of work benefits**

**NI 153 Working age people claiming out of work benefits in the worst performing neighbourhoods**

**NI 163 Working age population qualified to at least Level 2 or higher**

**NI 166 Average earnings of employees in the area**

**NI 172 VAT registered businesses in the area showing growth**

**NI 170 Previously developed land that has been vacant or derelict for more than 5 years**

**NI 173 People falling out of work and on to incapacity benefits**

**NI 174 Skills gaps in the current workforce reported by employers**

**NI 176 Working age people with access to employment by public transport (and other specified modes)**

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<sup>8</sup> Delivering Economic Prosperity in Partnership: The Crucial Role of the New Local Performance Framework, 8 February 2008  
<http://www.communities.gov.uk/publications/localgovernment/deliveringeconomicprosperity> Delivering

## **NI 182 Satisfaction on businesses with local authority regulation services**

There are some problems with this indicator set in monitoring and evaluating worklessness.

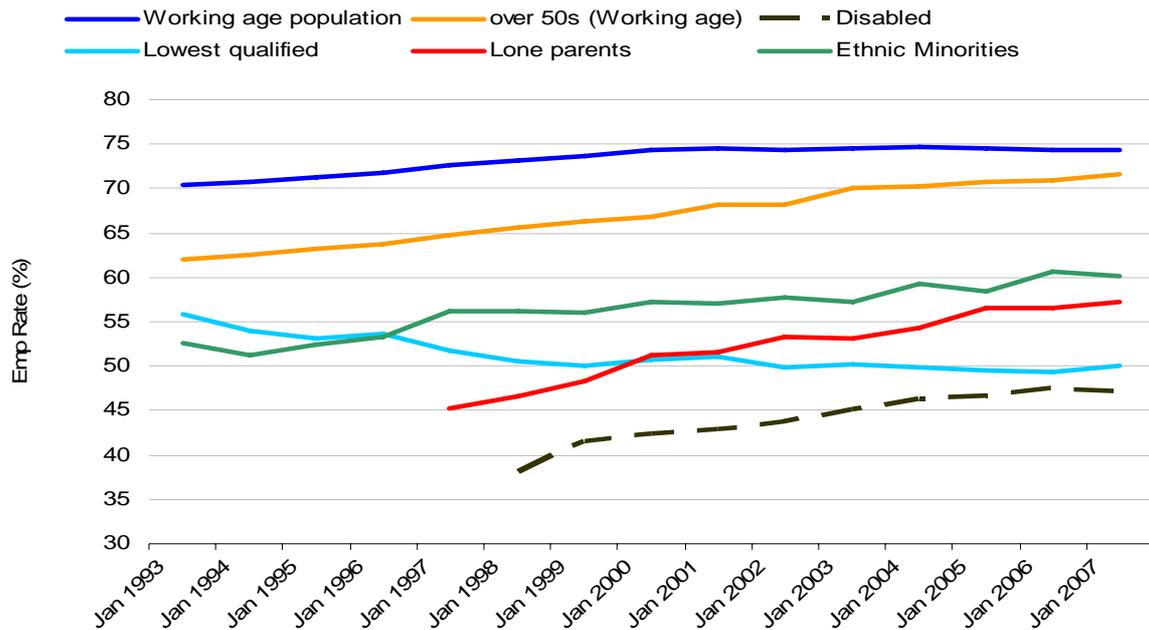
Firstly changes in the overall employment rate can mask significant differential outcomes for different groups. While the employment rate stood at 74.4 % for three months to September 2008 compared to 74.9 % in 1971, the rate for men has gone down from 92.1% to 78.3% while women's employment grew from 56.4% to 70.1%. So if the employment rate is going to be used as a goal it needs to be broken down by ethnic origin, age, gender and disability.

Secondly, as highlighted in the box defining worklessness, the workless are not just those on benefits. The number of people claiming Jobseeker's Allowance (the claimant count) in May 2010 was 1.48 million. [The ILO count was 2.51 million](#) in the three months to March 2010 or 8%, the highest total since the end of 1994. The number of people on benefits is not a reliable measure of unemployment as changes in benefit eligibility rules can change the numbers. Currently young people under 18, people whose partner is working, students looking for work in their holidays and people who have left their job voluntarily are usually excluded from claiming JSA. There is an increasing concern that the unemployed are not engaging with the employment services or skills development which is ultimately a cost to the economy. The low level of JSA combined with a stronger sanctions regime may aggravate this trend.

Thirdly while these indicators may be useful they do not measure the effectiveness of particular programmes. They mostly reflect trends in the national economy and their impact on the functional economic region in which the local authority operates. They provide very little guidance to a scrutiny review on what is working effectively in the local area.

More detailed evaluation of previous government welfare to work programmes has raised some important concerns which need to be considered in any evaluation of local processes and projects. The first issue is the differential impact on different groups. While some progress has been made through growth in the economy and targeted schemes on the employment of lone parents, those over 50, those with disability and ethnic minorities, the position of those with no qualifications has worsened. It is likely also that the progress that has been made may be reversed as a result of the down the impact of schemes and look at outcomes for those facing different barriers to getting a job.

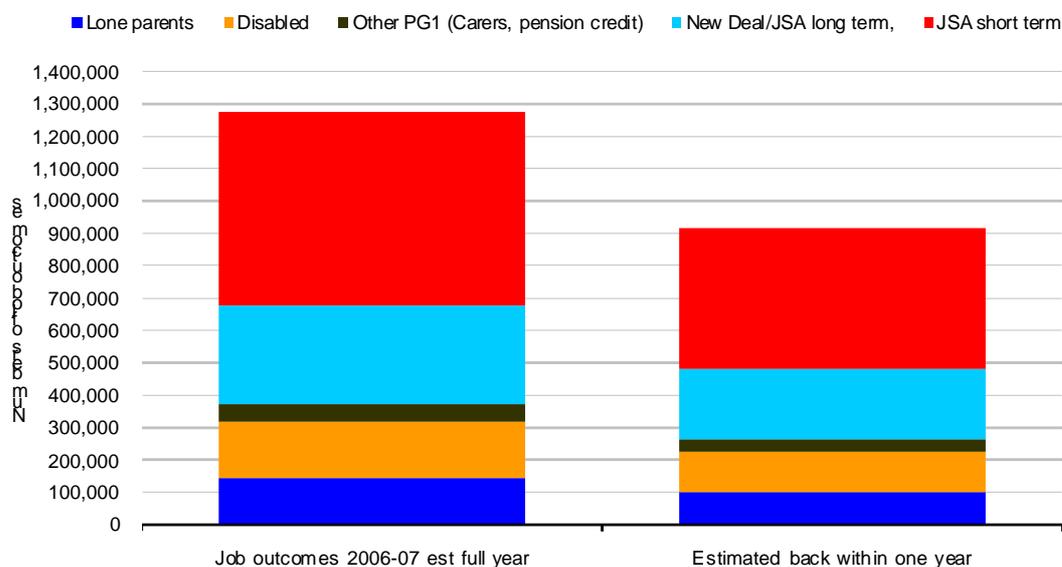
## **Closing the Gap**



Source: Inclusion

The second main problem is that many providers have measured their success by the number of workless people placed in a job and retaining the job for more than 13 weeks. Yet evaluation has shown that some seventy percent of those placed in a job are back on unemployed benefits within a year. The new government has plans to address this by paying contractor outcome payments for those placed in a job and retaining it for a year. But there will still be issues about those returning to unemployment after they have been in a job for just over a year. Since many of the transfer to work benefits which make work pay last for one year this is a real danger. Those placed in a job are much more likely to stay in employment if they move to a new job or are promoted in the first year. Evaluation needs to look at retention, skills development and career progression.

## Impact of (un)sustained employment



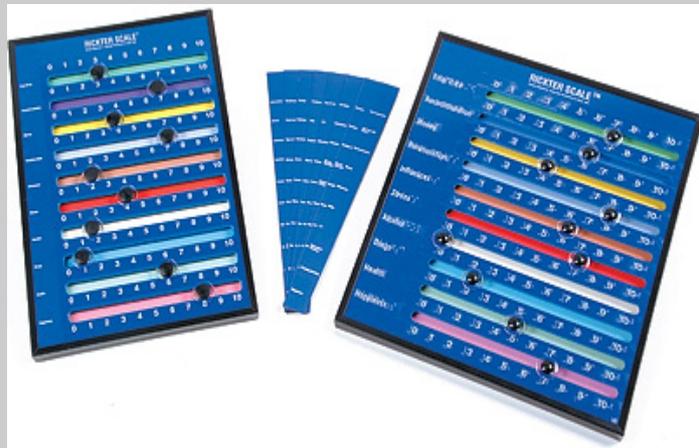
(Source: Inclusion)

Finally a job does not always increase well-being. The number of people working for poverty pay is increasing rapidly. A recent JRF study (Crisp et al, 2009) showed that the recession has reduced the number of employment opportunities and exacerbated difficulties in finding work. Many of those interviewed saw the value in working, in terms of increased self-esteem and reducing isolation, but they gained little financially. Researchers found that poverty-level pay can force those in employment to work excessive hours, harming the quality of their family life. Other studies have documented how moving in and out of work can lead to debt as housing and council tax benefit are withdrawn and then take time to re-establish if a job does not prove permanent and mistakes are made with tax credits. The government's recent report on welfare reform, *21<sup>st</sup> Century Welfare*, showed that many poor people face a marginal tax rate of over 90% when they take a job. So evaluation needs to look at the quality of jobs and their impact on family life.

## STEPS TO THE EVALUATION OF SCHEMES THAT SEEK TO ADDRESS WORKLESSNESS.

1. Consult those that are workless- not just those claiming benefits- and understand what outcomes they desire and what support they need.
2. Develop a clear concept of the desired outcome. This should include sustainable quality jobs and defined target groups.
3. Through the Work and Skills Plan clarify why those without work have had difficulties getting the desired outcomes and what therefore needs to be done.
4. Develop a clear argument from this as to why the chosen interventions are pertinent and what you expect them to achieve.
5. Think about how you will measure what you expect them to achieve. This can partly be quantitative measures such as those placed in a job, jobs offered by employers to those who are workless, household income, qualifications gained etc. by target group. But an evaluation that wanted to look at well-being would also need some feedback from clients of the programme and an evaluation that wanted to look at sustainability needs to follow clients over an agreed period of time. Clearly collecting data from individuals and employers through caseload tracking in one way of doing this and many partnerships are asking clients permission to put them on a data base when they first enter the scheme and to enable providers to share this data. This not only gets over some of the data sharing issues but also potentially provides a long term monitoring and evaluation tool. Some partnerships are using a Rickter Scale (see box below which shows a company that has developed this product but authorities are also inventing their own version- see item 4 Greenwich resource below).The DWP commissioned Ann Purvis, James Lowrey and Rebecca Law from Northumbria University in 2006/8 to develop a 'distanced travelled' evaluation tool that looked at both hard and soft (personal and social benefits) outcomes on a Workstep programme (see item 7 below). This provides another very useful approach similar to the Richter Scale
6. Look at any existing evaluation and see whether it is adequate and how it can be improved along the lines specified above
7. It will be helpful to look at comparisons with other neighbourhoods or local authority areas to see if the outcomes can really be attributed to the programmes or whether they are the result of national and regional trends. Clearly it is important to benchmark against similar areas.
8. The data generated by the evaluation needs to be checked periodically with employers and those seeking work to check whether the intended *consequences* or outcomes of the chosen interventions are those that are wanted and are being achieved. The Scrutiny Committee will want to consider how often in needs to revisit its review to look at progress, reflecting on the long term nature of real policy outcomes
9. Look at existing evaluation and seeing whether it is adequate and how it can be improved along the lines specified above

**What is the Rickter Scale®?** The Rickter Scale® is a complete assessment and action planning process based around a hand-held interactive board, which is designed specifically to measure soft indicators and distance travelled.



The tool provides the user with a point of focus and engages individuals very effectively, whilst encouraging them to take responsibility. The individual can explore possibilities, make informed choices and set a realistic action plan.

Some additional resources that are useful in this area are:

1. Worklessness in the West Midlands: impact of demographics and multiple risk factors  
<http://www.wmro.org/standardTemplate.aspx/Home/OurResearch/Economicinclusion/Multipleriskfactors>
2. Reducing the numbers of young people not in education, employment or training: what works and why <http://www.ofsted.gov.uk/Ofsted-home/Publications-and-research/Browse-all-by/Documents-by-type/Thematic-reports/Reducing-the-numbers-of-young-people-not-in-education-employment-or-training-what-works-and-why>
3. Crisp, R., Batty, E., Cole, I. and Robinson, D (2009) *Work and worklessness in deprived neighbourhoods. Policy assumptions and personal experiences*, York: JRF
4. Improvement and Development Agency. (2008) *Greenwich: tackling worklessness through the LAA*. Retrieved from Knowledge, LGID:  
<http://www.idea.gov.uk/idk/core/page.do?pageId=8618760&aspect=full>
5. Tunstall, R. (2009) *Communities in recession: the impact on deprived neighbourhoods. Round up. Reviewing the evidence*, York: JRF
6. CLES (2010) *Strengthening Local Economies; tackling unemployment toolkit*, Yorkshire Cities  
<http://www.yorkshirecities.org.uk/assets/files/Publications/TU%20Study/Tackling%20Unemployment%20Toolkit%20Final%20May%202010.pdf>
7. Ann Purvis, James Lowrey and Rebecca Law (2009) *Exploring a Distance Travelled approach to WORKSTEP development planning*. DWP research report No 566

## 8. Running a Scrutiny Review

A review of worklessness needs to consider how the views of stakeholders are to be tapped. In particular the views of employers and those that are workless need to be sought.

Where there is a strong employers' organisation and good links between the local authority and employers it should not be too difficult to get the views of employers. Jobcentre Plus should also be able to identify employers with good practice from which lessons can be learnt. It is important to hear from a range of employers: small, medium and large; public, third sector and private; the sectors which offer unskilled opportunities such as construction and social care as well as those that offer apprenticeships; and new employers as well as those well established and well networked. Business in the Community, the National Apprenticeship Organisation, Jobcentre Plus and the Skills Funding Agency can be brought in to talk about national good practice.

It requires more effort to listen to those that are workless and really understand their problems and needs. Just speaking to the clients of Jobcentre Plus will be important but not sufficient as they are a minority of the workless. Some scrutiny committees co-opt community representatives onto particular scrutiny reviews. They can hold meetings in poorer neighbourhoods or visit locations where those who are not usually heard will be present such as:

- Mother and toddler groups
- Sure Start centres
- ESOL training courses
- Football clubs
- Youth centres
- FE colleges

The workless themselves could be funded to go and collect evidence for the review or do a short video of the views of those without a job in the community. The scrutiny committee should work closely with the voluntary and community organisations engaged in outreach work and with the Citizens Advice Bureau to understand the linked issues of debt and worklessness. It is important to build support for the review process and to generate a full understanding of the issues that need to be addressed. In developing the type of evaluation described above stakeholders' views are important in drawing up a causal explanation of what is needed and why the chosen interventions should work.

Scrutiny can be an expensive process and it will be difficult for a Scrutiny Committee to cover all the issues within the worklessness agenda that they wish to explore. One solution is to work with other local authorities in the functional economic area to look at different aspects of worklessness. This could be done, for example, by client group (the different equality strands or groups such as ex offenders who face specific problems) or by looking at the contributions of different partners. This would enable a much more comprehensive review to be undertaken and is particularly appropriate if the area has, or is developing, a joint Work and Skills Plan.

## 9. Implementing recommendations

Scrutiny needs clear routes to the executive, the full council and to the LSP and the relevant partnership dealing with worklessness to ensure recommendations are taken on board. An early conversation with the relevant partnership at local and sub-regional level on how they will deal with the recommendations is helpful. It may be appropriate for the LSP to discuss draft recommendations at a public forum before agreeing final recommendations and an action plan. The scrutiny committee need, at an early stage, to consider how they report back to employers, the workless and the wider community in the short term and when they revisit the agenda. Ward councillors should have a key role in reporting back.

## Appendix A

### Case Studies of Scrutiny of Worklessness in Action

#### **Case Study A: Scrutiny of Worklessness at Leeds City Council**

Leeds City Council's Scrutiny Boards have undertaken a wide range of scrutiny activity on Worklessness since 2005, which has taken the form of scrutiny inquiries and ongoing performance monitoring. Inquiries have examined the links to the skills agenda, educational achievement, 14-19 policy and more recently the planned development of a new delivery model for work with employers, 'Employment Leeds'. A summary is provided below:

- **Inquiry into Secondary Achievement (completed April 2006)**

This inquiry was carried out by the Council's Children and Young People Scrutiny Board. Its main purpose was to make an assessment of the following areas:

- The achievement of Leeds pupils at secondary school, and in particular the under-achievement of specific groups;
- The school improvement policy;
- Strategies for reducing the numbers of young people classified as NEET;
- The secondary curriculum and particularly extended ('alternative') curriculum provision;
- The choices available to young people; and
- The characteristics of schools that were successful in promoting individual excellence.

- **Inquiry into Skills (completed May 2009)**

The City and Regional Partnerships Scrutiny Board undertook a review whose main focus was to assess the success of actions introduced by the Multi Area Agreement (MAA), the Local Area Agreement (LAA) and the review of Further Education in contributing to improving all skills levels across the city, both now and in the future. It also considered the likely impact of the new arrangements on improving skills among hard to reach young people who have Level 1 skills or less.

- **14-19 Education Review (final report to be approved)**

Over the last few years, the Children’s Services Scrutiny Board has contributed to the ongoing development of 14-19 education provision in the city. The Board’s latest Inquiry set out to make an assessment of how 14-19 provision in Leeds needs to develop in order to sustain the accelerated improvement in attainment in the medium term. The review focused on how a new partnership approach to 14-19 provision will:

- meet the needs and aspirations of all learners
- meet the needs of society and the economy
- improve the quality and efficiency of provision
- deliver coherence, integration and impact in localities.

- **Worklessness Review (completed May 2010)**

The Environment and Neighbourhoods Scrutiny Board recently completed a review on Worklessness, the focus of which was around the development of a new delivery model for work with employers – ‘Employment Leeds’. In line with this new model, consideration was given to the overall ‘journey to work’, from preparing individuals for work through to job retention. Evidence was gathered through a range of methods, including witness sessions with senior Council officers, officers from Jobcentre Plus, a visit to a local Jobshop and attendance at a joint worklessness workshop chaired by Jobcentre Plus where the main focus was around tackling youth unemployment. The findings and recommendations arising from this review are based around the principles of adopting a more holistic approach towards worklessness, embedding a culture of partnership working both internally and externally, and delivering value for money through smarter targeting and improved coordination of services/resources.

- **Ongoing Performance Monitoring**

The reduction of worklessness is one of Leeds City Council’s current local improvement priorities. Scrutiny plays a key role in monitoring performance, through receiving quarterly reports on the following indicators:

*Improvement Priority:* Increase the Proportion of Vulnerable Groups engaged in education, training or employment

NI 117	16-18 yr olds who are NEET
NI 148	Care leavers in education, training & employment
NI 45	Young offender engagement in suitable education, training or employment

*Improvement Priority: Reduce Worklessness across the city with a focus on deprived areas*

NI 152	Working age people on out of work benefits
NI 153	Working age people claiming out of work benefits in the worst performing neighbourhoods

Inquiry reports can be found on the Leeds City Council website ([www.leeds.gov.uk/scrutiny](http://www.leeds.gov.uk/scrutiny))

For more information please contact: Principal Scrutiny Advisers:

Kate Arscott – [kate.arscott@leeds.gov.uk](mailto:kate.arscott@leeds.gov.uk)

Richard Mills – [Richard.mills@leeds.gov.uk](mailto:Richard.mills@leeds.gov.uk)

## **Case Study B: City of Bradford Metropolitan District Council**

The Regeneration & Economy Improvement Committee undertook a detailed scrutiny on Worklessness in 2007. The findings that came out of that piece of work prompted the Committee to undertake a further investigation into Skills the following year. These reviews are summarised below:

### **1. Worklessness in the Bradford District**

The Regeneration & Economy Improvement Committee of Bradford Council determined to undertake a review of worklessness in the District, since worklessness was viewed as a key factor in determining the economic prosperity of the area. Within the District, 89,100 people or 31% of the working age population are workless, a higher proportion than regionally and nationally (as at March 2006).

The review began in November 2006 and was completed in June 2007 of the following year and during this relatively short time an extensive evidence gathering process was undertaken, involving a wide range of methods. The review had the following terms of reference:

- To gain an understanding of the nature of 'worklessness' in the District;
- To examine what is being done to address worklessness in the District;
- To establish if the structures are in place to deliver an improvement;
- To make recommendations which bring about an improvement in the way worklessness is tackled in the District.

In November 2006 the Committee held a seminar to prepare for the scrutiny at which they received presentations providing background and contextual information from Council officers, Job Centre Plus and Bradford Community Broadcasting Radio. Between November 2006 and March 2007 the Committee collected evidence at eight 'hearings' sessions, conducted two focus groups and made six visits to other organisations and events. In addition, the Committee commissioned two pieces of research from Leeds Metropolitan University; a review of literature associated with worklessness and a mapping exercise of worklessness initiatives. The Department of Regeneration also produced two reports; the first a detailed analysis of the nature and extent of worklessness in the Bradford District and the second, an in depth look at labour demand issues. An evidence pack was produced which in addition to the written evidence submitted to the Committee, contained summaries of the transcripts made at each hearing session and reports of visits and focus groups.

The final report included 33 detailed recommendations for action by the Council and others. A headline recommendation (set out below) was for the Council itself to take the lead in this area; 'We have developed the idea of the Council as a 'hub'; leading assertively at every appropriate opportunity; through strategy and policy development, facilitating learning, championing best practice, and encouraging innovation and creativity' (final report, p.9).

## **Recommendation 1**

The Council, should strengthen its community leadership role, and should become the hub of efforts to reduce worklessness in the District.

## **2. Creating a Skilled Workforce**

Whilst working on the Worklessness scrutiny it became apparent that there were several "skills gaps" within the District's workforce; with the District having lower levels of qualifications than both regional and national averages, with a high proportion having no qualifications and fewer highly skilled. As a result the Committee decided to undertake an enquiry into skills across the Bradford District, although the main focus of the review was towards reducing worklessness and developing workforce potential.

The primary objectives of the Committee were:

- To understand "skills" terminology, alongside the profile of the current skills base across the Bradford District.
- To examine the nature of the projected future needs for skills, in the context of the Council's Corporate Priorities and the emerging Sustainable Community Strategy.

- To examine skills development across the District, including the current / proposed delivery structures and the roles of the agencies involved.
- To specifically consider the role of the Council in skills development, as a provider of training and employment support, an employer, and as a community leader.
- To make recommendations which bring about an improvement to skills development and the skills base across the District, with a particular focus on basic and vocational skills that will make a significant contribution to the economic prosperity of the area.

Again, the evidence gathering was extensive and is summarised below:

- 5 briefings and 'public hearings' gathering information and views from Bradford Council (Education Client Team), Bradford Council's Economic Development section, Skills at Work, the University of Bradford, Bradford College, Shipley College, and Park Lane College Keighley, West Yorkshire Employer Coalition, Job Centre Plus, and Careers Bradford
- Visit to the Industrial Services Group
- Visit to the Greater Nottingham Partnership
- Meeting with the Learning and Skills Council

The comprehensive, evidence-based report which resulted from this investigation was produced in July 2008. It contains 18 detailed recommendations for both the Council and partners.

Reports can be found on the Bradford Council website ([www.bradford.gov.uk/scrutiny](http://www.bradford.gov.uk/scrutiny))

For more information please contact:

Worklessness – Caroline Coombes – [caroline.coombes@bradford.gov.uk](mailto:caroline.coombes@bradford.gov.uk)

Skills – [licia.woodhead@bradford.gov.uk](mailto:licia.woodhead@bradford.gov.uk)

## Appendix B

### Short Summaries of Scrutiny Work Undertaken by Local Authorities into Worklessness & Related Subjects

#### Key Features of Scrutiny of Worklessness undertaken by Local Authorities

The following key features of Scrutiny of Worklessness emerge from analysis of the work undertaken to date by local authorities in this area:

- An increasing number of authorities are undertaking work in this area and in associated subjects (such as recession, NEETs, educational achievement) (see Appendix A for a round-up of authorities' work in this area)
- Some authorities (see for example the Case Studies of Scrutiny in Action) have undertaken very extensive work in this area, taking a great deal of time on scrutiny reviews and compiling a substantial evidence base
- A number of authorities have now undertaken more than one review in this area, as one review has revealed important associated issues (Bradford's review of worklessness led to a subsequent review of skills gaps in the district)
- The majority of scrutiny work in this area has been undertaken through in-depth scrutiny reviews
- Some authorities have investigated Worklessness through a task and finish approach (for example, Manchester set up a Worklessness Task and Finish group to its Economy, Employment & Skills O&S Committee)
- There are also some examples of ongoing performance monitoring of key worklessness indicators (for example, Leeds scrutiny function regularly examines key worklessness indicators such as NI 152 & NI153).

<b>Local Authority</b>	<b>Scrutiny Work Undertaken on Worklessness (&amp; Associated Subjects)</b>
<b>Birmingham City Council</b>	Birmingham undertook a scrutiny Review of the Effectiveness of Employment Strategies which took 16 months to complete and reported in April 2009. The Review concentrated upon assessing the effectiveness of strategies for reducing worklessness in priority, deprived wards. Since then the Regeneration Overview & Scrutiny Committee has continued to receive updates and a new Transportation & Regeneration O&S Committee is set to look at worklessness in the context of Total Place.
<b>City of Bradford Metropolitan District Council</b>	In 2007, the Regeneration & Economy Committee undertook a detailed scrutiny on worklessness. The findings that came out of that piece of work prompted the Committee to undertake a detailed investigation into Skills the following year. See Case Study B.
<b>Cornwall County Council</b>	Worklessness cuts across the work of two of the Council's Overview & Scrutiny Committees (OSC): the Communities OSC: and the Environment & Economy OSC. Both Committees regularly receive reports on the County's economy (including the key messages emerging from the Local Economic Assessment). The Environment & Economy OSC in 2010 ran a single issue panel on Convergence Delivery.
<b>Durham County Council</b>	A Working Group of Durham's Economy Overview & Scrutiny Committee undertook a review of Worklessness in an eight month period from August 2006 to April 2007. The Group held 10 meetings, including witness sessions; visited the Wear Valley Employability Working Group where members met key partners involved in delivering on worklessness issues; and commissioned research from Northumbria University to help identify best practice.
<b>Hackney London Borough</b>	In July 2006 Hackney's Children & Young People's Scrutiny Commission began work on an innovative review of Young People in Hackney Not in Education, Employment or Training (NEET) which reported in February 2007. Partly as a follow-up to this report, and with Centre for Public Scrutiny funding, the Health in Hackney (HiH) Scrutiny Commission in 2008 undertook a review of prevention services targeting short-term sickness absence (and thus preventing long-term absence leading to worklessness).
<b>Hartlepool Borough Council</b>	Hartlepool's Regeneration and Planning Services Scrutiny Forum undertook a review of Youth Unemployment which reported in June 2007. The review drew upon a wide range of internal and external evidence, including information from

	<p>Jobcentre Plus, Connexions, the Learning &amp; Skills Council, the voluntary and community sector and young people themselves. Research was also commissioned by the Council's Economic Development Service examining Youth Unemployment in Hartlepool.</p>
<b>Leeds City Council</b>	<p>Leeds City Council's Scrutiny Boards have undertaken a wide range of scrutiny activity on Worklessness since 2005, which has taken the form of scrutiny inquiries and ongoing performance monitoring. See Case Study A.</p>
<b>Manchester City Council</b>	<p>Manchester City Council set up a Worklessness Task and Finish Sub Group of its Economy, Employment &amp; Skills Overview &amp; Scrutiny Committee which met several times from November 2007 to June 2008 to examine worklessness targets and performance against those targets. The work included detailed scrutiny of all the programmes provided by the City Council and partner organisations to reduce worklessness. The Group reported back to the main Committee in October 2008. The main committee continues to monitor worklessness levels in the City and various aspects of the work that is being done to reduce worklessness.</p>
<b>Merton London Borough</b>	<p>The London Borough of Merton undertook a review of the recession in Merton, with particular reference to its effects on domestic and social cohesion. The review was planned in Autumn 2009 and reported to Cabinet/Council in March 2010.</p>
<b>Middlesbrough Borough Council</b>	<p>Middlesbrough's Economic Regeneration and Transport Panel undertook a review of Worklessness which reported in January 2006. This had been prompted by the town having one of the worst six concentrations of worklessness in England. The Review had wide-ranging terms of reference, examining the nature of worklessness; the nature of projects aimed at reducing worklessness; resource implications; barriers to employment; gaps in provision; and the role of the Council.</p>
<b>North East Derbyshire District Council</b>	<p>The Council's Economic Regeneration, Skills &amp; Environment Scrutiny Committee has for the last three years reviewed progress of the Council's Working Communities Project which aims to support unemployed people into work. This scheme was originally set up as a pilot in one area and has now been extended to a further two wards.</p>
<b>Nottingham City Council</b>	<p>The Regeneration, Infrastructure &amp; Sustainability Panel undertook an 11 month scrutiny Review of Training and Employment which reported in November 2006. The Panel examined: the City Council's role and actions in providing training leading to employment; the role of other</p>

	organisations in this area; the effectiveness of partnership working; and the needs of business and their role.
<b>Plymouth City Council</b>	Plymouth City Council's Growth & Prosperity Overview & Scrutiny Panel undertook a scrutiny review of worklessness which took place in parallel to a corporate restructure providing increasing resource for the Economic Development Service. Evidence was gathered over two meetings: the first to hear what local partners had to say and how partners could work together more effectively; the second to investigate what the Council was doing as an employer and what could be done better. This resulted in greater clarity of leadership both internally and citywide.
<b>Preston City Council</b>	The Scrutiny function at Preston has scrutinised reports to Cabinet on worklessness and related issues such as the Future Jobs Fund, Area Based Grant, etc. A major work plan study into worklessness (which will take approximately six months) is to be undertaken by the Communities Scrutiny Panel in 2010.
<b>Redditch Borough Council</b>	The Leisure, Tourism & Economy Overview & Scrutiny Committee of Redditch undertook a review of 'Jobs, Employment & the Economy', which reported in November 2005. Evidence gathering included carrying out a series of interviews with local manufacturing companies.
<b>Sedgefield District Council</b>	Sedgefield's Contribution to Reducing Economic Inactivity Review Group met between May and December 2006 to undertake a review entitled 'Increasing Employability'. This review was motivated by the high levels of worklessness in the area, for example over 13% of the Council's working age population was in receipt of incapacity benefit. Evidence gathering included site visits to local schemes tackling worklessness.
<b>Shropshire County Council</b>	The Recession Scrutiny Committee of the Council has undertaken the following in this area: a review of the numbers of Apprenticeships within Shropshire and within the local authority; analysis of unemployment and hotspots in Shropshire; regularly reviews the NEETs cohort for Shropshire and the effectiveness of Connexions interventions and other education and training routes; and some analysis of local skill levels has been undertaken.
<b>City of Stoke on Trent</b>	Stoke's Economic Development & Enterprise Overview & Scrutiny Committee undertook a 'Spotlight Review' of Worklessness in 2009. Stoke's 'Spotlight Reviews' are reviews where the evidence is taken at one session. In this instance, in September 2009, the Committee reviewed worklessness in

	the City through conducting a session held at a Jobs Enterprise Training Centre (JET). During this session, scrutiny councillors held discussions with relevant Council officers, partners (JobCentre Plus, Learning & Skills Council), the relevant Cabinet member and managers and outreach workers at the JET. The main purpose of the spotlight review was to increase the Committee's knowledge of worklessness issues and initiatives – in particular to improve oversight of the City's LAA indicators in this area (Nis 152, 161, 162 & 163).
<b>Southampton City Council</b>	The Economic Well Being Scrutiny Panel undertook a review of NEETs in the Southampton area.
<b>Tameside Metropolitan Borough Council</b>	Tameside's Children's & Young People Scrutiny Panel undertook a review of 'Staying on Rates in Post 16 Education, Employment and Training', which concluded in November 2008. A wide range of methods were used to gather evidence, including extensive consultation targeting students in 18 secondary schools in the area and a small discussion group of 6 young people who were NEET.
<b>Tower Hamlets London Borough</b>	In May 2007 a report was completed of a review of 'Graduate Unemployment' by the Transition from Education to Employment Scrutiny Working Group. The Group examined graduate underemployment and unemployment in the Borough, examining claims that local graduates faced more barriers to accessing appropriate employment opportunities than graduates elsewhere.
<b>Wolverhampton City Council</b>	Wolverhampton City Council undertook a review of worklessness in 2009, with the report's recommendations being approved in September 2009.

**Source:**

The information in this table is compiled from three sources: responses to a short survey prepared by the Local Government Centre and sent to its database of scrutiny contacts; internet searches using a key word approach, followed up with council website searching; and information available in existing secondary material, such as Centre for Public Scrutiny documentation.

## Appendix C

### Sources of Information

#### Useful websites

1. Centre for Public Scrutiny [www.cfps.org.uk](http://www.cfps.org.uk)
2. LGID worklessness resources: includes 24 'how to' guides on worklessness  
<http://www.idea.gov.uk/idk/core/page.do?pageId=8589911>
3. The LGID also run an open community of practice Join the [National Worklessness Learning Forum Community of Practice](http://www.communities.idea.gov.uk) at [www.communities.idea.gov.uk](http://www.communities.idea.gov.uk)
4. DWP Working papers <http://research.dwp.gov.uk/asd/asd5/wp-index.asp>
5. DWP Research Reports  
[http://research.dwp.gov.uk/asd/asd5/summ\\_index\\_2009\\_2010.asp](http://research.dwp.gov.uk/asd/asd5/summ_index_2009_2010.asp)

#### Background Reading

CfPS (2009) Library Monitor 10: Worklessness <http://www.cfps.org.uk/what-we-do/publications/library-monitors/?id=105>

'Realising potential: A vision for personalised conditionality and support' - December 2008 report setting out Professor Gregg's vision for a single personalised conditionality and support regime, where virtually everyone claiming benefits and not in work should be looking for or engaging in activity to help them move towards employment.  
<http://www.dwp.gov.uk/welfarereform/realisingpotential.pdf>

'Tackling Worklessness: A Review of the contribution and role of local authorities and partnerships - Final Report' – March 2009 – Stephen Houghton's  
<http://www.communities.gov.uk/publications/communities/Tacklingworklessnessfinal>

'Delivering on Child Poverty: what would it take?' – November 2006. Lisa Harker's report to DWP on their child poverty strategy.  
<http://dwp.gov.uk/publications/dwp/2006/harker/index.asp>

Lord Leitch's review of long-term skills needs.  
[http://www.hmtreasury.gov.uk/independent\\_reviews/leitch\\_review/review\\_leitch\\_index.cfm](http://www.hmtreasury.gov.uk/independent_reviews/leitch_review/review_leitch_index.cfm)

Working for a healthier tomorrow – March 2008. Dame Carol Black's review of the health of the working age population, jointly commissioned by DWP and the Department of Health.  
<http://www.workingforhealth.gov.uk/documents/working-for-a-healthier-tomorrow-tagged.pdf>

Shared Intelligence (2008) Driving Economic Prosperity: Benchmark and Diagnostic for Local Authorities. LGID <http://www.idea.gov.uk/idk/core/page.do?pageId=9325114>

21<sup>st</sup> Century Welfare, July 2010, <http://www.dwp.gov.uk/consultations/2010/21st-century-welfare/>

## Reviews of worklessness

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Freud, D. (2007) *Reducing dependency, increasing opportunity: options for the future of welfare to work*, independent report to DWP.

Hasluck, C. and Green A.E. (2007) *What works for whom? A review of evidence and meta-analysis*. London: Department for Work and Pensions.

Manchester University's Institute for Political and Economic Governance (2009) '*Tackling worklessness in the North West*' North West Improvement and Efficiency Partnership

Palmer, G., MacInnes, T. and Kenway, P. (2008). *Monitoring poverty and social exclusion 2008*. JRF. York: JRF.

Social Exclusion Unit (2004) *Jobs and Enterprise in Deprived Areas*. London: ODPM.

The Prince's Trust. (2010). *The Prince's Trust YouGov Youth Index 2010*. London: The Prince's Trust  
[http://www.princes-trust.org.uk/news/100104\\_youth\\_index\\_2010.aspx](http://www.princes-trust.org.uk/news/100104_youth_index_2010.aspx)