

BARNSELEY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has not been included in the relevant Forward Plan

REPORT OF THE EXECUTIVE DIRECTOR OF PLACE TO CABINET ON 6th FEBRUARY 2019

European Social Fund Pathways Projects

1. PURPOSE OF REPORT

- 1.1 To inform Cabinet of the successful application for European Social Fund (ESF) grants to fund two employment support projects, "***Pathways to Success***" and "***Pathways to Progression***", which together, will deliver integrated employment support for people with complex and/or multiple barriers to work, including intensive support for Barnsley's most vulnerable workless residents.

2. RECOMMENDATIONS

- 2.1 To agree to accept the ESF grants for the **PATHWAYS TO SUCCESS** and **PATHWAYS TO PROGRESSION** projects and contribute the required match funding.
- 2.2 To agree a sub-contract with the lead partner, Sheffield City Council and undertake the responsibilities of delivering the Barnsley activity detailed below...
- 2.3 To approve the minor restructure in order to ensure successful delivery of both projects.

3. INTRODUCTION

- 3.1 Barnsley Council's first two priorities in the Corporate Business Plan are:
- to create more and better jobs and good business growth
 - to increase skills to get more people working.

Success in these two areas also contributes towards reducing demand through access to early help and helping people to become healthier, happier, independent and active. Having quality work increases wellbeing and reduces levels of poverty and deprivation.

- 3.2 In recent years the council has seen significant progress; unemployment has decreased significantly from its historic high and, although higher than national and regional levels, the out of work claimants were 3.4% in November 2018. Adult skill levels are improving at all levels; GCSE and A level attainment has been steadily improving. The number of 16 – 18 year olds not in education, employment or training (NEETS) fell to 4.5% in June, which puts Barnsley in line with the region and well below the England average of 6.6%. The employment rate for the

council's care leavers is above the national average and the percentage of adults with a lifelong learning difficulty or disability has recently improved.

- 3.3 However, there are still significant challenges to address. Barnsley still has significant higher levels of economic inactivity, There are over 18000 adults who are inactive in the labour market, 15,800 of whom would like to work and the percentage of workless households is 3.8% higher than Great Britain's average In addition the borough has areas where worklessness, high benefit dependence is entrenched and NEET young people are concentrated. Despite significant progress in skill levels, the adult population remains less skilled than regional and national counterparts.
- 3.4 Barnsley's response to these challenges is the "*More and Better Jobs Plan*" which aims to achieve the following success measures by 2020.
- 1) There is stronger ambition across businesses, organisations and people of all ages.
 - 2) All schools and colleges have excellent business engagement and employability activity; (Getting Ready for Work).
 - 3) The proportion of people claiming out of work benefits is reduced by a third (from 13% to 9%) and the gap to national average reduced; (Getting into Work).
 - 4) Workforce skills, progression and earnings are increased, with the gaps to national average on NVQ Level 3+ and NVQ Level 4+ qualifications reduced by a third. (Getting on in Work).
- 3.5 Employment and Skills supports the corporate objectives of a "Thriving Economy" and "Helping People Achieve Their Potential" by delivery of the Employment and Skills Plan "***More and Better Jobs***". The key outcomes are:-
- Increase skills and get more people working through the delivery of the More & Better Jobs Strategy and Young People's Skills and Enterprise Strategy.
 - Reducing demand through access to early help through developing employment support for vulnerable groups.
 - People are healthier, happier, independent and active by working with employers to support employee health & wellbeing.
- 3.6 ***The More and Better Jobs Plan*** is supported by ***The More and Better Jobs Taskforce***, which has a balanced representation of businesses, council services, educational bodies and the third sector. The Taskforce identifies where they can work together to make a positive impact, champions the work and co-ordinates activity. It has identified and promoted 10 Work readiness competencies and an Employer Promise which aims to increase employability and access to employment opportunity for both young people and adults.
- 3.7 A particular focus for the authority is to support those individuals who are most vulnerable. This is reflected in the work of the Taskforce and the work of the Local Integration Board (LIB). The LIB will take an overarching monitoring and co-ordination role for employment support projects, promotes collaborative working between local providers to maximise the impact of employment support and creates

an integrated support framework so that participants get the support they need, when they need it.

- 3.8 To support these objectives, officers have developed a suite of funding bids for European Social Fund grant funding. The proposals complement and build on current BMBC and wider city region initiatives to provide a whole strategy focused on:-

- Getting Ready for Work
- Getting Into Work
- Getting On and Staying in Work

- 3.9 Sheffield City Council are the lead applicant for both these ESF projects and submitted the bid on behalf of all project partners. Activities, outputs, results, grant and match funding are all allocated on the basis of the size of the population of eligible participants. Sheffield City Council are responsible for signing the ESF grant contract with DWP sub-contract project partners, ensuring that ESF compliance requirements are shared across the partnership.

4. Proposals

- 4.1 In September 2017 the Department of Work and Pensions published an ESF call for proposals “to run a project to support unemployed individuals at high risk of long-term unemployment across the Sheffield City Region”. Sheffield City Council have led an application for ESF funding called PATHWAYS TO SUCCESS on behalf of the 4 South Yorkshire local authorities for a three year project to deliver integrated employment support to unemployed and economically inactive individuals.
- 4.2 PATHWAYS TO SUCCESS supports people furthest from the labour market with complex, multiple barriers requiring intensive and integrated support to enable them to progress in the labour market.
- 4.3 The ESF call for proposals for support for young people who are NEET or at risk of being NEET and for economically inactive adults was published in April. Sheffield City Council has successfully submitted a proposal called PATHWAYS TO PROGRESSION with Rotherham and Barnsley Councils as partners. This is a three year project which will support young people and adults who have barriers to the labour market, but which are not as difficult and complex as the target groups in PATHWAYS TO SUCCESS. Therefore the cohort is closer to the labour market in PATHWAYS TO PROGRESSION.
- 4.4 The two ESF funded projects provide additional investment to provide the level of employment support that meets high local needs. They also enable the authority to support internal services, such as Young People’s Targeted Information Advice and Guidance (TIAG), Adult Skills and Community Learning (ASCL), Employment and Volunteering and Healthier Communities. Figure 1 illustrates how the projects complement each other and fit within the employment support landscape.

Figure 1 – The customer journey



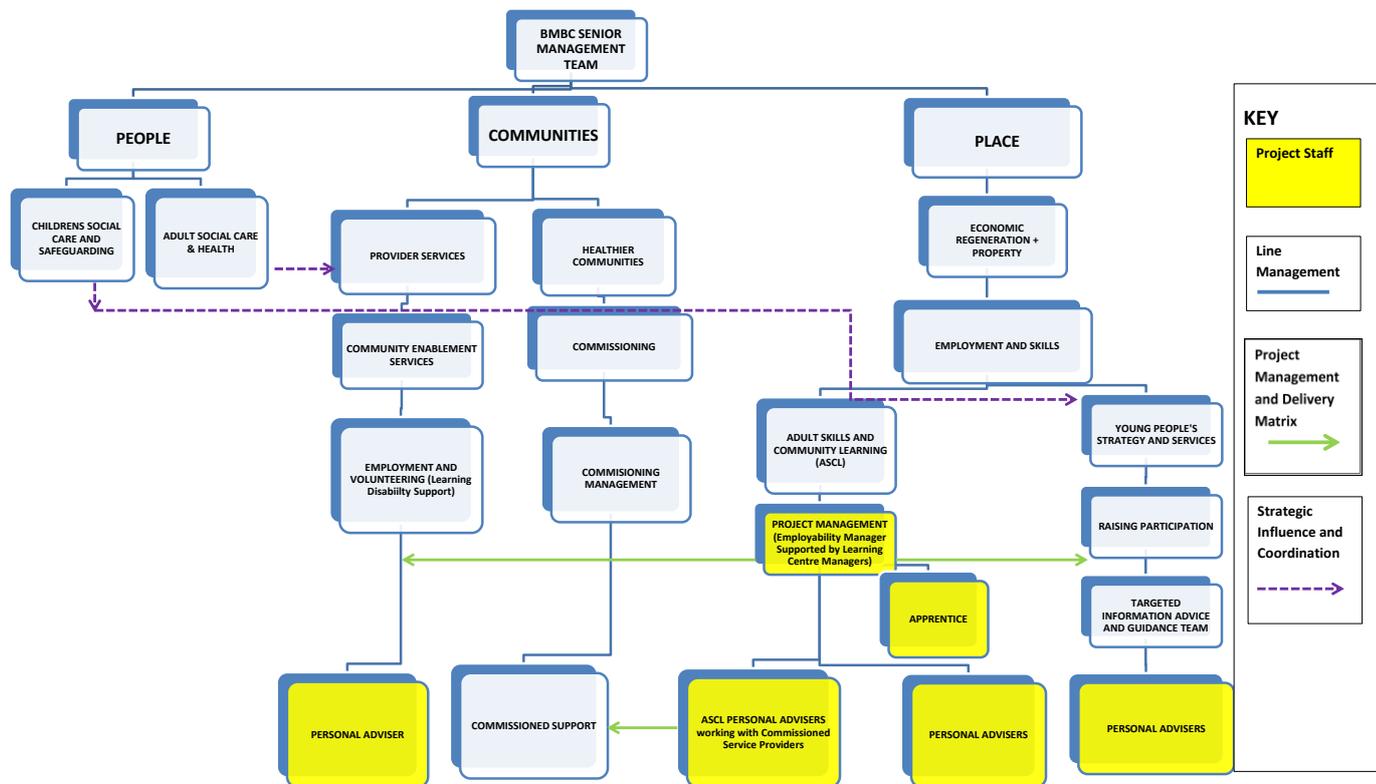
4.5 Building on and supporting the work of the More and Better Jobs Taskforce and the LIB, the two projects will focus on vulnerable individuals who have multiple and complex barriers to the labour market, including key target groups for the council and Jobcentre Plus

- 19 – 21 year old care leavers
- Adults with LLDD
- People with “multiple needs” which encompass mental health (It is anticipated that adults presenting with multiple needs are likely to have a secondary mental health condition)
 - Homelessness and unstable accommodation
 - Substance abuse
 - Domestic violence
 - ASB and ex-offenders
- Local JCP need to address additional groups who although small in number, require an integrated support package to prevent them becoming long term unemployed. These include:-
 - Ex-offenders
 - People on the autism spectrum
 - Refugees and people with ESOL needs
- People with a history of insecure and fragmented employment
- People with Lifelong Learning Difficulties and Disabilities

4.6 In Barnsley we aim to strengthen and build on work across the council to support our most vulnerable service users to employment and will enable us to retain and build the capacity to support individuals to enter and retain employment in support of our **More and Better Jobs Plan**. Our local plans aims to strengthen cross service working and maximize our current investments, as demonstrated in the organogram below, where the ESF posts are highlighted in yellow.-

Figure 2 – Project Staff and Cross Departmental Working

Barnsley Metropolitan Borough Council - Organogram – Pathways to Success



- 4.7 PATHWAYS TO SUCCESS will enable the authority to retain and deploy additional staff to work as personal advisers or keyworkers in key support services, Adult Skills and Community Learning (ASCL), Targeted Information Advice and Guidance (TIAG), who will support care-leavers, Employment and Volunteering who will support people with learning disabilities and difficulties and neurodiversity and to embed a Personal Adviser to work with our commissioned providers in Healthier Communities.
- 4.8 PATHWAYS TO PROGRESSION is based with ASCL and TIAG but includes outreach within local communities. It comprises two strands are targeted at a wider range of young people and adults who have barriers, but are closer to the labour market. With Pathways to Success this provides a continuum of appropriate support.
- 4.9 The projects will offer in-depth personal assessment of individuals' needs, barriers, strengths and personal goals will enable the development of an individual pathway or plan to support participants' progress towards or into education, employment or training. Throughout the project, support will be provided by a specific key worker, who will provide one to one support and advice.

Figure 3 - Examples of activities/actions offered

Actions/Activities
• Basic / foundation skills training
• Skills for confidence in maths & English
• ESOL and literacy training
• Vocational and certificated skills training (i.e. CSCS, basic food hygiene, FLT if meeting certain requirements etc.)
• Traineeship / apprenticeship preparation
• Job matching
• Work experience placements*
• Job-search and interview skills
• Employer encounters <ul style="list-style-type: none"> • mock interviews • work trials • career mentoring (buddying)
• Training / skills tasters *- i.e. Construction Village, BMBC placements (where possible)
• Labour market information.
• Referral to, and support in, mainstream and specialist support services i.e. Recovery Steps, Human Kind, MHT/IAPT
• Motivational support / training – GOALS
• 1:1 Individual Advice and Guidance
• Voluntary work
• Flexible support fund – payments made dependant on individual case basis

5. CONSIDERATION OF ALTERNATIVE APPROACHES

5.1 Do Nothing

5.1.1 Operating any ESF project includes complex claiming processes and includes risks of project non-compliance with grant claw-back. Projects therefore require dedicated resources, which could be argued can be better deployed elsewhere. In addition the distributed project model in Barnsley will require considerable collaboration and has the potential to take up resources in managing a disparate range of activities. It could also be argued that with the recent launches of the Work and Health Programme and the Health Led Employment Trial, there is no need for further support

5.1.2 The two new programmes are welcome additions to Barnsley, where the district has been without a substantial programme of additional support since the ending of the previous ESF programme, (Big Lottery's ESF holistic support programme only has 40 places for Barnsley).

- 5.1.3 The capacity within the new Work and Health programme is much lower than DWP's previous mainstream programme, the "Work Programme". Barnsley has high levels of people who are economically inactive, a large majority of which have a high level need, or needs. With the introduction of Universal Credit this cohort is entering the work focused system in increasing numbers and with higher levels of multiple and complex problems than JSA claimants exhibited.
- 5.1.4 Doing nothing would deprive the borough of additional resources to support these groups, including additional resources we can utilise in our Adult Social Care and Healthier Communities to support vulnerable groups to succeed in employment and reduce ongoing service demands.

5.2 The Preferred Option

- 5.2.1 The option outlined in section 4 provides additional resource and safeguards capacity in the Targeted Information Advice and Guidance and Adult Skills and Community Learning services. The additional funds will provide resources to engage and progress young people who are NEET or at risk of being NEET and inactive adults.
- 5.2.2 Our statutory obligation is to support young people extends to care-leavers and young people with a learning disability until they are 25 and we have performance targets to support these groups to secure employment. Corporate Outcome 2 is to "Increase skills and get more people working". The authority relies upon external funding to strengthen its work in these areas.
- 5.2.3 Doing nothing would reduce the council's ability to pursue its statutory obligation and corporate outcome. Potentially capacity would need to be reduced in the Adult and Community Learning and Employment and Volunteering teams as previous sources of external funding are ending. Neither would there be additional capacity to strengthen employability support in Healthier Communities' commissioned services.

5.3 Delivery through a Different Model

- 5.3.1 The project models have been developed, building on the best practice of good assessment and strength based approaches using skilled keyworkers to provide consistency and to integrate the right support at the right time to meet the clients' needs. The aim was to streamline the client journey and integrate mainstream support within the client journey and ensure accessibility for vulnerable groups.
- 5.3.2 This requires that support is embedded within mainstream provision and community outreach and one option considered was to sub-contract elements throughout the provider supply chain. Ultimately this option was ruled out due to its complexity and levels of project risk. The current models create a strongly co-ordinated core where the council has relevant expertise and embedding and co-locating keyworkers across a range of provision. This enables the projects to engage with target participants easily, to develop comprehensive and integrated support packages.

- 5.3.3 The proposed model maximizes the ability to integrate support and delivery seamless customer journeys with the flexibility to buy in ad hoc additional goods and services as required for the individual participant to progress.

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

- 6.1 The two Pathways Projects will support the employability of young people and adults who experience barriers to labour market participation. They will increase the ability for people experiencing disadvantage or out of work poverty to progress in the labour market, access and sustain employment.

7. FINANCIAL IMPLICATIONS

- 7.1 Consultations have taken place with representatives of the Service Director – Finance (S151 Officer).
- 7.2 PATHWAYS TO SUCCESS will cost £1,332,258 over the period 2018/19 to 2021/22. The council will be able to draw down £739,470 in ESF Grant (55.50%) and must provide £592,788 in match funding. The match funding will come mainly from existing staffing budgets (£506,772) with a further £76,016 being met from existing operational overhead budgets and £10,000 cash contribution from Healthier Communities.
- 7.3 PATHWAYS TO PROGRESSION will cost £1,073,448 over the period 2018/19 to 2021/22. The council will be able to draw down £590,211 in ESF Grant (55%) and must provide £483,237 in match funding. The match funding will come mainly from existing staffing budgets £413,203 with a further £70,034 being met from existing operational overhead budgets.
- 7.4. If the council chooses to terminate the funding agreement within the contract period it could do so without any clawback of previously paid grant, although, it would suffer reputational damage from this course of action.
- 7.5 The financial implications are summarized in the attached Appendices A, Pathways to Success and Pathways to Progression.

8. EMPLOYEE IMPLICATIONS

- 8.1 The project will safeguard some employees who would otherwise be at risk and require additional recruitment. A full breakdown of new grant funded posts is at Appendix B.

9. COMMUNICATIONS IMPLICATIONS

- 9.1 The project will require local communications and these will use our existing outlets for TIAG and ASCL, both of which have their own social media sites and the council's corporate communications. Sheffield City Council will support marketing and communications by designing and developing branding guidelines and through central procurement of project wide marketing.

10 LEGAL IMPLICATIONS

- 10.1 In order to participate in the project and receive the grant, Barnsley Council will need to sign sub-contracts, with the lead partner, Sheffield City Council (SCC). SCC contracts with DWP on behalf of all partners and is responsible for project compliance and submission of eligible claims. Sub-contracts ensure that project partners are responsible for conforming to the ESF regulations and the project delivery as detailed for their area in the project application. SCC will base its sub-contracts on DWP's ESF contract. A copy of a standard DWP ESF contract has been submitted to BMBC's legal team earlier.

11 CONSULTATIONS

- 11.1 Throughout the development period the following partnerships have been consulted:

- More and Better Jobs Taskforce
- Early Help Delivery - Adults
- Partners and Stakeholders attending Local Integration Board Workshops

In addition to Adult Skills and Community Learning and Targeted Information Advice and Guidance in Employment and Skills, consultation has also been carried out with:

- Healthier Communities in the Communities Directorate
- Employment and Volunteering in the People Directorate
- Finance, Human Resources, Equality and Inclusion and Legal in the Core Directorate.

12. THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK

- 12.1 The project supports Outcomes 1 and 2.

13. PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION

- 13.1 The project positively supports social inclusion by targeting those who are at risk of exclusion. Employment and Skills will be working with colleagues in the Equality and Inclusion and Area Council Teams to support consultation with local communities to continually improve services and ensure provision adapts to the needs of local and regional priority groups.

14. TACKLING THE IMPACT OF POVERTY

- 14.1 The project aim is to provide personalised and integrated employment support that enables participants to secure sustained employment. Although the prevalence of in work poverty is increasing, work remains the best route out of poverty and the ethos of personalisation requires that the projects work to secure appropriate employment rather than any employment.

15. TACKLING HEALTH INEQUALITIES

- 15.1 Employment has been shown to be good for health and to reduce health inequalities. PATHWAYS TO SUCCESS is particularly targeted at individuals with multiple barriers and many of these will have a health dimension. Integration of support from mainstream services and the employment support is core to the Pathways to Success model to promote delivery of the right support at the right time.

16. RISK MANAGEMENT ISSUES

- 16.1 The project has a full risk register which will be reviewed at quarterly meetings. In relation to the specific risk issues for the authority, the risk of grant claw-back is the greatest. A copy of this can be found in Appendices C Pathways to Success and Pathways to Progression.

17. GLOSSARY

- ESF – European Social Fund
- TIAG – Targeted Information Advice and Guidance
- ASCL – Adult Skills and Community Learning
- Pathways to Success – ESF project name for this proposal
- NEETS – Young people not in education, employment or training
- EET – Young people in education, employment or training.
- LIB – Local Integration Board

18. LIST OF APPENDICES

Appendices A:	Financial implications. Pathways to Success and Pathways to Progression
Appendix B:	Human Resource implications
Appendices C:	Risk Registers Pathways to Success and Pathways to Progression

19 BACKGROUND PAPERS

- Call Specifications
- Project Applications
- ESF Standard Contract Template
- More and Better Jobs Plan
- Local Integration Board Framework

If you would like to inspect background papers for this report, please email governance@barnsley.gov.uk so that appropriate arrangements can be made.