ECONOMIC DEVELOPMENT & CULTURE COMMITTEE

Agenda Item 48

Brighton & Hove City Council

Subject: City Employment & Skills Plan

Date of Meeting: 7 March 2016 – Children, Young People & Skills

Committee

10 March 2016 - Economic Development & Culture

Committee

Report of: Joint report of the Executive Director for Children's

Services and the Acting Executive Director for

Environment, Development & Housing

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Ward(s) affected: All

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

1.1 This report updates the Committee on progress to date on the development of the new City Employment & Skills Plan (2016-2020) and informs the Committee of the outcomes from the consultations, the emerging priorities and recommendations for action.

2. RECOMMENDATIONS:

- 2.1 That the Committee notes the emerging priorities and recommendations for action to be taken forward for the new City Employment & Skills Plan (2016-2020).
- 2.2 That the Committee notes the development of an options appraisal model for delivery new vehicle to deliver apprenticeships in the city and the Greater Brighton City Region
- 2.3 That the Committee notes this report is being presented to the Children, Young People & Skills Committee on the 7th March 2016.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 A report proposing the development of a new City Employment & Skills Plan (2016-2020) was agreed by the Children, Young Peoples & Skills Committee on 20th July and noted by the Economic Development & Culture Committee on the 17th September 2015.
- 3.2 The new City Employment & Skills Plan is focused on the key priorities outlined below:

- Establishing an Employer Skills Task Force to provide the vital business leadership to support both the development and delivery of the new Plan;
- Exploring new delivery models for boosting the number of apprenticeship opportunities across the city and the Greater Brighton City Region, with a particular focus upon high quality skilled apprenticeships, for 16-24 year olds;
- Creating a step change in how the City Council and other public sector bodies creates apprenticeship opportunities as major employers;
- Exploring initiatives which aim to eliminate long-term youth unemployment in the city through new ways of working in partnership with the Department for Work and Pensions (DWP), the Skills Funding Agency, the council and the private sector; and
- Supporting those marginalised from the labour market into jobs.
- 3.3 The City Employment & Skills Plan supports the delivery of both the *Economy & Jobs* and *Children & Young People* priorities of the City Council's Corporate Plan 2015-19.
- 3.4 An Invitation to Tender to develop the new Plan received interest from six bidders. The successful consultants, Rocket Science, were appointed in November 2015.
- 3.5 Following the initial approval by the Children, Young Peoples & Skills Committee (July 2015) and Economic Development & Culture Committee (September 2015) it was agreed that update reports would be presented to the two committees in March 2016.

<u>City Employment & Skills Plan – Emerging Priorities</u>

- 3.6 The following emerging priorities for the city were identified based on the 25 interviews with key stakeholders, an assessment of the labour market, trend analysis and comments at the first consultation event held in December 2015. As a result of the research and consultation three main themes have emerged, which are outlined below:
 - No one left behind: those suffering disadvantage in the labour market (unemployment, low pay or lack of aspirations) are supported effectively to make the most of the economic opportunities available in the Greater Brighton City Region.
 - Learn to earn: young people and those making career transitions are supported on their journey from learning to earning and can take advantage of the career, lifestyle and further education opportunities that the city has to offer. This is an issue for all ages, not just young people; and
 - Benefiting from growth: key growth sectors such as Creative, Digital and IT along with core sectors such as Tourism and Hospitality which are critical to sustaining a healthy and vibrant city, can access employees with the right technical skills, aptitude and readiness for work.

City Employment & Skills Plan – Recommendations for Action

- 3.7 A set of recommendations for action were produced under each of the emergent priorities and were discussed at the second consultation event held in January. Work is underway to refine these recommendations into actions that will sit within the CESP, which are outlined below.
- 3.8 **Putting employers at the heart of the plan**: The development of a City-wide employer brokerage model which engages with businesses, schools and providers to support the delivery of apprenticeship for young people and those adults in work. The model will also support all ages gain work experience, pre and in-work training and in-work progression etc. The brokerage model will build a database of employers and their needs that will generate vital intelligence about current and emerging recruitment and skill needs.
- 3.9 **Developing and improving the quality and capacity of our providers:**Recommend the development of a city 'kite mark' to provide assurance to individuals and employers that provision is good quality and that providers are signed-up to working through the brokerage model. This will help to deliver agreed standards of quality for effective referral and case management of the individual. It will include a support programme which helps providers to respond to changing funding arrangements such as apprenticeships and new funding opportunities from joint-working.
- 3.10 **Developing a 'Brighton' case management standard:** Recommends the development of a 'Brighton' approach to case management to ensure that people do not 'fall through the gaps' during their transition through different services and organisations. The aim is to help reduce duplication or conflict of the services/activities available to them. It will entail developing the skills and knowledge of front-line workers across key agencies and for them to commit to the early intervention by them pooling resources and/or funding to help the individual.
- 3.11 **Developing support for income and skills progression for the employed:**The establishment of a City-wide action plan will build on the findings of the Fairness Commission to support workers on low-incomes or facing skills and progression challenges and focus specifically on the following:
 - Helping those individual on low-incomes (below Living Wage and those where the Benefit Cap of £20,000 is insufficient);
 - Improving the career progression of those in entry-level jobs through the organisation or sector to higher level jobs and pay; and
 - Employers offering flexible working arrangements and support to part-time workers.
- 3.12 **Development of All Age Sector Academies:** Recommend the development of an academy-based approach to support key sectors: CDIT; Hospitality and Tourism; Retail; and Public Sector in the City. The academies will bring together existing providers to provide a sector response that addresses skills gaps in these sectors and also work with employers to design relevant and high quality pre- and post-employment provision. These 'academies' will deliver training programmes designed with employers to improve the quality of skills provision

and help to ensure that investment into skills is better targeted and related to sector needs.

3.13 A Workforce development programme for small and micro-businesses: Recommend a targeted programme for smaller businesses which providers tailored brokerage and support to build solutions around their specific recruitment needs. This will help support the small and micro-businesses in the City to build a workforce development solution around their individual business needs.

3.14 Details of the emerging priorities and how they link to the actions are in Appendix1. Full details of the recommendations for action are in Appendix 2. In addition,Appendix 3 contains employment and skills data for Brighton & Hove.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 The do noting approach represents risks for Brighton & Hove and its residents because of a number of factors which will impact on the labour market and skills and employment in the city including but not limited to; changes to the funding landscape for skills; the changes to benefits for under 25 year olds; the introduction of an Apprenticeship Levy in April 2017; high number of Employment Support Allowance claimants in the city etc.
- 4.2 Following the approval for a new City Employment & Skills Plan by the Children, Young Peoples & Skills Committee (July 2015), no alternative options were considered.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 The working group have engaged with key supply-side providers, public bodies, third sector partners and business representatives who were consulted throughout the development of the new Plan. Over 100 delegates attended the first consultation event in December 2015 looking at the key priorities for the Plan.
- 5.2 A second consultation event took place in January 2016 to gather feedback on the recommendations for action, which was also well-attended (70 delegates) and received positive feedback.
- 5.3 During the consultation period, over 25 in-depth interviews have also been conducted with key stakeholders and conducted an additional online survey completed by over 170 respondents.
- 5.4 The development of the new Plan is taking account of the work of the Fairness Commission to ensure that there is alignment with its work. The Fairness Commission has prioritised access to employment & training as an issue to be addressed. Rocket Science presented the emerging priorities for the Plan to the Commission on 20th January 2016.

Employer Skills Task Force

5.5 Establishing an Employer Skills Task Force is an integral part of the development of the Plan to ensure that the city's major employers are central to its development.

- 5.6 In September 2015 following consultation between the council and the local business community a new Employer Skills Task Force (ESTF) was formed. The ESTF's remit was to consider how the number of apprenticeships can be increased locally; how those who have not worked for some time can be supported back into work; and, how more businesses can be encouraged to engage with schools as a way of helping to build and grow a pipeline of local talent able to enter work and learning with a greater understanding of the local job and career opportunities in different sectors.
- 5.7 Zac Toumazi, Chief Executive of Sussex Cricket Ltd, was appointed as Chair of the Task Force supported by Deputy Chairs Gary Peters, Founder and Chief Executive of Lovelocaljobs.com and Charlotte Blant, CEO at Youthforce. The ESTF is a time-limited group; it met five times between September 2015 and January 2016.
- 5.8 Members included businesses, schools, training providers, the two universities and other representatives. By seeking to address the local challenges, stakeholders from across the Greater Brighton City Region (Adur & Worthing, Lewes and Mid-Sussex) were invited to be involved in recognition that these local economies are inter-linked and that joint working will reap benefits for all.
- The ESTF made eight recommendations, which they consider will make a material difference to apprenticeship numbers and local employment growth. One of the key recommendations is to establish a Youth and Employability Organisation and encourage businesses in Greater Brighton to use it as the main source for trainees, apprentices and higher apprentices.
- 5.10 Along with the Report and Recommendations the ESTF are developing an Employer Pledge which will ask the wider business community to support the campaign and help boost the number of apprenticeships. The Pledge will be officially launched in National Apprenticeship week on Friday 18th March where it will be presented to the city's three Members of Parliament and Leader of the City Council.

6. CONCLUSION

- 6.1 Committee is asked to note the progress update for the development of the City Employment & Skills Plan.
- 6.2 Committee is asked to note the identified skills and employment needs in the city and how the proposed actions will address those needs over the life of the plan, as outlined in this report and summarized below:
 - A city-wide employer brokerage model which engages with businesses, schools and providers to support the delivery of apprenticeships, work experience, pre and in-work training etc;
 - A 'kite mark/quality standard' to provide assurance to individuals and employers that provision is good quality;

- Case management approach to ensure that people do not 'fall through the gaps' during their transition between different agencies and providers;
- City-wide action plan which will build on the findings of the Fairness Commission to support workers on low-incomes or facing skills and progression challenges;
- Academy based approach to support key sectors (CDIT, Hospitality and Tourism, Retail and Public Sector) and bring together existing providers to address skills gaps in these sectors and deliver training programmes with employers to meet their needs; and
- A targeted programme for small and microbusinesses which provides tailored brokerage and support around their specific recruitment needs.
- 6.3 Committee is asked to note the next steps:
 - Final City Employment & Skills Plan (2016-2020) report will be prepared by the end of March 2016;
 - o Final Plan will go to Full Council for approval; and
 - Implement the recommendations for action over the lifetime of the plan for monitoring by the council.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 A budget of £34,000 was identified for development of the City Employment & Skills Plan and to support the evaluation and appraisal of any new service delivery models arising from the review of the plan. The development of the new plan is being project managed by the Economic Development Team within the City Regeneration service.
- 7.2 Costs associated with the delivery of the actions set out in the plan will be subject to further committee reports if council funding is required to take them forward.

Finance Officer Consulted: Name Date: dd/mm/yy

Legal Implications:

7.3 There are no direct legal implications arising from this report. The final City Employment & Skills Plan will need to consider the legal implications of the actions and initiatives proposed within it before they are presented back to committee for final approval.

Lawyer Consulted: Name Date: dd/mm/yy

Equalities Implications:

7.4 The Plan's main aim is to tackle unemployment and underemployment and thereby help to address inequality. The consultants are identifying any equalities implications concerning the plan or its outcomes and an Equalities Impact Assessment will be developed alongside the skills plan and the Plan will take into account recommendations from the Fairness Commission

Sustainability Implications:

7.5 The plan will complement the strategic objectives in the council's Economic Strategy. These include tackling barriers to employment, supporting the low carbon economy and growth of the CDIT sector. In addition, it will link to the work being undertaken by the Greater Brighton Economic Board. The plan will also link to the emerging Cost to Capital ESIF (Economic Structural & Investment Fund) projects. Improving the job prospects of the resident workforce will improve economic sustainability.

Any Other Significant Implications

Crime & Disorder Implications:

7.6 Studies have repeatedly linked unemployment to rising crime and the deterioration of health. Labour market policies can play a role in reducing crime rates and reducing unemployment in the city should have a positive impact on reducing levels of crime.

Risk and Opportunity Management Implications:

7.7 Measures will be put in place to monitor and manage any risks.

Public Health Implications:

7.8 The Office of National Statistics (ONS) measures national wellbeing and established that economically inactive people have lower levels of wellbeing than those in employment and that even being under-employed is detrimental to wellbeing. The 2015 Public Health report focuses on equalities impacts and that information from this document will help inform strategies to address equalities in the delivery of the plan. The plan will aim to have a positive impact on those residents in the city that are unemployed or under-employed.

Corporate / Citywide Implications:

7.9 The new plan supports the delivery of both the Economy & Jobs and Children & Young People priorities of the City Council's Corporate Plan 2015-2019. The plan is being written at a time when Local Authorities are facing significant cuts to their budgets and, at the same time, the implications of welfare reform are becoming unknown, with growing numbers of residents being detrimentally financially affected. The interventions in the plan will potentially help reduce the financial burden on the Local Authority.

SUPPORTING DOCUMENTATION

Appendices:

- 1. Summary of Emerging Priorities
- 2. CESP actions for discussion
- 3. Brighton Story

Key Issues – Young people	Ambition	Challenges	Interventions	What is needed?
Council's commitment to reduce youth unemployment to zero Lack of apprenticeship take-up (falling behind other areas) which has dipped in recent years Disparate and uncoordinated apprenticeship offer to both employers and young people, some mismatch in provision and perception of poor quality Careers and IAG offer seen as not fit for purpose, although lots of initiatives and active group operating for young people. Greater issue for adults Employers reporting Brighton young people are not ready for work	There is a clear set of ambitions emerging from stakeholders (eg ESTF): The development of an apprenticeship brokerage/training organisation to be the intermediary between employers, providers and schools. Structure to be determined.	Apprenticeship funding, structure and provision going through radical shake up in next 18 months nationally - new engagement platforms, frameworks and standards being introduced. Is now the right time as it could add greater confusion, and much is subject to change? Potentially little influence through devolution asks (ie over the use of the levy) Need for improved employer engagement to extend beyond apprenticeship offer Financial and management commitment needed beyond three years — reputational/ sustainability risk	Develop an apprenticeship offer to focus on sectors that are underserved and trail-blaze new frameworks in the GB area. With other public sector partners prepare for 2017 with a GB public sector apprenticeship offer (ie across LA, NHS, Univs) Existing infrastructure needs to prepare for changes — opportunity to reengineer provision and sector focus through targeted support and area review. Focus on college provision where numbers are greater and develop a local accreditation/quality standard Develop a broader provider/ engagement standard and brand in preparation for plugging gaps in local delivery of 2020 vision and building on Employer Pledges	1. Managing employer demand effectively A transformational approach to working with employers through establishing a single point of access, route to information for employers. This could be scaled across the GB area and focused on brokering a range of employer interactions (for both young people and adults) engaging and signposting employers to schools/colleges/providers – collecting insight into recruitment/skills needs and experience; identifying business support needs and signposting/referring on. 2. Driving and improving supply side quality and behaviours – building resilient skills provision Need to drive up quality in engagement and delivery across all providers. Development of a local standard/kitemark supported by capacity building to be used as a local guarantee of service/delivery and a prerequisite for commissioning and contracting.

(not unusual, but particularly striking among B&H employers) Development of a coordinated Citywide skills and careers offer which: a) Creates and embeds better links between employers/schools, young people /local residents b) Improves information on vocational pathways and c) Supports the delivery of vocational skills and qualifications linked to employer needs

Careers and IAG challenges are not unique to Brighton, but dealt with differently across GB (how to gain consensus for initiatives across the region). **National Careers** Service and Careers and Enterprise Company bedding in Ability to influence devolution deal Competition for young people causes tensions (not always in their best interests); Initiatives subject to short term funding

17 year old guarantee will enable access to young people with careers information opportunity here to drive, assess and improve quality of provision and materials A focus on driving careers information related to opportunities in the GB area Improved employer engagement and connectivity linked to work experience, apprenticeships and vocational support could be transformational

strategy
Coherent and area
focused communications
campaign targeting all
residents about work and
skills opportunities/
pathways. 1000 in a 1000
days is good publicity, but
quality is what really
matters

3. Communications

Key Issues – ESA/Low Pay	Ambition	Challenges	Opportunities	What is needed?
Over 13,000 residents on Employment Support Allowance, of which 70% are over 50 and over 50% report their primary condition as mental health Living Wage appears to be having impact, but effect of benefit cap to £20,000 means 650 households affected as Universal Credit is rolled out and costs of housing increase in the City Lots of provision but very disconnected, duplicated and often short term, offered by a range of providers/services that do not necessarily connect and are likely to be interacting with same individuals/ households Focus on getting into work or pathways to work — little support	There is less of a consensus on ambition to address this priority owing to its size and complexity. We suggest that ambition focuses on the c1500 who are WRAG (key clients of the new Work and Health Programme) Improving access to the labour market for those who face the greatest disadvantage and challenge focusing on those on work related benefits (ESA etc)	New Work and Health programme replacing Work Programme — significantly reduced investment will require a different model and access to other funding and support to make it work locally This will require integrated working within the council and across local partners Cohort facing real barriers need 'client friendly' employers to offer work experience and greater investment/quality of pre-placement support to demonstrate how this cohort can be as dependable a recruit as a graduate for entry level jobs	City deal offers opportunities to influence the Work and Health Programme Could the council become a direct deliverer/provider on the new programme as a way of corralling, developing and managing support - building on its work around troubled families and welfare reform and adult health and social care priorities? Opportunity to use employer engagement model more widely to support this group and create group of cohort friendly employers through the emerging Employer Pledge	a) Strategic level commitment and support to the Work and Health Programme This will include: clear roles and responsibilities (dependent on council's position) on approach to local delivery; a programme of capacity building with key staff across all the agencies working with the cohort to understand issues and responses; a single common assessment framework and client tracking system; the development of a senior level working group and case management to bring together different agencies to resolve issues collectively. 5) Development of City-wide low income and progression strategy and action plan Lead the development of a strategy and action
	Developing complementary packages of support to those who need to increase their household income, targeted approach to Universal Credit roll out via Jobcentre Plus	Perceptions of JCP moving from 'sanctioning' to coaching, UC is an offer but might be met with scepticism from both clients and providers Lack of funding available for those in work and reticence to access loans will	Access to individuals and households through network of community based providers/organisations Using flexibilities around the Adult Skills Budget and accessing other funding through ESIF and other pots to develop a Brighton skills and income	

currently in work or for progression on vocational pathways or to improve income levels 'Job-blocking' by graduates is impacting on access to entry-level jobs for those furthest from labour market

Developing and extending the current IAG offer to all ages and supporting access to different levels within vocational pathways through higher level skills training and development

hinder access to training and upskilling Navigating the system will be a challenge and identifying those who need support, but who do not meet UC criteria and are not in the system. Focus on UC limit masks issues around broader affordability issues re: housing in the City. Is £21k enough for a family to live on?

escalator programme to support those in low-wage, part time work. Providing further training opportunities, short work based training/certification. plan with partners to agree a city-wide approach to supporting low-income residents building on the success of the Living Wage and outcomes from the Fairness Commission.

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CESP – Recommended Actions

This short paper sets out the six key actions linked together under a City Employability Service we are recommending for the new City Employment and Skills Plan. Importantly these resonate and align with the recommendations from the Employers Skills Task Force and emerging findings from the Fairness Commission, particularly in view of the evidence presented at the Employment and Skills session held on the 20th January.

Actions

- 1. Putting employers at the heart of the plan we are proposing the development of a City-wide employer brokerage model, which enables a strategic engagement with businesses; supporting the exchange of apprenticeships, work experience, pre and in work training and engagement with schools and providers. This is to support all ages in recognition of the need to focus on older working population and access to both employment and in-work progression. In addition the brokerage will build a database of employers and their needs that will generate vital intelligence about current and emerging recruitment and skill needs.
- 2. Developing the quality and capacity of employment and skills providers we are recommending the development of a City kite mark and development programme which provides; a badge of assurance to both individuals and employers that provision is of a decent quality and that providers are signed up to working through the employer brokerage meeting standards of quality around engagement, effective referral, case management of the individual, delivery and joint working; a support programme which enables providers to respond to changing funding arrangements such as apprenticeships, Work and Health Programme and new funding opportunities emerging.
- 3. Developing a City-wide integrated case management process we are recommending the development of integrated case management to ensure that individuals do not fall through the gaps as they transition through services and that there is greater coherence of the support for an individual so that one service/activity does not conflict with the other. This will include a programme of development and support for front-line workers and a commitment to early intervention and prevention.

- **4. Supporting income and skills progression for those in employment** we are recommending the establishment of a City-wide action plan building on the findings of the Fairness Commission to support workers on low-incomes or facing skills and progression challenges. We feel that it will be important to nest this with the recommendations of the commission so that it has greatest traction, however through improved employer engagement and the development of better strategic relationships with business, this should integrate with the wider workforce development support proposed.
- 5. Development of All Age Sector Academies we recommend the development of an academy-based approach to support key sectors; CDIT, Hospitality and Tourism, Retail and Public Sector in the City. These 'academies' will deliver training programmes designed with employers to improve the quality of skills provision and of sector-related employability skills at pre-employment/pre-apprenticeship through to in-work skills progression for all ages. This will enable investment into skills to be far better targeted and related to sector needs AND pool resources and funding, particularly around the Apprenticeship Levy for public sector employers.
- 6. Development of a workforce development support programme for small and micro-businesses <49 employees we are recommending a targeted programme for smaller businesses which provides tailored brokerage and support and builds solutions around their specific needs to support their recruitment, develops their leadership and management skills and in turn helps them to grow.