



## Collected case studies:

### Adult employment programmes

- *Creating employment and training opportunities*
- *Providing support to move the unemployed into work*

This paper brings together a number of case studies on how cities from the UK and beyond have made use of adult employment programmes to improve local skills.

**Employment programmes can help job seekers in attaining and retaining a job or new skills, and in navigating a quickly changing labour market affected by shifting demographics.**

Cities can promote employment by working in collaboration with relevant organisations, matching supply and demand needs, increasing the accessibility of services and creating new effective and efficient pathways into employment.

**The case studies demonstrating how cities deal with adult employment programmes and what they are trying to achieve are split into five groups:**

- **Providing support to move the unemployed into work**

The government has made a renewed commitment to devolve power to give cities greater control over local housing, transport, healthcare and skills. Employment and skills has been a central feature in these policies, particularly the City Deals and Local Growth Deals, designed with the overarching aim to drive local economic growth and reduce unemployment.

- **Creating employment and training opportunities for people in social housing**

Work and training programmes that provide people with a ‘real job with a real wage’ – ones that pay the national minimum wage, have a contract of employment and an official job description – have been found to have better outcomes than other training programmes. As major employers in their own right, housing associations are able to offer ‘real’ jobs to their tenants.

- **Supporting people living in social housing to move into employment**

In order to offer programmes that increase local skills levels and employment, a clear understanding of the challenges and strengths of the local labour market are required. Housing associations have a good understanding of the local market they operate in and, as programmes are self-designed, they are able to respond to the distinct challenges their cities face.

- **Identifying those in need of support to move into employment**

Data sharing would allow for a more proactive approach and coherent package of support to be offered to the unemployed and funds devoted to evaluating the long-term outcomes of programme participants are a crucial part of design and delivery.

- **Giving employers a voice within the workforce development system**

Data sits at the heart of the most successful collaborations. A number of cities have used data as a call to action, demonstrating the scale of the challenge or what can be achieved through the collaboration.

## Providing support to move the unemployed into work

The government has made a renewed commitment to devolve power to give cities greater control over local housing, transport, healthcare and skills. Employment and skills has been a central feature in these policies, particularly the City Deals and Local Growth Deals, designed with the overarching aim to drive local economic growth and reduce unemployment.

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### Offering dedicated help for Employment and Support Allowance (ESA) claimants

**Lead organisation: Central London Forward**

**Location: London, UK**

**Year: 2014 - to present**

**Keywords: City and growth deals, Adult employment programmes**

**Read the full report: [City deals and skills](#)**

As part of the London Growth Deal in 2014, Central London Forward (a sub-regional strategic organisation representing the eight central London local authorities) piloted a new model, Working Capital, to support ESA claimants into work.

The pilot will run for five years with a budget of £11 million and aims to support nearly 4,000 central London ESA claimants who have left the national Work Programme after two years without finding long-term employment. The scheme is wholly funded by the London Enterprise Panel's European Social Fund (ESF). Central London Forward is leading the scheme, working in partnership with London Councils, the Mayor of London and central government. DWP has worked with local partners to design the scheme.

Every person supported by Working Capital will receive dedicated help from a case worker who will use existing local council, health and voluntary sector services, but also bring in specialist services, such as mental health provision or specific skills training where required, to support the claimant find work.

A rigorous independent evaluation will be run throughout the programme and government has agreed that success will unlock a series of progressive steps towards further local service integration for London.

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## Introducing a payment-by-results mechanism

**Lead organisations:** The Big Life, Ingeus, DWP, Treasury, DCLG

**Location:** Manchester, UK

**Year:** 2014 – to present

**Keywords:** City and growth deals, Adult employment programmes

**Read the full report:** [City deals and skills](#)

The Manchester Working Well pilot, implemented in May 2014, is built around a payment-by-results mechanism which rewards service providers for employment related outcomes achieved.

The programme provides tailored support for up to two years, with up to one year of in-work support, to individuals who have left the Work Programme to help them find sustainable employment. The programme builds on the Troubled Families Initiative and integrates health, skills, education and housing providers with two service providers (The Big Life and Ingeus). The payment-by-results system and in-built cost-benefit analysis has enabled greater coordination. DWP, Treasury and DCLG co-invest in the scheme and costs are shared in line with anticipated benefits, based on the proportions of fiscal benefits that fall to each department.

The 2014 Manchester Devolution Agreement set out a plan to build on the pilot through staged expansion if the programme proved successful. This expansion has recently been confirmed and is expected to be fully rolled out by 2020.<sup>1</sup> Overall the programme is expected to cover 50,000 individuals with a £100 million budget comprising investments of £36 million from Greater Manchester, £32 million from ESF and up to £32 million from central government via payment-by-results.

## Creating employment and training opportunities for people in social housing

Work and training programmes that provided people with a ‘real job with a real wage’ – and so pay the national minimum wage, have a contract of employment and an official job description – have been found to have better outcomes than other training programmes. As major employers in their own right, housing associations are able to offer ‘real’ jobs to their tenants.

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## Negotiating with contractors and developers

**Lead organisation:** A2Dominion Housing association

**Location:** London and the South East, UK

**Year:** 2014 – to present

**Keywords:** Job creation, Adult skills training; Adult employment programmes

**Read the full report:** [Delivering change: what Housing Associations can tell us about employment and skills](#)

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<sup>1</sup> <http://www.gmhsc.org.uk/news/gm-leaders-pledge-to-extend-working-well-programme/>.

A2Dominion creates employment and training opportunities for its residents by negotiating with contractors and developers to obtain work placements for residents in construction, electrician and gas fitter roles.

When applying for a contract, developers are asked to offer a number of placements to residents and the agreed number is written into formal contracts. A2Dominion encourages and supports tenants to apply for these roles, which typically last two to three months. The housing association also provides in-house work experience in business administration. Of those that undertake a placement within the housing association, 90 per cent continue to work at the association at the end of the placement.<sup>2</sup>

The housing association's strong local and national networks have also helped to identify funding opportunities for skills training beyond that available through limited central government funding. By employing Partnership and Funding Managers, whose role is to build relationships both locally and nationally to seek out funding opportunities, A2Dominion is able to fund all its employment and skills programmes through outside organisations. In particular, outside funding has allowed the housing association to offer residents a free Digital DIY training service, which provides people with basic IT and internet skills.

With around a quarter of all jobs now advertised online only and many tenants not having access to the internet and / or having poor IT skills, this service helps tenants overcome the severe disadvantage they face in not just securing work but also searching and applying for jobs.<sup>3</sup> Training is offered with the support of UK Online, who also provides free lesson plans and online webinars for tenants to work through.

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## Developing strong local networks

**Lead organisation: Wakefield District Housing**

**Location: Wakefield, UK**

**Year: 2005 - to present**

**Keywords: Job creation, Adult employment programmes**

**Read the full report: [Delivering change: what Housing Associations can tell us about employment and skills](#)**

As major employers in their own right, housing associations are able to offer 'real' jobs. Wakefield District Housing (WDH) runs a number of in-house programmes, including work placements, weekly drop-in centres, work clubs and digital training.

It has also worked to develop close links to local organisations. It uses these to stay informed of local vacancies and to actively create work experience and employment opportunities for its residents. As part of a workless provider's network set up by the council, it meets with other organisations on a regular basis to feed into Wakefield's jobs and growth plan. This network includes Jobcentre Plus, Work Programme providers, Wakefield College, the National Careers Service, local employers and the LEP. Part of the group's role is negotiating with businesses moving into the area to take on a certain number of local unemployed people. Being part of this network means WDH is aware of new opportunities coming up and can work with tenants to apply for them. The housing association also encourages organisations in its supply chain to give career talks in schools, making young people aware of some of the job opportunities

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<sup>2</sup> Centre for Cities interview.

<sup>3</sup> UK Online Centres (2012) UK Jobs and the Internet.

available to them and what skills and qualifications they will need to enter these jobs.

Alongside services for tenants, WDH also offers community employment support through Wakefield District Housing Academy. This service is possible due to its close relationship to Jobcentre Plus and involves providing ten work placements every six months. The Jobcentre and WDH's Community Employment Advisors refer 30 individuals who would be suitable for a work placement and WDH selects 10. Typically these are given to people who have skills and qualifications but have difficulty finding a job due to a lack of work experience. The programme had an 80 per cent success rate in moving participants into further employment, either within WDH or with other employers.<sup>4</sup>

## Supporting people living in social housing to move into employment and progress

In order to offer programmes that increase local skills levels and employment, a clear understanding of the challenges and strengths of the local labour market are required. Housing associations have a good understanding of the local market they operate in and, as programmes are self-designed, they are able to respond to the distinct challenges their cities face.

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### Working with the unemployed to identify and overcome barriers

**Lead organisation: Wolverhampton Homes**

**Location: Wolverhampton, UK**

**Year: 2012 - to present**

**Keywords: Unemployment, Job creation, Adult skills training, Adult employment programmes**

**Read the full report: [Delivering change: what Housing Associations can tell us about employment and skills](#)**

In consultation with its tenants, Wolverhampton Homes developed LEAP (the Learning, Employment and Achievement Programme), designed to identify and overcome the specific barriers residents face when moving into work.

During meetings with tenants the main issues raised were the inability to get a job due to lack of work experience or references, and difficulty finding work experience due to a lack of demonstrable skills.

Wolverhampton Homes uses its position as a major employer in the area to offer work experience and skills training for its tenants and their families. It has developed an in-house, eight-week unpaid work experience programme that can lead onto a 12-month apprenticeship, open to all residents aged 16 and over with at least a level 1 in Literacy and Numeracy. Basic skills training is offered to those who don't meet this requirement through referral to local training centres. Those who successfully complete a work experience programme or an apprenticeship are given a reference and a training certificate. Work experience opportunities are also available in grounds maintenance, garage repairs, renovations, and painting and decorating through the housing association's social enterprise, Wolverhampton Works.

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<sup>4</sup> Centre for Cities interview.

Tenants also identified transport and childcare costs as other key barriers. The housing association now ensures that all programmes are delivered with no fees to the tenants and has found this to have a significant impact on attendance.<sup>5</sup> As such, all transport costs are covered by Wolverhampton Homes or funding from the Jobcentre, and courses are offered between the hours of 9:30am – 2:30pm, allowing parents to take part without incurring child care costs.

At the time of writing, Wolverhampton Homes has delivered training to over 500 tenants, provided 140 eight-week placements, 75 apprenticeships and over 50 permanent jobs. And this year 78 per cent of all the housing association's entry level vacancies went to LEAP participants.<sup>6</sup>

## Identifying those in need of support to move into employment

Data sharing can allow for a more proactive approach and coherent package of support to be offered to the unemployed and funds devoted to evaluating the long-term outcomes of programme participants are a crucial part of design and delivery.

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### Increasing data collection and sharing

**Lead organisation: Hyde Plus**

**Location: Greater South East, UK**

**Year: 1996 - to present**

**Keywords: Adult employment programmes**

**Read the full report: [Delivering change: what Housing Associations can tell us about employment and skills](#)**

Hyde Plus has strong data on tenants registered as the main person responsible for the rent, as a meeting is automatically set up between the main tenant and an employment adviser when they move in.

Information on age, employment status, benefits claimed and education level is asked for. This allows Hyde Plus to tailor who they advertise their programmes to, contacting those residents (through text messages, phone calls, emails and Facebook) who are most likely to benefit from, be interested in, and meet the eligibility conditions of, specific programmes.

This more targeted approach saves Hyde Plus both time and money and has led to higher enrolment on programmes offered. These programmes include grants of up to £200 and scholarships to cover residents' course fees; work placements that are part-time to allow individuals time to also actively job search and not lose Job Seeker's Allowance (JSA); and general employment advice such as job search help, interview support and career advice.

However Hyde Plus holds little information on other members of a household, and collecting this detailed information on all residents would be a major investment. Sharing of information gathered by different organisations would allow service providers to be less reliant on self-referrals and to offer support more quickly when an individual becomes unemployed.

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<sup>5</sup> Centre for Cities interview.

<sup>6</sup> Centre for Cities interview.

## Evaluating the long-term outcomes of programme participants

**Lead organisations:** Department of Housing and Urban Development, the Rockefeller Foundation, and MDRC **Location:** Santander, Spain

**Location:** Baltimore, Chattanooga, Dayton, Los Angeles, St. Paul, and Seattle, US

**Year:** 1998 - to present

**Keywords:** Adult employment programmes, International

**Read the full report:** [Delivering change: what Housing Associations can tell us about employment and skills](#)

The Jobs-Plus programme was established in America in 1996 and is one of few social housing and employment initiatives looking at the long-term effects on participants. Beginning as a pilot in six cities, the aim was to increase the number of public housing residents moving into work.

The pilots consisted of three key parts. The first was employment-related services provided through public housing organisations. This included help with job search, coaching to move closer to the labour market, vocational training, subsidised supported-work positions for those furthest from the labour market and advice on moving into self-employment. Secondly, changes in rent rules were introduced that provided financial incentives for tenants to move into work. These included small increases in rent payments as earnings increased and ensuring residents were aware of other in work benefits they were entitled to claim. Thirdly, community support was provided. This involved recruiting a number of tenants to explain the programme to their neighbours and encourage them to use the Jobs-Plus services. Residents received payment or rent reduction in return for this.

An evaluation of the trial involving more than 5,000 participants was carried out by the Department of Housing and Urban Development, the Rockefeller Foundation and the education and social policy research organization MDRC. The outcomes of public housing developments taking part in the trial were compared with similar developments in the same cities not participating in the programme. Tenants involved in the pilots earned an average of \$1,141 more per year than residents in comparator developments. Participants were also found to continue to earn more even after the programme ended – around \$1,300 a year three years after the pilot ended.<sup>7</sup> The evaluation also found that it was necessary to fully implement all three parts of the initiative. Those that failed to do this saw smaller increases in earning among tenants.

Based on this strong evaluation and long-term impact, the programme continues to receive funding and is being replicated in other cities, both in America and in other countries.<sup>8</sup>

## Giving employers a voice within the workforce development system

Data sits at the heart of the most successful collaborations. A number of cities have used data as a call to action, demonstrating the scale of the challenge or what can be achieved through the collaboration.

<sup>7</sup> Riccio, J (2010) Sustained Earnings Gains for Residents in a Public Housing Jobs Program Seven-Year Findings From The Jobs-Plus Demonstration.

<sup>8</sup> MdrC (2008) Helping Public Housing Residents Find and Keep Jobs.

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## Using shared data and evidence to drive demand-led interventions

**Lead organisation:** Workforce Intelligence Network

**Location:** South East Michigan, US

**Year:** Baltimore, Chattanooga, Dayton, Los Angeles, St. Paul, and Seattle, US

**Year:** 2011 – to present

**Keywords:** Youth (16-24) employment programmes, Adult employment programmes, International

**Read the full report:** [Youth Opportunity: Lessons from the US](#)

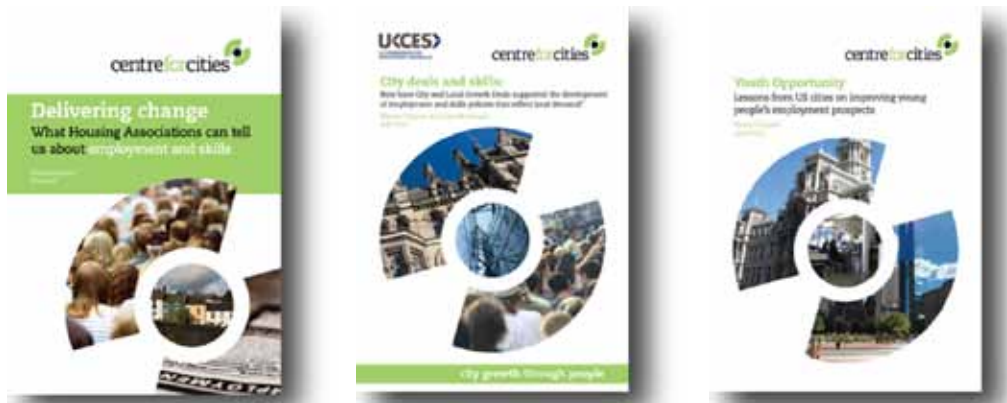
The Workforce Intelligence Network (WIN) in South East Michigan connects non-profits to what is happening in the labour market and aims to give employers a voice within the workforce development system. Their mission is “to create a comprehensive and cohesive workforce development system in Southeast Michigan that provides employers with the talent they need for success.” It is a collaborative effort between nine community colleges, seven WIBs and economic development partners, funded through grants from both federal government and the state.

WIN uses multiple sources of labour market information to provide a comprehensive, up-to-date picture of supply and demand in South East Michigan. This includes publicly available sources of data such as the Bureau of Labor Statistics (BLS), Longitudinal Employer-Household Dynamics (LEHD), U.S. Census Bureau and Integrated Postsecondary Education Data System (IPEDS). It also uses Burning Glass data to access millions of online job postings from job boards, the State of Michigan, company websites, and Craigslist, which can then be filtered through multiple settings to provide information on specific sectors or occupations. The data is verified with regional companies. The CareerBuilder Talent Intelligence Portal provides access to hundreds of thousands of online resumes to provide a better understanding of what skills and knowledge jobseekers have in the region.

Using this data, WIN provides workforce development organisations and partnerships with real-time data on how and when people move from job-to-job and of the kinds of skills and experiences that lead to successful placement. It also provides up-to-date information on the profile of the current labour pool.



## More information



The case studies in this document came from the reports

‘*Delivering change: what Housing Associations can tell us about employment and skills*’ published in 2015. Read it at: [www.centreforcities.org/publication/delivering-change-what-housing-associations-can-tell-us-about-employment-and-skills](http://www.centreforcities.org/publication/delivering-change-what-housing-associations-can-tell-us-about-employment-and-skills)

‘*City deals and skills*’ published in 2015. Read it at: [www.centreforcities.org/publication/city-deals-and-skills](http://www.centreforcities.org/publication/city-deals-and-skills)

‘*Youth Opportunity: lessons from the US on improving young people’s employment prospects*’ published in 2015. Read it at: [www.centreforcities.org/publication/youth-opportunity-lessons-from-the-us-on-improving-young-peoples-employment-prospects](http://www.centreforcities.org/publication/youth-opportunity-lessons-from-the-us-on-improving-young-peoples-employment-prospects)

You can find more case studies on our website across key areas of economic growth policy such as housing, transport, business growth and innovation.

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