



Doncaster Council

Pathways to Progression: Ambition 2

Date: 7 May 2019

To the Chair and Members of the Cabinet

Pathways to Progression: Ambition 2

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Cllr Nuala Fennelly, Children, Young People and Schools	All	Yes
Cllr Bill Mordue, Business, Skills and Economic Development		

EXECUTIVE SUMMARY

1. This is to seek permission to accept an ESF grant of £299,259. The grant will be used to build upon the successful Ambition programme, engaging marginalised adults aged 18 and over, including those with multiple and complex barriers, to participate and engage with education, training, or employment. This programme will also help to support and identify underlying issues to move participants closer or into the labour market.

EXEMPT REPORT

2. This report is not exempt.

RECOMMENDATIONS

3. It is recommended that Cabinet:
 - Accept the ESF Grant of £299,259 for use by the Council to deliver the ESF Pathways to Progression project and delegate the Director of People to enter into contract with Sheffield City Council in consultation with the portfolio holder.
 - Use £97,040 of earmarked reserves and £152,960 Ambition underspend as match funding.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

4. Pathways to Progression is designed to have a positive impact on the citizens

of Doncaster, providing equality of opportunity by:

- Helping those individuals facing the greatest barriers to engage in and sustain education, employment or training
- Providing opportunities which empower individuals to help themselves
- Supporting local people to gain the skills they need to get jobs and benefit from economic growth. Work can have a positive impact on health and wellbeing

BACKGROUND

5. Doncaster successfully delivered its element of the South Yorkshire Ambition Programme from 2015 to 2018, providing key worker support to residents helping them find and sustain employment. The scheme was a success across South Yorkshire and this report informs members of a successful bid submitted to the Department of Work and Pensions for the **Pathways to Progression** programme (Ambition 2), which aims to build on this success of Ambition by increasing participation in the labour market, improving social inclusion and mobility.
6. The Pathways to progression bid responds to an opportunity to draw down European Social Fund (ESF) of £3.78m into the local authority areas of South Yorkshire. This funding is aligned to the local authorities' statutory responsibilities - *to engage and support vulnerable marginalised and disadvantaged young people not engaged in education employment or training (NEET)* and; their priorities to support those citizens who face barriers to re-engage with education, training and employment and to move into, or closer to the labour market.
7. The bid was submitted by Sheffield City Council on behalf of a consortium that includes Barnsley, Doncaster and Rotherham Metropolitan Borough Councils; Sheffield City Council will act as the Accountable Body on behalf of the consortium
8. The ESF investment priority for the funding available is **Priority Axis 1: Inclusive Labour Markets** this priority seeks to:

Priority 1.4 - Engage marginalised adults aged 18 and over, including those with multiple and complex barriers to participation and:

- support them to re-engage with education, training, or employment
- address underlying issues and to move them closer or into the labour market

Marginalised adults for the purpose of this programme include;

- lone parents
- looked after children
- care leavers
- ex-offenders
- carers
- traveller communities
- long term NEET
- long term unemployed
- BME groups
- women
- those without basic skills

9. This funding will allow additional and alternative support to be made available to the groups detailed above and will provide individualised packages of support, which will include:

- a diagnostic assessment of need and action plan detailing a personalised pathway to education employment or training;
- a personalised package assembled and delivered in the right sequence to meet individual needs and address personal barriers e.g. substance misuse, mental health services, housing, childcare, careers or financial advice;
- motivational, life, basic and vocational skills training commissioned as required from a framework of providers;
- connecting beneficiaries to and providing ongoing support when they enter further education, apprenticeships, self-employment/employment or training. This will address any issues that may arise with the intention of supporting individuals to remain engaged on their personalised pathway;
- support for and engagement with the institutions/employers involved, to enhance the success rates of participants.

10. The project funding is broken down as follows:

Priority 1.4 – Adults 18+ with multiple/complex barriers (DMBC)			
Pathways to Progression	ESF Funding (£) (60%)	Match Funding (£) (40%)	Total (£)
Doncaster	299,259	250,000	549,259

Impact of Pathways to Progression

11. The total outcomes the funder has set for the South Yorkshire programme are as follows:

Priority 1.4 - 18+ year olds and those with multiple and complex barriers:

1,240 participants of which:

- 211 will enter education or training on leaving
- 91 unemployed participants into employment, including self-employment, on leaving
- 160 inactive participants into employment or job search on leaving
- 273 participants in employment, including self-employment, 6 months after leaving

Of which Doncaster totals are:

- 47 will enter education or training on leaving
- 61 unemployed participants into employment, including self-employment, on leaving
- 36 inactive participants into employment or job search on leaving
- 20 participants in employment, including self-employment, 6 months after leaving

Match Funding

12. As with all ESF funded projects, bidders are required to provide **match funding known as the intervention rate**. Match funding can be cash or

commissioned activities that are aligned to the ESF priorities detailed in the specification bidders respond to. The intervention rate for this programme is forty percent. With £3.78m of ESF funding available over a 3 year period from 2018 to June 2021 the match funding required is £2.5m (shared across the consortium of South Yorkshire Local Authorities). This provides a total value of £6.3m in activity to support those groups detailed above.

13. This activity will improve outcomes for participants in both the adult and the younger age group by providing a range of opportunities designed to build on achievements and outcomes to date and improve life chances
14. The project will receive £299,259 ESF funding with a match funding contribution of £250,000. This has been allocated from £97,040 currently in earmarked reserves as part of the councils match funding and £152,960 Ambition underspend.
15. Sheffield City Council, operating as accountable body for the Pathways to Progression ESF funding, will enter into contractual arrangements with DMBC in order for the project to be delivered. It is recommended that Cabinet delegate contracting authority to the Director of People.
16. Delivery will commence in April 2019 and will run for 30 months in total.

OPTIONS CONSIDERED

17. The options considered included:
 - Delivering the project (preferred option): this project is part of a wider sub-regional programme of activity that utilises European funding to deliver to targeted cohorts moving them into, or closer to, employment.
 - Do nothing (not recommended): This option would see no additional services provided for the cohorts set out in the body of this report.

REASONS FOR RECOMMENDED OPTION

18. It is recommend that Cabinet support the delivery of this programme to support vulnerable and marginalized adults with multiple complex barriers to address basic skills, move closer to the labour market or re-engage with education, training and employment.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

19. The project will impact on the Council's key outcomes by:

	Outcomes	Implications
	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future:</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish 	<p>The project will support vulnerable, marginalised and disadvantaged young people, and adults with multiple and complex barriers to:</p> <ul style="list-style-type: none"> • Re-engage with education, training and employment • Address basic skills so they

	<ul style="list-style-type: none"> • Inward Investment 	<p>can compete effectively in the labour market</p> <ul style="list-style-type: none"> • Move into or closer to the labour market.
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time:</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	<p>The project will support marginalised residents into the labour market improving their quality of life.</p>
	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling:</p> <ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	<p>A focus on addressing basic skills so that residents can compete in the labour market, including employability skills is an integral part of the project.</p>
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents:</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	<p>The model provides regular consistent contact with a support worker who works with residents as they overcome barriers to employment and move into the labour market. Work can have a positive impact on health and wellbeing.</p>
	<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents 	

	<ul style="list-style-type: none"> • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	
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RISKS AND ASSUMPTIONS

20. If this programme was not agreed there would be reputational damage for DMBC within SCR. SCR would have to readjust already agreed allocations with other LA's within SCR.

LEGAL IMPLICATIONS ND – 19/03/2019

21. The Localism Act 2011 provides local authorities with a “general power of competence” which enables them to do anything that an individual can do as long as the proposed action is not specifically prohibited. There are no specific statutory prohibition, preventing the Council from implementing this Project.
22. Legal Services should be consulted at the earliest opportunity to review the terms and conditions of the grant from ESF and to ensure that any obligations and in particular clawback provisions are transferred down to any future providers.
23. Any providers appointed must be procured in accordance with the Councils contract procedure rules, Public Contracts Regulations 2015 and the grant agreement with ESF.
24. Further legal advice will be required as this project progresses.

FINANCIAL IMPLICATIONS [SB Date 18/03/19]

25. The purpose of this report is to accept the ESF Grant of £299,259 to deliver the ESF Pathways to Progression project. As part of this acceptance the Council is required to provide a match funding contribution of £250,000 to support the programme.
26. The Council's match funding of £250,000 will be made from an Earmarked Reserve (Ref: 2015-10) of £97,040 held specifically for Pathway to Traineeships and the remaining £152,960 held specifically for Ambition to support pathways to progression. Both amounts are subject to terms and conditions and the contribution towards this match funding in 2019-20 fulfils these terms and conditions.

HUMAN RESOURCES IMPLICATIONS [JC Date 03/04/19]

27. As the project will lead to the creation of new temporary posts, these posts should be fully evaluated prior being added to the structure/advertisements.
28. The posts should be recruited to in line with Doncaster Council's recruitment Policy looking at Redeployment in the first instance

29. Employees who were employed before 6 April 2012 and have 1 year's continuous service, or after 6 April 2012 and have at least two years continuous service, accrue employment rights. Employees who complete 2 years continuous service accrue rights to a redundancy payment.
30. Fixed-term employees have the right not to be treated less favourably than comparable permanent employees because they are on a fixed-term contract. This means you must treat fixed-term employees the same as comparable permanent employees unless there are 'objectively justifiable' circumstances for not doing so (ie there is a genuine, necessary and appropriate business reason). This means the same or equivalent (pro-rata) pay and conditions, benefits, pension rights and opportunity to apply for permanent positions within the business.
31. Under the Fixed-term Employees (Prevention of Less Favourable Treatment) Regulations 2002, employees who have been on a fixed-term contract for four years or longer will usually be legally classed as permanent if their contract is renewed or if they are re-engaged on a new fixed-term contract.
32. The only exemptions are when employment on a further fixed-term contract is objectively justified to achieve a legitimate business aim or when the period of four years has been lengthened under a collective or workplace agreement.
33. The ODR must be sent to peer challenge panel for consideration prior to any posts being added to the structure. The HR Portal will need updating to reflect the new posts.

TECHNOLOGY IMPLICATIONS [PW - 15/02/19]

34. There are no specific technology implications in relation to this report. Any technology requirements to support the delivery of the Pathways to Progression Programme will need to be considered by the Technology Governance Board.

HEALTH IMPLICATIONS [CW - 25/02/19]

35. Learning outcomes and health outcomes are intrinsically linked. On the whole, investments in improving learning outcomes should also improve health outcomes. Evidence shows that education, training and employment are key socio-economic factors in determining health status (Marmot, 2010). Programmes that focus on reducing the gap in educational attainment between the disadvantaged and non-disadvantaged children are likely to impact positively in reducing long-term health inequalities in Doncaster. It is also positive to see specific mention of support for young parents. It is widely accepted that pregnancy amongst teenagers and early motherhood may be synonymous with impaired educational achievement, poor physical and mental health, social isolation, poverty and associated factors. There is also an acknowledged understanding that socio-economic disadvantage can be both a cause and a consequence of teenage motherhood. Efforts break the cycle of teenage pregnancy and poverty through training and education is deemed a positive step supported by Public Health.

EQUALITY IMPLICATIONS [DH&JB – 15/02/19]

36. Pathways to Progression (P2P) funded by the Department for Work and

Pensions (DWP) aims to support 18+ adults with complex/multiple barriers into employment, self-employment, education, training and improve basic skills.

37. Marginalised adults for the purpose of this programme include:
- lone parents
 - looked after children
 - care leavers
 - ex-offenders
 - carers
 - traveller communities
 - long term NEET
 - long term unemployed
 - BME groups
 - women
 - those without basic skills
38. The target cohort was prioritised within the ESF priority call specifically because the statistics for the cohorts identified demonstrated a need for additional support. As the Accountable Body, Sheffield City Council has undertaken an Equalities Impact Assessment for this programme.

CONSULTATION

39. Consultation originally took place with Scott Cardwell Assistant Director Development, Jennefer Holmes Head of Service Skills and Enterprise and Cabinet Portfolio Holders Nuala Fennelly and Bill Mordue.

BACKGROUND PAPERS

40. ESF call for proposals Priority Axis 1: Inclusive Labour Markets, Pathways to Progression: <https://www.gov.uk/european-structural-investment-funds/learning-and-skills-project-call-in-sheffield-city-region-lep-oc28s17p0733>

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