

Review into the employment and skills opportunities of the 2012 Games-time period

July 2011

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- 1. To examine and report from time to time on -
 - matters of importance to Greater London as they relate to economic development/wealth creation, social development, culture, sport and tourism in London.
 - the strategies, policies and actions of the Mayor, the London Development Agency, and the other Functional Bodies where appropriate.
- 2. To examine and report to the Assembly from time to time on the Mayor's Economic Development Strategy and Culture Strategy, particularly their implementation and revision.
- 3. To take into account in its deliberations the cross cutting themes of: the health of persons in Greater London; the achievement of sustainable development in the United Kingdom; and the promotion of opportunity.
- 4. To respond on behalf of the Assembly to consultations and similar processes when within its terms of reference.
- 5. To be the lead Committee for monitoring and reporting on the London 2012 Olympic Games on behalf of the London Assembly.

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Deputy Chair's Foreword

Back in 2005 when the Games bid was made a number of ambitious aims were expressed by the signatories. This included a vision to regenerate the communities neighbouring the proposed Olympic Park in east London.

However, whilst east London is internationally known for its vibrant communities and cultural identity its levels of employment and skills continue to lag behind the rest of the capital. Improving the employment and skills levels of the local population was highlighted as one way the Games could contribute to the regeneration of some of the most deprived areas of London.

Since the time of the bid, the Mayor, the Host Boroughs and LOCOG have all reaffirmed their commitment to improving the skills and employment opportunities available to the population, including through the staging of the Games.

The Committee believes the Games-time period could provide a number of opportunities for the local population, particularly the long-term unemployed. These should not be missed.

There are potentially up to 200,000 paid and voluntary positions available. Although many of these will be entry level positions of short duration, they could represent an important stepping stone into sustainable employment for Londoners who have otherwise been left out of London's economic success.

The Committee wants to ensure that the Games-time opportunities are available to Londoners with few or no skills and those who are long-term unemployed. Steps are clearly being taken to help people make the most of the opportunities that the Games will bring. Nevertheless, our investigation has shown that the risk that these opportunities will remain beyond the reach of those who could most benefit from them has increased.

This report aims to assist those responsible for delivering the Games to achieve their ambitious legacy goals and respond to the problems we have identified.

Len Duvall OBE AM

Deputy Chair of the Economy, Culture and Sport Committee



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Executive Summary

Staging the 2012 Olympic and Paralympic Games (the Games) presents London with an important employment and skills opportunity. The 12 week period of the Olympic and Paralympic Games will create a large number of temporary jobs and volunteering opportunities. These have the potential to be an important pathway into longer-term employment for Londoners who have been out of the labour market for a long time. The Games-time period could therefore make a useful contribution to the longer-term regeneration of east London.

This report sets out the Economy, Culture and Sport Committee's findings arising from its investigation into the opportunities arising from the Games-time period: from July to September 2012. We have investigated how accessible these opportunities will be to those the Games were intended to help: long-term unemployed Londoners and those with few or no skills. This report sets out our findings.

A fundamental promise of London's bid to host the Games was to contribute to the regeneration of the local east London community hosting them. This promise includes ambitious aims for a skills and employment legacy from the Games. Our aim in this report is to help those planning the Games to create that legacy. At its peak, the London Organising Committee of the Olympic and Paralympic Games (LOCOG) expects that its Games-time workforce will be close to 200,000 people. 6,000 paid, full-time and temporary employees will be directly employed by LOCOG; up to 70,000 volunteers recruited by LOGOC; and around 100,000 contractors will be employed by third-party organisations. The main employment sectors will be in catering, cleaning, waste and security, as well as more general media, hospitality, tourism, sports and leisure opportunities. Most will be short-term roles requiring entry-level skills.

The Committee has found there are a number of hurdles which may limit how accessible the Games-time roles will be to long-term unemployed Londoners and those with no or few skills. These hurdles include:

- changes in the labour market and the effects of the recession;
- barriers faced by the long-term unemployed including the benefits system;
- public-sector funding in a climate of budget cuts; and
- the introduction of the Work Programme in London.

The Committee has concluded that more must be done to lower or remove these hurdles in the following ways:

- Jobcentre Plus should promote existing mechanisms within the benefits system, such as the rapid reclaim service, which can help overcome the disincentives to taking on short-term roles inherent in the benefit system;
- The GLA Olympic and Paralympic skills and employment programmes need to be sufficiently flexible to meet the needs of long-term unemployed Londoners. The criteria and payment systems currently applied to the programmes need to be reexamined by the Mayor;
- The Mayor has a key role in lobbying central government to ensure the Work Programme in London does not adversely affect unemployed Londoners' chances of getting a Games-time job;
- LOCOG should improve its engagement with the voluntary and community sector;
- LOCOG and its contractors currently collate information about the residency of their workforce. In addition, they should collate information about the length of residency of their workforce. They should also set themselves more specific targets in relation to employing long-term unemployed Londoners; and
- LOCOG, its contractors and those providing support to London's long-term unemployed should assess and apply lessons learned from the recruitment of Personal Best graduates to the paid opportunities yet to be filled.

In this report we make a number of recommendations to the Mayor and the GLA, the Host Boroughs, LOCOG and Jobcentre Plus, based on the conclusions listed above.

The challenge of getting long-term unemployed people into the paid and voluntary opportunities during the 2012 Games was always going to be a tough one. The downturn in the economy, funding cuts and the introduction of the Work Programme have all increased the risk that Games-time opportunities will not reach those who would benefit most. The Mayor, the Host Boroughs, Jobcentre Plus and LOCOG need to recognise the problems outlined in this report, and act on our recommendations, if London's communities are to benefit from the employment opportunities generated during Games-time.

Introduction

In order to stage the 2012 Olympic and Paralympic Games, up to 200,000 paid and voluntary opportunities will be created, the majority of which will be temporary. The organisations responsible for delivering the Games have committed to ensuring that these opportunities will be accessible to long-term unemployed Londoners and those with few or no skills. Stakeholders are under pressure to deliver a high quality Games, as well as a range of legacy commitments.

Over the next six months, the system of skills and employment support will be in a state of flux Meanwhile, over the next six months the system of skills and employment support will be in a state of flux. A number of changes will be introduced at a national and local level, including major changes to existing organisations and funding arrangements. Responsibility will be transferred from the London Development Agency (LDA) to the GLA for co-ordinating partners and managing specific 2012 skills and employment schemes. The Work Programme will be introduced, and new Prime Contractors will be given caseload responsibility for those who form part of LOCOG's target group. At the same time, funding cuts in boroughs may limit the effectiveness of the programmes they have introduced. The Host Boroughs have been prime movers in promoting a skills and employment legacy and ensuring it remains integral to all aspects of the Games.

Recruitment for the Games will be at its most intense during the very period when these changes are taking effect.

Setting the employment and skills legacy in context

There are, broadly, three stages from the winning of the bid to the continuing regeneration of east London following the Games which have the potential to contribute to a skills and employment legacy. First, the preparation of the site and construction of the venues, led by the London Development Agency (LDA) and the Olympic Delivery Authority (ODA), has created jobs and training opportunities, particularly in construction. Secondly, staging the Games themselves will create a large number of temporary paid and voluntary positions with the potential to give new opportunities. Finally, the legacy use of

¹ The Department for Works and Pensions is implementing a new system of delivering employment support services called the Work Programme. This will be rolled out in July 2011. Under the Work Programme, the DWP is commissioning Prime Contractors to deliver employment services. The Prime Contractor does not have to deliver services themselves but will have a contract management role to drive performance through its supply chain.

the venues and the area around them are expected to provide longterm jobs in various sectors.

London Assembly approach to examining the skills and employment legacy of the Games

This report sets out the Committee's findings arising from its investigation into the opportunities arising from the second stage, the Games time period: from July to September 2012. The Committee has examined how these opportunities might contribute to the long-term ambition for a skills and employment legacy by giving valuable work experience and skills to those most at risk of long-term unemployment.

The Committee has previously investigated the skills and employment opportunities associated with the construction of the Games' site and published a report in March 2007. Following that report, the Committee has received regular updates from the LDA on the progress made against various targets. Our September 2010 report, *Legacy United*, considered progress on skills and employment to date and highlighted issues we sought to be considered as final decisions on the venues are made. The Committee may, at a later date, examine the potential for a long-term skills and employment legacy in the light of final decisions by the Olympic Park Legacy Company (OPLC) on the future of the Olympic Stadium and media centre.

How did we carry out this investigation?

assembly/publications/2012-games/venue-legacy

Following the launch of the investigation in December 2010, we wrote to stakeholders seeking their written views. In February and March 2011, we held two public meetings and conducted a site visit to Workplace Newham, a local job brokerage scheme working to fill Games-time vacancies. In addition, officers held a series of informal meetings with stakeholders throughout the investigation. Further details of those who contributed to the investigation are set out in Appendix 3.

² Economic Development Culture Sport and Tourism Committee, *London Olympic Games and Paralympic Games: The employment and skills legacy*, March 2007: http://legacy.london.gov.uk/assembly/reports/econsd/games-skills-legacy.pdf ³ Economic Development, Culture, Sport and Tourism Committee, *Legacy United?*, September 2010 at: http://www.london.gov.uk/who-runs-london/the-london-

Section 1: What are the Gamestime opportunities and why are they important for legacy?

The staging of the Games presents London with an important employment and skills opportunity. From July to September 2012, a large number of temporary entry-level jobs and voluntary positions will create the potential to give valuable experience to long-term unemployed Londoners and those with few or no skills.

This section sets out further details of:

- what legacy commitments have been made;
- the scale of the challenge;
- what the Games-time opportunities are and why they are important for legacy; and
- who is responsible for delivering them.

What legacy commitments have stakeholders made?

A fundamental promise of London's Games bid was to regenerate the local east London community hosting them.⁴ This promise included ambitious aims for a skills and employment legacy. All three periods of the Games - construction of the venues, staging the Games, and post-Games use of the venues - were to contribute to this legacy.

Wider aims include the five Host Boroughs' Strategic Regeneration Framework (SRF)⁵ which seeks to bring the Host Boroughs' skills and employment levels into line with the rest of London. Additionally, the London Employment and Skills Taskforce (LEST)⁶ set long-term employment and skills targets:

A fundamental promise of London's Games bid was to regenerate the local east London community hosting them.

⁴ Candidate file, Volume 1, Theme 1: Concept and legacy, page 19: http://www.london2012.com/documents/candidate-files/theme-1-olympic-games-concept-and-legacy.pdf

⁵ Published in November 2009, the Strategic Regeneration Framework (SRF) outlines the Host Boroughs' vision for an Olympic Legacy. This vision is that within 20 years, the communities who host the 2012 Olympic and Paralympic Games will enjoy the same social and economic chances as their neighbours across London. This is often called the principle of convergence. Achieving this will mean a pace of change that, in many cases, is two to three times the average London improvement rate.
⁶ The LEST consists of around 20 public and private organisations including the LDA. The LEST aims to improve processes between the public sector and employers. It traces an individual's journey to work, working back from the final destination of employment, through a series of work placements and train-to-work initiatives, to the initial phase of engagement and communication.

- a reduction of 70,000 in the number of workless people in London, of which 55,000 will be as a result of increased job opportunities and 15,000 will result from changes in recruitment practices;⁷
- narrowing the gap in employment rates by between 1 and 5
 percent point by 2015, resulting in 120,000 more people being in
 employment;⁸ and
- an extra 100,000 training places, of which a quarter are expected to be taken up by residents of the five Host Boroughs. 9

The Games-time opportunities can contribute to these longer-term aims. LOCOG has told the Committee it aims to use the Games to inspire change, reduce worklessness, increase job opportunities and develop skills. ¹⁰ LOCOG's skills and employment strategy, released in September 2010, ¹¹ sets out two key targets:

The Games-time opportunities can contribute to these longer-term aims.

- between 15 and 20 percent of its total workforce to be from the Host Boroughs; and
- between seven and 12 percent of its total workforce to be previously workless people.

Scale of the challenge

Together, the original¹² five Host Boroughs account for the greatest cluster of deprivation in England and Wales. The following statistics reveal the area's disadvantage compared to the rest of London.¹³

 62.7 percent of the population are employed in the Host Boroughs compared with 68 percent in London.

 $^{^{7}}$ http://legacy.london.gov.uk/assembly/reports/econsd/games-skills-legacy.pdf, p 7

⁸ Strategic Regeneration Framework, October 2009:

http://www.walthamforest.gov.uk/strategic-regeneration-framework-report-2.pdf, p 29.

ⁱ⁹ http://legacy.london.gov.uk/assembly/reports/econsd/games-skills-legacy.pdf, p

¹⁰ Written submission, LOCOG, 4 February 2011.

¹¹ LOCOG, Employment and Skills Strategy:

http://www.london2012.com/documents/locog-hr/2012-employmentskills-2-web1-2-.pdf

¹² The original five Host Boroughs of Tower Hamlets, Hackney, Greenwich, Newham and Waltham Forest have recently been joined by Barking and Dagenham.

¹³ These statistics are drawn from the Strategic Regeneration Framework, October 2009: http://www.walthamforest.gov.uk/strategic-regeneration-framework-report-2.pdf, p 11. Annual Population Survey, ONS from:

http://www.cesi.org.uk/Resources/CESI/Documents/Research/atlas.html

- 16.9 percent of adults in the Host Boroughs have no qualifications, compared to 11.8 percent in London.
- 33.5 percent of adults in the Host Boroughs have National Vocational Qualification Level Four (NVQ4) qualifications (equivalent to degree level and above) compared to 39.7 percent in London.

The benefits to the local and London economy of reducing east London's levels of unemployment to the London average were set out to the Committee by Roger Taylor, Director of the Host Borough Unit.

"Our modelling of the inner east London economy over the next 20 years makes it clear that if we are successful in reducing levels of unemployment to where we are in the London average...then the likely positive contribution to the Exchequer is somewhere around £4.5 billion a year...That is just about switching from an excessive dependence on benefits into a significant increase in tax revenues." – Roger Taylor, Director, Host Borough Unit 14

What are the Games-time opportunities and why are they important to achieving a legacy?

At its peak, LOCOG expects that its Games-time workforce will be close to 200,000 people. This will comprise 6,000 paid full-time and temporary employees directly employed by LOCOG, up to 70,000 volunteers, and around 100,000 contractors employed by third-party organisations. LOCOG has told the Committee it is expecting contractors to use a large percentage of their established workforce, so that, out of the 100,000 LOCOG contract positions, 30-40,000 will be actual new vacancies.

Overall, contracts worth £700 million will be awarded across a number of sectors. Most of the contracts for these positions will be in place by the end of 2011. The jobs that will be created during Games time are mainly in catering, cleaning, waste and security, as well as more general media, hospitality, tourism, sports and leisure opportunities. These sectors have been identified as key growth areas for London's economy and the capital's future economic growth. 16

At its peak, LOCOG expects that its Gamestime workforce will be close to 200,000 people.

¹⁴ Transcript of EDCST Committee meeting, 15 February 2011, p 28.

¹⁵ Employment, Skills and Other Socio-Economic Benefits from the 2012 Olympic and Paralympic Games, LDA Update Report, July 2010.

¹⁶ Written submission from Mayor of London, February 2011.

Most jobs will be short-term roles, requiring entry-level skills; as such, they could provide long-term unemployed people with the opportunities to acquire new skills and boost CVs. This type of experience can be a crucial step for long-term unemployed Londoners and can lead to long-term sustainable employment.

"We think – and absolutely I think the providers will think – that temporary opportunities and short-term work are a step towards the ultimate goal of sustained employment" – Graham Houghton, District Manager City and East London, Jobcentre Plus¹⁷

Who is responsible for delivering the Games-time targets?

The Games have been a catalyst in bringing together a range of organisations to deliver employment services. We have been told that relationships between these organisations are strong. Such a network can create unclear lines of responsibility. LOCOG and Neale Coleman, Director of London 2012 Coordination, firmly told the Committee that delivering the Games and the targets around employment and skills outcomes is a collective effort, and any responsibility for failure will be shared. However, there is a risk that shared responsibility can mean no-one taking responsibility. This report therefore sets out what the Committee considers to be the responsibilities of each party. A summary can be found in Appendix 2.

A number of changes are taking place that will affect this network of stakeholders. Roles of individual organisations will change, and relationships between them will alter. The LDA is soon to be abolished. The LDA has had a key co-ordinating and funding role. Responsibility for managing regional funding for Olympic-related skills and employment programmes will shift to the GLA, and a small amount of resource will be integrated into the GLA as part of the GLA 2012 Team. In addition, the Work Programme will be introduced in July 2011. This will alter the relationships between Jobcentre Plus, the voluntary sector, and borough job brokerage schemes, and change the way they are funded. By the time of the Games, the systems in place to get people into work will be very different. These changes are discussed further in this report.

"...temporary opportunities and short-term work are a step towards the ultimate goal of sustained employment"

¹⁷ Transcript of EDCST Committee meeting, 24 March 2011, p 19.

¹⁸ Transcript of EDCST Committee meeting, 24 March 2011, p 6.

Section 2: What are the hurdles?

A number of hurdles may limit the accessibility of Games-time roles to long-term unemployed Londoners and those with no or few skills. This section looks specifically at:

- changes in the labour market and the effects of the recession;
- barriers faced by long-term unemployed;
- public sector funding in a climate of budget cuts; and
- the introduction of the Work Programme in London.

Changes in the labour market and the effects of the recession

Since the bid commitments and the awarding of the Games to London, the economic landscape has changed. The increase in the unemployment rate in London, as well as in the rest of the country, means that the pool of available labour in London to fill Games-time roles has increased. In addition, students on their summer break, and those already registered with LOCOG's contractors, will be competing for these roles.

To be job-ready, many long-term unemployed people need intensive and tailored support to overcome complex multiple barriers.

The Mayor has recently indicated that, at a time of recession and rising unemployment across the country, the LEST target of reducing worklessness by 70,000 will be a very challenging one to meet. 19

Nevertheless, in his written response to the Committee, he maintains his commitment to ensuring that Games-time opportunities create employment pathways for those furthest from the labour market. 20

Barriers faced by long-term unemployed

In order to be job-ready, many long-term unemployed people need intensive and tailored support to overcome complex multiple barriers. People may lack skills: either specific skills for a particular job, or basic life skills such as time-keeping.²¹ They may have been out of work for a long time; facing housing uncertainty, difficult family circumstances or financial pressures. Some of these issues arise in the experiences highlighted by the case study below.

¹⁹ Written submission from Mayor of London, February 2011.

²⁰ Written submission from Mayor of London, February 2011.

²¹ Transcript of EDCST Committee meeting, 15 February 2011.

Case study - Mr C²²

In 2008, as a result of the economic downturn, Mr C was made redundant from his post as a waiter. He has relied on casual work as and when he could find it for three years. He came to the Bromley by Bow Centre with no CV, no email account and no idea how to apply for jobs online. Since coming to the Centre, he has begun searching intently for permanent work and has developed basic IT skills in order to apply for jobs.

Mr C is currently claiming jobseekers allowance and also receives help for his family through payment of council tax and housing benefit. Although some short time roles have been identified, he is reluctant to consider them. If Mr C were to go into temporary work, he would need to apply for in-work benefits to supplement his income. Once the temporary post came to an end he would need to make new claims for Jobseekers Allowance, council tax benefit and housing benefit. This process would be complicated, time consuming and risks leaving him without sufficient funds to live on while the various claims are being assessed.

He is now focussed on transferring his skills within retail or other customer facing roles. Although Mr C is enthusiastic about finding work his IT skills still need developing along with his ability to sell himself in application forms. Mr C would do well in an interview but getting an interview is proving difficult due to his limited IT skills and poor written English.

The longer it takes for Mr C to find work the harder it will be for employers to value his work skills and the longer the gap on his CV will be. Mr C is already beginning to doubt his own ability in the world of work.

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²² This case study has been provided by the Bromley by Bow centre. Personal details have been removed.

The bureaucracy of the benefit system can disincentivise recipients taking on short-term roles.

As this case study shows, people may have limited economic incentives to take on short-term roles such as those available during Games time. The bureaucracy of the benefit system can disincentivise recipients taking on short-term roles. People can face delays in processing the large number of benefits that they may be entitled to once short-term roles come to an end. As a result, people can be worse off economically than if they stayed on benefits.

In response to concerns raised by the Committee, Jobcentre Plus indicated that its standard rapid reclaim service, will be available to people taking up Games-time roles. The aim of this service is to avoid delays in processing benefit claims when returning to benefits after a short period of employment. It is available to anyone who has worked for less than 26 weeks.

However, the Committee has heard from voluntary and community sector groups that currently this system does not always prevent delays from occurring.²³ The Committee is unconvinced that such a broad commitment will allay the fears of long-term unemployed Londoners who are considering applying for these short-term roles. Jobcentre Plus must establish a rapid reclaim service, tailored to the specific needs of long-term Londoners, to service Games-time roles.

The Committee was told that the introduction of Universal Credit will go some way to alleviating some of the bureaucratic delays that benefit recipients encounter when they take on short-term roles. The Games-time period would therefore have been an ideal period to operate a pilot programme in London for the Universal Credit. However, we understand that it is unlikely that the Department for Work and Pensions (DWP) will have the technical systems in place to deliver Universal Credit as a pilot programme in London in time for the Games.

Jobcentre Plus must do more to ensure delays in the benefits system do not discourage people on benefits from taking on short-term Games-time roles. A possible measure highlighted by the Committee includes a tailored rapid reclaim service.

²³ Summary of phone conversation with Jonny Boux, Community Links – 3 March 2011, available online at: http://www.london.gov.uk/who-runs-london/the-london-assembly/publications/2012-games

Recommendation 1

Jobcentre Plus should promote to employment providers in London the measures available to streamline the process for job seekers returning to benefits following a period of short employment. These include a rapid reclaim service. In its response to this report by October 2011, Jobcentre Plus should update the Committee on how a rapid reclaim service can be tailored to the specific needs of long-term Londoners who may wish to apply for Games-time roles.

Public sector funding in a climate of budget cuts

Local funding and employment support

Significant public sector support is needed to ensure that the local workforce is job-ready and willing to take up Games-time opportunities.

"Given the scale and challenge of the task, [LOCOG] will need considerable support to achieve both their Games-time requirements, and maximise the socio-economic opportunities for London" – LOCOG, written response²⁴

During the construction of the site, this support has mainly come via local labour schemes. The Host Boroughs have put their "eggs in the brokerage basket" ²⁵ and have established job brokerage schemes to complement the work of Jobcentre Plus and employment providers.

As part of this investigation the Committee undertook a site visit to Newham's job brokerage service, Workplace Newham. Despite some examples of good practice, the Committee did hear during the course of this investigation that the funding available for job brokerage schemes varies across London and within the Host Boroughs, in part because of variations in the level of Section 106 support that boroughs can bring in and local prioritisation of the issue of worklessness.²⁶

The Host
Boroughs have
put their "eggs in
the brokerage
basket"

²⁴ Written submission, LOCOG, February 2011.

²⁵ Transcript of EDCST Committee meeting, 24 March 2011, p 16.

²⁶ Transcript of EDCST Committee meeting, 24 March 2011, pp 13-14.

During Games time, the job brokerage schemes will be responsible for communicating employment opportunities to their populations, signposting any pre-employment training available and putting applicants forward to LOCOG or its contractors.²⁷

In the current climate of public sector funding cuts, the Host Boroughs expect that the job brokerage schemes they have established will be at risk in the post-Games period.²⁸ Additionally, Jobcentre Plus is facing job cuts of 26 percent over the next four years and will be shifting much of the support it provides to the internet.²⁹

"the general reductions in public expenditure mean that although we have set up what we think is a pretty slick piece of infrastructure for local employment and jobs brokerage, it is very much under threat at the moment from the simple change in the way in which resources are being allocated" – Roger Taylor, Director, Olympic Host Boroughs Unit³⁰

Beyond the period of the Games itself, the main opportunity for achieving a lasting skills and employment legacy will come from the use of the Olympic Park and the area around it. Exit support for those who have worked on the Games should be offered by Jobcentre Plus, borough job brokerage schemes and Work Programme providers, to help turn these short-term opportunities into long-term sustainable ones.

Regional funding

Under the GLA economic development settlement, announced in March 2011, the GLA will receive £14 million for Olympic specific skills and employment programmes to give people the skills needed to get a job during the Games. This represents £1 million less than was originally expected. 31

The Committee welcomes the GLA economic development settlement, announced in March 2011, which will allay some of the Host Boroughs' concerns about one of the sources of funding for their job brokerage schemes. At the time of publishing this report, the Host

the Host
Boroughs expect
that the job
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the post-Games
period

the GLA will receive £14 million for Olympic specific skills and employment programmes

²⁷ Transcript of EDCST Committee meeting, 24 March 201, p 9.

²⁸ Transcript of EDCST Committee meeting, 24 March 2011, p 16.

²⁹ Transcript of EDCST Committee meeting, 24 March 2011, p 15.

³⁰ Transcript of EDCST Committee meeting, 15 February 2011, p 4.

³¹ Transcript of EDCST Committee meeting, 24 March 2011, pp 12-13.

Borough Unit and the GLA had informed the Committee that they have begun discussions on the adequacy of the economic development settlement and general level of funding for employment services in London. The Committee will expect an update on the outcome of these discussions.

The Host Boroughs and voluntary organisations remain concerned about the rigidity of the eligibility criteria of participants and required outcomes of the £14 million GLA skills and employment programmes. Referring to the changes in LDA funding under the current Mayoral administration, the ODA noted that:

"Recent moves towards narrow eligibility criteria, and payment upon sustained job outcomes of 52 weeks restricts the supply of suitable candidates into the brokerage system and makes no accommodation for the often short-term and peripatetic nature of construction, especially at the entry level" – ODA, written response³²

Neale Coleman, Director of London 2012 Coordination at the GLA, conceded that the criteria and payment systems applied to the LDA/GLA programmes has limited boroughs' ability to develop innovative programmes.³³

The criteria and payment systems currently applied to the GLA Olympic and Paralympic skills and employment programmes need to be sufficiently flexible to meet the needs of long-term unemployed Londoners. The Committee welcomes the fact that the GLA has identified this as an issue needing to be reexamined. The Committee will expect to be updated on the outcome of the discussions between the Host Boroughs and the GLA about this issue as well as the adequacy of GLA funding in this area.

Recommendation 2

In their responses to this report by October 2011, the Host Borough Unit and the Mayor should update the Committee about the outcome of their discussions regarding the funding levels and flexibility of the GLA Olympic and Paralympic skills and employment programmes.

³² Written submission, ODA, February 2011.

³³ Transcript of EDCST Committee meeting, 25 March 2011, p 12.

Introduction of the Work Programme in London

Background

The introduction of the Work Programme in July 2011 will establish new supply chains to deliver employment support across the country. London has been split into east and west contracts, with three Prime Contractors identified for each location, announced on 1 April 2011. Each Prime Contractor has identified a supply chain that will deliver support services. Subcontractors include voluntary and community sector organisations, local authorities and private sector organisations.

Payment under the Work Programme is based on achieving 'sustained employment'.

Payment under the Work Programme is based on achieving 'sustained employment'. People can accumulate 'sustained employment' across a number of different jobs, each lasting at least four weeks, rather than having to be in a single job lasting for the maximum period payable of two years. Providers are expected to help their clients sustain work for a two-year period; this might require in-work support, depending on the client's circumstances. The majority of payments to the provider occur when a client achieves a 'job outcome'. A 'job outcome' is achieved through a period of employment of 3 and 6 month periods, which can consist of shorter accumulated periods. In addition, a small attachment fee is made when the client starts on the programme and sustainment payments are made when each four-week period of work is achieved. The aim is to incentivise sustainable employment; the client will have an ongoing relationship with the provider for up to two years.

Reaction to Work Programme in London

Reactions to the introduction of the Work Programme in London have been mixed. In part, this is because the Work Programme changes will be implemented at the same time as recruitment for Games-time roles speeds up.

Mayoral advisor, Neale Coleman, believes that the Work Programme will be a "valuable additional resource to the programmes of activity underway across the Host Boroughs and pan-London". 34 Jobcentre Plus told the Committee that the definition of sustainable employment should make short-term Games-time roles attractive to Work Programme providers.

Reactions to the introduction of the Work
Programme in London have been mixed.

³⁴ Supplementary written submission, Neale Coleman, GLA, 18 April 2011.

"We think – and absolutely I think the providers will think – that temporary opportunities and short-term work are a step towards the ultimate goal of sustained employment" - Graham Houghton, District Manager City and East London, Jobcentre Plus³⁵

In addition, links to the employment opportunities that will be available on the Olympic Park and the nearby Westfield site following the Games could be attractive to Work Programme providers and their clients.

In contrast, the Host Boroughs and the voluntary sector are more cautious in their approach to the Work Programme. First, they are concerned that establishing new supply chains under the Prime Contractors may have an impact on the current levels of co-ordination between partners.

"We are just very nervous about very rigid measures being brought into place, and things starting again and dialogue starting again when actually they have been going on for years. It is about observing good models" - Julie Hutchinson, Programme Director, Employment and Skills, East London Business Alliance³⁶

Secondly, stakeholders are apprehensive about the new payment-byresults funding system under the Work Programme. They fear that the system may affect voluntary service organisations' cash flow, and consequently their ability to provide specialist services to the disadvantaged communities they work with.

"I am quite concerned about working with the financial models that are out there, and uncertain as to what the future holds in terms of working with Prime [Contractors]. It is a very different model to what we have delivered before." - Lindsey Donoghue, Employment Manager, Bromley by Bow Centre³⁷

The London Voluntary Service Council (LVSC) expects many small specialist voluntary sector organisations to face closure over the summer because of these changes. In addition, the evidence from previous DWP and other welfare-to-work programmes shows that the performance required to deliver the Work Programme profitably in

"I am quite concerned about working with the financial models that are out there, and uncertain as to what the future holds"

Transcript of EDCST Committee meeting, 24 March 2011, p 19.
 Transcript of EDCST Committee meeting, 15 February 2011, p 23.

³⁷ Transcript of EDCST Committee meeting, 15 February 2011, p 20.

London will be higher than in the rest of the country, and higher than has previously been achieved by past programmes.³⁸ This may prevent some of the specialist subcontractors currently listed in the supply chain bids from providing services under the Work Programme.

The Mayor shares the voluntary sector's concerns about the ability of some voluntary sector organisations to continue to provide employment services in the current economic climate. He has written elsewhere that he is committed to working closely with the DWP and the Prime Contractors to ensure that provision under the Work Programme meets London's needs.³⁹ He supports the introduction of flexible and dynamic supply chains with specialist organisations. The voluntary sector is calling on the Mayor to speak on their behalf with the Prime Contractors and central government.

"the Mayor could...make sure that the awareness is out there around some of the challenges that voluntary sector organisations will face"

"the Mayor could work with the primes on this bit of work and make sure that the awareness is out there around some of the challenges that voluntary sector organisations will face post-July" – Jonny Boux, Head of Employment and Training Links, Community Links⁴⁰

At the time of publishing this report, neither the GLA nor the Host Boroughs Unit has met with the Prime Contractors. They have told the Committee that they intend to meet with them shortly.⁴¹ At these meetings, the Mayor should promote Games-time roles to Prime Contractors.

The Mayor has a key role in lobbying central government to ensure the Work Programme in London does not adversely affect unemployed Londoners' chances of getting a Gamestime job. We welcome the Mayor's upcoming meetings with the Prime Contractors. We remain concerned that the introduction of the Work Programme could see the loss of much of the good work done currently done by the voluntary and community sector unless action is taken.

London Skills and Employment Observatory, Work Programme in London:
 Information for stakeholders as the Work Programme starts, April 2011.
 Letter to Peter Lewis, Chief Executive, LVSC, from the Mayor of London, 3 May 2011.

⁴⁰ Transcript of EDCST Committee meeting, 15 February 2011, p 20.

⁴¹ Supplementary written submission, GLA, April 2011 and email correspondence with Host Borough Unit, June 2011.

Recommendation 3

The Mayor, the Host Boroughs and LOCOG must urgently meet the six London Prime Contractors and seek their commitment to supporting LOCOG's employment targets and filling Games-time roles with their clients. The Mayor must highlight the concerns of the voluntary and community sector as part of these discussions, as well as promoting the existing employment support networks which Prime Contracts should be linked into. The Mayor should report back to this Committee by October 2011 on the outcome of these discussions.

Section 3: The role of LOCOG in meeting the challenge to deliver a legacy

The Committee has set out how public sector organisations are responsible for delivering a skilled and employable supply of Londoners to fill Games-time roles. Turning to the demand side of the equation, we focus in this section on the role of LOCOG and its contractors:

- managing demand effectively during Games time;
- the meaningfulness of LOCOG's employment targets; and
- lessons to learn from the Games-time volunteering opportunities when recruiting for paid positions.

Managing demand effectively

LOCOG is responsible for managing the demand side of the skills and employment equation during Games time. It believes the responsibility for delivering the supply side of the equation lies with the public, voluntary and community sector.

"The simplest way to think about it is if the people are there, they will get hired...We will from the demand side, absolutely work in every way we can with the available supply to make this work. If the available supply is not there we have to put the Games on" – Paul Deighton, Chief Executive, $LOCOG^{42}$

LOCOG has told the Committee it is committed to recruiting long-term unemployed Londoners, and has highlighted a number of approaches it is taking to achieve this. It is useful to contrast LOCOG's approach so far to that of the ODA; a number of lessons can be learned from the ODA's approach to recruiting for construction jobs when building the Park.

First, the ODA's contracts with its contractors reflected its strategies, benchmarks and targets regarding the recruitment of long-term unemployed and local residents. ⁴³ LOCOG's invitations to tender require its suppliers to commit to its "labour standards" and to monitor against LOCOG's recruitment targets. An additional LOCOG document titled the "Employment and Skills Charter" has formed part of LOCOG's procurement process and contractors are expected to contribute to this commitment. ⁴⁴ The document sets out an expectation that contractors should be willing to engage with local

LOCOG is responsible for managing the demand side of the skills and employment equation during Games time.

⁴² Transcript of EDCST Committee meeting, 24 March 2011, p 4.

⁴³ Written submission, ODA, February 2011.

⁴⁴ Written submission, LOCOG, February 2011.

public sector skills and employment agencies to recruit their vacancies. It also states that by staging the Games in London LOCOG "aim to increase job opportunities, enhance skills development and reduce worklessness for the communities in the area". 45

The ODA worked actively with their contractors, not only to support them but also to constructively challenge them to improve how they recruited local people and the long-term unemployed. ⁴⁶ LOCOG has indicated to the Committee that its contractors are committed to achieving their targets for recruiting previously workless people and local residents. ⁴⁷ Nevertheless, the Committee will expect LOCOG to constructively challenge their contractors to achieve a legacy from the Games-time opportunities and would like further information about how LOCOG proposes to do this.

The ODA worked actively with their contractors, not only to support them but also to constructively challenge them

Recommendation 4

In its response to this report by October 2011, LOCOG should set out how it proposes to support and constructively challenge its contractors to recruit local people and long-term unemployed Londoners.

Secondly, the ODA worked with a range of public sector partners, including the Host Boroughs, Jobcentre Plus and the LDA. The ODA communicated long-range vacancy forecasts, reporting against its own targets and ensuring that adequate public sector support was available to it and its contractors. ⁴⁸ This communication included providing the Host Borough job brokerage schemes with 48 hours' advance notification of vacancies. The ODA also embedded Jobcentre Plus staff in its human resources team to increase the recruitment of local residents.

Likewise, LOCOG has been working with a range of public sector bodies. As with the ODA, Jobcentre Plus has embedded two of its staff into LOCOG's HR team. LOCOG and the Host Borough Unit have been working together to standardise application forms, to guarantee

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⁴⁵ "Employment and skills Charter", available as appendix 1 to LOCOG's employment and skills strategy and provided in LOCOG written submission, February 2011.

⁴⁶ Written submission, ODA, February 2011

⁴⁷ Transcript of EDCST Committee meeting, 24 March 2011, pp 2-3.

⁴⁸ Written submission, ODA, February 2011.

LOCOG employment targets are realistic but stretching

interviews for client and to ensure that they work with LOCOG contractors. 49 The Host Borough Unit told the Committee that the LOCOG employment targets are realistic but stretching. 50 LOCOG has also commissioned a skills gap analysis and worked with colleges to make sure training courses have been put into place, particularly around security skills.51

Adding to the list of stakeholders involved in the recruitment process, LOCOG has appointed Adecco, a private sector company, as its official recruitment agent. Adecco will be running the recruitment for the 6,000 Games-time roles directly employed by LOCOG. LOCOG has told the Committee that Adecco is committed to its employment targets and objectives. 52 As part of its agreement with LOCOG, Adecco has developed the website, Jobs for the Games, which the Committee has been told will be the main portal for Games-time roles with contractors and sponsors. There will be no obligation for contractors to use this website. Contractors are responsible for the recruitment of their workforce whilst LOCOG has indicated they will take an assurance role in relation to this workforce.

There is confusion about the pathways for accessing construction and Games-time roles.

There is confusion about the pathways for accessing construction and Games-time roles from some voluntary and community sector groups.

"Our experience and the experience of our client group is sometimes that there have been several gatekeepers...and it has sometimes been rather bewildering for individuals to navigate through the process of finding work and getting to the right place" – Jonny Boux, Head of Employment and Training Links, Community Links⁵³

The use of the internet as the main portal for advertising roles may mean that some Londoners will continue to be unaware of employment opportunities during Games time. Community and voluntary sector groups told the Committee that many of the communities they work with do not yet feel connected to the Games and the opportunities that are available. Many of the people that the

 ⁴⁹ Transcript of EDCST Committee meeting, 15 February 2011, p 7.
 ⁵⁰ Transcript of EDCST Committee meeting, 15 February 2011, p 8.

⁵¹ Transcript of EDCST Committee meeting, 24 March 2011, p 3.

⁵² Transcript of EDCST Committee meeting, 24 March 2011, p 10.

⁵³ Transcript of EDCST Committee meeting, 15 February 2011, p 9.

voluntary sector works with are not IT-literate and will find it difficult to access Games-time roles on the web without support.⁵⁴

These organisations would like a more direct and streamlined way of accessing and receiving information about the expected vacancies during Games time. This detail should include volume per industry, job specifications and any skills gaps that have been identified. LOCOG should work with the voluntary sector to run pre-assessment open days in local community venues, where local people can meet recruiters, be assessed and receive on-the-spot feedback on their suitability for different roles. ⁵⁵

LOCOG will need to take additional steps if its employment targets are to be met. These should include improving its engagement with the voluntary and community sector.

Recommendation 5

LOCOG should take steps to improve the quality and level of its engagement with the voluntary and community sector in east London. It should develop a more direct and streamlined system for working with the London voluntary and community sector. This should include the provision of information on the expected vacancies during Games time, including volume per industry, job specifications and any skills gaps that have been identified. We will revisit this issue in October 2011 to assess what has changed and ask LOCOG to set out what it proposes to do in response to this report.

⁵⁴ Email from Bromley by Bow Centre, 2 March 2011.

⁵⁵ Email from Bromley by Bow Centre, 2 March 2011.

LOCOG's
contractors are
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they employ

The meaningfulness of LOCOG's employment targets

LOCOG has committed to monitoring the residency of its employees, to assess performance against the employment targets it has set itself. In addition, LOCOG's contractors are required to monitor and report on the current address for the workforce they employ at Games time, as will the Games Maker programme and its volunteers.

LOCOG's targets are to recruit:56

- between 15 and 20 percent of its total workforce to be from the Host Boroughs; and
- between seven and 12 percent of its total workforce to be previously workless people.

LOCOG is currently defining 'resident of the Host Boroughs' as those people who provide a postcode for their current address that is within the six east London Host Boroughs, without reference to the length of duration of residency in the borough.

The Host Borough Unit believes one of the key lessons learned from the construction of the Olympic Park was the importance of having an accurate measure of the number of roles taken by 'local residents'.

"We do not over-enthusiastically go into setting targets without understanding that we have created the machinery to see transparently how that is getting on. Quite a lot of the difficulties with the ODA were about how you recorded and reported who was getting jobs" – Roger Taylor, Director, Olympic Host Borough Unit⁵⁷

The Host Boroughs want LOCOG to measure the duration of residency for those who have indicated they are local residents. It is currently discussing this matter with LOCOG.

LOCOG has also committed to measuring how many of its workforce was "previously unemployed" immediately prior to starting employment with LOCOG or with a Games-time contractor. This measure does not refer specifically to long-term unemployed

⁵⁶ LOCOG, Employment and Skills Strategy:

http://www.london2012.com/documents/locog-hr/2012-employmentskills-2-web1-2-.pdf

⁵⁷ Transcript of EDCST Committee meeting, 15 February 2011, p 25.

Londoners. This means that even if LOCOG meets its target for recruiting previously unemployed people the contribution this might make towards the wider long-term employment and skills legacy risks being limited. A specific commitment to seek to recruit long-term unemployed Londoners and those with few or no skills has the potential to make a greater contribution.

LOCOG should ensure its contractors collate information about the location and duration of the residency of their workforce. LOCOG should set targets which specifically relate to employing long-term unemployed Londoners. The Committee proposes that LOCOG's seven to 12 percent targets should apply specifically to long-term unemployed Londoners rather than the previously unemployed.

LOCOG should set targets which specifically relate to employing long-term unemployed Londoners

Recommendation 6

When monitoring the residency of its workforce LOCOG should include a question asking for information about the duration of residency within the borough where they currently reside. LOCOG should ensure its contractors collate similar information. The Host Borough Unit should update the Committee about the outcome of its discussions with LOCOG on this issue by October 2011.

Recommendation 7

We recommend that LOCOG should set itself targets to recruit at least seven and 12 percent of its total workforce via the various welfare-to-work schemes providers.

Lessons to learn from the Games-time volunteering opportunities when recruitment for paid positions

Volunteering opportunities at Games time

LOCOG and the GLA are in the process of interviewing for their Games-time volunteering programmes, following the close of applications in October 2010. LOCOG and the Mayor have stated their commitment to delivering a legacy for volunteering, skills and

Volunteering can be a stepping stone to paid employment employment from these schemes. Volunteering can be a stepping stone to paid employment.

"The [Games time] volunteering programmes offer an opportunity for people who are further away from the jobs market to gain skills and confidence in a safer environment and a more supportive environment...[the volunteering roles] can help people to build their CV and give them a chance to demonstrate that they can confidently stick to schedules, complete tasks assigned to them" — Kerry Tweed, Director, Greater London Volunteering⁵⁸

LOCOG's Games Makers volunteering programme will see up to 70,000 people recruited to work across all departments during Games time. Of these positions, 40 percent will require volunteers with specialist skills in areas such as medicine, media, technology and sport. The remainder will be generalist positions, for people who are "passionate about the Games" and who can meet LOCOG's defined minimum requirements. Successful applicants will need to meet LOCOG's values and be inspirational, open, respectful, team-focused, distinctive, and have a 'can do' attitude. 59 Volunteers will undertake orientation, role-specific training and venue training.

The Mayor's London Ambassadors Programme, previously funded by the LDA, will complement LOCOG's Games Makers programme. The £7 million programme will provide 8,000 volunteers across 35 major Games-time hot spots for visitors in 2012, such as transport hubs and key tourist destinations in central London. The programme aims to significantly enhance the visitor experience of London during the Games.

Accessibility of Games-time opportunities – Personal Best

Stakeholders have put measures in place to make the Games-time volunteering programmes accessible to hard-to-reach groups and long-term unemployed Londoners. Stakeholders highlighted the

LOCOG's Games
Makers
volunteering
programme will
see up to 70,000
people recruited

⁵⁸ Transcript of EDCST Committee meeting, 15 February 2011, p 8.

⁵⁹ Applications for these generalist positions will be assessed against LOCOG's five values of Inspirational, Open, Respect, Team, Deliver and Distinctive: http://www.london2012.com/get-involved/volunteer/have-you-got-what-it-takes/games-maker-values.php

Personal Best⁶⁰ programme as an example of engaging deprived communities with the opportunities provided by the Games.

The £4.4 million Personal Best programme aimed to help people from the twenty most deprived London boroughs to gain new skills, increase their confidence and aspire to become volunteers at London 2012. Participants received intensive one-to-one support as they progressed through a tailor-made, Level 1 equivalent training course in Events Volunteering.⁶¹ Around 4,380 Londoners successfully graduated from the programme.⁶²

LOCOG signed up to support the Personal Best pre-volunteer programme at an early stage, supporting its aims to use the opportunity to volunteer at the Games to help up skill people furthest from employment.⁶³

LOCOG has made a commitment to offer all Personal Best graduates a guaranteed interview to be a Games Maker, subject to their meeting the eligibility criteria. Newham believes this commitment is not enough: it is calling for 10 percent of the Games Maker volunteers to be recruited through the Personal Best programme. ⁶⁴ This would be in line with the 2002 Manchester Games Pre-Volunteer Programme, which similarly sought to engage disadvantaged and often hard-to-reach groups and contributed 10 percent of volunteers during those Games. ⁶⁵

The Personal Best programme has not generated sufficient numbers to make Newham's proposal achievable. Only 750 Personal Best graduates have applied for the Games Maker programme. Even if all were successful, this would only represent just over one per cent of the Games Makers workforce.

LOCOG signed up to support the Personal Best pre-volunteer programme at an early stage

⁶⁰ The Personal Best programme is a partnership between the Department for Business, Innovation and Skills, the LDA, SFA and Job Centre Plus and aims to be a stepping stone to new work opportunities for long-term unemployed adults with a basic skills need.

⁶¹ The LDA was responsible for funding the wrap around support such as initial engagement and the final information advice and guidance whilst the Skills Funding Agency was responsible for funding the middle training support. The course was offered through local training providers and colleges.

⁶² Written submission, LDA, February 2011.

⁶³ Written submission, LOCOG, February 2011.

⁶⁴ Written submission, Host Borough Unit, February 2011.

⁶⁵ Pre Volunteer Programme Final Report, March 2003, p 16: http://www.gameslegacy.co.uk/files/Final%20Report.doc

⁶⁶ Transcript of EDCST Committee meeting, 25 March 2011, p 24.

The Host Borough Unit believes that LOCOG and the Mayor have "watered down" their commitments to Personal Best graduates.⁶⁷ Despite the resources and commitment invested in the programme, the Host Boroughs and the voluntary sector are sceptical that the programme will translate into opportunities for graduates in the LOCOG volunteering programme.⁶⁸ Other stakeholders have been sceptical of how the programme has been run.

"[Personal Best] worked in terms of engaging people and capturing people under a certain skill level who were out of work but beyond that, moving them forward into real opportunities...its impact was limited" – Jonny Boux, Head of Employment and Training Links, Community Links⁶⁹

With the interview process scheduled to run until the end of 2011, it is currently unclear how many of the 750 Personal Best applicants will be successful. Without additional support, such as coaching and mentoring, Personal Best graduates may fall by the wayside at the interview stage when up against more experienced skilled applicants.

A number of additional criticisms have been levelled at the Games Maker programme, particularly in comparison with London Ambassadors. Greater London Volunteering, a leading volunteering charity, is particularly critical of the Games Maker programme's approach to recruiting its volunteers. Rather than work closely with existing Volunteer Centres, who work regularly with hard-to-reach groups including long-term unemployed Londoners, LOCOG has decided to recruit independently. In contrast, the London Ambassadors programme has involved the Volunteer Centres and its applicants will benefit from additional support provided by the centres. The criticism from Greater London Volunteering has been made despite being invited to and attending LOCOG's Volunteer Advisory Group in 2009.

⁶⁷ Written submission, Host Borough Unit, 4 February 2011, and Transcript of EDCST Committee meeting, 15 February 2011, p 6.

⁶⁸ Written submission, Host Borough Unit and Transcript of EDCST Committee meeting, 15 February 2011, p 6.

⁶⁹ Transcript of EDCST Committee meeting, 15 February 2011, p 6.

⁷⁰ Transcript of EDCST Committee meeting, 15 February 2011.

⁷¹ Transcript of EDCST Committee meeting, 15 February 2011, p 2.

Voluntary sector groups highlighted the inflexibility of the time requirements of the Games Maker programme as another barrier.

"A parent being told that they have to volunteer for a set hour and a number of hours a week and having to be willing to volunteer weekends or evenings is extremely difficult and it just puts another barrier in place" – Lindsey Donoghue, Employment Manager, Bromley by Bow Centre⁷²

The LOCOG Games Maker programme requires volunteers to be available for ten shifts of 8-10 hours. In contrast, the Mayor's London Ambassador programme is a more flexible and accessible programme, requiring six five-hour shifts. LOCOG has argued that the nature of the roles involved in the two Games time volunteering programmes are different and the inflexibility of its programme is necessary to deliver the Games.⁷³

The Mayor made a number of promises about the legacy benefits that the Games-time volunteering programmes would bring to Londoners. LOCOG has signed up to support these. However, the Committee is concerned that they may not be met. The lessons learned from the experience of Personal Best graduates for the voluntary positions must be applied to the recruitment of the paid Games-time positions that are yet to be filled.

Recommendation 8

In its response to this report by October 2011, LOCOG and the Mayor should set out what lessons it has learned from the recruitment of Personal Best graduates that might be applied to the recruitment of paid positions. By January 2012 LOCOG and the Mayor should report to the Committee the number of Personal Best graduates who have been recruited to the volunteer workforce.

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⁷² Transcript of EDCST Committee meeting, 15 February 2011, p 9.

⁷³ Transcript of EDCST Committee meeting, 24 March 2011, page 24.

Conclusion

The challenge of getting long-term unemployed people into the paid and voluntary opportunities during Games time was always going to be a difficult one. Stakeholders responsible for delivering the Games are aiming to stage a world-class event across those eight weeks in summer 2012. At the same time, they have committed to achieving a long-term employment and skills legacy for the local population.

London's long-term unemployed already face multiple hurdles in achieving employment and improving their skills. The downturn in the economy, funding cuts and the introduction of the Work Programme have all increased the risk that Games-time opportunities will not reach those who would benefit most. The Committee does not doubt stakeholders' commitment to the principle of achieving a legacy. However, the Mayor, the Host Boroughs, Jobcentre Plus and LOCOG need to recognise that hurdles remain and work to lower them, in the ways set out in this report.

The extent of any Olympics skills and employment legacy will also depend largely on what happens in the period following the Games. Each stage of the process offers an opportunity to learn and to ensure that the systems are in place to bring those looking for work together with potential employers. This report is intended to assist in this process.

Appendix 1: Recommendations

Recommendation 1

Jobcentre Plus should promote to employment providers in London the measures available to streamline the process for job seekers returning to benefits following a period of short employment. These include a rapid reclaim service. In its response to this report by October 2011, Jobcentre Plus should update the Committee on how a rapid reclaim service can be tailored to the specific needs of long-term Londoners who may wish to apply for Games-time roles.

Recommendation 2

In their responses to this report by October 2011, the Host Borough Unit and the Mayor should update the Committee about the outcome of their discussions regarding the funding levels and flexibility of the GLA Olympic and Paralympic skills and employment programmes.

Recommendation 3

The Mayor, the Host Boroughs and LOCOG must urgently meet the six London Prime Contractors and seek their commitment to supporting LOCOG's employment targets and filling Games-time roles with their clients. The Mayor must highlight the concerns of the voluntary and community sector as part of these discussions, as well as promoting the existing employment support networks which Prime Contracts should be linked into. The Mayor should report back to this Committee by October 2011 on the outcome of these discussions.

Recommendation 4

In its response to this report by October 2011, LOCOG should set out how it proposes to support and constructively challenge its contractors to recruit local people and long-term unemployed Londoners.

Recommendation 5

LOCOG should take steps to improve the quality and level of its engagement with the voluntary and community sector in east London. It should develop a more direct and streamlined system for working with the London voluntary and community sector. This should include the provision of information on the expected vacancies during Games time, including volume per industry, job specifications and any skills gaps that have been identified. We will revisit this issue in October 2011 to assess what has changed and ask LOCOG to set out what it proposes to do in response to this report.

Recommendation 6

When monitoring the residency of its workforce LOCOG should include a question asking for information about the length of duration of residency within the borough they currently reside. LOCOG should ensure its contractors collate similar information. The Host Borough Unit should update the Committee about the outcome of its discussions with LOCOG on this issue by October 2011.

Recommendation 7

We recommend that LOCOG should set itself targets to recruit at least seven and 12 percent of its total workforce via the various welfare-towork schemes providers.

Recommendation 8

By January 2012 LOCOG and the Mayor should report to the Committee the number of Personal Best graduates who have been recruited to the volunteer workforce. In its response to this report by October 2011, LOCOG and the Mayor should set out what lessons it has learned from the recruitment of Personal Best graduates that might be applied to the recruitment of paid positions.

Appendix 2: Key stakeholders

Organisations with strategic responsibilities

The Mayor and the Greater London Authority (GLA)

As co-Chair of the Olympic Board the Mayor is responsible for providing oversight, strategic coordination and monitoring of the entire 2012 Games project. This includes ensuring the delivery of the commitments made to the IOC when the Games were awarded to London including a sustainable legacy from the staging of the Games.

The Mayor's Economic Development Strategy, released in May 2010, aims to tackle worklessness and maximise the skills and employment benefits of the Games. The GLA will be responsible for funding and managing three Olympic specific employment and skills related programmes worth £14 million in total. These were previously the responsibility of the London Development Agency. These three programmes are the Construction Employer Accord, the Host Boroughs employment and skills scheme and the 2012 Employment Legacy programme.

Through his Games time volunteering programme, London Ambassadors, the Mayor will be providing up to 8,000 volunteering opportunities for Londoners.

The Mayor previously chaired and appointed the employer-led London Skills and Employment Board (LSEB) which had statutory responsibility to produce a strategy for employment and skills in London. The LSEB's statutory responsibilities have recently been abolished.

Skills Funding Agency (SFA)

The Skills Funding Agency is an agency of the Department for Business, Innovation and Skills. It funds and regulates adult further education and skills training in England. Across the UK it invests £4billion per year in colleges and training organisations, to fund training for adults in England. As part of the coalition government's move towards nationalising skills and funding policy and funding it no longer has a London-specific budget. The most recent Comprehensive Spending Review saw cuts of 25 percent to the SFA's overall budget.

In regards to the Games the SFA has worked to ensure that London's skills curriculum has taken into account the needs of LOCOG. It has worked with partners such as Jobcentre Plus to ensure Londoners are able to access appropriate skills funding.

Organisations with delivery responsibilities

The Host Boroughs

The Host Boroughs commission and run job brokerage and training schemes which link their local populations to opportunities provided by Olympic contractors. Borough job brokerage schemes disseminate information about vacancies, direct applicants to pre-employment and vocational training and present the applicant to LOCOG and its contractors.

The borough brokerage schemes aim to work with those who cannot access mainstream Jobcentre Plus services because of the multiple barriers which make it difficult for them to access the job market.

The Host Boroughs have worked closely together and have established a skills and employment team based at Stratford. Each Host Borough has a designated Head of 2012 who both coordinates programmes within their borough and ensures that effective cross-borough working occurs.

The Host Boroughs reaffirmed their commitment to achieving a sustainable socio-economic legacy from the Games in their October 2009 Strategic Regeneration Framework.

The Host Borough partnership of Greenwich, Hackney, Newham, Tower Hamlets and Waltham Forest has been recently joined by Barking and Dagenham due to its similar levels of deprivation and its proximity to the Olympic Park site.

Jobcentre Plus

Jobcentre Plus is an executive agency of the Department for Work and Pensions. DWP manages most employment related benefits through Jobcentre Plus offices.

Jobcentre Plus supports people of working age from welfare into work, and helps employers to fill their vacancies. It advertises job vacancies nationally across its centres and online. This will include Games time roles when they become available. Jobcentre Plus connects clients who are looking for work with training providers and employers.

Across its network of centres across London, Jobcentre Plus serves around 773,000 customers. This includes 205,000 customers who are claiming Jobseeker's Allowance; 129,000 lone parents and 314,900 customers receiving Employment and Support Allowance and Incapacity Benefit.

Jobcentre Plus is working to increase the online services it provides to its customers. New services will include the facility to automatically match customers to specific suitable job vacancies online.

In the lead up to the Games Jobcentre Plus has provided a dedicated recruitment team co-located with the Host Borough Unit team at Stratford, as well as seconding recruitment specialists to LOCOG, Westfield and Bovis Lend Lease.

Jobcentre Plus also undertakes outreach work includes its advisors working in children's centres, host boroughs and schools. It is responsible for delivering government policy such as encouraging communities to establish Work Clubs as re a way of encouraging people who are out of work to share skills and experience.

Prime Contractors and their supply chains

The Department for Works and Pensions is implementing a new system of delivering employment support services called the Work Programme. This will be rolled out in July 2011.

Under the Work Programme, the DWP is commissioning Prime Contractors to deliver employment services. London has been split into two contract areas, west and east London. In each of these contract areas three Prime Contractors and their supply chains have been selected to deliver employment services. The Prime Contractor does not have to deliver services themselves but will have a contract management role to drive performance through its supply chain.

Subcontractors include private, public and voluntary and community organisations. Clients will not be able to choose their provider. At first, Jobcentre Plus will randomly refer clients to the different Prime Contractors. After three years, referrals will be made with a preference to the higher performing Prime Contractors. Prime Contractors will be paid if they succeed in supporting clients to achieve sustainable employment.

Voluntary and third sector organisations

The local voluntary and community sector are key providers of skills and employment services and other support for local long-term unemployed residents and those with no or low level skills.

The services they provide will depend on the individual needs of the job seeker involved. Services can range from providing basic life skills such as time keeping, to helping clients search for work, prepare for interviews and in-work support.

Some community and voluntary groups will be helping to deliver the Single Work Programme in London as sub-contractors in the Prime Contractor supply chains.

Organisations with responsibility for managing demand

The London Organising Committee of the Olympic and Paralympic Games (LOCOG)

LOCOG is responsible for staging the Olympic and Paralympic Games in 2012 and is the liaison point for the International Olympic Committee. LOCOG will let most of the contracts for services to deliver and run the Games. Its Games- time workforce will be up to 200,000 people at its peak during the Games.

In February 2009, LOCOG appointed Adecco was its Official Recruitment Services Supplier. Adecco is exclusively responsible for LOCOG's permanent and temporary recruitment and following the Games it will run an outplacement programme assisting staff to find new jobs. Adecco has set up a website, *Jobs for The Games*, which is the only "London 2012" job site approved by LOCOG and is being promoted as the destination for finding jobs created for and by London 2012.

LOCOG will run and manage a Games Maker volunteering programme which will require up to 70,000 people volunteering to work across a number of different Games time areas.

Olympic Delivery Authority (ODA)

The ODA is responsible for constructing the permanent venues, infrastructure and legacy facilities of the Games such as the Olympic Village and the International Broadcast Centre and Main Press Centre.

Olympic Park Legacy Company (OPLC)

Following the Games the ODA will hand over the venues and site infrastructure to the OPLC. The OLPC will be responsible for:

- The business planning and marketing of the Olympic Park, venues and commercial opportunities leading up to 2012;
- The management of the Olympic Park and venues after 2012;
- The redevelopment of sites in the Olympic Park used for temporary facilities during the Games, and their integration with retained venues; and
- Working with partners to secure economic and social benefits and improvements in the areas of deprivation surrounding the Olympic Park.

Appendix 3: How we conducted this investigation

Terms of reference for the review

The following terms of reference were agreed by the Committee at its meeting on 9 December 2010.

The Committee will examine the extent to which the various skills and employment opportunities arising during the 2012 Olympic and Paralympic Games time period are accessible to those with no or low level skills and the long-term unemployed.

The key questions that this investigation will seek to answer are:

- What employment and skills opportunities will be available during the staging of the 2012 Olympic and Paralympic Games?
- How effectively are stakeholders ensuring that these opportunities are accessible to the long term unemployed and those with no or low skills levels?
- What lessons can be learned from the construction of the Olympic site and the staging of other major events in recruiting the longterm unemployed and those with no or low skills levels?
- How will the skills and employment opportunities available during the Games period contribute to the long-term ambitions for a sustainable skills and employment legacy?

Views from professional stakeholders

Information and views from professionals were sought in a number of ways:

- two formal public Committee meetings;
- informal officer meetings and phone conversations;
- a site visit to Workplace Newham, a local job brokerage scheme; and
- a call for written views and information.

Public meetings

The Committee held a public meeting on 15 February 2011 with the following invited experts:

- Jonny Boux, Head of Employment & Training Links, Community Links;
- Lindsey Donoghue, Employment Manager, Bromley by Bow Centre;

- Julie Hutchinson, Programme Director, Employment and Skills, East London Business Alliance;
- · Kerry Tweed, Director, Greater London Volunteering; and
- Roger Taylor, Director, Host Borough Unit.

The Committee held a second public meeting on 24 March 2011 with the following experts:

- · Neale Coleman, Director of London 2012 Coordination, GLA;
- Paul Deighton, Chief Executive, LOCOG;
- Jean Tomlin, Director of Human Resources, LOCOG;
- · Tom Travers, Head of Olympic Opportunity, LDA; and
- Graham Houghton, District Manager, City and East London, Jobcentre Plus.

Informal meetings

Informal meetings and phone conversations were held with the following individuals and organisations between January and March 2011:

- · Host Borough Unit
- · London Development Agency
- London Borough of Hackney
- · London Borough of Newham
- Greater London Authority
- London Voluntary Service Council
- Jobcentre Plus
- Skills Funding Agency
- East London Business Alliance
- East London Council for Voluntary Service
- The Big Opportunity
- Community Links
- Bromley by Bow Centre
- Professor lain MacRury
- Greater London Volunteering
- Groundwork
- Centre for Economic and Social Inclusion

Call for evidence

The following organisations responded to our call for written views and information:

- London Youth
- Construction Skills
- · London Borough of Enfield
- Newham ESOL Exchange
- London Borough of Camden
- Olympic Delivery Agency
- The Princes Trust
- SkillsActive
- Greater London Authority
- Olympic Host Boroughs
- London Borough of Islington
- Jobcentre Plus
- Skills Funding Agency
- London Development Agency
- A New Direction
- The Big Opportunity
- London Borough of Haringey
- The London Voluntary Service Council
- The London Organising Committee of the Olympic Games and Paralympic Games
- Westfield UK
- London Borough of Hammersmith and Fulham
- Olympic Park Legacy Company
- Skillset
- Greater London Volunteering

Information available online

Transcripts of public Committee meetings and the views from professional stakeholders are available online at: http://www.london.gov.uk/who-runs-london/the-london-assembly

For further information or paper copies of any of the views and information sources listed above, please contact:

Sarah Hurcombe, Assistant Scrutiny Manager on 020 7983 6542 or Sarah.Hurcombe@london.gov.uk

Appendix 4: Workplace Newham site visit notes

Date and location

Workplace Newham, 4 February 2011

Details

Members of the Economic Development, Culture, Sport and Tourism Committee (the former name of the Economy, Culture and Sport Committee) met with representatives from the six Host Boroughs, Jobcentre Plus and key local employers on the Olympic Park such as Westfield and Bovis Lend Lease at Stratford Town Hall. The site visit involved a round-table discussion followed by a walk through of Newham's local job brokerage scheme Workplace.

Assembly Members and staff on the site visit were:

- · Len Duvall, Chairman, Assembly Member
- John Biggs, Assembly Member
- Andrew Boff, Assembly Member
- · Sarah Hurcombe, Assistant Scrutiny Manager

Round table meeting at Stratford Town Hall 10am

The Committee held a round-table meeting with the following representatives:

- · Mary Conneely, Host Borough Unit
- · Kim Chaplain, Host Borough Unit
- Derek Barrett, Director, Workplace Newham
- Andrew MacPhee, Business, Employment and Training Officer,
 2012 Olympics & Paralympics Unit, London Borough of Hackney
- Andre Burwood, Access to Employment Coordinator and Skillsmatch manager, London Borough of Tower Hamlets
- Karen Galey, Head of Economic Development, London Borough of Waltham Forest
- Trevor Dorling, Head of Economic Development, London Borough of Greenwich
- Michelle Rankin, Manager of Greenwich Local Labour and Business, London Borough of Greenwich
- Terry Regan, Group Manager, Skills, Learning & Enterprise, London Borough of Barking and Dagenham
- Fay Cannings, Community Development Manager Athletes Village, Bovis Lend Lease
- Jonathan Watson, Westfield

- Graham Houghton, District Manager for City and East London, Jobcentre Plus
- Derek Harvey, External Relations Manager, Jobcentre Plus
- Tom Travers, London Development Agency
- · Samantha Latouche, Host Borough Unit
- Oliur Rahman, Host Borough Unit

The following issues were discussed between attendees.

Job brokerage schemes

- Borough job brokerage schemes and Jobcentre Plus centres work together to move people through the supply chain and provide them with the support they need.
- The borough brokerage schemes aim to work with those who can not access mainstream Jobcentre Plus services because of the multiple barriers which make it difficult for them to access the job market.
- The initial screening of clients is important: it indicates the level of training and support that they may need and the type of roles they may be suitable to take up. Clients are graded as green, amber or red, depending on their current skills level and the multiple barriers they may be experiencing. A flow diagram was provided which helpfully clarified this.
- Job brokerage partners believe that linking people's skills
 development to an actual future job is the way to ensure that both
 the client and employers needs are met by the brokerage scheme.
- Job brokers are keen to get their clients into sustainable roles which have the potential for career progression.
- There is a large amount of competition from across London and the UK for Olympic-related vacancies.
- The service that Jobcentre Plus provides, including the benefits available to long-term unemployed Londoners, is set to undergo significant change with the roll out of the single Work Programme.
- Borough brokerage schemes work to break down the stereotypes that employers have of the long-term unemployed.
- Not all boroughs have been able to provide a service similar to Workplace. This is in large part due to less private investment in their boroughs. The London Boroughs of Barking and Dagenham told the Committee that it does not have the level of Section 106 investment that Newham has been able to draw on. Furthermore, Newham's level of provision will be under pressure as existing funds and partnerships end.

Lessons learned from the Construction of the Olympic Park

Stakeholders told the Committee that all parties involved in developing the Olympic Park site have been aware that the bid for the Games was made on a commitment to generate employment for local communities and attempting to improve outcomes in the area. However, the boroughs and Jobcentre Plus told the Committee that the volume of new jobs created from the construction of the Olympic Park has not met their initial expectations.

The Committee was told that the recruitment of previously unemployed Londoners on the Olympic Park by ODA contractors required a carrot and stick approach. The 'carrot' was the training and employment support offered by local job brokerage schemes. Workplace embedded a job brokerage officer as part of the Bovis Lend Lease team constructing the Athletes Village. Employment opportunities with the ODA were advertised with host borough job brokerage schemes 48 hours before they were sent to other centres. The 'stick' was the employment targets which were built into the contracts signed between the ODA and contractors.

Stratford Westfield development

The retail jobs available at Stratford Westfield will have a high turnover rate like other retail ventures so there will be long-term potential flow-through of staff.

Westfield's section 106 agreement with Newham includes an obligation to achieve 1,600 positions for local residents on opening day, although it is aiming to get at least 2,000. This is out of 8,500 positions on the site. It estimates that around 50 percent of all jobs will appear as new vacancies.

Westfield is in the process of completing individual negotiations with the larger retailer tenants. It will place an obligation on retailers to "assist" in Westfield achieving its overall target of 1,600 local people in work on opening day, but it does not specify a set number for each retailer. The level at which different retailers will contribute to the target will depend on their circumstances or business model. On their own, it is unlikely that a breach of these obligations would result in a lease being terminated. However, if Westfield does not achieve the targets set by Newham council, the council has various punitive measures at its disposal which it could use against Westfield.

Westfield will also require retailers to support the delivery of its Employment and Skills Strategy, which is much broader than a simple recruitment target and includes the promotion of apprenticeships and other training options over the long-term.

Westfield believes it is much more important to get the local recruitment infrastructure working effectively.

John Lewis is recruiting about 90 percent of their Stratford workforce as new staff, while Marks and Spencer will recruit 40 percent. Of those new staff a percentage will be locals, and a percentage will be drawn from the local labour market.

LOCOG jobs

Not all of the 100,000 Games-time contracting jobs that have been highlighted will be new vacancies.

The LOCOG Games-time positions will not be advertised to host borough residents 48 hours earlier than elsewhere. Instead the Host Boroughs have an agreement with Paul Deighton, Chief Executive, LOCOG, that every job ready client will have a guaranteed interview for entry level positions with contractors who are being supported through the job-brokerage network.

Workplace Newham is focused on ensuring the demand side can provide the right candidates for the employers using its services. It has set up training sessions for their clients which are focused on retail, security, customer care and catering.

The lack of future public funding for training and employment schemes to support LOCOG to recruit long-term unemployed Londoners is a concern to a number of stakeholders. Work by the ODA, Westfield and Bovis Lendlease to recruit local unemployed residents was supported by a co-ordinated public sector training and skills approach. It remains unclear how this will be maintained with cuts to budgets, the loss of regional bodies such as the LDA, and changes to the benefits system.

Workplace Newham 11.30am

Members were then taken on a walk through of Workplace, Newham's local job brokerage scheme, with Derek Barratt the Director of the centre. Workplace is a good practice example of the type of local

service that can be provided with the right resources and will from key stakeholders.

The following information was provided to the Committee:

- The scheme is heavily over subscribed with 7,000 Newham residents registered with it. Only residents of Newham are eligible to use the service.
- The scheme has been funded from a number of sources including the London Borough of Newham, the Skills Funding Agency, the London Development Agency and Jobcentre Plus.
- The Mayor of Newham has prioritised tackling worklessness on the borough. The Mayor's Employment Project, run through Workplace, is open to those who have been out of work for over a year. It aims to challenge the perception of some unemployed people that being on benefits is better than employment.
- Advisors in the Mayor's Employment Project have a caseload of about 80-90 clients. Some specialist advisors have a smaller case load of 50-60 clients. The team are each set targets by the Director to make 60 placements per year.
- Workplace currently has a team member seconded to LOCOG.
- Workplace has a range of outreach locations throughout the borough.
- Advisers work with key employments in the borough including Westfield and Sodexo. When recruiting new staff employers can save money by using the service offered by Workplace.
- There is a big demand for English for speakers of other languages (ESOL) courses in the borough.
- Sustainable jobs with the opportunity of career progression are hard to achieve.
- The Jobcentre Plus 2012 Team which is co-located with the borough team at Workplace was originally set up to service the vacancies which became available on the Olympic Park.
- LOCOG roles have also been advertised through Workplace however they have so far been mainly for highly skilled, senior roles. Nevertheless around 18-20 percent of LOCOG's workforce so far has been from the Host Boroughs.
- Several strands of funding are time- or project- limited. The longer term viability of Workplace on its current scale is therefore at risk.
- The scale of operations at Workplace is far larger than in any of the other Host Boroughs, which in turn are greater than most if not all other parts of London.

Appendix 5: Orders and translations

How to order

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You can also view a copy of the report on the GLA website: http://www.london.gov.uk/assembly/reports

Large print, braille or translations

If you, or someone you know, needs a copy of this report in large print or braille, or a copy of the summary and main findings in another language, then please call us on: 020 7983 4100 or email: assembly.translations@london.gov.uk.

Chinese

如您需要这份文件的简介的翻译本, 请电话联系我们或按上面所提供的邮寄地址或 Email 与我们联系。

Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

Greek

Εάν επιθυμείτε περίληψη αυτού του κειμένου στην γλώσσα σας, παρακαλώ καλέστε τον αριθμό ή επικοινωνήστε μαζί μας στην ανωτέρω ταχυδρομική ή την ηλεκτρονική διεύθυνση.

Turkish

Bu belgenin kendi dilinize çevrilmiş bir özetini okumak isterseniz, lütfen yukarıdaki telefon numarasını arayın, veya posta ya da e-posta adresi aracılığıyla bizimle temasa geçin.

Punjabi

ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦਾ ਸੰਖੇਪ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਲੈਣਾ ਚਾਹੋ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਉਪਰ ਦਿੱਤੇ ਡਾਕ ਜਾਂ ਈਮੇਲ ਪਤੇ 'ਤੇ ਸਾਨੂੰ ਸੰਪਰਕ ਕਰੋ।

Hindi

यदि आपको इस दस्तावेज का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

Bengali

আপনি যদি এই দলিলের একটা সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে ফো করবেন অথবা উল্লেখিত ডাক ঠিকানায় বা ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করবেন।

Urdu

اگر آپ کو اس دستاویز کا خلاصہ اپنی زبان میں درکار ہو تو، براہ کرم نمبر پر فون کریں یا مذکورہ بالا ڈاک کے پتے یا ای میل پتے پر ہم سے رابطہ کریں۔

Arabic

ال حصول على ملخص ل هذا المهستند ببل ختك، فسرجاء ال انتصال ب رقم ال هانت أو ال انتصال على ال عنوان البدريدي العادي أو عنوان البدريد ال الله لكتروني أعلى اه.

Gujarati

જો તમારે આ દસ્તાવેજનો સાર તમારી ભાષામાં જોઈતો હોય તો ઉપર આપેલ નંભર પર ફોન કરો અથવા ઉપર આપેલ ૮પાલ અથવા ઈ-મેઈલ સરનામા પર અમારો સંપર્ક કરો.

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