

Evaluation of Edinburgh Waterfront EWRC

Final Report to Scottish Enterprise
Edinburgh & Lothian

9 May 2007



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Executive Summary

1. This is the summary of an evaluation commissioned by Scottish Enterprise Edinburgh and Lothian (SEEL) of the Edinburgh Waterfront Recruitment Centre (EWRC). The study was undertaken by SQW Ltd during the period January to April 2007.
2. The EWRC was established to link employment opportunities generated through the Waterfront development to the need for jobs amongst local people in North Edinburgh and Leith¹.
3. The ultimate aim of the EWRC is to involve local people in the Waterfront development and increase the prosperity of the surrounding area. It hopes to achieve this by reducing unemployment and economic inactivity in the area by facilitating access to sustainable job opportunities and relevant training opportunities. In order to achieve this, the EWRC aims to be both employer and community facing.
4. It is considered crucial to the success of the EWRC that local employers and developers engage with it to support their recruitment activity. Reducing unemployment levels is one of the most challenging tasks for the EWRC and requires a high degree of co-operation and integration from the key partners and other community groups.

Purpose of study

5. The purpose of this study is to review the activities and outcomes of the EWRC. More specifically, the evaluation has aimed to:
 - evaluate the performance of the project from July 2005 to date, in terms of:
 - the progress of the project to date in meeting operational and strategic targets and objectives
 - the impact the EWRC has had on the individual companies assisted and supporting local people into jobs
 - consider a variety of options for the sustainability of the project
 - benchmark EWRC against other similar projects.
6. The emphasis of the evaluation was to be on a 'forward look', drawing on the evidence base and on lessons learned and their implications for the future.

Methodology

7. The methodology was clearly agreed from the outset and comprised four main stages:

¹ Strategic Position Paper, Edinburgh Waterfront Recruitment Centre

- **a desk based review** – this stage encompassed three particular activities: a benchmarking / good practice exercise, comparing EWRC with similar initiatives – notably Silverburn in Glasgow; profiling of the North Edinburgh labour market using available data; and a review of project documentation provided by Scottish Enterprise Edinburgh and Lothian (including job outcome data)
- **consultation with partners** – telephone and face-to-face discussions (variously) with a number of city wide and local stakeholders. A full list of consultees is provided in Annex A
- **consultation with EWRC users** – a focus group was undertaken with individuals who were attending interviews at Sibbald Ltd (a local training provider) for vacancies with the Scottish Gas Network, having accessed the services of the EWRC
- **reporting** - close contact was maintained with the client throughout the evaluations, in particular with SEEL project manager. In addition, a progress review workshop was held with the EWRC Steering Group.

Conclusions

EWRC performance

8. The EWRC appears to have been relatively successful. In the period July 2005 to February 2007 it has achieved the following:
 - 304 individuals have been helped into jobs in the period since the EWRC has been operational, of which 94 (31%) are local residents
 - 100 people have been employed in the construction sector, of which 24% have been from North Edinburgh
 - 35% of jobs have been filled by people from disadvantaged areas (North Edinburgh, Craigmillar, South Edinburgh, Wester Hailes and the strategic programme area).
9. This performance has been achieved despite challenging circumstances. The EWRC secured a manager less than a year ago, and is housed in less than attractive accommodation. In addition, whilst the key funders have always been clear about respective roles and remits, the wider partnership has sometimes perceived a blurring of boundaries between ‘strategic’ and ‘operational’ responsibilities. This has contributed to a lack of clarity over the mix of objectives and priorities of the EWRC. Furthermore, monitoring and reporting has not been efficient.

The case for the EWRC

10. The rationale for the EWRC remains strong in the minds of the stakeholders. The project’s contribution is valued by the small number of employers who have been meaningfully engaged. Both stakeholders and employers consider it can contribute more to the Waterfront

development. There is acknowledgment that the EWRC needs additional support – both in terms of resourcing and strategic support to help provide additional impetus to its efforts.

Clarity over EWRC role

11. Although the key funders have been clear from the outset about what the EWRC aims to achieve, its primary role has been unclear to some members of the wider stakeholder group. Whilst there is a pool of highly supportive stakeholders who all regard the centre as having a fundamental place in the Waterfront development, their views on its actual operational purpose are much less clear. From our consultations, the role of the centre falls broadly into two main functions: to work with local employers to meet labour demand, and to assist residents of the North Edinburgh area to find suitable employment opportunities.
12. However, whilst many local individuals have been assisted into jobs, there is little evidence to suggest that employers have been proactively targeted and encouraged to use the centre, despite this being a key lesson learnt from the Ocean Terminal experience. Ocean Terminal demonstrated that a critical component of operating such an initiative was the need to focus on employer needs and to tailor the training and jobseekers accordingly. The issue here has become more complex given the slower pace at which development has progressed.
13. Other local issues causing concern among the community - such as affordable housing, wage rates and the lack of construction jobs - are outwith the scope of the EWRC's activities.

Communication

14. Allied to the above is the issue of communication. What the EWRC achieves is not widely appreciated. What it can contribute, particularly to local employers, is also understated. A stronger communication effort should be part of the future for the EWRC.

A place in the community

15. The EWRC does not have a significant physical presence in the community. Its visibility has improved, mainly due to the opening of Telford College and by the flow of people to and from it. That said, it is difficult to imagine that the centre would attract much 'passing trade' with a location tucked away in the shadow of Telford College.

Good practice lessons

16. There are real challenges in finding genuine comparator initiatives from which meaningful good practice lessons can be directly drawn.
17. However, academic research backed up by experience at Silverburn indicates the importance of having a common agenda (and vocabulary) between agencies and the need for clarity over objectives and target outcomes. A particular success factor is the appointment of intermediaries with industry experience and credibility who can liaise with contractors and retailers.

The way forward

18. There is a very positive environment within which the future development of the EWRC can take place. It enjoys political, economic, business and local stakeholder support. There are genuine long term prospects for significant job creation on the Waterfront. There is shared recognition of the challenges the EWRC faces and of the need to establish a project that is equipped to more fully exploit its role.

Future options

19. Several options were put forward by stakeholders as ways of developing the EWRC in the future. These were suggestions rather than firm proposals, and are included here for the purposes of aiding discussion:
- re-locate the EWRC to a more high profile location such as Telford College
 - bring it into another organisation such as Waterfront Edinburgh Ltd
 - consider its future development in the context of the new stakeholder arrangements developing through the Edinburgh Waterfront Partnership.

Create a plan

20. Our principal recommendation to the steering group is that a process of action planning is carried out. There is little, if any, need to revisit the rationale for the project. What is required is that the EWRC is re-focused and placed onto a stronger, more purposeful footing on a basis agreed and supported by all. At the strategic level, Edinburgh Waterfront Partnership has a decisive contribution to make here. At the operational level, the desire for a stronger role for the EWRC is palpable.

Build consensus

21. Action planning is the process whereby those responsible for implementation are aware of exactly which activities are required, by whom and by when. The planning process will also assist monitoring and evaluation of progress in implementation².
22. The overarching aim of an Action Plan is to achieve agreement among the relevant parties on the responses to five key questions:
- what needs to happen?
 - by when?
 - who has lead responsibility for delivery?
 - what is the nature of potential risks to delivery and how will these be managed?
 - who else needs to be involved?

² www.strategy.gov.uk/su/survivalguide/skills

23. As it is developed, the EWRC plan needs to be tested against these criteria. The Plan also needs to set out the answers to these questions for each of its priorities.

Elements of the plan

24. Action plans vary in their degree of specificity. The EWRC plan's main aim is to provide an overall framework for the partners to work and "think" within, plus some early SMART³ tasks.
25. The plan ought to have a framework consisting of the following elements:
- **structure** - with clear statements of who is responsible for delivering what and by when for a set of early stage SMART tasks and outputs, with
 - definition of outputs and the tasks to delivery them
 - definition of milestones for the critical tasks and outputs
 - clarity over any interdependencies and the sequencing of tasks and outputs
 - clarity over who takes lead responsibility and who else should contribute
 - **risk assessment** - identifying potential risks to delivery - their likelihood and potential impact - and indicating how these potential high probability/high impact risks might be mitigated
 - **monitoring, evaluation and feedback procedures** - based around a statement of what successful outcomes would look like, key success criteria are proposed and mechanisms for tracking progress recommended.

Sustainable development

26. The EWRC was established to tackle a specific set of issues on a project basis. Stakeholders have to decide - and make clear their decision - whether the next stage in the EWRC's existence is as a specific time-bound intervention. Alternatively, it has to be resourced for the longer haul with commitment to the sustainable development of the communities of North Edinburgh, whose future will underpin much of what the city and beyond expects from the Waterfront's success.

³ SMART - Specific, Measurable, Achievable, Relevant and Time-bound

1: Introduction and methodology

Background

- 1.1 SQW Ltd was commissioned by Scottish Enterprise Edinburgh and Lothian (SEEL) to undertake an evaluation of the Edinburgh Waterfront Recruitment Centre (EWRC). The study was undertaken during the period January to April 2007.
- 1.2 The EWRC was established to link employment opportunities generated through the Waterfront development to the need for jobs amongst local people in North Edinburgh and Leith⁴.
- 1.3 The ultimate aim of the EWRC is to involve local people in the Waterfront development and increase the prosperity of the surrounding area. It hopes to achieve this by reducing unemployment and economic inactivity in the area by facilitating access to sustainable job opportunities and relevant training opportunities. In order to achieve this, the EWRC therefore aims to be both employer and community facing.
- 1.4 It is considered crucial to the success of the EWRC that local employers and developers engage with it to support their recruitment activity. Reducing unemployment levels is one of the most challenging tasks for the EWRC and requires a high degree of co-operation and integration from the key partners and other community groups.

Purpose of the study

- 1.5 The purpose of this study is to review the activities and outcomes of the EWRC. More specifically, the evaluation has aimed to:
 - evaluate the performance of the project from July 2005 to date, in terms of:
 - the progress of the project to date in meeting operational and strategic targets and objectives
 - the impact the EWRC has had on the individual companies assisted and supporting local people into jobs
 - consider a variety of options for the sustainability of the project
 - benchmark EWRC against other similar projects.
- 1.6 The emphasis of the evaluation was to be on a 'forward look', drawing on the evidence base and on lessons learned and their implications for the future.

⁴ Strategic Position Paper, Edinburgh Waterfront EWRC

Methodology

- 1.7 The methodology was clearly agreed from the outset and comprised four main stages:
- ***a desk based review*** – this stage encompassed three particular activities: a benchmarking / good practice exercise, comparing EWRC with similar initiatives – notably Silverburn in Glasgow; profiling of the North Edinburgh labour market using available data; and a review of the project documentation provided by Scottish Enterprise Edinburgh and Lothian (including job outcome data)
 - ***consultation with partners*** – telephone and face-to-face discussions (variously) with a number of city wide and local stakeholders. A full list of consultees is provided in Annex A
 - ***consultation with EWRC users*** – a focus group was undertaken with individuals who were attending interviews at Sibbald Ltd (a local training provider) for vacancies with the Scottish Gas Network, having accessed the services of the EWRC
 - ***reporting*** - close contact was maintained with the client throughout the evaluations, in particular with the SEEL project manager. In addition, a progress review workshop was held with the EWRC Steering Group.

Acknowledgement

- 1.8 In the course of this assignment we have been supported and assisted by a wide group of individuals and organisations. Those stakeholders and partners consulted were typically frank and constructive. This study would not have been possible without their aid, which is gratefully acknowledged.

2: The EWRC project

2.1 In this section we briefly summarise the rationale for and development of the EWRC.

Strategic importance

2.2 The EWRC seeks to address an area of strategic importance to Scotland and to Edinburgh. *Smart Successful Scotland* places emphasis in its Skills and Learning theme on:

- improving the operation of the Scottish labour market and;
- narrowing the unemployment gap and reducing economic inactivity.

2.3 An effective labour market is seen as being vital, with the matching of jobs and people contributing to improvements to GDP. Further, narrowing the gap has important social benefits as well as providing economic gain.⁵

2.4 As promoted in the Linking Opportunity and Need (LOAN) framework, there is potential to connect the opportunities created by regeneration investment to economic inactivity.

2.5 All of these strategic priorities provide a sound basis for the development of the EWRC.

The EWRC

2.6 The EWRC is a partnership project funded by SEEL, the City of Edinburgh Council (CEC) and Capital City Partnership (CCP). It brings together public and private sector stakeholders. The project was developed by these funding stakeholders and brought forward by the commissioning of a business plan from EKOS Ltd.⁶ Targets and outputs were established and set out in the EWRC Partner Service Level Agreement. The were as set out in Table 2-1 below

Table 2-1 EWRC Job Outputs

Year	Dates	Jobs (new)	Jobs sustained (70%)
1	1/8/05 – 31/7/06	200	140
2	1/8/06 – 31/7/07	400	280
Total	1/8/05 – 31/8/08	600	420

Source: EWRC Partner Service Level Agreement

2.7 Key partners include: North Edinburgh Area Regeneration (NEAR) and Jobcentre Plus (JCP), with support from the three main landowners engaged in the area's transformation - Forth Ports, National Grid and Waterfront Edinburgh Ltd. Telford College, following its re-location, has come on board more recently as a key partner. It is important to note that the EWRC is a specific, timebound response to an important issue. Funding has been secured

⁵ Smart Successful Scotland, Scottish Executive 2004

⁶ North Edinburgh Waterfront EWRC Business Plan EKOS Ltd, December 2004

from the Infrastructure Development Programme until June 2007 and SEEL funding is in place until March 2008.

- 2.8 The potential for the Centre is long-term in nature. There has been much promotion of the scope for the Waterfront to contribute to the city's competitiveness. Indeed, within the city boundaries it represents the main development potential with the scale and capacity to bring about real change through attracting people to a new quarter of Edinburgh.

Purpose

- 2.9 The ultimate aim of the EWRC is to link local people to the job opportunities in the waterfront development and increase the prosperity of the surrounding area. In addition its remit is to link local people with job opportunities city-wide. In order to achieve these aims the centre therefore has to be both employer and community facing.
- 2.10 It is considered crucial to the success of the centre that local employers and developers engage with the EWRC to support their recruitment activity. Reducing unemployment levels is one of the most challenging tasks for the centre and will require a high degree of co-operation and integration from the key partners and other community groups.
- 2.11 It was initially suggested that the EWRC would build upon the success of the similar project implemented during the development of Ocean Terminal in Leith. According to the Business Plan, the key lesson learned was the need to focus on employer needs and tailor the training and jobseekers accordingly. The experience of the Ocean Terminal project suggests that a physical presence on-site is an essential prerequisite for success. Without companies prepared to offer places through the EWRC, any recruitment database it could compile would be to no avail.
- 2.12 Finally, the EWRC is an intervention designed around an important strategic priority. It is also a visible commitment by stakeholders to Edinburgh's largest potential means of accommodating its population growth while helping regenerate and revitalise its assets.

Resourcing

- 2.13 Stakeholders have commented that the project had a long lead-in time until it was fully resourced. Initially it had two members of staff who worked in a constrained environment, lacking adequate ICT and other systems. Critically the project had been running for almost a year before a Centre Manager was appointed, due to the difficulty in recruiting a senior manager with the appropriate skills to manage the EWRC. The project manager had been in post for nine months at the time of this evaluation.

3: North Edinburgh and the Waterfront

- 3.1 In this chapter we examine the North Edinburgh labour market and its significance in relation to the work of the EWRC.

Labour market profile – North Edinburgh

- 3.2 A key objective of the Waterfront EWRC is to ensure the demand and supply of employment is equally met. The centre therefore aims to make it easier for employers to access labour, whilst on the supply side providing access to employment for those in the local area.
- 3.3 The North Edinburgh area is defined as the wards of:

- Muirhouse
- Drylaw
- Pilton
- Granton.

Population change

- 3.4 The total population of the three wards in North Edinburgh is 24,929 (Census of population, 2001). This represents approximately 6% of the total Edinburgh population. Using data from GRO Scotland and examining the data zones that constitute the North Edinburgh area, between 2001 and 2005, the population has remained static (a less than 1% fall over the period).

Economic activity

- 3.5 With regard to economic activity, the levels reported in the three wards are all lower than the proportion for Edinburgh as a whole (Table 3-1). The lowest level of economic activity across the North Edinburgh area was experienced in Muirhouse/Drylaw, with just 55% employed. Pilton has the highest levels of economic activity, but still lags behind that of Edinburgh as a whole.

Table 3-1 Economic activity

	Granton		Muirhouse/Drylaw		Pilton	Edinburgh		
	%	Number	%	Number	%	Number	%	Number
Economically active	70.9	3,267	63.0	3,290	72.3	3,736	76.2	230,879
- in employment	65.7	3,027	54.8	2,863	67.0	3,461	72.1	204,442

Source: 2001 Census of Population

- 3.6 This is compounded by the fact that around two-thirds (67%) of the current local population are aged between 24 and 64 years old and should represent the most experienced and skilled cohort of the wider working age population.

Unemployment

- 3.7 In terms of total claimant count in the North Edinburgh area, by ward, Muirhouse/Drylaw has the highest proportion of claimants (as illustrated in Table 3-2). In addition, this is more than three times higher than that experienced in Edinburgh. In all areas in North Edinburgh, males are more likely than females to claim Job seekers allowance. In particular, males in Muirhouse/Drylaw are four times more likely to be claiming than females in the same ward.

Table 3-2 Total claimants

	Total (%)	Total (Number)	Male (%)	Male (Number)	Female (%)	Female (Number)
Granton	5.2	239	7.8	180	2.6	59
Muirhouse/Drylaw	6.8	354	11.1	285	2.6	69
Pilton	5.1	266	7.7	191	2.8	75
Edinburgh	2.2	6,794	3.3	5,103	1.1	1,691

Source: Nomis, Claimant Count Data (January, 2007)

Age and duration

- 3.8 In each ward, claimants are more likely to be aged between 25 and 49 years old. As shown in Table 3-3, almost one in three (31.2%) of those aged 18-24 in Pilton are claiming Jobseekers Allowance, whilst three-fifths of the 25-49 year old cohort are also claiming (the highest proportion of claimants by age across all wards in North Edinburgh).
- 3.9 Short-term (up to six months) claimers in all three wards are lower than the proportion cited in Edinburgh. Conversely, one in five are claiming for more than twelve months (across all three wards), lower than the proportion witnessed in Edinburgh.

Table 3-3 Claimant count by age and duration (%)

	Granton	Muirhouse/Drylaw	Pilton	Edinburgh
Age of claimant				
18-24	24.3	28.5	31.2	24.6
25-49	59.0	55.6	50.0	57.1
50+	13.8	11.6	14.7	15.2
Duration of claim				
Up to 6 months	63.2	61.6	61.3	66.7
Over 6 and up to 12 months	16.3	19.2	19.9	17.7
Over 12 months	20.5	19.2	18.8	15.7

Source: NOMIS, Claimant Count Data (January, 2007)

Summary

- 3.10 The North Edinburgh labour market is distinctive from that of the city as a whole: economic activity remaining low across all three North Edinburgh wards, and high proportions of individuals are claiming Jobseekers Allowance.

4: Strategic overview

Strategic context

- 4.1 North Edinburgh has been identified as one of the few places in Edinburgh and the Lothians with the potential for significant investment in housing and commercial development.
- 4.2 Waterfront Edinburgh Ltd is working with the two main landowners, Forth Ports and National Grid Property, in the redevelopment of the Waterfront. SEEL and the Council also have meetings with Communities Scotland at which EWRC is discussed. The now highly visible investment by the public sector, notably Waterfront Edinburgh Ltd's role in land reclamation and site assembly and by the private sector in property development, have contributed to North Edinburgh's growing importance to the city and beyond. In addition the opening of Telford College's campus is seen as very positive step, bringing with it new dynamism and new people to the area.
- 4.3 Scotland and city-wide strategies highlight the importance of connecting need and opportunity in our most disadvantaged communities.⁷

Importance of the Waterfront

- 4.4 Given that many stakeholders have been working in or have been associated with the Waterfront in one capacity or another, it is not surprising that its development was widely regarded as a priority. At the same time there is recognition that some audiences have quite limited knowledge of the scale and the nature of progress and of the factors influencing what is taking place there. There is relatively limited awareness among some groups that the Waterfront is not a programme of public investment. At heart it is a commercially driven initiative subject to market conditions along with other major property developments.
- 4.5 The public sector does play a vital role, from the planning authority to public realm and infrastructure. In relation to the latter, the realisation of proposals for the tram to and from the Waterfront is regarded as a vital contribution.

Nature of involvement

- 4.6 There has been varying involvement in the work of the EWRC. There are several reasons for this:
 - development of the Waterfront has taken longer than originally expected. This has had a knock-on effect on the pace at which commercial and retail development has progressed

⁷ Smart Successful Scotland, Scottish Executive, 2004
Joined Up for Jobs Edinburgh's Employability Agreement, Capital City Partnership 2005
Scottish Enterprise Operating Plan 2007-2010, Scottish Enterprise, 2007

- there are differing views as to the role, focus and emphasis of the EWRC - for example, comments from stakeholders and partners included:

it should be about getting local people into local jobs

it should be about getting local people into Waterfront construction jobs

it should be about getting local people into jobs, better jobs

it should be about getting people jobs in North Edinburgh

- there are different perspectives as to where in the employability 'journey' EWRC should be: close to the job market, or close to those furthest from it
- construction companies working on Waterfront projects have their own recruitment policies, and recruitment agencies now play a much more significant role than they did several years ago.

Stakeholder relationships

- 4.7 Stakeholder relationships are generally close and strong, with evidence of good, open communication. The EWRC is part of what is regarded a "crowded" institutional context. The number of organisations involved in North Edinburgh's employability agenda has been cited variously as 29 and 34 – in any case, a significant number. Stakeholders and partners accept the need for a more strategic perspective to be developed.

Waterfront Edinburgh Partnership

- 4.8 There has been a growing awareness of the need to co-ordinate delivery to improve on this. Traditionally there had been relatively limited engagement by the three landowners. In any event they viewed the 'access to jobs' issue as being far from their core responsibilities. The Waterfront Edinburgh Partnership, still its early days, brings with it the means and the will among all involved to tackle the need to build confidence in the area's future and facilitate the delivery of the investment and infrastructure required to support the development of a world class waterfront.

EWRC contribution

- 4.9 There exists strong agreement from the great majority of stakeholders that there should be an EWRC. Its task (however loosely defined) is considered to be extremely important. Reasons for this include:
- a cohesive successful community depends upon shared participation across groups of residents with employment contributing significantly to this, especially where long term opportunities for skills development and sustained jobs exist
 - there are practical gains in having local people employed on Waterfront construction projects and in the businesses and organisations that subsequently locate there
 - both need and opportunity to achieve the above are in place in North Edinburgh

- local businesses can improve their growth potential through the opportunities provided by new residents and other new businesses moving into the area.

Monitoring and reporting

- 4.10 Against a background that is highly supportive there are views that the monitoring and reporting system employed is not clearly tied to objectives, nor expressed in terms that enable a proper appreciation of the EWRC's work. This point is closely linked to the confusion among stakeholders regarding the EWRC priorities.

Project management

- 4.11 A **Steering Group** is in place, whose aims are:

- to ensure the effective operation of the EWRC
- to ensure the EWRC provides appropriate services to North Edinburgh unemployed residents and those of the wider Edinburgh area
- to ensure the EWRC provides an appropriate service to North Edinburgh employers
- to manage the development and implementation of the EWRC – measure and report performance (to stakeholders and Joined Up for Jobs partners)
- to identify gaps in provision.

- 4.12 The EWRC also has an **operational management team** comprising the EWRC Manager, Jobcentre Plus Manager, City of Edinburgh Council and SEEL Project Manager. The aims of the operational team are:

- to ensure provision of management support and direction for the EWRC staff
- to ensure connectedness with other initiatives within Edinburgh
- to oversee the operational implementation of the EWRC developments.

- 4.13 Finally, the **EWRC team** itself has the following aims:

- to provide a frontline service to local North Edinburgh and wider Edinburgh jobseekers
- to provide a frontline service to North Edinburgh employers
- to develop services to address the needs of jobseekers and employers
- to maintain data and records.

Voluntary Accord Agreement

- 4.14 Although behind schedule (the initial aim was to have it prepared by August 2006), a Voluntary Accord Agreement has been developed between the landowner-developers, SEEL, CEC and NEAR.
- 4.15 Under the Accord, the three landowner/developers agree to:
- share intelligence (with due consideration to commercial sensitivity) on development plans, construction phasing, etc and communicate likely labour requirements
 - co-operate with CEC, SEEL and NEAR regarding access to employment and training activities
 - try to actively encourage contractors and employers to engage with access to employment and training activities.
- 4.16 In turn, CEC, SEEL and NEAR agree to:
- bring together a local working group under existing structures (EWRC and North Edinburgh Learning & Employment Partnership Group) to co-ordinate activities
 - establish targets for training and employment activities and monitor achievement against them
 - identify funding opportunities for training and employment initiatives
 - help local supply-chain businesses to benefit from the waterfront development
 - when appropriate, work with other organisations and agencies.
- 4.17 We understand that the Accord has been agreed, but not formally launched.

5: Operational overview

5.1 This chapter sets out or review of the operational aspects of the EWRC.

Aims and target audiences

5.2 The aim of the EWRC is to link local people in Edinburgh with the employment opportunities afforded by the Granton Waterfront development and increase the prosperity of the surrounding area. It will do so by reducing unemployment and economic inactivity in the area through facilitating:

- access to sustainable employment opportunities; and
- access to relevant training opportunities.

5.3 To do so it must be both employer and community facing. In other words, it must be able to involve the various potential employers coming on site and meet their requirements, and also attract sufficient interest from the local neighbourhoods to service this demand successfully. The business plan drawn up for the Centre noted that: *“a balance between the twin approaches is required, but a focus on meeting the practical requirements of potential employers should be uppermost.”*

Potential employees

5.4 The Centre has tried to appeal to anyone who has an interest in working at the Waterfront over its two main phases:

- jobs during the construction phase of the project (estimated to last between 12-17 years)
- jobs in the emerging business, retail and leisure facilities as the development rolls out.

5.5 More specifically, potential employees include:

- local unemployed population – residents unemployed in the short to medium term (up to one year) and those entering the labour market for the first time
- local socially excluded target groups
- other disadvantaged communities
- local tradesmen – craftsmen and other self-employed contractors should be encouraged to register their skills and availability
- local employed population – NEAR residents already in work or non-residents currently employed in the development area

- the wider labour market across the Edinburgh city-region that could be attracted to the new employment created by the waterfront regeneration.

Potential employers

5.6 In terms of employers, the centre offers:

- a place to notify and fill vacancies
- access to a database of jobseekers including searchable details of their skills
- interview facilities
- pre-recruitment screening service
- information on training and education for recruits and staff
- bespoke training to help fill hard to fill vacancies.

5.7 The centre offers a 'job matching' service for local and national employers to come forward with vacancies and then match them to individuals who have either registered with the centre or through Jobcentre Plus.

Resourcing

Staffing and management arrangements

- 5.8 The dedicated staffing complement for the Centre comprises four individuals: the Centre Manager, an Administrator, and two Advisers seconded from Working Links and Jobcentre Plus respectively.
- 5.9 The Centre Manager was the subject of a direct recruitment exercise, and the appointment process was slow. A manager was finally appointed in April 2006, some ten months after the project started.
- 5.10 The Centre Manager and Administrator are employed and line-managed by the City of Edinburgh Council. The two Advisers are employed by Jobcentre Plus and Working Links respectively, but are line-managed by the Centre Manager. This presents minor tensions in terms of priorities and targets. For example, Jobcentre Plus has increasingly been focusing its efforts on disadvantaged clients who are furthest from the labour market, whilst for the purposes of the EWRC the client group also includes people who are already employed. (Unemployed people, however, are the main target group for all concerned.) Likewise, Jobcentre Plus's key objective is getting people into work no matter what their home address, whilst NEAR, as an EWRC steering group member, have the obvious objective of getting local people into jobs.

- 5.11 The staffing structure envisaged in the original business plan for the Centre⁸ also included a part-time construction manager and a full-time recruitment liaison officer. These posts have not been created.
- 5.12 The business plan also noted that *roles and responsibilities must be clearly defined, as will the reporting and management chain. This will require a detailed service level agreement between the parties.* Such an agreement was introduced, signed by SEEL, CEC, NEAR, Jobcentre Plus, Capital City Partnership and National Grid. In practice, however, for some time there was a lack of clarity over reporting arrangements, as additional requirements started to be placed on centre staff by other members of the steering group rather than through line management.
- 5.13 From our consultations with EWRC staff, we infer that this is not a ‘team’ in the full sense of the word, but rather a collection of individuals who find themselves working together. We did not gain the impression that the working environment was particularly happy or that morale was high. There are some tensions, for example, around the fact that individuals have to respond to priorities set by different agencies. There is no sense of a team pulling together in the same direction. Furthermore, the physical environment in which staff are required to work is not particularly conducive to high morale.

Premises and infrastructure

- 5.14 The team are based in a portacabin provided, free of charge, by Second Site Ltd. The portacabin is located within very close walking distance of Telford College, but not in an area which would attract the casual passer-by to drop in and register: indeed, the location is such that it is hard to imagine anyone walking past the centre at all.
- 5.15 Much of the furniture and equipment utilised in the centre (chairs, tables, and computers) has been donated from various sources. New IT equipment was purchased in July 2006, but a major problem has been the lack of access to the Jobcentre Plus server, which results in the JCP adviser having to make regular visits to JCP’s Leith office. This is in contrast to the Ocean Terminal initiative, where Jobcentre Plus installed a server in the EWRC. It has not been practicable for them to do so in the case of EWRC, as the time frame for the project has not been clearly defined: without a fixed time frame, the organisation is unable to commit resources.
- 5.16 The EWRC portacabin is small in size and capacity. When all staff are in the office, space remains for only one or two clients to be seen at once. There is no privacy (no meeting rooms) and it is hard to imagine that local jobseekers would feel comfortable discussing their circumstances in such an environment.
- 5.17 Given the considerable coverage generated by politicians and the press about the thousands of jobs to be created on the waterfront, the capacity and appearance of the EWRC comes as something of a surprise. There is something of a disconnect between the hard sell and the reality. If the EWRC is genuinely intended to help large numbers of people into jobs, the question arises: is the centre fit for purpose?

⁸ EWRC Business Plan, EKOS,

Financing

- 5.18 The EWRC does not levy a charge for its services, since it has to attract the interest of developers and employers essential for its success. To impose such a cost on potential employers could deter them from using the Centre. It cannot therefore cover its own costs.
- 5.19 Two staff are directly recruited, and two are seconded from positions in other agencies. Seconded staff remain on the same terms and conditions as before and any knock-on cost to the seconding agency, for example in back-filling the vacated post, is not borne by the EWRC. The Centre Manager's salary is paid in full by SEEL, along with two thirds of the EWRC's running costs.
- 5.20 As mentioned above, Second Site have provided, free of charge, the accommodation and a location from which it can operate. Most of the furniture and fittings have been provided by other sources.
- 5.21 Revenue funding allocated to the EWRC by SEEL, CEC and CCP between April 2005 and March 2007 amounts to £166,119.

Operational activities

- 5.22 In order to provide an employer- and community-facing service, the operational activities of the EWRC include:
- liaison with employers on future vacancies and recruitment
 - arranging access to suitable training provision via the Construction Academy or other academy as necessary for both employers and individuals
 - maintaining a register of activities
 - maintaining a Skillsbank containing the names of local/Edinburgh residents with appropriate training or skills interested in work on site
 - matching vacancies with suitable applicants
 - providing 'drop-in' interview facilities for use by both employers and individuals seeking information
 - liaising with other agencies active in North Edinburgh and the wider city-region, promoting their activities, programmes and the opportunities open to their clients
 - acting as the main point of contact for all recruitment matters on site.
- 5.23 The two Advisers (seconded from Working Links and Jobcentre Plus) engage primarily with local people seeking jobs: they interview and screen candidates, refer them to other agencies where appropriate, and provide a job matching service.
- 5.24 It was anticipated by the majority of partners and steering group members that the Centre Manager would devote a significant proportion of time to developing links with employers. In

practice, consultees expressed disappointment that this had not happened on the scale they envisaged.

Employers and clients

- 5.25 In order to test the satisfaction levels of both employers and clients we conducted some research with both groups: a focus group of six jobseekers; and telephone interviews with employers.
- 5.26 Given the expectation that the Centre should be community-facing, we also referred to a survey of the local community conducted by a private researcher in September 2006.
- 5.27 The key findings from these three research elements are summarised below.

Interviews with employers

- 5.28 Between July 2005 and March 2007 the EWRC engaged directly with 176 employers and has supported them to recruit 154 employees. (A further 150 people were supported into jobs with employers not on the EWRC database.)
- 5.29 Our research included a survey of employers who had used the Centre. Ideally we would have preferred to consult with a random sample of those 176, but this was not possible and it was decided to confine our consultations to a smaller pool.
- 5.30 Interviews were undertaken with ten employers who had recruited staff using the services of the Edinburgh Waterfront Recruitment Centre (the remaining two did not respond to requests for an interview). The focus of the interviews was to gain insight into their experience of the Centre and to identify areas for improvement.
- 5.31 Overall, employers were positive about the Centre and the services they had received from it. In almost all instances the centre met the needs of employers and provided a selection of appropriate candidates. More specifically, the centre advertised vacancies and carried out the initial screening of CVs. Types of vacancies included:
- Property Administrator
 - Catering Assistant
 - Cleaner
 - Gas Distribution Officer
 - Estates Manager
 - Sign Installer
 - Sales Agent.

- 5.32 In terms of improvements that might be made to the EWRC service, the majority of employers were unable to provide any suggestions. However, the few recommendations proposed included:

- tightening the way clients are logged (for example, an Estates Manager was logged on the system as a Construction worker)
 - further advertising – there is not enough awareness that the Centre exists at the moment
 - more communication from the Centre throughout the entire process, not simply at the start when advertising vacancies and then again at the end when presenting appropriate CVs.
- 5.33 Half of employers interviewed rated the service offered by the centre as ‘very good’ and a further three reported it as ‘good’.
- 5.34 Given the restrictions imposed upon our survey (we were not able to select a sample for ourselves), the findings from this element of our research come with strong caveats.

Focus group with clients

- 5.35 In order to assess the experience of individual local people who had made use of the Centre and to obtain perspectives on the variety of services offered, we conducted a focus group with clients. This took place at Sibbald Ltd (training provider) at Armadale, West Lothian, on the day when interviews for training vacancies with the Scottish Gas Network were taking place. Six individuals took part in this group: they had all been referred from EWRC to attend the interviews.
- 5.36 Whilst individuals’ responses were often brief, they do provide insight into the workings of the EWRC and identify some potential areas for improvement.
- 5.37 In terms of initial awareness of the EWRC, the majority of beneficiaries had been phoned directly by the EWRC. However, several had been referred from Jobcentre Plus in Leith, through JCP advisers and/or thanks to marketing leaflets promoting the Centre.
- 5.38 All attendees had been through interviews with staff at the EWRC which involved a two stage process. The first, introductory interview lasted for approx ten minutes whilst the second was more in-depth, lasting over an hour. In addition, candidates had to complete forms for screening purposes. In the case of this particular group of beneficiaries these were competence-based and developed by the Scottish Gas Network.
- 5.39 A number of services were made available for beneficiaries to access. These included help with:
- transport costs (which involved carrying out an earnings calculation)
 - obtaining a driving license
 - developing a CV
 - internet access
 - using the computer to search for suitable jobs.

- 5.40 With regard to how services might be improved, one beneficiary highlighted that the Centre needs larger premises and more staff. Another noted his surprise at how few jobs were available and suggested that there needed to be a wider range of jobs accessible to users of the Centre. In addition, the consensus was that the local community is not aware of the centre “unless you visit the Jobcentre”, and all beneficiaries stated that more marketing needs to be undertaken.
- 5.41 When asked, ‘what would you have done had you not used the EWRC?’, the responses were mixed. A number of suggestions were proposed:
- ‘signed on’ (benefits) as normal
 - look in the paper or search on the web for jobs
 - continue to visit the Jobcentre
 - one beneficiary mentioned Worktrack in Niddrie (www.worktrack.co.uk) and another cited that he would contact Working Links.

Community perspective

- 5.42 A community survey undertaken on behalf of Scottish Enterprise Edinburgh and Lothian in 2006 provides us with some insight into the levels of knowledge and understanding of the EWRC’s services amongst individuals in the wards with the highest unemployment rates in North Edinburgh. The key findings from the survey were:
- *awareness of EWRC* – over half (58%) of respondents had previously heard about the EWRC and around three-quarters were familiar with its location
 - *awareness of EWRC services* – the majority regarded the centre as a generic employment service. Just 13% of respondents acknowledged that the centre specialised in dealing with employment opportunities at the Waterfront development
 - *access* – the most popular method in engaging with the service would be to phone, closely followed by dropping in and the majority would use the centre for employment services
 - *preferred services* – first and foremost respondents cited that they would like more information on Waterfront vacancies and more vocational training programmes
 - *community impact* – the community recognised that the Waterfront development would provide increased employment opportunities but a substantial proportion were not sure what the impact would be, citing that not enough information had been provided about what developments are/will be built.
- 5.43 In addition, a significant concern raised by the community was that of housing. Many reported that the housing developments were not accessible to the local community due to cost, suggesting that it was aimed at drawing affluent individuals to the area.

“There has been some criticism of the centre by local groups who feel the project has not made the promised impact as a catalyst linking the local

community to the waterfront development. There is a logic which suggests that ownership of the centre should sit, in the future, more within local control⁹.

- 5.44 In short, particular issues have arisen about the role of the centre and the message it projects – is it a generic service or a specialised Waterfront EWRC? In addition, there were concerns surrounding the housing developments and the fact that it is not aimed at local people in North Edinburgh. Finally, and perhaps most importantly, is the perception that not enough information has been provided on the actual development, on what is proposed and what is currently being built to ensure the community is fully engaged throughout the process. The provision of such information is not within the remit of the EWRC, but the fact that local people do not have enough information makes them less receptive to what the EWRC is trying to achieve.

Working with employers

- 5.45 The community survey draws some interesting conclusions. Whilst it acknowledges that the role of the centre should be to work with employers involved in the development, it deals with a limited number of Waterfront roles. This presents a dilemma. If the service is promoted solely on the basis that it offers Waterfront jobs, and if clients then register and at that time there are no such vacancies, negative attitudes towards the service may develop. In addition, it is difficult to ensure that local construction work is facilitated through the centre, as contractors often use agencies or recruit through word of mouth.

Performance

Client registrations

- 5.46 In March 2007 there were 1,154 clients registered on the EWRC database. Of the total, 985 were recorded as unemployed at the time of making contact with the centre. Around one-third of the total registered are from the North Edinburgh area, and 85% of those registered are male. Table 5-1 summarises the current position.
- 5.47 Note that the number of individual registrations (1,154) is exceeded by the number of registrations by sector. This is because jobseekers can register their interest in more than one sector.
- 5.48 More specifically, there are high proportions of individuals interested in construction vacancies and ‘other’ positions. Few have noted interest in either the IT or child/health care sectors, while significant numbers were registered in hospitality, retail and administrative sectors.

Table 5-1 Client registrations: 22/07/05 to 28/02/07

SECTOR	Male	Female	TOTAL	16-17	18-24	25+	50+	North Edinburgh
Construction (general)	414	5	419	11	171	216	22	121
Apprenticeships	106	2	108	56	44	7	0	22

⁹ Strategic Position Paper, Edinburgh Waterfront EWRC

SECTOR	Male	Female	TOTAL	16-17	18-24	25+	50+	North Edinburgh
Skilled trades	140	1	141	0	27	89	15	34
Admin / office / call centre	100	69	169	6	46	98	17	45
Childcare / health / care	7	15	22	1	6	14	1	8
Bar / hotel / food	110	54	164	8	50	88	17	61
Retail / sales / customer care	85	49	134	19	43	70	2	41
Security / safety	44	1	45	0	12	25	7	12
Transport / vehicle	109	1	110	2	15	75	17	24
IT / computing	22	0	22	0	4	14	2	2
Cleaning / domestic / caretaking	111	48	159	8	49	91	11	61
Gardening / horticulture	26	0	26	1	9	15	1	7
Manual (low skilled)	48	2	50	0	17	30	3	14
Other	228	25	253	18	68	148	19	67
Totals	1550	272	1822	130	561	980	134	519

Source: EWRC

Job outcomes

- 5.49 Between July 2005 and February 2007 the EWRC assisted 304 individuals into jobs. Of those, 94 are residents from the North Edinburgh area (representing 31% of total jobs). In terms of sector, 100 of the jobs were in construction and all positions were filled by males. Approximately one quarter (24%) of these construction jobs were taken up by local residents from the North Edinburgh area.
- 5.50 Overall, of the total job outcomes, 35% were filled by residents from disadvantaged areas and the majority of individuals are aged between 25 and 49 years old.
- 5.51 Table 5-2 summarises the job outcomes secured in the period since the EWRC was launched.

Table 5-2 Job outcomes: 22/07/05 to 28/02/07

Sector	Male	Female	TOTAL	16-17	18-24	25+	50+	North Edinburgh
Construction (general)	100	0	100	1	32	59	8	24
Apprenticeships	15	0	15	11	4	0	0	2
Skilled trades	28	0	28	0	7	18	3	6
Admin / office / call centre	7	11	18	0	6	9	3	5
Childcare / health / care	1	0	1	0	0	1	0	0
Bar / hotel / food	13	9	22	1	6	14	1	8
Retail / sales / customer care	18	7	25	5	7	11	2	14
Security / safety	11	1	12	0	2	8	2	4
Transport / vehicle	11	1	12	0	1	11	0	5
IT / computing	0	1	1	0	0	1	0	0
Cleaning / domestic / caretaking	13	2	15	1	5	8	1	9
Gardening / horticulture	4	0	4	0	4	0	0	1
Manual (low skilled)	18	0	18	0	10	8	0	7
Other	27	6	33	3	6	21	3	9
Totals	266	38	304	22	90	169	23	94

Source: EWRC

5.52 Of the 304 individuals supported into jobs, 282 (93%) were unemployed.

Monitoring and reporting

5.53 Data on client registrations and contacts with employers are logged by EWRC staff. The Centre Manager reports on a monthly basis to the steering group through line management channels.

5.54 There are some issues surrounding the collection and interpretation of data. For example, the categories used to collect data reflect a mix of industry sectors and occupations (for example, construction, skilled trades and manual workers). In general, monitoring and reporting has been below the standard required.

Summary of key points

5.55 The key points arising from our review of operations are that:

- although the key funders have been clear from the outset about the respective responsibilities of the strategic and operational groups, the message has not always been clearly communicated to the wider partnership: there has been a perceived blurring of boundaries between ‘strategic’ and ‘operational’ amongst members of the wider stakeholder group
- although concern has been expressed by consultees regarding the limited amount of employer engagement that has taken place, our interviews with employers suggest that those who have engaged with the Centre have had a positive experience – suggesting that more work with employers should be undertaken
- on the basis of our (limited) research with individuals, local jobseekers also regard the EWRC in a positive light
- there is a lack of team spirit amongst centre staff, partly as a result of lack of clarity over roles and objectives – reflecting the fact that a number of staff members are seconded in from other organisations
- the location and nature of the EWRC premises leave much to be desired: they do not reflect the strategic importance of the initiative, nor do they provide an appropriate environment for staff or clients
- monitoring and recording have not been efficient
- despite these challenges, the EWRC appears to have been relatively successful:
 - 304 individuals have been helped into jobs in the period since the EWRC has been operational, of which 94 (31%) are local residents
 - 100 people have been employed in the construction sector, of which 24% have been from North Edinburgh

- 35% of jobs have been filled by people from disadvantaged areas (North Edinburgh, Craigmillar, South Edinburgh, Wester Hailes and the strategic programme area.).

6: Benchmarking and good practice

- 6.1 In this chapter we address one of the requirements of this evaluation, which was to benchmark the EWRC against other similar projects, in particular the Springburn development in Glasgow.

Good practice challenges

- 6.2 In fact, examples of directly comparable projects are hard to come by. The majority of initiatives which aim to ‘get local people into local jobs’ are one-off, time-bound and tightly defined in terms of their size and location (such as Ocean Terminal in Edinburgh and Springburn in Glasgow). The Edinburgh Waterfront, by contrast, extends across the entire Granton and Leith area and is forecast to develop “over the next 25 years or so”, making it difficult to be ‘SMART’ about recruitment targets. The Clyde waterfront development in Glasgow is similar in scale and nature, but is not useful for benchmarking purposes because there is no single recruitment initiative there: a variety of agencies (local development companies, voluntary and public organisations) all aim to get local people into waterfront jobs.

Local labour in construction (LLiC): good practice

- 6.3 As the waterfront is still in the early stages of construction, our review of good practice commences with a summary of some research on the employment of local labour in construction. “*Using local labour in construction: A good practice resource book*” by Richard Macfarlane (published for the Joseph Rowntree Foundation by The Policy Press) has been taken on board by the Springburn recruitment initiative, and it has relevance to the Edinburgh Waterfront development. We discuss below the key points from the research.
- 6.4 Local labour in construction (LLiC) schemes first emerged as a way of linking urban regeneration schemes and unemployed local residents. Regeneration programmes sought to ensure that new investment in both commercial premises and housing dealt with the physical problems, and that training and employment opportunities tackled social exclusion. However, it is now recognised that LLiC schemes also play an important part in tackling skill shortages. While the construction industry remains committed to youth apprenticeships, recent data from the Construction Industry Training Board (Construction Training and Employment Forecast 2000-2004) shows a heavy reliance on non-apprentice trainees. In many trades, these provide over 50 per cent of the new entrants. So LLiC schemes can ensure that the future labour needs of the construction industry are met by:
- attracting more recruits
 - organising training to industry standards
 - arranging appropriate 'first jobs' to ensure that trainees become productive workers.

6.5 This study found a wide range of approaches to LLiC, using many different types of development and construction. It identified two important considerations in developing a local scheme:

- establishing who you are trying to help: young people, unemployed adults, small businesses etc
- the characteristics of the construction programme: the scale and duration of the works, and the trades that will be involved.

Job-matching service

6.6 The Macfarlane research¹⁰ suggests that to get the best from an LLiC initiative, it is important that the public sector organises recruitment. Although Jobcentre Plus and other local agencies may contribute to this, there are advantages in setting up a dedicated service not tied to any particular agency, and employing people with construction industry experience, which can provide the 24-hour response rate that the industry expects. Good practice includes:

- carefully assessing the suitability and experience of the people offered to employers
- checking the on-site performance of recruits
- regular site visits to maintain relationships with contractors
- getting contractors to fax through job opportunities, ensuring that there is telephone or pager contact with potential workers
- aiming to fill every vacancy: using other agencies if local people are not available
- ensuring that the job-matching process offers opportunities for all workers, not just a reliable few
- setting up a recruitment office on large sites.

Vocational training

6.7 The study found that providing construction training is a key part of an LLiC scheme because:

- over 50 per cent of those seeking construction work have no relevant qualifications or experience
- the gaps in the labour market are for skilled workers
- the number of unskilled jobs on construction sites is continuing to decline
- changes to regulations mean that all workers now need to have their skills accredited, and to hold current health and safety and plant operating certificates.

¹⁰ <https://www.jrf.org.uk/knowledge/findings/housing/n80.asp>

- 6.8 However, good quality construction training takes time and is expensive. This makes it unattractive for many training providers, and in many areas there is no appropriate training provision.
- 6.9 LLiC schemes have developed innovative training programmes designed both to tackle this issue early on and to meet local priorities. These include pre-apprenticeship training for under-achieving young people, pre-site training for adults, speed-training to increase productivity, long-term training programmes for unemployed entrants, in-service training to upgrade skills and accreditation.
- 6.10 For new entrants, organising the first job on site is a key part of the training process: they need site experience to increase their productivity. Many schemes therefore provide a wages subsidy or provide the trainees 'free on site' for a period.
- 6.11 Other key points relating to training include:
- recognise that recruitment may be a problem
 - draw up a training specification and use a training contract (with providers) to ensure that this is met
 - obtain flexibility on the date participants must leave the training centre, and develop relationships with a wide range of employers and sites: this will ease job-placement problems
 - provide welfare, mentoring, progress monitoring and problem-solving support to maximise the retention of trainees
 - pick up opportunities for short-course training.

Local business initiatives

- 6.12 In a number of areas, a high priority has been given to developing the capacity of local firms and helping them secure contracts from large developments. The rationale is that increased workloads will increase employment for local people and a strong relationship with local firms makes it easier to place trainees. Capacity-building approaches typically offer business diagnosis, business advice and training for management and operatives. A database of local firms is then used to encourage local purchasing. In Canary Wharf, for example, Macfarlane reports that the Business Liaison Manager was able to trace 221 'packages' of work worth £133.5 million going to local firms through her work (over two and three-quarter years).

Organisation and funding

- 6.13 Where there is a large programme of development there are benefits in establishing a specialist LLiC agency to provide a systematic and good quality service. This typically may be a partnership between regeneration agencies, the local authority, training bodies and Employment Services. The latter may provide secondees.

- 6.14 Projects where staff have construction industry experience will be better placed to assess the skills of local people, organise appropriate training, and market the scheme to developers and contractors.
- 6.15 There are significant differences in the funding provided for LLiC. While this may reflect the availability of funding for regeneration, it may also reflect the priority being given to LLiC. The areas with the largest budgets (e.g. Greenwich and Lewisham which spend £1 million per year) are able to deliver innovative training programmes. LLiC schemes which use existing training provision may not be able to introduce the innovative approaches that are needed.
- 6.16 Funding for LLiC schemes typically comes from a wide range of sources including regeneration programmes, European programmes, Government-funded education, training and employment programmes, and contributions from developers (possibly via a Planning Agreement).

LLiC outputs

- 6.17 It is important to set targets and to measure the outcomes. The research outlines two approaches to this:
- counting the numbers of local people recruited through the LLiC agency; this is more typical of voluntary schemes (which tend to produce poor monitoring information) and schemes led by Jobcentre Plus
 - counting the proportion of the total workforce from a target group, either in numbers of people or in 'person-weeks of work'. This requires more detailed monitoring information, but is a more appropriate measure of local benefits.
- 6.18 The study did not aim to evaluate different approaches. However, the schemes did suggest some possible ways of setting benchmarks (see Table 6-1).

Table 6-1 – Benchmarks for assessing schemes' success

Approach	Benchmark
City-wide scheme	50 per cent of workers on major sites live in the city
Neighbourhood scheme	20 per cent of workers on local sites live in the neighbourhood
Job-placement scheme	750 jobs per placement officer per year
52 week adult training schemes	3 trainees on site per £1m in contract value 65 per cent get ongoing employment

Source: Joseph Rowntree Foundation, 2000 - <https://www.jrf.org.uk/knowledge/findings/housing/n80.asp>

Conclusion

- 6.19 The researcher concludes that achieving good results over a sustained period requires:
- determination
 - a well-designed approach, appropriate for the local context
 - the establishment of systems that routinely deliver a quality service

- good progress-chasing, so that all parties know they have to fulfil their commitments
- appropriate monitoring of progress and outcomes
- adequate funding and staffing.

Braehead shopping and retail development

- 6.20 It is worth giving brief consideration to the Braehead development, as sufficient time has passed for the benefit of hindsight to be gained (Braehead opened in 1999).
- 6.21 Our review of the Braehead initiative is based on a report entitled “Retailing, sustainability and neighbourhood regeneration” produced by the Joseph Rowntree Foundation in 2001.
- 6.22 Although Braehead was regarded as successful in broad terms, the report notes various disappointing aspects of the initiative that are relevant to our review of the EWRC. Some of these are outlined below.

Low take-up of training

- 6.23 The low take-up of employment training was a disappointment for the initiative. Training was delivered via local colleges: courses ranged from part-time to in-depth training including workplacement. The numbers that went through training were disappointing: of around 10,000 people who registered an interest, 280 applicants undertook training.
- 6.24 Explanations for low take-up included insufficient lead-time of agencies promoting training relative to the pace of development, delay between client registration and follow-up, and insufficient coordination between agencies. More positively, many residents who underwent training were successful in gaining employment.

Lack of a common agenda for employment and training

- 6.25 One area of frustration was an inability to set up courses fast enough at local colleges to enable stores to open with ‘job-ready’ staff. One reason for delay was that agencies involved came to the table with different agendas and at differing paces. The majority of locally based public sector partners were interested in creating opportunities for local residents and the long-term unemployed. This did not necessarily involve getting residents jobs, but was about providing support to enable them to compete effectively in the job market.
- 6.26 However, for the Employment Service (as it was then known) the key objective was in getting people into work whatever their home address. Based on the Employment Service’s objective that all retail outlets would open with sufficient staff, the initiative was successful. The Rowntree report notes that “*the mismatch in organisational objectives carried through into employment monitoring which has made it difficult to assess local, as opposed to sub-regional, employment benefits. Hindsight suggests that greater co-ordination from the outset could have resolved this difficulty.*”

Poor links between training providers and employers

- 6.27 Training courses were intended to be relevant to employers' requirements. However, lack of feedback from employers regarding their initial requirements and the relative qualifications of successful and unsuccessful applicants meant that training agencies felt unable to gauge the effectiveness of programmes, or whether less vocational aspects were significant, such as interpersonal skills. Access to meaningful information could have enabled agencies to tailor programmes more effectively.

Addressing long term unemployment

- 6.28 A broad concern was whether short-term programmes are sufficient to prepare long-term unemployed residents of chronically deprived areas to compete in the job market – even for jobs nearby. A quick approach, as dictated by the need here to respond to market opportunities, may underestimate the deep-rooted nature of intergenerational unemployment and complex issues around self-esteem, self-confidence and personal development. Recognition of these issues has led the local enterprise companies in the vicinity of Braehead to reconsider future project planning and to develop the concept of lifelong learning.

Springburn Shopping Centre, Glasgow

- 6.29 The Silverburn shopping centre is a £350m private sector retail development in the south of Glasgow, around 15 minutes from the city centre. The Silverburn recruitment centre was set up by Equip, one of Glasgow's local development companies, which has now merged with Govan Initiative to become the Glasgow South West Regeneration Agency (GSWRA).
- 6.30 The origin of the initiative took place around 12-15 years ago, when developers bought up the original Pollok shopping centre; gradually over the following years they accumulated further packages of land until the site was large enough for a single large-scale development. Equip have been preparing the ground for the recruitment centre for almost all of this time: they started holding discussions with the developer (Retail Property Holdings, RPH) about job opportunities very early on. Equip and RPH thought up an initial proposal regarding a recruitment centre, then waited for full planning permission for Silverburn to come through in 2003.
- 6.31 Silverburn has now started to take shape on a 75 acre site off Junction 2 on the M77. By October 2007 it will boast a million square feet of prime retail and leisure space and in excess of 4,500 parking spaces. So far, it has attracted anchor stores such as Debenhams, Marks & Spencer and what will be the largest Tesco in Scotland. Ultimately, Silverburn will provide shopping, leisure and entertainment with over 95 shops, 13 cafes, restaurants and bars. Its prominent location, with its own motorway junction, means there are 1.6 million shoppers within a 30-minute drive of the site.
- 6.32 The core catchment for the centre takes in Glasgow's wealthy southern suburbs, but it is located in an area of high deprivation. The imperative to get 'local people into local jobs' was perhaps particularly strong in these circumstances.

Partnership agreement and the Pollok Accord

- 6.33 In response to the Silverburn development, in 2004 Equip established the Greater Pollok Working Partnership. Greater Pollok Working (GPW) has four main objectives:
- to increase the number of local people who are working and sustained in employment
 - to create employment and training opportunities for local people including youth and adult apprenticeships
 - to create and support opportunities for local businesses
 - to promote Construction and Retail as career opportunities.
- 6.34 GPW is a partnership between the public, private and voluntary sectors. The partnership comprises: Equip/GSWRA; Job Centre Plus; Careers Scotland; Glasgow City Council; Scottish Enterprise Glasgow; South West Community Planning Partnership; Retail Property Holdings; trade unions UCCAT & USDAW.
- 6.35 It was clear that Equip would need to work in partnership with other agencies, hence the formation of Greater Pollok Working (GPW) in March 2004. The principal funders of GPW are the city council, SE Glasgow and the community planning partnership; Careers Scotland and Jobcentre Plus are delivery partners; plus developer, trade unions and Skillsmart sector skills council. A partnership agreement exists which clarifies the contribution of JCP (1 FTE post) and Careers Scotland (0.6 FTE post).
- 6.36 GPW is the single brand adopted jointly by all the key agencies. The partnership has deliberately created a single-door approach for employers, in the light of the huge number of individual agencies that employers often have to deal with. It makes life easier for employers, whilst also giving them comfort that the centre has capacity but is also backed up by the statutory agencies such as Jobcentre Plus.
- 6.37 The Greater Pollok Accord is an agreement between GPW, Retail Property Holdings (developer/landowner) and Bovis Lend Lease (the principal contractor), which sets minimum targets for community benefits to be achieved through the contract to construct Silverburn. It has to be written into all principal and sub contractor tender documents that they will work with the recruitment centre: they are contractually obliged to do this, the documents are legally binding. There are actually five main contractors at Silverburn, but for ease of communication it has been agreed that Bovis have a coordination role and are in charge of policing the Accord.
- 6.38 Bovis Lend Lease, as the principal contractor, has targets for recruitment of local people which they also pass on to their sub-contractors. In future sub-contractors will be given specific targets: number of jobs, number of trainees supported, number of apprenticeships, etc.
- 6.39 Equip/GSWRA liaises with all employers at Silverburn to maximise the employment possibilities available within the development. All applicants are offered the opportunity to increase their employability by undertaking training and guidance as they may require.

- 6.40 Much of the construction work is now complete, and the next phase is retail employment. At the time of writing, a website (www.silverburnjobs.com) and hotline number (0800 0223 444) had just been created to match a comprehensive database of employee skills with available positions at the Silverburn Shopping Centre.
- 6.41 One of the key points about the project is that the recruitment centre has dealt with a single landowner/developer – unlike the Edinburgh waterfront initiative, which involves three landowners. This inevitably makes communication and partnership less complicated in Silverburn. Further more Equip, as the local agency responsible for economic regeneration, took the lead from the start. They carried out a variety of local labour market analyses and looked at other initiatives in Glasgow – Braehead, Glasgow Harbour, etc – which helped them develop an understanding of how such initiatives work. Meantime they took the time to develop the relationship with RPH, continually ‘stoking the fire’ until eventually planning permission came through.
- 6.42 The entire Silverburn recruitment initiative is founded entirely on Equip’s relationship with the landowner/developer: Equip is the lead organisation, and RPH has been happy to engage with them on that basis.

Resourcing

- 6.43 Equip has been comparatively well funded to carry out its main functions, which include getting local people into jobs. The organisation has not received additional funding for the recruitment centre – it has been an integral part of their core business.
- 6.44 The developer/landowner, RPH, is providing free accommodation (in a portacabin, similar to EWRC, but considerably larger). Resourcing is as follows:
- 2 intermediaries (construction and retail)
 - 2 recruitment advisers
 - 1 operations manager
 - 1 retail coordinator
 - 1 administrator / management information
 - plus back-up from the entire Equip team encompassing guidance, training, etc, and a call centre which is an intermediate labour market project.
- 6.45 This has been the dedicated team for Silverburn since May 2005. The total cost per annum is around £300K (Equip’s overall annual expenditure has been around £3m).

Intermediaries

- 6.46 One of the key features of the Silverburn recruitment centre is the employment of intermediaries in construction and retail. These are individuals employed by Equip who have industry experience in the sector. Their job is to liaise with employers in their sector (construction and retail respectively). For example, the construction intermediary liaises

between the lead contractor and their sub contractors; he attends their weekly site meetings, etc, where he picks up knowledge and understanding of contractors' needs and translates this into job and/or training requirements. Because he has direct experience in the construction sector, he has credibility with the contractors: they trust him, because he speaks the same language. He understands the various issues surrounding the industry seasonality (e.g. contractors do not have to explain to him that some periods are quieter than others, which impacts on job outcomes, etc).

- 6.47 By having a retail intermediary the same advantages are gained with retail employers: the intermediary understands the culture and seasonality of the retail industry and the individual retailers within it. For example, in Silverburn the retail intermediary recognises that a particular supermarket chain is a 'hard' employer (which has an impact on staff retention, for example): it is important to have this kind of knowledge in order to make sure that people are put into the right jobs. A 'hard' employer = high staff turnover.
- 6.48 The employment of intermediaries from the industry in question alters developers' perception of the 'public sector': it puts forward a much more professional image.

Results to date

- 6.49 The Silverburn recruitment centre has focused initially on construction activity, which is now almost completed. To date, 103 sustainable job outcomes in construction have been found for local people, against a target of 150.

Table 6-2 Springburn: job outcomes to date (May 2005 to March 2007)

Description	Actual	Target
Total vacancies filled via Accord	75	150
Total sustainable construction jobs...	175	
...of which filled by local people	104	150

Source: Equip

- 6.50 With the construction phase almost completed, the focus of recruitment now lies in Retail. Targets for the future have been devised as follows: there will be around 3,000 retail jobs in total, of which around 20% are assumed to be internal transfers. Of the remaining 2,400 Equip/GSWRA aim to have 50% filled by local residents. Of those 1,200, 700 are assumed to be unemployed.

Success factors

- 6.51 Key success factors for the Silverburn initiative include:
- dealing with a single developer/landowner (rather than three in the case of EWRC)
 - being already established as the sole local regeneration agency with core funding to do this kind of activity
 - liaising with the developer for many years prior to planning permission being received – “getting in early, establishing relationships, building trust”

- the Pollok Accord takes forward good practice (based on Richard McFarlane’s “Local Labour in Construction”) –the principal contractor and sub-contractors have it written into their tender documents that they must work with the recruitment centre
- absolutely vital to have a construction intermediary – it provides credibility with the developers.

Summary of key points

- 6.52 Our research has not identified another initiative elsewhere which is directly comparable to the EWRC. Initiatives such as Silverburn and Braehead are broadly similar, in the sense that they seek to get local people into local jobs, but the nature of the Edinburgh Waterfront development (i.e. not constricted by time, and over a wide geographical area) distinguishes it from these projects. The Clyde Waterfront in Glasgow is the most directly comparable project in development and construction terms, but employment there is handled by a number of different agencies and there is no single recruitment centre.
- 6.53 Nevertheless, there are certain elements of good practice from elsewhere that are directly applicable to the EWRC. Likewise, some of the weaknesses highlighted by the Braehead development are also relevant.
- 6.54 The key points of relevance to the EWRC include the following:
- good practice research and the direct experience of Equip at Silverburn show that the appointment of intermediaries with industry experience is vital to the success of this kind of project
 - it is important to be clear about target outcomes from the start (e.g. what do we mean by ‘local’? what proportion of jobs should go to local people?) and conduct rigorous monitoring against those targets
 - experience from Braehead shows that the lack of a common agenda between public agencies – e.g. variance in priorities between Jobcentre Plus and other interested stakeholders – can be a problem.

7: The forward look

- 7.1 In our final chapter we set out a forward look for the EWRC. We turn first to the conclusions from our work and then to their implications for the way forward.

Conclusions

EWRC performance

- 7.2 The EWRC appears to have been relatively successful. In the period July 2005 to February 2007 it has achieved the following:

- 304 individuals have been helped into jobs in the period since the EWRC has been operational, of which 94 (31%) are local residents
- 100 people have been employed in the construction sector, of which 24% have been from North Edinburgh
- 35% of jobs have been filled by people from disadvantaged areas (North Edinburgh, Craigmillar, South Edinburgh, Wester Hailes and the strategic programme area.).

- 7.3 This performance has been achieved despite challenging circumstances. The project secured a manager less than a year ago and is housed in less than attractive accommodation. In addition, whilst the key funders are clear about respective roles and remits, the wider partnership has sometimes perceived a blurring of boundaries between ‘strategic’ and ‘operational’ responsibilities. This has contributed to a lack of clarity over the mix of objectives and priorities of the EWRC. Furthermore, monitoring and reporting have not been efficient.

The case for the EWRC

- 7.4 The rationale for the EWRC remains strong in the minds of the stakeholders. The project’s contribution is valued by the small number of employers who have been meaningfully engaged. Both stakeholders and employers consider it can contribute more to the Waterfront development. There is acknowledgment that EWRC needs additional support – both in terms of resourcing and strategic support to help provide additional impetus to its efforts.

Clarity over EWRC role

- 7.5 Although the key funders have been clear from the outset about what the EWRC aims to achieve, its primary role has been unclear to some members of the wider stakeholder group. Whilst there is a pool of highly supportive stakeholders who all regard the centre as having a fundamental place in the Waterfront development, their views on its actual operational purpose are much less clear. From our consultations the role of the centre falls broadly into having two main functions: to work with local employers to meet labour demand, and to assist residents of the North Edinburgh area to find suitable employment opportunities.

- 7.6 However, whilst many local individuals have been assisted into jobs, there is little evidence to suggest that employers have been proactively targeted and encouraged to use the Centre despite this being a key lesson learnt from the Ocean Terminal experience. Ocean Terminal demonstrated that a critical component of operating such an initiative is the need to focus on employer needs and to tailor training and jobseekers accordingly. The issue here has become more complex given the slower pace at which development has progressed.
- 7.7 Other local issues causing concern among the community - such as affordable housing, wage rates and the lack of construction jobs - are outwith the scope of the EWRC's activities.

Communication

- 7.8 Allied to the above is the issue of communication. What the EWRC achieves is not widely appreciated. What it can contribute, particularly to local employers, is also understated. A stronger communication effort should be part of the future for the EWRC.

A place in the community

- 7.9 The EWRC does not have a significant physical presence in the community. Its visibility has improved, mainly due to the opening of Telford College and by the flow of people to and from it. That said, it is difficult to imagine that the centre would attract much 'passing trade' with a location tucked away in the shadow of Telford College.

Good practice lessons

- 7.10 There are real challenges in finding genuine comparator initiatives from which meaningful good practice lessons can be directly drawn.
- 7.11 However, academic research backed up by experience at Silverburn indicates the importance of having a common agenda (and vocabulary) between agencies and the need for clarity over objectives and target outcomes. A particular success factor is the appointment of intermediaries with industry experience and credibility who can liaise with contractors and retailers.

The way forward

- 7.12 There is a very positive environment within which the future development of the EWRC can take place. It enjoys political, economic, business and local stakeholder support. There are genuine long term prospects for significant job creation on the Waterfront. There is shared recognition of the challenges EWRC faces and of the need to establish a project that is equipped to more fully exploit its role.

Future options

- 7.13 Several options were put forward by stakeholders as ways of developing the EWRC in the future. These were suggestions rather than firm proposals, and are included here for the purposes of aiding discussion:
- re-locate the EWRC to a more high profile location such as Telford College

- bring it into another organisation such as Waterfront Edinburgh Ltd
- consider its future development in the context of the new stakeholder arrangements developing through the Edinburgh Waterfront Partnership.

Create a plan

7.14 Our principal recommendation to the steering group is that a process of action planning is carried out. There is little, if any, need to revisit the rationale for the project. What is required is that the EWRC is re-focused and placed onto a stronger, more purposeful footing on a basis agreed and supported by all. At the strategic level Edinburgh Waterfront Partnership has a decisive contribution to make here. At the operational level the desire for a stronger role for EWRC is palpable.

Build consensus

7.15 Action planning is the process whereby those responsible for implementation are aware of exactly which activities are required, by whom and by when. The planning process will also assist monitoring and evaluation of progress in implementation¹¹.

7.16 The overarching aim of an Action Plan is to achieve agreement among the relevant parties on the responses to five key questions:

- what needs to happen?
- by when?
- who has lead responsibility for delivery?
- what is the nature of potential risks to delivery and how will these be managed?
- who else needs to be involved?

7.17 As it is developed the EWRC plan needs to be tested against these criteria. The Plan also needs to set out the answers to these questions for each of its priorities.

Elements of the plan

7.18 Action plans vary in their degree of specificity. The EWRC plan's main aim is to provide an overall framework for the partners to work and "think" within, plus some early SMART¹² tasks.

7.19 The plan ought to have a framework consisting of the following elements:

- **structure** - with clear statements of who is responsible for delivering what and by when for a set of early stage SMART tasks and outputs, with
 - definition of outputs and the tasks to delivery them

¹¹ www.strategy.gov.uk/su/survivalguide/skills

¹² SMART - **S**pecific, **M**easurable, **A**chievable, **R**elevant and **T**ime-bound

- definition of milestones for the critical tasks and outputs
- clarity over any interdependencies and the sequencing of tasks and outputs
- clarity over who takes lead responsibility and who else should contribute
- **risk assessment** - identifying potential risks to delivery - their likelihood and potential impact - and indicating how these potential high probability/high impact risks might be mitigated
- **monitoring, evaluation and feedback procedures** - based around a statement of what successful outcomes would look like, key success criteria are proposed and mechanisms for tracking progress recommended.

Sustainable development

- 7.20 The EWRC set out to tackle a specific set of issues on a project basis. Stakeholders have to decide and make clear their decision whether the next stage in the EWRC's existence is as a specific time bound intervention. Alternatively, it should be resourced for the longer haul with commitment to the sustainable development of the communities of North Edinburgh whose future will underpin much of what the city and beyond expect from the Waterfront's success.

Annex A: Consultees and contacts

A.1 List of stakeholders and partners consulted during the course of this review.

Name	Organisation
Ann Confrey	Proscot on behalf of National Grid
Barbara Dawson	EWRC
Christine Doherty	North Edinburgh Area Renewal
Clare Douglas	Margaret Hodge Recruitment
Cllr Billy Fitzpatrick	City of Edinburgh Council
Cllr Elizabeth McGinnis	City of Edinburgh Council
David Haggarty	StreetLife Fare
David Leven	SEEL
Gordon Morrison	Amey Business Services
Hayley Dillon	TIE
Ian Cooke	Pilton Partnership
Jackie McMillan	SEEL
Jane Kerr	Capital City Partnership
Jim Galloway	City of Edinburgh Council
Jim O'Rorke	EWRC
Julia Hodgson	Scottish Gas Networks
Keith Anderson	Waterfront Partnership
Mags Johnston	EWRC
Malcolm Buchert	Forth Ports
Marilyn Keilloh	Stepping Stones
Matthew Crighton	Capital City Partnership
Nina McElroy	Waterfront Edinburgh Ltd
Ray Harris	Telford College
Robin Williamson	Lofthus Signs
Sandra Inrig	EQUIP
Sharon Telford	Jobcentre Plus
Stephen Izatt	Waterfront Edinburgh Ltd
Vikki Westwood	Forth Ports

Annex B: Evidence log

B.1 List of documents and papers used during the course of this review.

Publication	Author/source
Strategic Operating Plan 2005-08	Scottish Enterprise Edinburgh and Lothian
Strategic Operating Plan 2007-10	Scottish Enterprise Edinburgh and Lothian
Joined up for jobs - Edinburgh's Employability Agreement (2005 Edition)	Capital City Partnership
A Community plan for Edinburgh: The key challenges 2004-2010 (August 2005)	Edinburgh Partnership
Edinburgh Waterfront: Economic Impact Assessment (Draft Final Report, November 2006)	Roger Tym and Partners
A vision for the Waterfront: the way ahead (planning committee papers, 9 March 2006)	City of Edinburgh Council
Edinburgh Waterfront EWRC: Community Survey	Scottish Enterprise Edinburgh and Lothian
Strategic Position Paper: Edinburgh Waterfront EWRC	Jim Galloway (City of Edinburgh Council) Jackie McMillan (SEEL) Jim O'Rorke (EWRC)
North Edinburgh Waterfront EWRC Business Plan (December, 2004)	EKOS Limited
Edinburgh Regeneration Outcome Agreement: Annual Report 2005/06 (June 2006)	Capital City Partnership
Edinburgh Waterfront EWRC Managers Report <ul style="list-style-type: none"> • July 2006 • October 2006 • November 2006 • January 2007 	Jim O'Rorke (EWRC)
Labour market profiles <ul style="list-style-type: none"> • Granton • Pilton • Muirhouse/Drylaw 	NOMIS (www.nomisweb.co.uk)
Edinburgh Waterfront Partnership Accord	Scottish Enterprise Edinburgh and Lothian
Edinburgh Waterfront Recruitment Centre Roles and Responsibilities	Scottish Enterprise Edinburgh and Lothian
Edinburgh Waterfront Recruitment Centre Partner Service Level Agreement	Scottish Enterprise Edinburgh and Lothian