

Inclusive Growth in Bristol:

The Role for Housing, Worklessness & Skills Policy

A report prepared by Centre for Cities for Bristol City Council

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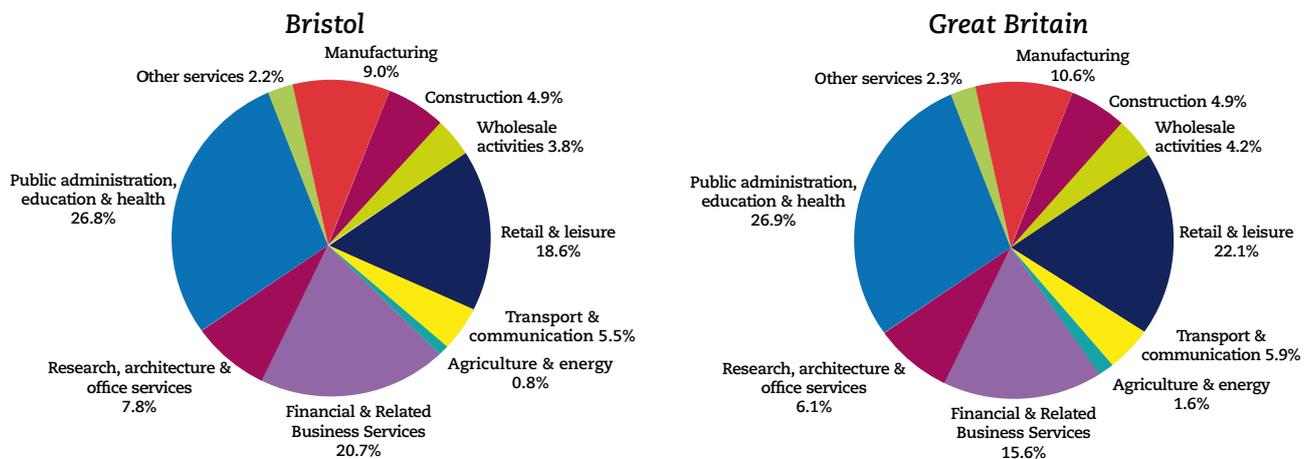
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Introduction

Bristol is a Partner City in the Centre for Cities research programme ‘*Unlocking City Potential and Sustaining City Growth*’. The programme works closely with a small group of cities to inform economic development strategies and improve economic performance. In agreement with Bristol City Council, this report sets out policy analysis and recommendations to help Bristol achieve inclusive growth, with a focus on two principal questions:

- How can the creation of mixed communities regenerate deprived areas, and what role does the community itself need to play?
- How can Bristol’s worklessness and skills policy ensure that, when the upturn comes, Bristol’s most deprived communities are included?

The analysis and recommendations are particularly applicable to the regeneration of South Bristol, but will have relevance to other deprived parts of the city.



Source: NOMIS 2008 Annual Business Inquiry Employee Analysis for 2007 data

Key recommendations

- **Bristol City Council and the West of England Partnership should use the period of recession to set plans for mixed communities within an economic framework that links housing provision to wider economic objectives.** This framework will need to consider the phasing, as well as the mix, of housing and employment growth. Immediate priorities should include site assembly, infrastructure provision, and purchasing reduced price land and housing stock - to ensure that when the upturn comes, swift progress can be made.
- **In the recession, the West of England Partnership should plan ahead for the skill needs of businesses likely to be attracted into the new growth point, to ensure future employment opportunities are created.** The Employment and Skills Board should commission a long-term skills need assessment, with a focus on South Bristol.
- **As macro-economic conditions improve, from 2010 at the earliest, West at Work should extend local employment initiatives to address the wider barriers workless communities face.** Third sector providers, including housing associations, should be used to link communities in South Bristol to employment opportunities that will be created on key development sites.

Macroeconomic context

The credit crisis in the financial markets has now become a crisis in the broader UK and global economy. The UK is now officially in recession and the fall in GDP in the last two quarters (a decline of 2.1 percent) is now nearly as deep as the whole of the 1990s recession (2.5 percent). The problems within the financial system, which have constrained the supply of available credit, are far from solved. Forward looking indicators in the latest business surveys suggest that output has continued to deteriorate during the first quarter of 2009.

Given the momentum of the decline and the global nature of this downturn, GDP during 2009 is expected to contract by more than three percent, and the eventual peak to trough decline may now exceed the falls during the early 1980s (4.5 percent peak to trough). In that recession the unemployment rate rose from four percent to 10.6 percent (measured by the claimant count rate). In this recession we start from a lower level (2.5 percent as of Q3 2008), but we expect a rise of more than 1 million over the next two years.

Opportunities and challenges to inclusive growth

Worsening economic conditions add to the longstanding challenge of concentrated deprivation in South Bristol. The local economy lacks new employment opportunities, after the closure of the traditional industries, and residents of large, predominantly social housing, estates are poorly connected to areas of jobs growth. The workless have typically been disengaged from the labour market for a sustained period of time, and face multiple barriers to employment. This is reflected in high levels of health deprivation and disability; barriers to housing and services; and education, skills and training deprivation.

The Centre for Cities recent annual report *Cities Outlook 2009* revealed that all cities will be exposed to the recession, and Bristol has proved to be no exception¹. If UK output contracts by 2.5 percent in 2009, according to Oxford Economics forecasts, the total numbers of jobs lost in Bristol would be up to 20,600 by 2011 - 5.2 percent of the total employment in 2007. Unemployment would rise to 5.6 percent, peaking in 2011². This forecast will significantly underestimate the number of job losses if GDP contracts by more than three percent. Although the unemployment rate in the city is not expected to exceed the national average, the large number of jobs expected to be lost in 2009 alone risks pushing the workless further from the margins of the labour market.

1. Centre for Cities (2009) *Cities Outlook 2009* London: Centre for Cities

2. Larkin K & Cooper M (2009) *Into Recession: Vulnerability and resilience in Leeds, Brighton and Bristol*. London: Centre for Cities

With employment opportunities weakening, and Job Seeker Allowance rates rapidly climbing, Bristol will need to guard against the detraction of attention and resources from the long-term workless. The focus needs to be on raising skill levels, in addition to addressing broader barriers to employment, to ensure that the workless are in the best position to take up the jobs that will be created when the economy recovers.

In the longer term, demand for skills and labour will increase as Bristol experiences a slowdown in the growth of the working age population, and large numbers of the workforce reach retirement age. Unless these longstanding issues can be tackled, high rates of worklessness risk undermining the city's prospects for growth when the economy looks up.

The designation of South Bristol as a priority area within the West of England new growth point will present a significant, but longer term, opportunity to help achieve more inclusive growth³. Subject to Regional Spatial Strategy and Bristol Development Framework processes, South Bristol is set to deliver up to 12,719 homes and 12,390 jobs in the period from 2006-2026⁴.

The new growth point plans were submitted before the recession, which will be more severe and protracted than previously thought. Nevertheless, as a long-term strategy for providing the housing and infrastructure necessary to support future growth, the new growth point provides greater scope for pre-planning. As a long-term strategy, several of the policy recommendations made here will be longer term objectives, to be enacted as macro-economic conditions improve. In the interim period, it will be crucial that Bristol works with its partners to influence local housing, worklessness and skills policy so that, when the new homes and jobs are delivered, the city's most deprived communities will benefit.



3. The West of England was designated new growth point status in 2006, including South of Bristol as a priority area. The new growth point initiative is designed to help relieve housing supply constraints and support 'sustainable growth' – sustainable environmentally and in terms of infrastructure provision. These plans will be important to underpin the sub-region's future growth, to prevent high house prices from constraining labour supply, and will help to relieve mismatches between the location of jobs and the resident workforce. Source: West of England Partnership (2008) Purpose and Scope of the West of England Partnership Joint Scrutiny Committee 11 July 2008, Agenda Item 4

4. West of England Partnership (2008) Regional Funding Advice 2 Submission

The role for housing policy



Bristol's high quality built environment, and associated quality of life, has been a key factor in supporting the city's prosperity⁵. Not all parts of Bristol have shared in this success – notably South Bristol, and parts of the inner city. The workings of the housing market, and an increasingly constrained social housing allocations process, have concentrated low income and workless groups together in poorer quality housing and neighbourhoods⁶. These areas are characterised by high levels of crime, poorly performing schools and lower levels of public and private amenities – ultimately serving to compound the level of disadvantage⁷.

These area characteristics have worked against the city's efforts towards economic regeneration and restructuring in South Bristol, acting as a deterrent to the attraction of higher skilled residents and business investment. The damaging effect of living with a high proportion of other workless people, including limited information about jobs and poor role model effects, is believed to further constrain social mobility of existing residents⁸.

Mixed communities

The mixed communities model aims to address spatial polarisation through the creation of neighbourhoods that can attract and retain different household types - such as families with children, single person households and older people - on a wide range of incomes. The creation of more economically diverse communities can help to dilute the concentrated affects of poverty and reduce the area stigma that has traditionally segregated Bristol's communities. This is achieved through providing a broad range of different housing types and tenures, alongside improvements to the wider physical environment.

In support of mixed communities, evaluations reveal that mixed neighbourhoods are not characterised by the problems often linked with exclusively low income areas⁹. Mixed communities have been found to lead to a reduction in crime, the provision of better services and amenities (supported by a wider range of incomes), increased aspiration (through opportunities for enhanced social networking), raised neighbourhood satisfaction and quality of life.

The designation of the West of England as a new growth point presents an opportunity for investment in mixed communities to improve social outcomes for existing residents, and help steer future growth in a more spatially balanced manner. Bristol is tightly bounded, with limited land availability and (pre-downturn) faced significant growth pressures. Investment in high quality housing and infrastructure has the potential to attract new residents and businesses priced out of the rest the city, as the property market rebounds.

5. Parkinson M et al (2006) *State of the English Cities: The Competitive Economic Performance of English Cities* London: CLG

6. Paskell C & Power A (2005) *The Future's Changed: Local Impacts of Housing, Environment and Regeneration Policy since 1997* London: CASE

7. Cheshire P (2007) *Segregated Neighbourhoods and Mixed Communities* York: Joseph Rowntree Foundation

8. Sanderson I, Green A & White R (2005) *New Deal for Communities: The National Evaluation Research Report 62: Employment Strategies in Newham and Hull NDC* Sheffield: Sheffield Hallam University

9. Allen et al (2005) *Mixed Tenure, Twenty Years on – Nothing out of the Ordinary* York: Joseph Rowntree Foundation; Berube A (2005) *Mixed communities in England: A US perspective on evidence and policy prospects* York: Joseph Rowntree Foundation; Tunstall R & Fenton A (2006) *A Review of Research on Mixed Income, Mixed Tenure and Mixed Communities. What do we know?* London: Housing Corporation

The challenge of the current marketplace

During 2008, Bristol's house prices suffered a 17 percent fall¹⁰. This market instability has significantly increased the challenges of creating mixed communities. Not only are developers experiencing major liquidity issues, they are also seeing less gain and more risk in lending for regeneration schemes. Planning tools, such as Section 106, will have limited leverage.

Bristol will need to focus on site preparation and assembly, infrastructure provision, and pushing schemes through the planning process - so that when the market turns up, swift progress can be made. The Homes and Communities Agency's expertise should be used to parcel up and prepare fragmented sites, which will enable greater control of the overall mix and design.

Delivery mechanisms may need to be adjusted to fit the new marketplace. Bristol's local housing company reveals the potential for joint ventures and local asset based vehicles to help de-risk the development process. Similarly, private sector landowners could be encouraged to lease land for developers to build on, delaying capital receipts until the housing stock has been sold.

The Homes and Communities Agency may need to provide gap funding for developers experiencing liquidity problems, where economic development impact can be maximised and employment creation will cushion the impact from recent construction sector layoffs. Arrangements can be put in place for the public sector to reap a proportion of the returns when the market rebounds.

The current market also offers some opportunities. Bristol can take advantage of reduced price land and housing stock. Although there will be limited scope for tenure diversification in the short-term, a proportion of these properties can be sold or rented on the open market, when housing and credit markets recover. Public funds should also aim to take advantage of lower land prices in high value areas to inject a greater mix of housing tenure.

It will be important to ensure that the recession does not reduce the quality of the developments going forward, if higher income groups are to be attracted into the area. The development of the new growth point is based on a 20 year vision, which will provide greater scope for negotiation and pre-planning with private sector partners. This should include plans for investment in construction skills, through an increase in the number of apprenticeships, and in sustainable construction methods to help meet zero carbon targets by 2016.

Mixed tenure

South Bristol's housing market is largely comprised of a mix of council houses, Registered Social Landlord (RSL) housing and Right to Buy (RTB). Although this is considered to be 'mixed tenure', the area remains socially homogeneous and suffers from many of the problems associated with concentrated poverty similar to that of mono-tenure estates.

Many of the more successful examples of mixed communities have involved significant demolition, or have been built on sites with few or no existing residents (such as the Greenwich Millennium Village, London). This provides policy makers with greater control over the design and mix. Examples of creating more balanced communities on currently occupied housing estates are comparatively harder to come by.

The example of the SAVE (Selling Alternate Vacants on Existing estates) programme offers one model, where re-lets were offered on the open market instead of through RTB.

10. Nationwide (2009) House Price Index www.nationwide.co.uk/hpi/historical/q4_2008.pdf

The SAVE programme, York¹¹

In 1998 the Joseph Rowntree Housing Trust introduced a planned programme of tenure diversification to combat the process of decline and stigmatisation in the model village of New Earswick, York. The scheme allows for 50 percent of re-lets to be offered on the open market for sale or shared ownership, with sales proceeds used to replace the stock. Scepticism as to market demand for housing on hard to let estates proved unfounded, where the use of estate agents was found to be more successful than housing association staff. Issues around buy-to-let were overcome through 'buy back' and 'sub-letting' clauses.

The area now has 21 percent of the stock either leasehold, low cost home ownership or fully owner-occupied. The higher proportion of economically active residents has supported the sustainability of the local school, shops and services, with an improvement in perceptions of the area reflected in rising property values.

When macro-economic conditions improve, Bristol would find this approach a more effective tool to create mixed communities on existing estates, relative to RTB which can involve discounts of up to 70 percent. The sale of vacants on the open market is more likely to attract new, higher-income occupiers able to afford a full mortgage, and the proceeds raised for replacement housing will be significantly higher. The SAVE approach also has the advantage of allowing the landlord to identify which properties should be selected, providing greater control over the balance of mix.

- In the short-term, Bristol should use the period of recession as an opportunity to purchase reduced price land and housing stock. In the longer term, a proportion of these properties could be sold or rented on the open market, to inject a greater level of mix – using the SAVE approach above. It will therefore be important to ensure that market conditions do not impede the quality of developments going forward.
- Although the recession has constrained the viability of low cost home ownership (LCHO) schemes, levels of local demand suggest there is scope, in the longer term, to experiment with LCHO models. Varying the level of equity share will enable these schemes to be affordable to a wider range of residents¹². In the short-term, properties could be let for intermediate rent - enabling tenants to save up for a deposit, with a view to purchasing a share as the credit market recovers.



- The private rented sector also has an important role to play as part of the overall tenure mix. Bristol should aim to provide a proportion of well-managed, high quality rented accommodation, that is closely aligned with the nature of demand. This can help to attract young professionals into an area, revive local housing markets and support labour market flexibility¹³. The present lack of credit may mean that engaging with overseas institutional investors is the most viable option, where investment in large-scale rental developments can bring economies of scale, and help raise quality standards¹⁴.

11. Martin G & Watkinson J (2003) *Rebalancing Communities by Mixing Tenure on Social Housing Estates York: Joseph Rowntree Foundation*
12. This should be alongside other adjustments to LCHO models, such as simplifying schemes to reduce levels of bureaucracy and improved marketing to provide better access to information.

13. Bill P, Hackett P & Glossop C (2008) *The Future of the Private Rented Sector London: The Smith Institute*

14. For example, pension and sovereign wealth funds in parts of Asia and the Middle East – although the global downturn is now also starting to threaten these previously 'cash rich' investors.

Demographic and social mix

Mixed tenure alone will not attract a more diverse range of residents, as South Bristol exemplifies. Longer term plans also need to be made for who should be housed – for example in terms of age, and household type – with implications for housing design, form and size. A lack of family homes, for example, can limit community stability, if residents have to leave the neighbourhood as their household expands¹⁵.

Maximising the range of housing by type, size and affordability will also help to ensure a more graduated range of incomes, often implying a mix of employment patterns. Without income graduation, the differences in lifestyle will result in minimal overlap in the use of services and amenities, limiting the intended benefits for the less well off¹⁶.

Although the evidence base behind both the levels of, and benefits from, cross-tenure social interaction is weak, the research that is available points to the children of lower income residents as the primary beneficiaries¹⁷. Attracting higher income families can contribute to the achievement of economic objectives through, for example, the educational benefits from a more balanced school intake.

The supply of family homes can be constrained by development economics. Developers often lack confidence in the family market and, where land values are high and there is a market for smaller units, these are often considered more profitable. Public sector influence throughout the planning and delivery process is therefore important if the desired mix of household types is to be secured.

- Longer term housing plans in South Bristol need to provide a broad mix of housing types, such as small flats for single or elderly residents, larger flats for couples, and houses for families.
- For developments to attract young families on higher incomes, investment in good schools, well designed housing, and wider quality of life factors will be a pre-requisite.
- Getting the precise mix right between the different tenures and household types will require careful analysis of market demand. Consideration will need to be given, not just to the tenure mix of new developments, but also to the whole market area and how new developments will affect the overall market profile¹⁸.

Mixed-use

Although evaluations of mixed community initiatives reveal positive social outcomes, the impact on key economic indicators, most notably employment, has been less evident. Mixed communities effectively raise incomes, standards and employment rates by bringing in new better-off people – not necessarily by improving the economic prospects of existing residents.

15. Sustainable Development Commission (2003) *Mainstreaming Sustainable Regeneration: A Call to Action* London: Sustainable Development Commission

16. Power A et al (2004) *A Framework for Housing in the London Thames Gateway* London: LSE

17. Silverman E, Lupton R & Fenton A (2006) *A Good Place For Children? Attracting and Retaining Families in Inner Urban Mixed Income Communities Great Britain York: Joseph Rowntree Foundation*

18. Bennett et al (2006) *Would You Live Here?* London: ippr

In the longer term, mixed-use development will be an important way of linking housing to wider economic objectives in South Bristol. As macro-economic conditions improve, attracting businesses into deprived neighbourhoods will help to provide local employment opportunities and relieve mismatches between the location of jobs and the resident workforce. Attention, however, must be paid to the type of jobs created, if employer demand is to match the skills profile of local communities, as well as new residents.

Coordination with employment and training agencies will be crucial if local people are to have the skills to access jobs generated locally, and in the wider market area. Unless existing residents have the skills to compete with in-commuters and new residents, inequalities can be exacerbated by investment in housing and transport infrastructure.

One Brighton and the New England Quarter, Brighton¹⁹

Outward growth of Brighton and Hove is severely restricted. Since the 2001 Local Plan, Brighton Council has aimed to relieve growth pressures through raising housing density to intensify development within the existing settlement pattern. The New England Quarter Masterplan will help to achieve this, and deliver affordable housing, through a residentially-led mixed-use scheme on the largest brownfield site in the city (8.75 ha).

Located adjacent to Brighton railway station, the private sector-led development aims to catalyse regeneration in the surrounding area, linked to the nearby creative quarter and the development of a new commercial quarter. Development plans were aligned with wider economic objectives set out in a regeneration strategy: to revitalise the area through the creation of attractive residential and commercial space, to attract businesses and higher-income residents, alongside initiatives to raise skill levels, and promote economic inclusion. Construction work began in 2004 and most of the schemes are near completion, including:

- Offices, workspaces and two hotels
- A training centre and language school
- 355 residential units
- New community and retail facilities
- Green space provided on former railway land; and
- New road infrastructure and pedestrian links

Within the masterplan, the One Brighton development - a partnership between the council, and developers Quintain Estates and Crest Nicholson - will accommodate 172 residential units (comprised of 'eco-studios', 1-bed, 2-bed and 3-bed units). The development is designed to achieve an 'excellent' eco-homes rating, and at least 30 percent of the properties will be shared ownership or socially rented. A Residential Management Organisation is to be established – for both residential and commercial tenants – in addition to a Community Interest Company, which will extend management to neighbouring areas. Approximately 71 full-time employment opportunities are expected to be created through on-site provision of office and retail space, and community training initiatives.

19. *Urban Initiatives (2007) London Road Lewes Road Regeneration Strategy London: Urban Initiatives*

- As the previous example illustrates, longer term housing plans in South Bristol will need to accommodate a mix of residential, service and commercial uses - to generate footfall, attract businesses, and higher income residents²⁰.
- Increased densification, and experimenting with new design methods, will be important planning tools to support economic opportunity and the viability of transport provision. Given Bristol's space constraints, this will also help to address the trade-off between the provision of housing for higher income groups, and the need to meet challenging affordable housing targets, as adopted in the Brighton and Hove Local Plan.
- If lower value areas in South Bristol are to attract private investment, high quality sites will need to be provided, alongside plans for a well-designed urban form. This will require plans to move away from a focus on individual developments, towards a 'place-based' approach to the whole area, as adopted in the New England Quarter Masterplan²¹.
- Attracting higher income groups and inward investment is not a linear process and adopting an integrated approach to investment will be essential²². Funding commitments for infrastructure, for example, need to be in place before housing and employment plans go ahead. Any uncertainty will pose strategic risks for the private sector, and for public agencies charged with delivering housing.
- The period of recession should be used to set plans for mixed communities within an economic framework that links housing provision to wider economic objectives. This framework will need to clearly set out the phasing, as well as the mix, of housing and employment growth to attract higher income groups and inward investment. Immediate priorities should include site assembly and infrastructure provision, so that when macro-economic conditions improve, swift progress can be made.
- For mixed communities to help tackle longstanding concentrations of deprivation and worklessness, the economic framework will also need to align Bristol's housing policy with policies that will address the underlying causes of disadvantage, such as employment and skills.



20. Bailey N & Livingston M (2007) *Population Turnover and Area Deprivation* York: Joseph Rowntree Foundation
 21. URBED (2002) *New England Quarter Masterplan* London: URBED
 22. Glossop C (2008) *Housing & Economic Development: Moving Forward Together* London: Centre for Cities

The role of 'community'

Bristol City Council should use the recession to plan for the 'bigger picture' issues that will ensure the economic development impact from housing investment can be captured. This needs to include plans for involving the existing community - from inception, through to design, delivery and management - to ensure the benefits extend to more vulnerable residents.

Community engagement

An analysis of previous attempts at community engagement, including the HMR Pathfinders, points to the following best practice approaches, which Bristol could usefully consider²³.

- Resident associations should be established to provide a forum for structured discussion to agree on the needs of the area, and how they can be met. These forums should be cross-tenure to prevent the development of separate associations. Where governance arrangements exist, such as Community Forums and Bristol's newly created Neighbourhood Partnerships, these should be used and extended - rather than new partnership structures created.
- Imaginative efforts need to be made to involve hard to reach groups. Approaches can include training members of the community to engage local residents and run events; working through trusted organisations based in the community, such as housing associations; and the use of community venues, such as local schools.
- The resident and business community should be involved in the delivery of mixed communities - for example local procurement policies should encourage contracts with local businesses. Other approaches have involved encouraging local people to choose the architect and influence layouts and styling, such as in the development of New Islington, East Manchester²⁴.
- If members of the community are to have the capacity to participate this may require investment in community skills, such as helping local residents to understand development plans and design issues. The provision of training and development programmes aimed at community groups will be particularly important, for example to help local groups deliver commissioned services as part of the third sector.

Community management

It is important that community participation is extended beyond the creation of mixed communities, to their long-term management. This should be placed within a wider strategy for 'place' management to enable problems to be tackled, such as anti-social behaviour, that initially deterred higher income residents. Community participation can also help to develop skills, raise confidence and aspiration, and ensure that the investment in new buildings and the public realm is sustained.

The Community Gateway model presents an approach to large-scale housing management that has been shown to contribute more to tackling social exclusion than traditional approaches to regeneration, with a focus on engaging hard to reach residents²⁵.

23. Audit Commission Regeneration Good Practice Guide www.audit-commission.gov.uk/marketrenewal/t4_sth1.asp; Lister et al (2008) *Community Engagement in Housing Market Renewal: A Good Practice Guide* Coventry: CIH; National Audit Office (2007) *Housing Market Renewal London: The Stationery Office*; Power A et al (2004) *A Framework for Housing in the London Thames Gateway* London: LSE; Shelter (2008) *Shelter's Response to the DCLG Consultation - Transforming Places, Changing Lives: A Framework for Regeneration*

24. www.newislington.co.uk/

25. *Any social landlord can adopt this model regardless of whether they are pursuing a change of management or ownership.*

Community Gateways, Preston²⁶

In Preston the approach involved developing a Community Empowerment Strategy to identify how tenants could increase their involvement in decision-making and management. Local Community Areas were identified, that were meaningful to residents, within which options for empowerment were offered and taken forward through local area action groups. Existing community groups were brought together as the Tenants Umbrella Group to serve as a representative voice for tenants. Community aspirations were debated, alongside options for how these could be achieved.

Tenants were also offered opportunities to influence the management of the Community Gateway, through having elected tenants on the Gateway Board itself. This was in addition to membership on the Gateway Tenant Committee to debate local issues and become involved in policy development. Work progressed to develop the skills of the Tenant Steering Group Committee, both informally and through a training programme. Importantly, links were made with wider regeneration strategies and initiatives – including neighbourhood renewal, Decent Homes, and neighbourhood wardens.

- Learning from the Preston example, Bristol should develop a community involvement plan, setting out the different engagement mechanisms and drawing on the city's diverse community and voluntary sector.
- This should aim for cross-tenure representation, structured around existing Neighbourhood Partnership arrangements, and link to wider regeneration strategies.
- Learning from Bristol's experience of neighbourhood management pilots, engagement with mainstream service providers will also be important - such as education and health - to enable service provision to be responsive to local need²⁷.

Key policy recommendations

- Bristol City Council and the West of England Partnership should use the period of recession to set plans for mixed communities within an economic framework that links housing provision to wider economic objectives. This framework will need to clearly set out the phasing, as well as the mix, of housing and employment growth, to attract higher income groups and inward investment.
- In the phasing of development, immediate priorities should include site assembly, infrastructure provision, and devising plans for community engagement - so that when the macro-economic conditions improve, swift progress can be made. In the recession, advantage should be taken of reduced price land and housing stock. In the longer term, a proportion of these properties could be sold or rented on the open market value, or for low cost home ownership, to inject a greater level of mix.
- For mixed communities to help tackle longstanding concentrations of deprivation and worklessness, the economic framework will need to align Bristol's housing policy with policies that will address the underlying causes of disadvantage (as examined below). This will help existing residents to access the economic opportunities that will be created as the new growth point plans progress.

26. Bliss N (2005) *Preston Community Gateway Birmingham: Birmingham Co-operative Housing Services*

27. *The Housing Forum (2008) New Management for New Mixed Communities Working Group Report London: The Housing Forum*

The role for worklessness and skills policy

The worklessness challenge facing areas such as South Bristol should not be underestimated. Although Bristol's Job Seekers Allowance claimant rate is low compared to other cities, this measure masks the scale of the city's worklessness challenge. The total number of workless in Bristol is larger than in poorer performing cities, such as Hull. In particular, the number of incapacity benefit claimants remains a longstanding, and increasing, issue. The number of claimants has increased at three times the national rate over the past five years.

Incapacity Benefit Claimants (%), South Bristol (2008)²⁸

| | |
|-----------------|-------|
| Hartcliffe ward | 12.3% |
| Filwood ward | 15.3% |
| Whitchurch Park | 11.9% |
| Bristol LA | 7.6% |
| Great Britain | 7.1% |

The city has engaged in numerous regeneration initiatives (including Neighbourhood Renewal, Objective 2, Single Regeneration Budget, and New Deal for Communities), but these programmes have been time limited, and limited in scope.

As area-based regeneration funding is scaled back, Bristol will need to focus on maximising the effectiveness of existing initiatives through a more integrated and targeted approach. Significant capital investment is planned, presenting an opportunity to strengthen the links between policies for growth and inclusion - through linking workless communities to the longer term employment opportunities this investment will bring.

Linking regeneration investment to workless communities

Substantial employment opportunities are expected to be created in South Bristol, as plans for the new growth point progress, and housing and credit markets recover. Bristol has had some success at securing local labour market and procurement contracts. Many of the jobs created through regeneration programmes, however, have been short-term, with little chance of progression.

The need to ensure longer term employment opportunities are created points to the importance of shifting the current focus from shorter term construction opportunities to helping beneficiaries secure jobs with end-use employers. Planning for this can be difficult when occupiers are not secured early on in the planning process. It may, however, be enough to have a good understanding of the sectoral composition to start planning training needs, as Bristol's experience with its own variations of local employment partnerships have shown – notably the West at Work-led 'Cabot Jobs' model²⁹.

28. NOMIS data for three of the most deprived wards in South Bristol, DWP Benefit Claimants (2008)

29. West at Work formed a partnership with the retail developer for Cabot Circus, Bristol Alliance, to offer a package of support to help unemployed residents from Bristol's deprived communities access the new jobs created. Services included: the promotion of vacancies through job centres and jobs fairs; a Cabot Circus Jobs Bus that visited deprived communities; free training courses developed with input from employers; and community work with local neighbourhood and voluntary groups. 76 percent of Cabot Circus employers took advantage of the services and 50 percent of the jobs were filled by local people from disadvantaged groups or target areas.

The purported success, pending evaluation, of the Cabot Jobs initiative reveals significant scope for Bristol to make greater use of tools such as Section 106 and local employment partnerships with end-use employers. Although the current economic climate means these tools will have limited leverage, many of Bristol's regeneration plans have long-term (up to 20 year) time frames. This will provide greater scope for negotiation and pre-planning.

- West at Work should use the interim period to plan for extended employer engagement, and input, in the design of Section 106 and local employment partnerships in South Bristol.
- The business case for employer engagement will need to be made through existing employer networks - such as the Employment and Skills Board, Business West and Business in the Community - both inside and outside Bristol's administrative boundaries. This will need to tackle:
 - Employer perceptions of the workless as low skilled and poorly motivated;
 - The lack of awareness about the value such recruitment services can bring (such as a reduction in recruitment costs, and the provision of employer-specific recruitment solutions to overcome skill shortages); and
 - A lack of awareness of the added value brought by the individuals themselves (in terms of workplace diversity, and in many cases higher staff retention rates)³⁰.
- As macro-economic conditions improve, by 2010 at the earliest, Bristol should make greater use Section 106 and local employment partnerships with end-use employers. Greater emphasis will need to be placed on job retention and progression to secure a long-term employment legacy.
- Learning from Bristol's Cabot Jobs experience, the timeliness of engagement will be key. Employers need to be involved as early as possible for training providers get an inside track on forthcoming vacancies. This will help the workless to meet job specifications, and be in a stronger position to compete as positions are advertised³¹.
- As the city's largest employer, Bristol City Council should lead by example and gear its own recruitment processes towards employing and training the workless, as a longer term objective. This should include the provision of apprenticeships, beyond construction skills. In the short-term, planning departments should speed up applications for projects that have the potential to deliver local jobs.



30. All Party Urban Development Group (2009) *Building Local Jobs London: BPF*

31. JRF (2008) *Local Initiatives to Help Workless People Find and Keep Paid Work York: Joseph Rowntree Foundation*

Ensuring regeneration investment benefits the hardest to reach

One of the biggest challenges Bristol faces is ensuring the benefits from local employment initiatives go to the long-term workless. Mainstream spend through JobCentre Plus currently targets unemployed groups closer to the labour market. Local initiatives, such as Cabot Jobs, have had limited success in providing the level of support individuals, such as incapacity benefit claimants and lone parents, need to stay in work.



The West of England's forthcoming Multi Area Agreement will need to grant Bristol greater flexibility over mainstream resources, if employment initiatives are to prioritise the harder to reach and go beyond addressing issues such as work and skills in isolation. If longer term funding arrangements can be secured, future contributions gained through agreements, such as Section 106 and local employment partnerships, will provide a more sustained employment legacy.

Using housing services to access workless residents

Multiple barriers of deprivation prevent the city's long-term workless from engaging with mainstream service providers. This reveals the importance of addressing underlying social issues (such as health and access to childcare), in addition to the economic causes of deprivation (such as skill deficits).

Working through trusted intermediaries, such as housing associations, is often found to be an effective way of accessing the harder to reach, through making training and employment schemes more 'accessible' and closely matched to the social and economic needs of the individual³².

The Peabody Trust, London³³

The Trust has a strong track record of linking housing services to the employability agenda through working closely with local authorities, mainstream service providers, and employers. The Trust operates eight community learning centres in central London through which neighbourhood advisers engage and support residents, many of whom have been out of the labour market for a long period time. The centres provide a combination of basic skills training, access to IT, integrated childcare, bespoke employability programmes and information, advice and guidance. For many of their service users, this will be the first training experience they have had.

The Trust is also involved in helping to deliver the City Strategy Pathfinders. The Trusts' sister organisation, the Community Based Housing Association, works in partnership with other RSLs to bring housing providers together to engage with tenants, as well as members of the wider community, through 'Single Points of Access'. These access points are established in community venues, such as schools and children centres, where residents can access everything they need to prepare for and find work or improve their skills. Services include: debt counselling, better off in work calculations, vocational skills development, language support, job preparation and job brokerage, financial support, and in-work mentoring.

32. Housing Corporation (2007) *Housing Associations Tackling Worklessness London: The Housing Corporation*

33. Source: stakeholder interview

The above example shows that, if the method of intervention can be got right, traditionally hard to reach residents can be engaged and supported into work and training. Bristol already has individual examples of good practice – for example the involvement of Sovereign Housing in the regeneration of the Barton Hill neighbourhood renewal area³⁴. This reveals the existing capacity of local housing associations to help deliver the city’s employment objectives.

- Bristol’s housing associations will play an important role in helping to deliver affordable housing in the new growth point. The council should work with Homes West to develop a similar single access model, building on Bristol’s existing network of community learning centres³⁵.
- Single access points should be linked to local employment partnerships. This will enable housing associations to support greater labour market participation amongst their tenants, tackling the relationship between social housing and worklessness.

Integrating health and employability services

Bristol’s multiple service providers often end up dealing with the same client group – through the provision of debt advice, housing provision, skills and employment support, and health services. Integrating service delivery, as in the example below, can be an important way of ensuring genuine partnership working across traditionally silo-ed service areas.

City Strategies are not just about new funding, but about making better use of existing investment in employment and skills at the local level, in order to benefit those with the greatest barriers to employment. Greater flexibility over mainstream funding, such as the Learning and Skills Council and JobCentre Plus, however is often found to be key.

Glasgow’s City Strategy: Building Bridges between Health and Employability Services³⁶

Glasgow City Strategy supports an innovative ‘Bridging Services’ model, which has been developed across the five Community Health Care Partnership Areas in Glasgow. The services are made up of multi agency teams, co-located in local venues most suited to making contact with people who have health and/or social care needs, and are distanced from the labour market. ‘Employability training’ was provided to support frontline health and social care staff to incorporate employability into their assessment framework. To date over 500 members of staff have been trained. This model is proving successful, with one Bridging Service receiving over 400 referrals in a six month period.

Core service areas, such as health, often need to be addressed before issues such as employment and skills can be effectively tackled. Integrating service provision will help providers to think outside of their own target framework and consider how success in one domain, and geographical area, can influence success in another.

- Given that the South Bristol urban extension will cross the North Somerset boundary, Bristol should use the City Strategy model to develop an integrated mental health service with North Somerset, alongside other core service providers, such as skills and employment. This approach could make a significant difference in Bristol, where tackling mental health related barriers will be key to tackling high rates of incapacity benefit claimants.

34. www.sovereign.org.uk/group/dev_regeneration.htm

35. Homes West is a strategic partnership, consisting of four housing associations selected by the four West of England councils to be the main means of delivering affordable housing in the sub-region.

36. Simmonds D & Bivand P (2008) *Worklessness: A City Approach* London: Centre for Cities

The role for intermediate labour markets (ILMs)

For residents who may find it difficult to hold down a job if placed into work, tailored training and progression on ILM schemes, often delivered through social enterprise organisations, may be appropriate. ILM schemes can provide a much needed bridge between long-term unemployment and the mainstream labour market, helping long-term claimants to develop basic skills, including help with job search, in addition to the confidence and experience of regular work³⁷.

Bristol's diverse community and voluntary sector has in the past demonstrated a good understanding of the personal and local barriers the long-term workless face. With greater scope to experiment with innovative and flexible approaches, relative to mainstream partners, the sector would be well placed to provide similar schemes.

Preston Road Works, Hull³⁸

The Preston Road estate is characterised by high levels of unemployment and economic inactivity, alongside low levels of income and skills. The local labour market offers entry-level vacancies, but lacks people with the basic skills to fill them. Preston Road Works began in 2001 to equip local people to access these jobs, as part of the New Deal for Communities programme.

The scheme attracts many of its clients through word of mouth, but the project team also works to attract residents who lack the information or confidence to approach the ILM office. Once recruited, participants receive support and assistance that responds to their individual needs, including personalised training plans, benefits advice and help looking for jobs in the active labour market. Employment placements include a range of types of work, including IT, construction and nursery assistants.

The scheme places a strong emphasis on building good relationships with local businesses, as many of the scheme's placements are with employers in the private sector. As the scheme has developed, it has used local labour market intelligence to identify gaps in skills and experience that employers require, and targeted its training to fill them. Employers have responded positively and are increasingly using the ILM scheme as a local recruitment agency.

Although ILM schemes have fallen out of favour in recent years, with cost per client higher than provision for other target groups, the outcomes regarding levels of deadweight (beneficiaries who would have found jobs anyway), job retention and earnings compare more favourably³⁹. With a contracting jobs market, the ILM model may be due a renaissance, but will need to be carefully developed to achieve a balance between levels of deadweight and lack of impact.

- Learning from the Preston Road example, ILM schemes in Bristol should focus on preparing clients to move into the formal labour market, and develop links with employers and mainstream delivery partners. This has proved a sticking point in past ILM schemes in the city. Employers need to be involved in ILM schemes from the outset both to secure buy in and enable provision to be sufficiently tailored to their needs.
- As Bristol City Council moves towards a stronger commissioning model, the capacity of the third sector may need to be developed to ensure community groups have the skills to engage with employers on local development sites.

37. Houghton S et al (2008) *Tackling Worklessness: A Review of the Contribution and Role of Local Authorities and Partnerships* London: CLG

38. Bickerstaffe T & Devins D (2004) *Intermediate Labour Markets: Final Report - New Deal for Communities: The National Evaluation* Sheffield: Sheffield Hallam University

39. Marshall B & Macfarlane R (2000) *The Intermediate Labour Market: A Tool for Tackling Long-term Unemployment* York: Joseph Rowntree Foundation

Increasing employment fields

Limited job search geographies represent a key barrier facing workless residents in South Bristol, where there are few local employment opportunities. Raising aspiration and confidence can encourage residents to travel outside their geographical comfort zone to access opportunities beyond the neighbourhood. This will also require increasing the recruitment field of employers, to encourage the advertisement of lower skilled vacancies to a larger spatial radius, and through more accessible channels⁴⁰.

Evaluations often reveal that help with travel to work, as part of the support to work package, is more likely to help beneficiaries obtain and retain jobs⁴¹. This will be particularly important in South Bristol, which is poorly connected to areas of jobs growth.

Merseyside bus service⁴²

Haydock Industrial Estate is one of the largest employers in St. Helens Metropolitan Borough Council, employing 4,500 people. St. Helens Chamber - in partnership with the Council and Merseytravel - identified the need for improved public transport provision, during shift times, to enable employees to access the Estate.

The chamber gathered an evidence base to demonstrate levels of demand. This was taken to the service operator Arriva, who agreed to run the service at a low rate given the off peak timing of the shifts. Three journeys were provided a day, and publicity campaigns were launched targeting businesses, employees and job agencies. Passenger figures have grown since the introduction of the service in February 2007, and the service now carries approximately 700 passengers per week. Employers have cited improved accessibility as a factor in helping to fill labour shortages.



Several employment initiatives in Bristol, where transport has been outside of the project remit, have been unable to get the harder to reach into sustained employment due to either the lack of public transport access or prohibitive costs⁴³. As with childcare, accessibility is as much about affordability as it is availability. This is excluded from JobCentre Plus 'better-off in work' calculations, but can make a substantial difference to the financial viability of entry-level jobs.

- Significant investment in public transport is planned to improve the connectivity of South Bristol. Given the long lead time of transport infrastructure, and potential delays due to the economic downturn, initiatives such as the Merseyside example above should be considered⁴⁴. This will help address barriers to work in the interim through joint working between the city council, local employers and transport providers.

Addressing skill deficiencies

Bristol continues to have a high proportion of NEETs (young people not in education, employment or training). At 7.3 percent, this is above the regional (5.5 percent) and national average (6.7 percent)⁴⁵.

40. For example, some local employers only advertise in local newspapers or only advertise online. This means that those outside the area, or without access to a computer/ICT illiterate residents, are automatically excluded from applying. Source: stakeholder interview.

41. Meadows P (2008) *What Works in Tackling Worklessness* London: LDA

42. www.beacons.idea.gov.uk/idk/core/page.do?pagelId=8947514; stakeholder interview

43. Source: stakeholder interview

44. www.thisisbristol.co.uk/news/New-Bristol-bus-route-revealed/article-626657-detail/article.html

45. *Connexions 2009 - an average of the figures provided by Connexions at the end of November 2007, December 2007 and January 2008.*

The problem is exacerbated by the number of school leavers who go onto jobs that do not provide training. Improvements to school performance and greater employer engagement in the 14-19 skills agenda will be crucial if Bristol's NEET issue is to be addressed.

Best practice initiatives aimed at NEET beneficiaries often stress the importance of a holistic understanding of what 'skills' are. In preparing individuals for employment, training programmes need to be coupled with help to raise aspiration, overcome confidence issues and improve communication skills. Soft skills such as these are highly valued by employers and will enhance an individual's chances of finding a job.

Equal Brighton & Hove: support for NEETs into employment⁴⁶

Equal Brighton and Hove (EBH) is an initiative which co-ordinates the efforts of over 50 organisations, including City College Brighton and Hove and local community organisations, to support local people into work and training. The partnership is managed by the Equal Management Partnership, which comprises key stakeholders, including the Learning and Skills Council and JobCentre Plus, and is chaired by the City Council. More than 3,000 people have accessed EBH's services to date (end 2007), including 600 NEET clients.

EBH created an employer engagement project to involve local businesses in the programme design, identify skills gaps and seek views on the best way of supporting the hard to reach back into employment. The partnership put together programmes that provide support according to the individual circumstances of those in the NEET group, including:

- The Brighton and Hove Community Initiative Aspergers project: provides intensive vocational support to incapacity benefit claimants. Key success factors include tutors' attention to specific learning barriers – such as dealing with frustration, and knowing how to ask for help. Participating young people value being in alternative learning environments which is different from school.
 - The Young People's Centre scheme: provides vocational support to young people through training programmes designed and delivered by previous beneficiaries. The project aims to reduce the barriers NEETs face in accessing employment and training, by working closely with partners to provide tailored courses. One-to-one counselling and guidance sessions help clients make decisions for themselves. This helps to ensure that they are in a better position to make informed choices about employment and training options.
- The above example in particular reveals the importance of pre-planning – where skills provision was mapped against individual need, and employer demand. Given the numerous training providers and initiatives underway, Bristol may benefit from a similar partnership approach to identify gaps in provision, and increase targeting on priority groups.
 - If Bristol is to avoid limitations on the employability and trainability of those entering the workforce for the first time, the city will need to ensure local schools are equipped to provide functional skills. As control over 14-19 education is devolved from 2010, Bristol will have greater scope to shape the city's learning offer to raise educational attainment and link this to local economic demand.
 - In the interim, the Education Business Partnership and the Employment and Skills Board should work together to build on existing partnership arrangement between schools, colleges (including the City Academies), universities and employers, with a greater focus on South Bristol⁴⁷.

46. www.idea.gov.uk/idk/core/page.do?pageId=8449043

47. The Education Business Partnership is run by Connexions West to engage employers across the Bristol city-region in supporting the learning and achievement of young people.

Meaningful work – training and progression

Despite the recession, Bristol continues to have hard to fill vacancies in sectors such as care and transport. Employers have increasingly turned to recruiting from the recent A8 migrant group on the grounds that local residents are unwilling to work in low paid/low status positions, often due to the lack of financial incentives involved (related to the ‘benefits trap’).

Training providers and Sector Skills Councils have an important role to play to encourage more progressive attitudes towards staff development and reduce reliance on the ‘low pay, low skill, high turnover’ business model of delivery⁴⁸. A greater focus on in-work training and progression will make these jobs more attractive to the local workforce, more rewarding to take residents out of poverty, and will encourage higher rates of retention.

The current economic climate increases the importance of engagement with employers, to ensure provision directly improves business competitiveness, so that jobs are secured⁴⁹. A key part of the problem, however, is that mainstream employment and training agencies are too far removed from the needs of local businesses – making it difficult to tailor supply and to ensure that national initiatives, such as Train to Gain, add value.



- Sector Skills Councils need to work more closely with colleges and other local training providers to facilitate a more informed approach to provision. This needs to be more sensitive to the needs of smaller businesses – both in terms of what training is provided, and how it is delivered.
- A particular challenge is engaging smaller businesses, which employ over four-fifths of all employees in the wider city-region, but offer less staff training than larger employers. The approach to stimulating employer demand for training needs to be tailored to the needs of smaller businesses, through more flexible delivery systems – such as the provision of shorter, unit-based qualifications more compatible with working hours, where units can be packaged together in a flexible way⁵⁰.
- In the recession, the West of England Partnership should plan ahead for the skill needs of businesses likely to be attracted into the new growth point, to ensure future employment opportunities are created. The Employment and Skills Board should commission a long-term skills need assessment, with a focus on South Bristol.
- With Bristol’s administrative borders significantly under-bounded, the Employment and Skills Board should increase employer engagement in training and progression across the city-region⁵¹. Enhanced levels of engagement in further education will help to tackle the lack of employer awareness of the support available, and instill greater confidence in provision⁵².
- Employers may also need additional support to understand their training needs, and how this relates to their business model. Reaching the city’s NVQ 2 targets will not automatically lead to progression, or improvements in business productivity, unless the business strategy of the organisation is also changed⁵³.

48. Payne J (2008) ‘Sector Skills Councils and Employer Engagement – Delivering the ‘Employer Led’ Skills Agenda in England’ *Journal of Education & Work* 42: 92-113

49. TUC (2009) *Skills in the Recession* www.tuc.org.uk/extras/skillsintherecession.pdf

50. Source: stakeholder interview

51. Under-bounding occurs when the administrative boundary of a city does not correspond with its real economic influence. The Bristol urban area accounts for about two-thirds of the employment in the wider city-region. See: West of England Partnership (2008) *Regional Funding Advice 2 Submission*

52. Braidford & Stone (2008) *Engaging Small Employers in Continuing Training – an international review of the policies and initiatives*. Research report 30 Wath-upon-Deane: Sector Skills Development Agency

53. Brown R & O’Connor W (2005) *Level 2 Adult Vocational Learning – a Qualitative Study of Motivations, Experiences and Outcomes* Nottingham: National Centre for Social Research

Key policy recommendations

- Bristol City Council and North Somerset Council should pilot an integrated mental health service, alongside core service provision such as employment and skills, to target incapacity benefit claimants. This will help to ensure that long-term workless communities are in the best position to benefit from new employment opportunities when the economy looks up.
- In the recession, the West of England Partnership should plan ahead for the skill needs of businesses likely to be attracted into the new growth point. The Employment and Skills Board should commission a long-term skills need assessment, with a focus on South Bristol.
- As macro-economic conditions improve, by 2010 at the earliest, West at Work should extend local employment initiatives to provide further and more sustained outreach to address the wider barriers workless communities face. Third sector providers, including housing associations, should be used to link communities in South Bristol to employment opportunities on key development sites. If this model is to extend to those furthest from the labour market, additional funding will need to be identified through the Multi Area Agreement, including greater flexibilities over mainstream spend.

Policy recommendations

The recent Welfare White Paper called on cities to demonstrate the ability to tackle worklessness effectively to gain more direct funds. The Employment and Skills Board, for example, could assume the same powers and responsibilities as the London Employment and Skills Board – if they can show they have the capacity. This is an opportunity for Bristol to show that the city is best placed to tackle worklessness, and should encourage partners to be innovative in their approach.

Bristol's Multi Area Agreement and new growth point plans present an important window for the city to demonstrate how housing, worklessness and skills policy can be used to achieve inclusive growth, using a cross-boundary approach.

Housing plans for the new growth point will need to be closely aligned with economic development policies and initiatives that will tackle the underlying causes of deprivation. This will mean linking major development sites to more proactive engagement with the long-term workless, integrating service provision for incapacity benefit claimants, and enhanced private sector engagement in employment and training initiatives.

Based on the analysis presented in this report, the following policy recommendations are made to Bristol City Council and its partners:

Housing

- Bristol City Council and the West of England Partnership should use the recession to set plans for mixed communities within an economic framework that links housing provision to wider economic objectives, such as the attraction of inward investment and the creation of employment opportunities. This framework will need to consider the phasing, as well as the mix, of housing and employment growth. Immediate priorities should include site assembly, infrastructure provision, and purchasing reduced price land and housing stock - to be sold or rented on the open market value when housing and credit markets recover.
- For mixed communities to help tackle longstanding concentrations of deprivation and worklessness, the economic framework will need to align Bristol's housing policy with policies that will address the underlying causes of disadvantage (as examined below). This will help existing residents to access the economic opportunities that will be created as the new growth point plans progress.

Worklessness

- Bristol City Council and North Somerset Council should pilot an integrated mental health service, alongside core service provision such as employment and skills, to target incapacity benefit claimants. This will help to ensure that long-term workless communities are in the best position to benefit from new employment opportunities when the economy looks up.
- In the recession, West at Work should plan for extended employer engagement and input into the design of future Section 106 and local employment partnerships. The business case for employer engagement will need to be made through existing employer networks - such as the Employment and Skills Board, Business West and Business in the Community - both inside and outside Bristol's administrative boundaries.
- As macro-economic conditions improve, from 2010 at the earliest, West at Work should extend local employment initiatives to provide further and more sustained outreach to address the wider barriers workless communities face. Third sector providers, including housing associations, should be used to link communities in South Bristol to employment opportunities on key development sites. If this model is to extend to those furthest from the labour market, additional funding will need to be identified through the Multi Area Agreement, including greater flexibilities over mainstream spend.
- As the city's largest employer, Bristol City Council should lead by example and gear its own recruitment processes towards employing and training the workless, as a longer term objective. This should include the provision of apprenticeship places.

Skills

- In the recession, the West of England Partnership should plan ahead for the skill needs of businesses likely to be attracted into the new growth point, to ensure future employment opportunities are created. The Employment and Skills Board should commission a long-term skills need assessment. This should be used to inform local provision – both in terms of what training is provided, and how it is delivered.
- From 2010, Bristol City Council should use control over 14-19 education to shape South Bristol's learning offer to meet local economic demand and raise educational attainment, focusing on young people at risk of worklessness. In the interim, the Education Business Partnership and the Employment and Skills Board should work together to build on existing partnership arrangement between schools, colleges (including the City Academies), universities and employers, with a greater focus on South Bristol.

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Bristol City Profile

| | Bristol | Bristol PUA* |
|--|----------------|----------------|
| Total population (2007) | 416,400 | 672,900 |
| Working age population (2007) | 282,900 | 435,900 |
| Population growth (1997-2007) | 6.9% | 7.5% |
| Total jobs (2007) | 227,100 | 360,900 |
| Jobs growth (2006-07) | -1.3% | -0.4% |
| Gross weekly pay (2008) | £447 | £444 |
| Economically active (2008) | 76.6% | 79.9% |
| Economically inactive seeking a job (2008) | 6.2% (17,400) | 5.7% (24,900) |
| Economically inactive not seeking a job (2008) | 17.2% (48,200) | 14.4% (63,000) |
| JSA claimants (January 2009) | 2.9% (8,172) | 2.5% (10,877) |
| Total key benefit claimants (August 2008) | 14.2% (40,110) | 12.1% (53,640) |

Index of Multiple Deprivation Ranking (1=least deprived)

| | |
|--------------|----------------|
| 2004 Ranking | 17 (out of 56) |
| 2007 Ranking | 14 (out of 56) |

Disparities within cities (1=least deprived)

| | |
|--------------------------------------|----------------|
| IMD Range between Super Output Areas | 32 (out of 56) |
|--------------------------------------|----------------|

Skills profile (2007) - % of Working Age Population

| | | |
|-------------------|-------|-------|
| NVQ4 and above | 36.5% | 32.5% |
| NVQ3 and above | 52.4% | 49.8% |
| NVQ2 and above | 67.8% | 66.9% |
| NVQ1 and above | 80.7% | 80.6% |
| No qualifications | 10.7% | 9.9% |
| NEET (2008) | 7.3% | |

Sources: Data for Bristol local authority area and PUA – ONS Annual Population Survey 2008; Annual Business Inquiry 2008; Annual Survey of Hours and Earnings 2008; Connexions 2009; JSA Claimant Count 2009; DWP Benefit Claimants 2008. IMD Range - DCLG, Index of Multiple Deprivation 2007, Super Output Areas. For further details see Centre for Cities (2009) Cities Outlook 2009 London: Centre for Cities.

* The PUA (Primary Urban Area) is a measure of the built up area or 'physical city'. Bristol's PUA encompasses the local authority areas of Bristol and South Gloucestershire.



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