



Local Economic Development Strategy
for Burngreave NDfC Area

FINAL REPORT
(for Board Consideration)

November 2004

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SUMMARY

This document is the Local Economic Development Strategy for Burngreave New Deal for Communities (BNDfC) area. It contains all the relevant background material to help understand the Strategy. It is presented in 3 parts and at the beginning of each part is a short summary of what it contains to help readers decide if they need to study each part.

The **Foreword** explains how the work on preparing the Strategy was specified and what this means in practice, particularly how a local strategy can work when there are so many other strategies.

Part 1: Setting the Scene provides information on BNDfC, how its vision for Burngreave sets the economic development context and how this relates to Sheffield's policies and the local statistical evidence on Burngreave in Sheffield. From this, it concludes with an assessment of what economic development means for Burngreave. This part comprises sections 1 to 4.

Setting the Scene

1. **BNDfC in Context** records what the New Deal for Communities (NDfC) initiative is about and where economic development fits in. It also draws attention to other relevant key strategies and policies that do much the same as NDfC.
2. **BNDfC Vision and Economic Development** shows how the Local Economic Development Strategy does not start with a clean slate. There is a vision for Burngreave, a vision for employment, targets, a delivery plan and projects running. The Strategy is to provide a framework (at the mid point of the programme) for the next 5 (or more) years.
3. **BNDfC in the Sheffield Context** builds on the preceding section and shows how strategies and structures in Sheffield have a bearing on Burngreave. It then presents an up-to-date statistical profile of the BNDfC area, compared with Sheffield, to show where the differences are, how many people are involved and what this means if the gaps are to be closed. It closes by covering money. The Burngreave economy is probably worth some £50m per year. Influencing this with the various sources of public money available is the size of the task.
4. **Rationale and Role for BNDfC Area Local Economic Development** briefly pulls things together. It says that Burngreave has 3 types of economic role:
 - as a producer of goods and services for external markets;
 - as a producer of goods and services for local consumption;
 - as a provider of labour for employment within and outside the area.

Priorities which build on these roles are:

- engaging those who want and chose to work through information, advice and guidance (often of a non-traditional nature);
- helping people in work and learning to progress into sustainable and better paid employment;
- making Burngreave a better/safer place in which to live, work, run a business and through which to travel (and to visit).

Part 2: Framework for Local Economic Development Strategy establishes some principles to run through all economic development actions. It then presents 5 sets of grouped proposals. These are the Strategy and they are contained in sections 5 to 10.

5. **Overarching Principles for the BNDfC Local Economic Development Strategy** sets out what comprises the economy for which a Strategy is wanted. Then there is a sub-section on principles of behaviour to infuse in the Strategy. The Strategy overview sub-section shows the Strategy and its operating context in a diagram and explains each part of the diagram. Highlighted are 5 strategic strands for action. These are the main proposals for the Strategy and, more routinely, would be called objectives. Each of the following sections spell out what the proposition is, the reasons, policies that are proposed, what the differences are and how outcome targets would be affected.
6. **Access to Employment through Employability** is the main priority in the Strategy. A pathway of stepping stones is proposed covering:
 - engaging and connecting;
 - enhanced information, advice and guidance (IAG);
 - neighbourhood learning;
 - job search coaching;
 - job opportunities capturing and people/job matching;
 - in-work support and aftercare.
7. **Developing Burngreave's Workforce** relates to Burngreave people who are in work. Proposals to get better links to help people move up focus on support to people in Burngreave who have a job and want to try for a better one. Some (but lesser) consideration is appropriate for local employers in Burngreave.
8. **Burngreave Business Development** proposes a Business Boost package that concentrates on:
 - consolidating business networks and involvement by providing information and a voice;
 - mediating where businesses may be affected by change and redevelopment;
 - pushing some of the business support agencies to reach into Burngreave more than they do;
 - investigating start up support for people aged 30-49 (a gap in provision);
 - promoting Burngreave as a location for new and incoming businesses;
 - considering how to foster a business incubation approach in Burngreave.
9. **The Essence of Burngreave's Fabric and Services** looks at physical regeneration to create more favourable conditions for economic development and services and at caring for the street scene. This package of policies covers the following:
 - sorting out proposals for Spital Hill regeneration and how to achieve them;
 - extending the area development framework to the industrial area of Carlisle Street;
 - creating an Investment Fund for exceptional interventions;
 - once sorted, marketing and promotion for development and occupation.
10. **Prospecting for Complementary Economic Development** recognises that other activities and projects also support jobs, need training and can help new forms of business to establish. Proposals in this package include:
 - urging all BNDfC projects in other themes to be alert to employment opportunities;
 - recognising that jobs in delivering NDfC in Burngreave (including project-based jobs) are employment development opportunities for job holders;
 - recognising that BNDfC supported projects delivered by community organisations can hold out prospects for sustainable social enterprise;
 - avoiding too exclusive a focus on enterprise and employment in order to stimulate outcomes for other themes;

- through Advancing Together with the City Council, maximising local jobs, training and social enterprise opportunities from Local Government (and other public sector) services delivering in Burngreave;
- forming a coalition of neighbourhoods in Sheffield to engage collectively in shaping wider economic development strategies.

Part 3: BNDfC Stances and Action sets out what the Partnership should do next to drive the Strategy forward into action. This part contains section 11.

11. **BNDfC Stances and Action** explains that the Partnership can have one or more of several roles in relation to the Strategy. There is a spectrum of roles covering:

- passive on mainstream;
- active on strategy promotion;
- proactive animation of agencies;
- change agent;
- lead initiator.

A table of Strategy proposals shows the BNDfC roles for each proposal. Management processes to put the Strategy into action cover:

- Strategy consideration, adoption and dissemination;
- completion of project management reviews (current delivery plan);
- prepare and issue Strategy prospectus;
- shortlist, budget planning and commission;
- include commissioned projects in Year 5 delivery plan;
- embark on BNDfC lead initiator actions;
- engagement in other investment planning processes.

FOREWORD

In summer 2004, Burngreave New Deal for Communities (BNDfC) commissioned the preparation of a Local Economic Development Strategy for the area.

This opening sentence is important in several key respects:

- the Strategy is for the BNDfC area, ie not for the entire Burngreave ward which covers a larger area and population;
- the Strategy is one for the area, not just for the BNDfC organisation as an entity;
- the Strategy focus on Local Economic Development (LED) defines the scope; while matters like housing, health, community safety, public services, community development, environment and so on may have a bearing (as economic opportunities and constraints), they are not central to the LED task and are being progressed through other (but coordinated) means.

For clarity, throughout this report we use NDfC and BNDfC to refer to New Deal for Communities. When referring to the Welfare to Work programmes of the Department of Work and Pensions (which are collectively called New Deal), we use this term as distinct from NDfC.

The work on the Strategy has been undertaken by Milburn Trinnaman La Court (**mtl**), helped by Clare Burnell. It has been overseen by Trywell Kalyata and a Steering Group drawn from the BNDfC Employment and Enterprise Theme Strategy Group.

The Terms of Reference specified a set of aims, objectives, outputs and key strands for the Local Economic Development Strategy to embrace. Aims include:

- identifying gaps, opportunities and measures;
- innovative approaches to lifelong learning, skills for life, employability and employment opportunities;
- sustainable business development and attraction of inward investment for community regeneration and inclusion.

Objectives additionally specify:

- a comprehensive approach for employment and enterprise, connected to city-wide and sub-regional growth areas;
- stakeholder/key partner engagement;
- linking employment and enterprise projects with other projects;
- determining resources required for an action plan.

The scope of specific (13 in all) outputs sought emphasises the following:

- identifying wider growth opportunities;
- covering a broad range of employment and skills considerations;
- stimulating formation and growth of businesses (including social enterprise/social economy);
- engaging partners, securing linkages, leverage and inward investments.

Key strands to form the centrepiece of the Strategy include:

- employment and employability;
- business and social enterprise development;
- young people;
- partnership;

- social economy;
- community ownership.

These requirements are properly ambitious. They do, however, recognise that the BNDfC area is part of the much wider policy and economic systems of Sheffield and the city-region. We can readily identify Burngreave as a 'place' with an identity and a meaning (but there may be fuzzy edges on where it stops and starts). For many people Burngreave has importance as a place to live and as a social area or neighbourhood. More so than most neighbourhoods, Burngreave as a physical neighbourhood has many social meanings as a community and with many different senses of belonging. But (and this follows from the Terms of Reference on linkages) like most neighbourhoods Burngreave is not an economic entity. To be sure, it accommodates economic activity, is affected by wider economic forces and may experience more/less or different types and levels of economic development. But it is not an economic island.

It follows then that a **Local** Economic Development Strategy has limits to what it can achieve on its own. But having a Strategy provides a framework for making decisions about choices. The choices embrace how and on what to use as resources (which are money, knowledge, people, power, influence, relationships, physical assets and so on).

In a complex, highly diverse and distinctive locality like the BNDfC area, these choices inevitably involve competing claims for attention. An informed Strategy helps to resolve competing claims as not everything sought can be dealt with at once (or at all). But choices made may be contentious and contested. There is no one right way or 'silver bullet' and people, communities, politicians and institutions may see (in this case) local economic development priorities very differently from one another.

This puts the onus on the BNDfC Partnership to use the Strategy as a framework, not a straitjacket and, by sharing it, debating it, being ready to alter it when justified, to knock down walls within Burngreave and (importantly) between Burngreave and the rest of Sheffield.

in particular (and as we show in the report) there is a lot of high level policy 'noise' framed in Brussels, Whitehall, Leeds, Sheffield Town Hall and which rains down on areas like Burngreave. Often the rain is sieved or filtered through (and may be absorbed by) programmes like Objective 1, Sub-regional Investment Plan and BNDfC. Sometimes it does not connect well with the intended places and people. A Local Economic Development Strategy should at least ensure the noise raining down gets through. It can also provide the rooting compound and fertile ground to enable the noise raining down to take hold. Best of all, a Local Economic Development Strategy should grow activity on the ground which is then nourished by the rain from policy noise.

PART 1: SETTING THE SCENE

This part of the Strategy document is a freestanding one, explaining the contexts for a Local Economic Development Strategy for the BNDfC area. By setting the 'big picture' scene, it leads the way into the strategic choices set out in Part 2 (Strategic Economic Development Framework for BNDfC Area).

Many users of the Strategy may already know much about this picture but, as BNDfC approaches its 5th year, a revision exercise may be useful. Things have moved on in the area and in Sheffield from the outset that are worth knowing about and (then) thinking through in terms of what they may mean for action.

Section 1 rehearses what NDfC represents and how it fits in as a Government initiative with other initiatives.

Section 2 focuses on BNDfC by working through the economic development implications of the Partnership's Vision and interrogating the delivery plan, its themes and targets.

Section 3 locates Burngreave in Sheffield and is in 3 parts:

- first is a summary of strategies and partnerships covering economic development;
- second is an account and analysis of the social and economic features of the BNDfC area – this may be useful for very many users as it provides the baseline evidence;
- third is an account of financial resources available for economic development that puts the BNDfC resources in a context where principles about their use can be proposed.

Section 4 proposes a rationale and a role for the BNDfC area Local Economic Development Strategy that arises from sections 1-3.

Parts 2 and 3 of the Strategy document grow out of this scene setting.

Part 2 covers the 'whats' of a Local Economic Development Strategy for the BNDfC area. It proposes what we believe are the right, 'must be done' things, regardless of who should do them.

Part 3 then deals with what stances BNDfC should adopt in relation to ensuring the Strategy is implemented. It is not all down to BNDfC to do and to control, but it is down to the BNDfC Partnership to champion the cause of the BNDfC area and its economic development needs and potential.

1. BNDfC IN CONTEXT

1.1 This section highlights the key distinguishing features of the New Deal for Communities (NDfC) - Burngreave being one of 39 areas in England. It then delves into the economic development dimensions of NDfC before stepping back to place these in a broader economic development policy context.

New Deal for Communities (NDfC)

1.2 NDfC is another in a long line of Government inspired area-based initiatives (ABIs) that started with the Urban Programme in 1969. But NDfC is much more than simply another ABI.

1.3 Significant features of NDfC that differentiate the programme from predecessor ABIs include:

- rooted in the National Strategy for Neighbourhood Renewal;
- a 10 year programme for each NDC year;
- significant resources for each area (circa £50m);
- a pilot from which to learn what works and why, systematically evaluated (on a rolling basis) by a team led by CRESR at Sheffield Hallam University;
- led by residents from the communities concerned;
- required to sensitise and bend the behaviour and activities of mainstream agencies;
- charged to ensure race equality permeates everything they do.

1.4 Predecessor Government ABIs have included some of these ingredients, but often without the same degree of driving force. Key principles established by the Office of the Deputy Prime Minister (ODPM) include:

- do not reinvent the wheel;
- put communities at the heart;
- work in genuine partnership with local agencies;
- race equality is non-negotiable, everyone should benefit;
- think long term;
- change the way public services are delivered (mainstreaming);
- focus on delivery.

1.5 The rationale for NDfC derives directly from the National Strategy for Neighbourhood Renewal and the work of the Social Exclusion Unit. Poor neighbourhoods have been vulnerable to:

- social and economic changes;
- vicious cycles of worklessness, family breakdown, poor services, decay and rising crime;
- poor public services and initiatives that have been a distraction – not least ‘partnership-itis’.

1.6 “*Failure to address problems of local economies*” is one of the diagnoses under poor public services. Elements cited include:

- boom and bust economy;
- not tackling barriers to work;
- social housing affordable only to those on benefits;
- poor links between housing, planning and economic development;
- too little attention to links between neighbourhoods and wider local and regional economies;

- failure to attract business in to capitalise on the underused resources (people/buildings/land) as well as underserved consumer markets.
- 1.7 The National Strategy Action Plan specifies key policies for tackling worklessness and weaker economies. These include regional economies, social investment and engaging businesses in neighbourhood renewal, financial services and local shops, Welfare to Work, childcare and transport. Policies for skills include adult skills and ICT access, young people and culture, arts and sport (as well as policies relating to education in skills).

Economic Development in NDfC

- 1.8 NDfC Partnerships are expected to focus on 5 outcome areas, one of which is worklessness. The Government stance is that macroeconomic policy has created conditions in which full employment is within reach. Furthermore, it believes that having a job is the best route out of poverty for those who are able to work.
- 1.9 Understandably, given the very low employment rates in NDfC areas, the approach to tackling economic development is through the lens of worklessness. The NDfC Evaluation (2002/03) commented:
- “Partnerships have implemented initiatives such as training, mentoring, job brokerage and skill enhancement in order to address problems of worklessness. Established employment agencies may be around to assist with project development and implementation. But not all Partnerships have found it easy in practice to engage with employment agencies or New Deals for the Unemployed Programmes. The implications of Jobcentre Plus, whilst likely to prove advantageous in the longer run, have not yet fully rolled out in all NDC areas. And there can be an inclination for Partnerships to support local initiatives such as social enterprise, whereas positive outcomes are more likely to be achieved by integrating NDC residents within wider job markets.”*
- 1.10 At the scoping phase of NDfC evaluation, a worklessness review was produced by the study team. This, together with analysis by the Treasury, DWP and the European Commission, shows an intractable problem while employment overall has risen and claimant unemployment has fallen. Different groups of people are profiled as being more likely to be inactive (over 50s, lone parents, BME, unskilled/low/no qualifications, people with disabilities) and those living in deprived neighbourhoods, which may include concentrations of these groups (as in NDfC areas).
- 1.11 The scoping paper puts worklessness down to 2 sets of causes:
- not enough job opportunities in the wider local economy (new jobs and replacement job slots) and “*economic development and employment development are not umbilically linked*”;
 - weak connections between job opportunities and ability of people to access them. Reasons include:
 - ▶ job search;
 - ▶ geographic mismatch;
 - ▶ skills mismatch;
 - ▶ limited incentives (eg benefits trap);
 - ▶ scarring effects of long term worklessness;
 - ▶ discrimination of employers.

- 1.12 Based on a comprehensive review of evaluation studies and related literature, a weight of evidence on what works (and how effectively) and what does not is presented under the headings of Policy, Programme Design and Effective Implementation. The findings are far from being revelations but should provide a guidance tool for project development and appraisal.
- 1.13 The scoping paper also draws attention to the observed phenomenon of labour market ‘creaming’ in ‘into work’ interventions. This is particularly apparent in funding regimes where unit cost tariffs and output related payments feature. While these are proper management and value for money disciplines to apply, they can result in delivery agents selecting the most employable clients and where securing a job for them is easier (and may have happened anyway, ie low additionality). Several observers comment that the pendulum has swung too far in this direction and is at the expense of those at a greater remove from labour market participation where soft outcomes and progression (termed ‘distance travelled’) are less amenable to output related funding. However, swinging the pendulum back to the other extreme risks a return to money being absorbed into generic capacity building, much of which is feared to be for little purpose other than perpetuating delivery organisations. It should be noted that Jobcentre Plus has Job Entry Targets which are weighted towards customers in disadvantaged areas and in ones with high BME concentrations. These moderate the risk of labour market ‘creaming’.
- 1.14 Not surprisingly, the NDfC outcome theme of worklessness tends to focus on human capital and development in a labour market context where supply side measures seek to slot into and work with demand from employing organisations. This is, however, just one slice of the economic development domain.
- 1.15 Under the ABI and European Structural Fund Programmes there have been broader blends of economic development interventions. These typically cover fields like:
- business development;
 - community economic development;
 - sites and premises support;
 - physical infrastructure/environment improvements;
 - image, profile and marketing (usually aimed at investors).

Evaluation studies, best practice guidance and knowledge exchanges all delve deeper into each field and each field overlaps with others.

- 1.16 Business development, for example, can include:
- help for starts/self-employment;
 - services to sustain and grow existing businesses;
 - specialist support of various kinds, eg:
 - ▶ forms of financial aid;
 - ▶ premises (workshops/incubators/technology parks/advance factories);
 - ▶ entrepreneurship and innovation;
 - ▶ community/social enterprises and social firms;
 - ▶ business clusters;
 - ▶ marketing, exports and e-Business;
 - ▶ workforce development.

- 1.17 Evidence on what works (especially in deprived areas) is patchier in its coverage of these fields, tends to be somewhat dated and points to meagre measurable and lasting effects on residents (especially original ones who remain in the area).
- 1.18 There is also a sea change in policy and regulations that, in particular, limits the scope for direct assistance to ‘enterprises’ (which can include charities, Local Authorities, universities, colleges and social enterprises) where additionality in the past has been questionable. Policy is moving towards creating ‘framework conditions’ for economic development to occur. State Aid rules and the UK Government’s commitment to limiting direct State Aid are important (but not total) constraints. Here the rationale for intervention by the public sector is market failures (of different types) and also system failures (where different instruments of policy, rules and regulations can clash with, often, unintended negative effects).
- 1.19 This rising significance of creating ‘framework conditions’ for economic development is where scope for action potentially extends across everything, eg:
- tackling crime, physical decay and poor amenity in business districts may increase confidence to invest;
 - renaissance initiatives may improve image and community/investor confidence;
 - better schooling may improve employment prospects and reduce antisocial behaviour;
 - better housing can aid health, study at home, wealth accumulation and attract incomers who add to economic activity;
 - investment in transport and connectivity improves mobility, access to work and learning opportunities;
 - improved physical and mental health removes some barriers to labour market participation;
 - community-based and supplied services may serve needs unmet by markets or mainstream public agencies.

While this may mean that economic development then becomes everything and therefore nothing, it does resonate with the ‘joined up’ theme.

- 1.20 So, in the NDfC context, the other 4 outcome themes (health and housing, crime, education and the environment) have economic development contributions. Activity under these themes tends to need people to do the work which (even though time limited) creates jobs. This is not to say that an Economic Development Strategy should dictate to other themes but we need to recognise how issues like debt and loan sharks, substance dependency, family breakdown etc can all frustrate well-intentioned economic and employment projects.
- 1.21 Recent key policy developments nationally, which are reflected in this report, include ‘Building on New Deal: Local Solutions Meeting Individual Needs’ (Department of Work and Pensions [DWP]) and ‘Jobs and Enterprise in Deprived Areas (Social Exclusion Unit; ODPM). Both include up-to-date evidence, analysis and measures which are highly relevant for Burngreave.

Complementary Government Initiatives

- 1.22 NDFC, while a key strand in the National Strategy of Neighbourhood Renewal, also represents the Government's overarching modernisation and democratic renewal thrusts, exemplified in the Local Government Act 2000 which introduced new duties for Local Authorities including via Local Strategic Partnerships to produce Community Strategies.
- 1.23 These Strategies distil and interpret for local circumstances a host of national policies covering:
- sustainable communities and core cities, the Northern Way, reforms of planning and action to tackle areas of low demand for housing;
 - full employment, economic productivity and enterprise;
 - active communities, civil renewal and community cohesion;
 - improving health and reducing inequalities;
 - Welfare to Work via New Deals and other initiatives;
 - improving educational attainment, skills and workforce development;
 - cultural, arts and heritage development;
 - integrated transport.
- All of these are enabled through macroeconomic policies to manage the economy and public finances and are to be implemented according to sustainable development principles.
- 1.24 Coordinating all of these policy imperatives and considerations down through the delivery chain and reconciling them with local issues is a challenge for agencies and partnerships. The Audit Commission describes this as the Humpty Dumpty effect where local leaders try to put all the pieces together.
- 1.25 While all of the national policies hold out (directly or indirectly) the prospects of economic development benefits for neighbourhoods, the significance of New Deal for NDFC has increased since the publication of Full Employment in Every Region (Treasury and DWP 2003). Here it was identified that employment rates in certain groups were lower than average and (furthermore) that such groups are often concentrated within areas of disadvantage. A 'one size fits all' approach was recognised as inappropriate and greater targeting, flexibility, innovation and local partnership approaches was emphasised. Government today asserts a street-by-street attack on poverty. A relevant pilot, introduced in Sheffield and to operate from Burngreave, is Ethnic Minority Outreach.
- 1.26 In June 2004, DWP published 'Building on New Deal: Local Solutions Meeting Individual Needs'. This retains a national framework based on core rights and responsibilities, beyond which a menu of New Deal help is at the discretion of District Managers and Personal Advisors, tailored to a client's particular requirements. Rules on eligibility, programme mix and length will be fewer. Pilots in each region are underway, starting in Yorkshire, in Calderdale and Kirklees.
- 1.27 What this points to is a wide range of help for people to be able to find or progress towards work by removing most of the identifiable barriers most people may face. Subject to resources, capacity in providers and an ability to reach out to and engage with individuals, 'supply side' obstacles to employability ought to be substantially reduced. Examples of obstacles include poor health, benefits, lack of qualifications or skills, dependent children, transport, effects of discrimination etc.

- 1.28 But, as always, the devil is in the detail. Eligibility rules for participating in various New Deals may preclude some people and may differ from rules under European Social Fund. The length of participation on a funded scheme may not be long enough for some people's needs. Funding rules may only allow a set amount per participant when the costs of help may be greater. So the policies may be sound and fine but some people may miss out. Some women, migrants, ex-offenders, refugees and asylum seekers, homeless and substance mis-users may not be able to meet criteria or obtain the full support sought. NDfC may enable such gaps to be filled by paying for provision or its duration not covered by other schemes.

Closing Observations

- 1.29 There is a clear/consistent line through policies which NDfC encapsulates at neighbourhood level. As glitches in the policy systems get progressively debugged, there should be fewer system barriers to implementation.
- 1.30 The domain of economic development at local level interconnects with other policy domains (as it does at spatial levels above that of neighbourhoods). The scope to apply the full toolkit of economic development interventions locally is, however, clearly constrained by the relevance of local circumstances. What is appropriate in a residential area will be different from that in an industrial and commercial area.
- 1.31 There is now a considerable bank of know how on Local Economic Development, after years of practice and of evaluation research. Not everyone reads thick evaluation reports or guidance, so there is still the risk of repeating past 'mistakes', despite all the useful material to find on the Internet. As examples, giving small capital grants to business start ups has been shown to be of doubtful value; providing information alone without providing advice and guidance at the same time generates lots of activity outputs but misses out on securing outcomes. Over 30 years ago, a Home Office antipoverty programme was famously described by its workers as 'gilding the ghetto', an accusation to remember in renaissance initiatives. There is a vast store of case studies, advice and lessons learned available at: www.renewal.net and also at: www.regen.net.
- 1.32 Some NDfCs have been criticised locally and in evaluations for going over old ground and also for 'hijacking' initiatives which have been well established locally. Others have been commended for building on and customising what is shown to work locally and for trying (even daring) to be different (but without being fool hardy).
- 1.33 We should also reflect (as pointed out to us by the Steering Group) that the NDfC programme, while helpfully spanning 10 years, is now at its mid point. The final year is mostly closing down and evaluation (rather than a rush to spend what is left). So there is not a lot of time in which to generate new ideas and approaches, develop and appraise projects and then deliver them on the ground.

2. BNDfC: PARTNERSHIP VISION AND ECONOMIC DEVELOPMENT

Visions and Delivery

2.1 The Partnership Vision for Burngreave is simple, but profound. It is one where Burngreave's reputation is as positive as the current one (or the one prevailing in 2001) is negative. In effect it will be realised when the response to "I live in Burngreave" is "That's nice, I wish I did".

2.2 Challenges and critical initiatives identified in the BNDfC Strategy Framework include:

- popular place to live;
- education and skills achievement;
- healthier community/safer place to live;
- cleaner and greener;
- reduced unemployment and raised income;
- stronger community.

Progress on each of these would foster conditions for a vibrant local economy. The unemployment and income challenges may be the most directly economic in nature.

2.3 Underpinning principles include:

- a right to a quality of life equal to that in other areas of Sheffield;
- local choices and leadership;
- equality of opportunity, anti-discriminatory policies and positive action;
- improvements which will develop the local economy, for the benefit of all residents and taking account of diversity;
- partnership working.

2.4 Delivery is through a top down/bottom up Partnership, where the Board sets the strategy and objectives, and 7 theme groups (comprising a Strategy Group and a Forum) lead on:

- Education
- Enterprise and Employment
- Housing
- Crime
- Health
- Environment
- Overarching – Community

Various further networks, forums and working groups support individual themes and may reflect on broader issues covering several themes.

2.5 The 10 year delivery plan (prepared in 2001) established the key issues identified for the enterprise and employment theme as:

- worklessness and low pay;
- preventing unemployment and going in/out of work; helping people find better jobs; linking with schools;
- developing higher aspirations of people;
- not spending NDfC money on things that are already funded; ensuring external funding is spent according to community priorities.

2.6 An employment vision (entitled as such rather than as the theme title) was *“Burngreave will be an area where unemployment is low in a thriving local economy. Local people are properly educated and trained, have access to local support and the opportunities and skills for work.”*

2.7 The theme group chose to focus on 3 strands of work to tackle issues and achieve the vision:

- guidance and support;
- skills development;
- enterprise.

The main outcome to be achieved was agreed as raising household income. Contributory outcomes were:

- *“By 2011, reduce the unemployment rate in Burngreave to the city average.*
- *By 2011, improve the skills base of the BNDfC area to the city average.”*

(Note: the first of these refers to Burngreave and the second to the smaller BNDfC area.)

2.8 The Year 4 delivery plan (2004/05) selected 5 outcome areas for the theme and set targets for each one. These are:

- EE1 Reducing Unemployment: reduce the gap between Burngreave and the city average by 3.6% at the end of Year 10.
- EE2 Household Income: aspiration, reduce percentage of households below £5,000 from 31.3% to 25% at the end of Year 10; minimum target, reduce percentage of households between £5,000-£8,000 from 22.4% to 17.4% at the end of Year 10.
- EE4/ED4* Raising Skills: eliminate the gap (9.7%) between Burngreave and the city average on the proportion of people with NVQ2 or above.
- EE5/ED5* Raising Skills: eliminate the gap between Burngreave and the city average in (poor) literacy skills (7.2%) and in (poor) numeracy skills (9.1%) by the end of Year 10.
- EE6 Supporting Business and Enterprise: attract 10 new businesses to invest, increase business start ups and support to 30 and SME start ups/support including social enterprises to 25 by the end of Year 10.

(* These targets are shared with the education theme.)

2.9 As with all targets, there are issues faced in terms of their selection, meaning, measurement and whether their achievement can be directly attributed to particular interventions or to wider circumstances. This makes monitoring and evaluation hard to do, especially at small areas. Work is underway nationally to help with this (see Jobs and Enterprise in Deprived Areas, Section 12 – Social Exclusion Unit). A more meaningful target for NDfC areas would be to increase the employment rate in each area but this is currently hard to measure between Census years.

2.10 Strategies are being developed for each theme within which projects can be developed for Year 5 onwards of the Delivery Plan. The Local Economic Development Strategy is one of these and is for the enterprise and employment theme. Progress on this theme is (of course) enabled by progress on the other 6 themes which are, in turn, helped by improved local economic conditions.

- 2.11 The Delivery Plan (for Year 4) also signifies a strategic approach to the BNDfC Programme linked into mainstream services and initiatives and to public/private investment. The Partnership Agreement 'Advancing Together' entered into by BNDfC and Sheffield City Council is a significant statement of commitment to the principle of service standards and to the principle of programme bending. It also represents what many stakeholders have said to us about the progress made by BNDfC deserving respect for greater coherence and cohesion, and from which BNDfC Partnership can move forward with strength and clarity of purpose.
- 2.12 The NDfC priority theme of worklessness is represented by the BNDfC challenge and critical initiative of reducing unemployment and raising incomes to be tackled via the employment and enterprise theme. The Delivery Plan elaborates on this through:
- linkages to employers and growth areas;
 - education, skills, training and lifelong learning;
 - engaging the community, developing projects and creating opportunities for local employment.
- 2.13 The focus under the theme is on the Employment Support Programme. This is (soundly in our view) based on a pathway of:
- engagement;
 - employment support (and skills development);
 - job matching;
 - job capture;
 - aftercare/in-work development.
- The main resourcing of this is via Jobcentre Plus.
- 2.14 Complementary activities envisaged in the Delivery Plan under this theme include:
- lifelong learning;
 - capacity building;
 - business start up support and development support;
 - modern apprenticeships for young people;
 - information, advice and guidance services;
 - language support as a community enterprise.
- 2.15 Under the other 6 themes, economic development potential (including employment, enterprise and incomes) is evident from:
- **Housing:** and the Transform South Yorkshire Housing Market Renewal Pathfinder.
 - **Environment** (improvements to Spital Hill shopping area, improving parks/open spaces and recycling): refurbishment of Sorby House and of Vestry Hall are part of this theme.
 - **Crime:** including community wardens, CCTV and target (residential and businesses) hardening.
 - **Health:** notably through community-based approaches.
 - **Education:** including parental involvement, enterprise in school, adult and community learning.
 - **Overarching Theme:** embracing community involvement and development, information, youth work, childcare etc.
- 2.16 It is evident, therefore, that the full palette of economic development and neighbourhood renewal instruments is already available to the BNDfC area and which enables the direct generation of job slots and business development opportunities within the area.

2.17 Proof of this happening is apparent in the BNDfC Annual Report 2003/04 where achievements relevant to the enterprise and employment theme include:

- 705 people helped onto adult education courses;
- 149 people helped with job search;
- 74 people helped into training;
- 59 businesses helped with environment and security grants;
- 250 residential properties grant aided;
- 188 jobs created; more than 50% taken by Burngreave residents.

The report shows that employment initiatives have assisted people from 13 different ethnic backgrounds (but does not present details by gender although project specific caseloads indicate a 70:30 men: women split).

How Delivery is Panning Out Across Themes

2.18 With all this work in place on issues, vision, targets and projects being delivered, it is reasonable to ask why a Local Economic Development Strategy is felt to be necessary now. Some good reasons include:

- the economic and policy climate has moved on since early work on the 10 year delivery plan;
- initiatives conceived previously can run out of steam;
- separate initiatives may fail to get all the necessary parts working together for long enough;
- approaching the mid point of NDfC is a useful stage to reflect on learning and progress and from which to establish framework policies for the next 5 years.

2.19 Scoping work undertaken to prepare the Local Economic Development Strategy reviewed BNDfC projects under the employment and enterprise theme and established an overview of activities in the other themes.

2.20 Enterprise and employment theme projects are mostly focused on access to employment initiatives. Some are closer to the labour market while others work with beneficiaries needing more intensive initial development support. There is a blend of locally initiated and run projects and of those run by organisations with a wider remit which also embraces delivery in Burngreave. Several sponsors identify difficulties in reaching beneficiaries, feel there may be too many initiatives questing for the same (or similar) participants (including in other themes) but, for those who have found less difficulty in engaging with users, links through local community groups and networks have been effective.

2.21 In common with other themes, there remains a concern about the responsiveness of some mainstream agencies and uncertainties about how to penetrate and sensitise these larger organisations that have a citywide or sub-regional remit. Several such organisations are, however, contracting rather than direct delivery organisations and where the challenge for joining up activities is that of identifying the delivery agent and establishing what delivery is taking place in Burngreave, a continuing task for the Partnership to do in order to achieve a localising of delivery, often made more effective by Burngreave branding.

2.22 There is also recognition across themes that they can all contribute to the employment and enterprise theme. Examples from other themes include:

- Crime theme where security grants for businesses, voluntary/community and faith groups (an environment theme project), CCTV, the Safer Homes Scheme and community wardens can reduce costs of crime and of insurance and improve business and community confidence (to invest, to take part in learning, community activities and in employment) and, in the case of wardens, directly create responsible jobs.
- Health theme where Community Health Educators and other projects, eg on drugs work with mainstream and local organisations to prevent ill health which is a key barrier to employability. These projects also directly create employment enabling experience in a growth sector and deliver life skills through training.
- Education theme where the Community Learning Campaign has employed 54 people to date (including trainees) and aims to reach 750 entry level learners per year. Other projects employ workers on school-based and community projects with vocational learning in their sights and the ESOL Strategy has clear links to labour market barriers.
- Housing and environment themes blend dealing with immediate issues, eg cleanliness, waste, repairs, facelift schemes in housing areas and planning for complex and significant capital investment projects (including Vestry Hall as a community learning resource centre, and Sorby House for offices and service delivery organisations). Bringing these large projects (and those envisaged by Housing Market Renewal) to completion will be an accomplishment and squeezing out all of the economic development potential from them is central to this.
- The overarching theme embraces work on childcare (a source of jobs, enterprise and the lack of provision is a barrier to learning and to work), Creative Burngreave which is achieving skills and enterprise outcomes, family support and advice, support to festivals/events, the Burngreave Messenger (keeping people informed and providing a voice) and projects for young people. All of this builds cohesion and helps erode obstacles to economic development.

2.23 The same ‘cross cutting’ effects are evident in employment and enterprise theme projects. A good example of this is the School Community Workers project under the Intermediate Labour Market Programme. This is not supported under the education theme but is adding real value to schools and pupils, and has helped workers achieve accredited qualifications, experience of work, permanent jobs or access to higher education. Another example in the Occupational Health Programme, which recruits and trains volunteers on workplace health issues, and is clearly relevant to the health theme.

2.24 Current employment and enterprise theme supported projects include:

- Construction Initiative: training and employment in the industry.
- Job Net: access to employment service for clients.
- NETT Driving School: driving lessons (cars/PSV/HGV) in which basic skills, ESOL and job search are embedded.
- Language Support Agency: a social enterprise providing interpretation and translation services.
- Business Enterprise Champion: working with existing businesses and new starts.
- Intermediate Labour Market: providing paid temporary employment with training as transitional employment into permanent jobs.
- Pitsmoor Credit Union: support for development in tackling financial exclusion, indebtedness and money management.
- Access to Employment: providing guidance, advice and support to refugees and asylum seekers.

- Training for Employment and Business: vocational employment and training support for women and young people.
 - Occupational Health: volunteering, training and outreach work on workforce health issues.
- 2.25 Several are now approaching the end of their funding support. All are subject to Performance Review with the Theme Manager. Development work on projects (including their funding from various sources) is underway. The current projects include those targeting BME communities in general or specific groups, eg Somalis and Yemenis. Projects have responded to the greater diversity and intensity of needs of refugees and migrants in Burngreave. National research into the DWP Refugee Employment Strategy has identified key success factors and pitfalls to incorporate into projects and services. These cover:
- professional and interpretation service;
 - training for advisers;
 - support with resettlement;
 - intensive work-focused ESOL;
 - longer ESOL courses for most – at least 26 weeks, ideally 39 weeks.
- 2.26 Until recently, cross theme liaison on project development and coordination of delivery has not, however, been a strong feature in BNDfC. Nor is it wholly evident that individual projects make as much as they could out of potential for collaboration, being focused instead on delivery. Expectations of the 2 development projects (Sorby House and Vestry Hall) are that these would significantly improve the potential for integrated delivery to beneficiaries through what they accommodate and how they are run. There is a balance to strike here. Greater integration of projects may improve efficiency and effectiveness, but runs the risk of suppressing local activity, involvement and innovation.
- 2.27 For some project sponsors and theme managers there is some frustration that sourcing local labour and local business contractors/suppliers remains difficult. This is felt to reflect procurement specification constraints and local supply side limitations. It may also reflect (in our view) the number of projects, agencies and initiatives that are trying to engage clients as part of their contracted outputs. The baseline statistics that we present in section 4 help to provide a handle on the quantities of beneficiary caseloads and enable a reality check on output targets.
- 2.28 There is a widespread recognition that local development is important but that far greater potential is realisable from connecting this to the wider opportunities now being generated on a significant scale in Sheffield. For some, however, knowing how to make the connections is a key information gap.
- 2.29 It is apparent that, within Sheffield, there are a significant number of organisations that have been involved in local development and employment initiatives for a long while. These are adept at crafting projects which hitch onto policy and programme agendas and (through local networks and knowledge) connect to opportunities and developments. New organisations and those new to Sheffield may bring novel approaches (and resources) but operate on an established and crowded stage.

Moving on to the Next Plane

- 2.30 What our work has revealed is that the BNDfC Programme has accelerated significantly, consolidating around a coherent resolve to move to the next plane. The wider context has also progressed significantly at the same time with master plans, structures, prospectuses and physical developments all appearing or imminent.
- 2.31 The main ingredients for the economic development of the city-region and of the BNDfC area are in place. The connections between the 2, however, are not yet fully persuasive. The Burngreave proposition or offer that resonates with the city Economic Development Agenda is not distinctively apparent from the BNDfC Partnership Vision, nor from the Employment Vision.
- 2.32 Unpacking the economic development ingredients of the Vision, where people wish they lived in Burngreave, may suggest a state of being in which:
- people in Burngreave of working age compete on equal terms, as of right, in all job opportunities created in the Sheffield city-region;
 - where everyone who wants a job can find the employment opportunities they seek;
 - job slots available to people represent the full portfolio of skills, status, pay, conditions and development potential that are available to all citizens;
 - local services are available within Burngreave that help people reach their personal, employment and economic potential;
 - disposable income from residents in work supports a vibrant local economy of businesses, organisations and enterprises of all types (including on Spital Hill);
 - a vibrant local economy stimulates investment in the physical fabric in new enterprises and facilities such that visitors come to Burngreave to use its facilities and amenities;
 - community, enterprise and physical economic renewal becomes resilient, self-sustaining and represents a return on investment that is not in need of any further special treatment.
- 2.33 As an integral part of the lifeblood of Sheffield's economy, Burngreave would then contribute talent, diversity, creativity, innovation in existing and new business clusters, services for people and communities that are valued by users and local confidence. The goal is for Burngreave to be an economic asset for Sheffield as a cosmopolitan core city.
- 2.34 Elaborating on the BNDfC vision in this way raises sights beyond unemployment, low incomes and NVQ2 as part of the step up onto the next plane of regeneration. It is not wishful/'blue sky' thinking. Burngreave is close to the heart of Sheffield's revival going on towards transformation.
- 2.35 To be sure, it will take more than a Local Economic Development Strategy to achieve the Vision. The rest of the BNDfC thematic agenda is necessary for holistic regeneration. And it may take more than the remaining 6 years in the NDfC Programme. But with Sheffield moving ahead now, it would be a tragic failure to leave Burngreave lagging behind and the impetus behind the Local Economic Development Strategy (and associated themes) is critical in preventing this from happening.
- 2.36 A cautionary note on the guarded optimism is to reflect on one of the 2 key management challenges posed in the South Yorkshire Investment Plan which is:

“..a high level commitment, continuously reinforced in the eyes of all other stakeholders, to addressing issues in terms of their impact on the sub-region as a whole rather than their visibility in particular local areas and communities (our emphasis).”

- 2.37 Examining the meaning of this, it indicates a choice made which is to go for the South Yorkshire transformational vision and could imply lesser significance attached to local development. A cynic may see this as a return to ‘trickle down’ approaches. A ‘realist’ may see it as an acceptance that local development cannot trickle up if there is not enough above with which to connect.
- 2.38 It is (at least) arguable that some ‘flagship’ initiatives in South Yorkshire are rather more visible in particular areas and communities than being of sub-regional impact. Tackling injustice and inequality in places like Burngreave may be as significant for South Yorkshire as Tuscan Hill Towns, Education City, e-Campus etc. So how this high level commitment translates into investment decisions merits close scrutiny and, if necessary, challenge. This is just one example of why the BNDfC Partnership needs to be actively engaged in wider policy and decision making forums.

3. BNDfC IN THE SHEFFIELD CONTEXT

Strategic Policies

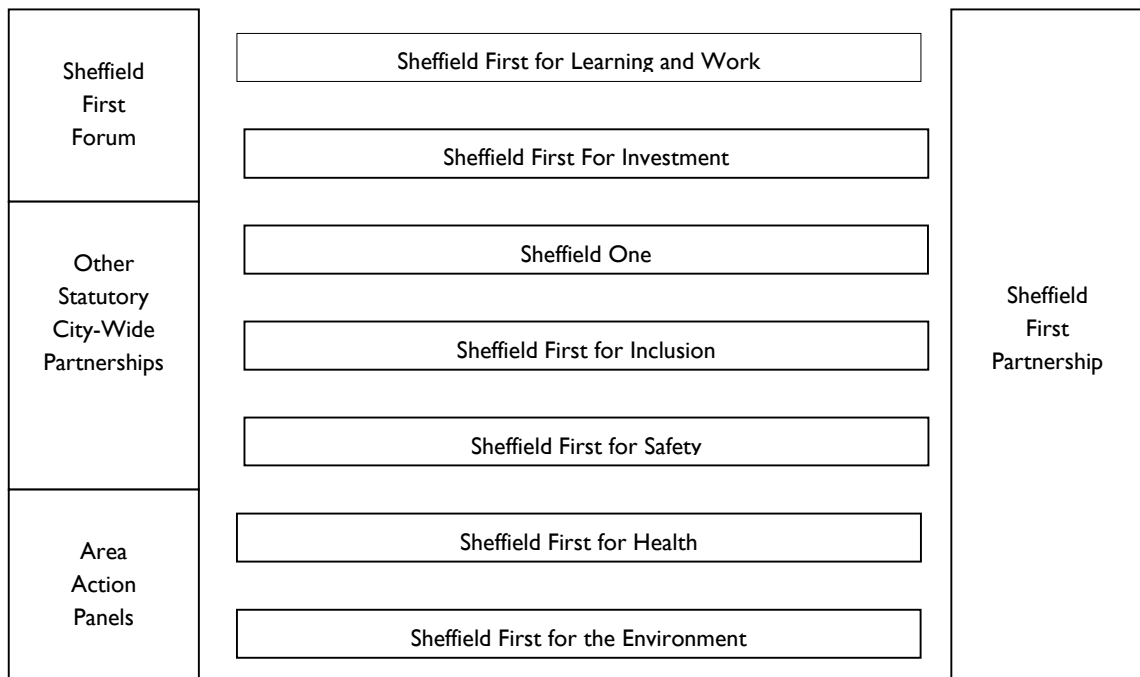
- 3.1 All the high level Strategies at European and National levels drop down to the Regional Economic Strategy and the South Yorkshire Vision which set the broad policy context for the BNDfC area.
- 3.2 Both the Regional Economic Strategy (RES) (original version) and the South Yorkshire Vision were arrived at at the same time. Summarised, the main strands in each are:

RES	SOUTH YORKSHIRE VISION
<ul style="list-style-type: none"> • Business growth especially clusters • Business birth rate and survival • Attract investment (private and public) • Education, learning and skills • Connect communities to economic activity • Enhance/use physical and environmental assets 	<ul style="list-style-type: none"> • Restructure economic base • Enhance business competitiveness • Education, training and skills • Communities' potential and inclusion • Sustainable environments • Strategic infrastructures

- 3.3 Means for resourcing the implementation of these include the Sub-regional Investment Plan and the Objective 1 Programme. Yorkshire Forward is devoting £243m to the South Yorkshire Investment Plan (2004-09), much of which is providing match funding for Objective 1 Structural Funds. Amongst the 3 corporate priorities of Yorkshire Forward is 'Connecting People to Economic Opportunities'. Within the Investment Plan are Sheffield projects holding out the prospects of 36,000-50,000 jobs. All of the main institutions with an economic development role are signed up to the South Yorkshire Vision, sub-regional partnership and investment planning process.
- 3.4 There is a great deal of significance to attach to the policies of the Department and Work and Pensions and how these play out through Jobcentre Plus in South Yorkshire and Sheffield. Continuous development of New Deals and related initiatives are piloted and exhaustively evaluated, lessons from which need to be considered for Burngreave. The South Yorkshire Employer Coalition with Jobcentre Plus has focused upon skills and employment covering:
- Transport
 - Retail
 - Energy
 - Construction
 - NHS/Care
 - Information Technology
 - Disadvantaged Groups

Amongst other initiatives is WorkCare, piloted in Sheffield to help people out of work or at risk of losing their job due to sickness, injury or disability. Working Neighbourhoods is a pilot in Manor and Castle, Bridge to Employment is a pilot in Sharrow/Darnall and Ethnic Minority Outreach is being piloted from a base in Burngreave.

- 3.5 At the Sheffield level, the City Strategy (produced by the Sheffield First Partnership) is the overarching Community Strategy. Sheffield First is a family of partnerships forming the Local Strategy Partnership. It is structured as follows:



3.6 The City Strategy sets out a series of themes and ‘critical initiatives’ in place to address these. Themes of relevance to the BNDfC area are set out below.

- **A Strong Economy:** creating a city centre of European significance; harnessing the strengths of our knowledge institutions; developing dynamic business clusters; providing the skills a modern economy requires; making the best use of Sheffield’s assets; connecting Sheffield to the world economy.
- **A Well Educated Workforce:** generate greater demand for learning; individuals, businesses and communities to articulate their learning needs and design solutions; learning provision to be inclusive, flexible and responsive to expressed learning needs and learning barriers; appropriate learning and career pathways for adults and the young; deliver improvements in retention, achievement and the quality of learning provision; create a first class learning infrastructure including e-learning and more specialist education provision; ensure that learning provision is linked to the skills needs of the economy.
- **Attractive Successful Neighbourhood:** improving public services to an acceptable level; creating neighbourhoods that are safe; supporting children and young people; promoting clean streets and neighbourhoods; enhancing green spaces and the natural environment; improving housing, ensuring choice and opportunity; creating cohesive communities with well developed engagement and leadership; encouraging everyone to take advantage of lifelong learning and training opportunities.

3.7 The Neighbourhood Renewal Strategy for Sheffield ‘Closing the Gap’ contributes to the delivery of the City Strategy theme of creating attractive successful neighbourhoods alongside the social inclusion strategy and health inequalities strategy.

- 3.8 The Neighbourhood Renewal Strategy seeks to contribute to national floor targets to reduce inequalities between communities. Within Sheffield although employment has been increasing and unemployment decreasing a number of communities still lag behind city and national averages. Burngreave has particularly been highlighted as an area with very high levels of unemployment and benefits dependency even compared to city-wide averages.
- 3.9 The Strategy looks to transform the use of mainstream funding to support neighbourhood renewal. The work is being led by Sheffield First for Inclusion, the Successful Neighbourhood Officer Group and the Neighbourhoods Directorate.
- 3.10 Creative Sheffield is the new economic development vehicle created by Sheffield First which, like Sheffield One (which focuses on the city centre), will be the new body driving economic and labour market initiatives throughout the rest of the city.
- 3.11 The City Council's Corporate Plan provides the framework for Directorates and their services and for 12 Area Action Plans. Several units (corporate policy, area and neighbourhood action, community regeneration, employment etc) have specific responsibilities embracing aspects of local economic development.
- 3.12 The City Economic Strategy views the city economy as a whole, embracing social inclusion. Policy challenges include:
- city centre;
 - knowledge institutions;
 - business clusters (and including public and social economy sectors);
 - skills in a modern economy (including an employability skills plan);
 - distinctive economic assets;
 - strategic transport connections.
- 3.13 Creative Sheffield, the Prospectus for a 'Distinctive European City in a Prosperous Region' is the city's contribution to the national Core Cities agenda and which is important for developing The Northern Way. It is important to reflect that comparative analysis of the economies of the 8 city-regions in the Northern Way indicate that the Sheffield city-region is of particular concern.
- 3.14 Creative Sheffield sees the city's future as a successful innovative producer city where economic benefits flow down from innovation through knowledge to greater spending power in the local economy, boosting local communities and local services.
- 3.15 Area Action Plans are under review. All 12 will embrace actions covering the Neighbourhood Renewal Strategy agenda on:
- Environment
 - Young People
 - 'Cleaner/Greener/Safer'
- Each area has been invited to add 2 further themes. For the Action Plan embracing Burngreave, the wish is to cover:
- Educational Attainment
 - Employment and Enterprise
 - Health
- This Local Economic Development Strategy may feed into work on the Area Action Plan.

- 3.16 The Burngreave Area Action Plan for 2003 covers short to medium term actions under 6 themes, one of which is Education, Enterprise and Employment and where specific issues identified include educational attainment of young people, quality of shopping centres and adult learning.
- 3.17 The Housing Market Renewal Pathfinder (Transform South Yorkshire) is a significant sub-regional initiative impacting upon Burngreave. Whilst primarily housing investment oriented, the vision is for this investment to underpin a buoyant economy and improved quality of life.
- 3.18 Within the East Sheffield Area Development Framework for the Transform South Yorkshire Pathfinder, work is underway on preparation of a master plan for Burngreave and Fir Vale. Proposals do not embrace established industrial areas at Rutland Road and Carlisle Street where employment areas are expected to remain. Regeneration initiatives with an economic dimension include Spital Hill (retail, office space, live/works units and community facilities). Small industrial units, local services and live/work units are suggested for Woodside. Broader environmental and housing works proposed would also provide economic and employment opportunities. Some 450 new dwellings are proposed which would add to population and local custom/spending power. At least 12,000 sq m of new workspace are proposed and which could accommodate 400-500 workers. As yet, there are no proposals in the master plan for how this could be implemented.
- 3.19 From a Burngreave perspective, the economic strategies for South Yorkshire and Sheffield include appropriate sentiments and, if delivered effectively and equitably, ought to bear fruit in Burngreave and in other communities. Not everything, however, will necessarily connect to Burngreave as it is not all appropriate to everywhere.
- 3.20 The Burngreave input from the bottom up would add little of value by simply repeating sub-regional and city strategies writ small. Nor would much be gained by declaring a local strategy which is at odds with wider ones. To be sure it is necessary to be vigilant and assertive on behalf of Burngreave to ensure strategies reach into the BNDfC area. Having the proposition as outlined in section 2 helps. Local action can prepare the ground for broader strategies to stick and for local people, organisations and businesses to be able to connect to the rest of the city. The can also include localising city, South Yorkshire and other schemes by giving them a Burngreave label and using BNDfC money for local enhancements.

Socio-economic Features

- 3.21 The following section provides an overview of key socio-economic features in the BNDfC area. It draws on Census and Indices of Deprivation 2004 data as well as the findings of the 2002 MORI Household Survey. Draft results from the MORI 2004 survey are still subject to checking. In addition to illustrating the position of Burngreave in relation to Sheffield using key social and economic indicators, the analysis also aims to start to quantify the key issues and give an indication of the scale of intervention require in the NDC area. It provides a 'reality check' on the relevance of some output targets.

- 3.22 The BNDfC¹ area has approximately 8,000 residents. This is 1.5% of Sheffield's population. Compared to the wider Sheffield population, the BNDfC area has a slightly lower proportion of people of working age (30-59) and a higher proportion of young people, particularly within the under 16 age group (2095 or 26.3%). Supporting young people into the labour market in the future is therefore likely to be an important factor in preventing high levels of unemployment and exclusion. Working with young people to retain participation in education or the labour market may be a long term strategy which BNDfC needs to consider.
- 3.23 Out of 3,208 households, there are 446 lone parents with dependents in the area. This is 13.9% of all households compared to 6.9% for Sheffield. The BNDfC area also has a high proportion of one person households (39.1% compared to 31.6% for Sheffield).
- 3.24 The BNDfC area is ethnically diverse with 51.6% of the population being White compared to 91.2% in Sheffield. Almost ¼ of the population (1,920 or 23.9%) are Asian and 16.4% (or 1,314) are Black. Having an ethnically diverse community may suggest there is a need for greater tailoring and sensitising of intervention to the needs of different ethnic communities. However, 73.6% of BNDfC residents were born in the UK, suggesting that a high proportion of residents are Asian British or Black British. This may raise some questions as to the extent to which language and other cultural barriers to participation in education and work prevail compared to the more acute needs of recent arrivals and their demands on local/responsive services. The table below which shows country of birth gives an indication of the number of people who have moved from another country into the UK.

	Burngreave NDC (no)	Burngreave NDC (% of total)
All People	7,979	-
All European Countries	6,027	75.6
- of which UK	5,869	73.6
All Eastern European Countries	50	0.6
All African Countries	479	6.0
- of which SE Africa, Somalia	319	4.0
All Asian Countries	1,100	13.8
- of which Middle East	342	4.3
- of which South Asia	728	9.1
- of which Pakistan	646	8.1
All North American Countries	337	4.2
- of which Jamaica	311	3.9

Source: Census 2001

- 3.25 The table shows that there are approximately 319 Somali, SE African residents and much higher numbers of residents of South Asian and Pakistani origin. Although this data is for 2001, so exact numbers may have changed, the proportion of different ethnic groups compared to the total population of the NDC area is unlikely to have shifted significantly in this time. Our interviews in Burngreave revealed an interest in establishing the number of refugees and asylum seekers in the area. This may be hard to fix at any one point, not least due to Home Office policies and to changing circumstances in different parts of the world. Local support agencies (eg Refugee Lifeline) may have local data.

¹ Data for the BNDfC area is derived from Census Output Area data - COAs were selected to provide a 'best fit' with the NDC area

- 3.26 Of the 8,000 residents in Burngreave approximately 5,500 are of working age (as defined by the 2001 Census ie 16-74). Of these, approximately half are economically active, ie in employment or actively seeking employment, compared to 63.2% in Sheffield. This is shown below.

	Burngreave NDC (no)	Burngreave NDC (%)	Sheffield (%)
All People	5,429		-
All Economically Active	2,802	52.1	63.2
- Employed/Self-Employed	2,149	39.6	55.7
- Unemployed	488	9.0	4.2
- Full Time Student	165	3.0	3.3
All Economically Inactive	2,627	48.4	36.9
- Retired	607	11.2	13.5
- Student	516	9.5	8.1
- Carer	547	10.1	5.9
- Sick/Disabled	545	10.0	6.2
- Other	412	7.6	3.2

Source: Census 2001

- 3.27 Whilst narrowing the gap between Burngreave and Sheffield in terms of economic activity could be deemed an important objective, this could in reality be achieved by increasing the number of people claiming JSA rather than other benefits, ie increasing the unemployed. Whilst moving people from inactive to active benefits is progression in that it may suggest more people are job-ready, it is unlikely to achieve the step change required in Burngreave or significantly increase income levels and wealth which will in turn have multiplier effects on the local economy.
- 3.28 On the other hand, supporting the 488 or so people currently unemployed into work would not reduce the gap in economic activity between Burngreave and Sheffield, but would have an impact on the employment rate, economic wealth and vitality of the local community and economy. Care therefore needs to be taken in how statistical data is used and interpreted, particularly when it is being used as the evidence base for determining and defining strategy objectives and targets.
- 3.29 Given the data on economic activity, the BNDfC area may need to consider a range of interventions to reduce unemployment by supporting the 488 or so people currently seeking work back into the labour market, but also start to consider how the gap between Burngreave and Sheffield in terms of economic activity can be reduced. National research shows that around a third of the economically inactive would like a job, rising to a half in areas of deprivation. This may suggest measures to ensure there are appropriate progression routes for students into work or further training and that there is support for carers and other economically inactive groups who may face particular barriers to labour market entry, eg affordable childcare, access to training, occupational health etc. The portfolio of BNDfC projects summarised in section 2 are, therefore, broadly appropriate.
- 3.30 To put these various statistics into a closing the gap (with Sheffield) perspective:
- having the same economic activity rate as Sheffield would involve increasing the total in Burngreave by 630 people in or looking for work (12% of the working age population);
 - having the same employment rate as Sheffield would mean 875 more Burngreave people in work (16% of the working age population);
 - having the same unemployment rate as Sheffield would reduce Burngreave's total by 260 (5% of the working age population);

- if carers, those who are sick and disabled and the 'other' category in Burngreave were as economically active (in or looking for work) as their counterparts in Sheffield, economic inactivity would reduce by 670 people (12% of the working age population).

- 3.31 This is a fairly crude basis for establishing the scale of targets to achieve as all areas are different and hardly any will exactly match the Sheffield average. If currently supported employment and enterprise theme projects achieve their targets (and if there is no double counting), 420 Burngreave people will have been helped into work and 1,150 into some form of training. Other theme projects add further outputs to the targets. This represents a substantial inroad into the Burngreave: Sheffield 'gaps'. But BNDfC Delivery Plan targets focusing on unemployment rates may not be the most telling outcomes.
- 3.32 Looking at the unemployed category in more detail, more recent data from the claimant count in August 2004 suggests that there are 690 people aged between 16-65 who are unemployed in the Burngreave ward (which is larger than the BNDfC area). Of these, 36% are aged between 20 and 29. The data also indicates that a significant proportion (22%) of people over 25 have been claiming for between 1-2 years. Although people have to be claiming for over 2 years to be defined statistically as long term unemployed, the data suggests that a large proportion of people are at risk of being long term unemployed and moving further away from the labour market as the longer an individual is unemployed, the more barriers they tend to face to re-entering the labour market. This is also supported by the 2002 MORI Household Survey which found that 78% of all unemployed people had been out of work for more than 6 months. This target group may therefore require much more tailored, intensive support to help them move into employment.
- 3.33 Looking in more detail at those people in employment, a high proportion of people are employed in manufacturing, wholesale/retail and health. Looking at the health sector in particular, 411 or 18.3% of all people work in this sector which will reflect the proximity of the Northern General Hospital. Compared to the Sheffield average Burngreave has a similar proportion of people employed in education and public administration. This suggests that people in Burngreave who are in work are accessing an appropriate proportion of total jobs available within the public sector.

	Burngreave NDC (no)	Burngreave NDC (%)	Sheffield (%)
All People	2,245	-	-
Agriculture	3	0.1	0.5
Manufacturing	324	14.4	15.6
Electricity	9	0.4	0.5
Construction	97	4.3	7.2
Wholesale/Retail	311	13.9	17.1
Hotels/Restaurants	163	7.3	5.1
Transport/Communication	164	7.3	5.8
Financial Intermediation	59	2.6	4.3
Real Estate, Renting, Business Activities	217	9.7	10.5
Public Admin	147	6.5	5.4
Education	206	9.2	9.5
Health	411	18.3	13.8
Personal Services	134	6.0	4.6

Source: Census 2001

- 3.34 Where Burngreave has an under representation of employment this is mainly in the financial sectors and construction. Financial services are however a relatively small sector across Sheffield, nor would we expect employment by industry in Burngreave to exactly mirror that in Sheffield. Looking at construction however, given the expected increase in employment opportunities within this sector, this may be able to provide more employment opportunities for Burngreave residents. The construction sector is, however, highly cyclical and working patterns are unusual as well as being physically mobile. Local labour construction initiatives have a mixed record on sustainable jobs.
- 3.35 Overall, however, the industry of employment of Burngreave residents who are in work does not differ significantly from Sheffield as a whole. If we consider employment by occupation, the data indicates that a slightly higher proportion of Burngreave residents are employed in elementary and process, plant and machine operative occupations than residents across Sheffield as a whole, and slightly fewer are employed in managerial and professional occupations² (see table below).

	Burngreave (no)	Burngreave (%)	Sheffield (%)
All People	2,258	-	-
Managers and Senior Officials	205	9.1	11.8
Professional Occupations	231	10.2	12.2
Associate Professional and Technical Occupations	349	15.5	12.7
Administrative and Secretarial Occupations	209	9.3	12.6
Skilled Trade Occupations	232	10.3	12.1
Personal Service Occupations	206	9.1	7.3
Sales and Customer Service Occupations	168	7.4	8.9
Process, Plant and Machine Operatives	277	12.3	9.2
Elementary Occupations	381	16.9	13.0

Source: Census 2001

- 3.36 Burngreave does, however, have more residents employed in associate professional and technical occupations, which may be a reflection of the high proportion of people employed in the health sector. Overall, the occupations of Burngreave residents are not significantly different from Sheffield as a whole. It may be, however, that in the future some consideration may need to be given to supporting people in work to move up the occupational ladder to prevent gaps at the lower and higher occupational levels increasing.
- 3.37 Increasing skills levels will be one way in which residents can be supported to access 'better' jobs. 2001 Census data for the BNDfC area shows that although there is a gap in attainment between Burngreave and Sheffield residents at NVQ1 to NVQ4/5, Burngreave has a higher proportion of people with no qualifications. To reduce the proportion of residents with no qualifications to the Sheffield average, approximately 550 people would need to be qualified to NVQ1 or equivalent. With the national target to increase the proportion of people qualified to level 3, reducing the gap between Burngreave and Sheffield at this level would require an additional 200 people to be qualified to level 3. This therefore gives some indication of the total numbers required to start bringing the qualifications structure of BNDfC in line with that of Sheffield as a whole.
- 3.38 The Household Survey also suggested that compared to all NDCs nationally, a higher proportion of Burngreave residents needed to improve their basic skills. Addressing basic skills may also provide an opportunity to increase the proportion of people in Burngreave qualified to NVQ1.

² This is also supported by the findings of the 2002 MORI Household Survey

- 3.39 In order to provide a comparison and benchmark to Census data, the Indices of Multiple Deprivation 2004 use a series of indicators to rank Super Output Areas (SOAs) within different domains. These rankings give an indication of the extent of deprivation with 1 being the most deprived SOA nationally and 32,482 being the least deprived. The following table shows the ranking of the SOAs which 'best fit' the BNDfC area.

SOA	Rank of IMD	Rank of Income Domain	Rank of Employment Domain	Rank of Education, Skills and Training Domain
E01007869	2,554	2,867	2,599	6,001
E01007870	2,206	3,433	1,133	7,642
E01007872	7,609	7,125	9,107	7,743
E01007873	1,328	1,489	905	4,776
E01007874	586	293	761	1,985
E01007875	218	145	346	2,023
E01007876	324	25	132	3,526
Average	2,118	2,196	2,140	5,128

Source: Index of Multiple Deprivation 2004

- 3.40 The location of the SOAs is indicated below:
- E01007869 covers the area around the cemetery;
 - E01007870 is the area around Abbeyfield Park;
 - E01007872 extends from Ellesmere Road North to Crabtree which is outside the BNDfC area;
 - E01007873 covers the Carwood Close, Torbay Road and Margate Drive area;
 - E01007874 reaches from Clun Street across to Grimesthorpe Road extending as far as Malton Street and houses east of Sedan Street;
 - E01007875 covers the south westerly area from Denholm Close, through the Catherine Street triangle almost to Christchurch Road;
 - E01007876 is centred on Verdun Street, Brunswick Road and Andover Street.

This information could be used to help target 'worst first' areas through outreach work, but most areas are seriously deprived.

- 3.41 The rankings show that income and employment deprivation is much more grievously acute than education, skills and training deprivation (but which is still within the worst 20% in England). So comparatively better (but still poor) education, skills and training is not driving up employment and income levels. This begs the issue of whether a concerted attack on education and skills is necessary to effect wider change or if a focus on employment at better income levels would then create more demand for learning and skills.
- 3.42 The table shows that within the NDC area, the level of deprivation varies with some parts ranked as high as 218 and others at 7,609 out of 32,482. With the exception of one SOA, the whole NDC area is ranked within the 10% most deprived areas nationally. This is the case within each domain apart from education, skills and training where Burngreave performs slightly better with only 2 of the 7 SOAs in the 10% most deprived.

- 3.43 Looking at all the statistical data, analysis suggests that although BNDfC area lags behind Sheffield averages in relation to most key social and economic indicators, the gap is not insurmountable and the data gives a clearer indication of the key areas where intervention could be focused and the types of numbers involved in reducing the gap with Sheffield and allow a 'reality check' for proposed project activity and their beneficiary numbers. With geographical mapping of the 7 SOAs, the deprivation data also starts to give a spatial perspective to assist the targeting of activity.
- 3.44 The analysis of economic activity and inactivity also illustrates that care needs to be taken when looking at 'headline' statistics and indicators such as economic activity to ensure that their composition is understood so that appropriate forms of intervention are developed. It is often the case that statistics only provide half the story and should not always be the only measure of success. Reducing a statistical gap between Sheffield and Burngreave for instance may not always achieve the desired results on the ground. Statistics should not therefore be used to determine the Strategy, but support the development process.
- 3.45 One area of data where it is hard to obtain official statistics is how many employing organisations there are in BNDfC area (and how many jobs they support), including the proportion held by local people). Work on enterprise in disadvantaged areas (including social enterprise) is underway nationally and some initiatives already exist. Burngreave, for example, is one of 2,000 designated Enterprise Areas where fiscal incentives (eg on stamp duty) are available to stimulate property development.
- 3.46 The Burngreave Business Directory of employing organisations helps fill this gap showing some 300 entries. It is acknowledged as not comprehensive (eg local schools and the Council's Housing Office are not included and self-employed people working from home are hard to trace). If we make the sweeping assumption that all are VAT registered, this gives a stock rate of 170 enterprises per 10,000 adults. The Sheffield city rate is 258. This is not to say that Burngreave necessarily has a business and enterprise deficit as much depends on the degree to which an area is residential. But, as a guesstimate, there may be 1,500-2,000 people working in the BNDfC area.
- 3.47 What can be derived from the Directory is that the area has:
- a significant stock of manufacturing and related businesses (around 10% of the total), many being in engineering and metals and, therefore, part of one of the 5 regional business clusters being developed by Yorkshire Forward;
 - a similar (perhaps slightly larger) proportion are involved in cultural, creative, media and digital activities, a further regional business cluster;
 - a further 10% are auto and related businesses, serving domestic and business customers and where engineering and driving skills are necessary;
 - another 10% are in a broadly defined catering/hospitality sector, one which is increasingly driven by regulatory standards and by quality/customer service competitive factors where workforce skills can make a difference between success and failure. These may be included in the regional food and drink business cluster;
 - the bulk of businesses are in what are largely domestic consumer services across a range of activities (retail, care, health and education), with a diverse range of workforce skills needs and catering for community needs but which are accompanied by low disposable incomes. An additional (unknown) number of private landlords may also operate in this area although registration initiatives may enable a range of enterprise developments in this sector.

- 3.48 This profile reflects some of the historic legacy of the Lower Don Valley, the proximity to the city centre combined with old and therefore mostly cheap premises and the demographic profile of the local area being served. There is comparatively little new development for businesses in the area but there is some underway further down Carlisle Street. There is known investor/entrepreneur interest in Burngreave which may be awaiting greater certainty from master planning exercises. Some land and property owners have, however, not yet been enticed to invest in stock that they own in the area.
- 3.49 In time, we would expect market interest from businesses and investors to increase as city centre opportunities are taken up, spread into the NUCA and other areas and respond to the scope afforded by the Inner Ring Road, Master Plans and renewal. BNDfC faces the choice of what further (if anything) to do to hasten this process. Currently, and from businesses we have met, trading conditions are tough and extra employment and training is rarely a priority. Like residents, they are concerned with crime, the environment, public services (costs and quality) and the area's image.
- 3.50 Latching onto the momentum in Sheffield's economic growth is a key concern in the BNDfC area. Econometric projections to 2006 only suggest a net growth in employment (FTE) in Sheffield of 0.1%. This is comprised of reductions for men and growth for women. Net reductions by industry are in manufacturing, retail and catering. Growth is in construction, transport, business services and public (especially health) services. Growth (net) occupations are projected in admin/clerical/secretarial, caring services, sales, drivers and operatives. Sheffield has more jobs (264,000) than it has residents in work (234,000) so there is not an absolute shortage of jobs in the city.
- 3.51 Net growth ignores gross change (from replacement demand as people leave or retire) which is known as churning in the labour market. This runs at a much higher annual rate, creating at least 5 times as many job openings each year as many new job creation. These replacement job vacancies appear in industries with older workforces (eg engineering/construction) and in relatively low skills or less enticing occupations, notably in clerical, caring, sales and elementary occupations. Interestingly, these occupations have gross pay levels in Sheffield that are close to national and regional averages for these occupations. It is the higher level occupations which, while paid more than other jobs, get less in Sheffield than regionally or nationally.
- 3.52 The job projections may be taken with a pinch of salt given the known developments in the pipeline in Sheffield. But the higher total of job creation, estimated from Investment Plan projects by 2009 (50,000) may also be rather optimistic. However, the scale of opportunity from new jobs and from replacement demand in Sheffield exceeds by far Burngreave's unemployed and inactive population. There is no reason to assume Burngreave people cannot reach these opportunities. It may be necessary and realistic to start with jobs that are accessible (in labour market) terms even if they lack initial appeal and glamour. But this is no reason not to aim high as not to do so may risk being left behind.

Resources in Context

- 3.53 It is salutary to put resources for economic development in a context.
- 3.54 The city of Sheffield economy had a Gross Value Added (2001) of £6,500m. This is equivalent to £12,500 per head. If Burngreave had a comparable (for its size) level of economic activity, its Gross Value Added (2001) would be £100m.

Given local employment rates and fewer businesses in Burngreave, the actual figure would be much less but still a significant sum nonetheless, perhaps £50m or more pa.

- 3.55 Total public expenditure per head in the region is £5,148 (2001/02). If this is equally spread geographically, it would mean over £40m pa in Burngreave. Some 60% goes on health and personal services and on social protection (benefit payments etc). Only 3% goes on industry, trade and employment.
- 3.56 By contrast, Yorkshire Forward's Single Pot represents £60 per head pa, Objective I Structural Funds £80 per head pa, and Sheffield City Council's annual budget some £1,000 per head.
- 3.57 The NDfC money is equivalent to £650 per head pa. It is, therefore, more significant than Objective I and Single Pot and, being ring-fenced for the area, is better assured that it will be of direct benefit.
- 3.58 The BNDfC resources are, therefore, significant and can influence the deployment of some other public sector funds. In terms of their local economy and public expenditure effects they are, however, modest and subject to competing claims beyond employment and enterprise.
- 3.59 The critical element in the equation is the broader scale of actual or latent economic activity in Burngreave. Making the most of this and by exploiting the human, community, physical and locational assets of Burngreave with NDfC resources may raise investment and wealth significantly. The challenge is to do so without the returns leaking out of the area but by connecting to the far greater scale of economic activity in Sheffield.

4. RATIONALE AND ROLE FOR BNDfC AREA LOCAL ECONOMIC DEVELOPMENT STRATEGY

Approach

- 4.1 We approach this section from a stance of neighbourhoods not being economic entities around which economic development policies can be constructed in isolation from wider economic forces for change.
- 4.2 Neighbourhoods do, however, possess several types of economic role. It is often tempting to search for some form of benchmark (like city averages) to establish 'gaps' to close. But a city average is made up from a mosaic of circumstances and conditions and it is most unlikely that any one neighbourhood exactly replicates all the city averages in every regard. Industrial and commercial areas have more businesses and jobs than residential ones. Residential areas with more retired people, students or high proportions of institutional residential establishments have, inevitably, higher level of economic inactivity than those with a more 'normal' distribution of population. And among some BME communities, cultural traditions may attach more importance to extended families and caring roles of women than they do to work.
- 4.3 So superimposing a set of standard assumptions about what people should do or be is a blunt approach that smacks of 'one size fits all'. But tolerating inequality, injustice and poverty for the sake of misguided political correctness is equally inappropriate. Sheffield has (in our view) correctly diagnosed what a successful core city should be and the significance of economic development for this. Burngreave, in its own right, becomes part of this agenda.

Economic Roles

- 4.4 There are (we believe) 3 main types of economic role for neighbourhoods like Burngreave. These are:
- as a producer of goods and services for external markets;
 - as a producer of goods and services for local consumption;
 - as a provider of labour for employment within and outside the area.

These and their relative significance are elaborated upon below.

- 4.5 Being a neighbourhood that produces goods and services for external markets relies on the presence of an economic base of enterprises which are competitive in wider economies. Traditionally this would have been in manufacturing production as is evident still in parts of Burngreave. Notwithstanding the Regional Economic Strategy emphasis on the Advanced Engineering and Metals cluster, it has been one which has seen an erosion of markets and of competitiveness.
- 4.6 More typical nowadays is for neighbourhoods to find a new role in services, eg restaurants, speciality retail that attract in visitors and their spending power to sustain activity. This is the potential some have identified for Spital Hill and in the last year new restaurants have opened following the wider acclaim earned by the Kashmir and Mangla. The potential is unlikely to be realisable solely on the back of local disposable incomes nor in the physical fabric and ambience that the area currently portrays. New housing investment may provide a local boost.

- 4.7 Being a producer of goods and services for local consumption helps to stop leaks of what income there is in the area while also meeting needs. Ownership may not be local in all instances, so some leakage is inevitable in a market context. Consuming services or goods through market processes requires income. Non-market consumption, eg via barter, local exchange trading schemes, time banks or simple neighbourliness and mutual support may be a (probably inadequate for most) substitute but helps build active communities.
- 4.8 The necessity of income (from employment, from ownership of property or enterprises or from benefits) is apparent. The Delivery Plan emphasis on raising household income as a key outcome is, therefore, well founded as (in most instances) employment is the dominant source of income (as long as it is not very low paid employment).
- 4.9 The provision of labour for employment within and outside the area is the principal economic role for most primarily residential neighbourhoods and is the main route to incomes for residents. But it is not prudent to put all the local economic development eggs in this basket.
- 4.10 This is because a successful neighbourhood is not merely a place from which to source workers. People live, eat, sleep, play, learn, shop and interact in their neighbourhoods and it is the sum of these activities (plus having an income) that foster belonging.

Some Implications

- 4.11 So we need to establish a portfolio of neighbourhood assets (or niches for places) offered to the city-region by Burngreave. These include:
- human capital;
 - the built physical stock (and its occupants/users);
 - location (monetary and other values derived from location);
 - political/community mobilisation as voices for shares of education, housing, health, environment and other services (often in coalitions of neighbourhoods with others in Sheffield, South Yorkshire and NDfCs).
- 4.12 Before coming back to human capital, it is appropriate to think about quality of places and lives. Unless these offer decent prospects, unleashing human capital to acquire incomes may see people up and leave to better places only for their places to be backfilled by others who are in need. Refurbishment and redevelopment programmes which neglect human capital in preference for bricks and mortar may lead to gentrification and displacement of original residents. Statistically, the area's problems are solved but people have not benefited.
- 4.13 Unlocking the full potential of human (and social) capital to foster access to employment, enterprise (and community enterprise) via tackling labour market barriers and imparting employability skills (which are in demand) is, therefore, central to a Local Economic Development Strategy, but needs to be accompanied by all the other necessary ingredients.
- 4.14 Evidence suggests that people who are unemployed or inactive are not of this status because of (in the main) where they live. Economic inactivity may be more to do with the person and being inactive may restrict choices on where to live.

But, barring postcode and racial discrimination by employers, living in a particular area is not a direct cause of being unemployed, although being in amongst many other unemployed people can sap confidence and undermine ambition.

4.15 Instead, labour market rigidities largely combine to produce mismatches due to:

- sectoral demand changes for people and for skills;
- workforce adaptability (or lack of it);
- the efficiency (or not) of the labour matching (to jobs) systems.

4.16 New Deal has been predicated on this diagnosis and, within its own terms and criteria, has substantially worked as shown by very extensive evaluation work. But it works best in parallel with all the instruments of neighbourhood renewal if sustainable communities are to be created.

Moving Towards Strategy Priorities

4.17 Local Economic Development Strategy priorities which build on the 3 economic roles and that fall out of this line of thinking in relation to Burngreave appear to us to be:

- engaging those who want and chose to work through information, advice and guidance (often of a non-traditional nature);
- helping people in work and learning to progress into sustainable and better paid employment;
- making Burngreave a better/safer place in which to live, work, run a business and through which to travel (and to visit).

This has to be joined to wider neighbourhood renewal agendas, particularly (we feel) on community safety, health, indebtedness, employment and welfare rights, environment and public services, all with community involvement and cohesion as principles for real traction.

4.18 Direct local job creation and new business formation may fall out as welcome asides, as may inward investment. Securing these deliberately sought for 'windfalls' may be achieved by:

- linking to the wider city mainstream to acquire access to opportunities (and resources);
- leveraging as much as possible from new/strengthened relationships with the city mainstream;
- learning what works, why, where and who knows for continued innovation.

4.19 As markets and systems get more efficient and complex, the need for further direct interventions falls (and costs of doing so rise). Ultimately, when the Burngreave Vision is achieved, further intervention will recede.

4.20 In the meantime, creating wealth in Burngreave plays a central role in:

- sustaining decent livelihoods;
- attacking poverty;
- enabling the rule of law and community safety to take hold.

BNDfC can have greater confidence now that Sheffield is progressing towards creating wealth in a significant fashion. The Local Economic Development Strategy should latch onto this and capture more of the backwash benefits into Burngreave. In doing so BNDfC can build on what is working, have courage to let go what is not and can dare to be different by withstanding external pressures to conform with other agendas when they are inappropriate for Burngreave.

PART 2: FRAMEWORK FOR THE LOCAL ECONOMIC DEVELOPMENT STRATEGY

This part of the Strategy document presents the ‘whats’ of the Local Economic Development Strategy for the BNDfC area. By this we mean that what should be done (in economic development terms) to help realise the BNDfC Vision. Because something should be done does not necessarily mean BNDfC should do it.

The proposals arise from the fieldwork in Burngreave and Sheffield and from the considerations reviewed in Part 1.

We have used the term ‘Framework’ deliberately because the word ‘Strategy’ is at risk of losing its meaning. Originally, Strategy meant leading an army (not a platoon) and involving high level thinking. So the key elements are:

- leading with a purpose – in this case to help achieve a Vision;
- dealing with the big picture – in this case all the ‘regiments’ in the economic development ‘army’, without being too preoccupied with the quartermaster’s stores;
- making choices on what to do (in what circumstances) and what not to do;
- ensuring all tactics used have a strategic purpose.

By having a strategy, an organisation or an area has a reasoned framework for deciding. Unlike a blueprint or a master plan, which is fixed in terms of its proposals, allows no real decision choices and cannot cope with the unexpected, a strategy allows principles to be adopted and provides flexibility within the principles to cope with the unexpected. Having no strategy or framework for deciding leaves an organisation or an area exposed to just muddling through, reacting to events and to others.

We present the Strategic Framework in 6 sections, numbered to follow on from those in Part 1:

- **Section 5** applies NDfC, BNDfC and some further good practice principles to establish the strategic criteria to use in local economic development choices. It includes a diagram that summarises the strategy. The next 5 sections are equivalent to Strategy objectives.
- **Section 6** presents the principal focus of the Strategy which is Access to Employment through Employability.
- **Section 7** covers Developing the Burngreave Workforce where we have distinguished strategic proposals from those in section 6 by concentrating on people who have got into work to enable their further progress.
- **Section 8** is Burngreave Business Development, concentrating on enterprise formation, survival and growth.
- **Section 9** deals with the economic development dimensions of The Essence of Burngreave, its Fabric and Services. As an issue for Burngreave, this topic extends well beyond purely economic development matters but also needs an economic slant.
- **Section 10** covers the local economic development potential of a host of complementary activities that occur outside the employment and enterprise theme and outside of the BNDfC area.

5. OVERARCHING PRINCIPLES FOR THE BNDfC LOCAL ECONOMIC DEVELOPMENT STRATEGY

- 5.1 In this section we aim to locate the must be/must have principles of the NDfC Programme and of the BNDfC Partnership within the local economy to be developed strategically.
- 5.2 We start with the ingredients of 'economy' that the Local Strategy aims to manage. Then we pick up relevant principles to apply.
- 5.3 The section closes with an overview picture of how the elements of the Strategy hang together.

The Economy 'Thing'

- 5.4 The economy is a term referring to the system and processes used to allocate economic resources between competing ends and within prevailing political, legal and ideological frameworks. These resources include land (and other natural resources), labour and capital, each of which are finite. So scarcity and choice are integral to an Economic Strategy.
- 5.5 In our mixed economy system, the market and the state have a hand in allocation of resources. The main sub-components are:
- the personal sector;
 - the corporate/business sector;
 - the public sector; and
 - the voluntary/community sector.

The key engine generating economic wealth in a mixed economy is the profit-motivated private sector, regulated by the state. Public and voluntary/community sectors add value as well as governing and influencing market forces. Distinctions between sectors get blurred (eg social enterprises, privatisation, public services contracted out to private or voluntary/community sectors).

- 5.6 Wealth that is generated shows up as the net assets owned by an individual. These are physical, financial and intangible (eg brands, image, trust/goodwill, know how etc).
- 5.7 So the BNDfC target on raising incomes is (first and foremost) an economic goal about wealth. And a Local Economic Development Strategy looks at how economic resources can be allocated and managed (or influenced) to generate wealth in a mixed economy context. Employment is a key goal for accumulating wealth and skills may be a key route to employment. But this needs employers to create employment and to demand skills. The economy has to be healthy enough to absorb and retain an increased supply of people. Otherwise gains made by reducing worklessness will not be sustained. So an Economic Development Strategy has to be more than just attention to employment.

Principles

- 5.8 The principle of dealing with the formal (legal) economy is a basic one. The shades of informal economic activity leading into illegal economic activity are too murky to enter in a Local Development Strategy, other than (perhaps) in enabling undeclared informal working to become legitimate.
- 5.9 An overarching principle for the Local Economic Development Strategy must be to embed the core values of the NDfC Programme and BNDfC Partnership into all actions in the Strategy. These include:
- residents and community-led and rights to equality;

- genuine partnerships;
- respect for the knowledge, beliefs and cultures of people and where race equality is non negotiable;
- enabling people to make their own informed choices;
- mainstream local needs into public services delivery;
- act now, think long term.

5.10 The Local Government principles of Best Value can be imported into and adapted to those for the BNDfC area Local Economic Development Strategy. These include:

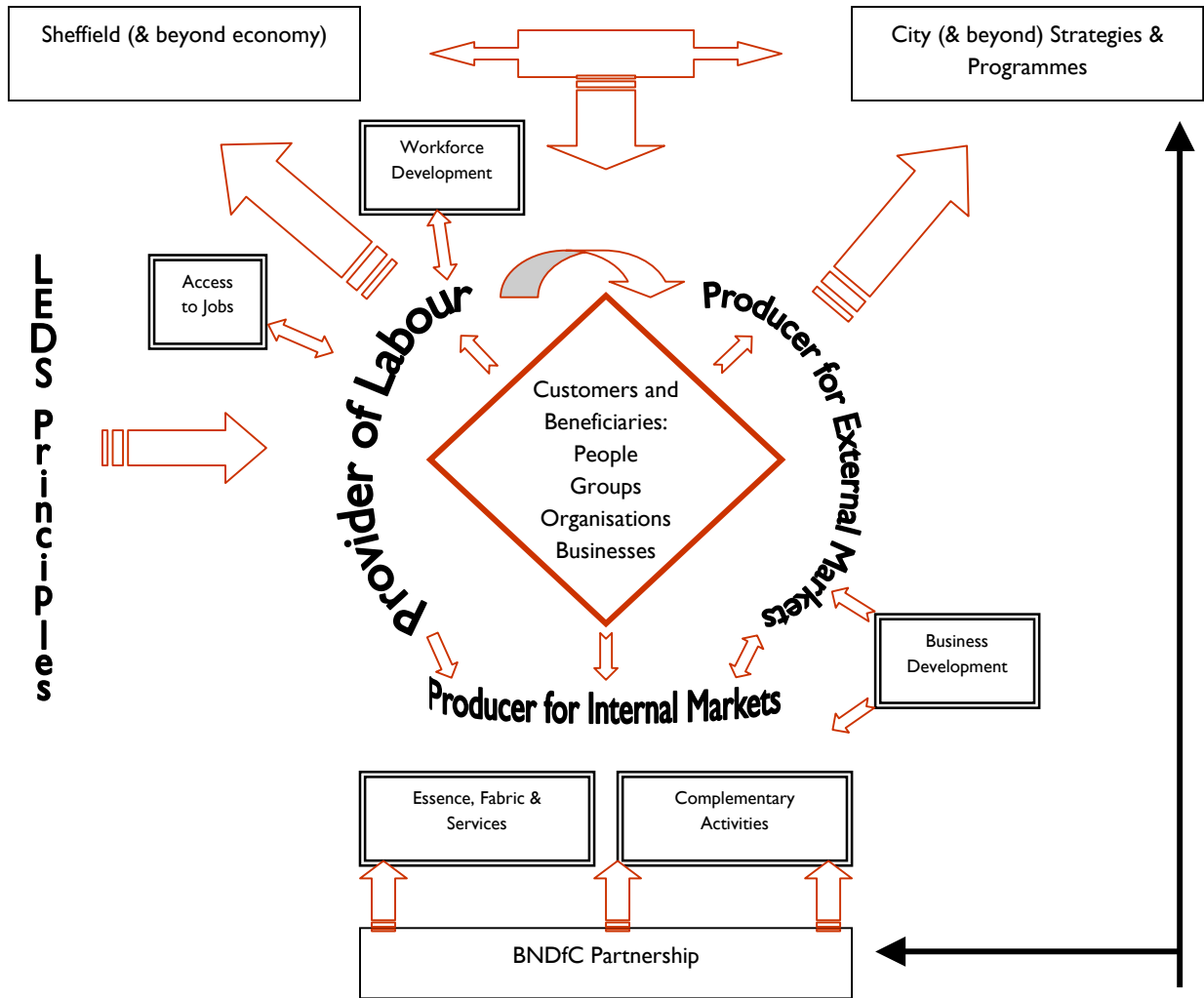
- **Consult:** with people, stakeholders and agencies (where consultation is much more than ‘This is what we propose – what do you think?’).
- **Compare:** using evidence to benchmark against similar or wider areas and comparing what is being done elsewhere.
- **Challenge:** yourselves and what you do, propositions from others purporting to be of benefit, behaviour of mainstream organisations and (above all and wherever it occurs) intolerance and prejudice.
- **Compete:** not on a beggar thy neighbour basis, but for attention (and often with others as coalitions).

5.11 Finally, and borrowed from this region’s Better Deal for Business, adopt a ‘no wrong door’ approach for economic development potential. It can come from quirky sources and projects where individuals, groups and organisations express a hope or a need. Opportunities for generating wealth (in its widest sense, including worth) can arise from running a lunch club, joining a drug rehab project, organising a float at a festival, responding to a business with a planning enforcement problem, dealing with owner occupiers and landlords on housing facelift schemes. All Theme Managers, project sponsors and partnership networks should scout for these opportunities. It is not just the job of the employment and enterprise theme. The ‘no wrong door’ principle puts customers first, not themes, measures and targets.

Strategy Overview

5.12 Picking up from Part 1 (and especially from section 4), we present (overleaf) a picture of the elements of the Local Economic Development Strategic Framework for the BNDfC area. Shown at the heart of the picture, where they belong, are people (and groups, organisations and businesses). Wrapped around the heart is the 3 economic roles that Burngreave can fulfil and their links with one another and with the wider economy and policy contexts. Three of the 5 main fields of economic intervention are shown connected to these economic roles while the other 2 are underpinning to each of the 3 economic roles. Coming in from the side are the principles to infuse all activities. At the bottom is the BNDfC Partnership and its roles (see Part 3), shown connected (2 way) to Strategies for the city and beyond.

5.13 The focus is, therefore, on people as the means by which the Burngreave Vision and the enterprise and employment theme vision is realised. The 3 economic roles provide the rationales for the 5 strategic strands of action, each one designed to contribute to specific delivery plan outcomes but each one being necessary if the other 4 are to work well. These strands comprise, in effect, what are more routinely terms as objectives.



- 5.14 The picture tries to show the Strategy as a 'job lot', embedded in its context. It is meant to work together. Separate elements working alone would fall short of the Vision. What now follows is what goes into each element and is dealt with in turn but it is helpful to try to hold onto the picture so as to remember the wood while examining the trees.
- 5.15 For each of the 5 strategic strands, the following sections (6-10) contain the strategic proposition and an explanation of reasons, policy proposals, an account of the differences sought and of who this helps with which BNDfC outcome targets.

6. ACCESS TO EMPLOYMENT THROUGH EMPLOYABILITY

The Proposition

- 6.1 The statistics in Part I show the scale of the need in the BNDfC area in terms of worklessness. A pathway to opportunity is required for people in Burngreave who are:
- economically inactive but would take a job if they could find one worth taking, if they believed there were such jobs and if they were helped to get job ready (including by removing barriers to employability);
 - unemployed and looking for a job worth taking (whether or not they are JSA claimants);
 - underemployed, eg on limited hours, casual work, low pay or in work which does not use their talents to the full;
 - working informally and not declaring earnings, often paid cash-in-hand and wanting to formalise their status.
- 6.2 This pathway must be person-centred, reflecting individual needs and ambitions. This means it is not constrained by eligibility rules on status, length of unemployment etc. Nor does it force people into categories for types of support (eg age, gender, ethnicity and ability).
- 6.3 The stepping stones in the pathway are known and substantially in place. But they do not yet join up sufficiently well for everyone and do not yet provide the route to the broadest range of possibilities.
- 6.4 Establishing this pathway should be the primary focus of the BNDfC area Local Economic Development Strategy, but not the only one by any means. It is based on 3 opportunities:
- first and foremost, recognising latent talents in people and working to realise their potential (this is framed as a positive, based on faith in people rather than framed negatively based on how experts who feel they know best focus on needs);
 - employment opportunities in the Sheffield (and beyond) labour market, which are growing in volume and in quality and which face (increasingly) labour market shortages;
 - employment opportunities in the BNDfC area, which are convenient, accessible but not (yet) very numerous.
- 6.5 A touch of realism will be necessary here. This would blow cool on the rhetoric of economic transformation of Sheffield and South Yorkshire as something to achieve overnight. It would accept that, especially in labour market terms, we are dealing with transitions (across talent, competence and obstacles) from inactivity, to job seeking, into work and then on into better work. A person-centred approach recognises that some have a metaphorically long distance to travel through these transitions and recognises the value of soft outcomes along the way. It also recognises that people step on the pathway at different points. But an expectation that people can leap from long term inactivity to a job regarded as high quality in one go would be misplaced.
- 6.6 But there is also a need for some standards to apply. Employment opportunities opened up by the pathway must be decent and fair, at least meeting all statutory requirements (pay, terms, conditions, health and safety, equality). Preference should be given to job slots which are with employers who demonstrate good practice in investing in their people, in enabling work/life balance and in celebrating diversity.

The Stepping Stones

6.7 Proposals for the stepping stones in the pathway cover:

- engagement and connecting;
- enhanced information, advice and guidance (IAG Plus);
- neighbourhood learning;
- job search coaching;
- job opportunities capturing and people/job matching;
- in-work support and aftercare.

These are specified as follows below.

6.8 Starting with people furthest removed from labour market participation is the need to **engage** and connect with them. Leaflets, Burngreave Messenger and drop in centres (eg Job Net) are part of the effort, but not enough.

6.9 Outreach work is essential and needs to comprise:

- a field force of trained workers, operating on a street by street basis, starting in the areas identified as the most employment deprived;
- all (relevant) BNDfC supported projects working with people being asked (or required) to help cascade news, messages, personal support and active liaison (not just signposting) to employment support service providers;
- all statutory agencies who work with people being briefed on BNDfC employability goals and services and persuaded to cooperate;
- community groups in touch with people of (or approaching) working age to be requested to help by making their members/users aware and by being alert to possible clients of employability initiatives.

6.10 This engagement network is stronger than any one (however much) integrated agency-based service. It recognises there are many routes to people and seeks to mobilise all of them. It is a diverse approach for diversity. The Yemeni Refugee Organisation's project is exemplary in this regard in how it has been framed and delivered with input from people.

6.11 Building on engagement is Information, Advice and Guidance (IAG) and **IAG Plus**. This remains person-centred in most instances but can (usefully at times) involve mutually supportive peer groups (eg from young mothers, Asian women, white male young adults at risk of 'trouble', men over 50 etc).

6.12 IAG Plus would build upon the mainstream services of Connexions and Sheffield Futures which provide free, independent advice, information and guidance to people about learning and work and how to access them. These services are available to all, regardless of status. It is a service shown nationally and regionally to work for its customers and to reach so called 'hard to reach' groups.

6.13 IAG Plus introduces extra flair, creativity and some 'wackiness' by thinking laterally beyond formal courses, NVQs and job placements. It is subtle (as seen in the NETT and SOHAS projects for example). It embraces scope for personal development, eg through sport, music, fashion, food, caring for children or relatives, media/IT etc. More BNDfC projects should be enabled to do this as additional provision to that from the mainstream.

- 6.14 There needs to be some element of persuasion in IAG Plus that has, where appropriate, a vocational purpose. This is where thinking positively with clients is important so that barriers identified can be shown as surmountable rather than as blockages (or, in some cases, excuses by the provider or by the client). Amongst the persuasion should be 'better off' calculations and advice and other incentives where a client acts on advice and guidance.
- 6.15 IAG and IAG Plus should be regarded as integral in the pathway, connected to other actors along the route.
- 6.16 Evaluation of IAG shows it to be a key stimulant to engage in learning. Those least qualified are the most likely to progress into learning such that, after receiving advice and information, the overall qualifications profile of users increased. We therefore see a key role in the pathway for **neighbourhood learning** and where much is already done in Burngreave across a wide range of subjects and with evidence of learning progression (from experiential learning through accredited qualifications and onwards to FE and HE).
- 6.17 There is much to commend in Burngreave's learning (mostly free) initiatives, most of which have intrinsic educational merit in their own right. Under the employment and enterprise theme, the MAMA project has a strong education (in the language of employment) theme and exemplifies the combating of discrimination. Under the education theme, the Burngreave Community Learning Campaign and Community Education Coordinators are achieving very high targets, feeding learners into vocational learning, skills and employability.
- 6.18 The connections between learning and employability are strong ones and the working together of these 2 themes is especially important, not least in realising the fullest potential of the Vestry Hall project. We advocate a greater element of vocational pathway delivery and of employability skills in the neighbourhood learning projects, stimulating participation by incentives (eg small bursaries), but not at the expense of learning for learning's sake. This may need more pressure put on mainstream providers to widen participation, eg through local delivery of vocational education and high quality ESOL provision.
- 6.19 Building upon engagement, IAG and learning is the need to ensure a point in the pathway that covers **job search coaching**, including for young people of statutory school age.
- 6.20 From some (eg young entrants, those in workless households, returners), familiarity with modern working practices may be low or absent. There is a purposeful role here for volunteering, not least as a way to be able to have referees. Short tasters, visits and simulations to develop appreciation of the world of work should be designed into the pathway and employer support obtained.
- 6.21 Where necessary, a portfolio of coping briefings and personal development support needs to be injected. Apart from basic/life skills, this should also include presentational, self-organisation, money management and communication skills. Using drama and performing arts, eg connected to Creative Burngreave, can be a fun way of providing this support.

- 6.22 Generic job search support, eg CVs, scouring vacancy advertisements, analysing job descriptions and person specifications, preparing applications and rehearsing interview or other employee selection techniques will be integral to coaching, often requiring mentors as well as advisors. BNDfC could offer a Burngreave guarantee to residents on these aspects of job search coaching, eg an entitlement to a job, training place or a volunteering position.
- 6.23 The young people dimension here is important as population figures in Part I showed a high proportion of young people at school age who will be joining the post 16 labour market and learning system. Preparing them for the world of work is a national policy, already being applied in Burngreave.
- 6.24 National policy is to build enterprise capability, economic and business understanding and financial literacy in all young people. This covers education about work, for work and through work and is led by local LSCs. Nationally there are at least 50 initiatives on young enterprise (with learning rather than purely business start up goals). Regionally the Young People's Enterprise Forum involves 20 organisations with an interest in enterprise education. The Northern Way Growth Strategy proposes a 10 year Northern Enterprise in Education Initiative.
- 6.25 These initiatives and organisations should be reaching Burngreave and typically into schools. Extensions into, for example, youth and sports clubs and places where young people hang out ought to be procured and woven into (especially) the first 2 steps in the stepping stones so as to help with job search coaching for young people.
- 6.26 There are 2 parallel processes in the next stepping stones on the pathway to have in place. These are **job opportunities capturing** and **people and job matching**. Job Net is one form of job capturing and Jobs Match is one form of the latter. A bridging mechanism between both processes is essential for effectiveness.
- 6.27 Job capturing will involve prospecting for, hoovering up and disseminating the widest range of job slots in the neighbourhood and city labour market. The prospecting is the purposeful aspect where plugging into employers (especially medium to larger ones) and to recruitment agencies will generate the greatest volume and variety of opportunities. 'Buying signals' in the market as represented by the South Yorkshire Employers Coalition (paragraph 3.4) are key target opportunities. Inward investment projects are, by comparison, few and hard to anticipate so should be regarded as windfall gains rather than the prime focus of attention. Social economy, intermediate labour market and work-based learning opportunities will be part of the wider stock of job slots and which may support people with particular forms of employment, eg in social firms.
- 6.28 Connecting jobs and people sees the 2 caseloads (job slots and people engaged, guided and coached) brought together. Active labour market measures then focus on utilising the full range of instruments, including those of Jobcentre Plus, to effect the best (for people and employers) joins possible and to ensure that they stick together.
- 6.29 To effect the join in the first place would see the generic coaching for people intensified and directed towards specific identified job slots. This requires that the service provision has acquired first rate insights into employer practices and requirements. In instances where available instruments cannot be used to enable the join (eg by reason of eligibility for support), then a Burngreave intervention fund may be a useful fallback resource, perhaps modelled on the DWP Working Neighbourhoods pilot currently operating in Manor and Castle.

- 6.30 For people assisted into work, **in-work support and aftercare** should be available from responsible employers but this may not be forthcoming or may not be appropriate in all cases. So a point of reference, connected to pastoral support, should be retained in the employability system and agency network where the job matching agent involved has the responsibility, probably over 3-6 months, to stay in touch with clients in work. Hotlines and letters are not enough; the support should be personal and personalised. Clients may be ready to move onto better jobs and should be supported in this goal.
- 6.31 The aftercare support should be more intensive with people who are helped to the point of job selection interviews but who are unsuccessful in securing paid work. This is where schemes like ILMs, training places, apprenticeships, volunteering etc are important to help keep clients at the brink of job-readiness and comprise the Burngreave guarantee.
- 6.32 Subject to Data Protection Act issues, an important part of a pathway service and which will inevitably involve a network of agencies, is helping the customer through transitions. Users may well not know (or care about) who is the provider and where their funding comes from but will care about being asked the same questions many times. So a form of client tracking across agencies is important as an early warning of 'revolving doors'. The personalised support also enables critical life events (that could be a springboard or need a safety net) to be recognised.

What is Different?

- 6.33 Practitioners in this field would (rightly) say there is nothing particularly new here and that work done by partners with BNDfC in project reviews has anticipated the proposals made above. Think of the stepping stones as a supply chain. Each stage is there but not all of it is working cohesively together.
- 6.34 Given changes in policy and institutional landscapes, pressures on frontline workers (including those in DWP/Jobcentre Plus) and a clearer insight into BNDfC baselines, it has been worth, however, stressing the following:
- the employability system represents a pathway for people;
 - agencies working at various points on the pathway are important in achieving seamless customer service;
 - no one body is in command and control of the pathway; behaviour protocols help interagency working;
 - embracing variety, the unorthodox, creativity and discretion in supporting people is necessary to withstand pressure to shoehorn people into categories of output;
 - starting from the point of view that everyone has worth and potential must be better than focusing on barriers and obstacles. If the system has a negative state of mind, this spreads to customers.
- 6.35 There also needs to be confidence in the proposition being achievable and desirable. On 2001 figures, BNDfC only needs to get a few hundred people into decent jobs to close the gap. Playing on the Sheffield labour market stage, where some 25,000 job slots come up each year, is a better bet than trying to create all the jobs required within Burngreave.

- 6.36 The effects on BNDfC outcome targets of this strategic package of interventions should be felt (in the main) on EE2 Household Income due to earnings from employment gained. The pathway approach will also contribute to EE4/ED4 and EE5/ED5 Raising Skills as these will be necessary to acquire to get into a job. Not everyone helped will have been (claimant) unemployed so the pathway model makes a part-contribution to EE1 Reducing Unemployment. It should, however, increase the employment rate, but for which there is no BNDfC target.

Deliverables	Relevant Outcome Targets
Engagement and Connecting	} EE2 EE4/ED4 EE5/ED5 EE1 (in part)
Enhanced Information, Advice and Guidance (IAG Plus)	
Neighbourhood Learning	
Job Search Coaching	
Job Opportunities Capturing and People/Job Matching	
In-Work Support and Aftercare	

7. DEVELOPING BURNGREAVE'S WORKFORCE

The Proposition

- 7.1 The ideal is where employers, workers' representativeness and individuals see a win-win-win from a commitment to skills training, career development, lifelong learning and sustainable organisation of work. The reality is that it is not always the case and especially so in small organisations (including voluntary/community sector) where traditional and conservative outlooks, cost and time pressures and awareness/leadership/responsiveness are limited.
- 7.2 The LSC, Business Link and Objective 1 are working hard at, in particular, employer-led workforce development but it takes a while for pennies to drop with some employers and for some providers to realise they are flogging a dead horse. Yorkshire Forward have supported the Employer Training pilot and sector cluster skills brokers across the region.
- 7.3 From a Burngreave perspective (as for Sheffield and South Yorkshire), we need to acknowledge that employment has grown and that people have been helped to get onto the job ladder. This is particularly so for women and in part-time work. Many of the first rungs on the ladder may be fragile (eg temporary contracts/vulnerable sectors etc) or unenticing (eg hours, pay, conditions etc). People helped to access these job slots deserve being empowered to progress into careers from the launch pad of the job they have got.
- 7.4 So, building on the employability services proposed in section 6, the need is to help embed people who are in work into employment progress opportunities where they want such support. Employer commitment to workforce development may be constrained within Burngreave but, if articulated as a need which could benefit Burngreave people, this could also be taken onboard.
- 7.5 So support for developing Burngreave's workforce is primarily for people from Burngreave who are in work or learning, ie the person-centred approach again. Such people may be in full-time, part-time, temporary/flexible informal, low pay, unsocial hours etc employment and who want a change for the better. We do not see BNDfC providing workforce development support to employers outside of Burngreave.
- 7.6 Employing organisations (especially projects hosted in the voluntary/community sector) in Burngreave should also be supported as part of a Burngreave bargain, ie where employers do not duck their responsibility. In these cases, business brokerage services can bring in mainstream provision and funding.

Links Up

- 7.7 Proposals to get better links to help people move up focus on support to people in Burngreave who have a job and want to try for a better one. Some (but lesser) consideration is appropriate for local employers in Burngreave.
- 7.8 From the perspective of **individuals** seeking to commit to developing their prospects, the stepping stones in the Access to Employment pathway (section 6) provide the main services and benefit to users and are summarised here, ie:
- engaging and connecting, and where the catalyst is more likely to come from the individual, often via social networks;

- information, advice and guidance;
- access to learning and skills support;
- job search support including linking up to job capture/job match projects;
- follow through and aftercare.

7.9 This is, therefore, a linking up which makes best use of and helps to diversify the employability network. In certain circumstances, employer advocacy support on behalf of an individual and her/his rights may be necessary or appropriate.

7.10 The **employer** dimension to workforce development is less clear cut. Organisational efficiency, effectiveness and good practice ought to be incentive enough for employers and workers. Mainstream services and support are available for employers to help overcome hurdles (but not to substitute for employer responsibility).

7.11 Taking a tough line would say that this area of activity should be left to employers and mainstream provision but a local approach is relevant in the following instances:

- local organisations with time limited projects and workers who are delivering BNDfC projects or services ought to be regarded as part of the BNDfC corporate group where sustainability and/or retention of worker skills furthers the BNDfC Vision and the theme vision;
- local SMEs, when they do realise a need for workforce development, are at a key transition point in their business strategy and this is a critically important ‘buying signal’ to recognise and to able to respond to;
- larger established local organisations, notably those in the public sector, may be more alert to workforce development needs but may not source that development locally. Promoting suppliers in the Burngreave Business Directory and courses in Burngreave Learning may help retain expenditure within the area and encourage more vocational-related provision and a greater awareness on employees of the local community;
- it would normally be expected that it is Burngreave residents in the workforce whose development is locally supported; an extension would be where an employee lives elsewhere and is getting off the job training supported locally, that this support is conditional on local backfill/work experience/taster opportunities for job seeking clients.

7.12 As a general rule, we do not envisage BNDfC providing direct financial support to employers in Burngreave for developing their workforce. Business brokerage should secure this from external agencies funded to provide support. There may be particular exceptions (eg eligibility restrictions) to consider on their merits.

What’s Different?

7.13 Getting this local dimension to workforce development is different because it has been underrepresented as an issue and as a service in favour of job search initiatives. There are more people in work in Burngreave than out of work. Their needs may be less acute, but their potential is integral to the theme vision.

7.14 Building it into the Strategy consolidates overall coherence of services to people and meets a growing need amongst people. As profoundly, to tackle low incomes and poverty in Burngreave means not stopping when the output of people assisted into work has been achieved. Local people do not want dead end jobs anyway and certainly do not want them for very long.

- 7.15 In section 10 there is more on the importance of career development for people employed on BNDfC funded (but time limited) projects. This is a BNDfC moral responsibility as well as an economic development one.
- 7.16 The main contribution to theme outcome targets from this activity would be EE2 Household Income as a result of helping people to get better jobs. On the way, it is likely that there will be an effect on EE4/ED4 and EE5/ED5 Raising Skills where this is a necessary precursor to moving up. There may be an indirect effect on EE1 Reducing Unemployment as a result of reducing the risk of becoming claimant unemployed by getting a better job.

Deliverables	Relevant Outcomes Targets
Support to Employed People (as per section 6 deliverables)	EE2 EE4/ED4 EE5/ED5 EE1 (indirect)
Support to Local Employers Developing Their Workforce	

8. BURNGREAVE BUSINESS DEVELOPMENT

The Proposition

- 8.1 The essence of the proposition is 4 fold:
- businesses (including for this purpose, public sector organisations) are the main source of employment;
 - business organisations (including social enterprises) provide goods and services for local people (and for wider markets);
 - inner city areas like Burngreave possess latent enterprise talent and can accommodate firms looking for low cost/accessible accommodation;
 - local businesses are as much part of the Burngreave community as are residents.
- 8.2 People in Burngreave (especially young people) have come up with scores of business ideas. Enterprise education in schools is a recent development supported nationally by the LSC and is covered in section 6. A significant number of businesses in Burngreave fall within Regional Economic Strategy key clusters. The district centre in and around Spital Hill represents a potential business incubator zone of diversity and character, capable of drawing in spending power to Burngreave.
- 8.3 Business support services appear not to be reaching into the Burngreave area wholly satisfactorily and the menu of support leaves some forms of existing and potential enterprises without the degree of support that they may seek. There is a strong social enterprise agenda nationally, in South Yorkshire, in Sheffield and in Burngreave which is considered to be well supported locally.
- 8.4 The Burngreave Business Forum and the support provided through the Business Enterprise Champion and NDfC award winning Business Broker scheme has established a business to business network and a voice. As shown in section 9 below, the physical environment for business operation and formation is sub-standard and, apart from the service centre function of Spital Hill itself, does not feature strongly in master planning exercises. Yet master plans and previous area frameworks make proposals for the provision of over 12,000 sq m of workspace in the BNDfC area although mechanisms for procuring this form of development have not been addressed.
- 8.5 Two BNDfC capital projects (Vestry Hall and Sorby House) have enterprise, entrepreneurship and inward investment to the area potential. They risk becoming 'cathedrals in a desert' without the supporting networks around them and will need to reach out to these networks.
- 8.6 It is necessary to demonstrate that public sector (and private/third sector) support for business is not solely for those in Regional Economic Strategy business clusters nor for those with high growth potential alone. And it is as important to dispel the myth that so called 'lifestyle' businesses are second rate. But it is necessary to recognise that, within the entitlement to support for all businesses, priority is attached to (in particular) business clusters and growth potential firms.

Burngreave Business Boost

- 8.7 Proposals build on the 4-fold proposition and the explanation above. They concentrate on:
- consolidating business networks and involvement by providing information and a voice;
 - mediating where businesses may be affected by change and redevelopment;
 - pushing some of the business support agencies to reach into Burngreave more than they do;

- investigating start up support for people aged 30-49 (a gap in provision);
- promoting Burngreave as a location for new and incoming businesses;
- considering how to foster a business incubation approach in Burngreave.

Parts of section 9 on physical development in Burngreave are relevant too.

8.8 The Business Forum is a good start to have made. It echoes efforts to involve residential communities in renewal. The Business Forum should be built upon by:

- preparing for all businesses a fact pack of assistance (advice, support, finance etc) that is available. This should feature prominently the Enterprise Area incentives that apply to Burngreave;
- disseminating awareness through the forthcoming newsletter, briefings and business to business events;
- connecting (through Corporate Social Responsibility networks in Sheffield) to large companies who can 'buddy' individual or groups of small firms with business know how transfer (including sourcing locally);
- compiling and keeping up to date a database of available sites and premises for business accommodation, making this known to local new starts, business support agencies and to Sheffield First for Investment.

8.9 The Business Forum, supported by the Business Enterprise Champion project also has a key role as the arena for **mediating future possibilities for the regeneration of industrial and commercial areas** in BNDfC. It is not for this study to determine the mix and market profile of activities and businesses in, eg Spital Hill and the Carlisle Street areas. But (and see also section 9 below), there is scope in the BNDfC area for instruments like Industrial Improvement Areas, Commercial Improvement Areas, Business Improvement Districts and other forms of intervention (as permitted in Enterprise Areas) to improve enterprise conditions.

8.10 In such initiatives, there is scope to concentrate existing forms of BNDfC grant aid (eg security and environment grants) for greater impact and to orchestrate these with public works (including maintenance).

8.11 It is necessary to bring into the area **more visible in-reach business support** to existing and start up enterprises. Organisations like SCEDU are already active, with a Burngreave caseload of some 40 social and community enterprises, ie more than 10% of the total know businesses in the area, and the Manufacturing Advisory Service run by Yorkshire Enterprise Ltd is ready to promote the initiative locally. These forms of support are notable for their creative approaches to assisting business customers. It should be an objective to procure a branded Business Link presence in Sorby House, probably on a surgery basis. An interim presence in temporary (or shared) accommodation ought to be ensured.

8.12 It is often tempting to propose additional forms of financial assistance to SMEs and new starts in the form of grants or loans. Before doing so it is necessary to reflect on and promote access to the forms of financial assistance that already exist and on the economic additionality of further support, eg for plant and equipment, training or wage subsidies.

Experience shows that these have a tendency to substitute for investment that was intended anyway, may displace other non-assisted and competing businesses and could need high percentage levels of public sector contributions before encouraging business take up (where such levels may breach State Aid ceilings).

- 8.13 The availability of forms of assistance may, however, encourage SMEs to approach and engage with the business support network.
- 8.14 We are not aware of particular gaps in the forms of business support available to Burngreave (although delivery and awareness may be shortcomings). **Start up support for those aged 30-49** is not, however, available to the same degree as those from the Prince's Trust and the PRIME Programme and should be considered as a gap, especially as this age group tends to have more experience of business, which should be filled. Connexions data does, however, reveal high numbers of young people in Burngreave who are not in education, employment or training. 'Enterprise Works', a Prince's Trust pilot aimed at 16-18 year old people working with social enterprises, is to be introduced in 2005. BNDfC may wish to be a pilot area or to emulate the project.
- 8.15 The location of and built stock in Burngreave is both convenient and low cost for new business formation and for inward investment. Proposed regeneration and public realm investment will improve the 'offer' and greater awareness of the Enterprise Area incentives available in Burngreave should stimulate private and social enterprise investment.
- 8.16 Accelerating enterprise and entrepreneurship in Burngreave can also occur through regarding and **promoting the area as a place for incubating new businesses**. This can be virtual incubation by ensuring the Better Deal for Business and 'no wrong door' philosophy established in this region operates prominently in Burngreave. It can extend to a network of spaces involving underutilised premises, eg for new forms of retail, hospitality and creative businesses where a combination of sticks and carrots is deployed to stimulate action by property owners.
- 8.17 Provision of a physical incubator facility for pre starts, new starts and early stage businesses in Burngreave is a possibility and is seen by some as a long term source of revenue generation while also spawning new businesses. Capital costs, their funding, operational costs, viability and market feasibility are necessary to establish prior to any recommendation to propose such a facility in Burngreave. As STEP and Manor and Castle have found, State Aid rules can be problematic. Revenue-based projects using rented premises may be low cost options although these leave no capital legacy for forward strategies. Physical incubators tend to need to be very large to be able to cover their running costs, usually cost a great deal to provide and need a lot of occupants, paying market level rents.
- 8.18 Scope for **fostering business incubation in Burngreave** needs investigation and an options appraisal.
- 8.19 As in all forms of enterprise support initiatives, it is essential to have realistic expectations and to ensure that customers of support have these too. Responsible support services will include counsel not to start where the would-be entrepreneur may fail and lose a great deal while (in so doing) causing losses in other businesses and for customers. Counselling out is rarely counted as a project output but should be recognised as integral to the service.

What's Different?

- 8.20 The main difference here is one of attitude towards Burngreave as a place and its people. Instead of seeing it as an area of economic need where the only solution is to help people access work in the wider economy, we urge a recognition of Burngreave as one of the next up and coming areas for enterprise in Sheffield. And in this recognition, the people in Burngreave with enterprising ideas are an asset.

- 8.21 Beyond this recognition, making all of the business support network work better for and in Burngreave would be a key difference for small firms and for the area's profile.

- 8.22 Getting some of the physical products of Burngreave right is a key part of creating more favourable conditions for businesses and image for Burngreave.

 Smartening up housing areas and doing the public realm works from the Wicker into Spital Hill will help but leaving industrial and commercial areas in their current condition would undermine the value of wider capital investment in regeneration. Business and residents also want to see a fairer media representation of Burngreave.

- 8.23 The precise forms of particular additional interventions to contemplate in Burngreave need further debate, consultation and feasibility work. The Business Forum is well placed to orchestrate this and its activities and membership may be given a useful stimulus by giving it this mandate.

- 8.24 The main effect of this strategic package on theme outcome targets is on EE6 Supporting Business and Enterprise by attracting new businesses and increasing start ups, although the pay off in terms of sustaining existing businesses is probably greater in the short term until the place looks better and has accommodation to offer. In the longer term, and if the new workspace proposed in the master plan materialises, there could be impacts on employment, unemployment, incomes and skills.

Deliverables	Relevant Outcome Targets
Consolidating Business Networks and Involvement by Providing Information and a Voice Mediating Where Businesses May Be Affected By Change And Redevelopment Pushing Some of the Business Support Agencies to Reach into Burngreave More Than They Do Investigating Start Up Support for People Aged 30-49 (a Gap in Provision) Promoting Burngreave as a Location for New and Incoming Businesses Considering How to Foster a Business Incubation Approach in Burngreave	} EE6

9. THE ESSENCE OF BURNGREAVE'S FABRIC AND SERVICES

The Proposition

- 9.1 Sections 6 and 7 (plus 10) are mostly about Burngreave's people who make Burngreave as a place. But the essence of Burngreave as a place is also conveyed by its physical fabric and the services it provides. A place that looks neglected, gets neglected and when services necessary for everyday life are missing, or second/third rate, users will go elsewhere. This is not a favourable climate for local economic development.
- 9.2 Once into the main residential parts of Burngreave, the overall standard of the physical environment is quite good and projects a positive image. Entry routes from the city centre and Lower Don Valley are, however, drab at best. Derelict and empty properties represent blight on economic activity.
- 9.3 Planned investment in the public realm and in housing market renewal can be expected to bring significant amenity benefits. While Master Plan proposals include ideas for new workspaces for economic development and for regeneration on Spital Hill, the mechanisms for their procurement are less obvious. The industrial and commercial property market may need more of a catalyst.
- 9.4 The lower parts of Burngreave need to present a better face to the rest of Sheffield and to create a more favourable environment for business investment and economic development. Plans, design codes and positive planning/built environment services help to provide certainty. Community wardens and street cleaning/stewardship services help provide confidence. But development values may still be too low (compared to costs) to provide sufficient return on investment to encourage owners, occupiers and investors to do much more than patch and mend.
- 9.5 Alternative investment opportunities in the city centre may ultimately ripple outwards. The adjacent NUCA area is preparing for this and may be the next hot spot with Burngreave following on, assisted by the effect by the Inner Ring Road. Waiting for this to occur is likely to entail a long wait.
- 9.6 Physical regeneration through bricks and mortar and some urban realm improvements are not a substitute for a Local Economic Development Strategy and (on their own) may deliver few direct benefits to communities and economic activity. But orchestrated and organised in tandem with other interventions in order to capture benefits, such investment forms part of the portfolio of a place like Burngreave.
- 9.7 The City Council's proposed urban realm works from the Wicker into Spital Hill will be a welcome enhancement of one gateway into Burngreave. It will be complemented by the Vestry Hall and Sorby House projects which, once completed, will be catalysts for surrounding areas.
- 9.8 Signage, lighting and (particularly) upkeep will be essential key success factors.

Physical Regeneration for Economic Development

- 9.9 This package of policies covers the following:
 - sorting out proposals for Spital Hill regeneration and how to achieve them;
 - extending the area development framework to the industrial area of Carlisle Street;
 - creating an investment fund for exceptional interventions;
 - once sorted, marketing and promotion for development and occupation.

- 9.10 The scope for **regeneration of Spital Hill and Ellesmere Green** is being formulated in master planning exercises. Agreement on the proposals amongst occupants, owners and users will have to be secured. Any dismay at the prospect of further consultation needs to recognise that redevelopment may take away people's property and livelihoods so it is right and proper to consult in genuine ways.
- 9.11 Once agreement is obtained, decisions will be required on how to secure their implementation. Options include:
- waiting for a market response – prompted by marketing;
 - initiating responses from the market by seeking investor participation through a prospectus and/or design competitions;
 - facilitating market responses by initiating further public sector intervention through Commercial Improvement Area or Business Improvement District schemes and/or through gap funding assistance. Such assistance ought (if offered) to be conditional on securing further benefits, eg local sourcing, local recruitment and occupier incentives (ie rental inducements);
 - instigating direct involvement in regeneration by:
 - ▶ acquisition (voluntary or compulsory) of key premises or sites;
 - ▶ disposal for development or refurbishment with or without incentives;
 - ▶ retention for direct or joint venture redevelopment with private or social sector partners.
- 9.12 These options depend on several considerations including policy choices, resource availability, technical and commercial feasibility and design of appropriate vehicles to achieve economic development objectives. They would need negotiation amongst key stakeholders.
- 9.13 A key issue to be faced in broaching these possible options is how to arbitrate the possibly conflicting goals of keeping occupier costs low and affordable in order to retain business occupants while (at the same time) enabling a revival of economic prospects in which owners and investors can realise higher values to give returns on investment.
- 9.14 It may be that, to hasten the transition of Spital Hill to a destination of choice which attracts in visitors and spending, that it is not possible to have the cake and eat it too. Consideration of options and consultation on their implications must attend to this.
- 9.15 Similar considerations apply to the **regeneration of industrial areas**, particularly to the belt of industrial and commercial activity extending along Carlisle Street. Beyond the provisions of the Development Plan, there is no development framework for this area. It may be necessary to address this prior to any campaign of intervention.
- 9.16 Normal market processes may see incremental change, development, change of use, vacated premises etc regulated through planning and building control processes. It can be expected that this will be sub-optimal.

- 9.17 The area lends itself to an approach similar to that in Industrial Improvement Areas. A business occupiers' input is necessary and can be accompanied by the in-reach of business support services proposed in section 8. Securing compatible mixed uses in this area may generate more activity in the area which would be advantageous in terms of displacing some less desirable activities and events in the area.
- 9.18 While Burngreave falls within the Sheffield Integrated Development Plan which sets the framework for Objective 1 support for physical development, most of such grant support is focused on the central area and (separately) on the MI Strategic Economic Zone. Yorkshire Forward's Single Pot money is used (in part) to match European Regional Development Fund money. So there is unlikely to be much external grant aid to pump prime development or to provide gap funding where project costs exceed end values.
- 9.19 So we do not feel that a major grant-led physical regeneration is likely to be possible. There is a case, however, for creating and holding a **Contingency Investment Fund**. This would be for exceptional interventions, eg where a critically important scheme is being held up due to lack of finance or owner apathy, or where a key landmark project needs to be kick started because of its wider effects in creating confidence. Transform South Yorkshire may be joint partners in this.
- 9.20 Once the form of the physical regeneration projects are settled, it will be critically important to **market the forthcoming opportunities** very purposefully.
- 9.21 Marketing should start at home, in Burngreave. This is (in part) to give local people and businesses a first shot. But it is also essential because if local people do not believe in the offering, they will not tell others.
- 9.22 While there is a role for direct communications and public relations marketing via Sheffield's networks, this is expensive to do, high risk and very competitive. It would be preferable to 'piggy back' on the market and enquiry handling services to be provided by Creative Sheffield.

What's Different?

- 9.23 The main contribution envisaged here is a dual one of improving image and creating opportunities for economic development, notably in Spital Hill and the Carlisle Street area. By injecting this as a positive element in the Local Economic Development Strategy, it aims to move beyond purely physical regeneration in order to make economic development occur.
- 9.24 There are details to establish about the form of regeneration in each area with the businesses and stakeholders concerned. Once the form is established, the tools to make things happen can be determined from the options itemised above. A goal to underpin the approach is to stimulate private sector investment while maximising community involvement and benefit.
- 9.25 The main effect of this package of policies will be on the theme output target EE6 Supporting Business and Enterprise by attracting new businesses to invest and supporting new starts. Ultimately, there may be consequential effects on targets for income, unemployment and skills as a result of jobs created by businesses but these may be towards the end of the programme. There should also be a beneficial effect on environment theme outcome targets.

Deliverables	Relevant Outcome Targets
Sorting Out Proposals for Spital Hill Regeneration and How to Achieve Them Extending the Area Development Framework to the Industrial Area of Carlisle Street Creating an Investment Fund for Exceptional Interventions Once Sorted, Marketing and Promotion for Development and Occupation	EE6

10. PROSPECTING FOR COMPLEMENTARY ECONOMIC DEVELOPMENT

The Proposition

- 10.1 BNDfC and wider investment in Burngreave is securing neighbourhood renewal in its broadest sense. This is likely to create jobs, provide training, offer business development and formation potential and build active communities and have an impact on Burngreave's image.
- 10.2 The rolling forward of the Delivery Plan of BNDfC and the theme-based strategies offers the scope to scout across themes for projects with economic development potential. Theme manager and project sponsors can be sensitised to each of the strategies and to their contribution to their achievement.
- 10.3 For managers and project sponsors/workers, this asks them for a little more effort beyond their current responsibilities. But, by working together more, extra opportunities for project users and beneficiaries may be spotted and achieved for no or little additional cost. Sometimes it is as simple as a connection to make between projects or a new idea to slot into a project from someone working on another project. Jobs, training, new forms of enterprise and new physical investment in Burngreave's built fabric and local services could be captured in this way.
- 10.4 There may be scope (as a result) to increase BNDfC's achievement of outcome targets just by modifying ways of working a little. This is the 'no wrong door' principle applied in earnest.

Capturing Jobs, Training and Business Opportunities

- 10.5 Proposals in this package include:
- urging all BNDfC projects in other themes to be alert to employment and enterprise opportunities;
 - recognising that jobs in delivering NDfC in Burngreave (including project-based jobs) are employment development opportunities for job holders;
 - recognising that BNDfC supported projects delivered by community organisations can hold out prospects for sustainable social enterprise development;
 - avoiding too exclusive a focus on enterprise and employment in order to stimulate outcomes for other themes;
 - through Advancing Together with the City Council, maximising local jobs, training and social enterprise opportunities from Local Government (and other public sector) services delivering in Burngreave;
 - forming a coalition of neighbourhoods in Sheffield to engage collectively in shaping wider economic development strategies and their local delivery.
- 10.6 Urging **other theme projects to scout for jobs, training and enterprise opportunities** in their work will join up delivery more than currently. BNDfC projects deliver services to a wide range to beneficiaries and these need to be alerted to their contribution to the Access to Employment agenda in particular. This particularly involves engaging with people and feeding them into the support and IAG network. Obvious examples are work with young people, education projects, environment, safety and security, health, community etc.

There may also be untapped enterprise (including social) potential to unlock this way. Some aspects of the health and education themes, for example, could be delivered by social firms.

- 10.7 **Helping BNDfC project workers' employment development** is a responsible thing to do for time limited contracts and builds upon their skills and knowledge. BNDfC projects also create employment for delivery agents. These jobs represent pathways to permanent employment via workforce development and need to be recognised as part of the caseload of skills development as proposed in section 7. These jobs are not 'artificial jobs (if the projects have been robustly appraised) and should be treated with equal respect and fairness as so called 'proper' jobs (which are probably no more permanent and many are funded publicly so are not 'superior' in any way).
- 10.8 **Community-based projects with enterprise potential** can make a lasting contribution to active sustainable communities and to vibrant social economies. As a project exit or forward strategy, formation as a social enterprise may not be always appropriate. The potential should be a criterion in project appraisal. Project monitoring and performance management should be alert to the possibility during the project lifetime and appropriate support should be enlisted where there is this potential.
- 10.9 **Avoiding too exclusive a focus on employment and enterprise** in order to stimulate outcomes for other themes is this theme's equivalent of urging other themes to be alert to employment and enterprise opportunities. There may be some good projects under this theme which offer the potential for outcomes in other themes and joint appraisal and project development support can maximise these. Employment projects could help, for example, with environment, housing, crime and health outcomes. There is a very clear operational overlap between skills and education. Particular forms of enterprise (both private and social) projects can similarly help to deliver outcomes for additional themes. So, joint working between themes can add further value although it will not always be appropriate for each project to be expected to contribute to more than one theme. Where this becomes commonplace, there could be a risk of projects taking on too much.
- 10.10 **Prospecting for local jobs, training and business from public services delivery** can be worked at through the Area Panel and other routes. Advancing Together, the agreement with the City Council, represents the commitment to upholding and bending mainstream Local Government services for Burngreave. The way in which these are procured and delivered, eg via neighbourhood management, should offer jobs and training opportunities and new enterprise models for Burngreave people. The same objectives should apply to other public sector agencies and their services. BNDfC has 2 runners up in the NDfC awards; one described as a 'firebrand', the other as successfully challenging statutory agencies. These are key success factors to have in place.
- 10.11 There should be a **coalition of neighbourhoods** in Sheffield and South Yorkshire to represent area and community-based regeneration and economic development interests in policies and programmes. The review of the significance of resources available to Burngreave (including via BNDfC) for renewal puts the importance of the 'bigger picture' in context. Making the big picture system relevant to areas like Burngreave into the longer term may assume that the rhetoric of policy is matched by substance. Agencies with a remit for delivery on issues of importance for Burngreave need to be encouraged to be present on the ground and challenged when they are not. Some of the transformational agenda policies may, however, be at risk of being seduced by 'trickle down' philosophies. This is (at least) challengeable.

BNDfC has achieved respect for its progress made and, as part of a coalition of neighbourhoods, can contribute to a voice which mobilises a continued commitment to inclusion and local development as a counterweight to or qualification of a risk of reversion to old style economic regeneration.

10.12 This coalition approach can carry greater clout (as the Open Forum showed during preparation of the Objective 1 Programme). This is not necessarily to argue for ‘old style alternative economies’ but it is to assert that holistic regeneration and economic development is enshrined in the South Yorkshire Vision. It is legitimate to hold regional, sub-regional and city leaders to account; it goes with their territory.

What’s Different?

10.13 Differences here are ones of emphasis. Theme groups and managers in BNDfC recognise the scope for greater joint working and mechanisms/processes are being put in place to enable this.

10.14 The principle of challenge is one which BNDfC can adopt from a position of strength and earned respect. Reasoned challenge of projects and of agencies will enhance overall capacity for effectiveness and help prevent ‘grant stalking’ and substitute funding approaches.

10.15 While priorities for delivery and staff resources within BNDfC have necessitated dedicated attention to performance, it can be expected that city-wide and sub-regional approaches to regeneration and economic development will be much more significant arenas in future. Creative Sheffield is one sign, Local Area Agreements and LSPs with ‘teeth’ are further ones. The BNDfC Partnership will increasingly need to be at the heart of these processes, but without allowing this to become a distraction. The use of wider networks (eg with other NDfCs) is also part of maintaining the local development voice on the national stage.

10.16 We do not see any directly attributable effects on theme output targets simply arising as a result of low flying/different ways of working. But the sentiments (if signed up to) could lead to extra outcomes achieved across the BNDfC range of targets, including for the enterprise and employment theme.

Deliverables	Relevant Outcome Targets
<p>Urging All BNDfC Projects in other Themes to be Alert to Employment and Enterprise Opportunities</p> <p>Recognising that Jobs in Delivering NDfC in Burngreave (including project-based jobs) are Employment Development Opportunities for Job Holders</p> <p>Recognising that BNDfC Supported Projects Delivered by Community Organisations Can Hold Out Prospects for Sustainable Social Enterprise Development</p> <p>Avoiding too exclusive a focus on enterprise and employment in order to stimulate outcomes for other themes</p> <p>Through Advancing Together with the City Council, Maximising Local Jobs, Training and Social Enterprise Opportunities from Local Government (and other public sector) Services Delivering in Burngreave</p> <p>Forming a Coalition of Neighbourhoods in Sheffield to Engage Collectively in Shaping Wider Economic Development Strategies and their Local Delivery</p>	<p>Indirect effects across most BNDfC targets</p>

PART 3: BNDfC STANCES AND ACTION

This part of the Strategy document contains one section. It proposes a spectrum of possible stances for BNDfC in relation to the implementation of the Local Economic Development Strategy.

These possible stances recognise a key leadership role for the BNDfC Partnership, but acknowledge that other agencies have a mandate for economic development and its delivery.

For the BNDfC Partnership there are policy choices about which stances to adopt in which circumstances. These choices will be informed by priorities across the Delivery Plan themes and their resource implications.

In some instances, the Partnership may take on a direct delivery role using NDfC money on a project. Other cases may see BNDfC funding (in whole or in part) of projects delivered by other organisations. And BNDfC may (in such circumstances or as separate initiatives) fund an additional level of service, eg to fill gaps in services of others. There will be examples of activity going on in Burngreave without any financial involvement of BNDfC but here the Partnership will want to ensure it is relevant, effective and properly joined to other activities.

In presenting and illustrating the stances, we are not making conclusive recommendations on everything to BNDfC as to do so would go beyond our brief. Instead we hope that section 11 prompts discussion and identification of particular roles that BNDfC may care to adopt in securing implementation of the Local Economic Development Strategy. This (then) would help in preparing future BNDfC delivery plans.

The Action Plan consequences for BNDfC cover approaches to delivery plan preparation, procurement of projects and other management actions necessary to oversee and embed investment plans.

11. BNDfC ROLES IN THE LOCAL ECONOMIC DEVELOPMENT STRATEGY IMPLEMENTATION

Spectrum of Roles

11.1 Strategies can be easy to prepare but may be hard to agree and much harder to implement, especially in multi-agency contexts and where diversity on the ground means many perspectives to take into account. There is a spectrum of roles covering:

- passive on mainstream;
- active on strategy promotion;
- proactive animation of agencies;
- change agent;
- lead initiator.

These are outlined below.

11.2 One minimalist stance for the BNDfC Partnership would be to let mainstream delivery occur by those organisations whose job it is to help people find work, get skills or to assist SMEs or to enable (or refuse) development.

11.3 This could be a **passive** stance in which BNDfC concentrates on other priority themes. We feel that the Partnership would regard this as abrogating its duty to Burngreave.

11.4 A more active stance in relation to the delivery of mainstream economic development services would represent a necessary condition for any further and more additional roles. This would involve the BNDfC Partnership as upholders, safe-guarders and **promoters of the Strategy**.

11.5 In this active (but still minimal) stance, BNDfC monitors delivery and its effectiveness, is a consultee and an interpreter of the Strategy for other organisations, including for the Area Panel.

11.6 Adopting a more proactive stance would see BNDfC as more of an **animator**, making others act and showing them ways of doing so. In this mode of behaviour, BNDfC uses the Strategy to trawl for and select/encourage agencies who can deliver economic development in Burngreave.

11.7 Here BNDfC ensures that an objective assessment of needs and opportunities is reflected in delivery proposals. It does this through dissemination, including of learning points from experience to date.

11.8 Stepping up a level would see BNDfC as a **change agent**, championing effective delivery. This could be achieved through:

- advocacy, exerting influence, persuasion and use of reason to challenge performance and embed key BNDfC principles;
- arbitrating and conciliating between competing and sometimes conflicting propositions for delivery;
- ensuring outcomes from advocacy and arbitration by being ready to resource added value delivery – this could be in greater quantities, of different types, filling gaps etc;

- by piloting and showcasing exemplar initiatives unmet by mainstream agencies, with a view to their adoption by the mainstream;
 - by exposure to the lessons learned from formative evaluation of delivery of initiatives/projects.
- 11.9 Performing this role sees BNDfC as a broker and enabler and may involve networked projects delivered in city or sub-regional coalitions, but where such projects are on your terms.
- 11.10 There is scope for a further span of direct action by BNDfC where the Partnership takes a **lead and initiating role**.
- 11.11 Subject to the issues being tackled, BNDfC may initiate its own directly funded and delivered projects where there are gaps in coverage of needs and in delivery capabilities. In such circumstances, BNDfC would seek to maximise resources from other sources.
- 11.12 It is also possible to lead through a process of an open call for projects, their appraisal and selection, based on Best Value and where delivery partners bring funding sources (and other resources) of their own into the equation.
- 11.13 A variation on this (and subject to procurement regulations) is to issue a prospectus and then to commission delivery on a selection or a partnership basis with the preferred supplier/partner. This may well be applicable in the case of options outlined in section 9 on physical projects.
- 11.14 Underpinning the more proactive stances would be a need for development resources within the Partnership and which may be projects in their own right. Examples include:
- a Burngreave Economic Development Ideas and Learning Zone where intelligence, good practice and intellectual capital is nurtured and made accessible;
 - a monitoring, research and evaluation capacity, recruiting and training local people as a Burngreave Community Research Observatory;
 - developing project management skills (and qualifications) for operators, probably cross themes and through wider networks utilising, eg Regen School.
- 11.15 These underpinning processes may leave as much of a legacy for a sustainable Burngreave as may capital projects.
- 11.16 Taking the actions proposed in the Strategy (sections 6-10) and this spectrum of BNDfC roles, the table overleaf 'positions' BNDfC on each one. As is evident, it is rare that positions fall into one single box. This is because the boxes are within a spectrum.

Actions	Passive (Mainstream)	Active Promotion	Proactive Animation	Change Agent	Lead Initiator
Access to Employment Stepping Stones					
Engaging					
Enhanced IAG					
Neighbourhood Learning					
Job Search					
Job Opportunities & Matching					
Aftercare					
Workforce Development:					
Individuals					
Employers					
Business Boost:					
Business Networks					
Mediating					
In-reach Support					
30-49 Start Ups					
Promotion					
Incubation					
Physical Regeneration:					
Spital Hill					
Carlisle Street Area					
Investment Fund					
Promotion					
Complementary:					
Alert Projects					
Projects into Enterprises					
NDfC Jobs					
Other Themes' Outputs					
Public Sector Capturing					
Coalition					
Underpinning:					
ED Learning					
Research Observatory					
Project Skills					

BNDfC Actions

11.17 The Action Plan implications for BNDfC arising from work on the Local Economic Development Strategy relate to management processes. There are 7 classes of action to initiate. In summary, these are:

- Strategy consideration, adoption and dissemination;
- completion of project management reviews (current delivery plan);
- prepare and issue Strategy prospectus;
- shortlist, budget planning and commissioning;
- include commissioned projects in Year 5 delivery plan;
- embark on BNDfC lead initiator actions;
- engagement in other investment planning processes.

- 11.18 A first step is **Strategy adoption** which, after interim process to finalise the document, is scheduled for the BNDfC Board meeting on 24 November 2004 for consideration. Subject to Board approval, the Strategy should be disseminated according to a communications plan, extending into early 2005.
- 11.19 The communications plan would establish the relevant audiences and customise the means of communication accordingly. Different users and partners will want different things. Most people who are interested will want to know about what the Strategy will do. Here a feature in Burngreave Messenger and on the web site may be appropriate (using appropriate translations, or print/audio modes for those with sight impairment). Potential project sponsors ought to draw on the statistics and on the detailed proposals. Economic development partners may need the complete document. A programme of briefings and meetings is a necessity to add to circulated material.
- 11.20 **Project management reviews** are already underway for each theme covering projects in the Year 4 delivery plan. The outcomes should be assessed against the Strategy and recommendations on continuation, cessation or modification should be made accordingly.
- 11.21 The forward budgetary commitments of decisions on recommendations will be critically important for the scope to support financially any new projects. The timing of such decisions in relation to the budget planning cycle may already be predetermined. This has implications for the next actions.
- 11.22 By January/early February 2005, a **Strategy prospectus** should be prepared, published and issued. This should set out information on BNDfC and on the scope/nature of the Strategy proposals, include a simple 'registration of interest' form and be made widely available to partners, delivery organisations and groups. Internal work on updating and refining appraisal criteria should accompany this prospectus development. It may be useful to have a twin track appraisal process. One may be 'lighter touch' for smaller and local groups' projects. And the other one may be more stretching and testing for larger projects and ones proposed by external organisations.
- 11.23 BNDfC should organise presentations, question and answer sessions and operate a hotline (telephone/email) service on the prospectus.
- 11.24 By March 2005, **shortlisted projects** responses to the prospectus should be reviewed and appraised to enable negotiations and budget planning to come together. Project commissioning through formal contracting may take longer to complete and may be managed for phased starts during the year to reflect budget provisions and capacity of organisations to start the supported projects. A reserve list for possible future starts should be compiled and processed in the case of slippage elsewhere.
- 11.25 After March 2005, the prospectus and shortlisting processes should be reviewed. This should assess the nature and spread of responses, how they were handled (especially those not shortlisted) and what changes to consider for the future. This review should involve partners.
- 11.26 Completion of the **Year 5 delivery plan** would include enterprise and employment theme commissioned projects. It should also check for cross theme connections offering complementary economic development opportunities.
- 11.27 Projects supported in the plan would be project managed in the established way (theme manager and theme managers' joint working, theme strategy group and working group).

- 11.28 **BNDfC initiated and led projects** would be subject to some transparent scrutiny and appraisal process as all other BNDfC supported projects and be project managed in the same inclusive and accountable manner.
- 11.29 The enterprise and employment theme manager (or programmes director) would have oversight and monitoring responsibilities for these projects including of any directly employed project staff.
- 11.30 During 2005/06, BNDfC should actively **engage in other investment planning processes**. This is to work to align all relevant investment sources around the Local Economic Development Strategy for 2006/07 onwards.
- 11.31 Examples include Area Plans, Housing Market Renewal Fund, any Local Area Agreements or 'Second Generation' Local Public Service Agreements, sub-regional investment planning (Single Pot) and other programmes (eg LSC, Business Link, Connexions etc).
- 11.32 It will be a necessary continuous process to keep under review:
- evidence on socio-economic conditions in Burngreave;
 - policies and plans of external agencies;
 - project performance and delivery.
- Subject to review of these matters, the Local Economic Development Strategy can be modified or altered to reflect contextual changes and changes on the ground.
- 11.33 The National Evaluation of NDfC may also identify potential for (or a need to) adapt the Strategy. The work of the evaluators may also be aided by the presence of the Strategy.