

Practical Handbook on Developing Local Employment Strategies in Germany

Employment & social affairs

European Commission

Directorate-General for Employment and Social Affairs

Unit A4

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FOREWORD

Local employment development is clearly important for regional and local communities, but it is also important at the national and European levels. It is increasingly recognised that national and European employment objectives - and in particular the European Employment Strategy - cannot be achieved without the active involvement of actors at the regional and local level.

In November 2001 the European Commission adopted a Communication on the local dimension of the European Employment Strategy (EES)¹. This Communication suggested ways to help local actors play their full part in the EES, in cooperation with national authorities and Community institutions, underlining that new Member States should be fully involved in this process.

Since the approval of the Communication, the Commission has endeavoured to develop a coherent strategy, as well as specific activities, in order to take forward the Union's priorities in the field of local employment. A particular focus for the Commission has been to play a supportive role for local actors, notably by ensuring better information and a more coherent use of existing policies and instruments; by being more accessible; and by promoting the exchange of best practices and experience.

In line with that strategy, we are now publishing this handbook for local actors. It provides those involved in local employment development in Member States with a practical tool indicating the best approaches for designing, developing, implementing, monitoring and evaluating successful local employment development strategies. The key principles are presented, documented with concrete examples already tested in developing local employment strategies.

Local action has gained its rightful place in the mainstream of policies, as more and more local players are involved not only in the delivery, but also in the design and development of job creation and inclusion policies. I hope this handbook will help in encouraging more people and organisations to get involved.

Odile Quintin
Director-General for Employment and Social Affairs
European Commission

¹ 'Strengthening the local dimension of the European Employment Strategy' - COM (2001) 629, 6 Nov 01.

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1.0 INTRODUCTION

1.1 *A Practical Handbook for Developing Local Employment Strategies*

Local actors can make a unique contribution to employment in their locality. But their efforts are particularly effective if they come together as a partnership and develop a shared strategy. Local employment strategies can add value to the efforts of the European Union (EU), national governments and regional governments. In fact, experience shows that they can have a real impact on persistent problems of unemployment, skills shortages and inequality across Europe.

This Practical Handbook presents best practice in developing such local employment strategies. It does not prescribe a single, narrow formula. Instead, it describes key characteristics and principles as well as specific individual examples in Sections 2, 3 and 4. Sections 5 onwards provide advice and examples specific to Germany.

<i>Be effective – learn from best practice</i>
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1.2 *What is Local Employment Development?*

Local employment development covers a wide variety of actions that tackle unemployment and reduce inequality. It involves a process that is designed, implemented and ‘owned’ by local actors. Other activity, for example EU and national programmes, might develop employment in a locality. But local employment development can add value to this other activity by mobilising local actors and recognising the needs and potential of a particular locality.

For example, entirely new sorts of job can be created that can simultaneously reduce unemployment and meet local service needs. Many of these new sources of jobs have the potential to draw in people bringing different attributes, skills and aspirations to the labour market.

Many new locally generated jobs can be easily filled by those outside the mainstream labour market. They can help to promote gender equality because the local nature of the jobs can make them more ‘family-friendly’. For example, new jobs can be designed to suit the needs of working parents. Local approaches to skills development and training can also draw different sorts of people into learning, as a first step towards employment.

The impact of local employment development in one locality, when added to that of other localities can significantly reduce unemployment and inequality across Europe. So local employment development is important in its own right, but also for its contribution to European economic and social policies. Indeed EU policy now recognises the importance of local action. The EU also provides resources for testing and promoting innovative approaches to local employment development. (See Section 2 below.)

Local employment development improves the parts that EU and national policy fail to reach.

1.3 What works best in Local Employment Development?

Whilst local employment development can take many forms, the best examples tend to demonstrate a number of *key success factors*. These are:

- awareness of the national context;
- a partnership of local actors from the public, private and third sectors;
- meaningful dialogue between partners;
- co-ordination with regional, national and EU policy;
- a European dimension;
- a thorough understanding of local needs and potential;
- a focus on gender equality and social inclusion;
- co-ordination of activity locally;
- a strategy and action plan;
- innovative activities;
- good management;
- local ownership;
- sufficient resources; and
- learning from experience.

Sections 3 and 4 explain these key success factors in more detail and offer practical examples of good practice. But first, we consider what Europe can offer to those involved in local employment development.

A partnership strategy is most effective for local employment development

2.0 THE EUROPEAN DIMENSION

2.1 More and better jobs

Looking at recent developments in EU policy, first, we see how the EU has placed a greater emphasis on employment generally. Second, we can see how the EU now recognises the unique contribution that local partnerships can make to its employment objectives.

'More and better jobs and greater social cohesion' is one of the overall aims of EU policy. This aim is reflected in the EU's *European Employment Strategy*. The strategy is designed to enable the EU to create the conditions for full employment and to strengthen cohesion by 2010. It is the key tool for co-ordinating the employment policies of EU Member States.

The Strategy has three main objectives:

- full employment;
- quality and productivity at work; and
- social cohesion and inclusion.

It also includes specific targets for employment in Europe:

- an overall employment rate of 70% in 2010;
- an employment rate for women of 60% in 2010; and
- an employment rate of 50% for older workers (aged 55-64) in 2010.

Local employment development has a vital role to play in achieving the objectives and targets of the Strategy. This is reflected in the *Employment Guidelines* that the EU produces to guide the employment policies of Member States and ensure co-ordination with the Strategy. The Guidelines issued in 2003 specifically encourage Member States to support local employment development. In guiding the Member States, they state that:

"The potential for job creation at the local level, including in the social economy, should be supported and partnerships between all the relevant actors should be encouraged."

The European Commission has recognised the importance of local employment development to the European Employment Strategy in several *Communications*². These Communications reflect current European policy and thinking.

² http://europa.eu.int/comm/employment_social

Local authorities from the *LEAPS* project in Scotland have recognised the value of the European Employment Strategy. They found that the Strategy was a valuable analytical tool for identifying gaps and overlaps in strategies and initiatives at the local level. So they used the Employment Guidelines as the framework for developing a local action plan for employment.

www.cosla.gov.uk

So the EU recognises the need to inform regional and local actors about the European Employment Strategy. It also encourages them to undertake local employment development. This will ensure that all levels work together in a coherent way to achieve the employment targets that the EU has set itself, while simultaneously addressing their own employment problems.

The European Employment Strategy promotes local employment development.

2.2 Support from the EU

Local partnerships involved in local employment development can benefit in a number of ways from EU support. They can receive funding for their activities directly from EU programmes (see Section 4.3.3). They can also be participants in experimental and pilot actions with other international partners. Furthermore, a European dimension offers greater recognition of their efforts.

For example, the EU has supported a wide range of experimental work in local employment development. This includes the Local Employment Development Action Programme, Territorial Employment Pacts, the Third Sector and Employment Programme, Local Social Capital Pilot Actions and Preparatory Measures for a Local Commitment to Employment.

Quartiers en Crise in Brussels (Belgium) received EU support from the Preparatory Measures for a Local Commitment to Employment. This enabled it to go beyond its main focus on urban regeneration and consider employability and job creation.

www.qeonline.org

Through these programmes, the EU promotes the key principles of local employment development across Europe. Indeed, many lessons have been learned from these programmes. They are presented in evaluation reports and other documents, also available on the Commission's website. But the lessons are also incorporated into the advice offered in later sections of this Practical Handbook.

Local partnerships can also expect to get better recognition and support from their national governments, through the *National Action Plans for Employment* and *National Action Plans for Social Inclusion*. Every year, each Member State produces the Plans, following guidelines

agreed at EU level. The Plans encourage national governments to adopt the best practice in employment and social inclusion policy. They reflect the increasing involvement of local and regional authorities in employment actions in most Member States. For example, the Swedish National Action Plan (2003) recognises the efforts of the Swedish Association of Local Authorities, the Federation of Swedish County Councils and a number of municipalities in producing local action plans for employment.

The EU promotes and funds best practice in local employment development.

2.3 *Lessons from the OECD*

The Organisation for Economic Co-operation and Development (OECD)³ also researches and promotes best practice in local employment development. Local actors can learn much from the good practice principles and examples within the OECD's *Local Economic and Employment Development* programme.

³ www.oecd.org

3.0 CREATING THE RIGHT CONDITIONS

Developing a successful local employment strategy cannot be done in a hurry. The *key success factors* identified in Section 1.3 are the product of careful steps that bring local interest groups together and help them to act strategically and undertake activity. This requires time and resources to be devoted to a preparatory stage.

Preparation is particularly important in localities with little experience of local employment development and where capacity needs to be built. It may even be the first time that genuinely local activity has taken place. A number of practical steps need to be considered from the very beginning. These steps need not necessarily be taken in this particular order. In fact, some or all of them can be taken simultaneously, depending on local circumstances.

- See how supportive the existing political and administrative system is of local employment development.
- Define the best geographical range over which to operate.
- Consider using a partnership.
- Co-ordinate the local partnership's activities both *upwards* – to regional and central government; and *outwards* - to neighbouring administrations and to other partnerships across the EU.

This section outlines how to take these practical steps to create the right conditions within which a local partnership can design, develop, implement, monitor and evaluate a successful local employment strategy. Figure 1 below illustrates this process.

<i>Start right - create good conditions for local employment</i>
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Figure 1: Creating the right conditions



3.1 Know the context for local employment development

Best practice in local employment development tends to emerge when local actors understand the wider context they face and work with it, rather than against it. This wider context includes national policy, local capacity and existing partnership arrangements. Experience suggests three *key success factors* here.

3.1.1 Understand how national policy supports local economic development

In some countries and regions, the national government may already offer an established role for local employment development, perhaps even with a legal or constitutional framework. This role is often part of a wider pattern of devolution from central to regional and local government. So local partnerships may already have clear responsibilities and real funding for local employment development in these countries. Ireland, Italy and parts of Austria and Spain are examples.

The Republic of Ireland's *Local Development Social Inclusion Programme* (2000-06) recognises and provides funding to partnerships and community groups 'that adopt a partnership approach to tackling local issues on the basis of comprehensive, integrated local action plans designed to counter exclusion'.

www.adm.ie

But some other countries have traditionally been more centralised, with less devolution to the local level. So national or regional governments may be less responsive. They will need to be convinced of the need to offer flexibility and resources for local employment development. The new Member States and some of the southern Member States are likely to find themselves in this situation.

3.1.2 Know what capacity there is for local employment development

Where there is some experience or tradition of local employment development, there is also likely to be the capacity to do it. This includes institutional capacity, such as the authority to act locally and respond quickly, as well as the ability to receive funding and manage contracts. It also includes personal capacity in terms of leadership, knowing the locality and communicating with others.

Some countries, particularly those in Western Europe, also have a long tradition of civil society and partnership. Many third sector organisations in these countries are experienced in understanding and providing for the needs of disadvantaged groups. They also have experience in working closely with employers and with government. Employers may also have a tradition of corporate responsibility, which includes local action. In these countries, local partnerships can be formed relatively easily and move faster to develop strategies and undertake activity.

Where there is limited local capacity, take a patient approach and make long-term investments. Look at the basic principles of local employment development, find what works locally and build slowly and patiently upon it. Try also to encourage regional and national governments to be responsive to initiatives from the local level.

3.1.3 See what partnerships already exist

Depending on national policy and local tradition, there may already be one or more partnerships relevant to local employment and operating in any locality. A key success factor in creating the right conditions is therefore to create partnership structures that take into account what already exists.

In those countries with limited devolution to the local level, and a weak tradition of local action and civil society, it may be necessary to form an entirely new partnership. Here it will be important to bring together public, private and third sector organisations, possibly for the first time. It will take time to build trust and understanding between the partners, before agreeing any ambitious objectives.

Some countries have given local employment development partnerships a clear legal and constitutional framework. So, there is little need to create a new partnership or to justify its existence. The focus can be on delivering results.

In other countries, such as the UK, there have been many initiatives at the local level. An extensive network of local partnerships already exists. This can cause problems such as competition for funding and duplication of roles. So in these localities the focus might be on co-ordinating or amalgamating existing partnerships, rather than creating new ones. For example, local partnerships for inward investment and social inclusion could be combined into a local employment partnership.

When South Tyneside (UK) was awarded funding for a Territorial Employment Pact, it chose not to create a new partnership. Instead the role of an existing partnership for enterprise – the *South Tyneside Enterprise Partnership* – was widened to embrace local employment.

www.southtyneside.info/communitysupport/step.asp

3.2 Define the target locality

Some individual actors, such as municipalities, operate in clearly defined localities. But one uncertainty surrounding partnerships, indeed a possible strength, is that the target area for operation is not necessarily fixed. Where a partnership has come together voluntarily, there may be considerable scope for choosing the area over which it operates. Of course, where national policy offers a clearly defined role for local employment development, the locality may already be clearly defined.

For partnerships undertaking local employment development, experience suggests three *key success factors* to take into account when defining a locality for action.

3.2.1 *Consider the geography of the local labour market*

Employment problems and opportunities rarely match administrative boundaries. So a strategic approach may require a partnership to target an area that is larger than just one municipality, for example, a travel-to-work area. The key benefit of this approach is that local solutions can be developed in direct response to the employment problems and potential of any locality. For example, the *Tampere-Pirkkala Territorial Employment Pact* (Finland)⁴ developed an action plan for several neighbouring municipalities that had all experienced a decline of the textiles, clothing and footwear industries.

3.2.2 *Take into account administrative boundaries*

It can be useful to define a locality according to local administrative boundaries, for example a municipality. This can simplify activity, since many key local actors will already operate within the same area. It also avoids some of the problems involved in drawing different partners together from several municipalities. It may also be easy to collect data about the area. However, the target locality might not reflect the geography of the local labour market and the problems to be addressed.

3.2.3 *Get the size right*

A local employment partnership should be big enough to be strategic, yet small enough to remain local. Partners need sufficient knowledge of and influence over the locality to be able to make a difference. They may need to be able to react quickly to new events.

‘Local’ can certainly refer to the sub-regional, local (municipal) or neighbourhood levels but its scale, size, coverage and administrative boundaries will vary. A partnership responsible for an area with a very large number of inhabitants may be unwieldy and unfocused, lacking an emphasis on truly local needs. Partnerships covering populations smaller than a municipality (such as a neighbourhood) might be too small to be effective in any strategic sense.

Different types of action are more effective at different levels. For example, the *Proyecto Pléyade* (Spain)⁵ defined target areas for analysis on the basis of local labour markets covering several municipalities. But it created individual action plans for each municipality within the target area. In general, a municipality might be most appropriate for the integration of disadvantaged groups. But a sub-region or region may be most appropriate for inward investment and infrastructure developments.

Be strategic, be local, be manageable.

⁴ http://europa.eu.int/comm/regional_policy/innovation/innovating/pacts/en/list/fin_tampere.html or www.tampere.fi/english

⁵ www.femp.com/pleyade/eng/index.htm

3.3 Develop an efficient partnership

While local employment development can be done without a partnership, experience shows that a partnership can add value that cannot be gained in other ways. But it has to be a real partnership for this effect to be at a maximum. Where, for example, partnerships are merely symbolic or ‘marriages of convenience’, the outcomes will be less secure.

A partnership approach can be more effective, because it can potentially:

- Involve a wider set of interests, including industry, commerce and the social partners;
- Generate wide political support and local ‘ownership’ of activity;
- Empower people, especially disadvantaged groups;
- Reduce duplication of effort and produce focused action;
- Increase the financial, physical and human resources available;
- Provide more coherent or holistic services;
- Understand, anticipate and meet local needs;
- Inject innovation and creativity into regional and local developments; and
- Combine the effects of various programmes, thus optimising impact.

It is important that a local employment partnership has the right format, leadership and membership, if it is to be effective.

The key benefit of partnership is improved local governance.

3.3.1 Format

The most effective format for the partnership will depend on its particular circumstances, such as national policy, local capacity and existing partnerships. So there will be great variety from one locality to the next. However, past experience points to a number of *key success factors* in the way a partnership is structured and managed.

- A genuinely ‘**bottom up**’ approach that encourages initiatives and ideas from the ‘grass-roots’ level.
- A **broad-based** membership of public, private and third sector organisations that have an interest in local employment.
- A **common purpose** to bind them together regardless of their individual responsibilities.
- A **partnership agreement** that strengthens accountability by clearly distributing responsibilities between partners.
- A **formal structure**, whether as a distinct legal entity (such as a company limited by guarantee) or a looser association of partners.
- Open and honest **dialogue** between partners.

An evaluation of the *Pilot Programme for Economic and Social Progress* in Ireland identified three models of partnership:

- **The Delivery Approach**, in which the partnership designs, develops, funds and runs activity, usually on a time-limited pilot/demonstration basis and the activity is generally responding to a lack of locally-based services or insufficient mainstream provision.
- **The Agency Approach**, which also addresses an identified need but the response is more concerned with designing, or sometimes allocating resources rather than a direct involvement in the actual delivery of services to the target group.
- **The Brokerage Approach**, which provides a support structure to local actors. The main roles are planning, co-ordinating, supporting, facilitating and lobbying.

www.combatpoverty.ie

3.3.2 Leadership

An effective partnership requires good organisational and individual leadership. But the lead partner should not take sole ownership of the partnership and its activity. Instead it provides the right environment and conditions for the partnership to operate in. It also encourages the active involvement of all local actors. The lead partner should demonstrate genuine political commitment to the partnership. It will put the general interest above its own corporate interest.

A good lead partner will already have an established local role in economic development, vocational training and social inclusion. It may also need the financial capacity to take responsibility for large amounts of money on behalf of the partnership.

Local authorities are often the best placed to lead a local employment partnership. They are elected, accountable to local people and recognised by regional, national and EU policymakers. They have the capacity to provide local services, many of which are relevant to local employment, such as social welfare. Many national governments are also devolving the implementation of public employment policy to local authorities.

But some local authorities lack the experience, power and resources to lead a local employment partnership. So other partners might be more appropriate, particularly if they are already responsible locally for economic development or vocational training.

Every partnership also needs an effective individual leader with strong political authority. For example, experience in Italy and Greece demonstrates that the mayor is usually the most appropriate leader. But the leader also needs the personal skills and attributes to lead the partnership and oversee its strategy on a day-to-day basis. So it might be best to have an executive working alongside the political leader.

Evaluation of the Preparatory Measures project led by *KEDKE* in Athens (GR) concluded that the leader of a local employment partnership needs:

- **communication** with local actors;
- **knowledge of local actors** and how they work;
- **realism**;
- knowledge and experience of **funding sources**; and
- **innovation** and **entrepreneurship**.

www.kedke.gr

3.3.3 Membership

The partnership should include all local actors with the knowledge, expertise and remit to contribute to local employment development. These might include:

- Local and regional authorities and the local representatives of national authorities;
- Local employers such as large firms, financial institutions, representatives of small businesses and social economy bodies;
- Committees responsible for monitoring EU structural assistance;
- Local development associations;
- Social partner organisations;
- Non-governmental organisations;
- Professional organisations, Chambers of Commerce, Trade Associations;
- Local offices of the Public Employment Service; and
- Educational, training, and research organisations.

But there is no single, uniform, ideal ‘mix’ of partners. Membership will vary significantly, from locality to locality. Indeed, so will roles, responsibilities and organisational structures, even within the same Member State. Some partners will be fully involved in implementation. But others might only be involved as consultees. The key is to ensure wide consultation as well as effective decision-making.

3.4 Linking with others

The success of a local employment partnership depends in part on the influence that it can have beyond its immediate locality. This is because others take decisions that have an impact on local employment. So it is important to establish and maintain good links with national and regional levels, neighbouring localities and other localities across Europe.

3.4.1 National and regional levels

Most national governments are decentralising the implementation of their employment policies. This is mainly done through local offices of the public employment services. But it also involves partnerships with different types of local actors. So there is a real opportunity

for local partnerships to influence the implementation of national policy at the local level. They can make it more responsive to the needs of their own localities.

For example, the UK Government's *New Deal for the Unemployed*⁶ involves partnerships of local employers, local authorities, trade unions and third sector organisations. These partnerships advise the public employment service on the design and implementation of the New Deal programme in their locality.

At the same time, national governments also set guidelines for employment development, including at the local level. These guidelines are increasingly encouraging the development of local employment strategies. The EU is also encouraging national governments to involve local players in the design of national policy, including the *National Action Plan for Employment* and *National Action Plan for Social Inclusion*. So local employment partnerships have the opportunity to make national policy more supportive of their activity.

Local employment partnerships should seek to:

- have an authoritative voice and role that is recognised at the national and regional level;
- be consistent with regional and national policy, particularly the National Action Plans;
- develop institutional links with the regional and national levels; and
- be part of the policy making process at regional and national level.

National policy: understand it, influence it, work with it.

3.4.2 *Neighbouring localities*

Employment problems and opportunities often extend across local administrative boundaries. So it is useful to make links with local actors and partnerships in neighbouring localities to address shared problems and opportunities. Co-operation can include:

- Co-ordinating strategies to ensure complementarity;
- 'Lobbying' regional, national and EU authorities to highlight shared problems and influence policy;
- Commissioning or sharing research into common problems;
- Specific projects operating across boundaries;
- Promoting employment and training opportunities in neighbouring localities; and
- Ensuring that local employers and residents receive consistent support across municipal boundaries.

⁶ www.newdeal.gov.uk

3.4.3 *Similar localities across Europe*

Localities with similar characteristics are likely to experience similar problems and opportunities. So there is much to be gained from co-operating with partnerships in similar localities across Europe. Co-operation can include joint lobbying of national and EU authorities. It can also include sharing information and best practice in local employment.

Co-operation is often most effective if it is part of an established network. Networks allow access to cost-effective means of publicising activity such as seminars, conferences, websites, journals and newsletters. A partnership could also set up a new network with one or more other partnerships.

Local employment partnerships from five large northern European cities came together to form the *Metronet Network*. These were the Territorial Employment Pacts from Berlin (D), Bremen (D), Copenhagen/Malmö (DK/S), Dublin (IRL), Hamburg (D), Tottenham (UK) and Vienna (A). The network developed common themes, shared good practice and considered a common approach to evaluation. It has led to a joint project about social exclusion as well as co-operation in preparing applications for the Community initiative EQUAL.

www.aforesund.org/eng/oresund_employment_pact.aspx

One important existing network is the *Committee of the Regions*⁷. It is an advisory body to the EU, composed of representatives of regional and local authorities. The EU has to consult the Committee on matters that concern local and regional government, such as employment.

Other networks bring together regions or localities with common geographical or economic characteristics. Examples of these networks include Eurocities⁸ and the European Industrial Regions Association⁹.

Some networks take a thematic approach. For example, five *European Thematic Groups* bring together local practitioners from EQUAL development partnerships across Europe to share good practice between practitioners¹⁰. They also ensure that EU policy takes into account the experiences of local activity from across Europe.

⁷ www.cor.eu.int

⁸ www.eurocities.org

⁹ www.eira.org

¹⁰ http://europa.eu.int/comm/employment_social/equal

4.0 IMPLEMENTATION

Once a good local partnership is in place, with a clearly defined role, the next step is to design and implement a strategy. Experience shows that the impact of a local employment strategy depends on some *key success factors*. These are:

- Knowing the locality and its labour market;
- Developing a broad strategy;
- Implementing the strategy; and
- Reviewing progress and learning lessons.

Learning from these key success factors might suggest a process similar to the ‘roadmap’ presented in Figure 2 below. But the roadmap is a flexible tool that can be adapted according to local circumstances. For example, some steps might already have been taken in the course of ‘creating the right conditions’ (outlined in the previous section). Moreover, some steps can be taken simultaneously or in a different order to that described here.

In any case, local employment development is a continual and dynamic process. The lessons that a partnership learns from monitoring and evaluating its strategy should highlight new opportunities and problems. Understanding these opportunities and problems might require the collection of more information at the local level, leading to a new or revised strategy and new actions.

Figure 2: Implementing a strategy



4.1 Knowing the Area

4.1.1 Understand the local labour market

A local partnership needs to understand the problems that it wishes to address. This is best done by collecting information about local employment in a systematic way. The information can then be analysed, which will guide the choice of objectives and actions. Continuously gathering information also allows measurement of the impact of activity on local employment. The strategy can also be revised as new problems and opportunities emerge.

Collecting information in a systematic way is important because some or all partners may be unaware of some problems and opportunities. The extent and cause of problems may not be known. In any case, the local employment situation will change over time.

A local employment partnership will probably need to gather information about:

- Levels of employment and unemployment;
- Characteristics of the employed and unemployed (age, skill levels, location, etc.);
- Skills needed by local employers;
- Skill available in the local workforce;
- Key occupations;
- Key economic sectors;
- Gender equality;
- Demography;
- Needs of disadvantaged groups;
- Wider social and economic trends; and
- Future trends.

A partnership will probably need to bring together information from several different sources to enable a comprehensive assessment of the local situation. The extent of the information gathered should be proportionate to the size of the partnership and its activities.

National governments usually publish information about general employment trends as well as detailed statistical information. National data is a useful starting point, but does not always reflect the real-life experiences of local communities and local people. So local information is also needed. Some local actors may already gather information for their own purposes. For example, this might be about the needs of disadvantaged groups. It may also be necessary to commission new research, where there are gaps in information.

Some partnerships have created local or regional ‘observatories’. Observatories gather information about employment from various sources and use it to create a comprehensive analysis of the local situation. They then distribute it widely to help local actors plan their activities.

The *Nottinghamshire Research Observatory* brings together local information and research on economic and social issues in the county of Nottinghamshire (UK). It makes current research reports available on-line as well as publishing unemployment bulletins. This research can then guide the design and implementation of local employment strategies and projects. The Observatory also promotes partnership in undertaking and disseminating research. This helps increase co-operation, avoid duplication and bridge information gaps.

www.theobservatory.org.uk

4.1.2 Find out what activity already takes place

Local employment development does not take place in a vacuum. It is part of a wider pattern of activity. Section 3 considered the importance of seeing which actors and partnerships already operate locally. It is also important to see what actual activity these actors are undertaking. New activity should add value to existing activity.

Examine the following activities and seek to add value to them.

- **EU, national and regional ‘mainstream’ programmes** operating locally. These programmes are likely to offer far greater resources than those available locally. So it is important to work with them rather than against them. But they do not necessarily meet specifically local objectives and may be inflexible. So it is important to try to influence them so that they better meet local needs.
- **Other local strategies** that may indirectly influence local employment. This might include strategies for sustainable development, social inclusion or inward investment. A local employment strategy should add value to them by working with rather than against them. The local employment partnership can also influence these other strategies so that they also contribute to employment objectives.
- **Local initiatives** may already address employment, without being part of a partnership strategy. Third sector organisations, in particular, may focus on the needs of their target groups. They might not be aware of wider policies and activities. Indeed, third sector support structures may even co-exist alongside those of the public services.

Compare these activities with the assessment of local problems and opportunities. This comparison will then highlight the priorities for action.

Add value to what is already happening.

4.2 Develop a broad strategy

Experience shows that local employment initiatives are most effective if they are part of a strategy. This enables all activity to be co-ordinated towards meeting common objectives. The strategy should usually include actions to create jobs as well as actions to help people into these jobs. In other words, it should consider the ‘demand’ for labour as well as the ‘supply’ of labour. It should also be ‘owned’ locally and address inequality.

4.2.1 Determine objectives and actions

A local employment strategy might have four overall aims.

- creating new jobs;
- raising the employability of local people;
- helping people into jobs; and
- reducing inequality.

Some ideas for meeting each of these four aims are offered below.

Creating new jobs

- promote the locality to inward investors
- encourage the creation of new businesses
- create social enterprises
- encourage a local culture of enterprise
- identify job vacancies in neighbouring localities

Improving employability

- identify employers’ skill needs and train people to meet these needs
- identify growth sectors and train people to work in these sectors
- recognise the prior experience and skills of people and their communities
- create ‘intermediate’ or ‘sheltered’ employment opportunities to help long term unemployed people back into work
- identify and retrain people at risk of redundancy
- encourage those with the right skills to commute in from other areas

Helping people into jobs

- offer new facilities for care of dependants
- meet travel costs
- resolve transport problems
- provide better information about job vacancies
- encourage employers to adopt flexible working practices
- hold events that bring employers and jobseekers together

Reducing inequality

- create jobs suitable for disadvantaged groups
- customise guidance and counselling services to the needs of disadvantaged groups
- challenge discrimination in education, training and employment
- encourage employers to recruit from disadvantaged groups, particularly where they have no tradition of doing so
- make different groups aware of sectors and jobs that they have not traditionally entered
- empower target groups and communities by including them in the planning and implementation of projects

4.2.2 Local ownership

The key benefit of local employment development is that it can meet specifically local needs. Local partners are often best placed to identify and meet such local needs. So they need to be fully involved in the design and implementation of a local employment strategy. They need to 'own' it.

Ensuring local ownership takes time. It can involve:

- offering membership of the partnership to any local actor with an interest in employment;
- creating partnership structures that involve local actors on a regular basis;
- sharing the power to make decisions;
- gaining consensus on the broad objectives of the strategy;
- getting the partnership to endorse specific activities;
- involving a large number of actors in implementation;
- seeking financial contributions from several different partners; and
- keeping all local actors and local people informed of progress.

The *Pilot Intervention to Promote Employment at Local Level* in Greece used public conferences to strengthen local ownership of its action plan. The conferences made decisions and promises more visible and made it harder for partners to renege on their commitments.

www.eetaa.gr/tsda

4.2.3 Ensure equality

As well as taking specific actions to reduce inequality, a local employment partnership should incorporate equal opportunities into all its activity. This includes the operation of the partnership and all employment actions, whether directly addressing equality or not.

A partnership should take five key steps to ensure equality. These steps are an integral part of designing, implementing, monitoring and evaluating the strategy.

- Develop an equal opportunities policy to which all partners can commit.

- Draw up a ‘starting point’ from which to measure progress.
- Set targets for equality objectives.
- Collect monitoring data systematically throughout the life of the strategy.
- Evaluate progress and review policy and targets at regular intervals.

4.3 Implement the strategy

Having created the right conditions, researched the local area and developed a strategy, a local employment partnership can then fully implement that strategy. This involves testing the effectiveness of actions in a pilot phase, finding resources for the full strategy and then designing and implementing an action plan.

4.3.1 Pilot actions

Pilot projects allow the testing of approaches to local employment development. They provide invaluable feedback from practical experience as well as comments from any target groups. These can be used to refine the approach. When implementing changes highlighted by pilot projects or by feedback, record any changes and the circumstances around them for later use in the evaluation.

The size and extent of pilot projects will depend upon the aims and objectives of the strategy. It could involve testing training materials with a small group of volunteers, before recruiting genuine trainees. An entire project could be a pilot scheme. For example, testing an approach to tackling local unemployment with a particular disadvantaged group. If successful, pilot projects can be extended within the context of the wider strategy.

Small pilot projects help refine an action plan and increase its effectiveness.

4.3.2 Find resources

Implementation of the strategy will obviously require financial resources. Some of the partners will have their own resources. But it will probably be necessary to seek additional funding from several external sources. This can create problems if the process is not carefully managed. A few key principles should be followed.

First, develop the partnership’s long-term strategy irrespective of the funding for individual projects. The strategy should focus on what needs to be done. It should continue regardless of the limits of any single source of funding.

Second, seek sustainable funding from a variety of sources, either for the whole strategy or for individual projects. These sources include European, national, regional and local programmes. Combine the different funding sources into a coherent programme and avoid creating a list of ad hoc projects. Carefully consider each funding source before applying for it. Funding sources that are not relevant or that have onerous conditions will divert attention and effort from the main priorities of the strategy.

Third, ensure that the partnership has the capacity to manage the different funding sources received. This does not mean that all funding has to be received and managed by one partner. Different partners can take responsibility for receiving and spending money. But some partnerships may require a 'lead partner' to manage funding and demonstrate accountability. This lead partner can then provide the other partners with funding, perhaps through a sub-contracting arrangement.

The next section considers some specific EU funding sources. National sources of funding for local employment development are considered in later sections of this *Practical Handbook*.

A strategy should be fed by funding, not led by funding.

4.3.3 Sources of EU funding

The EU **Structural Funds** are an important source of funding for local employment development. They support actions that create jobs, help people into jobs, improve employability and reduce inequality at the local level.

The **European Social Fund (ESF)** is the main EU financial instrument underpinning the European Employment Strategy. It is therefore the most important to local employment development. In the current programming period (2000-06) ESF provides around €9 billion per year. This money supports strategic long-term regional programmes that upgrade and modernise workforce skills and encourage enterprise. There are three types of regional programme:

- Objective 1: for regions whose development is lagging behind;
- Objective 2: for economic and social conversion in industrial, rural, urban or fisheries-dependent areas facing structural difficulties; and
- Objective 3: for modernising systems of training and promoting employment in all areas except Objective 1 regions.

Programmes are planned by Member States together with the European Commission. They are implemented through a wide range of public and private organisations, including non-governmental organisations and local partnerships. These organisations can apply for support from ESF through the regional programmes.

ESF offers considerable support for local action in the programmes for 2000-06. Indeed, local development is considered as a 'horizontal objective' for all ESF operations. This means it should be taken into account in each of the five 'policy fields' of ESF. So all regional ESF programmes offer specific funding for local employment development.

Policy Fields of ESF

- Developing and promoting active labour market policies
- Promoting equal opportunities for all in accessing the labour market
- Promoting and improving training, education and counselling as part of a life long learning policy
- Promoting a skilled, trained and adaptable workforce
- Improving women's access to and participation in the labour market

The **European Regional Development Fund** (ERDF) provides funding for wider economic development, such as business support services or new infrastructure. It is available to regions designated as eligible for support from Objective 1 or Objective 2.

In addition to the regional programmes, local actors can also receive funding from other EU programmes.

The Community Initiative **EQUAL** provides ESF funding for new approaches to combat discrimination and exclusion, based on the principles of bottom-up strategy building, partnership and empowerment. EQUAL funds the activities implemented of strategic 'development partnerships'. A local employment partnership could apply for EQUAL funding for its activities or could co-operate with an EQUAL development partnership in its locality.

ESF funding from **Article 6** is available to local actors for innovative actions. Article 6 projects must encourage close co-operation between European, national, regional and local levels, as well as the social partners and third system organisations. They explore new approaches to the content and organisation of employment, including vocational training and industrial adaptation. Article 6 measures include pilot projects, studies, exchanges of experience and information activities.

Three annual calls for proposals, in 2004–2006, focus on the theme of '*Innovative approaches to the management of change*'. Within this theme, innovative measures must focus on two sub-themes:

- *management of demographic change*: supporting innovative initiatives to promote active ageing and to raise the employment rate of older workers; and
- *management of restructuring*: supporting innovative solutions to restructuring by enhancing the adaptation and anticipation of workers, enterprises and public authorities.

The **Leader+** Community Initiative encourages new approaches to integrated and sustainable development in rural areas. It can support local employment development as part of a wider area-based approach. The emphasis is on capacity building, empowerment of local actors and targeting of local activity. Action 1 is most relevant to local employment development. It funds the integrated territorial development strategies of 'Local Action Groups'. Action 2

supports co-operation between rural localities. Action 3 disseminates information from the national to the local level.

The **Urban II** Community Initiative supports innovative strategies for sustainable economic and social regeneration in a limited number of urban areas throughout Europe. Again, the emphasis is on capacity building, empowerment of local actors and targeting of local activity. Activities supported include job creation and the integration of disadvantaged groups into education and training.

The current Structural Funds programmes operate until 2006. A new programme will operate from 2007-2013 focusing on the objectives of convergence, competitiveness and co-operation. In addition to the ERDF, ESF and Cohesion Fund will be a new legal instrument to overcome obstacles to cross-border co-operation, the European grouping of cross-border co-operation (EGCC).

4.3.4 Full implementation

Having piloted the actions and found funding for the full strategy, the partnership can then implement the full strategy. Full implementation usually requires the aims and objectives of the strategy to be converted into an action plan. The action plan will include specific and measurable actions as well as the responsibilities of each partner. It provides the basis for reviewing progress.

4.4 Review progress and learn from it

Reviewing progress is vital as it allows a partnership to:

- clarify the ‘starting point’ and allow later comparison;
- identify problems and resolve them;
- demonstrate the progress and achievements of the action plan;
- identify good practice to share with others; and
- highlight new problems and opportunities requiring further research and action.

4.4.1 Choose performance indicators

Choosing and developing measurable ‘performance indicators’ enables a partnership to demonstrate the achievements of its action plan. Performance indicators can demonstrate success in achieving objectives but also help make the criteria for success clear to everyone. They should not only consider the immediate output of activity, such as jobs created or people trained. They should also consider the wider impact on local employment.

Indicators need to be as relevant and objective as possible. Ideally, all the partners should agree on the choice of indicators. The final choice should include both ‘quantitative’ and ‘qualitative’ indicators.

Quantitative indicators (numbers and statistics) are specific and measurable. They are useful for demonstrating starting positions and concrete facts and outcomes, such as financial expenditure or numbers of people receiving training. But they do not always demonstrate the ‘wider picture’. Use standard definitions where possible, to allow comparison with other localities.

Qualitative indicators (opinions and attitudes) reflect the life experiences of individuals and organisations. They can be important measurements of skills, such as communication and inter-personal skills, which are usually overlooked by quantitative indicators. They can be particularly important for projects working with disadvantaged groups as they can help to show personal progress towards finding a job.

Use an Indicator Matrix to link the action plan objectives to specific indicators. The Matrix should list objectives hierarchically and plot activities and milestones against each objective. Select a ‘basket’ of indicators to correspond to anticipated achievements towards each objective.

4.4.2 Monitoring

Action plan monitoring is an ongoing process that should continue throughout the implementation of the action plan. It consists of recording outcomes against the performance indicators.

Monitor the action plan is important because it:

- allows the partnership to see if it is on schedule;
- helps to review ongoing performance;
- keeps the partnership informed of emerging issues; and
- satisfies the information demands of funders and other interested parties.

Monitoring systems should effectively and efficiently gather all the information needed in a useable form. It may not be possible to develop a standard monitoring system for all projects because of the differences in client groups, starting positions and the context in which they operate. However, common data from all projects should feed into the monitoring systems of the overall action plan. Monitoring systems should not be too complicated. They should only collect essential data. To ensure that the monitoring systems are performing correctly, consider a small pilot test of the systems.

A good monitoring system primarily monitors:

- **inputs** of resources such as time and money to ensure that budgets are respected; and
- **outputs**, by using indicators to assess progress towards action plan objectives.

Monitoring helps to keep track of day-to-day activities.

4.4.3 Evaluation

Evaluation determines the value of the action plan by looking at the overall achievement of aims and objectives. It judges the overall success and wider impact of a strategy. Evaluation involves the analysis and interpretation of action plan data provided by the monitoring systems to identify achievements and areas of weakness. But evaluation is about more than simply tracking information. It answers questions about why and how things happened.

Evaluation of the action plan highlights factors and circumstances that affected what worked and what didn't. By gathering this information the partnership will be better placed to understand its successes and learn from its mistakes.

Two types of evaluation can be undertaken.

- **'Internal'** (or 'self-') evaluation by someone within the partnership. Evaluators should be sufficiently skilled, or offered suitable training. They must be provided with the time and resources to conduct an effective evaluation. Additionally, they will need to know what data will be available to them, as well as having some experience of research methods, data analysis and data presentation.
- **External** (or 'independent') evaluation. External evaluators can offer specialist expertise and broad experience. Their independence and objectivity lends credibility to the evaluation, particularly with external funders and policymakers. Using an external evaluator also avoids burdening the partnership with a task that it may lack the time and the skills to do effectively.

A final or **summative evaluation** is essential to assess overall lessons from the action plan. Some partnerships also conduct **formative evaluations**, which report at key points in the action plan. They track progress and enable adjustments to be made. The scope of an evaluation should be proportionate to the scale of the partnership's activity.

The focus of the evaluation will depend on:

- the objectives of the strategy, which will influence what is evaluated;
- the purpose of the evaluation and what it will be used for; and
- the audience for the evaluation; for example, the partnership, the wider community or external funders and policymakers.

4.4.4 Promote successes

A local employment partnership should promote its activities and successes in three ways. All three are inextricably linked and should take place throughout the life of an action plan.

Firstly **'publicity'**, which makes people aware of the partnership and its activity. Publicity can maintain important public and political support for the partnership. It may be required by funders, who want public recognition of their financial support. For example, projects

receiving ESF or ERDF funding are required to display prominently the relevant logo. Publicity is also important in encouraging individuals to take up new training opportunities or businesses to use new support services.

Secondly ‘**dissemination**’, which promotes the achievements of the partnership. It provides information about the quality, relevance and effectiveness of new products and processes. The aim is to convince others to use these new products and processes or at least learn the lessons. For example, the partnership might promote new training materials to networks of training providers in order to generate commercial income.

Thirdly ‘**mainstreaming**’, which aims to ensure that the partnership’s achievements become part of regular provision or practice. It is primarily targeted at policymakers and funders at all levels. Mainstreaming aims to convince policymakers and funders to adopt new methods or approaches to tackling a problem. It enables EU, national and regional policy to respond to the lessons learned at the local level. Mainstreaming can also ensure that the partnership receives long term, sustainable funding from EU, national or regional programmes.

The *HOME* project in Puglia (I) trained local unemployed people in the maintenance and refurbishment of housing and the local environment. The partnership publicised the project to local residents to keep them informed of achievements and to recruit them to the training. It also disseminated information to other practitioners via a printed brochure, an international seminar and an evaluation report. Through this activity, it made other national public bodies aware what could be done through innovative activity at the local level.

Promote the partnership and its activity throughout the life of the action plan.

5.0 GOVERNANCE CONTEXT OF GERMANY

Germany's federal system gives considerable autonomy to the *Länder* and local levels of government. These levels of government are extensively involved in employment development. Indeed, the *Länder*, *Landkreise*, cities and the municipalities all operate active labour market programmes. Civil society is also widely involved in employment development activity. So there is great potential for partnerships to come together to develop local employment strategies and to receive funding from the different levels of government.

The regional and local levels of government have considerable powers, though responsibility for employment development is shared between different levels of government.

This section outlines the governance context for employment at the federal, *Länder* and local levels as well as introducing the role of civil society.

5.1 Federal level

5.1.1 Bundesanstalt für Arbeit

Employment development is primarily the responsibility of the federal government. This responsibility is largely fulfilled by the public employment service, which is the *Bundesanstalt für Arbeit*. The *Bundesanstalt für Arbeit* is not formally part of the Federal Ministry of Labour. Indeed, it is largely autonomous of the various levels of government.

The *Bundesanstalt für Arbeit* operates at three different levels.

- The 16 *Länder* are served by 10 *Landesarbeitsämter*, five of which serve two or three smaller neighbouring *Länder*.
- The 181 regional employment office districts (*Arbeitsämter*) each serve either a large city, or a *Landkreis*, or several *Landkreise* or a combination of cities and *Landkreise*. So their responsibilities often cross administrative boundaries. Within conurbations, the area, or district, covered by an *Arbeitsamt* will often be geographically smaller than a travel-to-work area. So local employment partnerships may need to involve two or more *Arbeitsämter* if they are to be effective.
- There are 660 local branches of the *Arbeitsämter*. Usually, the district headquarters office itself is also the largest 'branch' office, located in the centre of the largest municipality in the district.

At all three levels, the *Bundesanstalt für Arbeit* brings together employers, trade unions and public authorities in a tripartite structure or *Verwaltungsausschuss*. Each Land headquarters and district has a *Verwaltungsausschuss*. As such they constitute a form of local employment partnership. Membership of a *Verwaltungsausschuss* would typically include:

- the Chamber of Manufacturing and Commerce (*Industrie- und Handelskammer*);
- the Chamber of Craftsmen or its organisation at *Landkreis* level (*Handwerkskammer* or *Kreishandwerkerschaft*);
- regional employers' organisations;
- the regional chairman of the trade union confederation (*DGB-Regionalvorsitzender*);
- representatives of the individual unions in the district, depending on the composition of industry in the area;
- city or *Landkreis* assemblies; and
- city or *Landkreis* administrations.

If several districts are brought together by a local employment initiative, it is advisable to involve the Land level *Verwaltungsausschuss* as well. Its membership will resemble the district *Verwaltungsausschuss*, involving Land-level representatives of the different organisations.

The *Bundesanstalt für Arbeit* oversees the administration of unemployment benefit, job placement and active measures such as training or subsidised employment. Much of this activity is actually provided by external contractors such as commercial training companies or civil society organisations. The *Bundesanstalt für Arbeit* has large budgets and helps large numbers of people. But its activities are tightly regulated by federal legislation. There are also guidelines issued by the national *Bundesanstalt für Arbeit* office in Nuremberg that restrict the room for manoeuvre of the district offices. So these programmes offer less flexibility and fewer opportunities for innovation and customisation to specific groups than do the programmes of the *Länder* and the municipalities.

However, there has been a gradual shift of responsibilities to the district level. Each district can now determine the precise mix of different active labour market policy measures within the financial limits of the *Eingliederungstitel* ('insertion budget'). These include initial vocational training for young people, re-training, employment subsidies, and so on.

Moreover, up to 10 % of the *Eingliederungstitel* may be used for more experimental measures. Given the broad range of instruments that have already been defined, some districts find it difficult to develop anything that qualifies as 'additional'. A local employment initiative with innovative ideas may well be therefore able to tap this source.

The experimental part of a district's Eingliederungstitel offers a potential resource for innovative projects that could be developed by a local employment partnership.

5.1.2 *Job centres*

Unemployment benefit is paid to those who have made contributions to unemployment insurance funds. Since the two types of unemployment benefit are related to former earnings, the benefit received by a claimant can be very low, particularly after losing a low-wage or part-time job. To supplement their low level of unemployment benefit, these job seekers have to draw benefits from two separate bodies, the Bundesanstalt für Arbeit and the municipality. So responsibility for these individuals is shared between the two bodies.

One of the major objectives of recent reforms has been to bring the Bundesanstalt für Arbeit and municipalities closer by pooling their services in new 'Job Centres', which might contract out certain services to providers.

Job Centres have the potential to become important members of local employment partnerships.

5.2 *Länder level*

Germany is divided into 16 *Länder*, which enjoy high degrees of autonomy in areas like culture, education, regional planning and transport. The individual *Länder* vary considerably both in size and population. Although the *Länder* do possess important powers, the federal level has primary responsibility for taxation. The *Länder* and local levels of government receive certain taxes or share them with the federal government.

The *Länder* are responsible for several programmes that promote regional development. These include the EU Structural Funds and the *Gemeinschaftsaufgabe Verbesserung der regionalen Wirtschaftsstruktur*.

The *Länder* have gradually emerged as important actors in the field of active labour market policies. They can encourage or support innovative measures or provide incentives for intra- as well as interregional co-operation. The *Länder* have important reasons to develop their own labour market programmes. For instance, they are responsible for regional development and the contribution of employment to this is vital. Moreover, in order to receive their 'share' of the EU Structural Funds, the *Länder* need to have their own spending programmes in place. This gives them a financial incentive to develop their own active labour market programmes.

There are considerable differences between the labour market programmes of the different *Länder*. The *Länder* give these programmes their own brand names and implement them in their own way. But they are generally complementary to the activities of the Bundesanstalt für Arbeit and the municipalities. In fact, external contractors provide much of the *Länder*'s employment programmes. Some *Länder* might also support innovative projects in areas where the Land administration identifies gaps in provision. So the *Länder* play an important role in supporting innovative activity.

A local employment partnership must recognise the diversity of activity supported by different Länder. It should seek to co-ordinate its activity that of the relevant Land and involve the Land in the partnership where possible.

5.3 Local level

Below the Land level, smaller municipalities and villages are grouped together into 323 *Landkreise*. The 117 larger towns and cities are governed by municipalities and are separate from the *Landkreise*. These larger municipalities and the *Landkreis* administer *Sozialhilfe* ('social aid'). As such they have responsibility for unemployed people who are ineligible for unemployment benefit through the unemployment insurance system.

Although the *Länder* do possess important powers, the federal level has primary responsibility for taxation. The *Länder* and local levels of government receive certain taxes or share them with the federal government. But local government has few tax-raising powers. So local employment partnerships may have to seek funding from higher levels of government or from the EU.

5.3.1 Local business development units

Most municipalities aim to expand their tax base by attracting new companies to their area or helping existing businesses to grow. Independent cities and *Landkreise* usually maintain a unit responsible for business development. These units are often constituted as private agencies. In some cases, they may be joint ventures of several municipalities. Such agencies are important partners for any local employment strategy.

One of the most important functions of local business development units is to provide advice to employers about sources of funding, particularly EU Structural Funds or federal regional development programmes. These business units also contribute to the design of infrastructure projects that might improve the attractiveness of an area to investors.

Local business units are key potential partners in local employment development. They have links to the business community and experience in accessing different sources of funding.

5.3.2 Municipalities' local employment programmes

According to the *Bundessozialhilfegesetz*, any individuals unable to support themselves are entitled to *Hilfe zum Lebensunterhalt* (municipal income support). This is paid by the relevant *Landkreis* or municipality governing the area in which the claimant lives. So the *Landkreis* or municipality has an incentive to help clients find work, or help them to become employable, through providing *Hilfe zur Arbeit*.

To do this, many municipalities operate their own local employment programmes. These are much smaller, but more flexible and innovative than the federal and Länder programmes.

Municipal employment programmes

In 2001 around 900,000 recipients of *Hilfe zum Lebensunterhalt* were considered 'employable', when taking into account age (15 to 64), health, family situation, and labour market status (not in training or education). Approximately 210,000 of these recipients were in work specifically created for them by their municipality.

The municipalities spent €1.2 billion on these measures along with contributions of €0.7 billion from the Land, €0.3 billion from the European Social Fund and €0.4 billion from the Bundesanstalt für Arbeit. By comparison, in 2001 the Bundesanstalt für Arbeit spent about €14 billion on similar measures within its '*Eingliederungstitel*'.

The institutional set-up of municipal *Hilfe zur Arbeit* can vary considerably from one municipality to another. So any local employment development initiative will have to find out who their respective partners are.

Municipal employment companies

For the large-scale implementation of job-training programmes that provide paid employment, a non-profit-making employer is needed. Many municipalities, often acting together with other partners, have set up municipal employment companies for this purpose. They will be important partners in any local employment initiative.

5.4 Civil society

Many civil society organisations are involved in employment development in Germany. These include charitable organisations, churches, the trade union confederation, the Chambers of Manufacturing and Commerce (*Deutsche Industrie- und Handelskammer*), the Chambers of Crafts (*die Handwerkskammern*), some employers' organisations and some joint employer/trade-union initiatives. They often receive funding from the state, particularly from the Bundesanstalt für Arbeit. Many civil society organisations are organised at Land and federal levels in the *Deutsche Paritätische Wohlfahrtsverband (DPWV)*. Through their 'parent' organisations (trade unions, chambers, employers' organisations), these providers can directly lobby the Verwaltungsausschüsse of the Bundesanstalt für Arbeit.

Ark Farm Project

Soziale Grüne Landscheune e.V. was founded in 1991 in Rohlsdorf, Brandenburg by a protestant rural youth organisation, *Evangelische Jugend auf dem Lande*, in order to combat youth unemployment in this rural area. Situated in a tiny village with a population of only 150, the initiative runs five farms. The association employs 39 previously unemployed young people in seven projects. One project is an 'ark farm' that breeds farm animals threatened by extinction, in order to preserve genetic diversity in the farming industry. This job-training project is financed by the Bundesanstalt für Arbeit and the Land of Brandenburg. Other projects are supported by the European Social Fund and by revenue earned in the market from the sale of bio-food produced by the farms.

<http://home.t-online.de/home/03398940336-0001>

Some private non-profit foundations, such as the *Bertelsmann Stiftung* or the *Hans Böckler Stiftung*, finance research on labour market and related policy issues. But very few of them support local employment development directly. However, there are exceptions, like the *Alfried Krupp von Bohlen und Halbach Stiftung*, Essen. This foundation has supported projects in the Ruhrgebiet that create apprenticeships for young people belonging to ethnic minority groups.

6.0 POLICY CONTEXT

6.1 Bundesanstalt für Arbeit programmes

Job creation is regulated by law and, in particular, by the *Sozialgesetzbuch III – SGB III*, which replaced the *Arbeitsförderungsgesetz (AFG)* in 1998. The idea of actively seeking work is now part of the legal definition of unemployment. Since 1998, the SGB III has been amended several times. The following changes are particularly relevant to local employment development.

- Non-governmental organisations have a greater role in providing job-placement schemes.
- Restrictions on the operations of *Personal-Service-Agenturen* (agencies offering temporary work) have been relaxed. Such agencies can now be commissioned to provide services for unemployed people.
- Unemployed people receive a voucher for vocational training courses, which they can ‘spend’ with a provider of their choice. Previously, the Bundesanstalt für Arbeit commissioned providers to carry out vocational training courses and then assigned participants to these courses.
- Providers of vocational training are now responsible for the subsequent placement of their participants in employment. The aim is for 70% of participants in their training courses to no longer be unemployed after 6 months.
- Subsidised job creation can be combined with regional development through *Beschäftigung schaffende Infrastrukturförderung*. Public authorities that commission private companies to improve the regional infrastructure can receive up to 35% of the costs in subsidies from the Bundesanstalt für Arbeit if the company hires a specific number of unemployed people. This could play an important role in local employment development, especially in the new *Bundesländer*.

Recent changes to employment law have created new opportunities that can contribute to local employment development.

6.2 Länder policies

Broadly speaking, the Länder have adopted three approaches to employment development. These reflect the employment problems and opportunities facing the different Länder.

The first approach focuses primarily on the needs of disadvantaged target groups. This reflects the low density of ‘old’ industries such as mining, steel production or shipbuilding and lower levels of unemployment. Here, there is less need at the level of the Land for large programmes and administrative structures for employment development. Employment development is not necessarily linked to industrial, structural or regional development policies, particularly since less support is available from the EU’s Structural Funds. There also tends to be less involvement of the social partners. The Länder identified with this approach are the prosperous and less urban southern Länder, such as Hesse, Rheinland-Pfalz, Baden-Württemberg and Bayern.

Baden-Württemberg provides a good example of local employment development in such Länder.

Baden-Württemberg Local Social Capital Pilot Project

This Article 6 ESF project (*soziales Kapital für lokale Zwecke*) project focussed primarily on help for the socially disadvantaged rather than customising activity to the specific needs of the area. Activities organised by the Land included:

- five-day orientation courses for disadvantaged unemployed youngsters; and
- counselling for unemployed youngsters and young adults in setting up their own micro-businesses.

www.lgabw.de/bildung/download/esf_leitf.pdf

The second approach focuses on delivering relatively large-scale programmes, rather than small-scale innovation. In these Länder, the priorities are industrial restructuring and the redeployment of large numbers of workers. Schleswig-Holstein and the Saarland have examples of this approach. Both of these Länder are on the geographical peripheries of Germany, relatively rural yet burdened with declining heavy industries.

The third approach is a synthesis of the first two approaches. It seeks to create synergy between employment development and wider policies on industrial restructuring and regional development. In these Länder, employment needs are more complex and require a broader range of instruments and more innovation. Activity is oriented towards meeting employers' needs and creating jobs. Direct job creation is closely linked with training. The Länder also take a pro-active approach offering support to firms in trouble and to employees threatened by job losses as well as closely involving the social partners. The Länder identified with this approach are Hamburg, Bremen, Lower Saxony, North Rhine-Westphalia, Mecklenburg-Pomerania, Brandenburg, Saxony-Anhalt, Thuringia and Saxony.

Local social capital in Thuringia

ReFIT, a registered association with the *Verein zur Regionalförderung von Forschung, Innovation und Technologie für die Strukturentwicklung e.V.*, located in Jena, received €1 million from Article 6 of the European Social Fund. This funding supported 101 micro-projects with a maximum of €10,000 each. Notable projects offered support for:

- homeless people to develop the grounds of an abandoned army barracks that they had converted into living accommodation;
- spouses of migrants who cannot speak German and who are ineligible for other language programmes; and
- a local network of women in the process of setting up their own businesses.

www.refit.de

One important characteristic of the third, more 'active' approach is the emphasis placed on implementation at a regional level. For example, in Nordrhein-Westfalen implementation has been decentralised to a total of 30 labour market regions, generally corresponding with the geographical areas for which the district labour market offices are responsible. The regions are encouraged to develop their own employment development strategies and the Land supports an ESF-funded regional secretariat in each of these regions.

Nordrhein-Westfalen features in the EU publication *Territorial Employment Pacts: Examples of good practice* (September 97).

http://europa.eu.int/comm/employment_social/esf/en/public/terp/en/toc.htm

Here are two typical examples of regional employment development in Nordrhein-Westfalen.

Arbeit statt Sozialhilfe

Many municipalities have developed job-training programmes that provide work experience to recipients of income support. Because these programmes are costly, some of the Länder co-finance them with the budget line *Arbeit statt Sozialhilfe*. North Rhine-Westphalia has had a programme of this kind since 1978. The Landkreis of Paderborn has taken part in this programme since 1984 and spent €6.5 million on it in 2002. In 2002, 1,200 income support recipients received job-oriented counselling and 850 were employed in activities like environmental protection, recycling and helping elderly people.

Job Rotation NRW

'Job rotation' is a concept 'imported' from Sweden and Denmark. Employers allow employees time off for continuing vocational education while unemployed people replace them. This serves three purposes:

- it enhances the human capital of the company;
- unemployed people get work experience; and
- if vacancies appear, the unemployed people who gained experience have a better chance of being employed.

North Rhine-Westphalia tested a Job Rotation scheme as part of the ADAPT Community Initiative. Local partnerships were set up in three different areas. In total, 230 employers were involved as partners. They trained 883 employees and replaced them with 314 unemployed people. Of these, 57 % stayed with the companies for which they had worked as a replacement worker.

Job rotation has now become one of the Bundesanstalt für Arbeit's standard instruments of active labour market policy. It subsidises the labour costs of the replacement workers by between 50-100 %. In May 2003, there were 830 replacement workers in Germany as a whole.

www1.arbeitsamt.de/hst/services/statistik/200305/iiii4/ampb.pdf
www.jobrotation.de

6.3 Local employment policies

Landkreise and municipalities have developed a number of local employment initiatives to reduce the number of people receiving income support in their areas. A common approach has been to subsidise paid employment for one year. But the risk is that the subsidy is discontinued after one year, once the individual becomes eligible for unemployment benefit (paid by the Bundesanstalt für Arbeit) rather than income support (paid by the municipalities). So the challenge for local partnerships is to raise the quality, productivity and sustainability of these subsidised jobs.

Profound changes in the roles of the Bundesanstalt für Arbeit, the independent cities and Landkreise in this field are being considered. The Bundesanstalt für Arbeit may take responsibility for income support (*Hilfe zum Lebensunterhalt*) and unemployment benefit (*Arbeitslosenhilfe*). However, if municipalities lose some competencies in this field, they may have less incentive to undertake local employment development. If this were to occur, the Bundesanstalt für Arbeit would assume a more important role in this area; any local employment partnership would have to co-ordinate its activities with those of the Bundesanstalt für Arbeit.

Reforms may alter the distribution of responsibilities for active labour market policies between the Bundesanstalt für Arbeit and municipalities, reducing the ability of local authorities to plan and implement measures with a 'local' character.

7.0 ESTABLISHING AND RUNNING A PARTNERSHIP

7.1 Targeting a territory

The areas covered by employment office districts and municipalities do not always coincide. The territorial organisation of the social partners may also differ. Therefore, when targeting a territory, it is advisable to answer the following questions:

- What is the problem the partnership wants to solve?
- Is this problem directly related to a geographical territory? If the problem is linked to a specific territory, who is responsible for it?
- If the problem is not related to a territory but to a specific group of people, are these geographically concentrated in any way?
- Who are the actors most interested in the problem or in the target group(s)? What geographical responsibilities do these actors have? Might they be more interested if the territorial focus of the partnership is either broadened or narrowed?
- Who are the partners needed to implement any projects that are planned? Where are they based? Do any partners have links to actors with the potential to influence any planned projects?

In general, two alternative approaches to partnership are well established in Germany:

- *Locally focussed partnerships* bring together different partners whose competencies complement each other. Partnerships of this kind must make sure that they do not encroach into policy areas for which other actors are directly responsible within the locality. For instance, the partnership should not seek to replicate the activities of a body that already exists to perform a specific task.
- *Networks that embrace actors and stakeholders from different geographical areas* help to share and benchmark experiences and exchange best practice. Since they will often bring together equivalent actors from different geographical areas – like different local authorities – networks of this kind are able to avoid disputes or rivalries over responsibility for different policy areas associated with locally focussed partnerships.

The two types can be combined through local partnerships forming inter-regional networks.

7.2 Finding ‘space’ for a partnership

Finding ‘space’ for a partnership – that is, finding a defined role or task that it can usefully perform – can be difficult. After a lengthy history of regional and local projects, it seems hard to conceive of anything that has not yet been tried. New projects often combine elements from previous projects.

In Germany, one of the problems facing the labour market is that unemployment has been rising from one business cycle to another, while employers are unable to find suitably qualified candidates to fill vacancies. There is a mismatch between labour supply and

demand. This implies that there is greater room for partnerships that actively involve employers.

The relatively high rate of unemployment in Germany at the moment is a challenge for local partnerships as well as for other actors that have an influence on the labour market. However, it is also an opportunity for local partnerships to make an impact: they have the potential to make a contribution to the task of reducing unemployment and boosting employment through innovative projects that seek local solutions to specifically local problems in the German labour market. However, to do this effectively, local employment activities must complement regional, national and European policies and strategies.

7.3 Partners

The district employment office is an indispensable member of any local employment partnership in Germany. It can offer access to government funding. Moreover, the partnership should avoid giving the impression that it is somehow competing with the district employment office. In the case of a larger initiative, it is recommended to get the approval of the district director. If she or he cannot be approached directly, a member of the district advisory committee might help to open a door.

Depending on the group targeted by a project or initiative, the relevant local government department should be contacted. For example, the *Jugendamt* is responsible for youth. If the partnership is more about creating new jobs or improving the business environment, the local government department responsible for business development should be involved. Depending on the nature of the project, other departments might be concerned. For example, a job-training project that restores historic monuments would need to involve the heritage department (*Denkmalamt*).

Germany has a large and diverse number of civil society organisations. So these are also potential partners. They include interest groups that represent, or cater to the needs of, specific groups. It would be unwise to intervene in a specific policy field without involving such civil society organisations already active in the field.

Anything with a focus on employment should involve employers' representatives, like the chambers of commerce, and trade unions. Some professions also have chambers of their own, like physicians, dentists, architects and lawyers. Therefore, any initiative that targets small professional or agricultural employers should approach these chambers, particularly since these groups lack employers' organisations.

However, it is strongly advised to look beyond representative organisations and to involve influential local employers in some capacity, either personally or as public supporters of an initiative. Great care must be taken in selecting these partners, because the partnership will need legitimate and accepted leadership.

EQUAL partnership 'Jobchance' in Thuringia

'Jobchance' seeks to integrate people with disabilities into the labour market. It has an unusually wide and diverse set of partners including:

- Trägerwerke Soziale Dienste GmbH (TWSD), which trains people, including people with disabilities, in data management;
- M.I.T. ('Menschen, Innovation, Technik'), an innovation centre for firms that integrate people into the labour market, such as companies that employ people with disabilities;
- TERTIA AG, a private human resources provider operating a virtual classroom training people with disabilities in IT;
- The Industrie- und Handelskammer for east Thuringia, which is adapting its 'tele-school' e-learning platform to the needs of people with disabilities and using its contacts in industry to find placements for the them; and
- EURATIBOR e. V., non-profit registered association, which helps people with disabilities to find suitable careers by profiling and individual career coaching.

<http://www.jobchance-equal.de>

7.4 Management and organisation

A partnership for local employment development in Germany will usually have a 'political' and an 'operational' side. The political side secures legitimacy, attracts public attention, opens doors and raises funds. The operational side delivers services, administers funds, monitors outcomes and so on. Assuming that several providers are involved in delivering specific services, the 'operational' side will require management as well. Where the partners themselves are local and regional administrative entities, the 'political' and the 'operational' sides coincide. The following example emphasises the importance of co-ordination and management structures.

Tourist infrastructure in south-west Thuringia

Bicycle routes and infrastructure for canoeing, like landing stages and pathways for carrying a boat, require planning beyond the territories of a single Landkreis. For this reason, three Landkreise and two cities in southwest Thuringia formed a consortium with a joint project management group. Through this organisation, the municipalities not only manage planning in a wider regional context but also integrate unemployed people in job-training programmes. To finance these job-training programmes, funds from a variety of sources are brought together, including the employment office and the Land. The Land programmes are co-financed by the European Social Fund.

7.5 Support from other levels of government

In the ‘interlocked’ German governance context, local employment initiatives will often receive financial support from the Land. Sometimes, as shown in the following example, local initiatives can participate directly in federal programmes.

Co-operation between employment offices and municipalities

There is potential for the interests of employment offices and municipalities to come into conflict with one another. In order to overcome this, the Federal Government has funded initiatives to increase co-operation between employment offices and the municipalities, helping target groups that tend to get ‘lost’ between the two institutions.

For example, in Herford, North Rhine-Westphalia, the district employment office and the Landkreis created the *Motivationswerkstatt* project for young people who were very distant from the labour market and who had not been helped by conventional programmes.

8.0 IMPLEMENTING THE STRATEGY

8.1 Assessing the needs of the territory

The Bundesanstalt für Arbeit provides monthly and up-to-date labour market statistics. These are mostly disaggregated for the 181 districts.¹¹ If information about smaller units is needed, the districts themselves, in their monthly press releases, provide data that are further disaggregated for the local branches.¹² Press releases contain the contact details of a district's statistics officer, who can be approached for further information.

Employment office districts and their local branches – and therefore, their statistics – often do not match the territorial structure of municipalities and Landkreise. Statistics that fit the administrative structure of a Land can be obtained from the statistical office of the *Land*. Entering the combination of 'Landesamt' and 'Statistik' in a search engine will yield the necessary internet links. More detailed statistics can be obtained from the statistical offices for a small fee.

Data on an individual territory is not enough to determine the strengths and weaknesses of a territory for a SWOT analysis. Benchmark references are needed to assess whether an indicator is in a normal range, or whether it can be considered a strength or a weakness. A reasonable set of benchmarks would consist of a list of territories made up of:

- a selection of neighbouring territories; (or the whole district or Landkreis if 'local' is defined as part of a larger administrative unit);
- figures for the Land as a whole in which the initiative operates; and
- figures for east or west Germany, depending on the territory in question. The labour markets in the two territories of the former German Democratic Republic and the Federal Republic before unification are still so different that it makes little sense to use figures for Germany in its entirety as benchmarks.

PROSPECT – dialogue-oriented regional labour market monitoring

The 'Prospect' approach to labour market monitoring is based on experiences in the Netherlands. Since being adopted in North Rhine-Westphalia in 2001, it has linked labour market policy more closely to supply and demand in regional labour markets. It gathers information from the participating regions by using a mix of:

- analysis of official statistics;
- telephone interviews with employers;
- in-depth personal interviews with a selection of employers; and
- round-table discussions.

¹¹ www.arbeitsamt.de/hst/services/statistik/index.html

¹² www.arbeitsamt.de/hst/services/statistik/kurzinformation/arbeitsamt/index.html

The aim of this exercise is to assess future demand for labour in both quantitative and qualitative terms and to generate ideas about appropriate training programmes that can satisfy this demand. The dialogue element of PROSPECT means that it is at least as much about agreeing on needs and strategies to fulfil them as it is about forecasting such needs. One result of the dialogue is that many employers become aware for the first time of the employment and training services available to them.

The entire monitoring process is carried out by a service provider appointed by a task management group. The most important labour market actors, such as the employment office and employers' associations, are represented in the regional task management groups. These manage the entire process, evaluating regional targets and results and initiating actual measures.

<http://www.gib.nrw.de/de/qa/monitoring/prospect.htm?id=16973>

8.2 Key elements of a strategy

8.2.1 Creating jobs

There is a long tradition of subsidised job creation in Germany, particularly in the new *Bundesländer*. Programmes of this kind have played an important role, for example in the reconstruction of abandoned industrial sites. They have left a lasting mark in both the new *Bundesländer* and in the Ruhr. However, the challenge for local employment partnerships is to create more sustainable opportunities for participants and thus improve their long-term prospects.

Permanent jobs in the 'regular' labour market are created by private companies, non-profit service providers and the public sector. Initiatives for local employment development may play a role in creating conditions that are supportive to job creation.

8.2.2 Improving the local supply of labour

Most active labour market programmes in Germany, particularly those in West Germany, aim to improve the local labour supply by providing training for people seeking to enter the labour market. Insofar as success is measured in terms of subsequent employment in the 'regular' labour market, training measures are more successful than the creation of subsidised jobs. However, this difference can be largely accounted for by the different characteristics of participants or the regions in which the measures take place. Subsidised jobs are often created for people who are not considered easy to train, or they will be located in areas where there are few vacancies available, regardless of one's level of training.

There is already a sizeable number of actors involved in training measures in Germany, perhaps more than is necessary for the existing labour market. So local employment development initiatives should provide more than just training.

8.2.3 *Matching local supply and local demand*

In Germany, there is a particular need for local employment development to improve the match between local labour supply and demand. This is especially true in West Germany. While macro-policies can boost labour demand, micro-policies are required at the local level to bring supply and demand together. Training and job placement alone are not adequate to meet the expectations of employers and job seekers. Measures are required to:

- link training more closely to employers' needs and get employers to commit to hiring people who have been trained;
- providing participants with qualifications that go beyond employers' immediate needs, making employment more sustainable in the long run;
- helping people in long-term unemployment to adjust to being in the workplace; and
- making sure employers appreciate the abilities of people and groups whom they might consider unemployable.

Such measures would make the anonymous labour 'market' much more 'personal' through building networks that open up the labour market to groups and people who might otherwise be excluded from it.

8.2.4 *Addressing inequality*

Measures of this kind can also address inequality by supporting identifiable groups who also suffer from labour market exclusion because of 'labelling' or discrimination. For example, this might be on the basis of ethnic background, age, sex, marital status, etc.

Agency work for unemployed 50+ in North Rhine-Westphalia

In 2002, North Rhine-Westphalia launched a campaign to provide new job opportunities to older unemployed people by using temporary work agencies. Launched as a joint initiative between the Land ministry and the Bundesanstalt für Arbeit Land headquarters, partnerships were set up between district employment offices and local temporary work agencies. The initiative has proved to be useful in keeping older workers active in the labour market, as this group often finds it difficult to find permanent employment – particularly if they have been unemployed for some time.

8.3 *Networks and dissemination*

Where the Länder maintain agencies for the implementation of active labour market policies, these agencies usually produce a periodical. These periodicals are an ideal place to communicate local experiences to practitioners in other areas. Examples of these periodicals include:

- 'Akteur' (Thuringia)
- 'Arbeitsmarktpolitik Aktuell' (Lower Saxony)
- 'BRANDaktuell' (Brandenburg)
- 'GIB info' (North Rhine-Westphalia)

- ‘Lawaetz-Informationen’ (Hamburg)

In addition to producing periodicals, the Land agencies also produce thematic studies. Being covered in such a study is an excellent way to disseminate experiences. These agencies also organise workshops in which local initiatives may present their findings or experiences.

The local and regional newspapers, radio stations and TV programmes should not be overlooked as a source of publicity. However, they will be more useful for supporting a lobbying effort or enhancing its fund-raising power than for disseminating the results of an initiative to other practitioners. A webpage is also useful and should include a link to the labour market policy agency of the Land.

9.0 ACCESSING FUNDING

9.1 Sources of funding

There are many potential sources of funding for local employment development in Germany. This reflects the fact that responsibility for employment is shared between the federal, Länder and municipal levels of government.

9.1.1 Federal level

At the federal level, the standard instruments of active labour market policy are implemented by the Bundesanstalt für Arbeit. These are complemented by programmes administered directly by the federal ministries. The standard instruments of active labour market policy can be found in the Sozialgesetzbuch III.

The most important instruments are explained in brochures available online from the Bundesanstalt für Arbeit. These include information services:

- for employers;
- for employees about job-offers; and
- about training offers.

Always approach the district employment office when investigating potential sources of funding for a project. The right district can be identified from the Bundesanstalt für Arbeit website.

Relevant programmes of the federal ministries can be found via the ministries' websites.

9.1.2 Land level

At the Land level, the most relevant sources are administered by the ministries responsible for the labour market, often in combination with other areas. These programmes will, in large part, be shaped by the European Social Fund. Some of the Länder also maintain special agencies for the implementation of their labour market programmes.

Programmes for which other Land ministries are responsible, like those for urban renewal and the environment, may be relevant to certain local employment initiatives. The European Fund for Regional Development is another potential source of funding. The Land ministry responsible for economic affairs will normally oversee it.

Under the joint federal-Länder initiative '*Stadtteile mit besonderem Entwicklungsbedarf – die soziale Stadt*' (socially responsible cities), a large number of programmes relevant to urban development are combined.

9.1.3 Local level

Sources of funding at the local level are far more varied. Job-training for recipients of income support is always a possibility; for the rest, important municipal development projects should be identified and it should be considered whether employment initiatives could be integrated into them in any meaningful way.

This example illustrates how multiple sources of funding have been combined in a local project that provided temporary employment in an area characterised by high unemployment.

Horticultural Show in Eberswalde, Brandenburg

Organising horticultural shows is an established way of restoring the environment of areas like abandoned industrial or military sites. In 2002, Brandenburg held a show in Eberswalde, a town severely hit by de-industrialisation. In order to finance the show, active labour market programmes of the Bundesanstalt für Arbeit were combined with European, federal, regional and municipal sources of funding. These included the ERDF, ESF, EAGGF, and the Gemeinschaftsaufgabe Verbesserung der regionalen Wirtschaftsstruktur. More than one third of the funding came from job-training programmes. They were funnelled into the project by tendering out specific tasks to private firms, which were obliged to employ defined numbers of unemployed people.

The Hans Böckler Foundation, the Bertelsmann Foundation and the Joint Municipal Centre for the Improvement of Administrative Efficiency (*Kommunale Gemeinschaftsstelle für Verwaltungsvereinfachung*) run a network ‘municipalities of the future’ (*Kommunen der Zukunft*) with 14 thematic clusters (*Netzwerkknoten*) one of which is ‘municipalities and local employment promotion’ (*Kommunen und lokale Beschäftigungsförderung*). These actors are useful sources of information about funding.

9.2 Useful contacts

9.2.1 EU contacts

Organisation	Website
Europa	http://europa.eu.int
Directorate General Employment and Social Affairs	http://europa.eu.int/comm/employment_social
Local development	http://europa.eu.int/comm/employment_social/local_employment/index_en.htm
EQUAL	http://europa.eu.int/comm/employment_social/equal/index_en.html
Article 6	http://europa.eu.int/comm/employment_social/esf2000/article_6-en.htm
Directorate General Regional Policy	http://europa.eu.int/comm/regional_policy
ERDF	http://europa.eu.int/comm/regional_policy/funds/prord/prord_en.htm
ESF	http://europa.eu.int/comm/regional_policy/funds/prord/prords/prdsb_en.htm
URBAN II	http://europa.eu.int/comm/regional_policy/urban2/index_en.htm
2007-13 policy	http://europa.eu.int/comm/regional_policy/debate/forum_en.htm
Leader +	http://europa.eu.int/comm/agriculture/rur/leaderplus/index_en.htm
Eurostat	http://europa.eu.int/comm/eurostat
Network of Innovating Regions in Europe (IRE)	www.innovating-regions.org

9.2.2 Federal level

Federal level organisations	Website
Bundesanstalt für Arbeit	www.arbeitsamt.de
Sozialgesetzbuch III	www.olaf-nensel.de/sgbiii/aktuell.html
Bundesministerium für Wirtschaft und Arbeit	www.bmwi.de/Homepage/F%26f6rderdatenbank/F%26rderdatenbank.jsp
Bundesministerium für Familie, Senioren, Frauen und Jugendliche	www.bmfsfj.de/top/sonstige/Aktuelles/ix4748_27124.htm?script
Bundesministerium für Bildung und Forschung	www.bmbf.de/677.html
Stadtteile mit besonderem Entwicklungsbedarf – die soziale Stadt'	www.sozialestadt.de/programm/foerderprogramme/uebersicht-bmvbw.shtml

9.2.3 Länder

<i>Consulting agencies of some Länder on active labour market policy</i>	<i>Website</i>
Berlin Arge Servicegesellschaften	www.servicegesellschaften-berlin.de
Brandenburg Landesagentur für Struktur und Arbeit GmbH	www.lasa-gmbh.de/lasa
Hamburg Johann-Daniel-Lawaetz-Stiftung	www.lawaetz.de
Niedersachsen Landesberatungsgesellschaft für Integration und Beschäftigung mbH	www.labib.de
Nordrhine-Westfalen Gesellschaft für innovative Beschäftigungsförderung GmbH	www.gib.nrw.de
Thüringen Gesellschaft für Arbeits- und Wirtschaftsförderung des Freistaates Thüringen	www.gfaw-thueringen.de
<i>Periodicals of Länder agencies</i>	
AMPA Arbeitsmarktpolitik Aktuell for Niedersachsen	www.labib.de/ampa/index.html
BRANDaktuell for Brandenburg	www.lasa-brandenburg.de/brandakt/news.html
GIB info for Nordrhine-Westfalen	www.gib.nrw.de/publikationen/gibinfo_01.html
Lawaetz-Informationen for Hamburg	www.lawaetz.de/aktuell/info/index2003.html
<i>Ministries of employment</i>	
Baden-Württemberg	www.baden-wuerttemberg.de/sixcms/detail.php?id=11129
Bayern	www.sozialministerium.bayern.de/arbeit/index.htm
Berlin	www.berlin.de/senwiarbfrau/arbeit/arb_idx.htm
Brandenburg	www.brandenburg.de/sixcms/detail.php?id=13670&_siteid=6
Bremen	http://217.110.205.153/private/aktuell/rubrik_set542.htm
Hamburg	http://fhh.hamburg.destadt/Aktuell/behoerden/wirtschaft-arbeit/start.templated=render.html
Hessen	www.sozialministerium.hessen.de/fit/arbeitsmarkt/htm
Mecklenburg.-Vorpommern	www.am.mv-regierung.de/index.htm
Niedersachsen:	www.niedersachsen.de:80/master/0,,C875450_N15169_L20_DO_I198,00html
Nordrhein-Westfalen	www.arbeitsmarktnrw.de/angebote/index.html
Rheinland-Pfalz	www.masfg.rlp.de/Arbeit/Arbeit.htm

<i>Consulting agencies of some Länder on active labour market policy</i>	<i>Website</i>
Saarland	www.soziales.saarland.de/8745.htm
Sachsen	www.sachsen.de/de/wu/smwa/arbeit/index.html
Sachsen-Anhalt	www-sachsen-anhalt.de/rcs/LSA/pub/Ch2/p99751011973146536/index.jsp
Schleswig-Holstein	http://landesregierung.schleswig-holstein.de/coremedia/generator/Kategorie/Landesregierung/Ministerien/MWAV/Aktuelles/Homepage_20MWAW.html
Thüringen	www.th-online.de

9.2.4 *Local level*

<i>Local Organisations</i>	<i>Website</i>
Kommunen der Zukunft	www.kommunen-der-zukunft.de/kontakt.htm
Kommunale Gemeinschaftsstelle für Verwaltungsvereinfachung	www.kgst.de

9.2.5 *Civil society*

<i>Civil Society Organisation</i>	<i>Website</i>
Bundesverband der Deutschen Industrie e.V.	www.bdi-online.de
Deutscher Gewerkschaftsbund	www.dgb.de
Hans-Böckler-Stiftung	www.boeckler.de
Alfried Krupp von Bohlen und Halbach Stiftung	www.krupp-stiftung.de