

# **JOBS @ DOCKLANDS**

## **A STRATEGY TO FACILITATE ACCESS TO EMPLOYMENT OPPORTUNITIES IN CORK DOCKLANDS**

**UONER (2008)**



Approved by Council - July 14<sup>th</sup> 2008

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# **1. Executive Summary**

The regeneration of the Docklands area of Cork City provides an important opportunity to address employment exclusion. Comprising 166 hectares and over 4km of waterfront the development has been described in the media as the equivalent of building another Kilkenny or Navan.

UoneR has been contracted to conduct a research study with the purpose of establishing an employment strategy in line with City and National social inclusion policy through which members of disadvantaged communities in RAPID areas can access employment opportunities in Docklands.

JOBS @ DOCKLANDS is underpinned by the current concern, expressed in the National Development Plan<sup>1</sup>, that

‘despite unprecedented economic performance over the last decade and an overall increase in living standards for everyone, some groups and communities continue to experience poverty and social exclusion’<sup>2</sup>

Inclusion with respect to employment is an important focus of Docklands regeneration. The rationale is provided in the National Action Plan on Social Inclusion (NAPsInclusion).

‘Employment plays a key role in combating poverty and social exclusion. Therefore, the main high level goals for this life stage aim to provide supports for those who are furthest from the labour market to take up employment’<sup>3</sup>.

The model is built on taking interagency collaboration to a new level in line with the current National Development Plan, which in its focus on cohesion puts particular emphasis on the need for government departments and state agencies to work together to address deeply rooted exclusion. There is a strong focus in the plan on enhancing the role of the Development Boards at city and county level.

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<sup>1</sup> National Development Plan (NDP) 2007-2013. TRANSFORMING IRELAND: A Better Quality of Life for All. Government publications. Dublin.

<sup>2</sup> NDP (2007:P235)

<sup>3</sup> Social Inclusion NAP 2007 – 2016 Introduction – Making It Happen (p14)

The JOBS@DOCKLANDS strategy was considered by the Docklands Policy Committee at its meeting on June 9<sup>th</sup> 2008. The Policy Committee recommended that the City Council would approve the JOBS@DOCKLANDS Strategy and refer it to Cork City Development Board with the recommendation that it is implemented by the Board. Cork City Council approve this recommendation at its meeting on July 14<sup>th</sup> 2008.

## **1.1. Causes of Social Exclusion: Employment Aspects**

There are many factors which can affect whether an individual will experience social exclusion. Poverty is often an important factor in determining individuals' experiences of social and economic inequalities. These inequalities can cause individuals to be excluded from certain aspects of life, which are generally considered normal. Such aspects could include: access to employment and education, low levels of consumption, lack of social activities and limited decision making powers. Some of the important causes of social exclusion are related to employment, these are outlined below with reference to Cork city.

### ***1.1.1. Unemployment***

There are five unemployment blackspots (DED's with unemployment levels of >20%) on the Northside of the City:

#### **T.1. Unemployment Blackspots**

025 FARRANFERRIS B
035 GURRANE BRAHER B
039 KNOCKNAHEENY
046 MAYFIELD
061 THE GLEN A

Unemployment levels average 16% for Northside RAPID areas as can be seen from the table below. By way of comparison, unemployment in the South West is 510 (7.2%) and for the City the average is 11.6%. Unemployment in Togher-Mahon RAPID area is 652 (9.5%).

#### **T.2. Cork Unemployment**

Northside RAPID Area	Persons	Unemployment Rate
Blackpool, Glen, Mayfield	827	18.6%
Fairhill, Gurranebraher, Farranree	564	13.3%
Knocknaheeny, Hollyhill, Churchfield	863	16.0%

Cork City (Census 2006)	6,404	11.6%
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### **1.1.2. Skills**

Northside RAPID areas show the highest levels of early school leaving and unemployment and the lowest levels of third level qualifications in the City. Just over 60% (average) of those whose education has ceased completed as far as junior certificate (average), double or higher the proportions for South West (27.1%:3,000 persons) and South-East (30.7%:5,300 persons) and almost 20% higher than the average for the City (41.6%). In terms of third-level degrees Northside RAPID areas (average 13.5%) show less than half the City average (30.1%) and between a quarter and a third of the total for the South West (48.3%).

### **1.1.3. Job Opportunities**

In terms of job creation potential, the North-West of the City, in particular, with the second highest population in the City has proportionately the lowest number of local job opportunities. In the five years to 2001 employment growth of 6% was almost five times lower than the average for Metropolitan Cork. Since 2001 it has reduced by a percentage point.

The disparity is noted in the City Development Plan 'it is clear that an imbalance exists in terms of relative economic activity'<sup>4</sup>. There is a risk that the regeneration of the Docklands, as a priority investment area in the National Development Plan, may reduce the potential for areas on the Northside of the city to attract employment and job creation. This may occur as a result of the Docklands attractiveness compared to the Northside for potential employers.

## **1.2. The Challenge: Overcoming Social Exclusion**

If the increased employment opportunities associated with Docklands follow employment growth patterns since 1996, employment opportunities are likely to largely bypass disadvantaged communities. The net effect of this is likely to be continued employment growth in the suburbs and satellite settlements, mirrored by increased marginalisation and exclusion in RAPID areas. In terms of welfare this

<sup>4</sup> Cork City Development Plan (2004:P53)

will require an 'extraordinary level of charitable and state funded support'<sup>5</sup> to address disadvantage.

Therefore any increase in the level of employment as a result of the Docklands regeneration should be carefully tailored towards the needs of those suffering from social exclusion. The following policies are suggested to help make sure that marginalised members of the Cork labour market also benefit from the Docklands project.

### **1.2.1 Creating Employment Opportunities**

Docklands can be expected to provide job opportunities in line with the projected opportunities shown in the table below. Current developments projects in the city can also be shown to have strong employment potential.

**T.3. Summary table of anticipated opportunities**

<b>Sector</b>	<b>Projected opportunities</b>
Retail (Docklands)	300-500
Retail (City Developments)	1,200-2000
Office (clerical and reception)	1,500-1800
Hospitality	300-500
Total	3,600-4800

### **JOBS @ DOCKLANDS Strategic Priority**

*Over the life of the strategy(2013) the City<sup>6</sup> commits to the delivery of 1,000 jobs, primarily in developments associated with the Docklands. In line with inclusion principles enshrined in the Dockland Development Plan a minimum of 750 jobs will be targeted directly at RAPID areas. Success will significantly redress the culture of disadvantage.*

### **1.2.2. Skills Development**

For job opportunities to be accessed skills development is necessary. In line with National Skills Strategy projections, upskilling in Northside RAPID areas to the 2006 City average for completion to junior certificate level would require skills training for over 2,800 community

<sup>5</sup> Mahon Employment Feasibility Study (2003:P16)

<sup>6</sup> City in this context refers to signatories (council, institutions and agencies) to the Docklands Employment Strategy.

members at a cost, using the National Skills Strategy projections, of approximately €1.3m per year.

Setting this as a target for JOBS @ DOCKLANDS is unrealistic; it is realistic however for the agencies under the auspices of City Development Board and for JOBS @ DOCKLANDS to play a part in achieving this target consistent with the jobs target outlined in the strategic priority.

### **1.2.3. Employment Training**

Best practice should be adopted to support members of disadvantaged communities into work. A three-year training and support commitment, based on the skills outlined in the National Skills Strategy, is required to increase access to employment. This program should encourage the strengthening of:

- Basic/fundamental skills — such as literacy, using numbers, using technology;
- People-related skills — such as communication, interpersonal, team-working, customer-service skills; and
- Conceptual/thinking skills — such as collecting and organising information, problem-solving, planning and organising, learning-to-learn skills, innovation and creative skills<sup>7</sup>.

## **1.3. Achieving Success: Required Support Structures**

Interagency collaboration is required to implement the strategy, echoing the clear message with respect to government department and agency delivery of social inclusion priority goals within the NDP: 'the focus on delivery requires an openness to change'<sup>8</sup>.

JOBS @ DOCKLANDS is a model for collaboration under the auspices of the City Development Board. It is a city-wide initiative of partner organisations from the public, private and community & voluntary sectors collaborating in a pioneering attempt to develop new and more inclusive models of training and employment.

JOBS @ DOCKLANDS is designed to establish a coordinated approach to providing quality training and employment supports and services to residents of RAPID areas in the City, who are seeking jobs in the Docklands. This structure (outlined at 1.3.1. – 1.3.5 below), with its mix of agency inputs and independent brokerage, will facilitate clear

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<sup>7</sup> Skills Strategy (2007: P49 )

<sup>8</sup> NDP (2007:P237)

inter-agency protocols and seamless working relationships, with a view to enhancing opportunities for the target group to progress towards desirable employment outcomes.

### **1.3.1. Lead Agency: Cork City Development Board**

In line with current NDP social inclusion policy and consistent with a motion passed by City Council in July 2007, responsibility for coordinating inter-agency collaboration for JOBS @ DOCKLANDS will be assumed by the City Development Board

### **1.3.2. Strategy Management: JOBS @ DOCKLANDS workgroup**

Day to day strategic direction will be provided by the JOBS @ DOCKLANDS workgroup which will be set up as a sub-committee of the City Development Board.

### **1.3.3. Strategy Management: Independent Facilitation**

The use of independent chairpersons is common practice in many facets of public life. Independent network facilitation is not common in interagency work, simply because what interagency work exists is in the form of once-off or, projects of a pilot nature. Both practices have been found to enhance the chances of project success. Independent facilitation will secure the operational coordination between partners and implementation of programme activities.

### **1.3.4. JOBS @ DOCKLANDS: Local Employment Protocols**

The agreement will be realised in local areas of the City in the form of local employment protocols underwritten by local education and employment task groups in each of the RAPID areas and by local communities. The protocols will cover collaboration in the provision of client supports and will be defined by the following approach.

- the task is focused and practical (the protocols identify actions for clearly identified community members in a defined geographical area)
- each protocol will have an action plan with a timeframe and deadlines

### **1.3.5. Cork City Employment Standard**

In line with the City Development Board goal where 'the City will become recognised as a centre of learning nationally and

internationally'<sup>9</sup>, a Cork City employment standard should represent collaborative service excellence: recognition of inter-agency collaboration to facilitate three-year supported employment training and placement.

## **2. Introduction**

### **2.1. Objectives**

The regeneration of the Docklands area of Cork City provides an important opportunity to address employment exclusion. Comprising 166 hectares and over 4km of waterfront the development has been described in the media as the equivalent of building another Kilkenny or Navan.

UoneR has been contracted to conduct a research study with the purpose of establishing an employment strategy in the form of a position paper, identifying a range of employment opportunities through which members of disadvantaged communities in RAPID areas can access employment opportunities arising in the development of the Docklands and in subsequent initiatives.

A collaboration strategy for delivering local training modules is seen as a key output of the strategy development process. The proposal envisaged staging interagency workshops; in the end it was considered more practical to report to an existing forum, the Knocknaheeny Education and Employment Task Group. Through the Task Group the research was linked to a local pre-employment training project, resulting in the informal adoption of key support recommendations.

This employment strategy document is designed to complement the Docklands Economic Study (2006), Local Area Plans and the Docklands Development Strategy (2001).

The report is divided into four sections and the key themes covered in each section are shown in the table below.

<b>Section 1 – Introduction</b> Objective, Terms of Reference and Method		
<b>Section 2</b> <b>Policy Context</b>	<b>Section 3</b> <b>Employment</b>	<b>Section 4</b> <b>Interagency</b>

<sup>9</sup> Cork City Development Board. Imagine our Future. Cork 2002 - 2012 Integrated Strategy for Economic, Social and Cultural Development. (2001)

Docklands Development Social Inclusion Employment Education and Training Interagency Collaboration Local employment models Interagency models	Employment Profile Docklands Opportunity Job projections Employment and Education	<b>Collaboration</b> Interagency collaboration – the challenge Inter-agency agreement Lead Agency Strategic Management Cork City Employment Standard
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## **2.2 Methods**

In this report research was divided between *Practical Research* and *Action Research*. Practical research focused on three broad areas of Development Plans, reports on Social Inclusion and the practice of Interagency Collaboration. Action research was also taken in the form of contact with appropriate actors in the City. These areas are discussed below:

### **2.2.1. Practical Research**

#### **2.2.1.1 Development Plans**

As a major national development initiative the Docklands has been subject to comprehensive research and analysis. This work included reviewing relevant National and City documents.

- National Development Plan (2007-2013)
- National Spatial Strategy
- Cork Area Strategic Plan (CASP) (2001)
- Cork Docklands Development Strategy (2001)
- Cork City Development Plan (2004)
- Docklands Economic Study (2006)
- Local Area Plans (2006-2007)

#### **2.2.1.2. Social Inclusion**

Social inclusion, with particular reference in this work to employment and skills, has been subject to considerable research and policy discussion at EU and national level, particularly in the last ten years.

- National Development Plan (2007-2013)
- Social Inclusion: National Action Plan (2007 – 2013)
- National Skills Strategy Research Report
- NESF Creating a More Inclusive Labour Market
- Employment barriers and the long-term unemployed in Cork (2006)
- Cork City Employment Report (2006)

In addition, two models, Fastrack to IT and Mahonpoint serve as important models of practice.

### **2.2.1.3 Interagency collaboration**

Recognition of the importance of interagency cooperation is very current and there are few research references, restricted in general to reflections on practice and national policy documents. The latest National Development Plan, in its focus on cohesion, puts particular emphasis on the need for government departments and state agencies to work together to address deeply rooted exclusion. There is a strong focus in the plan on enhancing the role of the Development Boards at city and county level.

- National Development Plan (2007-2013)
- Social Inclusion: National Action Plan 2007 – 2013
- Integrated Responses to Labour Market Disadvantage in Finglas and Cabra
- The Lessons of Ballymun. Networking for local employment
- Blanchardstown EQUAL Initiative. Making Inter-Agency Protocols Work

### **2.2.2. Action Research**

In addition to desk research, the work was informed by local interagency action within the Knocknaheeny Education and Employment Task group, chaired by the Director, Community and Enterprise Directorate, facilitated by the local RAPID coordinator and supported by the Social Inclusion Unit, Cork City Council. Members include representatives from FÁS; Department of Social and Family Affairs; Cork City Partnership / Local Employment Services; Cork City VEC; Terence McSwiney College; community representatives and private trainers.

Contact with Docklands developer representatives from IAWS and Howard Holdings established interest in and openness to the project and information on the Mahonpoint case study was provided by FAS Employment Services. Regular project meetings with Director of Community and Enterprise Directorate, Director of Docklands Directorate, the Social Inclusion Unit and RAPID Co-coordinator kept the project on track.

## **2.3. Background: Current Development Activities**

In order to assess the impacts on employment from the development of the Docklands this report has examined the effects of developments that have taken place to date in the Docklands and the possible effects of those projects that will be completed in the near future. It is also

worth acknowledging the effects of similar projects throughout the city, which this report has done.

There has already been some docklands development including the residential Elysian development (O'Flynn's Autumn 2007) on the old An Post site, and recently completed developments include Webworks, Cork City Council extension and hotel and office development along the boardwalk at Lapp's Quay.

### ***2.3.1. Planned development activity***

Origin Enterprises (holding company) owns the Gouldings and R&H Hall sites and is in pre-planning. Howard Holdings has submitted a planning application for office, residential and retail development with an event centre and a 200 bedroom hotel on a waterfront site of over 16-acres on Centre Park Road. Howard Holdings also owns another 13 acres in the South Docks. O'Callaghan Properties has acquired property for a development on Albert Quay.

### ***2.3.2. Development activity in the City***

Within the City, there is extensive retail development activity with O'Callaghan Properties developing 18,000 m<sup>2</sup> at Academy St adjacent to the Dunnes Stores redevelopment of 13,800 m<sup>2</sup> on Patrick Street. The 15,500m<sup>2</sup> Cornmarket Centre is being developed by Cornmarket Development Group and planning applications are expected soon for the old Capitol cinema site on Grand Parade.

These developments follow in the wake of the 28,500m<sup>2</sup> Mahon Point, another O'Callaghan Properties development that had a significant local employment element that helps to inform this strategy.

## **3. Policy Context**

### **3.1. Policy**

JOBS @ DOCKLANDS is rooted in European, National, Regional and City wide policies in terms of development planning and social inclusion priorities with respect to employment and interagency collaboration. These policies revolve around the themes of:

- Development Plans
- Social Inclusion: Employment
- Social Inclusion: Education and Training
- Social Inclusion: Interagency collaboration

JOBS @ DOCKLANDS is underpinned by the current concern, expressed in the National Development Plan<sup>10</sup>, that

“despite unprecedented economic performance over the last decade and an overall increase in living standards for everyone, some groups and communities continue to experience poverty and social exclusion”<sup>11</sup>

#### ***3.1.1. Development Plans: Docklands***

The Cork Area Strategic Plan<sup>12</sup> is the starting point when researching the policy context of Docklands development:

“The Docks Area:

The potential for creating a new, modern, mixed use district in the city docks, as well as the urgent need to do so, was identified in the early stages of this study. This concept quickly found strong agreement with local and national stakeholders<sup>13</sup>.”

Subsequently Docklands is referenced as an example of balanced regional development for Gateway cities in the National Spatial Strategy<sup>14</sup>, which also notes that the implementation of CASP is important to secure the objectives of the NSS<sup>15</sup>:

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<sup>10</sup> National Development Plan (NDP) 2007-2013. TRANSFORMING IRELAND: A Better Quality of Life for All. Government publications. Dublin.

<sup>11</sup> NDP (2007:P235)

<sup>12</sup> Cork City Council. Cork County Council. Cork Area Strategic Plan 2001-2020. Cork. 2001.

<sup>13</sup> CASP (2001:P31)

<sup>14</sup> National Spatial Strategy for Ireland 2002 – 2020. People, Places and Potential. Government Publications

<sup>15</sup> NSS (2002:p69)

“The potential of the central parts of Cork City to thrive around a rejuvenation of the docks precinct as suggested in the Cork Area Strategic Plan (CASP)”<sup>16</sup>.

In the Regional Development section of the current National Development Plan Cork Docklands is designated ‘as an urban regeneration area’, and within the key challenge of accelerating development and population growth, Docklands is noted as having ‘the capacity to accommodate an additional population of at least 15,000 people and significant commercial floor space’<sup>17</sup>. The NDP focuses on Docklands infrastructure (roads, water services, port relocation and associated infrastructure) as a key development and investment priority. Aid for small and medium firms until the end of 2013 is an extension of EU Regional Development status.

Further to the National Spatial Strategy, a 2006 gateway investment priorities study<sup>18</sup>, identifies Docklands as a short-term investment priority capable of enhancing gateway growth acceleration for the City. At local level, recognition of the potential outlined in CASP led to the Docklands Development Strategy<sup>19</sup>, commissioned by Cork Corporation (now Cork City Council) to outline residential, business and civic development options. The City Development Plan (2004)<sup>20</sup> notes Docklands as a key development opportunity and over the past two years the area has been subject to a comprehensive local area planning process. The Dockland Economic Study (2006)<sup>21</sup> builds the economic case for regeneration.

### **3.1.2. Social Inclusion: Employment**

#### **3.1.2.1. Local Policy Context**

Social inclusion has been subject to considerable research and policy discussion at EU and national level, particularly in the last ten years and inclusion with respect to employment is an important focus of Docklands regeneration. Employment inclusion is seen as a key goal (with transport and education) of the Cork Area Strategic Plan<sup>22</sup>:

‘Promote social inclusion so as to improve access to public transport, education and jobs as far as possible’

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<sup>16</sup> NSS (2002:P110)

<sup>17</sup> NDP (2007:P69)

<sup>18</sup> Implementing the National Spatial Strategy: Gateway Investment Priorities Study. Forfas 2006

<sup>19</sup> Cork Corporation. Cork Docklands Development Strategy. 2001.

<sup>20</sup> Cork City Council. Cork City Development Plan. 2004

<sup>21</sup> Cork City Council. Cork Docklands Economic Study. 2006.

<sup>22</sup> Cork City Council. Cork County Council. Cork Area Strategic Plan 2001-2020. Cork. 2001.

Policy objectives that relate to this goal include:

- to create employment in more deprived areas
- to improve access to facilities and services including education, health, community services and utilities<sup>23</sup>.

Social inclusion and equality of access, including to employment, are among the overall goals in the City Development Plan<sup>24</sup>, subsequently adopted in the Docklands Economic Study<sup>25</sup>:

To promote social inclusion and equality of access to employment, education, transport, suitable housing and social and cultural activities<sup>26</sup>.

### **3.1.2.2. National Policy Context**

Social inclusion policy in the NDP is based on the life-cycle approach adopted in the current national partnership agreement, towards 2016<sup>27</sup>, from the NESC report on the developmental welfare state<sup>28</sup>. The individual is placed at the centre of policy development in the lifecycle approach, 'assessing the risks facing him/her, and the supports available to him/her to address those risks, at key stages in his/her life'<sup>29</sup>.

In the social inclusion section of the National Development Plan, the high-level goal for the *People of Working Age* stage relates to support into education training and employment:

'Introduce an active case management approach that will support those on long term social welfare into education, training and employment. The target is to support 50,000 such people, including lone parents and the long term unemployed, with an overall aim of reducing by 20% the number of those whose total income is derived from long term social welfare payments by 2016. This target will be reviewed in the light of experience'<sup>30</sup>.

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<sup>23</sup> CASP (2001:P21)

<sup>24</sup> Cork City Council. Cork City Development Plan. 2004.

<sup>25</sup> Cork City Council. Cork Docklands Economic Study. November 2006.

<sup>26</sup> Cork City Development Plan (2004:P2). Cork Docklands Economic Study (2006: P29)

<sup>27</sup> Towards 2016. Ten-Year Framework Social Partnership Agreement 2006-2015. Department of the Taoiseach. 2006.

<sup>28</sup> National Economic and Social Council. The Developmental Welfare State. Report no. 113. 2005.

<sup>29</sup> Towards 2016 (2006:Overview)

<sup>30</sup> NDP 2007–2013. Chapter 11, Social Inclusion Priority (p234)

The rationale is provided in the National Action Plan on Social Inclusion (NAPsInclusion).

'Employment plays a key role in combating poverty and social exclusion. Therefore, the main high level goals for this life stage aim to provide supports for those who are furthest from the labour market to take up employment'<sup>31</sup>.

The major national research document on employment inclusion is the 2006 NESF report, "Creating a More Inclusive Labour Market"<sup>32</sup>, which reflects the lifecycle approach in proposing that:

'a holistic approach is now needed more than ever in the development of employment measures and services at the local level ... and active labour market policies should be more tailored to individual needs'<sup>33</sup>.

In terms of the client the report recommends that inclusive local labour market strategies must address difficulties arising from:

- Personal circumstances;
- Labour market context, including the educational and skills needs of individuals;
- Anomalies and welfare traps; and
- Local economic context.<sup>34</sup>

Personal circumstances and labour market context are noted as the most amenable to intervention at local level and the report goes on to chart key elements of an inclusive local labour market strategy summarised in the table below:

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<sup>31</sup> Social Inclusion NAP 2007 – 2016 Introduction – Making it Happen (p14)

<sup>32</sup> National Economic and Social Forum. Creating a More Inclusive Labour Market. Report 33. January 2006.

<sup>33</sup> NESF (2006:Executive Summary PVII)

<sup>34</sup> NESF (2006: P68)

#### **T.4. Key Elements of an Inclusive Labour Market Strategy**

Outreach	Reach all vulnerable individuals
Information	Useable information on full range of options
Guidance and counselling	Transition from welfare to work based on good diagnostic tools and local labour market intelligence
Personal supports	Individual circumstances causing most difficulty must be addressed in labour market inclusion plan.
Education and Training	Clearly identified outcomes and progression options
Advocacy	On behalf of vulnerable individuals and groups
Mentoring	To support participation in training and employment
Work experience	Gain experience and demonstrate capacity
In-work supports	For particularly vulnerable people
In-work training	For workers in low-skilled occupations. To help people improve their labour market position.

### **3.1.3. Social Inclusion: Education and Training**

#### **3.1.3.1. Skills deficit**

The National Skills Strategy Research Report (2007) forecasts that, based on the current policy climate:

By 2020 there will be a slight shortage of NFQ (National Framework of Qualification) levels 8-10, significant shortages of NFQ levels 6&7 and surpluses at levels of 1-5 with the possibility that a large number of low skilled individuals will be unable to find suitable employment<sup>35</sup>.

In terms of changing skills needs the greatest increases in employment opportunities are expected in professional/ semi-professional and in the personal and service occupational groupings. Interestingly in terms of skills development the strategy notes that a different skill set is required to reflect the changing nature of employment. People will be increasingly required to acquire a range of generic and transferable skills:

- Basic/fundamental skills — such as literacy, using numbers, using technology;
- People-related skills — such as communication, interpersonal, team-working, customer-service skills; and
- Conceptual/thinking skills — such as collecting and organising information, problem-solving, planning and organising, learning-to-learn skills, innovation and creative skills<sup>36</sup>.

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<sup>35</sup> Expert Group on Future Skills Needs. Tomorrow's Skills: Towards a National Skills Strategy. National Skills Strategy Research Report. 2007:P11.

<sup>36</sup> Skills Strategy (2007: P49 )

To avoid the consequences of skills shortages at the top-end, and poor employment prospects at the lowest levels, there is a need to upgrade skills:

- 70,000 from NFQ 1/2 to Level 3;
- 260,000 to levels 4/5; and,
- 170, 000 to levels 6-10<sup>37</sup>.

Costs of upgrading skills are predicted:

- Upskilling to Levels 3,4,5 over 13 years is estimated at 153m per year.
- Upskilling to Levels 6-10 over 13 years is estimated at 304m per year<sup>38</sup>.

Upgrading skills to NFQ level five should be subsidised:

‘As a general principle, individuals not at grade 4/5 should be assisted to achieve such an award through full-time or part-time study without incurring tuition costs and with a level of subsistence’<sup>39</sup>.

### **3.1.4. Social Inclusion: Interagency Collaboration**

Greater co-ordination and strengthened delivery are key principles underpinning the strategic framework for tackling social inclusion in the National Development Plan<sup>40</sup>: ‘the strategic framework will help to create more coherent and integrated structures’<sup>41</sup>. In terms of delivery of the priority goals a key role for city and county development boards is recognised within the strategic framework:

‘Specific actions on achieving greater co-ordination and strengthened delivery will include:

The County/City Development Board structure as the key coordinating mechanism for public service delivery (including social inclusion activities) at local level and the means of ensuring more joined up delivery of social inclusion programmes on the ground,

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<sup>37</sup> Skills Strategy (2007: P92 )

<sup>38</sup> Skills Strategy (2007: P92 )

<sup>39</sup> Skills Strategy (2007: P93 )

<sup>40</sup> National Development Plan (NDP) 2007-2013. TRANSFORMING IRELAND: A Better Quality of Life for All. Government publications. Dublin.

<sup>41</sup> NDP (2007:p237)

will be developed and strengthened to support its role in coordinating public service delivery at local level'<sup>42</sup>.

The role is referenced again in the National Action Plan for Social Inclusion<sup>43</sup>, together with specifically placing the CDB's in the central role for prioritising the working of the social inclusion measures groups:

'At the local level, the involvement of local interests, particularly local authorities and County/City Development Boards (CDB's), will be key elements in ensuring the delivery of social inclusion across all sectors of society.

CDB's will, in addition, prioritise the work of the Social Inclusion Measures (SIM) groups, established to improve co-ordination of social inclusion activities at local level'<sup>44</sup>.

Strengthening and enhancing the RAPID programme within the strategic framework is also noted in both documents:

'The delivery of the RAPID (Revitalisation of Areas by Planning Investment and Development) programme, which aims to direct State assistance towards improving quality of life and access to opportunities for communities in the most disadvantaged urban areas throughout the State, will be strengthened and enhanced'<sup>45</sup>.

In the NESF report interagency collaboration is recommended in terms of local delivery:

'Local service providers (statutory and non-statutory) should form strategic links at local level to provide the full menu of supports (information, guidance, counselling, education, training, mentoring, health, housing, work experience, in-work support) to support people into work and to stay at work.

Links should be formalised through Service Delivery Agreements to cover issues such as sharing local labour market research; one stop services, identification and addressing any gaps or duplication in service provision; and the monitoring of outcomes. These agreements should be brief (30-40 pages) and drawn up on a county or city basis by a lead group comprising the Department of

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<sup>42</sup> NDP 2007–2013. Chapter 11, Social Inclusion Priority (p237-238)

<sup>43</sup> Building an Inclusive Society. National Action Plan for Social Inclusion 2007-2016. Dublin. Published by the Stationery Office.

<sup>44</sup> Social Inclusion NAP 2007 – 2016 Introduction – Making it Happen (p16)

<sup>45</sup> NDP 2007–2013. Chapter 11, Social Inclusion Priority (p238)

Social and Family Affairs, FAS, VEC's, Development Boards and Partnership Companies'<sup>46</sup>.

The report ties this with the Lisbon Strategy and references in particular a number of specific policy recommendations for Ireland by the EU Employment Task Force, chaired by Wim Kok, including this one on innovative partnerships:

'Reform Partnerships to mobilise support for actions including supporting partnerships and networks for innovation and employment bringing together business, education and training organisations and local authorities in areas such as lifelong learning, research & innovation, and work organisation'<sup>47</sup>.

## **3.2. Case Studies: Learning from Experience**

In addition to learning from current policy initiatives, learning from the success of existing models and learning lessons from partnership strategies will help to form an effective strategy. A number of local employment models in the City were reviewed and two recent models, Fastrack to IT and Mahon Point, serve as an excellent reference. Similarly, the lessons learned in three inter-agency initiatives in Dublin serve to guide the collaboration strategy.

### ***3.2.1. Local Employment Models***

#### **3.2.1.1. Fastrack to Information Technology (FIT)**

FIT is an employer-led initiative that started from a project between Microsoft and Ballymun Local Employment Service. FIT is managed by a Board of Directors comprising the major companies in IT or with IT requirements (Microsoft, Siemens, Symantec, Eircom, Danone, Xerox), each of whom contributes to offset costs. The training curriculum is developed by a sub-committee of the Board, developed by industry to meet current industry requirements.

In Cork, where FIT has recently set up operations, an Employers' Forum sets strategic direction and signs off on major FIT proposals. Courses are accredited through FÁS, VEC or other appropriate bodies. Whereas initially the training was geared to shop-floor IT manufacture, it has diversified to the point where it encompasses IT related jobs whether in manufacturing, services, customer care or retail.

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<sup>46</sup> NESF (2006: P56)

<sup>47</sup> NESF (2006: P46)

Once a participant is chosen FIT will work for three years to ensure success. Three months of that time is spent in the application/ induction phase, another 6-18 months is spent in training and the final phase is taken up with placement/ employment. Training is presented in modules so that participants who leave to take up employment will be credited with the training achieved to the point of departure. This dynamic mode of training could be successful in the Docklands and leaves enough scope to specifically tailor training modules to industry need.

### **3.2.1.2. MahonPoint**

Mahon Point is an important example of how opportunities can be created through planned collaboration between the private sector and state agencies. The initiative achieved 310 local job placements at almost 50% of all jobs were facilitated through FÁS at Mahon Point. There are three key strands to the success:

- Engagement of private developer with community;
- Engagement of state agency with the community; and
- The 'meitheal' approach created between different sections within FÁS.

At community level the Mahon Employment and Training Centre (METC) set up by O'Callaghan Properties at the community centre became the focal point for the initiative. A conduit for referring local people, METC facilitated local employment and provided logistical support for employers. Ultimately it helped foster a service culture for community members wanting to work in Mahon Point. Mahon Point database was created in September 2004 as a subset of the FÁS client service system. There was a joint recruitment approach with a standard one page application form developed by FÁS in consultation with employers.

The way that FÁS engaged with the process is a good example of how different sections of a large national and regional bureaucracy facing together onto a small local area can be successful. The 'meitheal' approach saw the FÁS office in Mahon strategically linked and supported by the employment services section (job postings), community services section (allowances, training), training services (training courses) regional headquarters (communications, server and strategy), head office (database and IT). Critically, personnel were designated in key function areas ensuring continuity. It is possible that a similar project in the Docklands could produce similar positive results.

### 3.2.2. Interagency Models

Research into interagency work in Ireland is sparse, generally restricted to reflections on pilot projects. Two of the case studies shown below, Ballymun and Finglas/Cabra reflect on inter-agency process and effectiveness in local situations. The final case study, based on work in Blanchardstown, is included as it supports independent facilitation, an important property of JOBS @ DOCKLANDS. A number of directly and indirectly related references, based on web research, are also included for the same purpose.

#### 3.2.2.1. The Lessons of Ballymun

The Lessons of Ballymun<sup>48</sup> is a reflection on interagency efforts made under the auspices of the local employment services in Ballymun. The core objective is explained in the byline: how state and community agencies should work together to deliver effective labour market programmes. The report is blunt in detailing issues and lessons, validating previous research that found 'widespread, ad-hoc, but ultimately unsatisfactory level of inter-agency collaboration'<sup>49</sup> culminating in the need for shared local data collection and client centred information.

What happened at frontline and management levels holds important lessons for the Docklands. Networking characteristics amongst both groups is shown in the table below. Whereas contact was co-operative within institutional constraints for frontline personnel; for managers the institutional constraints, real or perceived, governed the relationships.

**T.5. Networking characteristics for frontline staff and management in Ballymun**

<b>Frontline Staff</b>	<b>Management</b>
Personal contacts Mutual trust Confidentiality a problem To the immediate point: No information on other jobs and responsibilities Related to job-specific networks	Lack of transparency Concern about duplication No real organization linkages Lack of trust between some No culture of co-operation No system to track the involvement of different organisations with the same client.

<sup>48</sup> Ronayne T. Creedon M. The Lessons of Ballymun. Networking for local employment: How state and community agencies should work together to deliver effective labour market programmes. 2003.

<sup>49</sup> Lessons of Ballymun. (Preface:2003)

The absence of worked out interagency policies and practice and the absence of practice to support such action formed the main conclusions of the report. Recommendations put forward suggested that clear policies and practices were needed within organisations with designated personnel appointed to pursue inter-organisation action. Inter-agency collaboration requires common goals and agreed targets with different roles and contributions identified. Systems are needed to assess individual and collective performance.

### **3.2.2.2. Finglas and Cabra**

This report deals with integrated responses to labour market disadvantage in Finglas and Cabra<sup>50</sup>. The report starts by listing examples of integrated responses including the formal partnership model, formal inter-agency co-ordination, formal networking arrangements and specific programmes developed jointly by different agencies and targeted at those most excluded from opportunities in the labour market. Positive outcomes included more information-sharing and improved effectiveness of referral; establishment of new services which better reflect local needs; and, opportunities for community sector involvement around articulating the needs of those most excluded.

Issues for the Docklands are presented in "The summary of lessons" and note again the need for designated personnel and clear policy and practices at agency level. An open and transparent understanding of the goals and objectives of the participating agencies and recognition of the operational constraints they face is required. Integrated collection of information is required to support the process, building the capacity between agencies to monitor, understand and interpret changing individual circumstances on an on-going basis.

### **3.2.2.3 Blanchardstown EQUAL Inter-agency protocols**

The Blanchardstown inter-agency drugs strategy<sup>51</sup> is a recent documented and evaluated use of independent facilitation in an interagency context. The use of independent network facilitators is not common in interagency work, simply because what interagency work exists is in the form of once-off or, projects of a pilot nature. Of independent facilitation the project report had this to say:

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<sup>50</sup> Collins E. Integrated Responses to Labour Market Disadvantage in Finglas and Cabra. Report prepared for Finglas/Cabra Partnership by Nexus Research Co-operative, Dublin

<sup>51</sup> Blanchardstown EQUAL Initiative. Making Inter-Agency Protocols Work. The Development Of Common Protocols By Agencies Working With Current Or Former Drug Users: A Model Of Good Practice. October 2004

'Realising that it needed a dynamic, highly participative process if it was to succeed, the Initiative appointed a neutral independent facilitator ...This independent brokerage, along with the ownership created by participative working methods, set the tone for honest and open debate and decision-making'<sup>52</sup>.

In its conclusions and recommendations the report highlights independent facilitation as one of the factors for project success and this is confirmed in an external evaluation of the project:

'the appointment of a neutral facilitator at the outset may have allowed all of the organisations to feel their views would be equally valued in the process'<sup>53</sup>.

#### Related references to independent facilitation

The assistance of an independent facilitator is noted in minutes of a Cork County Development Board meeting to help find a solution 'in a difficult cohesion process' between two development groups<sup>54</sup>.

In a 2001 Forfás report<sup>55</sup> it is linked to learning lessons for successful implementation in terms of waste management.

'Negotiations with the community, local authority and developer can be assisted through the use of an independent facilitator. This will allow for the easier flow of information and also contribute towards greater trust in the negotiating process'<sup>56</sup>.

It is used to positive effect in labour relations, as suggested in the following quote from a report on the Advisory Development and Research Service (ADRS) in the Labour Relations Commission<sup>57</sup>:

'the assistance of ... ADRS facilitator and independent chairperson was invaluable in achieving our mould-breaking partnership agreement'<sup>58</sup>.

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<sup>52</sup> EQUAL (2005:p5)

<sup>45</sup> EQUAL (2005:P11)

<sup>54</sup> Minutes of Meeting of Cork County Development Board. September 2006.

[www.cdbcorkcoco.ie/publications](http://www.cdbcorkcoco.ie/publications)

<sup>55</sup> Forfás. Key Waste Management Issues in Ireland. 2001.

<sup>56</sup> Forfás (2001:p32)

<sup>57</sup> Labour Relations Commission. Annual Report 2000.

<sup>58</sup> LRC (2000:P63)

### **3.2.3. Action Research: Knocknaheeny Local Employment Taskforce**

An informal 'pilot', promoting key elements of the strategy (three-year support and tracking) has been undertaken by the RAPID AIT Education and Employment Task Group in Knocknaheeny. Co-ordinated by the RAPID co-ordinator and supported by the social inclusion unit in the Community and Enterprise Directorate, the task force is made up of front-line staff of the statutory employment inclusion and support agencies, private sector training providers, the Jobs @ docklands Strategy consultant and chaired by the Director of Community and Enterprise, Cork City Council (where the City Development Board is hosted).

The task-group had already committed to provide a 12 week personal development-employment preparation course for 14 young community members. Although reporting to the Task Group on the course was coincidental to reporting on the progression of the strategy, it became readily apparent that issues being addressed in the course were similar to those under consideration for the Strategy. Demonstrating openness and considerable personal/ professional commitment the Task Group undertook to use the forum to put in place local realisation of key elements of the Strategy and in particular the three-year support and tracking commitment.

Basically, the interagency group made a commitment to supporting the group over a 3 year period. The commitment brought on a sense of ownership, beyond the standard reporting function as demonstrated by the call to 'urgently meet' in terms of ongoing support at the end of the 14 week course. The trainer is playing a critical role and has assumed the role of co-ordinating the ongoing support.

The representatives from Ogra/Youthlinks and Local Employment Services set up a tracking system for the group using a system developed by the former. DSFA committed to pay out of pocket expenses to the young people. Initially, after the course (December 2007) the participants continued to meet twice a week for an ECDL session with St.John's College, and a youth links session facilitated by one of the centre's youth workers and a second facilitator funded by DSFA. In February 2008 a programme for the entire group was agreed to cover the next few months which the private trainer continues to coordinate and DSFA will continue to fund.

The VEC school principal agreed to provide complementary health, computers, and hairdressing courses. It was also agreed to provide

placements/work experience and task group members committed to consider the possibilities for placements within member agencies and use any contacts to try and secure placements. It was recognised that placements would need a supportive environment with participants being given achievable tasks that would help to build confidence. Options being considered included placements with the City Council, Cork City Marathon, Ocean to City and some community organisations. The tracking system was finalised and Youthlinks continue to provide one to one and group support. The FAS representative agreed to arrange for meetings with FAS Placement Officers and visits to third level institutions through the VEC will be set up. FETAC accreditation will be explored in the form of a package to be presented as a "Pre College" Course.

There is a clear link between the informal efforts of Knocknaheeny Employment Task Group and each of the key elements of an inclusive labour market strategy (NESF) in terms of outreach, information, guidance and counselling, personal supports, education and training, advocacy, mentoring, work experience, in-work supports. The participants are direct beneficiaries of the new approach. Though it is too early to assess outcomes, it is clear that the decision of the task group has resulted in a more integrated, comprehensive programme of supports and training. It should also be remarked that the new approach placed considerable pressure on task group members and the 'informal' nature of the approach means that members are out on a limb in terms of the extra commitment. This is not sustainable in the long term; very active agency and interagency support is needed to support staff.

## **4. Employment**

### **4.1 Introduction**

The current policy focus on social inclusion with particular focus on employment and skills development was discussed in the review section. Two national best practice models, one location and one sector based, were shown to demonstrate elements of an inclusive employment strategy. The focus in this section is to examine the employment and education profile of RAPID areas in Cork City, to explore the number and type of potential jobs, including skills requirements, in Docklands and to begin the process of planning to match potential jobs in Docklands to skills currently available and those required/planned.

### **4.2. Employment Profile**

#### ***4.2.1 Population***

The population of the City was just over 119,000 in 2006 (123,000 in 2002). The South East (24,500) and the North-West (23,500) of the City have the highest populations, though the trend was of significant decline (-6% from 2002) in the Northwest as against a slight increase in the South East. The North East has a population of just over 23,000 with South West (18,500), South Centre (18,000) and City Centre sector (12,000) making up the total. RAPID areas in the City account for almost 41,000 with the three Northside areas making up almost 26,500 of that total.

**T.6. Population by region of Cork**

<b>Area</b>	<b>Population (Approx)</b>
South East	<i>24,000</i>
North West	<i>23,500</i>
North East	<i>23,000</i>
South West	<i>18,500</i>
South Centre	<i>18,000</i>
City Centre	<i>12,000</i>
RAPID	<i>41,000</i>
(Northside)	<i>(26,500)</i>
<i>City Total</i>	<i>119,000</i>

#### **4.2.2 Employment by Location**

The 2006 City Council Employment Report<sup>59</sup> found that total employment in the City grew by 5% from 2001 to 2006 (71,642 to 75,049) continuing a trend from 1996 (total 48,487) of intense employment creation.

City Centre with over 28,000 jobs (38%) is the largest employment area though its share declined 2% since the 2001 survey. The North-West with just over 4,700 jobs (6%) has the lowest number of jobs declining by 1% since the 2001 survey, while the North-East recorded an increase of 15% in employment to over 9,600 jobs. Southern sectors of the City all recorded increases with the South-West recording the largest increase (17%) and the highest number, over 17,000, in employment.

**T.7. Employment by Region in Cork**

<b>Area</b>	<b>Employment (Approx)</b>
North West	4,700
North East	9,600
South West	17,000
City Centre	28,000
<i>City Total</i>	<i>75,049</i>

#### **4.2.3. Employment Sectors**

Professional services (31%), retail (19%), personal services (11%) and public administration and defence (10%) are growing employment sectors. Manufacturing employment (9%) has decreased considerably in the five-year period to 2006.

Manufacturing and professional services are the main employment sectors in the North-West. The significant growth in the North-East is accounted for by the development of a district centre in Blackpool. Retail (+ 160%) and Public Administration/ Defence (Collins Barracks) are the major sectors. South Centre shows increased activity in wholesale and retail and decreases in business/ finance and manufacturing. South-East and South West are dominated by professional services, public administration and defence, retail and personal services.

<sup>59</sup> Cork City Council. Cork City Employment Report. 2006.

#### 4.2.4. Docklands Employment

The Employment Report established that there were 230 companies employing over 2,400 people in the Docklands. Over 2,200 work in the South Docks and the current employment profile reflects historical patterns with manufacturing (22%), wholesale (18%), professional services (13%), personal services (12%) and retail (10%) the most prominent sectors.

#### 4.2.5. Unemployment

The unemployment profile<sup>60</sup> in the city has changed between Census 2002 and 2006 with the number of what are termed unemployment blackspots (DED's with unemployment levels of >20%) decreasing from 11 to 5, a decrease of over 50% compared to the national average decrease of 30%. The five blackspots are on the Northside of the City:

##### T.8. Unemployment Blackspots

025 FARRANFERRIS B
035 GURRANE BRAHER B
039 KNOCKNAHEENY
046 MAYFIELD
061 THE GLEN A

The level of unemployment in the City, based on Census 2006, reduced by 0.8% to 11.6 % or 6,404 persons who are unemployed. Unemployment levels average 16% for Northside RAPID areas as can be seen from the table below. By way of comparison, unemployment in the South West is 510 (7.2%). Unemployment in Togher-Mahon RAPID area is 652 (9.5%).

##### T.9. Cork Unemployment

Northside RAPID Area	Persons	Unemployment Rate
Blackpool, Glen, Mayfield	827	18.6%
Fairhill, Gurrana braher, Farranree	564	13.3%
Knocknaheeny, Hollyhill, Churchfield	863	16.0%
Cork City	6,404	11.6%

(Census 2006)

<sup>60</sup> Based on data provided by Social Inclusion Unit, Cork City Council (September 2007)

Labour force participation increased by 2.3% to 54.6% in the City compared to an increase of 4.2% to 62.5% for the state. Labour force participation is almost 8% lower than the average for the State.

#### **4.2.6. Summary**

An intriguing statistic shows that the population of the city was actually declining between 2002 and 2006. At the same time, however, job creation was strong in the city and unemployment fell dramatically. Job creation was particularly robust in the South and North-East of the city. This may indicate that people are deciding to live outside the city and are travelling in for work. Tertiary jobs account for the biggest levels and increases in employment, however, the South Docks does not reflect this pattern with Manufacturing and Wholesale sectors remaining predominant.

### **4.3 Docklands Opportunity**

In the period 1996-2002, employment in Metropolitan Cork grew by 26%<sup>61</sup>. The City Development Plan using CASP estimates projects 16,000 new jobs, 'many within the renewed Docklands'<sup>62</sup> in the City. It is important to assess the possible impact that these new jobs could have on disadvantaged individuals. To do this we must analyse what type of jobs are likely to be created in the Docklands, what skills will be required by potential employees wishing to fill these roles and assess if there is a skills gap, between these two, that will need to be bridged.

#### **4.3.1. Increase Employment, Reduce Disadvantage**

The Mahon Point report promoted 'increasing employment and reducing disadvantage'<sup>63</sup> in the local area as a desired outcome of the development of Mahon Point. Docklands presents similar opportunities, albeit for communities outside the area of employment. For the City, and those agencies working with disadvantaged communities, the elimination of unemployment should be a desired outcome. Ensuring that community members in RAPID areas access Docklands employment opportunities through this employment strategy will help achieve this outcome. Docklands is a priority investment area in the National Spatial Strategy<sup>64</sup>.

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<sup>61</sup> Cork Docklands Economic Study (2006:p20)

<sup>62</sup> Cork City Development Plan (2004:p15)

<sup>63</sup> Mahon Employment Feasibility Study (2003:P16)

<sup>64</sup> NDP (2007:P69)

### **4.3.2. Docklands Economic Study**

The Docklands Economic Study<sup>65</sup> outlines opportunities based on continuing the City's success in attracting investment in the pharmacem (Bio Pharma/ Pharmaceuticals/ Medical Devices/ Life Sciences) and Information Technology sectors. Employment opportunities will also evolve from developing retail, education, social, community and public administration infrastructure associated with new town development. The Economic Strategy document advocates that Docklands could provide:

- Retail facilities at a district centre scale of 10,000 m<sup>2</sup>;
- A 'significant education precinct' for the expansion needs of existing institutions including 120,000m<sup>2</sup> for UCC. Docklands could also accommodate the new School of Architecture or the relocation of Crawford College of Art and Design;
- Tourist accommodation including two 4\* hotels and quality budget accommodation;
- Hospitals and health facilities to meet the demand associated with population projections;
- Social and community facilities including schools, medical centres, childcare facilities, leisure and recreation facilities.

Development opportunities in the Docklands are also advocated for sectors that are underrepresented in Cork including:

- Tourism 'honey-pot' attractors such as interactive science museum, national design centre or a national maritime museum.
- Expansion of financial services and internationally traded/ mobile services.
- There has also been recent activity in the terms of developing conference facilities.

### **4.4. Job Projections**

The level of anticipated economic activity in Docklands gives rise to job development and experience from other development activities makes it possible to project employment in the retail, office, hotel and administration sectors.

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<sup>65</sup> Docklands Employment Study (2006:Section 5, Target Sectors)

#### **4.4.1. Retail**

Docklands Economic Study anticipates a 10,000m<sup>2</sup> retail requirement. The retail mix at Mahon Point (29,000m<sup>2</sup>) was predicted to provide 1,900 jobs (based on surveys conducted in the UK and Dublin) of which 1/3 full-time were to be full-time<sup>66</sup>. The 2006 City Council employment report established that there were 932 new retail jobs in the South East<sup>67</sup> primarily due to Mahon Point but this did not take into account employment at Debenhams the flagship store, which was predicted to provide 600 jobs. Taking the actual figure from the Employment Report + the projected flagship employment as the low average and the feasibility study projections as the high average, retail space of the scale anticipated in Docklands could be expected to provide between 300 and 500 jobs. Based on the same assumptions it is possible to project that current retail development activity in Academy Street and Cornmarket (c 46,000m<sup>2</sup>) will provide between 1,200 and 2,000 jobs in the short-term.

#### **4.4.2. Office**

The Economic Study reports that Metropolitan Cork needs to develop 373,000m<sup>2</sup> of office space between 2005 – 2025, based on CASP employment growth projections and recommends that 50% of that space be allocated to the Docklands<sup>68</sup>. In the Development Plan this is 7,300m<sup>2</sup> per year<sup>69</sup>. With a space allocation per employee of 20m<sup>2</sup> this could be expected to provide 365 jobs per year or approximately 1500 jobs up to 2013. The office development at Mahon Point projected a total staff requirement of 3,200, based on a smaller space allocation<sup>70</sup>. If the Mahon Point projections were used for Docklands up to 1,800 positions could be accommodated in clerical and administration work.

#### **4.4.3. Hotel**

Employment for the 200 bedroom hotel in Mahon was projected at 200 staff or 1 staff per bedroom<sup>71</sup> which is just below the industry average of over one job per room based on the Tourism Business &

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<sup>66</sup> Mahon Employment Feasibility Study (2003:P16)

<sup>67</sup> Cork City Employment Report (2006)

<sup>68</sup> Cork Docklands Economic Study (2006:p51, p52)

<sup>69</sup> Cork City Development Plan (2004:p18)

<sup>70</sup> Mahon Employment Feasibility Study (2003:P16)

<sup>71</sup> Mahon Employment Feasibility Study (2003:P20)

Employment Survey 2006<sup>72</sup>. A 200 bed hotel is planned by Howard Holdings and Tedcastles and the economic strategy predicts the need for one more four\* star and a budget accommodation. Using the Mahon Point report and Tourism employment survey estimates of approximately 1 staff per room it is possible to project employment for 300 to 500 people in the hotel sector.

#### **4.4.4. Public Administration**

Job opportunities will also emanate from health, social and community facilities including schools, medical centres, childcare facilities, leisure and recreation facilities.

#### **4.4.5. Summary: Employment Opportunities**

Docklands can be expected to provide job opportunities for community members from RAPID areas in line with the projected opportunities shown in the table below. City Developments can also be shown to have strong employment potential.

**T.3. Summary table of anticipated opportunities**

<b>Sector</b>	<b>Projected opportunities</b>
Retail (Docklands)	300-500
Retail (City Developments)	1,200-2000
Office (clerical and reception)	1,500-1800
Hospitality	300-500
Total	3,600-4800

If this potential is to be a vehicle to improve the lives of members of RADPID areas then it is important to assess if there are any gaps in the levels of skill required to perform these jobs and the level of skills that the members of the RAPID community possess.

### **4.5. Employment and Education**

#### **4.5.1. Required Skills**

The types of employment that can result from the development opportunities listed above vary in terms of education levels required, as illustrated in the following table.

<sup>72</sup> Fitzpatrick and Associates. Tourism Business & Employment Survey 2006. Volume 1.

**T.11. Types of jobs available at different skill levels**

<b>Education Levels – National Framework of Qualifications</b>	<b>Types of Job</b>
Levels 1-3, Junior Cert and equivalent	Entry level retail, construction
Levels 4-5 , Leaving Certificate, diploma	Personal services, Commerce, Office, Junior management
Levels 6-7, Certificate, Degree, 3 <sup>rd</sup> Level	Professional Services (Education, Social Work, Public Administration) Management
Levels 8-10, Higher Degrees and equivalent	Research and Development

The following table is a guide to the minimum skill levels required in the different sectors.

**T.12. Minimum Skills requirements per sector**

	<b>Projected opportunities</b>	<b>NFQ Levels</b>
Retail (Docklands)	300-500	3-5
Retail (City Developments)	1,200-2,000	3-5
Office (clerical and reception)	1,800	4-7
Hospitality	300-500	3-5

**4.5.2 Available Skills**

Given the projections in the table above regarding the possible skills requirements of the regenerated Docklands it is important to compare these with the current skills capacity of Cork City, with particular reference to those members of the RAPID communities.

The NESF report<sup>73</sup> points out that the proportion of low-skilled workers is high in Ireland in comparison with other best performing countries, high levels of early school leaving continue, while levels of lifelong learning remain low.

In Cork City the 2004 VEC strategic plan notes that the North West had more people whose highest level of education achievement is primary level (NFQ Level 1). In addition, Northside areas, showed the highest proportions, a quarter to a third, of their populations with lower secondary education only (NFQ Level 1-3). In 2006 the Northwest, again, showed significantly higher proportions in the categories to lower secondary (59.4%:9,000 persons), double or higher the proportions for South West (27.1%:3000 persons) and

<sup>73</sup> NESF (2006: Executive Summary)

South-East (30.7%:5,300 persons). For Northside RAPID areas the picture is similar to that for the North West.

**T. 13. Education completion up to junior certificate**

<b>Northside RAPID Area</b>	<b>Amount</b>	<b>% of total (education ceased)</b>
Blackpool, Glen, Mayfield	3,384	57.8%
Fairhill, Gurrabraher, Farranree	3,837	62.0%
Knocknaheeny, Hollyhill, Churchfield	4,245	61.5%
Cork City	33,477	41.2%

**(Census 2006)**

Togher-Mahon RAPID area on the south of the City shows completion up to junior certificate of 3,933 or 43.9% of all those for whom education has ceased.

**T.14. Education completion Third Level Degree only**

<b>Northside RAPID Area</b>	<b>Amount</b>	<b>% of total (education ceased)</b>
Blackpool, Glen, Mayfield	803	13.7%
Fairhill, Gurrabraher, Farranree	706	11.4%
Knocknaheeny, Hollyhill, Churchfield	1,053	15.3%
Cork City	24,430	30.1%

**(Census 2006)**

In terms of third-level degree status Northside RAPID areas show less than half the proportion (average) than the City and between a quarter and a third of the results for the South West (48.3%:5,348). Togher-Mahon RAPID area shows third level degree completion for 2,208 or 24.8% of all those whom education has ceased.

The VEC report sets down a challenge:

'poor participation in third level education among certain social groups is an important element in reinforcing social segregation and exclusion in the City'<sup>74</sup>.

The challenge for Jobs@docklands is to ensure that all employment opportunities are accessible.

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<sup>74</sup> Cork City Vocational Education Committee. Draft Education Plan. 2004. www.corkvec.ie

## **4.6. The Challenge**

The North-West has the second highest population in the City with proportionately the lowest number of local job opportunities. In the five years to 2001 employment growth of 5% was five times lower than the average for Metropolitan Cork. Since 2001 it has reduced by a percentage point. The North-West has among the highest levels of early school leaving and unemployment and the lowest levels of third level qualifications. Northside RAPID areas show similar characteristics. The North-East, though it has a higher proportion of jobs, and a strategic development zone in Blackpool, shares some of the exclusion characteristics of the North-West.

The disparity is noted in the City Development Plan 'it is clear that an imbalance exists in terms of relative economic activity'<sup>75</sup>. Docklands, as a priority investment area in the National Development Plan, may reduce the potential for the North-West, in particular, to attract employment.

It is to this target group that the National Skills Strategy recommends upskilling nationally of 260,000 to NFQ levels 4-5 and 170,000 to NFQ levels 6-10. Upskilling in Northside RAPID areas to the 2006 City average for completion to junior certificate level would require skills training for over 2,800 community members at a cost, using the National Skills Strategy projections, of approximately €1.3m per year. Setting this as a target for JOBS @ DOCKLANDS is unrealistic; it is realistic however for the agencies under the auspices of City Development Board and for JOBS @ DOCKLANDS to play a part in achieving this target consistent with the jobs target outlined in the strategic priority.

## **4.7. Addressing the Challenge**

The active case management approach recommended in the NDP social inclusion high-level goal for people of working age<sup>76</sup> is shown in the Review section and the best practice models are, in part, perhaps defined by this approach. Key elements have been used in developing JOBS @ DOCKLANDS:

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<sup>75</sup> Cork City Development Plan (2004:P53)

<sup>76</sup> National Development Plan (2007-2013:p234)

## 4.7.1. Best Practice - Supported Employment

### 4.7.1.1. Fastrack to IT (FIT)

- Three-year support commitment is realistic to the requirements of facilitating employment for the target population.
- FIT placement is designed to lead directly to employment.
- Employer led, and training is practical to employment.

### 4.7.1.1 MahonPoint

- Database streamlines process. Employee profile can be matched to employer's desired criteria, making the recruitment process more efficient and there is an inbuilt tracking capability.
- Recruitment process brought 70 different employers together saving advertising costs and duplication. The application form is a simple one page form that tied in to database.
- Mahonpoint Employment and Training Centre was the 'banner', a practical space where retailers, government agencies and community bodies interacted.

## 4.7.2. Training

JOBS @ DOCKLANDS should ultimately be measured by the number of jobs accessed by residents of the North West in particular, but also by residents of other areas of disadvantage. The training offered in both FIT and Mahon Point is appropriate in Docklands. These courses were developed by employers or with employer input with employment the stated outcome. There are over 20 different training modules related to retail, warehousing, personal services (office, clerical, hospitality, catering, customer service) and IT courses.

**T.15. FIT Training Modules**

<b>FIT Direct IT courses</b>	<b>FIT related courses</b>	<b>FÁS - MahonPoint</b>
Software quality assurance, Programming, Operating systems, Broadband, Database management and Warehousing.	IT & customer care, IT & office procedures and IT & reception skills.	Construction Operatives Retail Sales Basic Introduction to Computers ECDL Warehouse/ Stores Operator Forklift Pathway to Employment Job-seeking/ interview skills Security Cleaning

These courses, and others developed by FAS, the PLC colleges and other community or private training programmes are appropriate to Docklands and other City developments. There is no shortage of courses. The challenge is to make them immediately relevant to employment.

### **4.7.3. *Employment Training***

Best practice should be adapted to support members of disadvantaged communities into work.

- A three year support commitment is generally realistic with a placement designed to lead directly to employment.
- The Mahon Point database should be reformulated to specifically target disadvantaged areas.

### **4.7.4. *Timing***

Timing is an important consideration in terms of training. Timing is yet to be relevant in Docklands. There is 'no given hour on a given day in a given year' (MahonPoint Report) at which point there are going to be a certain number of jobs.

Timing in terms of other City developments is more predicable. City Centre developments will create up to 2,000 jobs in retail and personal services over the next 18 months. Docklands jobs may evolve from that point forward, mainly in construction and personal services. Construction employment is contracting at present; it is likely that future opportunities will be oversubscribed from those who are out of work at present.

A three-year support commitment will ensure that timing towards a particular employment scheme will not be as critical as it was for Mahon Point.

## **5. Interagency Collaboration**

### **5.1. The Challenge**

There are many agencies involved in addressing different facets of disadvantage in RAPID areas. An effective strategy requires seamless collaboration across agency boundaries. If the increased employment opportunities associated with Docklands follow employment growth patterns since 1996, employment opportunities are likely to largely bypass disadvantaged communities. The net effect of this is likely to be continued employment growth in the suburbs and satellite settlements, mirrored by increased marginalisation and exclusion in the RAPID areas. In terms of welfare this will require, what the Mahon Point study referred to as an 'extraordinary level of charitable and state funded support'<sup>77</sup> to address disadvantage.

Interagency collaboration is required to implement the strategy using a mix of best practice interventions outlined in Section 2 and echoing the clear message with respect to government department and agency delivery of social inclusion priority goals within the NDP: 'the focus on delivery requires an openness to change'<sup>78</sup>. Agreement is required for a broad range of inputs, including:

#### ***5.1.1. Best Practice - Interagency Collaboration***

- Common goals and agreed targets with systems to assess individual and collective performance.
- Integrated collection of information
- Within agencies, clear policies and practices with designated personnel
- Independent facilitation

#### ***5.1.2. Best Practice - Supported Employment (client centred services)***

- Individual/ group three-year inter-agency support commitment realistic to the requirements of facilitating employment for the target population.
- Employer led training, with placement practical to employment.
- Integrated database (Mahonpoint model) for placement and tracking.

## **5.2. Addressing the Challenge**

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<sup>77</sup> Mahon Employment Feasibility Study (2003:P16)

<sup>78</sup> NDP (2007:P237)

Docklands is a major development initiative for the City and represents a *second chance* to redress education and employment exclusion that was not addressed in the significant economic and related employment growth in the City since 1996. If the second chance is to be taken, agency and interagency practices must be improved. This is recognised implicitly in the National Development Plan, in relevant research and increasingly, if formatively, in practice.

JOBS @ DOCKLANDS is a model for collaboration under the auspices of the City Development Board. It is a city-wide initiative of partner organisations from the public, private and community & voluntary sectors collaborating in a pioneering attempt to develop new and more inclusive models of training and employment. A formal agreement centred on the strategic priority with respect to inclusive employment, will serve as the framework for ongoing local employment protocols to deliver the training and support community members into employment.

### **5.3. JOBS @ DOCKLANDS Strategic Priority**

*Over the life of the strategy(2013) the City<sup>79</sup> commits to the delivery of 1000 jobs, primarily in developments associated with the Docklands. In line with inclusion principles enshrined in the Dockland Development Plan a minimum of 750 jobs will be targeted directly at RAPID areas. Success will significantly redress the culture of disadvantage.*

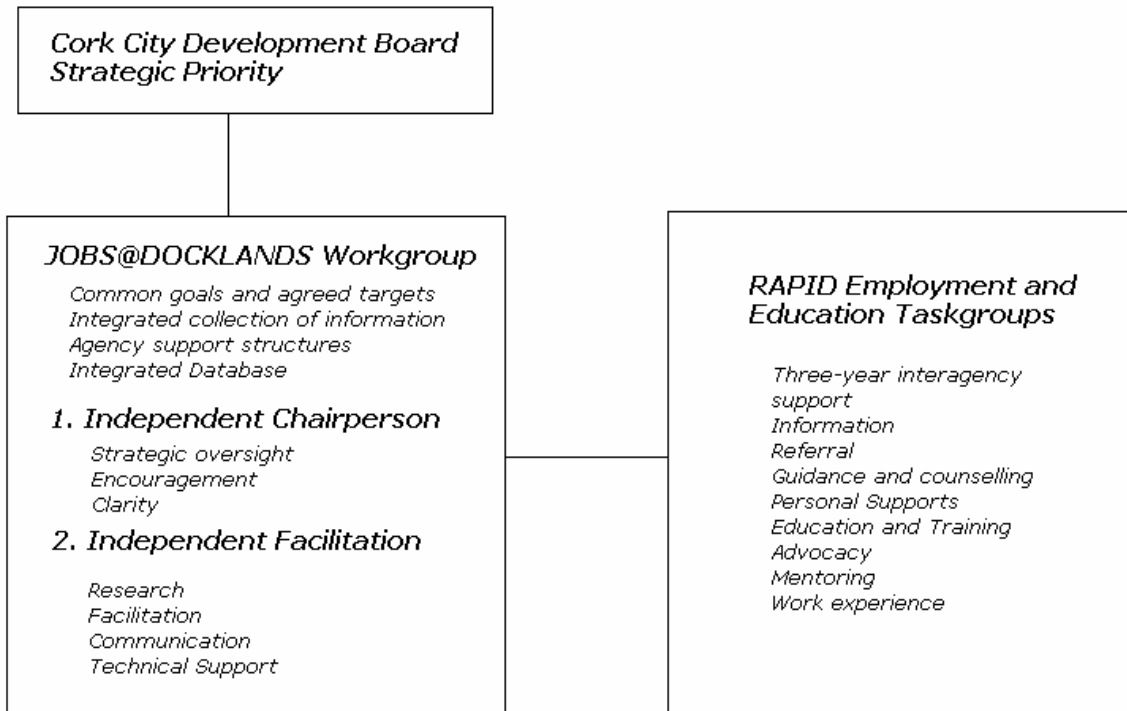
### **5.4. JOBS @ DOCKLANDS – Interagency structure**

JOBS @ DOCKLANDS is designed to establish a co-ordinated approach to providing quality training and employment supports and services to residents of RAPID areas in the City, who are seeking jobs in the Docklands. The structure, illustrated below, will facilitate clear inter-agency protocols and seamless working relationships, with a view to enhancing opportunities for the target group to progress towards desirable employment outcomes.

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<sup>79</sup> *City* in this context refers to signatories (council, institutions and agencies) to the Docklands Employment Strategy.

**F.1. JOBS @ DOCKLANDS interagency structure**



**5.4.1 Lead Agency: Cork City Development Board**

In line with current NDP social inclusion policy and consistent with a motion passed by City Council in July 2007, responsibility for co-ordinating inter-agency collaboration for JOBS @ DOCKLANDS will be assumed by the City Development Board

‘City Council through its leadership of the City Development Board is in a position to develop and deliver a strategic response in partnership with State Agencies. Council approves the report (Unemployment) and endorses the preparation of a co-ordinated local response to long-term unemployment’<sup>80</sup>.

This ties in with a key function of the Board in implementing an integrated strategy for the development of the City<sup>81</sup>.

‘To encourage and promote on an ongoing basis the co-ordination of the activities of the bodies represented on the Board and co-

<sup>80</sup> In motion prepared by City Manager for submission of Social Inclusion Unit report: Employment barriers and the long-term unemployed in Cork. Cork City Council. 2006.

<sup>81</sup> Cork City Development Board. Imagine our Future. Cork 2002 - 2012 Integrated Strategy for Economic, Social and Cultural Development. Cork City Council. 2002.

operation generally between such bodies and interests so as to optimise resources and combined effort for the common good of the community'<sup>82</sup>.

It also ties in with Policy E10 in the City Development Plan, which commits the City to 'facilitating growth in employment opportunities in areas of the city with relatively high unemployment in partnership with other agencies'<sup>83</sup>.

#### **5.4.2. Strategy Management: JOBS @ DOCKLANDS workgroup**

Day to day strategic direction will be provided by the JOBS @ DOCKLANDS workgroup, which will be set up as a sub-committee of the City Development Board. The JOBS @ DOCKLANDS workgroup is the foundation for success and members will demonstrate:

- High levels of commitment to the process whose outcomes are of direct relevance
- Ownership of the process, through direct systematic engagement
- Willingness, by virtue of their seniority, to take decisions
- Willingness to participate despite considerable demands on their time

The workgroup should direct inter-agency efforts by facilitating:

- Common goals and agreed targets for employment
- Clear practices w within institutions to support local responses
- Effective liaison with regional management at institutional level through the City Development Board.
- Integrated collection of information

With a fixed membership of organisational decision-makers and clear ground rules the workgroup will foster an environment of creative problem solving, honest evaluation of outcomes, and effective decision-making. A key function of the workgroup will be to negotiate, on behalf of the City Development Board, service delivery agreements in support of inter-agency working.

Consistent with the approach used in Blanchardstown and other situations outlined in the review section, the workgroup will be independently chaired and facilitated.

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<sup>82</sup> Imagine our Future (2002: Piii)

<sup>83</sup> Cork City Development Plan (2004:p22)

### **5.4.3. Strategy Management: Independent Chairperson**

The use of independent chairpersons is fairly common in Ireland in government agencies such as Comhar and their function might best be described in the words of an independent chair:

'As I have experienced it to date, the role of an independent chairperson is to contribute to the organisation and running of board meetings particularly through building trust and confidence among those involved, paying attention to business, encouraging vision, ideas and strategic thinking...

I suppose, really, the key role of an independent chairperson is to help develop clarity and capacity to change in the board members, the CEO and staff in their respective roles'<sup>84</sup>

### **5.4.4. Strategy Management: Independent Facilitation**

The importance of independent facilitation for success in interagency work is highlighted in the Review section. Independent facilitation is important in terms of de-institutionalising and de-politicising the process and ensuring there are no conflicts of function. An effective facilitation strategy requires four distinct components:

#### **5.4.4.1. Facilitation**

Facilitation is required to engage the public, private and C&V sectors to mobilise the interagency effort. Ideally a facilitator would be appointed to each sector. Facilitation should be independent of any agency. Contracts should be drawn up with the City Development Board and direct reporting lines should be drawn between the Chairperson (and day to day designate<sup>85</sup>) and the contractor.

#### **5.4.4.2. Research**

It is important that the most current, up to date information is available for the Strategy. In keeping with the interagency function (and to avoid the danger of starting in effect another agency) the research function could be assumed by the Social Inclusion Unit, Cork City Council either as a benefit in kind contribution or, preferably,

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<sup>84</sup> Margaret Barry is an 'Independent Chairperson' to two voluntary, national level, network organizations and these comments are taken from an interview that she conducted for a paper: Some Ideas from the Current Experience of an 'Independent Chairperson' for Practitioner Perspectives On Nonprofit Governance. A Centre for Nonprofit Management Publication (2005)

<sup>85</sup>The logical designate is the Director of Community and Enterprise as this Directorate hosts the City Development Board.

given existing workloads through re-sourcing a position for secondment within the Unit.

#### **5.4.4.3. Communication**

Networks require effective and efficient communication flows. A senior project administrator is required to ensure a viable communication flow. It is preferable that this function be operated from the Community and Enterprise directorate in line with support for the City Development Board. This may require a budget allocation.

#### **5.4.4.4. Evaluation**

Periodic evaluation is a critical independent function to ensure that the Strategy is progressing as planned. Financial accountability will be guaranteed through established financial procedures of the lead agency.

Independent facilitation will secure the operational coordination between partners and implementation of programme activities.

- Facilitate the implementation of interagency activities
- Liaise with agencies, facilitate the establishment of protocols, support local task force in their efforts
- Act as an information and resource centre
- Develop informal partnerships; assist in programme design and in obtaining funds.
- Monitor and evaluate progress.
- Coordinate/facilitate workshops.
- Support advocacy and policy development on local training and employment protocols.
- Liaise with relevant stakeholders, national and international, and ensure that best practice ideas and knowledge is shared between partners and that the information obtained from external stakeholders is shared back within the programme.

### **5.5. JOBS @ DOCKLANDS: Local Employment Protocols**

The action research experience in Knocknaheeny, described in Section 2 provides a good insight into the local realisation of a positive strategy. The agreement will be realised in local areas of the City in the form of local employment protocols underwritten by local education and employment task groups in each of the RAPID areas and by local communities. The protocols will cover collaboration in the provision of client supports such as those listed in the table of functions on the previous page and will be defined by the following approach.

- the task is focused and practical (the protocols identify actions for clearly identified community members in a defined geographical area)
- each protocol will have an action plan with a timeframe and deadlines

The functions of the taskgroups centre on participant supports and training:

- Analyse training and development needs, identifying skills requirements and priorities for action
- Identify solutions/delivery mechanisms to meet those needs
- Organise the delivery and implementation of training measures and supports
- Promote collaboration and co-operative activity, sharing of knowledge and the exchange of best practice
- Monitor and measure results
- Feedback to **JOBS @ DOCKLANDS** on the progress, outcomes and impact of network training activities and processes

## **5.6. Cork City Employment Standard**

In line with the City Development Board goal where 'the City will become recognised as a centre of learning nationally and internationally'<sup>86</sup>, a Cork City employment standard should represent collaborative service excellence: recognition of inter-agency collaboration to facilitate three-year supported employment training and placement. The collaborative service excellence award would go to the participating agencies. A parallel City service employment award would go to each individual who successfully achieves the three year supported employment, training and placement. The Award would be recognised by

- Agencies as a successful way of tackling exclusion
- Community members as a passport to jobs, and
- Employers, as a guarantee of employability.

The business case for adopting this approach is to ensure a more productive, better skilled local work force. The inclusion case is that community members will have easier access to employment.

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<sup>86</sup> Cork City Development Board. Imagine our Future. Cork 2002 - 2012 Integrated Strategy for Economic, Social and Cultural Development. (2001)

## **6. Conclusion**

JOBS @ DOCKLANDS is an innovative partnership model and working method to address deeply rooted employment exclusion. Success requires

- the motivation and drive provided by the lead agency
- the openness of participating organisations to change
- Clear formal links between policy (Development Board) and practice (Local taskgroups)
- the value placed by participants on the aims and objectives, and on open and honest communication
- the clarity of both task and process, and of an agreed, time-limited action plan, introduced at the outset
- the high level of ownership, participation and commitment
- the high level of consultation with and involvement of frontline staff