

A Working Life for All Disabled People

The Supported Employment Framework for Scotland

Main Report



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ISBN: 978-0-7559-9241-6 (web only)

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Edinburgh
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Produced for the Scottish Government by RR Donnelley B62948 2/10

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Scotland

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SUPPORTED EMPLOYMENT FRAMEWORK – JOINT FOREWORD

National and local government are committed to creating a more successful country, with opportunities for all of Scotland to flourish. In order to achieve this we need to ensure that people who can work, and want to, are given the opportunity to do so. We know, however, that for many disabled people there continue to be barriers which deny them this opportunity.

To remove these barriers we must be committed to working together and to share the joint vision of a healthier, fairer, smarter and more successful Scotland. Only through partnership working can we make the changes needed to deliver real benefits for those disabled people in our society.

This Framework sets out our shared determination for supporting disabled people, who want to work, into employment. At its heart is the desire to see a more consistent, person-centred approach to supporting those who want to work. It advocates a particular model of supported employment which involves a staged approach of progression for the individual. This will be tested in different areas across Scotland and we will use the lessons learned to inform and shape future practice. The Framework also sets out how we, and the organisations we represent, aim to improve the skills of the workforce, improve standards and quality of provision, and develop sustainable funding proposals.

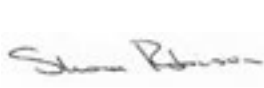
The Scottish Government and COSLA have worked together with a wide variety of partners to develop this framework. We want to record our thanks to all those who participated in the Task Group that supported this process and who contributed their expertise, either through membership of the Group or the workstream groups, or by providing material to support and inform discussions.

The publication of this Framework is an important milestone in an ongoing partnership between the Scottish Government and COSLA. Not only does it mark the culmination of a lot of hard work carried out over the last year, more importantly it represents a starting point for us and our partners in moving towards a more consistent service model of supported employment. We are committed to achieving equality for all and this Framework sets out how we will work together to improve opportunities in the labour market for disabled people in Scotland.



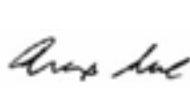
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Minister for Skills and
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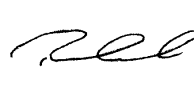
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Executive Summary

Following the publication of the Scottish Parliament's Equal Opportunities Committee report in December 2006, Removing Barriers and Creating Opportunities, the Scottish Government in partnership with the Convention of Scottish Local Authorities (COSLA) and the Scottish Union of Supported Employment (SUSE) set up a strategic Task Group on Supported Employment. The Task Group worked with a broad range of stakeholders on the development of a Supported Employment Framework for Disabled People in Scotland.

This Framework focuses on how Scottish Government policies can help support disabled people into sustainable work in mainstream employment. It recognises that successful implementation must be underpinned by effective partnership working both at a national and local level. Consistency of delivery model, service standards, workforce training and sustainable funding are also crucial to its success. The Framework acknowledges the wider employability context and recognises the UK programmes that are already funded by the Department for Work and Pensions (DWP).

There is also a need to ensure that those who are already engaged in the delivery of supported employment services are adhering to the 3 Principles of Supported Employment.

These are:

-  The job should be in an integrated work place
-  The jobholder is paid the rate for the job
-  All individuals have the right to end their reliance on welfare benefits i.e. reduce poverty.

The Task Group recognised the importance of ensuring that lessons from its work for disabled people¹ are applied to policy and practice which is supporting other vulnerable and disadvantaged people into work. For example, people with multiple complex needs that span health and social care and can lead to limited participation in society. However the primary focus of its work was to provide a framework that supports disabled people through effective interventions into sustainable work in the open labour market. This should help them to realise their potential and to end their dependency of benefits.

¹ As defined by the Disability Discrimination Act 2005 (DDA).

With the aggregate employment rate of less than 50%² for disabled people compared to an overall employment rate of just fewer than 76%³ for the general population, it is clear that not all disabled people are getting access to job opportunities. With an economic downturn and an increasingly tight labour market, it is likely that disabled people will be affected adversely in the labour market. The temptation would be to do nothing and wait for the upturn before disabled people can move up the jobs queue. However, such an approach is not consistent with an inclusive approach and it makes no economic sense to write-off people due to their disability.

Disabled people need the support of agencies more than ever before and given that there is a commitment to joint working this is an opportunity that must not and can not be wasted. Only when we are able to view people for their ability can we begin to fully realise the overall purpose of sustainable economic growth, where all of Scotland's people are able to flourish and realise their potential.

The Framework advocates the use of a staged approach that can integrate with mainstream provision and support individuals who face complex barriers. The challenge is to ensure ownership from Community Planning Partnerships (CPPs)⁴; recognising the contributions of various organisations along the different stages. Many organisations may be equipped to undertake all aspects of the Supported Employment approach but it is possible for it to be successful in a multi partnership approach. However, using the supported employment model may lead to changes in service provision.

Commissioners of services need to determine how they can make the best use of existing funding that can support their clients into activity which can help them move along the employability pathway and closer to work. All of which must, of course, be underpinned by clear informed choices from the individual. This is why the Framework supports the principle of improved quality standards and accredited training for staff that can help them fully develop the necessary skills in supporting some of the most vulnerable people in society.

A scoping exercise on Supported Employment provision undertaken by the Scottish Government's Joint Improvement Team identified the wide variations in service delivery. Services must be aligned to ensure there is a geographic consistency for people to be supported effectively. The changes to current delivery will take time. The Framework recognises this and is keen to adopt and develop a step change.

² Statistics from the Annual Population Survey 2008
<http://www.scotland.gov.uk/Publications/2009/07/28092044/26>

³ Statistics from the Annual Population Survey 2008
<http://www.scotland.gov.uk/Publications/2009/07/28092044/5>

⁴ The Statutory CPP partners are Local Authorities, Health Boards

We must look to raise the standards of service and the Framework intends to introduce a self evaluation process. Initially every organisation delivering supported employment services will be encouraged to undertake self-evaluation to establish how it is meeting the principles of Supported Employment.

Services must also be in alignment with the needs of employers as they ultimately provide the employment opportunity, and the inclusion of employer engagement is seen as vital within the self assessment and job role specifications.

In the longer term the aim would be that the self-evaluations should be subject to peer evaluations but before that can be done the standards need to be embedded and widely used. In the short to medium term the self-evaluations need to be externally evaluated and funders and commissioners of supported employment services should give careful consideration to how they can support organisations to undertake informed self-evaluations.

Much of the current interventions to assist people into employment is driven by DWP and takes the form of specific programmes. The Task Group acknowledged that while there has been substantial investment by both the UK Government and the Scottish Government in employment initiatives, there continues to be challenges in providing support for those furthest from the labour market who have severe disabilities or long-term health conditions. This large and very diverse group of people tend to get caught in the training cycle, rarely making the transition from training into employment. The challenge for them moving into work becomes greater with each unsuccessful intervention, and the Task Group is keen to ensure interventions are consistent and person-centred.

Given pressures on central and local government budgets and reductions and diversifications of European and Lottery funding there is a greater challenge for supported employment services in the future. It is likely that no new money will be available for Supported Employment services. The challenge is to use the money already invested in local employability services, existing Supported Employment services and health and social care services in more effective and creative ways that will target those who have employment as a real aspiration and to enable benefit from the flow back to allow additional released resource into more supported employment provision. It would seem appropriate that Scotland's Framework for Supported Employment should aim to replicate the international level of employment outcomes being achieved, of 50%.

It is therefore crucial that Community Planning Partners take a strategic look at how disabled unemployed people are supported into work and should not rule out investments in supported employment which, at face value, can look expensive, but which will have significant long-term gains. Existing provision can be more effectively developed to achieve better outcomes for both the individuals and the services. It will need an examination of social care service arrangements to ensure

a focus on employment outcomes for disabled people and those with long term conditions.

The responsibility for supporting disabled people into employment cannot be held by a single agency, it must be a collective responsibility of all Community Planning Partners including the Third and Private Sectors. The partnership approach to delivery, coupled with the dynamics of various funding sources is best placed to ensure positive employment outcomes. There are significant business benefits in approaching supported employment in this way as it avoids duplication, reduces bureaucracy and provides a single approach to the individual's employment journey.

This Framework is aimed at Supported Employment provision delivered by Community Planning Partnerships (CPPs), Local Authorities and the Third Sector. The Framework recognises the role of DWP in helping disabled people back into work and aims to complement and add value to DWP programmes. A Framework and set of quality standards already exists for all DWP provision through its contracts with providers so this Framework does not apply to DWP provision.

This Framework seeks to ensure harmonisation within a single local arrangement to ensure most effective use of resources and improved outcomes for both the funders and the individuals seeking employment. A Programme Board will be set up to oversee and support the implementation of the Framework.

Introduction

This document is the Framework for the delivery of Supported Employment in Scotland. It is the outcome from the work of the Supported Employment Task Group set up in response to the recommendations published in the '**Removing Barriers and Creating Opportunities**',⁵ Report following the Inquiry into Disability by the Equal Opportunities Committee of the Scottish Parliament in December 2006.

The Framework focuses on supporting individuals who have a disability or a long term health condition as defined by the Disability Discrimination Act⁶ or relevant legislation who need additional support to get into work. While it is not primarily aimed at other disadvantaged and vulnerable individuals affected by barriers to employment, it is recognised that the approach is applicable and beneficial to people who need additional support to find work but who may fall outwith the definitions of the legislation.

It has been designed to be used at a national and local level by all organisations who deliver Supported Employment services. The purpose is to ensure consistency of the model for delivery, consistency of service standards, workforce training and funding approaches as well as clarity about its fit within mainstream employability services.

The aim is that all delivery organisations work towards aligning with the framework including the service model, the standards and the self-evaluation arrangements. There are clear outcomes in terms of jobs secured and the sustainability of the employment that needs to be achieved as well as ensuring the service is delivered by a competent and trained workforce. Department for Work and Pensions (DWP) Work Choice providers will work to the standards and outputs agreed within the DWP contract. The aim is for paid work in open employment to be a reality for all citizens in Scotland. To make this happen Supported Employment needs to be embedded in society as a whole and employment as an outcome must be an integral part of all policies addressing the needs of disabled people and those with long term health conditions.

***“ I’ll count my health my greatest wealth,
Sae lang as I’ll enjoy it;
I’ll fear nae scant, I’ll bode nae want,
As lang’s I get employment.”***

Robert Burns, Here's To Thy Health

⁵ Removing Barriers and Creating Opportunities

<http://www.scottish.parliament.uk/business/committees/equal/reports-06/eor06-02-Vol01-00.htm>

⁶ Disability Discrimination Act 2005

http://www.direct.gov.uk/en/DisabledPeople/RightsAndObligations/DisabilityRights/DG_4001068

Supported Employment Background

Supported Employment originated in North America. It was an approach which was developed in the 1970's to assist people with significant learning disabilities to access ordinary employment and is now recognised as an effective model⁷ of service for other excluded groups such as people with mental health issues and those with long term health conditions and complements other approaches such as the Individual Placement and Support Model (IPS).⁸

Supported Employment promotes the model of “place and train”. “Place and train” recognises that for many people learning on the job is an effective model with a key element of this being the building of natural supports in the workplace and backs this up with the skills of a Job Coach⁹ who provides well structured support to the service user and potential employer to find and retain a job. This support in the main includes identifying the skills, preferences and experiences of the individual and matching this with potential employers, which along with work trial opportunities helps to determine the type of employment that is best suited to the individual.

The Employment Support Worker is then involved in job searching and when employment is accessed they provide training in the workplace. Onsite training continues to the point where the service user and the employer are satisfied that the duties of the post can be discharged without the day to day intervention or assistance of the Employment Support Worker. The length of on the job support is determined to an extent by some of the natural work place supports which become available from colleagues.

Supported Employment is recognisable by a clear 5 stage process¹⁰:-



⁷ European Union of Supported Employment <http://www.euse.org/>

⁸ IPS Model http://www.socialinclusion.org.uk/work_areas/index.php?subid=12#section007

⁹ Job Coach - The term ‘Job Coach’ continues to be used but a range of other terms have also emerged however for the purpose of this document the generic term of ‘Employment Support Worker’ has been used to take account of the variations.

¹⁰ European Union of Supported Employment <http://www.euse.org/>

1. Engagement by Supported Employment Service

This is the first stage of the process and involves getting to know the individual and providing accessible information and opportunities for experiential learning, to help them make informed choices about whether they wish to use the Supported Employment method for getting a job.

2. Vocational Profiling

This involves undertaking detailed exploration with the individual (and others as appropriate) to discover and identify their skills, attributes, strengths and weaknesses as well as choices and preferences. This information is compiled to give a profile of employment related information identifying the tasks and type of work the person could be expected to undertake.

3. Job finding

The job finding stage focuses on identifying a suitable employer and job which matches with the individual's vocational profile. It can require a range of approaches and methods as well as significant negotiation with the employer, the Supported Employment organisation and the individual. It could also include time limited use of job tasters.

4. Employer Engagement

At this stage the detail of skills wanted by the employer, the skills the individual brings and expectations on both parties are clarified. It addresses terms and conditions, hours of work, support required by both the individual and the employer and other such work related matters. Employers will also benefit from guidance regarding reasonable adjustment in the workplace from the Job Coach or Employment Support Worker.

5. On/off job support

This is the amount of support given to the individual to assist them to learn and perform effectively in the work and being part of the work team. The professional support provided by the Supported Employment Organisation should over time decrease with the natural support of work colleagues increasing and in due course replace the professional support. Support is also provided to the employer to address and meet their needs during this process.

The job is not an end in itself. Individuals should be able to access continuing assistance for career progression and the further acquisition of skills through their employer, relevant learning providers and Skills Development Scotland.¹¹ Skills and

¹¹ Skills Development Scotland <http://www.skillsdevelopmentscotland.co.uk/>

support around financial capability and inclusion are particularly vital in transition periods.

Supported Employment is guided by the three main principles below:

- The job should be in an integrated work place;
- The jobholder is paid the rate for the job; and
- All individuals have the right to end their reliance on welfare benefits i.e. reduce poverty

The Scottish Position

In Scotland, Supported Employment has evolved without any overarching framework and consistent funding arrangement. This was indicated in a Scoping Exercise¹² carried by Consultants from the Joint Improvement Team¹³ (JIT) across the 32 Local Authorities. It highlighted a range of activity being carried out under the auspices of Supported Employment with some providers delivering voluntary work, permitted work or work placements while others provide training for work with few providers operating the principle of full time work over 16 hours per week and holding consistently to the staged model.

This range in outcomes is to a large extent influenced by different variables attached to the service providers. For example, securing voluntary or unpaid employment may be seen as an acceptable outcome target depending on the funding source and commissioning arrangements. It can be both an incentive and a disincentive in the pursuit of real jobs but voluntary work or unpaid employment does not fit with the principles of Supported Employment or its outcomes.

Regardless of the outcome targets, a substantial number of service providers tended to rely on the options of voluntary work and permitted work, which for some has become standard operational practice. This is further compounded by commissioners/purchasers who endorse it by being unclear of the appropriate outcomes of the Supported Employment model of service.

Among some Supported Employment service providers, there is often a misconception of a 'benefits barrier' which prevents people from working more than 16 hours per week.

¹² Scoping Exercise: available at:
<http://www.employabilityinscotland.com/supportedemployment.aspx>

¹³ Joint Improvement Team <http://www.jitscotland.org.uk/>

However, one leading Council's¹⁴ Supported Employment service operates on the principle of work of more than 16 hours per week. The service has documented figures endorsed by Cardiff University¹⁵ that, on average, their service users are £124 per week better off in employment and are assisted to achieve this by maximising in work incentives through the tax credit system.

Challenges

There are often low expectations associated with people who need additional support and whether they can gain full-time employment. This lack of aspiration can often come from a lack of confidence and limited staff training. Challenges around funding can also be a contributory factor.

Some Supported Employment provider organisations take the view that by providing a range of service outcomes they are catering for individual choice. It is important to recognise that personal choice and preference have to be accommodated in the delivery of services but unless distinction is made between full-time work, and other work related activities which could be classified as being experiential or therapeutic, there will be ongoing confusion and a lack of understanding in service objectives and outcomes for Supported Employment.

This lack of clarity and confusion across the country was recognised by the Equal Opportunities Committee of the Scottish Parliament during the enquiry into disability in 2006 and a number of recommendations were made¹⁶. Three recommendations of particular importance to addressing the Supported Employment situation in Scotland were:-

Recommendation 11: That the current short term funding and post code lottery of support mechanisms to obtain employment for disabled people should be replaced by a strategic and coordinated approach with long term funding.

Recommendation 24: That the Scottish Government establish a national framework for Supported Employment of disabled people in Scotland.

Recommendation 34: That the Scottish Government should work with Local Authorities and COSLA (Convention of Scottish Local Authorities) to establish the most appropriate method of funding the Supported Employment framework.

The cross cutting nature of Supported Employment and delivering on the recommendations demands it be seen within the context of the Concordat

¹⁴Supported Employment <http://www.northlanarkshire.gov.uk/index.aspx?articleid=5124>

¹⁵ Beyer, S. (2008) An evaluation of the outcomes of Supported Employment in North Lanarkshire. Welsh Centre for Learning Disabilities, Cardiff University

¹⁶ Equal Opportunities Committee Recommendations
<http://www.scottish.parliament.uk/business/committees/equal/reports-06/eor06-02-Vol01-01.htm#Summary>

Agreement between COSLA and the Scottish Government¹⁷. The contribution of Supported Employment to national and local outcomes would benefit from consideration in the context of Single Outcome Agreements with Community Planning Partnerships, however whether this features in the SOA itself or in the supporting activity is a matter for each CPP.¹⁸ The role of the local authority in this Partnership to bring about change is crucial, as people who would benefit from Supported Employment services are often dependent on the services of the local authority or its providers and in receipt of state benefits. This encompasses the need to shift from traditional models of service for people to personalised and income generation approaches.

Developing the Framework

In response to the Equal Opportunities Committee, COSLA and the Scottish Government agreed a joint paper on Supported Employment¹⁹ and organised the governance structure and process to deliver the Supported Employment Framework for Scotland.

This consisted of a Supported Employment Taskforce Group (Appendix 1) chaired by Councillor Ronnie McColl, COSLA Health and Wellbeing Spokesperson. Three workstream sub groups were established to tackle the challenges raised by the recommendations from Equal Opportunities Committee.

These groups were:

- Standards in Quality Improvement and Regulation
- Staff Training and Qualifications
- Finance and Implementation

In order to establish baseline information and to advise and inform the main Task Group and the associated workstream groups a significant Scoping Exercise was undertaken by Consultants from the Joint Improvement Team (JIT). This involved:

- Carrying out an on-line questionnaire across all 32 Local Authorities
- Undertaking in depth studies to gather information from 5 key Local Authority areas which reflected urban, rural, city and areas with a large geographic spread consistent with the diverse Scottish geography.

¹⁷ The Concordat <http://www.scotland.gov.uk/Publications/2007/11/13092240/concordat>

¹⁸ Single Outcome Agreements

<http://www.scotland.gov.uk/Topics/Government/local-government/SOA>

¹⁹ Joint Paper www.cosla.gov.uk/attachments/.../hr080903item09appendix2.doc

To set the direction for the work each workstream created a position paper and highlighted the issues to be considered as well as what the group needed to achieve. These achievements have shaped this report and are also outlined below:-

Standards in Quality Improvement and Regulation Workstream

This workstream group focused on delivery of Supported Employment across the country being fragmented and uncoordinated. It is driven by a variety of funding arrangements and there are no consistent standards to which organisations or staff work.

The workstream identified the challenging questions as:-

- What standards would be applied to Supported Employment in Scotland?
- What Supported Employment provision should be regulated?
- How would quality standards in Supported Employment be applied and monitored?

It produced a Quality Standards Framework (Appendix 2) for Supported Employment Services in Scotland which is discussed in section 4 of this document.

Staff Training and Qualification Workstream

This workstream group identified the lack of standards, regulation and guidelines for Supported Employment as impacting significantly on the workforce which has led to the lack of a consistent or coherent approach to staff training or development.

They identified the challenging questions as:-

- What are the skills required to be an employment support worker?
- What qualifications/competencies are necessary to be an employment support worker?
- What training is currently available and is it fit for purpose?
- What training/competencies are required to develop the skills of an employment support worker?

The workstream produced:-

- A generic person specification for the post of Employment Support Worker. (Appendix 3)
- A generic job description for the post of Employment Support Worker. (Appendix 4)

- Qualifications/training/competency requirements for an Employment Support Worker.
(Appendix 5)

Finance and Implementation Workstream

The Finance and Implementation workstream recognised the impact on Supported Employment services and the new commissioning approach and reform of national programmes by the Department for Work and Pensions (DWP)²⁰. The group understood the instability faced as a result of short term funding arrangements and the associated 'post code lottery' culture that had developed across the Supported Employment sector. It confirmed the need to look at the funding investment in other areas, particularly social and health care which could be used to assist people's journey into employment.

The workstream identified the challenging questions as:-

- What is the optimum Supported Employment service delivery model, reflecting inputs from different sectors?
- What are the costs in operating a Supported Employment service, taking into account different delivery capacities and local area conditions so an accurate and informed comparison can be made with alternative services such as day care provision or NHS based healthcare?

The workstream explored how to:-

- Implement, maintain and sustain a consistent Supported Employment service for disabled people facing more significant barriers in taking up and sustaining employment, across a diverse range of funding streams
- Adequately resource specialist Supported Employment services within the mainstream service structure and recognise the value of resource elsewhere in the individuals employability journey
- Advise on better aligning new DWP programme commissioning and delivery practices with established Local Authority and voluntary sector based services
- Inform and support more joined up funding activity to achieve the above

The results of this workstream group, like the others are reflected throughout this document and are the basis of the solutions to some of the current challenges.

Workstream Summary

²⁰ DWP Commissioning Strategy 2008 <http://www.dwp.gov.uk/docs/cs-rep-08.pdf>

This Supported Employment Framework '***A Working Life for All Disabled People***' has largely been informed by the work of the Supported Employment Task Group and the individual workstream groups in response to the Equal Opportunities Committee recommendations. The members of the Taskforce Group and workstream groups explored and debated the issues surrounding Supported Employment services.

This Framework has been produced in recognition of best practice, to ensure consistency of service standards, training, workforce and approaches to funding as well as the need to place Supported Employment within mainstream employment services and recognise its unique contribution in supporting disabled people into paid employment.

Section 1: Context and Environment

The Scottish Government has a single Purpose - to create a more successful country where all of Scotland can flourish through increasing sustainable economic growth. Participation is a key target for the Scottish Government and improved labour market participation is a key driver of economic growth. Increasing the number of people in employment adds to the productive capacity of the economy and makes better use of the potential of the people of Scotland. It also contributes to improved standards of living for those moving into employment and supports a more equitable distribution of the benefits of growth.

This Framework sets out how disabled people will be supported to increase their participation in the labour market, taking account of existing Scottish Government and UK Government policies that currently support disabled people and contribute to the employability of disabled people.

The Policy Context

In 2006 the then Scottish Executive published '*Workforce Plus: an Employability Framework for Scotland*²¹' and '*More Choices, More Chances: A Strategy to Reduce the Proportion of Young People not in Education, Employment or Training in Scotland*²²'. Both these frameworks along with '*Healthy Working Lives*²³' and '*Equally Well*²⁴' set out the importance of partnership working in improving employability services, job opportunities, tackling the barriers to employment for those furthest from the labour market and in doing so helping to address the existing health and other inequalities in Scotland.

*Achieving our Potential*²⁵ the Government and COSLA framework to tackle poverty and income inequality in Scotland identifies the vital nature of employment as a route out of poverty. Evidence connecting people with multiple and complex needs with those most likely to be living in poverty is comprehensive.

In 2007/08, 38% of children living in a family with a disabled adult were in poverty compared to 16% of children in a family without a disabled adult.

The employment rate for people with a disability in 2008 was 48.1%. However, there is considerable variation in the employment rates for different health problems or disabilities such as people with diabetes, severe disfigurement, skin problems or difficulties in hearing have employment rates much closer to the overall rate for

²¹ Employability Framework <http://www.scotland.gov.uk/Publications/2006/06/12094904/0>

²² More Choices More Chances <http://www.scotland.gov.uk/Publications/2006/06/13100205/0>

²³ Healthy Working Lives <http://www.scotland.gov.uk/Publications/2004/08/hwls/0>

²⁴ Equally Well Plan <http://www.scotland.gov.uk/Publications/2008/12/10094101/0>

²⁵ Achieving our Potential <http://www.scotland.gov.uk/Publications/2008/11/20103815/0>

Scotland (75.6%). However, people who have depression or severe learning difficulties have very low employment rates (24.7% and 17% respectively).

Around 28,000 veterans in Scotland are known to be out of work; over half of them have long-term illness or disability and 20% of these have multiple conditions.

The policy imperative to address poverty and income inequality is further reinforced by the UK Child Poverty target to eliminate child poverty by 2020, and the Scottish Government Solidarity purpose target to increase the proportion of income received by the poorest 30% of households by 2017.

*The 'Same as You'*²⁶ and the *Working for a Change Report*²⁷ which were produced in response to the national review of services for people with learning disabilities challenges Scottish local authorities to develop a range of employment opportunities for people with a learning disability. It highlights the best practice of getting jobs in ordinary work settings with the same pay and conditions as other staff doing the same job. The employment rate in Scotland for people with any kind of learning difficulty lags at least 50% behind the general population²⁸.

More recently *'With Inclusion in Mind'*²⁹ highlighted that people who enter mental health services are at an increased risk of losing their job, their friends and their home, which can lead to segregation and isolation. It recognises the need to invest in job retention and other early intervention initiatives to stop the erosion of these roles and relationships. The employment rate in Scotland for people with any kind of mental health problem it is 65% behind the general population³⁰.

Legislative changes as reflected in *The Mental Health (Care and Treatment) (Scotland) Act 2003*³¹ made new demands on Local Authorities for ensuring assistance for adults with mental health difficulties in obtaining and in undertaking employment further endorsing the positive outcomes and benefits of being in work.

²⁶ The Same As You <http://www.scotland.gov.uk/Topics/Health/care/adult-care-and-support/learning-disability/Resources/sameasyou>

²⁷ The Working for a Change Report
<http://www.scotland.gov.uk/Publications/2003/12/18575/29596>

²⁸ Data on working age employment rate from the Annual Population Survey, Scotland, 2004. Figures show that only 4% of people with learning disabilities are in open employment and many of them work for less than 16 hours a week.

²⁹ With Inclusion in Mind <http://www.scotland.gov.uk/Resource/Doc/200490/0053601.pdf>

³⁰ Data on working age employment rate from the Annual Population Survey, Scotland, 2004.

³¹ Mental Health Act http://www.opsi.gov.uk/legislation/scotland/acts2003/asp_20030013_en_1

Employment is also central to the Scottish Government's broader approach to disability equality. A distinct part of the public sector duty to promote equality for disabled people (covered by the Disability Discrimination Act 2005) requires Scottish Ministers to report on progress towards disability equality not only within the Scottish Government but across the wider public sector. In November 2008, the Scottish Government published six portfolio reports on progress towards disability equality, and a seventh report which suggested priority areas where Ministers should take action to co-ordinate activity across the public sector. One of the priority areas was 'employability' – helping disabled people to find and sustain paid employment. And the other four areas – reducing poverty, transitions from school and independent living are all closely related to employment. The Scottish Government will shortly publish a report setting out how it will progress these four priority areas, and this framework for Supported Employment will be presented as a key part of our approach. Employment also has a key role to play in promoting independent living for disabled people and this is a key priority for the Scottish Government.

Skills Development Scotland, established in April 2008,³² has been created by the Scottish Government to work in partnership with others in an ambitious drive to change the way in which the people of Scotland learn, develop and use their skills and to help the businesses and organisations of Scotland to put these skills to most productive use.

The Scottish Government shares a common agenda with the UK Government to promote economic growth and sustainable development, reduce disadvantage and inequality and to end child poverty. The Scottish Government officials work together with the UK Government's to help and support everyone who wants to return to work.

Welfare Reform

The UK Welfare reform approach from the Department for Work and Pensions (DWP) focuses on reducing poverty, reducing the number of people not in work and aims to achieve an 80% employment rate. The *Welfare Reform Bill*³³ proposes to reform the welfare and benefit system to improve support and incentives for people to move from benefits into work.

We agree that this is no time to withdraw the support for those further from the labour market and are keen to work with DWP to make sure that the people of Scotland get the support they need to move into work and out of poverty. Additional support for disabled people is particularly welcome.

The DWP White Paper marked the next stage of UK welfare reforms – moving towards a system that offers more support but that expects more in return. We

³² Skills Development Scotland <http://www.skillsdevelopmentscotland.co.uk/>

³³ Welfare Reform Bill <http://services.parliament.uk/bills/2008-09/welfarereform.html>

believe this is the right approach – helping people to develop their skills, make the most of their talents and build a better life for themselves, their families and their communities. And it is also the right approach for Britain – the key to becoming a fairer, more prosperous and more inspirational nation.

The current benefits system provides a safety net for people in need, but its complexity can act as a barrier to employment and undermine a smooth and certain transition into work. Its complexity also makes it more difficult for our staff to deliver a service focused on employment. DWP want to transform this system into one that is simpler, clearer and more empowering; concentrating people's minds on their future job rather than their current benefit.

The reform will require consideration and activity to focus on what work a person can do as well as improvement in the health of those out of work – so that everyone with the potential to work has the support they need to do so.

*The Right to Control*³⁴ which is part 2 of the Reform Bill focuses on providing greater choice and control for disabled adults over the support they receive from the state and in doing so shifting the balance of power to the individual away from the state.

In Scotland Self Directed Support³⁵ enables individuals who are eligible for a service, to have the resources allocated transferred to them in the form of an individual budget, as a payment directly to enable them to purchase the support they need from a variety of sources. This offers the individual more choice, control and flexibility over its use in meeting the specified outcomes in their support plan.

The funding can be used to support a range of activities to maximise independence including supporting the individual into education or into paid employment. The use of Self Directed Support in this way is key to supporting disabled people into paid employment and can through promoting economic activity promote inclusion, contribute to a more fulfilled life and generally benefit the economy.

While driven by economics and the aspiration for reducing dependency on state benefits, there is also clear evidence to suggest significant social returns on investment in employment which maximise further the economic benefits of this investment.

The recent Dame Carol Black Review of the health of Britain's working age population: Working for a Healthier Tomorrow³⁶ (2008) gave strong evidence that confirmed being in employment is generally good for physical and mental well-being.

³⁴ The Right to Control http://www.odi.gov.uk/working/right-to-control.php?utm_source=Google&utm_medium=PPC&utm_campaign=Right+to+Control&utm_term=the+right+to+control&gclid=CI-NvKangJ0CFZQA4wod9VRz1A

³⁵ Self Directed Support <http://www.scotland.gov.uk/Publications/2008/05/30134008/0>

³⁶ Working For A Healthier Tomorrow <http://www.workingforhealth.gov.uk/documents/working-for-a-healthier-tomorrow-tagged.pdf>

Not being in work is associated with poorer physical and mental health and well-being. It is recognised that work can be therapeutic and that overall the beneficial effects of work outweigh the risks of work for the majority of people including many disabled people and those with long term health conditions. This report has provided valuable evidence on the health of the working age population.

Promoting Employment

There has also been a number of employment programmes and policy initiatives across the UK aimed at supporting people into and retaining employment. Significant effort has been made to address the particular needs of those furthest from the labour market however there remain substantial barriers for disabled people or those with long term health conditions who are substantially under-represented in the Scottish workforce.

*'Improving Life Chances of Disabled People'*³⁷ has employment as a key feature which recognises the need for disabled people to get help to access work and stay in work. It recognises that disabled people often need help to increase their skills for work and benefit from case managers supporting them through the process of finding and keeping work.

The Scottish Government's approach to promoting independent living for disabled people³⁸ announced by the Minister with responsibility for equalities in 2008 embraces principles of citizenship, advocates for the personalisation of services and promotes tackling barriers that prevent access to all aspects of daily and public life in Scotland, including employment. While this programme of work is currently at an early stage, its approach is complementary to the Supported Employment Framework for Scotland.

The employment rate in the U.K. in July 2009 was 73.3% with the Scottish figure being 74.6% but the employment rate for disabled people was only 48%³⁹ which clearly confirms the scale of the challenge⁴⁰

The current global economic downturn and its impact on the Scottish Economy make this challenge even greater at the present time. The Scottish Government is committed to ensuring that disabled people are equipped to compete in the labour market. It recognises the additional challenges in the current economic situation but

³⁷ Improving Life Chances of Disabled People

<http://www.cabinetoffice.gov.uk/media/cabinetoffice/strategy/assets/disability.pdf>

³⁸ Review of Independent Living

<http://www.officefordisability.gov.uk/docs/wor/ind/ilr-executive-report.pdf>

³⁹ Employment Rate Source Labour Force Survey ONS

<http://www.scotland.gov.uk/Publications/2008/06/25095306/8>

⁴⁰ Valuing Employment Now: real jobs for people with learning disabilities

http://www.cabinetoffice.gov.uk/media/217088/coi_real_jobs.pdf

is still determined to set in place a Framework that will provide better job outcomes for disabled people.

The National Performance Framework

The National Performance Framework⁴¹ in Scotland, underpinned by National Outcomes will ensure a more successful country, with opportunities for all of Scotland to flourish through increasing and sustainable growth. The 5 strategic objectives are for Scotland to become:-



The 15 National Outcomes have 45 National Indicators and the Single Outcome Agreements⁴² between the Scottish Government and Community Planning Partnerships set out how each will work in the future towards improving outcomes for the local people in a way that reflects local circumstances and priorities, within the context of the [Government's National Outcomes](#) and [Purpose](#).

The diagram below outlines this outcome based approach.



⁴¹ The National Performance Framework
<http://www.scotland.gov.uk/Publications/2007/11/13092240/9>

⁴² Single Outcome Agreements <http://www.scotland.gov.uk/Topics/Government/local-government/SOA>

Local Authorities consider their own local priorities and deliver local outcomes consistent with the National Outcomes to meet the Strategic Objectives. The National Outcomes relating to Community Care are of particular relevance here are:

- Improve health;
- Improve well being;
- Improve social inclusion;
- Improve independence and responsibility.

Local Authorities should aim to be more explicit about their plans for Supported Employment services within their employability structure locally. They should consider reflecting them in their Single Outcome Agreement or the supporting 'below the waterline' plans. The overall aim is to:-

- Maximise the independence of individuals through employment and becoming economically active;
- Reduce the demand on local services with subsequent savings to Local Authority Budgets;
- Reduce dependency on State Benefits, with consequential savings to the Exchequer;
- Expand the pool of labour and reduce the recruitment costs for businesses and employers;
- Build a more diverse workforce; and
- Reduce the role of carers.

What we want the Framework to do

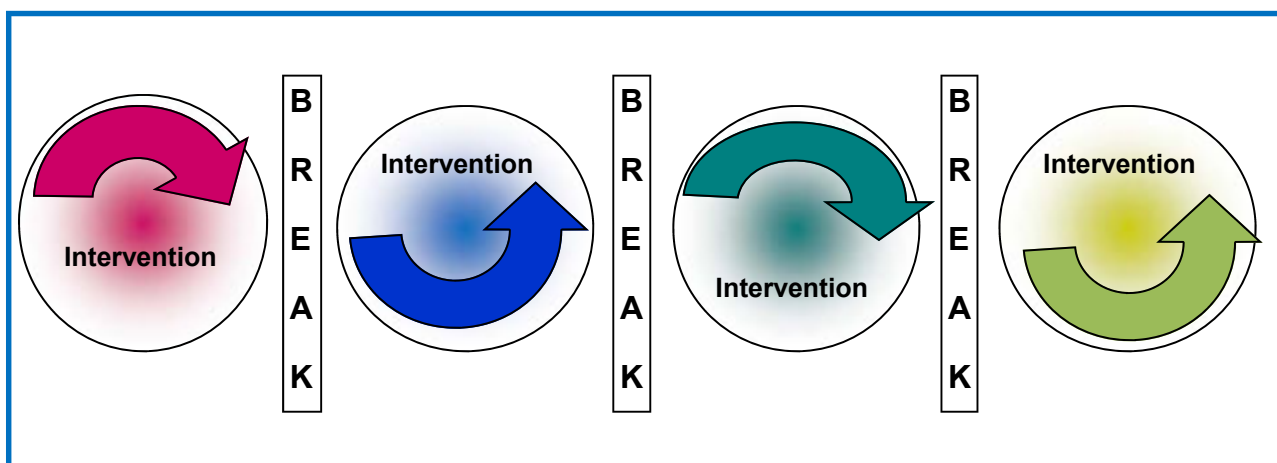
Most of the current activity for assisting people into employment is driven by the DWP and takes the form of specific programmes. There has been significant investment by both the UK Government and the Scottish Government in employment initiatives. The Scoping Exercise carried out confirmed that there was still a gap locally in services for disabled people and those with long-term conditions who needed additional support into employment.

This Supported Employment Framework for Scotland is aimed at targeting those individuals and providing the mechanism necessary to support their move to employment in a systematic and effective way.

Anecdotal evidence suggests that many existing programmes and services are not equipped to provide support for those furthest from the labour market who have severe disabilities or have long-term health conditions due to the standard approaches in use. This large and very diverse group of people tend to get caught in the training cycle rarely making the transition from training to employment and with each unsuccessful intervention the challenge for them moving into work becomes greater.

The Training Cycle

The level of employability can often decrease with each unsuccessful intervention as the individual takes on the role of 'professional trainee' rather than active job seeker



The Supported Employment Pathway and Funding

The Supported Employment staged pathway is practiced by some local authorities and a wide range of Third Sector services but has no formal status in the context of Government-funded programmes and is not perceived as integral to the national strategy for supporting people into employment.

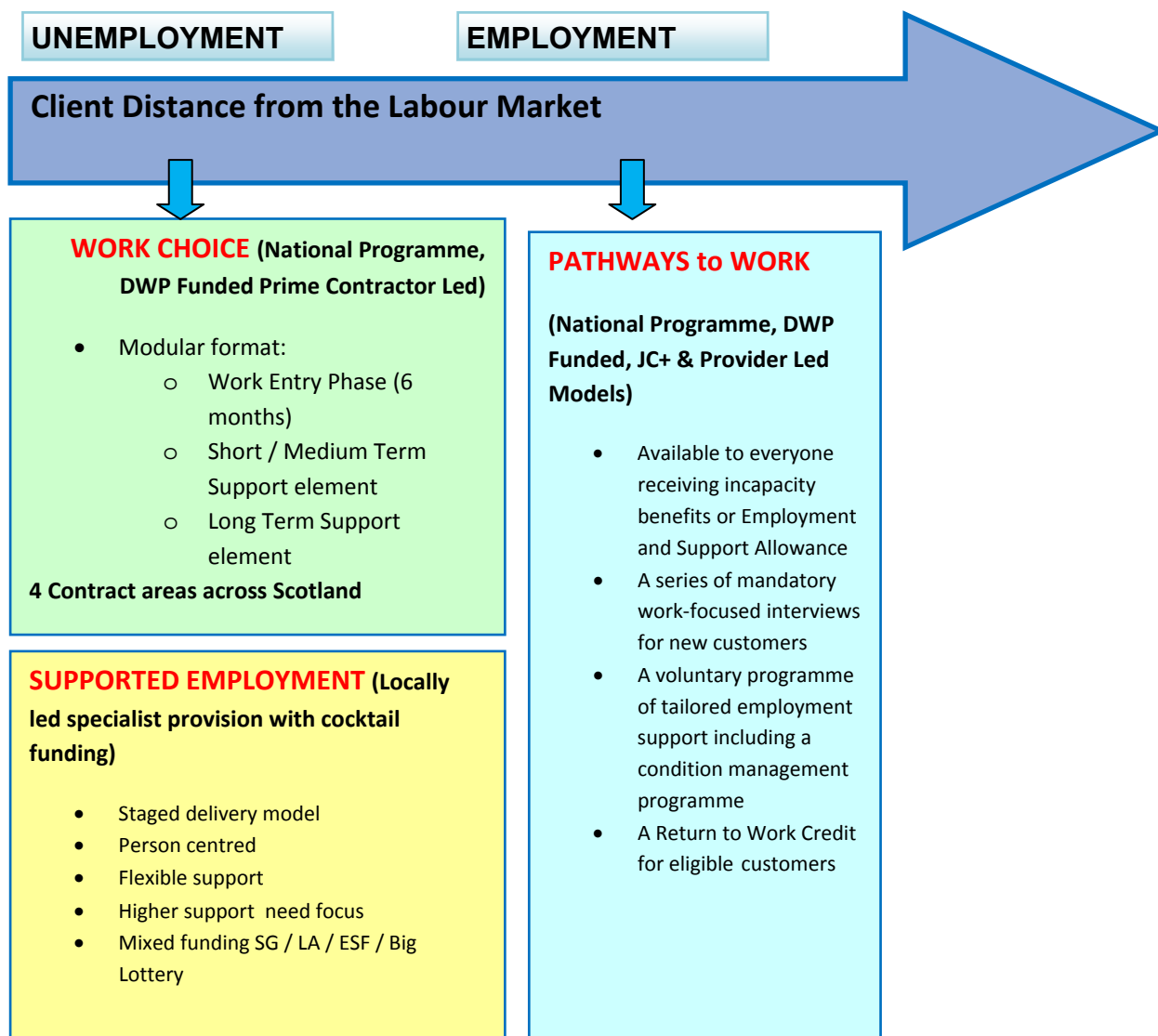
The variability of funding streams, this lack of an agreed common approach, and the need for greater strategic buy-in has contributed to the ad-hoc way in which Supported Employment has evolved across Scotland outwith any overarching strategic plan as described in the Scoping Exercise.

Funding of Supported Employment is generally short-term, target-driven and unsustainable. It tends to be European Social Funds, The Big Lottery or grant-giving trusts. This cocktail of funding often within a single service, was confirmed by the Scoping Exercise which was undertaken. It also highlighted how this funding situation affects sustainability, makes long term planning difficult and the future of many services uncertain.

The current funding sources have however endorsed the Supported Employment person-centred and staged approach. They recognise the specialist nature of support that is needed to find and keep a job.

Pressure on local authority budgets, reduction in European Social Funding options, and the focus of Lottery Funds on other causes creates additional funding challenges for Supported Employment services. Furthermore plans by the DWP through improving Disability and Employment Services Programme, known as Work Choice, which will replace WORKSTEP, Work Preparation and Job Introduction Schemes, has also created new challenges and opportunities for Supported Employment Services.

From October 2010 DWP will introduce the new Work Choice Programme and this will help disabled people find supported employment of 16 hours per week plus. It will also help some disabled people progress into unsupported employment as set out in the diagram below:-



Work Choice Programme

The new Work Choice programme will have 4 Prime Contract areas and providers across Scotland⁴³, who will be subject to stringent quality requirements. Providers delivering Work Choice will be required to deliver a quality service to individual customers. The DWP Quality Framework sets out the approach to maintaining and improving quality in all DWP contracted employment provision. This includes the requirement for Work Choice providers to continuously self-assess across the whole of their supply chain and to report this activity annually.

Work Choice providers will also be subject to independent external inspection, to give an independent public account through the Secretary of State for Work and Pensions, that providers are delivering a quality service to individual DWP customers. This includes all provision delivered within the Work Choice contract. External inspection will be undertaken by Ofsted in England, Estyn in Wales and Her

⁴³ Flexible New Deal Preferred Bidders Contract Areas
<http://www.dwp.gov.uk/docs/fnd-preferred-suppliers-final.pdf>

Majesty's Inspectorate of Education (HMIE) in Scotland. DWP views external inspection as playing a key part in improving the quality of its contracted employment provision by identifying strengths and weaknesses as well as highlighting good and poor practice. Inspection will focus primarily on the experiences of individuals using an inspection framework which will provide the focus for inspection.

The Shared Agenda

In addition to this, the context of Workforce Plus: the Employability Framework for Scotland, the National Outcomes Framework and the Single Outcome Agreements provides an opportunity for drawing together on a practical level the health, social care, economic development and regeneration agendas to ensure better outcomes for people and more effective use of all resources in Scotland.

Effective partnership working, requiring strong leadership, where Community Planning Partnerships have a crucial role to play is key if we are to achieve employment as a reality for individuals.

The National Minimum Information Standards⁴⁴ for shared assessment requires local authorities and Health Partners to consider employment issues and individual's interests in employment opportunities as part of their shared community care assessment. As part of the carers' assessment they must also consider with the individual if caring responsibilities are affecting the carer's ability to retain their employment.

The Supported Employment Framework for Scotland should be owned and driven by the Local Authority on behalf of Community Planning Partners and together with Health Services lead by example.

Furthermore employment must be embedded in all policies addressing the needs of disabled people or those with long term health conditions and be explicit in the context of personalisation which has its roots in inclusion.

⁴⁴ National Minimum Information Standards
<http://www.scotland.gov.uk/Publications/2007/12/13130738/0>

Context and Environment - Conclusions

- To ensure the framework has maximum impact, there is a need to raise awareness about the contribution Supported Employment can make to economic growth, to employment, to social inclusion and to the health and wellbeing of disabled people.
- Supported Employment should be seen by Local Authorities and its partners as a valued and integral part of local mainstream employment services.
- Consideration should be given to the role of supported employment in improving employment outcomes within the context of Single Outcome Agreements.
- Local authorities should work with Community Planning partners to develop supported employment pathways, to ensure individuals are not caught in a 'training cycle' but make the transition from training to paid employment.
- The Supported Employment staged pathway is recognised as best practice and should be used by Community Planning Partnerships, Local Authorities and other providers of supported employment.

Section 2: What is Supported Employment and how is it delivered?

Supported Employment is a model of service which can clearly interface with other employability services. The aim of supported Employment Services is to provide a job in mainstream employment. Other “**employability**” services do not always have work as a goal therefore, it is important to bring clarity to this.

Workforce Plus – an Employability framework for Scotland defines employability as:-

"..... the combination of factors and processes which enable people to progress towards or get into employment, to stay in employment and to move on in the workplace."⁴⁵

This principle involves a variety of agencies and organisations working together to help disabled people move into paid work. Supported Employment, if it is to become part of this process, needs to be clearly defined and fit into the wider employability pathway for disabled people. This will help to establish it as a viable and effective intervention in addition to mainstream services.

The Basis of the Framework

This framework is based on a systematic joined-up approach and is targeted primarily at disabled people and those with long term health conditions as defined in the *Disability Discrimination Act*, who are furthest away from the job market and need additional support to gain and retain work. It aims to assist people to move off welfare benefits, reduce or remove their reliance on statutory services and increase their disposable income, and in doing so, to increase social inclusion, informal supports and maximises opportunities for independence with an associated reduction in local authority spend.

One of the strengths of the Supported Employment delivery model is the consistent and staged approach to the individual's employment journey which follows through from beginning to end with personally tailored on and off job support and aftercare⁴⁶. While this is usually provided by a single organisation, the model can be provided as a single service across more than one organisation which is explored later in this document.

The model for delivering Supported Employment in Scotland is detailed below.

⁴⁵ Definition by Effective Interventions Unit in the Health Dept, and adopted for the purposes of the Employability Framework

<http://www.scotland.gov.uk/Topics/Business-Industry/Employability/definition>

⁴⁶ Supported Employment Literature Search

http://www.cabinetoffice.gov.uk/media/217094/supported_employment_lit_review.pdf

The Scottish Supported Employment Model

Supported Employment Stages - supporting the aspiration towards 16+ hours of work				
Engagement by SE Service	Vocational Profiling	Job finding	Employer Engagement	On / Off the Job Support and aftercare
Helping disabled people most distanced from the labour market to make informed choices on their own future	Identifying skills and preferences for work, giving work experiences that will help the individual make their own vocational choices	Identifying the preferred job through employer engagement, also providing support to the employer	Finding out about the workplace environment, co-workers and the 'supports' a person might need	Providing help, information and backup to the employee and their employer, developing independence through natural supports in the workplace and addressing career progression in due course

Once the Framework is in place it is expected that any new Supported Employment Services funded centrally by Scottish Government or local government will be expected to operate their Supported Employment service using this model which will become the standard measure for provision. This will strengthen Supported Employment services across the country and will build clarity between Supported Employment and other employability interventions. We are working with DWP to get agreement to adopt the principles of our approach in the services it funds for disabled people in Scotland.

In recognising the role that Supported Employment does and will play in Scotland's future, it needs to complement the range of employability services which already exist. Most Community Planning Partnerships have developed employability partnerships which clearly have a range of services aimed at getting people into work. Supported Employment should run as a complementary service interfacing closely with other services.

Critical Success Factors for Supported Employment

To make Supported Employment successful in Scotland there are a number of critical factors which would ensure its success.

Strong Leadership

Continued strong and effective leadership by the Local Authority with a clear role for the Community Planning Partners which drives an inclusive agenda is absolutely critical.

Effective Positioning

Effective positioning of Supported Employment within mainstream employment services, and the recognition and resourcing of Supported Employment across Community Planning Partners is necessary to ensure it is a viable option for those who need it.

Funding Commitment

A commitment to consider how funding can become sustainable and long term to increase stability, forward planning and integration to provide more and better job outcomes. Consideration to realignment of existing funding streams will be critical to the success of Supported Employment.

The Model and Stages

The model of Supported Employment and the staged approach is central to recognising Supported Employment as an **employment** service that will focus on job outcomes for people.

Clarity of Outcome

A focus on reducing dependency on welfare benefits with a strong commitment to 16+ hrs per week as the employment outcome is desirable. Voluntary work or unpaid work as an outcome on its own is not the objective of Supported Employment service.

Clarity of Responsibility

Clarity of responsibility and outcomes at each stage of the process is the aim. People must have intensive individual support with skilled employment support workers (Job Coaches) with the agreed relocation to an appropriate service beyond 6 months support.

Welfare Benefits

Advice on welfare benefits and financial capability arrangements for income maximisation and in-work calculations must be an integral part of Supported Employment provision. A failure to cope with the financial implications of the transition from benefits into employment can cause significant challenges to an individual's ability to retain employment.

Supported Employment Provision

This Supported Employment Framework seeks to capture those critical success factors and address the challenges of current inconsistency of approach by clarifying the Supported Employment model to be used and introducing clarity in delivery arrangements. It ensures the motivation of those being supported is job outcome focused and uses specialist Supported Employment services in a more cost effective way.

To achieve this, Supported Employment in Scotland needs to focus on:-

- Disabled people and those with long term health conditions that need additional support. While there already exists a range of services to help disabled people and people with long term health conditions in Scotland there must be a recognition that Supported Employment is aimed at disabled people who are furthest from the labour market and need additional support to achieve and sustain work;
- Complementing and adding to other employability services. It is therefore possible that the initial point of contact with an individual might be through a social care service or other employability programme. It is about appropriately referring to the specialist Supported Employment service when employment is clearly the individual's aspiration. This requires effective interface between general and specialist providers that allows for the appropriate intervention and support arrangement for the person seeking employment to be explored; and
- Developing an output of jobs with aspirations for more than 16 hours of work per week and actively seek to drive a culture of employment at this level for disabled people and long term health conditions being the norm.

The Scoping Exercise highlighted the challenges faced by Supported Employment Services where individuals were in short term working arrangements of a very limited number of hours per week with no aspiration towards greater employment achievement. This has had the accumulated effects of low job outcome numbers, clogging up of the system and diluting the benefits of the service model.

Voluntary work, permitted work or unpaid work should lie as part of the person's journey to work through rehabilitation, health and social care interventions and services. While the benefits of voluntary work or permitted work for some individuals is recognised as a positive outcome for people when it is encompassed within Supported Employment provision it fails to make best use of limited Supported Employment specialist resources, assist people to be economically independent or to generate the financial flow back to the Local Authority or the Treasury⁴⁷. Focus is needed in getting individuals into and sustaining paid work in the open labour market and this is the role of Supported Employment Services.

If an individual is keen to undertake voluntary work, permitted work or work of a very few hours per week for therapeutic purposes on a regular basis, with no aspiration toward 16+ hours and reduce or remove dependency on welfare benefits, then this individual's support should be provided in the social care context from health and social work provision and not from the specialist Supported Employment service.

It is important that Supported Employment Services do not get caught up and distracted in this area but remain focused on achieving the output of paid jobs to ensure the desired outcome of inclusion for all of Scotland's citizens. The diagram below is helpful in understanding the difference between input, process, output and outcome.



⁴⁷ Supported Employment Framework <http://www.jrf.org.uk/sites/files/jrf/1859353290.pdf>

Personalisation

Supported Employment at the vocational profiling stage in particular needs to be underpinned by self determination and person centred approaches to working with disabled people. This includes working closely with Social Work services as described in '*Changing Lives*'⁴⁸ reflecting the personalisation agenda where Citizen Leadership is widely recognised.

The Scoping Exercise highlighted that the ongoing support and after care required by some individuals impacted considerably on the resources of the Supported Employment service when they could potentially be resourced from elsewhere. To maximise investment in Supported Employment, identifying other sources of longer term support for the individual and appropriate cross referral will be necessary as part of the duties of the employment support worker.

This should recognise the contribution of Access to Work⁴⁹ which will be better resourced over the next five years and of self directed support⁵⁰ opportunities through individual budget allocations and direct payment opportunities which exist and will continue to evolve within the personalisation agenda.

Individuals may well take responsibility for planning, organising and paying for their own support arrangements which will include support in employment where paid work is an outcome identified in their support plan. They may well receive money from a range of sources to buy what they need to keep them safe, well, economically active and included in their communities. Supported Employment organisations need to prepare themselves for the new 'consumer directed' support arrangements which are emerging.

The impact of these changes and the introduction of the Supported Employment Framework may in the first instance rationalise the Supported Employment services but increase the focus and quality of these services. They should be better resourced; more effectively targeted and produce better job outcomes, and significant social returns on the investment. The strong leadership demanded for this approach will also provide more consistent and stable management as well as securing stable funding bases.

There will however be challenges in how organisations and providers of Supported Employment services organise themselves to meet both policy aims.

⁴⁸ Changing Lives <http://www.scotland.gov.uk/Publications/2006/02/02094408/0>

⁴⁹ Access to Work http://direct.gov.uk/en/DisabledPeople/Employmentsupport/WorkSchemesAndProgrammes/DG_4000347

⁵⁰ Self Directed Support <http://www.scotland.gov.uk/Publications/2008/03/31095340/12>

In the spirit of inclusion the target is to have more disabled people or those with long term conditions who need greater support into employment , becoming economically active, independent and contributing positively to the communities in which they live.

The Case Studies outlined here are real examples of the positive impact of 16 hours plus employment for disabled people who experienced significant barriers to work and were supported to achieve their goal through a Supported Employment Service.



Gaining and Sustaining Employment

Sandy, a 38 year old male with Aspergers Syndrome, was supported by Real Jobs to progress into work in 2003 and sustained that job until 2008 when he decided to leave through experiencing a lack of employer support and high levels of isolation through lone working. Real Jobs continued to support him to change his career as well as helping him to deal with the benefit changes as a result of changing jobs. Sandy has gained, and is now sustaining, a job to replace the one he left. He initially found dealing with the level of change involved in moving from one job to another, with a period of unemployment in between, extremely difficult, but thanks to the high levels of support that Real Jobs were able to provide he is now settled into his new role. Sandy works 18 hours per week, although he was offered extra shifts leading up to Christmas. Commenting on the support Sandy has received, he said "Real Jobs have helped negotiate adjustments to my job to help keep me calm and not get anxious. This gave me confidence and now I feel more relaxed."



Client centred support

Ashley, who is 22 years old and has a learning disability applied for the opportunity to be part of the “Work It Out” project delivered by South Lanarkshire Council. The team help young people get work experience, tasters and placements so that they can decide what they want to do once they leave school. Afterwards the “Next Steps” team will carry on the support required to gain employment if not already gained from leaving school and also offers help in sustaining employment. Ashley was supported by the ‘Work It Out’ team to help her gain qualifications, work experience and then employment. As Ashley was interested in hospitality, her co-ordinator supported her to gain employment as a kitchen assistant. However the pace of the hotel trade was too much for Ashley. She was then supported into finding employment in a Residential Home for older people as Ashley was interested in the role of the maids in the hotel. To help Ashley understand her role, she was given Systematic Training Instruction thus enabling her to learn each task individually until she managed to carry these out independently. Ashley is grateful for the support ‘Work it Out’ and ‘Next Steps’ teams have provided. She said “My Checklists have helped me every day at work and the pictures made it easy to follow. I am still enjoying my job. I am helping out more at work, doing overtime in other Units when we are short of staff.” Ashley is still employed at the residential home as a domestic. She has now progressed onto a permanent 25 hour contract. She is still using her photograph symbol checklist every day and feels more confident in her work. The in work support is mainly with the staff members of the residential home as Ashley has naturally progressed and works to a set routine that she and the employer are really happy with.



Creating Integrated Services to support clients

In early 2006, Stirling Council faced the challenge of re-designing a service that needed to be fit for purpose within a rapidly changing operating environment. By using research and applying lessons from its EQUAL work, the Council was able to identify appropriate benchmarks for the new service – it needed to re-design and rebuild core services with a tighter client focus around the activities funded through mainstream council resources. A new integrated service model was developed, which attracted council mainstream funding, including a contribution from the Care Management budget. Through the re-design process, the new Employability Service launched in June 2007 was able to develop an employability toolkit, which supports clients through registration/referral, assessment, training and work experience. The service model offers the opportunity to create an integrated service that links health, social and employment support under one roof through the Community Planning Process. Mark, a 36 year old with learning disability and dyslexia has been one of the benefactors from the new service. Mark can become very anxious when in new and unfamiliar settings and as a result he was confined to his parent's home for majority of the time. After being referred to the Employability Service by his Local Area Co-ordinator, Mark received support from a number of services that helped him gain a position within Stirling Council's mailroom, part of a ring fenced post policy operated by the Council. Mark continues to receive support from his case manager who carries out regular monitoring visits to ensure that there are no issues for Mark or his Employer. Mark said that 'Employability helped me look at my life in a different way. Before, I was going to college and support groups, now I'm giving something back and feel confident. I got help to access a work placement, and Employability also supported me to help turn it into a job. I can socialise with people easier and my home life has improved. If I have any problems, I know that Employability will help me or arrange support for me.'



Empowering Individuals

Martin, who is 31 and has learning disabilities, was referred to Ways2Work Borders service in May 2004 shortly after moving from Edinburgh. He resided at home with his parents who had purchased a small hotel within the locality. Having been out of employment for 7 years, Martin was keen to secure employment and become financially independent. However, he didn't know many people locally but wished to increase contacts and develop skills. An Employment Support Worker assisted Martin with his goal of paid work. This initially started with securing voluntary placement opportunities to allow Martin to improve his skills as well as get used to new surroundings. When Martin relocated to another area, he was supported by a new Employment Support Worker and Martin felt his views were being listened to during all the changes. Martin was successful in getting a job, but was still having to claim benefits and wished to progress from this. The expectations of the position began to have a negative effect on his motivation, esteem and well being and it became clear that Martin wanted to find alternative employment. In his own words Martin said 'I have always been able to say how I feel, especially when I was working in my previous post and it wasn't working out for me.' Later, an opportunity was advertised within a local supermarket and Martin was supported to apply. He commented that 'I have felt supported with applications and interviews, with support workers giving me time to complete forms on my own before going over these with me.' Initially Martin was offered a 'have a go' trial session, which then led to full time employment. He now works 25 hours per week and has progressed off benefits, gaining financial independence and control as well an increase in self esteem and confidence. On the support provided, Martin said that 'I wouldn't have got to where I am today without the help of Ways2Work Borders.'

Service Models - Conclusions

- Supported Employment needs to be widely understood and recognised as a viable and effective intervention to ensure disabled people furthest from the labour market can access sustainable employment and move away from dependence on formal care provision.
- In applying the staged approach, partnerships should focus on job outcomes with an aspiration to independence from welfare benefits. Voluntary work, permitted work or unpaid work is not an expected outcome from Supported Employment. These softer outcomes can contribute to the journey into work through rehabilitation, health and social care interventions and more general support services.
- Community planning partners need to give consideration to driving forward personalisation and self-directed support to ensure paid employment is a key outcome for individuals.
- Supported Employment organisations should prepare themselves for the new 'consumer directed' support arrangements and should engage effectively with the new Prime Contractors of Work Choice.

Section 3: How is Supported Employment funded and what does it cost?

Current funding Information

The Scoping Exercise exposed the lack of detailed financial information available for Supported Employment services in Scotland. There were many inconsistencies in the information gathered which made it difficult in comparing like with like across the country.

There is no overarching agreed funding structure but consistent patterns of funding have emerged over the years based purely on opportunities which present at a given time. These patterns usually consist of funding in part or in kind by the Local Authority from social care or more recently economic development/regeneration budgets. The remaining funding sources are usually European Social Funds, The Big Lottery or grant giving trusts which are short term, target driven and unsustainable. This cocktail of funding arrangements affects sustainability, makes long term planning difficult and the future of many services uncertain.⁵¹ Sustainable long term funding is critical to the success of Supported Employment

While there is some in-house provision within Local Authorities the bulk of provision is delivered by voluntary sector organisations with funding coming from a range of different sources. Although some Local Authorities contribute to Supported Employment service provision locally it is generally under resourced, requires top up funds from other sources and invests considerable time in seeking financial stability.

Significant new pressures on Local Authority budgets and subsequent efficiency measures will further complicate an already difficult funding situation. European Funding opportunities and Lottery Funding have reduced, impacting on the Supported Employment Service.

The new plans by the Department for Work and Pension (DWP) through improving Disability and Employment Services Programme, known as Work Choice, will merge WORKSTEP, Work Preparation and Job Introduction Schemes. The aim is to provide a more 'joined up' and streamlined approach for job seekers.

Despite considerable spend across Scotland from a range of funding sources, rarely did Supported Employment feature in strategic plans or was recognition given to the contribution it makes to broader agendas despite the fact that policy makers have already identified Supported Employment as a significant potential contributor to

⁵¹ "Go For It!": Supporting People with Learning Disabilities and / or Autistic Spectrum Disorder in Employment <http://www.scotland.gov.uk/Resource/Doc/54357/0013028.pdf>

improving the prospects of disabled people in the labour market.

No additional resource is likely to become available for Supported Employment services in the near future however every effort must be taken to sustain current resource levels and to use them with greater effectiveness. This could be achieved by considering the redesign of social care service arrangements to ensure a focus on employment outcomes for disabled people and those with long term health conditions.

Supported Employment should also aim to position itself to work alongside the new 'prime contractors' in delivering services with significant cost effectiveness for individuals who need the specialist services of Supported Employment.

Current cost information

“Costings for supported employment agencies are often indicative rather than definitive”

Dr Stephen Beyer from Cardiff University

The Scoping Exercise highlighted that some Local Authorities were clear of the funding breakdown and achievements of “in house” Supported Employment provision. In other cases where Supported Employment was purchased through a commissioning arrangement the Local Authority was sometimes less clear about how the money was being spent and what employment outcomes were being achieved. National organisations in particular had difficulty in providing detailed information on costs associated with local projects that they were funded to provide.

Generally however the cost structure for Supported Employment services varied by host organisation, location, client group and model of service and for this reason recommending a standardised funding structure is extremely difficult.

Supported Employment provided directly by the Local Authority tends to be funded from mainstream funding sources and feature within Local Authority spending plans. These Supported Employment Services are often linked and developed as an alternative to traditional day care provision and benefit from the security that brings when operating outwith any recognised performance framework which measures their success or otherwise.

There are many factors to be taken into account in establishing the costs of supported employment at any particular point in a service's life cycle. There are also

many factors that influence the cost per job which an agency might deliver in any year:

- The balance of service user characteristics and the challenge they offer in finding jobs;
- Fluctuations in the job market in number and type of jobs available;
- The skill, training and experience of the job coaches working;
- Staff turnover and its impact on the above;
- The model of supported employment used (e.g., one job coach takes a person all the way through to a job or whether there are job coaches and job finders);
- The ratio of service users already in jobs needing monitoring against new clients being actively placed;
- The number of hours that service users work; and
- Job losses over time with some people re entering the service to gain a new job.

The Scoping Exercise was unable to establish the detail necessary to give accurate detailed costs to support a financial argument for the benefits of Supported Employment across Scotland. Neither could it provide information on the level of employment outcomes being achieved through Supported Employment. This data is not being collected by many Supported Employment providers and the lack of this evidence base is an indication of the need to build the capacity of service providers, improve quality and standardise processes as expressed in this Supported Employment Framework for Scotland.

As would be expected when a service begins to operate, the cost per job will be high as all of the start-up costs of staff and facilities have to be in place before one job is found. In the first year of operation the cost per service user placed will be very high and most probably compare unfavourably to an alternative service. If supported employment is costed only on the people it places in a single year, its annual cost per service user will be static and relatively high, even over a period of time. However, because supported employment works with new service users every year, the total number of people having a job will continue to increase every year. The costs per service user in a job will therefore fall significantly over several years.

Local authorities are interested in the comparative costs of their services. A day service's costs will remain more or less static over years, as the number of people supported by a fixed staff group will only change relatively little year to year. If supported employment is linked to day service reform, hours worked are significant, and service users are not able to use both services, then over time service users will move from day service to supported employment.

In a hypothetical situation, if all service users transferred from day services into employment over a number of years, then all costs would be encapsulated within the supported employment agency. It would then seem inappropriate to compare the

cost per service user of a stable day service with the cost per service user of a supported employment agency based only on the number of people placed in one year only.

In any given year, it is more appropriate to compare the cost per person for all service users in day services with the cost per person for all service users in jobs. In these circumstances, good supported employment will be better value for money than a day service from a local authority perspective.

Model Structure and Costs

With a lack of quantitative data available a process of 'desk top' financial modelling, making reasonable assumptions was undertaken. Reference to the North Lanarkshire Evaluation of the outcomes of supported employment (2008)⁵² carried out by Dr Stephen Beyer from Cardiff University as well as brief reference to information from a large scale multi-site trial of Supported Employment currently underway in Australia and the USA⁵³ allows for the exploration of the '**value for money**' benefit of Supported Employment. This provides a template to be used to ensure a consistent approach to service costs.

The cost elements for a Supported Employment service, irrespective of provider or business model are:-

- Core staffing;
- Management;
- Variable ongoing support staffing;
- Other staff costs such as travel, training and development;
- Overheads; and
- Set up costs (for a new service).

There are a number of elements and outcomes which affect the costs of Supported Employment. Some have a greater impact than others and are indicated in the diagram below:-

⁵² Beyer, S. (2008) An evaluation of the outcomes of Supported Employment in North Lanarkshire. Welsh Centre for Learning Disabilities, Cardiff University

⁵³ Information from a Supported Employment exchange at Queensland Mental Health Research Centre, who are leading the evaluation and development support for the trials and also involving the Dartmouth Psychiatric Research Centre, who are running a £1m multi-site trial.

Key Variables affecting Service Unit Cost

Lower Impact Variable	Higher Impact Variable
Core Staff Costs	Client Caseload per Support Worker (Client group sensitive)
Management Costs	Length of Time supported to achieve an outcome (Client group sensitive)
Standard Overheads	Job outcome conversion rate (Client group sensitive)

Supported Employment can be considered in 'units of service' (a place) comprising of 1 employment support worker, 15 service users and 0.25 of a manager. In addition the service should provide the low level ongoing support to individuals.

This allows for the scaling up across a target number of individuals. Assume that another 0.25 of a worker is built in to capture the support requirements of the increasing number of individuals through time who will require ongoing low level support.

If 50% of service users can achieve employment outcomes and 40% sustain them for 6 months or more⁵⁴ then this would suggest that 12/13 require short term support for 6 months and 10 service users require longer term support at any one time. The Department for Work and Pensions (DWP) suggests a target of 10-12% of service users moving on from Workstep. The lack of available data means that the employment outcomes for Supported Employment in Scotland are unknown but anecdotal evidence suggests that they appear to be below the international experience.

It would seem appropriate that Scotland's Framework for Supported Employment should aim to replicate the international level of employment outcomes being achieved, of 50%.

⁵⁴ Average findings across 16 RCT trials world - wide of Supported Employment

In order to resource Supported Employment Services to achieve employment outcomes for 50% of participants, the modelling suggested that following costs per place are likely to be required:

- **Cost (income required) per service place between £3,300 and £7,700**
- **Cost per employment outcome between £5,000 and £11,500**

Details of the financial modelling, and how it relates to individual experiences of disabled people in finding employment, can be found in Appendix 6.

Working Examples

In 2008, a review of outcomes of North Lanarkshire's Supported Employment Services⁵⁵ was undertaken. This study examined the costs and employment outcomes for North Lanarkshire Supported Employment services since their inception. The findings of relevance to this framework were:-

- A staff to client ratio of 1 to 12;
- Unit cost of service per client per annum was reported to be £4,303;
- The cost per job outcome was reported to be £7,216 per person per annum; and
- The equivalent cost per person for day care (Locality Support Services in North Lanarkshire) was £14,998 per person per annum.

This information from the different sources is fairly consistent and offers validity to the 'desktop' modelling exercise.

The estimate from the North Lanarkshire cost benefit analysis was of a net saving in costs to the Government of almost £7,000. The study also indicated a net saving of 50% to the Local Authority from not providing day care to the individuals who moved to the Supported Employment service.

It should be noted that in this study the figures relate to year 2005/06. If all service users transferred from day services into employment over a number of years, then all costs would be encapsulated within the supported employment agency. It would then seem inappropriate to compare the cost per service user of a stable day service with the cost per service user of a supported employment agency based only on the number of people placed in one year only. It was more appropriate to compare the cost per person for all service users in day services with the cost per person for all service users in jobs. In these circumstances, good supported employment will be better value for money than a day service from a local authority perspective.

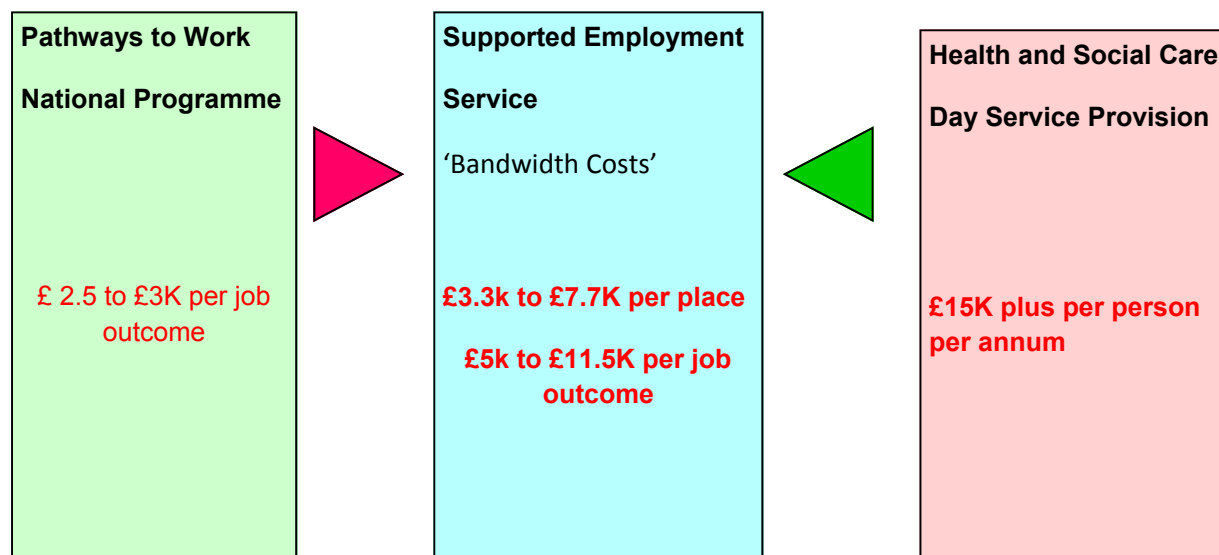
⁵⁵ Beyer, S. (2008) An evaluation of the outcomes of Supported Employment in North Lanarkshire. Welsh Centre for Learning Disabilities, Cardiff University

By way of example, in a typical week in Scotland 7,500 people with learning disabilities attend day care services⁵⁶ at an average cost of £15,000 per head giving a total spend of £112.5m per annum. Using the figures from this North Lanarkshire study, the cost of replacing day care with Supported Employment for all people with learning disabilities using day care would be £54m per annum.

Social Return on Investment⁵⁷ modelling using the North Lanarkshire figures would suggest that the return on this investment would be at least £4.00. This means for every £1 invested, £4 in added value would be created. 73% of these savings would accrue to Local Authorities as a result of reduced costs of providing Supported Employment as opposed to day care.

Thus a broad estimate of the range of costs and benefits from Supported Employment has emerged. This is summarised in the table below. Pathways to Work costs are included in the diagram below for comparative purposes, but their service is aimed at individuals with less intensive support needs and has a focus on those people nearer the labour market.

Justifying the Cost and Encouraging Investment



⁵⁶ The Same As You <http://www.scotland.gov.uk/Resource/Doc/159140/0043285.pdf>

⁵⁷ Social Return On Investment practice www.sroinetwork.org

An example of individuals furthest from the job market who are likely to use Supported Employment services may include:

- Disabled people currently using health and social care services;
- Disabled people using National Programmes or other services who meet the basic eligibility criteria; and
- School leavers with disabilities who meet the basic eligibility criteria

The potential demand for Supported Employment could therefore be high. The size of the population who fall under this definition could be significant, encompassing around 40% to 50% of all people in receipt of inactive benefits. Likely demand for Supported Employment across Scotland could vary between 4,200 and 18,750 places⁵⁸. The Scoping Exercise did not reveal how many Supported Employment places currently exists in Scotland.

Despite the evidence of the '**best value**' argument for Supported Employment services the model has always remained on the periphery of UK and Scottish centralised funding allocations. The responsibility for ensuring the continuation of the service has fallen to Local Authorities who in partnership with Voluntary and Charitable organisations have shown great ingenuity in managing to sustain the provision to date.

The challenges faced by the service now are greater than ever before. The current economic downturn will impact significantly on Local Authority funding settlements, the pressure of job losses creates greater demand on general employment services, the reform which will be brought about by the implementation of the new WORK CHOICE Programme and the 'Prime Contractor' model used by the DWP all create a difficult financial environment in which to bring about stability for Supported Employment services.

As previously indicated there is clear evidence that no new money will be available for Supported Employment services. The challenge is to use the money already invested in local employability services, existing Supported Employment services and health and social care services in more effective and creative ways. This will allow services to target those who have employment as a real aspiration and to benefit from additional released resource created by successful supported employment provision.

The Scoping Exercise collected information on spend from sources across Local Authority departments including economic development, economic regeneration, human services and health and social care sections where partnership

⁵⁸ Derived from 'Supply and Demand for Supported Employment', Honey S, Williams M. (1998) Research Report RR70, Department for Education and Employment.

arrangements were in place. The challenge will be to consider and plan for pooled and aligned budgets to improve provision.

This Framework suggests those resources be allocated; performance managed and accounted for within a joined up local arrangement to ensure most effective use and improved outcomes for both the funders and the individuals seeking employment.

Cost and Delivery - Conclusions

- Community Planning Partners would find it beneficial to consider future contracting opportunities to increase Supported Employment.
- Health and social care services should be tailored to individual aspirations for work through the redesign of existing support arrangements in favour of those that have employment as an outcome. For this to be successful there is need for economic development and regeneration services to be effectively engaged with health and social care services.
- Community planning partners should consider aligning existing budgets relevant to Supported Employment in order to facilitate job outcomes of 16+ hrs per week for disabled people and stabilise the Supported Employment funding base.
- Consideration should be given to the ratios of supported employment staff operating within local authorities: 1 employment support worker to 15 service users is recommended as a guide.

Section 4: Standards in Quality Improvement and Regulation

There is no agreed set of national 'Industry Standards' which means Supported Employment Services operate largely unregulated. The Scoping Exercise revealed that quality was difficult to gauge as there are significant variations in access, process, delivery, outcomes and various monitoring arrangements in use in Scotland.

Regulation of Supported Employment Services appears to be difficult to achieve for a number of reasons:-

- What services and associated funding would be regulated;
- How a suitable regulatory body would be funded and what it should look like;
- Whether regulation was advisable giving the move towards reduction in regulation; and
- How possible increases in bureaucracy facing organisations can be reduced

Setting National Standards

Nevertheless setting national standards is an important part of ensuring the correct service is being delivered by the right provider in the best possible way. It will ensure the best possible outcomes for the most effective use of resources benefiting both funders and disabled people seeking jobs.

Current moves away from formal regulation and the introduction of self assessment processes as adopted by Her Majesty's Inspectorate of Education⁵⁹ (HMIE) and the Social Work Inspection Agency⁶⁰ (SWIA) strongly suggest the Self – Evaluation Model as the appropriate option for Supported Employment Services. For this reason the Scottish Government has a commitment to look at Supported Employment within the emerging new regulatory structures⁶¹ and promote self evaluation with the support of Commissioning Staff.

Self Evaluation

The workstream had undertaken work on devising a suitable Self Assessment Tool for Supported Employment providers. This will be subject to further discussion and consultation being available in due course. The European Union of Supported Employment (EUSE) standards⁶² which are based on the European Framework for Quality Management (EFQM) have been taken into

⁵⁹ HMIE <http://www.hmie.gov.uk/AboutUs/InspectionResources/>

⁶⁰ SWIA http://www.swia.gov.uk/swia/CCC_FirstPage.jsp

⁶¹ The Crerar Review <http://www.scotland.gov.uk/Publications/2007/09/25120506/0>

⁶² EUSE Quality Standards <http://www.euse.org/quality-standards/EUSE%20QS%20-%20english.pdf/view>

account in this process which will produce an introduction to quality management and a self-evaluation process.

This self-evaluation approach need not be seen as a bureaucratic or mechanistic process but as forward looking and an opportunity to improve services in a continuous way. It needs to focus on recognising achievements, change and opportunities for improvement which may be gradual or transformational but must be based on robust evidence.

By taking evidenced based decisions and actions this should result in clear benefits for service users and lead to the production of important information that will underpin commissioning and contracting decisions.

Developing the Self Evaluation Framework

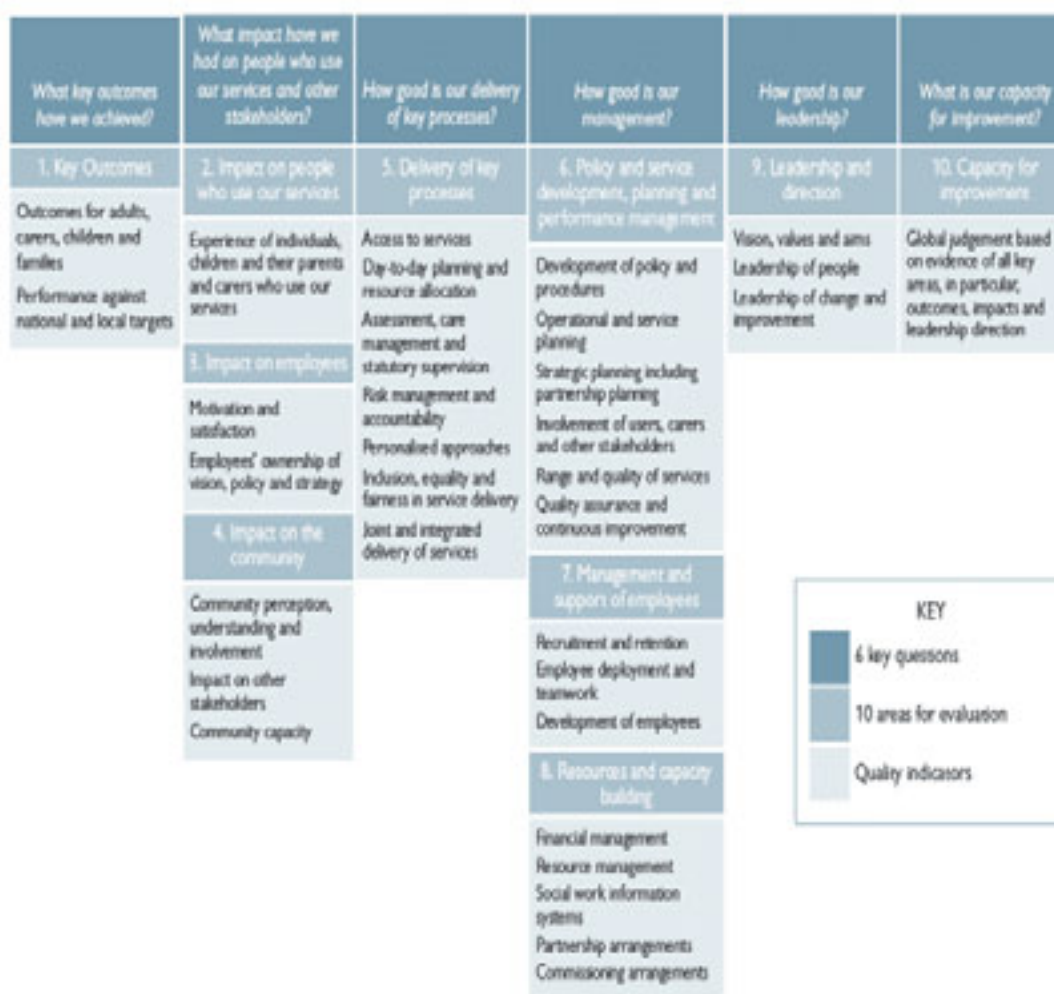
At the heart of this Self-evaluation Framework there are some basic questions:

- How are we doing?;
- How do we know?; and
- What are we going to do now?

The Evaluation Framework⁶³ is constructed with a focus on 6 overarching questions and 10 areas for evaluation, which have a close fit with the European Union of Supported Employment (EUSE) standards. Within each area of evaluation there are a number of quality indicators. The diagram on the next page is an example of the SWIA inspection model.

The Supported Employment Self Evaluation model must be carried out regularly for example annually by all Supported Employment providers and adopt the same format with quality indicators that reflect the Supported Employment Service. The quality indicators will be developed in consultation with Supported Employment providers and in due course will be an integral part of this Framework for the delivery of Supported Employment across Scotland.

⁶³ SWIA Guide to Self Evaluation
http://www.swia.gov.uk/swia/files/Guide_to_Supported_Self_Evaluation.pdf



The quality indicators agreed as part of the Framework will require to be evidenced using a range of acceptable methods including documentation produced associated with the staged process, such as vocational profiles, questionnaires, interviews, management information systems and feedback from a range of stakeholders.

The findings from the self evaluation questionnaire will then be documented and evaluated on a four point scale ranging through Outstanding, Good, Satisfactory and Weak. While SWIA retains a 6 point scale the Supported Employment Self Evaluation process will use the 4 point scale above. Following the evaluation process action plans for improvement will then be formulated where needed, using the information and evidence gathered. This will then inform commissioners and other stakeholders in planning and purchasing arrangements.

The Self Evaluation Questionnaire has been constructed in a straightforward way for ease of use and maximum benefit. It is not a sophisticated technical process but rather a process based on sound professional judgement to award scores based on performance. For reasons of standardisation of application, guidance will need to be developed as part of the consultation

process with organisations delivering Supported Employment Services to ensure processes are robust and fair.

Both the 6 overarching questions and the areas for evaluation are designed to focus on outcomes of a qualitative and quantitative nature producing information for analysis and reporting purposes.

Local Authorities should consider including performance information about Supported Employment Services as an integral part of their performance reporting process and performance management framework. It should also take cognisance of the Talking Points outcome based approach⁶⁴. In due course the role of the new Social Care Agency that is being developed will become clear in respect of any locus in monitoring self-evaluation standards.

Rehabilitation and enablement of individuals including those recovering from mental health difficulties is central to this work. This will all assist in planning and service development as demand becomes clear.

It will also ensure the expectation of employment for everyone is given a high priority particularly among practitioners who are most likely to have regular contact with disabled people and those with long term health conditions who currently use health and social care services.

The establishment of an agreed national data set will continue to be explored. Scottish Government, Local Authorities, Community Planning Partners and Supported Employment Services should work together to establish an agreed national data set and develop quality indicators for Supported Employment in Scotland.

This will allow the tracking of national progress and will also provide the necessary information for funding bodies; stakeholders and commissioners about the success of the services against national targets and further evidence the crucial role that Supported Employment plays in supporting disabled people and those with long term conditions into employment.

Evaluation of the Supported Employment Service is different from the regulation of the workforce however there is an inextricable link between high standards of service, positive outcomes and delivery by a well trained and competent workforce.

It is the aspiration of the Scottish Government to have in place an integrated quality management system and a standard competency framework which will drive up standards and ensure the most effective use of resources for the maximum benefit to disabled people and those with long term conditions who need additional support into employment.

⁶⁴ Talking Points A Personal Outcomes Approach <http://www.jitscotland.org.uk/action-areas/talking-points-user-and-carer-involvement/>

For this purpose it is imperative that the next steps consider how:-

- Employers are involved as part of the self evaluation process;
- Employers are included in the consultation process;
- Self assessment is introduced, funded and where the support for those carrying out self evaluation comes from;
- Information will be gathered from the self evaluations and who will analyse, monitor and bench mark the findings;
- Agreement will be reached on optimum self evaluation frequency and timeframes; and
- Engagement will be established with the new regulatory body as any role or function it may have in regulating Supported Employment Services is explored.

Finally, there is a need to ensure that people are receiving effective support. Hence, there may be value in producing a set of quality standards which an organisation could opt to use before delivering a supported employment service – such accreditation may be a way forward in controlling quality. The implementation of such an approach requires further consideration by CPP partners within each local area and whether such an approach can be adopted.

Standards in Quality Improvement & Regulation - Conclusions

- Local Authorities and Community Planning Partners should aim to work with providers to embrace the Quality Standards approach being developed for Supported Employment. As part of this, the Self Evaluation Questionnaire could be included.
- Scottish Government, Local Authorities, Community Planning Partners and Supported Employment Services should work together to establish an agreed national data set and develop quality indicators for Supported Employment in Scotland.
- To improve standards and quality Local Authorities should consider the inclusion of performance information about Supported Employment Services as part of their performance reporting process and performance management framework

Section 5: Professional Development and Training for Practitioners

The Scottish Government is committed to developing a well trained and competent workforce in Supported Employment services. It recognises the valuable contribution it makes in supporting disabled people and those with long term health conditions who are furthest away from the job market and need additional support to gain and retain employment.

The absence of agreed 'Industry Standards' for Supported Employment in Scotland however means that there is no single recognised 'industry qualification' for staff at either an entry level or more advanced level .

There are a number of qualifications and courses available for staff to access however none that are formally recognised and few that are accredited. These are explained in the *Blueprint for Supported Employment*.⁶⁵ There is a Certificate and Diploma in Supported Employment (it is not accredited by a Scottish body) that can be accessed but neither is required to work in the field of Supported Employment.

Current Position

Information gathered in the Scoping Exercise indicated a wide variation in qualifications among staff across the country and in the qualifications of those individuals currently working in Supported Employment. The table below highlights the variations:-

Employment Guidance Certificate	SVQ 2 or SVQ 3
HNC Vocational Studies	Any University Degree
HNC Social Care	A Post Graduate Award
City and Guilds Assessor and Verifier	The Training in Systematic Instruction Award
Altrum Higher Education Certificate in Person Centred Approaches	HNC Health and Social Care

There were significant variations in salary of Supported Employment staff and case sizes with no correlation between them but remarkable consistency of tasks undertaken and qualities and attributes deemed to be necessary to undertake the duties of the job of employment support worker.

⁶⁵ Blueprint for Supported Employment
<http://www.susescotland.co.uk/Resources/BlueprintFullFinal.pdf>

It is evident from the Scoping Exercise that employer's valued flexibility, self motivation and enthusiasm, the ability to work on one's own initiative and creativity however this does not replace the need to have a trained, competent and skilled workforce. These attributes and qualities provide the foundation on which to build that competent and well trained workforce.

Recruitment

Recruiting the right staff for the posts of Employment Support Worker is critical to the success of the service and the job outcomes achieved by individuals who use it. To assist with recruitment a generic person specification and job description for an employment support worker have been developed for Supported Employment Framework. (Appendix 3 and 4)

This work is a result of consideration of a range of job descriptions and personal specifications used by Supported Employment Services across the country, recognising the aspects of best practice and drawing them into the documents included as part of this Scottish Supported Employment Framework. It is one of the outcomes from the Workstream.

While the Person Specification and Job Description provided within this Framework are not mandatory for use, they contain the elements for good practice and are recommended for use with existing tools or for use where no similar alternative exists. The Personal Specification should not be considered as a standalone document but viewed as a basis for recruitment in the context of the competency development and training structure which will be established.

Training and Competency

The development of common standards for Supported Employment Service would need to ensure there are appropriate training structures to allow staff to understand and work effectively to these standards.

For the stability and consistency of the service in delivering positive employment outcomes, it will recognise the existing skills of the workforce develop those skills and support career progression across a path of care and employability. In the interest of staff and in the development of the Supported Employment service training model it will be placed within formal accreditation of the Scottish Credit and Qualification Framework⁶⁶. It will include a mapping process of potential credit transfer opportunities from existing qualifications over a three year period.

The approach will be vocational and modular which will allow candidates to build on and accumulate credit for much of the in-house work in this area that

⁶⁶ Scottish Credit and Qualification Framework
<http://www.scqf.org.uk/AbouttheFramework/Overview-of-Framework.aspx>

has developed over the years within Supported Employment organisations and Local Authorities who have sought a degree of standardisation. The learning events they attend will be converted into learning hours which will also allow learners to develop at their own pace in a work context but either within or out with the work place remaining consistent with the Scottish Government's approach to lifelong learning⁶⁷. It is anticipated that once the competencies are agreed and the framework in place all existing employment support workers will be given the opportunity to complete the programme and gain accreditation within three years.

At this stage it cannot be insisted upon that staff must complete the programme or have the qualification before applying for posts in Supported Employment. It is expected that if they are successfully recruited they will undertake the necessary programme of training to ensure they become well trained, competent and are accredited in due course.

The focus of the training programme will reflect and incorporate the elements of the 5 stage approach consistent with the Scottish Supported Employment Model.

Consideration was given to existing training packages used in Supported Employment Services in various locations across the country which could potentially be converted into delivery modules that fitted within the accreditation programme. There are such training packages available however they will be further developed by 'experts' in the relevant field. The table below lists some of these packages with potential for conversion:

- Supported Employment – An introduction to values, process, and principles;
- Engagement/Assessment;
- Vocational Profiling;
- Job finding and Working with Employers;
- Disability and Health & Safety Legislation;
- On and Off Job Support;
- Partnership Development; and
- Income maximisation and Work.

Competencies for staff will be developed within each of the 5 stages. In developing competences for the job of Employment Support Worker there is the opportunity to consider the recently developed national occupational standards⁶⁸ created by the Scottish Social Services Council - Skills for Care and Development. It has developed 11 new National Occupational Standards

⁶⁷ Strategy for Lifelong Learning

<http://www.scotland.gov.uk/Publications/2006/11/29103414/2>

⁶⁸ National Occupation Standards <http://www.sssc.uk.com/NR/rdonlyres/F1D667ED-6002-4F67-A9D0-22E5F76A7184/0/NationalOccupationalStandardsfactsheet.pdf>

(NOS) around sensory services and numbers 5, 8 and 10 are relevant to the development of competencies for an Employment Support Worker. (Appendix 7)

In progressing the professional development and training needs for Supported Employment practitioners' further work will be done to look at how existing competencies within other National Occupational Standards might also apply.

Additional work will also be undertaken to explore and identify arrangements for the implementation of training and associated costs with funding sources identified for the development of new qualifications and the conversion of existing packages to 'fit' within the accreditation framework.

Evidence from the Scoping Exercise shows, that there is no consistent approach to staff development and training of Employment Support Workers. Having set out the clear aims of what needs to happen we now need to develop a training and recruitment approach that provides a structure to support those working as Employment Support Workers. Working with the Scottish Qualification Authority⁶⁹ (SQA), within the Scottish Credit and Qualification Framework (SCQF) and other partners we will put in place an accredited framework that will raise standards and increase opportunities for those who work in the Supported Employment. Linked to the quality standards it should lead to better outcomes for disabled people who need additional support into employment.

⁶⁹ Scottish Qualification Authority http://www.sqa.org.uk/sqa/CCC_FirstPage.jsp

Professional Development & Training for Practitioners - Conclusions

- The person specification and job description provided within the Framework contain elements of good practice and are recommended for incorporation by organisations delivering supported employment.
- Scottish Government, Local Authorities and Supported Employment Services will work with the Scottish Qualification Authority to develop a qualification which supports a Competency Framework for Supported Employment.
- Local Authorities and Supported Employment Services should facilitate the use of training packages that will be developed. These should align with existing qualifications and be credit rated with SCQF.

Section 6: Implementing and Funding Supported Employment in Scotland

The Scottish Government is committed to implementing a Supported Employment Framework for Scotland to ensure every opportunity is given for all of the citizens of Scotland to work and contribute to the communities in which they live.

The responsibility for supporting disabled people and those with long term conditions who are furthest away from the labour market into employment, is not that of a single agency. It is a collective responsibility of all Community Planning Partners⁷⁰. The responsibility for ownership and delivery needs to lie with the Local Authority on behalf of these partners in the context of the National Outcomes Framework and Single Outcome Agreements.

Given the money already invested in Supported Employment by Local Authorities they are best placed to take on this leadership responsibility and ensure that Supported Employment Services provided meet the standards in this framework as well as those that will be developed in the course of this work. Local Authorities are best placed to ensure Supported Employment is an integral part of Local Employability Plans⁷¹

This Partnership approach to delivery, coupled with the dynamics of various funding sources is best placed to ensure positive employment outcomes. It will ensure the strategic context as well as the operational approach necessary for the delivery of the Supported Employment service. It will resolve current difficulties and competing funding source dynamics experienced by the Supported Employment service.

This Framework seeks to ensure harmonisation and that funding/resource applications, funding allocations, performance management demands are addressed within a single local arrangement to ensure most effective use and improved outcomes for both the funders and the individuals seeking employment.

While recognising the lack of new investment in the service the Framework is predicated on using existing resources more effectively to increase the flow of resource release that is possible for reinvestment.

⁷⁰ Community Planning Partnerships

<http://www.scotland.gov.uk/Topics/Government/PublicServiceReform/community-planning>

⁷¹ Employability Framework for Scotland

<http://www.scotland.gov.uk/Publications/2006/06/12094904/0>

In effect it will require some financial recycling on the part of Local Authorities, The Health Board and other funders in some existing models of service such as day care services, to reinvest in Supported Employment as a cost effective alternative and one that promotes inclusion and opportunities for paid work for all of Scotland's Citizens.

This will impact on existing day care provision where every effort must be made to redirect disabled people and those with long term conditions into employment.

Many Supported Employment Services are purchased by the Local Authority (often from within different departments) and provided by voluntary sector organisations with some in house Local Authority provision evident. Contractual arrangements vary and knowledge about what is provided for the investment, costs, as well as performance management and reporting arrangements are limited.

When operating within this new Supported Employment Framework for Scotland, there will continue to be a mixed arrangement of Local Authority and voluntary sector based provision. The challenge will be in establishing new and effective relationships with Prime Contractors working on behalf of the DWP and across Community Planning Partners while seeking to embed Supported Employment in mainstream provision.

It will be about delivering in a changing social care context where personalisation and self directed support through the use of individual budgets is realised. Supported Employment Providers and Social Care Providers must establish partnership working and express clarity about their provision. However despite such significant context and cultural changes there must be within Supported Employment Services in Scotland consistency of:-

- Model;
- Standards
- Workforce
- training/competency
- costs
- performance management arrangements
- outcomes achieved

Commissioning has a significant role in the strategic planning agenda and the development of Supported Employment services. It needs to develop purchasing frameworks and contracting arrangements that reflect the partnership working approach, the partnership based delivery model and appropriate cost structures that reflect patterns of support over time to various individuals with varying degree of need.

Commissioning needs to take account of personalisation and self directed support policy developments. It needs to build capacity for purchasing arranged services and flexibility for maximum individual control and self direction by the individual who will purchase the support that they need directly.

New ways of working across and between Supported Employment provider organisations are encouraged within this report. This could for example include the establishing of consortia. The relationship between public services and Supported Employment provider organisations must be flexible in the pursuit of best practice and new models and approaches to Supported Employment service delivery.

Competition and compliance cultures must be replaced by experiences of shared learning, shared resources, and the development of common operating practices and systems.

Working in this integrated and 'joined' up way creates opportunities for appropriate segmentation of the staged approach of the Framework model. There is the option of a single organisation providing all stages of the process where this makes sense but it also allows particular organisations, where funding and expertise dictates, to focus their energy on a particular stage of the process leaving others to contribute to the other stages. It is also possible that an organisation could provide more than one stage.

There are significant business benefits in approaching Supported Employment in this way. It avoids duplication, reduces bureaucracy and provides for a single approach to the individual's employment journey.

Section 7: Plan for Action

The Scottish Government and COSLA are fully committed to Supported Employment for the purpose of ensuring that paid employment becomes a reality for disabled people and those with long-term conditions that are able to work but who are often excluded from such opportunities.

Underpinning this plan of action is a need for a cultural shift to an approach that recognises the benefits of work and understands that disabled people and those with long term conditions have the right to employment.

Attention should be focused on ability rather than disability and support should be given to enable people to realise their full potential and continue to contribute to the success of Scotland as a nation where all of its citizens have a role to play and a unique contribution to make.

The success of this however depends on a strong partnership approach as well as a move away from segregated services and programmes to a more flexible and dynamic person centred approach where paid employment is considered as a realistic and achievable outcome.

Every public service has responsibility for this and a contribution to make to this agenda. In partnership with others the challenge for public services is to lead by example and through community planning structures nurture commitment from a range of others in the spirit of delivering truly inclusive communities.

This plan for action sets out the work that needs to be undertaken and begins to map out the responsibilities of who is best placed to lead the change needed to deliver Supported Employment Services in Scotland.

What is to happen	Who will lead	How this will happen
Raise awareness about the contribution Supported Employment can make to economic growth, to employment and to the health and well-being of disabled people	Scottish Government (SG)	The framework will be launched and further promoted amongst Councils. CPPs will be offered the opportunity to test out the framework. Change funds will be available to support areas who want to demonstrate the model. Cross directorate support will be shown from relevant Scottish Government policy interests.
Supported Employment provision should be delivered as an integral part of locally funded employment services. There should be a clear distinction from DWP programmes.	CPP/ LA	Consideration should be given to long term funding commitment to Supported Employment Services. Allocation of resources should be streamlined and managed through a single delivery route where possible. Existing Health & Social Care Funding should be considered for realignment. New funding for Supported Employment should be given only to providers who adopt the staged model.
Supported Employment should be led, owned and driven by Community Planning Partnerships. It will focus on employment and delivering job outcomes.	CPP	Health, Regeneration and Social Care services should be tailored to individual aspirations for work through the redesign of existing support arrangements in favour of those that have employment as an outcome. Self directed support and the use of individual budgets to achieve job outcomes for people should be promoted.
CoSLA will explore how Single Outcome Agreements should include plans for	COSLA	Look at existing employment related outcomes and link improved outcomes for disabled people.

Supported Employment.		
A National Data Set and Quality Indicators will be developed for Supported Employment.	COSLA and SG	Organisations providing Supported Employment will apply consistent standards and bench mark their services using the agreed Quality Standards. To raise performance information about Standards & Quality of Supported Employment Services will become openly reported.
Supported Employment Workers should work to a competency framework supported by an accredited qualification.	SQA	New Employment Support Workers will be required to work towards accreditation or demonstrate relevant experience and or qualifications through Recognition of Prior Learning (RPL). Those currently employed will be provided with opportunities to achieve RPL for existing qualifications and experience.
Raise awareness of Supported Employment with careers advisors.	SDS	Careers Advisers will make appropriate referrals to SE services.
Recognise Supported Employment and its fit with locally provided services in Mainstream DWP programmes.	DWP	DWP and Scottish Government to discuss respective approaches to standards and quality assurance and the links between the frameworks they have in place
Raise awareness of Supported Employment with DEA and other relevant Jobcentre Plus Staff.	Jobcentre Plus	DEAs and other specialist staff will make appropriate referrals to SE services

Appendices

Appendix 1 Supported Employment Taskforce Group

Appendix 2 Scoping Exercise Report

Appendix 3 Quality Standards Framework

Appendix 4 A generic person specification for an Employment Support Worker

Appendix 5 A generic job description for an Employment Support Worker

Appendix 6 Qualifications/training/competency requirements for an Employment Support Worker

Appendix 7 Costs and benefits of supported employment for individuals

Appendix 8 National Occupational Standards 5, 8 and 10

Appendix 1

Membership of the Supported Employment Task Group:

Name	Organisation
Councillor Ronnie McColl (Chair)	COSLA Spokesperson for Health and Wellbeing
Callum McGregor	Chair, Scottish Union of Supported Employment (SUSE)
Sam Anderson	Scottish Association for Mental Health (SAMH)
Alan Davidson	Scottish Local Authority Economic Development
Alex Davidson	Joint Improvements Team (JIT)
Dominic Iannetta	Department for Work and Pensions (DWP)
Anne McGuire	Jobcentre Plus Office for Scotland, External Relations Team
Peter Purves	SUSE Director
Bill Kidd MSP	Scottish Parliament Equal Opportunities Committee
Sheila Durie	Scottish Development Centre (SDC) for Mental Health
Julie Anne Jamieson	Skills Development Scotland
Mike Evans	COSLA Representative
Stella McDonald	Service User / Autism Advisor
David Stewart	Highlands Employer Coalition
Fiona McFetridge	SPDS
Dave Moxham	STUC
Garrick Smyth	COSLA Policy Manager
Joe Dowd	Scottish Government, The Employability Team
Liz Catterson	Scottish Government, The Employability Team
Hilary Third	Scottish Government, Equality Unit

Bette Francis	Scottish Government, Adult Care & Support
Sam Coope	Scottish Government, Social Inclusion Team
Laura Ross	Scottish Government, Social Inclusion Team
Roddy Duncan	Scottish Government, Community Health Improvement Team
Naeem Bhatti (Secretariat)	Scottish Government, The Employability Team

Appendix 2

The Quality Standards Framework by the Standards, Quality Improvement and Regulation Workstream

A Self assessment toolkit for Supported employment Providers in Scotland

1. <i>What key outcomes have we achieved?</i>	Method of assessment, evidence or data source ie Interviews, Questionnaires, Vocational profiles, Management information system, agency documentation	Findings and Areas for Development	Evaluation
Areas for Evaluation: Key Outcomes			
<ul style="list-style-type: none"> • What are our measured outcomes? i.e. jobs, work placements, the Social return on this investment; • How many service users have found and sustained a paid job in the open labour market? • How well the organisation supports those with particular needs at particular times; • How well does the organisation seek to secure the personal development of all users. • How does the organisation ensure that the service user experiences improved social inclusion? 			

2.. <i>How well do we meet the needs of our service users?</i>	Method of assessment, evidence or data source ie Interviews, Questionnaires, Vocational profiles, Management information system, agency documentation	Findings and Areas for Development	Evaluation
Areas for Evaluation: Impact on Service Users			
<ul style="list-style-type: none"> • What level of satisfaction has been expressed by service users on the following: <ul style="list-style-type: none"> a. Time taken to make initial contact form the agency? b. Service provided by their allocated worker c. Quality and relevance of information provided to the service user to enable them to make informed choices d. Opportunity to succeed and develop personal strength as well as a sense of achievement e. The coherence of the steps taken to enable them to reach their employment goal f. Being consulted and able to comment on services and feeling they are listened to and that their views are taken seriously g. Meeting their needs, abilities and interests h. Increasing their income 			

Areas for Evaluation: Impact on Employees			
<ul style="list-style-type: none"> • How does the organisation ensure that the staff can contribute to and understand the culture of continuous improvement ? • To what extent are opportunities provided for staff to undertake development/training • How are staff empowered to provide evaluative feedback and are supported in their role. 			
Areas for Evaluation: Impact on the Community			
<ul style="list-style-type: none"> • To what extent do employers feel they are supported by the employment support worker; or the supported employment service (in terms of advertising or sourcing candidates) and supporting individuals while at work; • Does the role of staff extend to locality working and the development of community based networks to support their user 			

3. <i>How good is the service that we provide?</i>	Method of assessment, evidence or data source i.e. Interviews, Questionnaires, Vocational profiles, Management information system, agency documentation	Findings and Areas for Development	Evaluation
Areas for Evaluation: Delivery of key processes			
<ul style="list-style-type: none"> • When and how often does the organisation seek feedback and involve users in planning and delivering of services? • How well does senior management evaluate the quality and impact of services delivered? Is this evaluation acted upon? • How effectively are development activities planned across the year e.g. programme of themes, weekly structure, contribution of staff, users, carers and other providers? • Which soft outcomes does the organisation measure? • How does the organisation ensure its employment support workers are trained and supervised and have the correct skills in supporting a user with their particular needs; • How effective are assessments, do these inform clients action plans; • How thorough is reporting/feedback to user and their carer and how is the feedback used to improve performance? • To what extent does the organisation develop effective partnership working with other stakeholders (employers, other SE providers, CPP, SUSE) • How does the organisation deal with disagreement and conflict? • To what extent do staff and users experience a working 			

<ul style="list-style-type: none"> • Overall, how is the progress of service users monitored and reviewed; • To what extent are users encouraged to develop personally and professionally i.e. skills development, qualification and career aspirations; • To what extent does the organisation have a core and shared understanding of Supported Employment principles and values? 			
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4. <i>How good is our management?</i>	Method of assessment, evidence or data source i.e. Interviews, Questionnaires, Vocational profiles, Management information system, agency documentation	Findings and Areas for Development	Evaluation
Areas for Evaluation: Policy and service development			
<ul style="list-style-type: none"> • Does the organisation have published aims, mission statement and equal opportunity policies? • Does the organisation have information sharing protocols in place; • How are internal and external hand-over meetings/referrals managed within the organisation. Both of these might be better in the management section • What involvement do senior managers have in developing a performance and quality assurance strategy/ system for the organisation in delivering supported employment services; • What action is taken by senior management to improve the sustainability of the organisation's services; • How well does senior management communicate strategic and operational plans to staff; • Does the organisation meet all legal requirements; 			
Areas for Evaluation: Management and Support of employees			

<ul style="list-style-type: none"> • How does the organisation ensure its policies on personal development reflect the principles and values of supported employment ? • How well does senior management systematically monitor and review caseloads of staff against targets; • How well is the organisation resourced in terms of staff, budget, time for monitoring and staff development. How does it ensure resources are managed according to principles of best value. 			
Areas for Evaluation: Resources and Capacity Building			
<ul style="list-style-type: none"> • How does an organisation ensure that its resources are deployed to best meet the needs of its service users • How do senior managers make effective use of external resources (interagency working) 			

5. <i>How good is our Leadership?</i>	Method of assessment, evidence or data source i.e. Interviews, Questionnaires, Vocational profiles, Management information system, agency documentation	Findings and Areas for Development	Evaluation
Areas for Evaluation: Leadership and Direction			
<ul style="list-style-type: none"> • Do senior managers encourage the development and implementation service improvements and the setting of targets ? How do they monitor and review these? – both of above would be better in leadership • How are senior managers leading by example in developing shared values and a shared ethos around working practices; • How well does the organisation promote its aims, practices and policies through its mission/vision/values statement; • Does the organisation have a published action plan in order to address equality issues? • To what extent do senior management articulate a personal vision for the organisation which appropriately reflects the ethos of supported employment; • What mechanisms are used by senior management to communicate the distinctive nature of the organisation? How effective are these?. • To what extent are all members of staff aware of the organisation's aims and ethos as well as what it means in practice; • To what extent are senior managers involved in the self-evaluation process; • Is the contribution of senior management effective 			

6. <i>What is our capacity for improvement?</i>	Method of assessment, evidence or data source i.e. Interviews, Questionnaires, Vocational profiles, Management information system, agency documentation	Findings and Areas for Development	Evaluation
Areas for Evaluation: Action Plan			
<ul style="list-style-type: none"> • Have we sought all information needed to reach a valued response; • What is our action plan for improvement? 			

Allocating an appropriate score for each question could be done by integrating quality indicators as follows:

What Key outcomes have we achieved?

	How well are outcomes measured	How does the organisation seeks to secure achievement of all users	How well does the organisation support those with particular needs at particular times	
Outstanding	There are clear recording and monitoring systems that capture what outcome has been achieved (job, placement etc). These are broken down by gender, type of disability, ethnic origin and other appropriate equality indicators. The systems provide additional information such as aftercare arrangements, referral procedures and key people in helping client.	All users feel valued, enjoy their learning and find it worthwhile and meaningful. They feel their views are taken into account and are offered a safe and supportive environment in which they can develop with appropriate help from their support worker.		
Good	The systems in place provide limited information on a range of outcomes. These only track clients for the minimum time as stipulated by the funders with no other additional management information.	A large majority of users feel valued, enjoy their learning and achievements towards their goals. They feel they are treated with respect, and their support workers help them to progress in a safe environment.		
Satisfactory	The systems in place for recording outcomes is limited to only job outcomes. It does not provide any information on what the client's barriers are or what further support is being provided.	some users feel valued, enjoy much of their learning and move along fulfilling their goals. They say they are usually treated with respect and are helped to progress in an orderly environment.		
Weak	There are no recording or monitoring information.	Most users do not feel valued		

The above is an example and can be extended to the other 5 questions.

Appendix 3

Generic Person Specification by the Staff Training and Qualifications Workstream:

Person Specification - Employment Support Worker

	Experience, Skills and Attributes Required
PROFESSIONAL/ EDUCATIONAL QUALIFICATIONS	<i>Would suit an individual with relevant experience or qualifications at SCQF level (to be decided)</i>
RELEVANT WORK/OTHER EXPERIENCE	Experience of multi-agency partnership working Successful experience of self-directed working
PARTICULAR SKILLS/ABILITIES	Knowledge of issues relating to disability Experience of interfacing with employers Organisational skills needed to manage caseload. Range of skills to communicate with Customers partners and employers.
PERSONAL QUALITIES	Sufficient knowledge of government employment programmes including those for disabled people
ADDITIONAL JOB RELATED REQUIREMENTS	A clear understanding of job seeking and recruitment techniques An understanding of welfare benefits and their role in helping people into work Displays the skills to present and market customers into supported employment

	<p>Skills to maintain records in relation to performance and outcomes</p> <p>Skills that will be needed to meet challenging situations such as empathy, motivation and enthusiasm.</p> <p>Ability to achieve outcomes</p>
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Appendix 4

Generic job description by the Staff Training and Qualifications Workstream

JOB DESCRIPTION - Suggested Model

Job Title - Employment Support Worker

Job Purpose

Provision of a supported employment service for disabled people as defined by current disability legislation and working to the stages of the Supported Employment model and the Scottish standards of Supported Employment.

Provide a quality service to all users ensuring the values and principles within the Supported Employment Framework are upheld.

The following is an indicative Job Description that should be adapted as appropriate to take account of the specific employer and sector.

Main Duties may include;

Client

1. Identify and attract suitable clients for Supported Employment.
2. Work with clients on a one to one basis using a person centred approach.
3. Compile a vocational profile which will establish the client's skills, expectations, identify barriers solutions and support needs.
4. Develop an agree Employment Action Plan with the candidate
5. Identify suitable jobs through discussions with both client and employers.
6. When appropriate organise time limited Work Experience Placements in accordance with client needs. Provide support and monitor progress.
7. Provide information regarding Welfare Benefits and the financial implications of paid work.
8. Provide appropriate training and support to enable clients to secure and sustain paid employment.
9. Provide aftercare through ongoing support.

Networking

1. Develop a network of contacts and build relationships with partners such as; Health Professionals, Social Work, Jobcentre Plus, Welfare Benefit experts.
2. Work with employers to develop employment opportunities through a range of support initiatives including Supported Employment and Jobcentre Plus employment support programmes such as Access to Work and WORKSTEP.
3. Promote the Supported Employment Framework through presentations, attendance at meetings/events and marketing.

Develop an awareness of:

1. Disability and employment issues.
2. Topics relating to employment including relevant Government employment programmes.
3. The current local job market and employer needs.
4. Recruitment and selection techniques.
5. Income maximisation including welfare benefits.
6. Retention and Redeployment issues.

Appendix 5

Qualification, Training and Competency requirements for an Employment Support Worker by the Staff Training and Qualifications Workstream:

Accredited Training Programme or Qualification for a Employment Support Worker

In order for the Employment Support Worker to obtain accredited training or a qualification, the following elements should be included in the training/qualification. For the purposes of accreditation, modularisation or unitisation of the training would be advantageous in terms of enhanced flexibility:

- ◆ for providers delivering the training
- ◆ for learners undertaking the programme

Additionally, modularisation or unitisation of the training would provide learners with the opportunity to accumulate credit, which, through the SCQF, would provide portability of their qualification within the wider lifelong learning context. This would provide Employment Support Workers with the added value that an accredited qualification to the SCQF brings – an enablement to further develop their current and future lifelong learning opportunities.

An accredited training programme or qualification should include a mapping process of potential credit transfer opportunities from existing qualifications (such as certain SVQs, Professional Development Awards (PDAs), HNC/HND, etc.). This should enable either exact or (possibly) relevant credit transfer, where appropriate.

Elements for an accredited training programme or qualification

Any modularisation or unitisation of the training/qualification would not necessarily require to be set out as below, and could be integrated in various ways, as appropriate. However, any training programme or qualification should incorporate the 5 stage process for Supported Employment.

A) Introduction to Supported Employment – Values, Process and Principles

Description and Indicative content:

An overview of the fundamental issues relating to Supported Employment

- ◆ Defining Supported Employment roles and responsibilities
- ◆ Values and Principles-emerging trends, empowerment and informed choices
- ◆ Overview of the 5 stage Process
- ◆ Standards and quality improvement

B) Client Engagement/Job Readiness

Description and Indicative content:

Relating to Stage 1 of the 5 stage Supported Employment process

- ◆ Referral Sources
- ◆ Initial Interviews
- ◆ Suitability for Supported Employment
- ◆ Job ready issues
- ◆ Development and implementation of a support strategy

C) Vocational Profile

Description and Indicative content:

Relating to stage 2 of the 5 stage Supported employment process

Compiling a vocational profile

- ◆ Contents of a vocational profile- a person centred approach
- ◆ Building links and networking
- ◆ Client ownership in making informed, realistic choices for the future
- ◆ Job matching and development

D) Job Finding and Working with Employers

Description and Indicative content:

Relating to stages 3 and 4 of the 5 stage Supported employment process

The techniques and methodology of interacting with employers

- ◆ Issues and support packages for employers
- ◆ Formal and informal job finding techniques
- ◆ Job interview skills
- ◆ Marketing to employers
- ◆ Government support programmes
- ◆ Job matching
- ◆ Employment rights and retention

E) Current Disability Legislation⁷²

Description and Indicative content:

The employment implications of current disability legislation

- ◆ Definition and scope of legislation
- ◆ Reasonable adjustments
- ◆ Case studies
- ◆ Role of Supported Employment within legislative context

F) On and Off the Job Support

Description and Indicative content:

Relating to stages 4 and 5 of the 5 stage Supported employment process

- ◆ Levels of support
- ◆ Natural supports
- ◆ Duration
- ◆ Job development and career progression

G) Partnership Development

Description and Indicative content:

Relating to stage 4 of the 5 stage Supported employment process

Developing a successful partnership within Supported Employment

- ◆ Local partnership
- ◆ Need and creation of local partnership
- ◆ Potential partners and roles within the partnership
- ◆ Addressing barriers and problems

H) Welfare Benefits and Employment

Description and Indicative content:

Relating to staged approach to Supported employment process

⁷² This reflects the focus in Scotland on disability and Supported Employment. However, if the scope in Scotland extends to the broader definition of Supported Employment in the future, this Element could be adapted to refer to other forms of legislation, as appropriate.

Income maximisation and exploration of the implications of working regarding welfare benefits

- ◆ Relevant benefits and implications of ongoing changes to the system
- ◆ Accessing information
- ◆ In work benefit calculations
- ◆ Role of Supported Employment

Appendix 6

Here are examples of financial modelling, and how it relates to individual experiences of disabled people in employment.

Applying the 'modelling' to the staged approach with the following assumptions:

- The 'initial engagement' stage is generally signposted or screened by other organisations or employment services resulting in an **effective referral** to the specialist Supported Employment service then the costs for stage 1 of the process should be within existing employability or social care services and not part of this costing.
- That any 'active' aftercare support beyond 6 months is provided from another appropriate source for example Access to Work and/or a personalised budget but not provided by the Supported Employment service. This transfer of service will be with agreement from the participant. Effective access to specialist welfare rights staff is in place⁷³ then the costs for Supported Employment must only be for the provision of the specialist support as previously indicated. This includes **vocational profiling, job finding, and employer engagement and on/off job support for no more than 6 months if 'active' support** is necessary.
- Caseload numbers is the most influential critical factor in modelling costs and realising the income a Supported Employment service needs. For the purpose of the modelling a caseload of 15 'active' cases has been assumed. The scoping exercise indicated caseload variations between 10 and 40 but no differentiation was made between very low level support which may be occasional telephone contact or an annual review and intensive support where an employment support worker is actually on site working alongside an individual. The figure of 15 relates to cases where substantial active involvement is necessary.

The employment support worker should have additional individuals on their caseload where very low level support is required which could bring the total number to around 40. As the Employment Support Worker's skill and experience develop, the number of people placed in jobs should increase year on year, but will reach a limit. There will be a maximum number of people who can be placed by a set number of Employment Support Workers each year unless the number of Employment Support Workers continues to increase. However it must be recognised that caseload ratios

⁷³ Most providers appear to do this in house with appropriate referral to welfare right staff for complex situations

are very service user specific and may require the most staff time, the more intensive support and for longer periods of time.

Based on the assumptions explained a template for a 'unit of service' would be:-

Cost Item	Cost per unit of service	Cost per place (15)
Core staffing	£26,000	£1,733
Management	£9,250	£617
Ongoing support staff	£6,600	£433
Other staff costs	£3,250 ⁷⁴	£217
Overheads	£38,550	£2,570
Income required	£83,500	£5,570 per place

This provides a cost per place of £5,570 but the figure does not model the flow of service users over time. When a service begins to operate, the cost per job will be high as all of the start-up costs of staff and facilities have to be in place before one job is found. In the first year of operation the cost per service user placed are likely to be high.

Findings from the RCT trials of Supported Employment suggest that the average time service users need to get a job is 145 days or approximately 30 weeks. However, localised studies⁷⁵ indicate that these may be longer and can take up to 16 months where job seekers have higher support needs such as significant learning disabilities, autistic spectrum disorders or severe and enduring mental health issues. These are indicative figures as further research and more consistent data collection and analysis is needed in this area.

Considering throughput then, 15 places could potentially support 23 people per annum, based on a 45 week year. As Scotland appears to be performing below the international average and to allow the Supported Employment service to develop the target has been set at **15 places supporting 20 people per annum on a 45 week year.**

This gives an annual cost per service user of £4,175. If 50% of service users achieve employment outcomes, then the cost per employment outcome would be £8,350.

⁷⁴ Estimated at 10% of support staff costs

⁷⁵ Pooling Together- Scoping The Capacity of Edinburgh, Mid and East Lothian's Disability and Support Sector Edinburgh 2005-6

Varying caseload numbers and management costs as well as through put provides variations to this cost. However acceptable costs should be within the range indicated below:-

- **Cost (income required) per service place between £3,300 and £7,700**
- **Cost per employment outcome between £5,000 and £11,500**

Modelling Client Journeys

Information was collected from service providers on the workstream group regarding the journeys that had been undertaken by disabled people and those with long term conditions before joining a Supported Employment Service. The aim was to compare the effectiveness of Supported Employment in helping disabled people and those with long term conditions whose needs are high and who require more intensive support.

Although Supported Employment appears to be an intensive and therefore more costly service to run, it is nevertheless effective in moving people into employment who would not otherwise manage it.

The 2 case studies below consider the costs associated with someone in receipt of welfare benefits and the resource released from that source when they move into employment.

Case Study 1

Graeme is a young 23 year old man with an autistic spectrum disorder who has been jobless for 4.5 years out of a possible 7 years when he could have been in work. He has a potted employment history with short term jobs which he had difficulty sustaining due to anger management issues associated with anxiety related to his autism.

As a result of involvement and intensive support from the Supported Employment Service he gained employment which he is supported to retain. The table overleaf outlines the financial benefits to Graeme as a result of being in work and the subsequent flow back to the economy.

Pre employment income	Post Employment income	Benefits Savings	Tax and National Insurance contributions	Outcome
High Rate Incapacity Benefit £89.90 per week	24 hours of employment per week £160 per week gross £120 per week net JC and back to work bonus of £40 per week for 12 months Working Tax Credit of £85 per week Low rate DLA care	£89.90 per week	£40 per week	Better off by £155.20 per week

Case Study 2

David is a gentleman with ADHD who in the past attended the Condition Management Programme. He had been unemployed for 13 years previously. As part of the supported employment service, he then joined a Work Preparation programme for 6 weeks. During this time, a placement was identified in his chosen field and he participated in a work placement as well as taking part in job seeking skills and CV building. He showed during this time that he was very capable of carrying out this role and was actually offered employment by his placement supervisor. He was then offered support in the Work Step programme that supports service users to sustain employment. He is still currently working for this company.

Costs incurred before Workstep

Length of time unemployed: 13 years

Estimate of benefits costs during this time: £110,665 ¹

Conditions management programme – assume full course of WFI's and assessments²

Jobcentre Plus staff time and overheads: £550

CMP per referral: £1334

Work Preparation Programme – 6 weeks - £1460 on average ³

Job seeking skills and CV building course – estimated at £250

Work placement – £not known

Costs incurred through Supported Employment to achieve employment outcome

Workstep support - £8549 pa ³

Advisor Discretionary Fund payments to individuals: £107 on average

In work benefits for one year estimated at £2,310

The difference Supported Employment made

Total cost of client journey with no employment outcome before Supported Employment: £114,259 (including benefits costs and support costs)

Total costs of employment outcome through Supported Employment: £10,963 (12 months support assumed)

¹ Using figure of £9000 pa from D. Freud, 'Reducing dependency increasing opportunity', 2007, Independent Report for Department of Work and Pensions

² S Adam, A Bozio, C Emmerson, D Greenberg, G Knight, 2008, 'A cost benefit analysis for Pathways to Work for new and repeat incapacity benefits claimants', DWP Research Report 498

³ Hansard, written answer from Maria Eagles, 18th November 2001, uprated to 2009 by 3% pa, at <http://www.publications.parliament.uk/pa/cm200304/cmhansrd/vo041118/text/41118w59.htm>

Appendix 7

National Occupation Standards

STANDARD 5 - ENABLE INDIVIDUALS WITH SENSORY NEEDS TO ACCESS TRAINING, EMPLOYMENT AND CAREER DEVELOPMENT ELEMENTS OF COMPETENCE

1. Work with individuals with sensory needs to identify their training, employment and career development needs and preferences
2. Enable individuals with sensory needs to identify, seek, prepare for and access training, employment and career development opportunities
3. Support individuals to sustain training and employment and to evaluate the effectiveness of the work opportunities

ABOUT THIS STANDARD

For this standard you need to support individuals with sensory needs to plan for, identify and seek training and employment and career development activities that are realistic for them and appropriate to their needs. You will need to be able to signpost individuals to relevant specialist agencies and offer support where appropriate. The standard is relevant for all levels. Sections of the standard can be used for induction purposes, professional development and for training.

For this standard you will be expected to work in partnership with individuals and to collaborate with key people to identify and seek training and employment and career development activities.

Although the primary responsibility for your professional development rests with you, the standard also requires management support to facilitate the continuing professional development of the workforce.

Evidencing your performance, knowledge and understanding

The **performance criteria** sections under each element and the **knowledge and understanding** section indicate areas that you should be able to evidence in relation to your performance or knowledge and understanding.

References and Web Links

A Blueprint for Supported Employment in Scotland

<http://www.susescotland.co.uk/Resources/BlueprintFullFinal.pdf>

Access to Work

http://direct.gov.uk/en/DisabledPeople/Employmentsupport/WorkSchemesAndProgrammes/DG_4000347

A Guide to Social Return on Investment

http://www.cabinetoffice.gov.uk/third_sector/news/news_stories/090512_sroi.aspx

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<http://www.jrf.org.uk/sites/files/jrf/1859353290.pdf>

A Review of Self Directed Support in Scotland

<http://www.scotland.gov.uk/Publications/2008/05/30134008/0>

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Beyer, S. & Robinson, C. (2009) A Review of the Research Literature on Supported Employment: A Report for the cross-Government learning disability employment strategy team.

http://www.cabinetoffice.gov.uk/media/217094/supported_employment_lit_review.pdf

Changing Lives: Report of the 21st Century Social Work Review

<http://www.scotland.gov.uk/Publications/2006/02/02094408/0>

Community Planning Partnerships

<http://www.scotland.gov.uk/Topics/Government/PublicServiceReform/community-planning>

Definition of employability by Effective Interventions Unit in the Health Dept, and adopted for the purposes of the Employability Framework

<http://www.scotland.gov.uk/Topics/Business-Industry/Employability/definition>

Department for Work and Pensions Commissioning Strategy 2008

<http://www.dwp.gov.uk/docs/cs-rep-08.pdf>

Disability Discrimination Act 2005

http://www.direct.gov.uk/en/DisabledPeople/RightsAndObligations/DisabilityRights/DG_4001068

Employment Rate Statistics: Source Labour Force Survey ONS

<http://www.scotland.gov.uk/Publications/2008/06/25095306/8>

Equally Well Plan

<http://www.scotland.gov.uk/Publications/2008/12/10094101/0>

European Union of Supported Employment

<http://www.euse.org/>

Flexible New Deal Preferred Bidders Contract Areas

<http://www.dwp.gov.uk/docs/fnd-preferred-suppliers-final.pdf>

“Go For It!” Supporting People with Learning Disabilities and / or Autistic Spectrum Disorder in Employment

<http://www.scotland.gov.uk/Resource/Doc/54357/0013028.pdf>

Healthy Working Lives a plan for action

<http://www.scotland.gov.uk/Publications/2004/08/hwls/0>

HM Inspectorate of Education (HMIE)

<http://www.hmie.gov.uk/AboutUs/InspectionResources/>

Honey S, Williams M. (1998) Supply and Demand for Supported Employment, Research Report RR70, Department for Education and Employment

<http://www.employment-studies.co.uk/pubs/summary.php?id=support>

Improving Life Chances of Disabled People

<http://www.cabinetoffice.gov.uk/media/cabinetoffice/strategy/assets/disability.pdf>

Individual Placement and Support Model (IPS)

http://www.socialinclusion.org.uk/work_areas/index.php?subid=12#section007

Joint Improvement Team

<http://www.jitscotland.org.uk/>

Life through Learning: Strategy Update 2006

<http://www.scotland.gov.uk/Publications/2006/11/29103414/2>

Mental Health (Care and Treatment) (Scotland) Act 2003

http://www.opsi.gov.uk/legislation/scotland/acts2003/asp_20030013_en_1

More Choices More Chances: A Strategy to Reduce the Proportion of Young People not in Education, Employment or Training in Scotland

<http://www.scotland.gov.uk/Publications/2006/06/13100205/0>

National Guidance on Self Directed Support

<http://www.scotland.gov.uk/Publications/2007/07/04093127/0>

National Minimum Information Standards

<http://www.scotland.gov.uk/Publications/2007/12/13130738/0>

National Occupation Standards in the Social Care Sector

<http://www.sssc.uk.com/NR/rdonlyres/F1D667ED-6002-4F67-A9D0-22E5F76A7184/0/NationalOccupationalStandardsfactsheet.pdf>

North Lanarkshire Supported Employment Service

<http://www.northlanarkshire.gov.uk/index.aspx?articleid=5124>

Removing Barriers and Creating Opportunities

<http://www.scottish.parliament.uk/business/committees/equal/reports-06/eor06-02-Vol01-00.htm>

Review of Independent Living

<http://www.officefordisability.gov.uk/docs/wor/ind/ilr-executive-report.pdf>

Scottish Credit and Qualification Framework

<http://www.scqf.org.uk/AbouttheFramework/Overview-of-Framework.aspx>

Scottish Government & COSLA Joint Paper on Supported Employment

www.cosla.gov.uk/attachments/.../hr/hr080903item09appendix2.doc

Scottish Qualification Authority

http://www.sqa.org.uk/sqa/CCC_FirstPage.jsp

Single Outcome Agreements

<http://www.scotland.gov.uk/Topics/Government/local-government/SOA>

Skills Development Scotland

<http://www.skillsdevelopmentscotland.co.uk/>

Supported Employment Scoping Exercise Report

<http://www.employabilityinscotland.com/supportedemployment.aspx>

SWIA Guide to Self Evaluation

http://www.swia.gov.uk/swia/files/Guide_to_Supported_Self_Evaluation.pdf

The Concordat

<http://www.scotland.gov.uk/Publications/2007/11/13092240/concordat>

The Crerar Review: Report of the Independent Review of Regulation, Audit, Inspection and Complaints Handling of Public Services in Scotland.

<http://www.scotland.gov.uk/Publications/2007/09/25120506/0>

The National Performance Framework

<http://www.scotland.gov.uk/Publications/2007/11/13092240/9>

The Queensland Centre for Mental Health Research

<http://www.qcsr.uq.edu.au/>

The Right to Control Part 2- Welfare Reform Bill

http://www.odt.gov.uk/working/righttocontrol.php?utm_source=Google&utm_medium=PPC&utm_campaign=Right+to+Control&utm_term=the+right+to+control&gclid=CI-NvKangJ0CFZQA4wod9VRz1A

The Same as You

<http://www.scotland.gov.uk/Topics/Health/care/adult-care-and-support/learning-disability/Resources/sameasyou>

Social Work Inspection Agency (SWIA)

http://www.swia.gov.uk/swia/CCC_FirstPage.jsp

Talking Points A Personal Outcomes Approach

<http://www.jitscotland.org.uk/action-areas/talking-points-user-and-carer-involvement/>

The Welfare Reform Bill

<http://services.parliament.uk/bills/2008-09/welfarereform.html>

The Working for a Change Report

<http://www.scotland.gov.uk/Publications/2003/12/18575/29596>

With Inclusion in Mind. The local authority's role in promoting wellbeing and social development

<http://www.scotland.gov.uk/Resource/Doc/200490/0053601.pdf>

Working for a Healthier Tomorrow- Dame Carol Black's Review of the Health of Britain's working age population

<http://www.workingforhealth.gov.uk/documents/working-for-a-healthier-tomorrow-tagged.pdf>

Workforce Plus An Employability Framework for Scotland

<http://www.scotland.gov.uk/Publications/2006/06/12094904/0>

Additional Reading

Scottish Government training and employability programmes

<http://www.scottish-enterprise.com/se/sds/sds-ntp.htm>

Modern Apprenticeships

<http://www.careers-scotland.org.uk/Education/Training/ModernApprenticeship.asp>

Individual Learning Accounts (ILAs)

<http://www.ilascotland.org.uk/ILA+Homepage.htm>

Working Tax Credits

<http://www.hmrc.gov.uk/taxcredits/>

Tizard Learning Disability Review V12 Issue 3 October 2008

<http://www.scie-socialcareonline.org.uk/profile.asp?guid=18333fc9-956e-40cc-917f-f3bb49c3bf19>



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ISBN: 978-0-7559-9241-6

RR Donnelley B62948 02/10

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