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Next Steps for the  
Integration and Alignment of  
Employability Support in Scotland





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## MINISTERIAL FOREWORD

**We have entered an exciting and important period for employability in Scotland. Devolved employment support powers were exercised from April 2017, through Work First and Work Able Scotland and our new devolved employment support service, Fair Start Scotland, will be in place from April 2018. Fair Start Scotland will focus on providing support to people who are further removed from the labour market helping them to find work and treating them with fairness, dignity and respect.**

Our Labour Market Strategy (2016) sets out our belief that a strong and fair labour market is vital if Scotland is to achieve sustainable and inclusive growth. Helping more people into work is a critical part of that and while Fair Start Scotland has been designed to help those further from the labour market, it is just one of a number of levers that is required to provide more effective employability support.

I want the Scottish approach to employability to be one that focuses on the needs of the individual first and foremost, one that builds on an individual's strengths and recognises their ambitions, giving them the right support, when they need it, to help to improve their life chances.

At its heart, our approach will require more effective integration and alignment of support and services. This will need all those involved to work more closely together to simplify the current landscape and deliver better outcomes for those people who face significant barriers to accessing work.

I am aware that there is already impressive work happening across Scotland to this end. I want us to build on this work, by sharing best practice, by utilising the strengths of existing national and local services to make the current landscape easier to navigate, and ensuring that organisations work together to provide the support people need to help them to achieve their potential.

**“ Embedding this approach is a long term agenda. This plan sets out the next steps we will take to deliver more effective and joined up employability support across Scotland.”**

In August 2017, I announced that 13 projects operating across 18 local authority areas will receive funding from our £2.5 million Employability Innovation and Integration Fund to test new local approaches that will join up employability support with health and social care, justice and housing services.

Embedding this approach is a long term agenda. This plan sets out the next steps we will take to deliver more effective and joined up employability support across Scotland. It also starts a wider discussion with partners on how we continue to build a more straightforward and person-centred system of support.

The actions we are taking and the discussion that we are starting will need to be taken forward in close collaboration with our key partners. I am grateful for the contribution from Scottish Local Authorities Economic Development Group, NHS Health Scotland, Skills Development Scotland, and the Scottish Prison Service, who worked in partnership with us to develop and deliver the ambitions in this plan.



**Jamie Hepburn**

Minister for Employability and Training



## INTRODUCTION

1. Having a more joined up and straightforward employability system is essential to help more people access the support they need and develop the new skills they require to find secure and sustainable work.
2. In 'A New Future for Employability Support in Scotland' (2016), we committed to build on our work delivering Fair Start Scotland by taking forward a wider programme of alignment and integration<sup>1</sup>. This plan, developed in collaboration with a range of partners, sets out the important next steps on that journey.
4. If we are going to deliver on the inclusive growth ambitions set out in both our Labour Market Strategy and Economic Strategy, it is clear that we have more work to do to provide more effective and joined up support. This is consistent with our wider approach of better alignment across the Enterprise and Skills landscape and it is particularly important within the context of a rapidly changing labour market and the challenges of an ageing society, both of which are placing added pressure on people and services. These demographic changes are also changing the way older people engage in the labour market as the employment rate for those aged 50-64 increased from 59.4% to 69.0% over the eight year period to January 2018, with the employment rate for those aged 65 and over also increasing from 5.2% to 6.3%<sup>4</sup>.

### The Economic Context

3. Scotland's labour market is performing relatively well for many people. For example, youth unemployment has declined significantly from the peak of the recession when over a fifth of our young people were unemployed. At 9.2%, Scotland's youth unemployment rate is better than pre-recession levels. Our youth employment rate of 58.8% is higher than the UK as a whole (54.5%<sup>2</sup>). In October 2017, in the annual progress report for our Developing the Young Workforce programme, we announced the fulfilment of our commitment to reduce youth unemployment by 40%, four years ahead of schedule. However, we know that many groups continue to face real challenges in the labour market. These groups include disabled people (employment rate of 42.8% compared to 80.2% for non-disabled people<sup>3</sup>); people recovering from substance misuse, people experiencing homelessness, and people with convictions.
5. Fundamentally, Scotland cannot afford to neglect or underuse the talents of so many of our people. Increasing participation in fair and sustainable work will ensure that prosperity is shared more equally across Scottish society – tackling poverty, inequality, and exclusion.

### Outlining the Plan

6. Work to address these challenges will require collective leadership across all levels of the public, private and third sectors involved in delivering employability support. This plan contains a series of actions that we will develop and implement collaboratively with our partners, with a specific focus on integrating employability support with health, justice, and housing services as these areas are critical to those facing the most severe labour market inequalities. For example, we know that people with convictions make up a sizeable proportion of the unemployed population and that joined up support is important to deal with multiple challenges such as poor

1 Creating a Fairer Scotland: A New Future For Employability Support in Scotland (2016), p. 6.

2 ONS Labour Force Survey, (Nov - Jan 2018).

3 Annual Population Survey data (Jan - Dec 2016). This is the most up-to-date, robust source of disability employment data available. It is also latest disability data which is available for a full calendar year.

4 ONS Labour Force Survey, for Nov to Jan 2010 and for Nov to Jan 2018.

physical health, mental health, and substance misuse issues that can impact on people obtaining a stable and secure job that can play a critical role in reducing re-offending.

7. We intend to use this plan to start a discussion with people and organisations on their views on the future of the employability system in Scotland, to ensure services place the person at the front and centre of both design and delivery.
8. The plan will also consider how to create clearer pathways into work, because we know how important the prospect of real work is for those struggling in the labour market and taking part in employability programmes. Our focus is on identifying specific improvements to services, or opportunities to deliver new provision such as the piloting of a new Single Health and Work Gateway that will include additional support for those who are struggling to stay in work and those who are recently unemployed due to a health issue.
9. The changing shape of the labour market, our new devolved powers and other contextual challenges such as the forthcoming changes to EU Funds mean that the time is right to seek views on how we can ensure we have an employability system in Scotland that is flexible enough to provide more effective and joined up support to people out of work, particularly those who are struggling most.

### Next Steps

10. In setting out these actions and initiating a discussion on the future of employability support in Scotland, this plan is not intended to cover all of our work on integrating and aligning employability support. As Fair Start Scotland moves into operation we will work closely with our partners including local authorities, Department of Work and Pensions and providers to ensure we deliver our ambitions for those who participate in the service.
11. We will work closely with our partners across Government to test new and innovative approaches and explore how this fits with employability policy. For example, we will work collaboratively with the Veterans Employability Strategic Group to understand how we can better support veterans to live and work in Scotland.
12. We have awarded funding to 13 projects under the Employability Innovation and Integration Fund that will join up employability support with the three key areas covered by this plan: health and social care, justice and housing. The Fund provides an opportunity for public sector bodies responsible for delivering local priorities to work with partners, including third sector organisations, to develop and deliver innovative employability approaches. Projects include a focus on helping people with mental health issues, drawing together services for homeless residents, and testing a model for young people aged 16-21 who have been involved in offending behaviour. Learning from these projects will feed into our wider work of developing an employability system that is more flexible and responsive to the needs of Scotland's labour market. You can find more information on all of the projects at <http://www.employabilityinscotland.com/devolved-employment-services/integration-and-alignment/>
13. We look forward to working together with all those with an interest in supporting people into employment on this journey to build a more effective, straightforward, and person-centred employability system in Scotland. A system that truly embodies our commitment to put dignity and respect at the heart of this vital public service.

**1**

# A REVIEW OF THE EMPLOYABILITY LANDSCAPE





## Integrating and Aligning Employability Services: A Review of the Landscape and Scottish Government Funded Employability Services.

There are a lot of good examples across Scotland of employability support programmes that are providing the vital help people need to progress and move into sustainable work. Recent changes in the labour market and across the employability landscape, not least the devolution of some employability powers, provide an important opportunity to look at how we create a joined up employability system across Scotland – an employability system that does more to provide the right help for people of all ages, and particularly for those further from the labour market. This work is driven by a wish to create an employability system in Scotland that is defined by the values we set out in *A New Future for Employability Support in Scotland*<sup>5</sup>:

- Dignity and respect
- Fairness and equality
- Continuous improvement

And by the following objectives:

- A system that provides flexible and **person-centred support**;
- is more **straightforward** for people to navigate;
- is better **integrated and aligned** with other services, in particular, although not exclusively with health provision;
- provides pathways into **sustainable and fair work**;
- is **driven by evidence**, including data and the experience of users; and
- that supports more people – particularly those facing multiple barriers – to move into the **right job, at the right time**.

**Developing a simplified and more joined up employability system will require a long-term programme of change. Our first priority is to do more to ensure the funding that the Scottish Government provides is being used to deliver against the values and objectives outlined above.**

## 1. A REVIEW OF THE EMPLOYABILITY LANDSCAPE

As part of this work, we would like to understand whether there is merit in developing a referral and assessment system that can better direct people to the right support at the right time (this will need to include learning from the Single Gateway pilots which is Health Action 4 below).

We would also like to find out whether there are models of support, e.g. mentoring, that are critical if we are to deliver a step change in outcomes for equality groups and others with significant labour market barriers.

We will want to understand how we can best use our resources and approaches to performance measurement – recognising one of the key recommendations in the Independent Poverty Advisor’s report, *Shifting the Curve* – to continue to simplify the landscape to help people decide which option they wish to pursue.

There are a significant number of organisations involved in the employability landscape acting as assessment and referral organisations, deliverers of skills and training, funding providers or a combination of these. In taking forward this work, it is important that we engage with users of employability services and work in partnership with organisations recognising their different roles and responsibilities, to understand what strategic and practical changes are needed to create a better employability system in Scotland.

This work will include the engagement we are taking forward with Local Authorities, as set out at Action 2, and it will also consider the potential impact of any future changes to EU funding for employability.



To successfully reform our employability system, leaders from across the employability landscape have a collective responsibility to continue to build person-centred services. Collaborative leadership across organisational boundaries will be crucial to achieve a simplified landscape and close partnership working will be required to achieve our shared aim of improving access and the quality of employment outcomes for the most disadvantaged people in Scotland.

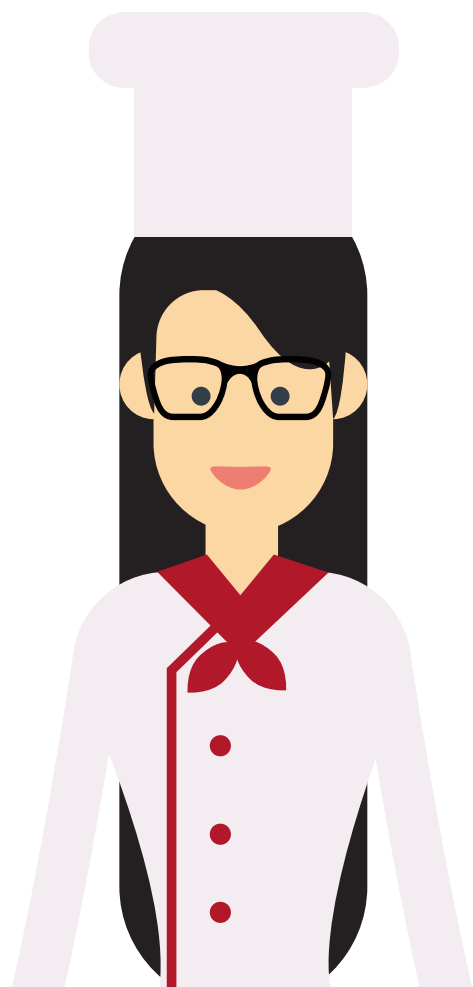
The actions set out in this Plan are critical in helping us to deliver our objectives.



## Action

### Action 1

**During 2018, the Scottish Government will engage with people and organisations in a discussion on the future of the employability system in Scotland to explore how we create a more joined up system that is focussed on progressing people into the jobs and careers they choose. We will publish the findings of our discussions in Autumn 2018 and we will set out what action we plan to take.**



## 2

# EMPLOYABILITY SUPPORT AT A LOCAL LEVEL

**Scotland's local authorities play a key role in the development and delivery of employability services to address the needs of local labour markets. In conjunction with Community Planning partners, Councils ensure that local employability provision incorporates key objectives and support in the areas of Health, Justice and Housing specifically tailored to meet the needs of local communities.**



## 2. EMPLOYABILITY SUPPORT AT A LOCAL LEVEL

### → Action

#### Action 2

**By December 2018, working collaboratively with Local Government partners, we will develop a joint Action Plan that will identify and address emerging employability themes. The Action Plan will include a focus on improving integration and alignment of employability provision within local communities to improve employment outcomes for local residents.**

We recognise the significant provision Local Authorities contribute to the employability agenda across Scotland. In recognition of this, and with support from Scottish Local Authorities Economic Development Group (SLAED), Convention of Scottish Local Authorities (COSLA) and Society of Local Authority and Chief Executives (SOLACE), a team of local government employability experts embedded in the Scottish Government Employability team will work with local authority employability leads in each of the 32 local authorities in Scotland to develop a more coherent understanding of existing local employability service delivery. This will highlight existing best practice in local delivery, and reflect the existing strengths, programme delivery and partnerships in local areas. We will build on this to assess, identify and agree opportunities for better alignment and joining up of local and national service delivery.

The main themes of this work will include:

- articulating and communicating the strengths in local programmes and partnerships;
- identifying opportunities to better integrate and align employability provision;
- identifying opportunities for co-location, outreach and sharing of services;
- identifying areas of good practice around local programmes, local delivery models and local approaches;
- identifying areas where the fit between national and local policy and programme delivery can be improved; and
- ensuring the development and delivery of emerging devolved employability services is complimentary to and enhances existing local provision.

We will work with local authority partners to develop and publish a local/national government employability alignment plan by the end of 2018.

3

# EMPLOYABILITY PATHWAYS



## **Helping people into good sustainable jobs will improve their life chances and in turn improve the employability and life chances of their children and generations to come.**

A strong and fair labour market is vital to achieve sustained and inclusive growth. We know that disadvantaged groups entering the labour market for the first time experience particular difficulties. That is why our Labour Market Strategy sets out how we will put fairness front and center in our ambition to develop a skilled workforce that is capable of meeting the needs of employers.

The creation of clearer pathways from employability services into sustainable work or training will be important to help people, particularly those further from the labour market, to take advantage of job opportunities.

An example of this approach is the alignment we are making with the Early Learning and Childcare (ELC) sector. The Scottish Government is committed to increasing funded ELC entitlement from 600 hours per year to 1140 hours per year by 2020. The commitment covers all 3 and 4 year old children, and eligible 2 year olds and will require a significant expansion in the ELC workforce. It is estimated that up to 11,000 additional ELC workers will be needed to meet the demands of the expansion by 2020. Although some of the demand will be met by school leavers and parental returners we know that recruitment will need to be conducted with groups who have not traditionally considered a career in ELC.

### 3. EMPLOYABILITY PATHWAYS

**It is vital that we do more to connect people taking part in employability services, with the new jobs in growth sectors.**

The Scottish Government's Infrastructure Investment Plan<sup>6</sup> reaffirmed energy efficiency as a National Infrastructure Priority for Scotland. The cornerstone of this activity is Scotland's Energy Efficiency Programme (SEEP), which will set a vision to achieve a substantive improvement to the energy and heat efficiency of our building stock, investing in the majority of our existing buildings to make them fit for Scotland's low carbon future.

The roll out of SEEP has the potential to create a substantial Scottish market and supply chain for energy efficiency services and technologies, with every £100 million spent on energy efficiency improvements in 2018 estimated to support approximately 1,200 full-time equivalent jobs across the Scottish economy<sup>7</sup>.

We know that employment opportunities in the skills and supply chain will need to be increased during the SEEP transition phase and beyond and we want to ensure that these employment opportunities are available to all. We will liaise with our partners, including our Skills and Enterprise Agencies, to identify the opportunities and align these with local employability programmes.

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6 <http://www.gov.scot/Topics/Government/Finance/18232/IIP>

7 Applying the latest construction sector multiplier (for 2014) from the Scottish Government input-output tables, and deflating 2018 spend to 2014 prices using the GDP deflator.



For those people who are further from the labour market, continuing to improve and develop better access to in-work training offers will be the important next stage in the journey back to work, and we - working with SDS and other partners - need to develop improved pathways to better support these groups.



## Action

### Action 3

**From 2018 onwards, the Scottish Government will identify areas of good practice across Scotland of supporting people out of work into in-work training and new job opportunities in growing employment sectors and encourage replication in other areas, including making links to devolved employment services.**

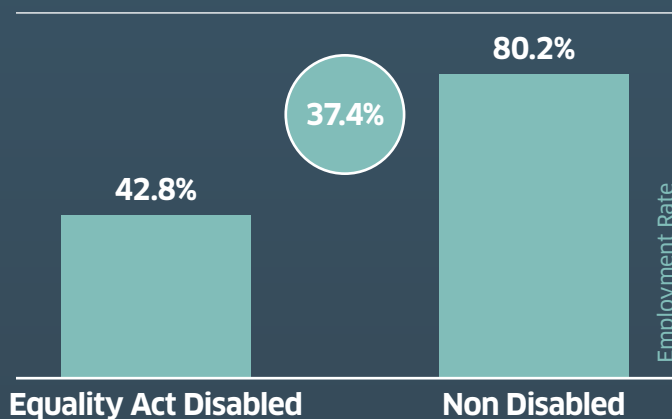


# 4 EMPLOYABILITY AND HEALTH



**Figure one below shows that the gap in the employment rate between disabled people (as defined by the 2010 Equality Act) and non-disabled people was around 37 percentage points (42.8% vs 80.2%) in 2016. This shows we need to do more to support people with disabilities and health conditions into sustainable work.**

Figure One: Employment Rates in Scotland



Source: Annual Population Survey, ONS 2016

The Scottish Government's 2009 *Health Works* strategy<sup>8</sup> set out our ambition to minimise health conditions as a barrier to work. We remain committed to this strategy and to improving the coherence of the offer to those who require support to overcome health and disability barriers to work, developing better collaboration across service providers. These principles are embedded in our commitments to tackling inequality and supporting inclusive growth in *Scotland's Economic Strategy*<sup>9</sup>.

*A Fairer Scotland for Disabled People*<sup>10</sup>, published in December 2016, recognises the importance of fair employment for those who are able to work and who wish to do so; adopts a target to at least halve the disability employment gap; and sets out a range of actions to help achieve this.

While some people with a disability or poor health may be unable to work, for disabled people or people with health issues who are looking to stay in or enter the labour market, sustaining employment or finding new employment can be very difficult. A lack of employment can be a key factor in the health of a person, and long periods of unemployment can also have a detrimental impact on their mental and physical wellbeing.

Ensuring that healthcare services support people to remain in or enter work and that the workplace supports the health, safety and wellbeing of workers will be an essential part of delivering this plan. The Scottish Government will undertake a review of its current *Health Works* strategy to ensure that it reflects the nature of modern work and the workplace, and to build the necessary links to wider employment and Fair Work policies.

We have identified a number of key areas in respect of health and disability where we will integrate and align with existing employability services.

8 <http://www.gov.scot/Resource/Doc/295517/0091521.pdf>

9 <http://www.gov.scot/Publications/2015/03/5984>

10 <http://www.gov.scot/Resource/0051/00510948.pdf>

## 4. EMPLOYABILITY AND HEALTH

### → Action

#### Action 4

**From Summer 2018 to Summer 2020, the Scottish Government will work together with partners including Health and Social Care Partnerships, DWP, wider third sector bodies, and employers to pilot a Single Health and Work Gateway in the Fife and Dundee areas to help more disabled people, and people with health conditions access early support to help them sustain or return quickly to work.**

On 30 November 2017, the Minister for Employability and Training announced funding of over £630,000 for a Single Health and Work Gateway ('the Single Gateway') to be piloted in the Fife and Dundee and Tayside areas over 2018/19 - 2019/20 that will provide early support to people with a health condition (including mental health conditions) or a disability and help them to either sustain or return to work. The Single Gateway is a £3.5 million total investment, being delivered by the Scottish Government as part of the UK Government's Work and Health Unit's Innovation Fund programme.

While there is early intervention support in place to help people with a health condition or a disability (e.g. Working Health Services Scotland, Healthy Working Lives, Access to Work), much of the support landscape is complex and confusing, offering similar and/or slightly different types of support, with different criteria for access.

The Single Gateway will act as the primary entrance or referral point for a range of currently funded, NHS-led health and in-work support services and it will include a new defined and coordinated national system of early health support and intervention to provide more joined up support.

In the Fife and Dundee areas where the Single Gateway will operate, we will ensure that links are made to Fair Start Scotland so that disabled people or people with health conditions who face more severe barriers to work and who are eligible to participate in the service are referred to the right place to get the most appropriate support.

## → Action

### Action 5

**From Summer 2018, the Scottish Government will work with partners within the Single Gateway pilot areas of Fife and Dundee to agree a plan to trial additional mental health support.**

The Single Gateway will improve the ease with which people with a mental health condition can find their way to tailored support to help them to remain in, or return quickly to work. It will provide access to services that will offer up to 12 weeks of case management, holistic health and work assessments, fast tracked access to therapeutic and non-therapeutic work-and-health focused support, and coordination with local services for wider support such as debt advice.

Where people with mental health conditions face more severe barriers to a return to work – for example, because of the severity of their condition, or because they have been out of work for some time – the Single Gateway will play a role in guiding people to Fair Start Scotland where they meet relevant qualifying criteria.

There are likely to be some people with mental health conditions accessing the Single Gateway who benefit from the relatively light-touch, short-term support offered by the core services. While some people are unlikely to require the more intensive support available under Fair Start Scotland they may need additional ongoing support beyond that which is currently available from the Gateway's core services. For example, because of the nature of their condition, once the Single Gateway's core services have helped them return to work they may require more specialised ongoing, in-work support in order to successfully sustain employment. With our partners in the Single Gateway pilot areas of Fife and Dundee we will explore innovative ways including what links can be made to local authority employability pipeline provision to provide additional ongoing support to people beyond that which will be available from the Single Gateway's core services.

## 4. EMPLOYABILITY AND HEALTH

### → Action

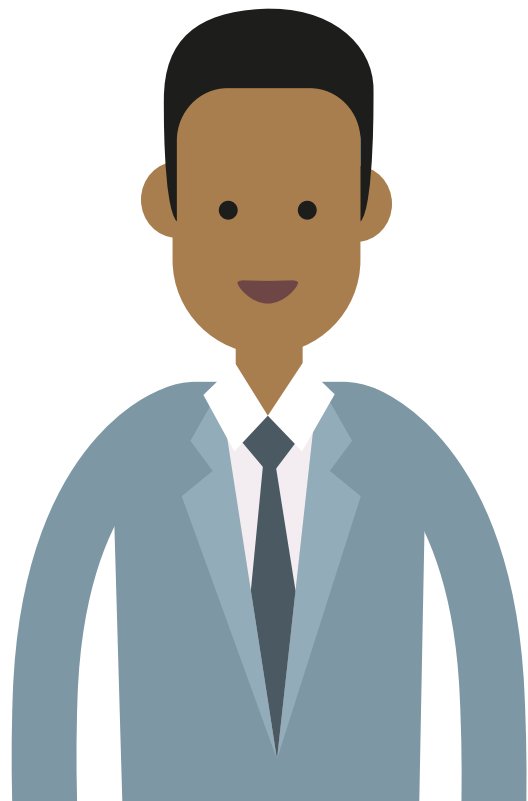
#### Action 6

**From July 2018 onwards, the Scottish Government will work with Health and Work partners within the Single Gateway pilot areas of Fife and Dundee, academic partners, and the UK Government to develop and test new risk and decision assessment tools that will provide a more accurate assessment of risk and associated support requirements for people who are at a high risk of falling out of work and into long term unemployment.**

We want to identify at an earlier stage people who are at the greatest risk of falling out of work and into long term unemployment due to ill health or disability. This will be key to our ability to offer early, effective support in Scotland. Evidence shows that the longer someone is out of work, the harder it is for them to return to work, so getting the right kind of support to the right people at the right time is crucial.

Innovative data analysis techniques such as predictive analytics have a part to play in driving positive change by helping identify those at highest risk and the interventions that will be most effective at helping them. It can help develop more sophisticated approaches to risk management, and to inform the re-engineering of services.

We will scope and develop the most appropriate risk and decision assessment tools in collaboration with Single Gateway case managers, Jobcentre Plus, integration authorities and other key actors such as Healthcare professionals. We will also seek to build on a range of innovative joint working currently underway in Scotland.



## → Action

### Action 7

**From Spring 2018 onwards, the Scottish Government will work collaboratively with NHS Musculoskeletal (MSK) Services to align a national MSK Advice and Triage Service (MATS) with employability services to help people with MSK conditions find and sustain work.**

MSK disorders are problems affecting the muscles, tendons, ligaments, nerves or other soft tissues and joints. The back, neck and upper limbs are particularly at risk.

It has been estimated that between 20-30% of all General Practitioner consultations are for MSK complaints, with 10 million work days lost annually to MSK problems.

The ability of a person with a MSK condition to remain at work or to return to work can often be of huge significance to a person and their family. With the right kind of support they can do so and be valued employees.

MATS is a phone service for people experiencing symptoms of MSK conditions. Between January 2013 and October 2017, MATS triaged over 293,000 patients.

At the access point of contacting MATS and at the clinical assessment/intervention point (when referral is from a GP or consultant), a person is asked about their work status, as well as the impact of the MSK condition on their ability to work. Further national work is currently underway, testing a MSK web-based access and triage model, and linking in all parts of the MSK pathway including developing first point of practitioners in GP practices in addition to the access methods described above.

We will work with NHS Scotland to develop new referral links to local and national employability services for people with MSK conditions at clinical assessment/intervention point where they have provided information on their work status.

## 4. EMPLOYABILITY AND HEALTH

### → Action

#### Action 8

**In 2018, we will publish a refresh of *The Road to Recovery: A New Approach to Tackling Scotland's Drug Problem*<sup>11</sup> that will include a focus for Health and Social Care Partnerships and Alcohol and Drug Partnerships to integrate with employability services to help improve employment outcomes for people experiencing substance misuse issues.**

Problem drug or alcohol use affects individual physical health, emotional well being and employability prospects. Problem alcohol use alone costs Scotland £3.6 billion each year. That's £900 for every adult. Estimated annual costs to the NHS are £200-£400 million.

The Scottish Government's Road to Recovery Strategy published in 2008 has enabled key partners on a national and local level to improve access to treatment and offer person centred support for recovery to individuals, families, children and communities affected by substance misuse. Most critically, the introduction of a HEAT (Health Improvement, Access to Treatment) Efficiency (now Local Delivery Plan) standard (to ensure our services are constantly monitored and improved) now sees over 90% of people accessing treatment within 3 weeks, a key starting point into their recovery and employability journey.

Substance misuse remains a complex and challenging problem to solve but there are a large and growing number of people achieving sustained recovery and visible recovery communities across Scotland are changing attitudes towards people who experience problem drug and alcohol use. However, as improved access has been achieved and recovery becomes more visible, the nature and characteristics of substance misuse has changed since 2008, and the delivery landscape for services has also changed.

11 <http://www.gov.scot/Publications/2008/05/22161610/0>

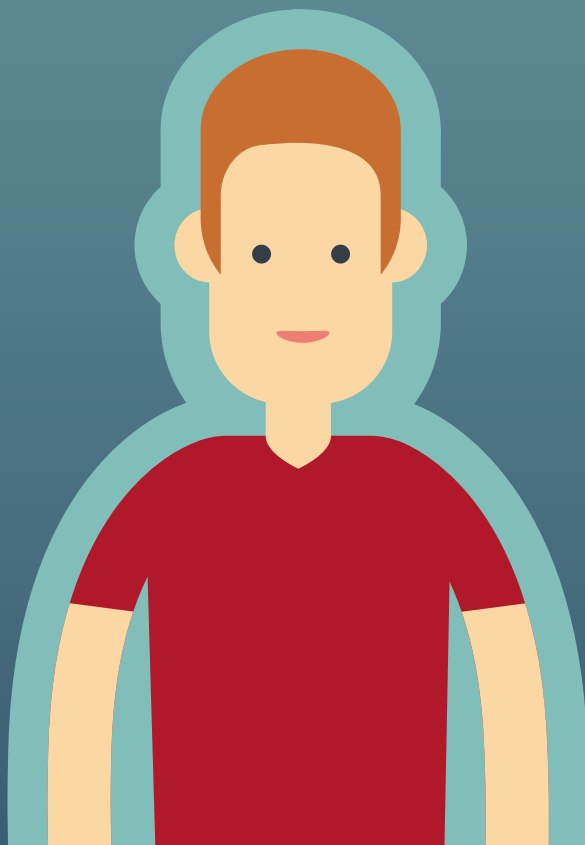


The Minister for Public Health has announced her intention to refresh the Road to Recovery to ensure that it brings fresh momentum and leadership to address the needs of people who continue to be at risk of death or harm from drugs or alcohol, and for whom, traditional services have not proved sufficient to address their complex set of needs. This approach will include a specific focus on employability to encourage Health and Social Care Partnerships and Alcohol and Drug Partnerships to develop stronger links with both local and national employability services. We will also seek to build the understanding and capacity of those in employability services through training in recovery orientated systems of care, and in reducing stigma, to help improve attitudes towards people engaging with services and finding work.

The Programme for Government 2017/18 set out our intention to back up the new strategy with an additional £20 million investment in alcohol and drug treatment. As we develop our thinking about how the new investment is best targeted, we will ensure that innovation in service connection with employability services is a feature of proposals that will be supported.

Alongside our work to refresh the Road to Recovery Strategy, we will oversee the introduction of a new drug and alcohol information system that will capture a range of information about a patient journey, including outcomes being achieved across many aspects of their life, including their place on the employability pipeline. We will support events between Alcohol and Drug Partnerships, Employability Partnerships and we will engage with Community Planning Partnerships to share good practice in needs assessment and commissioning, and we will encourage replication in other areas to help improve employment outcomes for people experiencing substance misuse issues.

# 5 EMPLOYABILITY AND JUSTICE



## **At least one third of the adult male population and nearly one in ten of adult females in Scotland are likely to have a criminal record.**

People released from prison without a job are twice as likely to re-offend as those released with employment opportunities lined up.

People with convictions may also face stigma associated with declaring a criminal record, or an unwillingness by some employers to provide those with criminal convictions with job opportunities.

Having a job is considered to be one of the main positive influences on an individual's ability to not reoffend. It not only improves their prospects of securing appropriate accommodation, healthcare and more secure finances, but it can provide them with pro-social peers, and help build their resilience and a positive self-image.

Scottish Government funded services like Community Jobs Scotland (CJS), an employability Programme which supports disadvantaged young people aged 16-29, increasingly prioritise those sentenced by the court. In Phase 6 of the CJS Programme (2016-17) around 39% of people moved into sustainable jobs

following their placement of which 47% were retained by their CJS employer.

People with convictions who have recently completed a custodial or community sentence can receive help from initiatives where these operate at a local level and providing they are eligible they will be able to receive support from Fair Start Scotland to find and sustain work.

The Scottish Government is supporting an employer-led project, in partnership with justice stakeholders, and public, third and private sector organisations, which will support new networking resources for public and private employers who employ, or are interested in employing, people with convictions.

Work will continue across the Scottish Government to develop and enhance cross-cutting policy relating to reintegrating people leaving prison, and improving opportunities for people with a conviction to desist from reoffending.

## 5. EMPLOYABILITY AND JUSTICE

### → Action

#### Action 9

**By December 2018, the Scottish Government will undertake a review of the Community Payback Order practice guidance for Criminal Justice Social Workers to bring greater clarity to the processes for improving the employability opportunities for people on Community Payback Orders. This revised guidance will be published by June 2019.**

Community Payback Orders (CPOs), the main community sentence in Scotland, addresses the underlying causes of offending while also delivering real benefits to communities. They make people pay back to their communities for the damage caused by their offending, usually through unpaid work, and also offer opportunities for rehabilitation by requiring them to tackle the underlying causes of their offending behaviour through the completion of offence focussed work.

CPOs can allow individuals to maintain their links with employment and employment services, and are more effective at reducing reoffending than short prison sentences – individuals released from a custodial sentence of 12 months or less are reconvicted nearly twice as often as those given a CPO<sup>12</sup>.

The management and supervision of people on CPOs is the responsibility of Criminal Justice Social Work Services (CJSWS). Where a supervision requirement is imposed as a part of a CPO, a case management plan is prepared by CJSWS. In addition to addressing the issues which led to the person's offending behaviour, this plan incorporates elements to address other issues such as health and wellbeing, accommodation, finances and employment.

The National Outcomes and Standards for Social Work Services in the Criminal Justice System: Community Payback Order Practice Guidance<sup>13</sup> is used by CJSWS practitioners and managers to support delivery of effective CPOs.

The review will be undertaken in liaison with CJSWS. It will help to provide clarity around the options that can help to improve a person's employability and life skills thereby increasing their chances of securing training or employment opportunities after completing their sentence.

12 [www.gov.scot/Resource/0051/00517255.pdf](http://www.gov.scot/Resource/0051/00517255.pdf)

13 <http://www.gov.scot/Publications/2011/10/11085558/0>

## → Action

### Action 10

**From June 2018, the Scottish Government will work collaboratively with Criminal Justice Social Work Services and Local Employability Partnerships to raise awareness of employability opportunities for people serving community sentences by identifying examples of best practice and arrange for these to be shared amongst local authorities to encourage more people into employability services.**

Through unpaid work placements (either as part of a work squad or an individual placement) people on CPOs are able to build upon existing employment experience or are trained to develop new skills on the job, which can then be transferred to the workplace upon completion of the CPO. In addition, an individual on a CPO can develop skills to enhance their employability through the completion of 'other activity'. This allows the person to develop their educational, vocational or interpersonal skills which, in turn, can assist them in their efforts to reduce the likelihood of their reoffending. Local authorities report that 'other activity' is most often used to improve employability skills<sup>14</sup>.

In addition, to encourage further use of this opportunity under CPOs, we have included 'the use of other activities' as one of the indicators in the Community Justice: Outcomes, Performance and Improvement Framework<sup>15</sup>. This will encourage local authorities to showcase examples of creative and innovative use of 'other activity', including improving employability, in their Community Justice Outcome Improvement Plan. Under the new model for community justice which came into force on 1 April 2017, statutory Community Justice partners in each of the 32 local authorities are required to produce this plan by working in partnership with each other and submit it to Community Justice Scotland. This is a newly established body responsible for identifying best practice and promoting standards of community justice across Scotland.

<sup>14</sup> [Community Payback Order: Scottish Government Summary of Local Authority Annual Reports 2015/16](#)

<sup>15</sup> <http://www.gov.scot/Publications/2016/11/3701>

## 5. EMPLOYABILITY AND JUSTICE

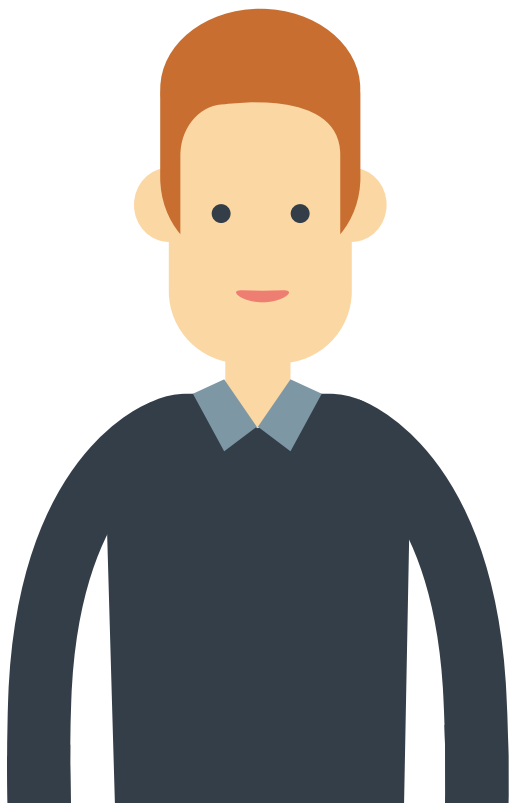
### → Action

#### Action 11

**By April 2019, the Scottish Government in collaboration with Scottish Prison Service (SPS) will develop an agreed referral process to support people with convictions into local and national employability services.**

The SPS is supporting people with convictions to develop employability skills and continues to work with a number of organisations including the Scottish Government, Skills Development Scotland and third sector organisations.

We want to support more people with convictions to find and sustain work. To achieve this, we will work collaboratively with the SPS to identify and develop referral routes for people leaving custody to access employability support. SPS officials already offer pre-release planning and throughcare support to individuals leaving prison, and establishing a referral process to employability services will complement this work.



## → Action

### Action 12

**By August 2018, the Scottish Government, working collaboratively with the Violence Reduction Unit of Police Scotland, will develop an Employability Toolkit for use by Navigators so that they are able to signpost people who want to work to local and national employability support.**

Navigator is an Emergency Department based service that aims to support people of all ages and genders, with a wide range of complex social and health needs, to move away from violent or chaotic lifestyles. Funded by the Scottish Government, it is managed by the Violence Reduction Unit in partnership with Medics against Violence, NHS Glasgow Greater Clyde, and NHS Lothian.

Navigator currently operates in Glasgow Royal Infirmary and Edinburgh Royal Infirmary. Navigators meet people out in the community who they have initially met in the emergency department and work closely with them to link them up with organisations that can provide more specialised support. The Navigator approach is very much person centred and it is up to individuals to decide if and when they are ready to change and what feels right for them. As a result, each intervention that Navigators provide is bespoke and co-produced with individuals.

Navigator helps support people to address a range of barriers that they experience, including housing or benefits, and alcohol or drug misuse or addiction. If a person decides that they want to work, we want to make sure that they get the right kind of employability support to meet their specific needs.

# 6 EMPLOYABILITY AND HOUSING





**Scotland has some of the strongest rights for homeless people in the world and we want to ensure that people access those rights. We have committed to renewing and redoubling our efforts to prevent and reduce homelessness. Along with the establishment of a short term Homelessness and Rough Sleeping Action Group, we are continuing to work with Regional Local Authority led Housing Options Hubs (which all 32 local authorities participate in) which have been developing person centred housing options focused approaches to homelessness prevention, of which employability is a key feature.**

For the twelve month period of 1 April 2016 to 31 March 2017, 34,100 homeless applications were made in Scotland. Lack of work is both a cause and consequence of homelessness and people experiencing homelessness face additional barriers to employment than those with a stable home. In addition to the practical difficulties in engaging in employability activities while in unstable accommodation, homelessness can be a traumatic and distressing experience. This can lead to barriers to employment such as people lacking the skills and self-confidence to find and keep a job.

Having the right skills and self-confidence can help a person who is homeless to prepare for, find, and sustain a job. A secure financial basis through employment can in turn support a secure and stable home, and having a secure and stable home can help a person sustain their employment.

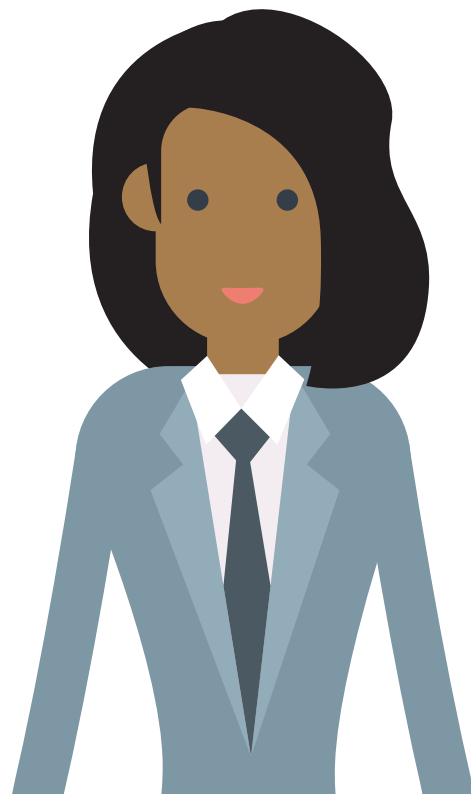
## 6. EMPLOYABILITY AND HOUSING

### → Action

#### Action 13

**In Autumn 2018, with Scottish Government support, a Housing Options Toolkit developed by local authorities will be launched for local authority and registered social landlord frontline staff involved in the management and delivery of housing options, which will help signpost more people to the most appropriate local and national employability services.**

A Housing Options Training Toolkit will be produced in 2018 and we will support the development of a module on Employment Training & Volunteering. This module will be designed for local authority and registered social landlord frontline staff in the management and delivery of housing options to provide them with information on the links between employment and housing sustainment. The toolkit will contain information that will help frontline staff to signpost people to local and national employability support.



## → Action

### Action 14

**In 2018/19, the Scottish Government will work collaboratively with a National Policy and Practice Coordinator at Homeless Action Scotland to develop a plan to raise awareness of employability within homeless organisations across Scotland so they are better equipped to improve employment outcomes for people who are experiencing homelessness.**

We recognise that people with experience of homelessness may have a number of different types of barriers that compound the difficulties for them to find and sustain work. The Scottish Government funds a National Employability Coordinator based at Homeless Action Scotland, who has been working to raise awareness of the links between homelessness and employability and promoting mechanisms which support employability among those with experience of homelessness.

We will work with the National Employability Co-ordinator to increase the focus of employability within homeless organisations across Scotland. With these homeless organisations, we will identify areas of best practice and encourage replication in other areas. We will also identify referral routes for homeless organisations to direct people to local and national employability support. This activity complements the focus of the Scottish Government and its partners on preventing homelessness before it occurs.

## SUMMARY OF ACTIONS

Our ambition is to build a fairer and more prosperous economy and society. To help us to achieve this we want to work together to create a fairer labour market and this includes developing an employability system that provides more effective and consistent support to those who are further removed from the labour market ensuring **no one is left behind**.

Developing Scotland's employability system in this way will require partners at local, regional and national level to work together and in collaboration with providers of other services. We want to build on, and encourage that activity and this plan sets out the following 13 actions that we will take to help start to build those links.

ACTIONS	
<b>REVIEW OF THE EMPLOYABILITY LANDSCAPE AND OF THE SCOTTISH GOVERNMENT FUNDED EMPLOYABILITY SERVICES.</b>	<b>Target Date for Delivery</b>
Engage with people and organisations in a discussion on the future of the employability system in Scotland and publish our findings.	Autumn 2018
<b>EMPLOYABILITY SUPPORT AT A LOCAL LEVEL</b>	
Work with Local Government partners, to develop a joint action plan that will identify and address emerging employability themes which will include a focus on improving integration and alignment of employability provision at a local level to help simplify the landscape.	December 2018
<b>EMPLOYABILITY PATHWAYS</b>	
Identify areas of good practice across Scotland of supporting people out of work into new job opportunities in growth sectors such as Early Learning and Childcare and encourage replication in other areas, including making links to devolved employment services.	June 2019
<b>HEALTH</b>	
Pilot a Single Health and Work Gateway service in Fife and Dundee to help disabled people and people with health conditions access support at an early stage.	Summer 2018 to Summer 2020
Explore innovative ways with delivery partners in the Single Gateway pilot areas of Fife and Dundee to support people with mental health issues who require more ongoing support than what will be available under the Single Gateway.	Summer 2018 to Summer 2020
Explore ways to develop new risk and decision assessment tools that will provide support for people at the right time.	Summer 2018 to Summer 2020
Align employability services with a National Musculoskeletal (MSK) Disorder advice and triage service to help people with MSK conditions to find and sustain work.	June 2019
Publish a refresh of The Road to Recovery: A New Approach to Tackling Scotland's Drug Problem that will include a focus for Health and Social Care Partnerships and Alcohol and Drug Partnerships to integrate with employability services to help improve employment outcomes for people experiencing substance misuse issues.	December 2018

<b>JUSTICE</b>	
Undertake a review of the Community Payback Order practice guidance for Criminal Justice Social Workers to bring greater clarity to the processes for improving the employability prospects for people on Community Payback Orders.	June 2019
Work collaboratively with Criminal Justice Social Work Services and Local Employability Partnerships to raise awareness of employability opportunities for people serving community sentences with a view to encouraging more people into employability services.	This work will remain ongoing from June 2018
Collaborate with Scottish Prison Service to support people with convictions into local and national employment services through an agreed referral process.	April 2019
Collaborate with Victim Reduction Unit of Police Scotland to develop an Employability Toolkit for Navigators to signpost people who want to work to employability services.	August 2018
<b>HOUSING</b>	
Support the development of a Housing Options Toolkit on employability for local authority and registered social landlord frontline staff management and delivery of housing options to signpost more people to employability services.	March 2019
Work with homeless organisations to increase the focus of employability within homeless organisations and identify referral routes to direct people to local and national employability support.	August 2019

## **MONITORING PROGRESS OF DELIVERY OF THE ACTIONS IN THE PLAN**

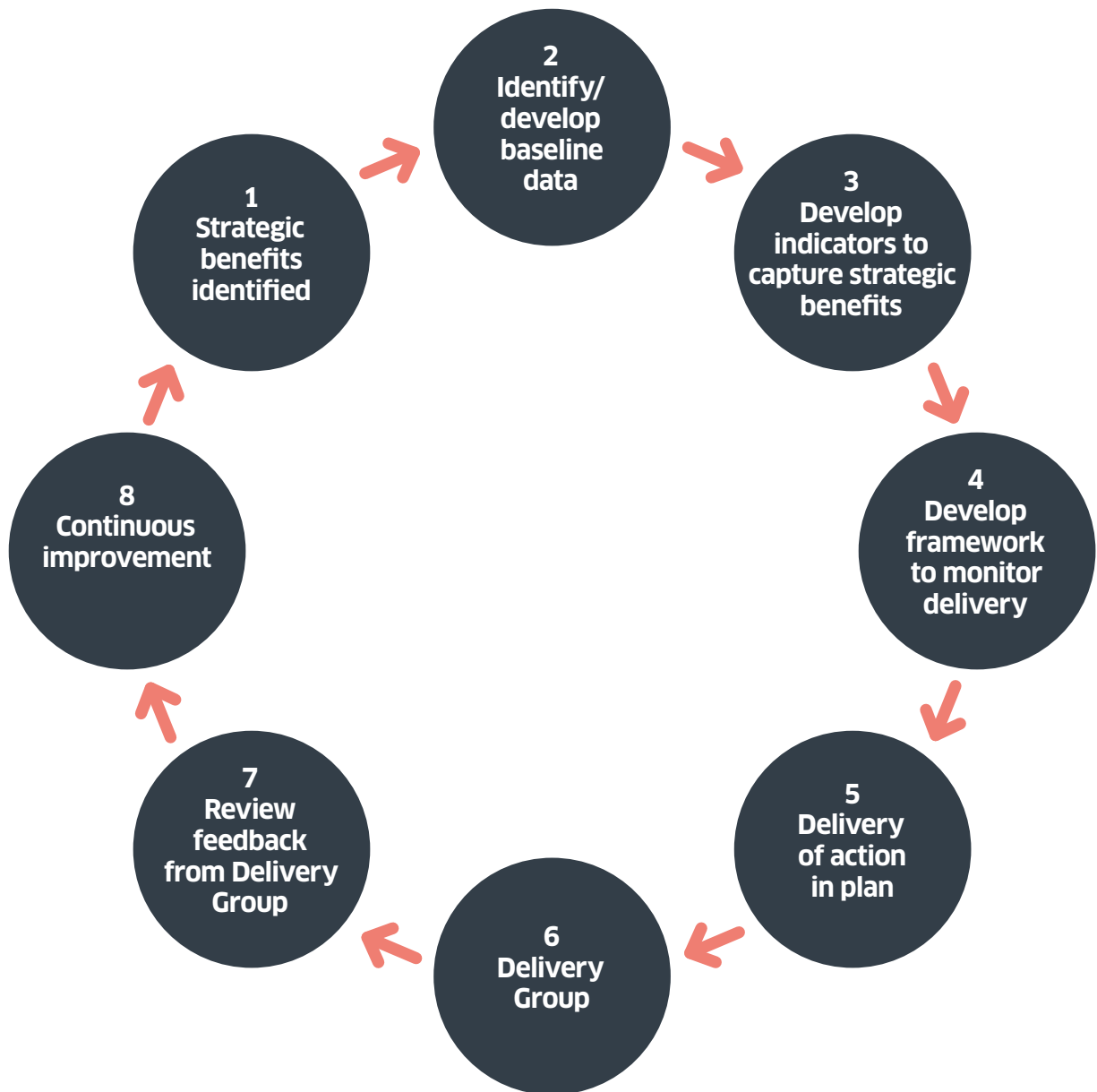
**We will develop a framework to monitor our performance delivery against each of the actions. The development of this framework will begin with an exploration and identification of baseline data, and from this a set of indicators will be developed which will allow us to track our progress over time.**

The broader strategic benefits will be identified for each action in the Plan. For example, as well as a focus on achieving sustained job outcomes as a result of delivery of the action, these may include a consequent reduction in demand for other public services or a reduction in the number of people with convictions who re-offend.

A Delivery Group will be established. The remit of the group will be to ensure that the actions are being delivered efficiently, that they are being delivered on time, and that any key risks and issues which could threaten the delivery of actions are identified and strategies put in place to mitigate these.

Feedback from the Delivery Group will raise awareness of any risks and provide suggestions to mitigate these. It will also provide an opportunity to learn from the success of the delivery of other actions and provide an opportunity to drive continuous improvement. The Project leads responsible for delivery of each action will review any feedback provided from members of the Delivery Group and take appropriate action to ensure that the delivery of the action remains on target and within the timescales set out in the Plan.

The diagram below sets out the key process that will be applied to the implementation and delivery of each action.





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