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Dear colleague

MOVING ON UPDATE: EDUCATION, TRAINING AND EMPLOYMENT FOR RECOVERING DRUG USERS

I am pleased to enclose a copy of the Moving On Update. DAAT Co-ordinators and Officers will each receive extra copies to allow them to distribute to interested colleagues. **Based on feedback about our distribution, we are sending more summaries rather than full documents. However, if you would like more copies of the full document please do not hesitate to contact us.**

For additional copies, please contact Chris Rich (Tel: 0131 244 2415). The review is also available on the EIU home page at:
<http://www.drugmisuse.isdscotland.org/eiu/eiu.htm>

If you have any comments or queries about this document or about the EIU's work generally, please contact us at EIU@scotland.gsi.gov.uk

In 2004 EIU will organise a series of multi-agency seminars around Scotland aimed at supporting the development of effective employability provision for drug users. One of the objectives is to explore the routes and pathways available to drug users depending on their circumstances and the range of provision available in their area. If you would like to participate in these seminars or help organise the seminar in your area please contact us.

Yours sincerely

Vered Hopkins
Effective Interventions Unit

Effective Interventions Unit

MOVING ON: UPDATE EMPLOYABILITY AND EMPLOYMENT FOR RECOVERING DRUG USERS

What is in this update?

This update examines the concept of employability. It discusses the factors and processes that have an impact on the employability of drug users; the skills and attributes of the individual; the attitudes and practices of employers; and the importance of labour market conditions. The update also sets out information on different types of provision and offers key principles and elements of practice.

What is the aim?

To provide information, evidence and examples to support future development of relevant employability provision for drug users.

Who conducted the review?

Vered Hopkins, Patricia Russell, Emma Harvey and Chris Rich of the Effective Interventions Unit conducted and compiled this review.

Who should read it?

Anyone involved in planning, designing and delivering employability services either as part of a wider programme or as dedicated provision. This includes DAATs and partner agencies engaged in commissioning services, specialist drug treatment and care services, employability programmes and projects and mainstream education and training organisations. Agencies and service providers working with problem alcohol users will also find much of the review relevant.

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Introduction

The importance of employability provision as a key part of the overall treatment, care and support for drug users is now more widely recognised and is supported by evidence (Integrated Care for Drug Users, EIU 2002). There is increasing time, effort and resources dedicated to helping drug users to improve their employability and ultimately enter some form of employment. At a UK Government level, the creation of Jobcentre Plus and the introduction of Progress2Work and Progress2WorkLinkup offer more flexible provision. In Scotland, Phase 2 of the New Futures Fund (NFF) is allowing further development of effective approaches to helping drug users and other 'hard to reach' groups. At local level, increasing numbers of Drug and Alcohol Action Teams (DAATs) now have employability sub-groups and are working with other agencies including Jobcentre Plus and Further Education colleges.

Given this level of interest and activity, the Effective Interventions Unit has now updated its research review 'Moving On: Education, Training and Employment for Recovering Drug Users'. A key part of this Update is an exploration of the **concept of employability** and the different components that contribute to employability. We have particularly highlighted the importance of **addressing the needs of employers and the demands of the local labour market**. Where possible, we have also included findings from recent evaluations and have brought up to date the information about programmes and services available to drug users.

While, in line with our remit, the focus of the update is on drug users, **much of the information and the key principles and elements of practice that we have identified will be relevant to services working with problem alcohol users.**

Research and Consultation

This update does **not** replace the first Moving On. Those who are interested in the evidence from the EIU literature review and the qualitative consultations carried out by Local and Regional Development Planning in 2001 should read the first document. Key findings from the first Moving On are at Appendix 1 and the Feedback from the 7 EIU Regional Seminars is at Appendix 2.

To help us with the writing of this document we brought together a short-life working group of key individuals (see list of group members in Appendix 3). The group met on two occasions to discuss a range of issues including the concept of employability, working with employers and encouraging better integration between the range of service providers. Group members also provided us with up to date information.

We organised a half-day seminar, in collaboration with the Scottish Further Education Unit (SFEU), bringing together representatives from a range of Further Education colleges (see list of participants in Appendix 4). The seminar explored the role of FE colleges in helping drug users back into education, training and employment, and ways of expanding and developing that role. Participants also provided us with a range of examples of current work.

We had discussions with a number of key people in a range of agencies to draw on their knowledge and expertise of planning and delivering employability services. In addition, we reviewed a number of recent reports (see References) including the interim evaluation of the New Futures Fund (Phase 2).

Next Steps

In 2004, EIU will organise a series of multi-agency seminars around Scotland aimed at supporting the development of effective employability provision for drug users. One of the objectives will be to explore in more detail the routes and pathways that drug users can follow depending on their circumstances and on the range of provision available in their area.

THANK YOU

The EIU wishes to thank all who have helped with this update by contributing information and views. In particular, we are grateful to the members of the Working Group and to SFEU and college staff who participated in the seminar.

Chapter 1: The Concept of Employability

What is employability?

Employability is a concept that has been developed in recent years. It describes the combination of factors and processes that enable people to **progress towards or get into employment, to stay in employment and to move on in the workplace**. This will generally include some development of skills and capacities relevant to the labour market. Employment may not be full time but could cover a range of “meaningful” work related activities. The term “employability” is now quite widely used, particularly in relation to groups who are seen to have difficulties in entering the labour market. Employability is also the focus of important policy developments including Welfare to Work and New Deal.

In the last 3 or 4 years there have been a number of studies examining the importance of employability and seeking to identify the key elements that help to make an individual employable (Futureskills Scotland 2003; Johnson & Burden 2003; Klee et al 2002; Tamkin & Hillage 1999). These studies have suggested a number of definitions but the key factors that contribute to employability include:

Individual factors

- attributes e.g. enthusiasm and willingness to learn
- assets e.g. skills, qualifications and work experience
- the ability and capability to use those attributes and assets

External factors

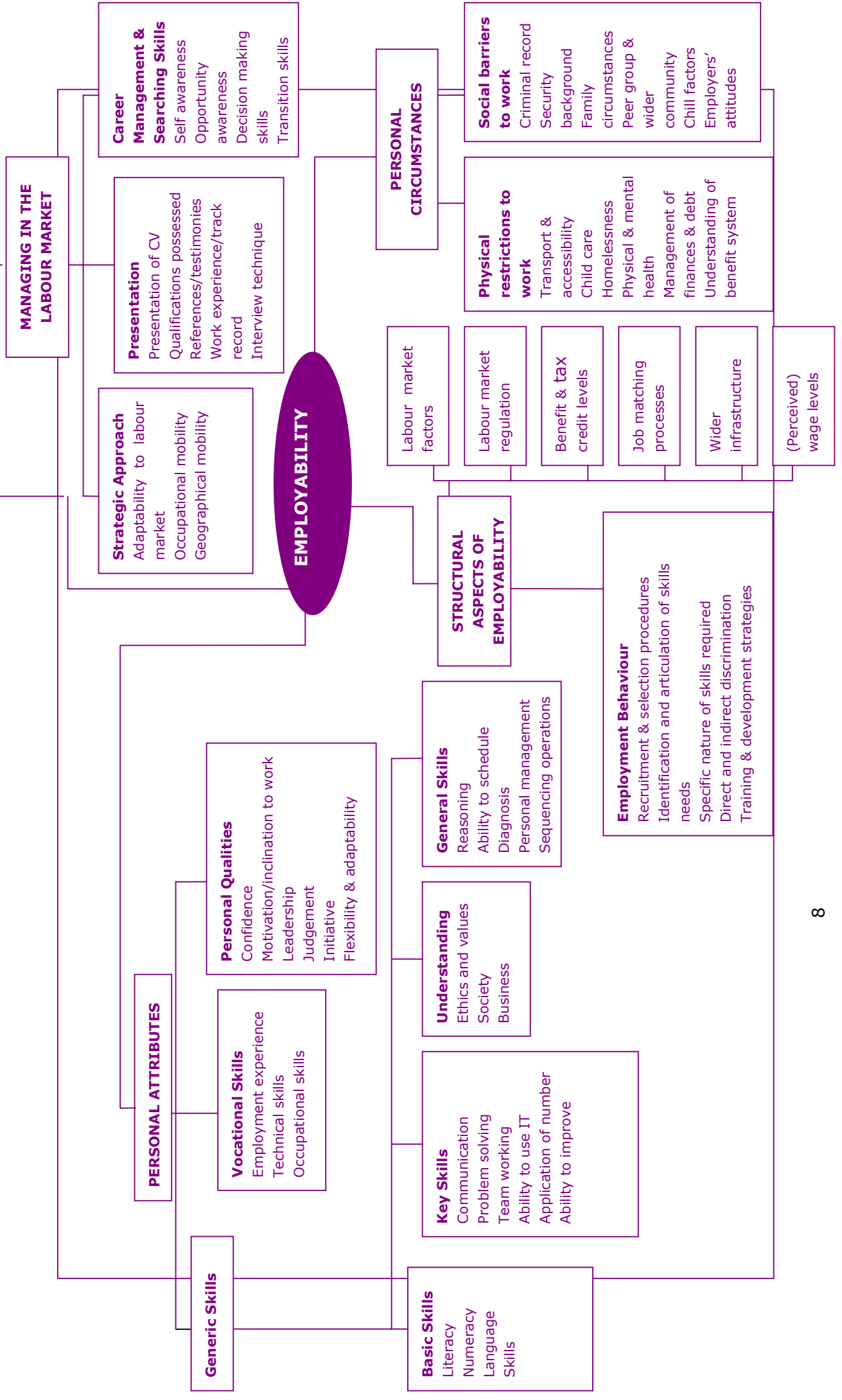
- the prevailing local labour market conditions
- wider economic drivers
- employers’ recruitment procedures and their attitudes and expectations of employees

All of these factors together make up employability. It is not sufficient to “skill up” the individual without considering the other factors. DAATs, agencies and service providers planning and delivering services designed to improve an individual’s employability must take into account the **types of jobs available, the constraints and opportunities of the local economy and the willingness of employers** to take on people from groups perceived to be disadvantaged or “difficult”. The Moving On Working Group suggested that we should offer a “working definition” to provide a starting point for **DAATs and partner agencies to develop a shared understanding of employability**. From our review of the evidence and recent reports, we have developed the following definition:

“ Employability entails achieving a match between the abilities, attitudes and capabilities of an individual, the needs, expectations and attitudes of employers and the demands of current local labour market conditions”.

The diagram from Northern Ireland on the following page offers a useful illustration of the various components affecting employability, including personal attributes, structural aspects and managing in the labour market:

Factors Which Affect Employability In The Northern Ireland Context



Why is employability important?

As outlined in the first 'Moving On' review, research shows that, **for individuals**, there is a link between positive physical and mental health and employment (Ross and Mirowsky 1995). Recent research shows that the greatest benefits come not merely from gaining but also from **sustaining** employment (Isaksson et al 2000). 'Improving Health in Scotland: The Challenge' (Scottish Executive 2003) identifies the workplace as a key setting for health improvement.

For employers, employability is important because they need employees who are reliable, willing and competent in order to run their businesses successfully. In turn, this impacts on the local economy and the health and well-being of local communities.

At national level, the Government has an economic motive for helping people to get into employment because of the impact of unemployment on the benefits system and the need to meet skills shortages, as well as the policy objective of economic growth. The Government also has Social Justice objectives to improve access to employment for those who are disadvantaged in the community.

Why is employability important for drug users?

Getting and maintaining employment can be especially challenging for some individuals, including those with disabilities, mental health problems, learning difficulties and problems due to substance misuse. Work in progress by the National Programme to

Evidence

The 2001 British Crime Survey established an association between unemployment and drugs by showing that unemployed 16-29 year olds had higher rates for most drugs (see Klee et al 2002)

improve the Mental Health and Well-Being of Scotland's population highlights the importance of employment in achieving significant health improvement. For drug users there is some evidence to suggest that **employment can aid the process of recovery**. Through employment, or employment-focused activities such as education and training, the individual can develop or participate in activities that can "fill the void" that develops when drugs are no longer used (McIntosh and McKeganey, 2001). They

can provide recovering drug users with an alternative peer group, new rewards, re-integration into the wider community and create a positive sense of self-worth that helps in maintaining recovery.

'Integrated Care for Drug Users' (EIU 2002) sets out the evidence for including employability provision as a key part of an overall treatment, care and support programme for drug users. A more stable lifestyle, increased confidence, a permanent address and the ending of isolation within drug using sub-groups will all contribute to the individual's ability to benefit from employability activity.

In addition, there is some emerging evidence showing that drug users who were also offending were less likely to re-offend if they were in employment. An evaluation of the Drug Treatment Alternative to Prison (DTAP) Programme in Brooklyn, New York found a **lower** rate of re-offending among prisoners who were in employment compared to those who had completed a treatment programme but were not in employment (Crossing the Bridge, March 2003). An interim report by Apex Scotland shows that attending employability programmes has a positive impact on rates of re-offending.

Evidence

Research by Apex Scotland found a 37.5 % reduction in the number of offences carried out by individuals six months after attending courses on how to find employment. The study also found that the number of people with offences against their name after six months was reduced by nearly 50% (Apex Scotland Interim Report on Outcomes April 2002 - February 2003). To view full report go to www.apexscotland.org

Many drug users want to work. But the evidence suggests that the majority will not be able to go straight into a full-time job even if they have completed a treatment programme or are stabilised on a substitute prescription. The reasons for that include

Information

A forthcoming Mental Health and Employability report (Scottish Executive work in progress 2003) identifies 4 fundamental stages on the pathway towards employment:

- employability development and pre-vocational training
- work experience
- transition into the labour market e.g. supported employment
- in-work support

low educational qualifications, lack of work experience, low levels of confidence and the “benefit trap”. This is where employability provision comes in. It can cover a **range of activities that form a ‘pathway’ to employability** and ultimately to some form of employment. Such activities can include confidence building, personal development and social skills, anger management, basic skills (literacy and numeracy), education, training and work-related activities (work tasters, placements, voluntary work). They may also increase the individual’s belief in their own capacity to gain and maintain employment.

From employability to employment

In recent years the unemployed population has been reduced to a ‘hard core’ of people, including drug users, the homeless and people with mental health problems, who have exceptional difficulties and multiple barriers to overcome (Klee et al 2002, South et al 2001). The introduction of **Jobcentre Plus**, merging the Employment Service with Working Age elements of the Benefit Agency, offers new and enhanced levels of service for recipients of working age benefits. **Support previously offered only to claimants of Job Seekers Allowance is now available to all claimants of working age benefits.**

However, many recovering drug users find that even when they have completed training programmes and obtained some qualifications and experience, employers are still reluctant to employ them. This may reflect the reality that opportunities in the labour market are not equal and that certain groups face exclusion from the labour market or from employment (Klee et al 2002). This is linked to a range of barriers but is also often clustered in areas suffering from social exclusion (Futureskills Scotland 2003)

By and large both the **individual and institutional barriers** to employment faced by recovering drug users remain the same as those identified in the first ‘Moving On’ review. Some of these barriers are not unique to recovering drug users and may be experienced by other disadvantaged groups.

The identification of barriers helps to describe the distance from employment and the path individuals need to go along in order to become employed. They also describe factors that may affect their ability to **sustain** employment.

Evidence

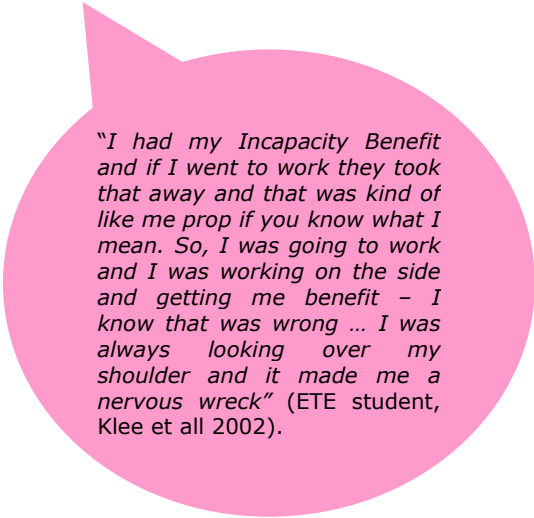
Klee et al (2002) report that over one third of the problem drug users approaching training and employment services in the North West of England said they had lost a job because of their drug taking. This was mostly due to lack of concentration, poor timekeeping and absenteeism.

The **individual barriers** may include:

- a range of **social problems**, poor living conditions and financial deprivation (including debt) brought about by months or years of unemployment
- a **criminal record** as a result of activities to fund their habit
- **lack of school and work-related qualifications**, as well as minimal previous experience of training and employment
- **low self-esteem** leading to fear of failure when facing the difficult challenge of job-hunting
- **lack of motivation**
- **mental and physical** health problems.

In addition, many individuals face **institutional barriers**. These include:

- **supervised prescribing of methadone:** The need to attend a pharmacy on a daily basis can impede employment opportunities (McIntosh and McKeganey, 2001). At the same time, by reducing risk behaviour, criminal activity and increasing overall stability, prescribed methadone can have a positive impact on the employment prospects of recovering drug users.
- **benefits rules:** Income from employment, particularly with entry level or part-time jobs, can be lower than income from benefits. Rules about working while claiming benefits discourage people from seeking employment. Benefit recipients, especially those on Incapacity Benefit, are often reluctant to give up benefits because relapse once in employment can mean having to renegotiate benefits and a substantial drop in income (Klee et al 2002).
- **informal economic activity:** Informal economy jobs can provide an adequate income when supplementing benefits and may appear more financially rewarding than finding a job in the formal economy.
- **legislative change:** New regulations of the disclosure of criminal activities gives employers greater access to past criminal activities of employees and can increase discrimination against offenders in the labour market (**further information on the changes in legislation and the implications, from Disclosure Scotland www.disclosurescotland.co.uk or Apex Scotland 0131 220 0130 www.apexscotland.org.uk**).
- **service provision:** Although there has been an expansion, employability-related service provision available to recovering drug users can be patchy and inconsistent. Often services are not geared to addressing the individual needs of clients



"I had my Incapacity Benefit and if I went to work they took that away and that was kind of like me prop if you know what I mean. So, I was going to work and I was working on the side and getting me benefit - I know that was wrong ... I was always looking over my shoulder and it made me a nervous wreck" (ETE student, Klee et al 2002).

There are also **barriers within the labour market:**

- **employers' attitudes:** Many employers are reluctant to employ recovering drug users, although some will unknowingly be employing drug users. Specific barriers reported in a recent survey included employers' fears that recovering drug users may relapse, not be telling the truth or have negative effects on customers (Scott & Sillars 2003).
- **standard recruitment practices:** The requirement to fill in application forms or produce CVs can cause problems when an individual has had little or no job experience especially in competition with people who have a job history. There may also be problems with literacy. The nature and formality of the interview process, which requires a level of confidence and ability to communicate under pressure, can also be a hurdle. Some drug users, including recovering users who are on substitute prescriptions, may also encounter difficulties with health and safety regulations, e.g. when a job requires them to operate machinery.
- **lack of knowledge of the current demands of the local labour market:** This can lead to unrealistic aspirations about the type and level of work that might be attained; and the pursuit of skills or qualifications for jobs that are not available. Lack of knowledge of the labour market can be an issue for both the individual and the service providers.
- **lack of suitable jobs :** The overall situation of the job market, especially at times of high unemployment, can be a barrier to any disadvantaged groups: for example, high unemployment can mean employers are not motivated to consider employing individuals from disadvantaged groups, or the available jobs require specific skills.

Evidence

A recent Futureskills Scotland (2003) report suggests that currently in Scotland demand for employees is relatively buoyant in lower-skills occupations. In addition, Brown et al (2001) have evidence to suggest that there are fewer than average applications for low-paid and low skills vacancies, in spite of persistent unemployment.

What kind of employment?

Very often, recovering drug users are some distance away from being able to adapt to the general demands and basic discipline of training and employment. The transition to '**job readiness**' and employment is not a smooth and linear progression. Different barriers emerge at different stages which means some people may settle at a point other than full-employment that is best suited to their situation. For some, the goal of full employment may be unattainable.

Bearing in mind the barriers to employment (outlined above), recovering drug users can experience '**poor**' or '**below average**' **employability prospects**. This can lead to less rewarding and less secure employment involving high risk of redundancy and low pay. However, certain labour market conditions can have a positive impact on their situation. During periods of shortages in the pool of people available within the labour market, employers may be more willing to employ groups who are usually seen as 'harder to employ'. The drawback is that even during such periods vacancies are likely to be at the low-paid, low skill end of the spectrum (Futureskills Scotland 2003). The challenge for DAAT partner agencies and service providers is: **how to balance the aspirations of the individuals with the realities of the labour market.**

The process of increasing employment prospects can be slow and frustrating for recovering drug users. Taking **slow manageable steps** along the way can help individuals measure their own progress and encourage them to move on. An example of the range of steps that can be taken towards full employment is provided by the 'Mind the Gap' report (although the report focuses on people with mental health issues, the example seems to be applicable for recovering drug users).

The 'Mind the Gap' ('Social Firms Scotland', 2003) briefing paper identifies an **Employment Spectrum** for groups disadvantaged in the labour market. This describes the '**Transitional Employment Market**' and the range of employment possibilities within it.

THE EMPLOYMENT SPECTRUM

Employment-related activities – Including voluntary work, supported education projects, vocational training projects, etc.

Sheltered Employment – Including 'sheltered workshops', occupational therapy units/programmes, clubhouse activities, enterprise projects, etc.

Transitional Employment Market – Including intermediate labour market projects, social firms, transitional employment schemes, etc.

Job Brokerage – Including New Deal for Disabled People, Job Introduction Schemes, Work Preparation, etc.

Employment Support – Including Workstep, Access to Work, etc.

Job Retention – Occupational Health Schemes, EAPS (Employment Assistance Programmes), etc.

Job Readiness: What does it mean?

Within the wider context of employability, '**job readiness**' is a central component. One of the main findings from studies with employers is that they want potential employees to be '**job ready**'. In recent years, there has been an increase in the range of provision such as New Futures Fund projects and Progress2Work to help individuals to become 'job ready'. There are 3 key aspects to address:

- understanding what **employers mean by employability** and what value they place on different employability attributes (Johnson and Burden 2003). These cover not only skills and work experience but attitude and motivation.
- drug users are a diverse group. The **severity of employment** barriers will vary and this in turn will impact on **the level of employability attained** by individual clients (EIU 2001). Reaching a shared understanding of what that means for drug users trying to enter the job market is a crucial issue for **the individual, for service planners and providers and for employers themselves.**
- the local labour market. The **number and type of jobs available, the number of vacancies, the nature of the shortages and the buoyancy (or otherwise) of the local economy** will all influence the prospects of people at a disadvantage in the job market.

A key finding from the first Moving On review was that the majority of clients who had gone through active project based support would still go through **interim stages to gain experience or qualifications**. There seemed to be 3 broad categories:

- those who are job-ready (or almost)
- those not job ready but who have the potential to become so with further support
- those with multiple problems for whom employment is not a short or medium possibility.

A number of options were identified that would help clients to improve their job readiness and we have slightly revised that list in light of further consultation:

- education and/or training
- work tasters or placements
- supported employment
- voluntary work
- intermediate labour market (ILM) projects
- a combination of these options

All the evidence points to the need for a **pathway that takes the individual through employability to employment**. Progress along the pathway may be slow and sometimes frustrating. However, the experience of NFF and P2W is showing how that can be achieved.

Ways to improve employability

- Help the individual to develop relevant personal, social and vocational skills, knowledge and experience and develop positive career plans
- Take account of all the components of employability when planning and delivering services
- Work with employers to gain a better understanding of their needs and concerns, and find ways to address them
- Develop an understanding of job-readiness
- Take full account of the local labour market conditions and monitor changes.

Chapter 2: Employability and the individual

In the first Moving On review, we identified the main motivations of service users for joining an employment-focused project. Our further consultations and more recent evidence (EIU 2002) confirm that employment-related activity and the goal of employment are important elements in the recovery of drug users. The main motivation is to **make a break** – from drug dependency and the drug ‘culture’, from offending, from reliance on benefits – and to achieve participation in “normal” life. Getting a job is a major aspiration for many recovering drug users because it is seen as an important milestone in the recovery process.

Aspirations and expectations

"The way my head is at the minute, I'm not interested in work ... I just want to get better for now. A college course, couple of days part-time ... that'd be just enough for my head to take" (ETE trainee, in Klee et al 2002)

There may be a difference between aspirations and **expectations**. While a job is the ultimate goal, many drug users do not feel ready for work, or at least for a full time job in the open market, without education, training or support (EIU 2001, Klee et al 2002). Even if clients have completed a treatment programme, they may still have problems with housing, social or family circumstances, the criminal justice system or health. Perhaps most crucially, **low levels of confidence and self-esteem may cause fears** about their ability to cope with new situations and additional demands.

Expectations of the kinds of jobs that might be attainable may also be limited to lower level jobs. Participants in focus groups felt that they were likely to have to enter the labour market at a relatively low level in areas such as **cleaning, retail and manual labour** (EIU 2001). Klee et al (2002) found that fear of relapse often affected the motivation and expectations of success of recovering drug users. When clients on the Education, Training and Employment (ETE) programme in North West England were asked what job they think they would do eventually: approximately one third named work of a skilled manual nature; a quarter said counselling; and nearly one-fifth each said skilled non-manual or unskilled.

A growing number of recovering drug users want to enter employment in the area of social care or drug counselling. This would enable them to draw on their experiences to help others. Klee et al (2002) found that amongst the participants in their research a common view was that counselling is best delivered by those with direct experience of it and an appreciation of the benefits. While there have been concerns in the past about the feasibility of this kind of career aspiration (linked to motivation or risk of relapse), there now seems to be some acceptance that, with the right support, it is achievable. One example is the setting up of the **G6 (Glasgow Street Intervention Group)** by the Scottish Drugs Forum to offer stable recovering drug users the opportunity to do voluntary work that includes ascertaining views of service users, doing peer research and presenting this information to a range of organisations.

Information

The **Gear Change Project** is a joint venture by Nottingham People's College and the local Jobcentre Plus. It is designed to help ex drug users gain the qualifications to become drug counsellors. It involves an intensive programme and participants must be drug free for one year before being accepted. For information: 0115 9128629 drugs.awareness@peoples.ac.uk

There are some key aspects to discuss with the client if their goal is to move to this kind of work. There is likely to be a requirement that the individual is drug-free or stable. There will also be a period of education and training. Key aspects to consider include:

- the need to **'manage'** the expectations of ex-drug users who want to 'put something back' to the system
- the **benefits of volunteering**, especially when linked to the pursuit of recognised qualifications, as a valid route of progression
- **additional support** that may be required by ex-drug users during initial training, volunteering and subsequent employment
- the need to have a very clear understanding of what constitutes **'drug free' or 'stable'** (i.e. length of time off drugs, on methadone or other substitute prescribing) that is shared by all the relevant agencies
- awareness of the **possible risks** involved to ex-users

Design of programmes

Evidence

The Drug Outcome Research in Scotland (DORIS) study shows that out of 559 drug users: 4% had a job; 13% were in paid legal employment in the last 6 months; 8% attended training or education courses in the last 6 months; 58% had any formal qualification and 21% had seen anyone about employment, training or education in the last 6 months. Kemp & Neale (2004 forthcoming).

For those planning and delivering services designed to help individuals to improve their employability, it will be essential to **engage with the client about their aspirations and expectations**. The evidence suggests that most clients will have little or no awareness of labour market opportunities (EIU 2001, Klee et al 2002). Indeed, many of them will not have worked for a number of years or perhaps never. However, a number will have skills relevant to employment either through activity in the 'informal' economy or through the 'entrepreneurial' lifestyle of a drug user (Klee et al 2002).

There are likely to be a number of transitions along the **pathway to employability and to employment**. The move from more treatment focused services to employability programmes or indeed to more 'mainstream' education or training is an **important and difficult transition**. It matters to the individual that at an appropriate point they move away from the 'drug' label. It is very often at that stage that service users want to be known as 'students' or 'trainees' rather than recovering drug users. They do not want programmes or training courses to be 'badged' as drug services.

From our consultation and review of the evidence we have identified a number of key elements of an employability programme that matter to drug users:

- there should be **choice** available about the types of programmes, their content and focus
- there should be **clear and meaningful objectives** shared by client and provider
- **structure** is important but must be balanced by **flexibility** to allow for individual's circumstances e.g. dealing with housing or benefits problems, crises of confidence and daily methadone consumption.

- **staff should be knowledgeable, skilled and supportive.** They should be aware of drugs issues and be sensitive to possible problems. They should also know about the local labour market conditions
- **there should be a focus on strengths, skills and interests** rather than barriers. There should also be an expectation, bolstered by support, that the participants can succeed.

Evidence

Service users interviewed for the Future Outlook Projects identified the following factors that would best help them get back to employment or training:

- More help available in the earlier stages before our lives become chaotic
- Less hassle with different agencies when changing benefits and appointments
- More sympathetic GPs who understand drug users and who can give advice
- Someone to listen to my problems and help me find a way forward in my life
- Help me to prepare for questions from potential employers about my drugs past and criminal record
- Get all the different agencies to give out the same information on availability and entitlements to different benefits, programmes and help

(Employability and Recovering Drug Users, Access to Industry 2002)

Job-readiness is an important issue for the individual as well as the service providers. As described in Chapter 1, there are a number of options prior to entering full-time employment e.g. supported employment, Intermediate Labour Market, voluntary or part-time work. For some, one of those options may be the most appropriate outcome. Although an individual might have taken a long time going through the process of improving their employability and may seem well equipped to start a job, the step into a full-time job is a major one. If for any reason individuals cannot sustain the job, there is likely to be significant

damage to their self-confidence, willingness to consider employment in the future, and in the worst case the potential for relapse.

There is a difficult balance to achieve between holding someone back and putting them forward to employment before they are ready. This reinforces the importance of a **robust and continuous assessment process**, conducted by skilled practitioners in collaboration with the individual. There is a Digest of Assessment Tools for use by practitioners in employability-related services produced by the Scottish Executive ('Identifying Learning & Support Needs: a digest of assessment tools,' Scottish Executive, July 2001 ISBN 0-7559-0214-9). Careers Scotland is now taking forward further work on assessment (for information: www.careers-scotland.org.uk).

Aftercare is another important element of the process that leads to sustained employability. The lack of continuing support or aftercare was particularly highlighted by participants in the focus groups (EIU 2001). There are now examples of how that can be done emerging for the New Futures Fund projects and from new developments within Further Education colleges.

Ways to address the needs and aspirations of the individual

- A thorough assessment of the client's assets and attributes, their employability needs and their goals and aspirations
- Raising awareness of the opportunities and conditions of the local labour market
- Raising awareness of the education and training opportunities, and whether an individual will be better off in work
- Discussion about how to bridge the gap between aspirations, the likely outcome of the current programme or support and the realities of the labour market.
- Avoiding a situation where clients are held back or pushed forward to a step they may not be equipped to take.
- Continued support and aftercare to maintain motivation

Chapter 3: Employers and employability

Employers seek to run their businesses in as cost effective a manner as possible. To do so, they need employees who have the relevant skills and capabilities together with commitment and motivation. Very often, staff costs form the major element of an employer's expenditure. For these reasons, the ability to recruit and retain well-motivated and skilled staff is crucially important to employers.

Why should employers employ recovering drug users?

The evidence is that even individuals who are stable or who are now drug free face considerable difficulty in getting a job in the open market (EIU 2001, Klee et al 2002, Scott and Sillars 2003, Macdougall et al forthcoming). A combination of economic, social and business motives is most likely to persuade employers to take on the groups perceived to be the most 'difficult'. Among these groups a survey conducted on behalf of the Scottish Information Poverty Unit showed that employers were least inclined to employ people with a history of drug misuse.

Evidence

70% of employers were absolutely certain they would not employ someone on a methadone programme. By comparison, just under 50% said they will be happy to employ people with literacy or numeracy problems, and between 64-70% could see no reason why they would not employ homeless or long-term disabled people (Scott & Sillars 2003).

Employers have particular concerns about:

- Unreliability – absenteeism, poor timekeeping, theft
- Offending history - fear of re-offending
- Health and safety – including concerns about the effects of methadone
- Lack of work experience and the work environment

But employers are also **pragmatic**. Changing economic circumstances e.g. skills shortages, high levels of employment and staff turnover leading to vacancies, influence their willingness to consider potential employees from harder to employ groups. There may also be additional benefits to employing people from groups that are often excluded from the labour market. A report by the Training and Employment Research Unit at Glasgow University looking at employability issues of non-Job Seekers Allowance jobless found that some employers experienced recruits from this group to be **enthusiastic and committed** once established in the workplace. They were often grateful for the opportunity to work and as a result proved **loyal employees** (Macdougall et al forthcoming).

There are particular qualities that employers want which seem to rank higher than specific skills and qualifications, including generic skills and attributes such as:

- Commitment and enthusiasm
- Willingness to learn
- Honesty and trustworthiness
- Timekeeping
- Dealing with customers

A recent survey of employers (Futureskills Scotland 2002, *The Employers View*) found that 40% of all workplaces mentioned 5 skills in which employees were lacking: customer-handling (46%), planning and organising (45%), team-working (44%), verbal communication (43%) and problem-solving. Some of these are skills that drug users may have acquired through unconventional means. Employability programmes such as NFF focus on developing these work-related skills and are now measuring progress against an **Employability Framework**. However, Johnson and Burden (2003) report that, when employers were asked about employability attributes that they looked for in young employees, they tended to give general definitions and often did not share understanding of definitions. For example, although all of the respondents said they wanted young people who are willing to learn, they found it hard to define what they meant by this other than showing initiative and being generally enthusiastic.

Many employers are also aware of their social responsibility. The health of a business can be a reflection of the health and well-being of the community in which it operates. A number of employers e.g. Marks and Spencer, Scottish Gas and Standard Life, have had a focus on community support for a period of years. In the survey conducted by Scott and Sillars (2003) a significant number of employers said that if the right conditions could be met then they will consider employing individuals from disadvantaged groups including recovering drug users. The following help was identified by employers as useful if they are to employ people from hard-to-employ groups:

Example

In Edinburgh the 'Joined Up For Jobs' strategy has established 'Employment Academies' to work with employers linking employability programmes with existing job opportunities. The Academies are led by employers' needs and create routes through which they can recruit from groups they might usually ignore. The Academies facilitate joint working between employers, training provides and funders, and employment access organisation.
Contact: Nick Langan
0131 313 6137

- Financial support to ease the extra risks felt attached to employing these groups
- Provision of job readiness and skills training
- Resources for staff training
- 'Get out' clause if they did become involved

In Scotland, Scottish Business in the Community (SBC) has engaged with 12 corporate employers to develop a Diversity Employment Programme. A number of agencies that work with disadvantaged groups are engaged in this exercise. The aim is to create more work placement opportunities, create case studies and identify best practice initiatives. The evidence from the work of SBC with a range of employers is that **above all business needs people who want to work and are reliable and presentable**. Without these basic components individuals cannot be ready for employment. Furthermore, employers felt that other barriers to employment, including lack of experience, skills and self-confidence, can be addressed by businesses after people have been recruited.

For smaller employers these issues may be more acute. They are arguably more reliant on staff being able to 'do the job' more quickly. They may also have less capacity to support an individual if problems occur. However, small to medium employers form the greater part of the business community, certainly in more remote and rural areas. DAATS and agencies engaged in developing employability strategies may find it useful to create a forum for small employers.

For information on small businesses consult the Federation of Small Businesses: www.fsb.org.uk

The issue of **job-readiness** is central to any discussion with employers about their willingness and capacity take on a drug user. SBC have produced a list of '**must-haves**' that are required for successful and sustained recruitment of people from excluded groups. The list developed in discussion with both employers and agencies, and includes:

LIST OF "MUST-HAVES"

Willingness, readiness and commitment – know why they are seeking work and feel personally ready for work:

- basic literacy and numeracy;
- awareness of workplace environment and culture;
- external on going support from agency / key worker;
- internal support from management and a colleague / 'buddy'.

In addition, businesses working with SBC identified the following as elements that will help them work in partnership to recruit and employ individuals from 'harder to employ' groups:

- a clear understanding of each others' objectives and requirements, with a specific focus on the needs of employers and a transparency about business benefits;
- there is a need for transparency about business benefits;
- create a benefit system that better compliment work opportunities;
- timely range of employment opportunities to complement employability opportunities, and make sure that information about job vacancies is available to everyone;
- clear and apparent expectations of outcome that are shared by all;
- avoid short-term solutions and develop long-term goals.

Information on SBC: 0131 442 2020, info@sbcscot.com or www.sbcscot.com

For those planning and delivering employability services, one of the key issues to address is how to **help employers understand the problems of drug misuse and the various patterns of the recovery process**. Greater understanding of these processes can help employers change attitudes about employing recovering drug users and deal with concerns including health and safety, absenteeism, reliability, dependency and trustworthiness. In addition, Scott and Sillars (2003) suggest that in order to bring about a culture shift and develop closer partnership working with employers there is a need to network with employers. Specific actions may include: providing more support with recruiting and training new employees; and supporting the development of a range of human resources elements such as job descriptions and interviews process. The Mental Health and Employment Policy for Scotland report (forthcoming) suggests that **public employers could take a more proactive role in employing individuals from excluded groups**. Their experiences can then be transferred to help private employers go through a similar process.

Klee et al (2002) conclude that **employability services should take a more active and sustained role** during the first months of their clients employment. This will ensure support is provided to employers as well as for employees. Employers may welcome the opportunity to be engaged in some way with the design of the content of programmes: for example, they could advise on targeted vocational training such as specific IT packages or customer handling techniques. Employers may be willing to offer 'work tasters' or placements or to conduct mock interviews as part of preparation for job hunting. However, our consultations found that it is difficult for employers to respond to multiple requests for help. Instead, they would prefer to have a **co-ordinated approach** representing the employability services in their area.

Evidence

The evaluation of Getting Ready for Work (June 2003) highlighted the following good practice:

- Proper induction
- Regular support to trainee and employer
- A choice in placement opportunities
- The timing of when they were introduced in a young person development was critical

The development of an **employers' network** can foster better understanding of the issues that need to be addressed through employability provision. These interested employers can also act as advocates or 'champions' with other employers in the area.

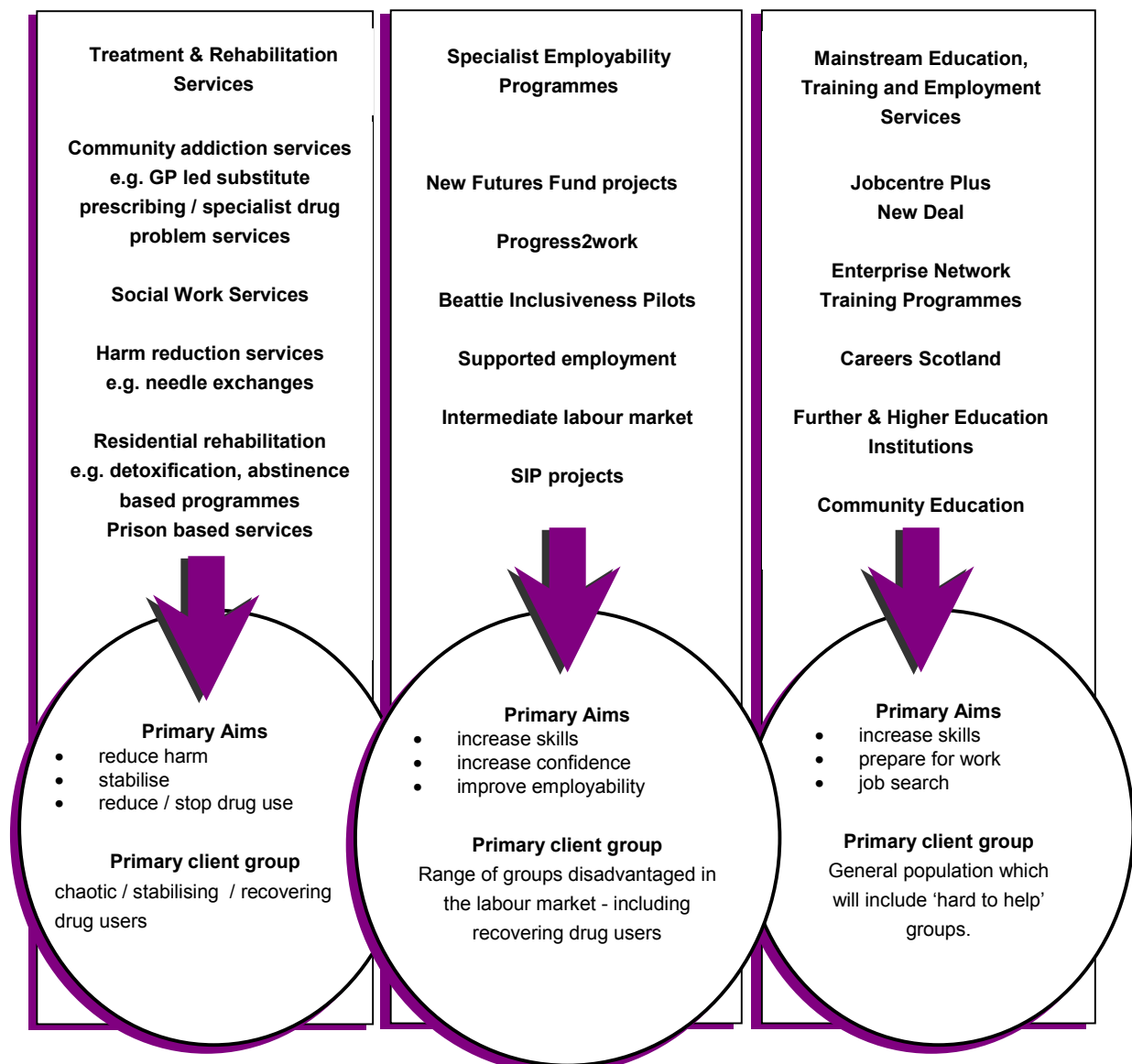
Ways to address the needs of employers

- Talk to employers about what they need from employees and about concerns relating to the employment of drug users
- Establish the skills and knowledge required in the local labour market and monitor changes
- Help employers to develop an understanding of the problems of drug misuse and the process of recovery
- Provide support both to employers and employees
- Develop an employers' network or an employers' forum
- Think about the needs of smaller employers

Chapter 4: Employability and service providers

The first Moving On review outlined the range of programme types that are available to help people recovering from substance misuse to access education, training and employment. Programme types fall into three main categories of support:

- **Treatment and rehabilitation services** whose primary aim is to help an individual overcome problem drug use and the associated physical, psychological and social effects.
- **Specialist employability programmes** with specially targeted provision tailored to help those disadvantaged in the labour market (including recovering drug users) to improve their skills.
- **Mainstream education, training and employment services** designed to meet the needs of the general population (such as Jobcentre Plus, further and higher education or national training programmes). Most mainstream programmes will have had some contact with individuals experiencing drug problems and some have developed initiatives to address these needs.



The first Moving On review and the subsequent Guide to Partnership Working (EIU 2003) emphasised the importance of service planners and providers working together to address the range of needs of clients. Partnership working is also essential to prevent clients **“falling down the gaps”**.

An individual may have contact with a range of programmes and services during the course of treatment, care and support. At each stage, there is likely to be an opportunity to help the individual improve aspects of their life and behaviour that will contribute to their future employability.

There are residential programmes that offer a holistic and comprehensive approach that combine treatment with personal and social skills development and lead through into employability provision including help with basic skills, vocational education and work placements.

Service Example

Phoenix House Access to Skills and Employment programme (PHASE) is a person centred approach delivering education and training, and developing employment skills to residents of Phoenix House (PH) in Glasgow. PHASE is a fully integrated component within the PH programme which aims to give substance misusers the opportunity to rebuild their lives. PHASE offers help with personal and core skills development, motivational work, capacity building, literacy, numeracy and IT skills. It also supports clients returning to independent living access mainstream training and education, as well as finding and sustaining employment. Through its links with employers, PHASE offers clients a range of practical work experience in a real working environment. The PHASE team brings together a range of partners including key voluntary sector agencies, Glasgow Nautical College, career services and employers, to assist clients in the process of social and vocational integration. Each client is supported to develop their own individual action plan and progress is closely monitored. For more information contact David Hotchkiss, Business & Development manager, Tel: **0141 332 2577** or E-mail: david.hotchkiss@phoenixhouse.org.uk

For individuals who receive their treatment, care and support in the community, the likelihood is that they will progress through a range of services in different locations. As we identified in the first Moving On, our recent consultations suggest that service providers often remain anxious about their clients moving on in case they cannot cope with the transition. There is, however, evidence to suggest that clients do better when staff offer positive expectations of success (Brown et al 2001). It is difficult for providers to achieve a balance. The reality is that **no single agency can meet all the needs of the individuals**. They need the expertise and knowledge of other services. The Partnership Guide identifies the benefits that a partnership approach founded on co-operation and collaboration between all service providers will have for **service users**. These include:

- Removal of barriers to progressing towards stabilisation / rehabilitation
- Providing more consistent, co-ordinated and comprehensive care
- Access to a range of training, education and employment opportunities

The benefits for **service providers** include the ability to:

- Develop a 'whole person' approach
- Develop a better understanding of the range of other available services
- Recognise and utilise the strengths and areas of expertise of partner agencies

For DAATs and partner agencies engaged in planning and commissioning services there is the benefit of making the best use of available resources in their area.

Flexible pathways

The pathway followed by individuals may not be the apparently logical one. The expectation tends to be that drug users start considering their employability after they began addressing their drug misuse issues. However, it is important to recognise that some individuals choose a **different route**. The process of recovery may start by first addressing employability issues including self-esteem, life-skills and qualifications. These individuals may choose to access education, training and employability services **before** treatment services. Indeed, it is in the process of addressing training and employability issues that they may also want to tackle their substance misuse and begin a treatment programme. In order to enable clients to choose their preferred route to recovery, programme types need to be **flexible** and there is a need to ensure **close partnership working** between the range of service providers.

Example

Options + in Fife has been set up to provide employability support to clients who are not necessarily in touch with treatment services and may not be ready for other employability support such as Progress2Work. The aim is to help clients begin exploring first steps in developing their employability. For details Tel: **01383 313091**

What does this mean for service providers?

Evidence

A study conducted by Columbia University and the American Public Human Service Association highlights collaboration among agencies as the most important factor helping substance misusing clients achieve the goals of welfare reform programmes. (Scheer, R. forthcoming)

Treatment service providers: There is some evidence that participation in treatment, and particularly length of time in treatment, improves employment outcome. Treatment providers are now recognising the importance of employability within overall treatment, care and support. A significant proportion of specialist drug services are now offering components in their programme that will help with employability. These include confidence building, personal and social skills development, anger management and basic skills.

Our consultations suggest that there is scope for treatment providers to develop greater awareness of the process drug users go through to become **'job ready'** and the wider context of employability. For example, service providers could consider ways to make services more accessible to clients who are trying to combine treatment with education, training or employment.

Specialist employability programmes: The development of these programmes, particularly through the New Futures Fund, has been a major step forward for those who are "harder to employ". There seems to be further scope, however, to address the **overall labour market situation and employers' needs and attitudes** as well as individuals' assets.

Key issues are:

- **finding ways to assess the "job-readiness of clients,** perhaps in collaboration with employers
- **creating links with employers** – not just at the stage when clients are 'job ready' but also in helping to plan programmes and courses to ensure these fit in with employers' needs
- **recognising that drug users are not a homogenous group** and tailoring programmes to the needs of individuals.
- **develop mechanisms for continuing support** when clients move on to mainstream services or employment. Finding ways of providing **support to employers** is also important e.g. when a client is at risk of relapse, or has relapsed.
- **exploring ways to measure success** by looking at the 'distance travelled' by individual clients as well as by 'harder' outcomes such as going on to further / higher education or training, or gaining employment.

Mainstream education, training and employability providers offer the greater part of the available provision, particularly in more remote and rural areas. In recent years these providers have expanded their programmes and courses to improve access for disadvantaged groups. They can become more accessible to recovering drug users by, for example, offering taster courses at a range of '**safe**' venues and allowing greater flexibility with attendance.

For many drug users attending college or a national training programme such as Skillseekers will be a stage in the pathway to employability. However, it will be important that staff have some awareness and understanding of the problems of drug misuse and the potential for students to have problems with confidence and motivation in a new environment. Here too, success could be measured by looking at the 'distance travelled' by individual clients as well as by 'harder' outcomes such as gaining qualifications or employment.

Ways to enhance employability provision

- Develop partnership working between service providers to ensure positive progression for clients and engender an environment of supported referral
- Create an environment where treatment and employability services co-exist by complementing and supporting each other's work through the development of referral protocols and information sharing
- Certain activities to increase employability can contribute to rehabilitation and need not wait on the individual becoming drug-free or stable

Chapter 5: Specialist 'employability' programmes

This chapter provides factual information about the range of specialist employability programmes. These programmes may be attached to drug services or contracted from mainstream training and employment providers. They exist to meet the needs of specific target groups and they tend to be supported packages of short-term funding. The ultimate outcome of these programmes may not be a job on the open market. Given the range of problems faced by clients, often a more reasonable goal may be people moving into mainstream programmes, other forms of education and training and voluntary work. It is important to note that **the range of programmes and projects varies from area to area.**

Progress2Work

Provides specialist help and support to clients with a history of drug misuse to make better use of Jobcentre Plus programmes and services, and helps them move from treatment to training, education and employment. Introduced in 2001 by the UK Employment Service, progress2work (P2W) is targeted at people who find it difficult to access mainstream provision without additional support. P2W is now available across all Jobcentre Plus Districts in Scotland (with the exception of Grampian, Moray, Orkney and Shetland, which will be rolled out between October 2003 and March 2004).

P2W focuses on people who have either completed a treatment programme or are stabilised on substitute prescriptions. Through a detailed personal assessment an individually tailored action plan is developed for each client stating clear and manageable steps of progression. Personal advisors work individually with clients **to build confidence and develop coping strategies and problem solving skills.** P2W puts clients in touch with external agencies offering a range of training, education and employability services and continues to offer individual support while clients access these services. Support is offered through a weekly meeting to discuss clients' progress and any other emerging issues. Participation in the programme is **voluntary** and clients can drop out at any time without losing benefits.

The type of support offered by P2W to help clients remove barriers to training and employment includes:

- Help with re-establishing contacts and rebuilding bridges with family members
- Liaise and advocate on behalf of clients with Housing Agencies and Council Services
- Help clients access support to improve literacy and numeracy skills
- Help clients without a bank account to access a Citizen Card
- Encourage and assist clients to attend counselling appointments
- Assist clients to access funding to purchase clothes and other items they may need in preparing for job interviews and starting work
- Assist clients who relapse to re-enter treatment services
- Assist clients to gather and obtain appropriate documents including birth certificate, driver's licence and disclosure certificates
- Challenge clients perceptions of training and education and encourage realistic employment goals

Information

Up to August 2003 there have been approximately 6000 starts with p2w, eight out of ten are male and just under one third are ages 18-24. 25% have dependents and 60% have been out of employment for more than 2 years.

Information from **Department of Work and Pensions.**

Progress2Work Link-Up

Extends the provision of progress2work to those clients with the greatest disadvantage in the labour market, including ex-offenders, the homeless and those recovering from alcohol misuse. Link Up pilots were launched in Fife and Tayside in February 2003.

CASE STUDIES: P2W

These case studies have been modified to ensure confidentiality but both are based on real-life cases.

Harry has been attending a treatment service for some time and managed to gradually reduce his methadone intake. He has been unemployed for 16 years but for years had an interest in dry-stone dyking. Following a successful rehabilitation programme in which Harry completed the Step Course / Investment in Drama, he became motivated to be referred to P2W. While on P2W, and with help from other agencies, including Action Team for Jobs, Jobcentre Plus and Careers Scotland, Harry was able to attend and make good progress on a training course to become a dry stone waller. Recently, Harry has been approached by a local company offering him work as soon as he qualifies.

Carol was referred to P2W by a voluntary sector drug service in August 2002. She had been unemployed for over one year and was excluded from attending the New Deal provision because of her aggressive behaviour to the Jobcentre staff. Following the initial assessment it was clear that she was willing and eager to stick to her treatment and care programme and improve her employment prospects. Because she had limited work experience she was referred to a Training for Work option with a local training provider in November 2002. This meant that she was eligible for a £10 top up on her Job Seekers Allowance and for help with travel costs. Carol also had to deal with her anger outbursts and develop her self-confidence. She showed commitment and determination in attending the training, which entailed travelling a long distance on a daily basis using public transport. As a result of her commitment during the training period Carol was offered a job with a voluntary agency who is a P2W provider and is still a full-time employee with that agency.

New Futures Fund (NFF)

NFF is a labour market programme introduced in Scotland in 1998 and completes in March 2005 with a total funding of £29 million. It is delivered through Scottish Enterprise and aimed at people aged 16-34 who face serious disadvantage in the labour market. The programme plays a key role in closing the opportunity gap. It does not expect or require immediate job outcomes but focuses on **small steps of progress and the 'distance travelled' by individual clients**. NFF operates through organisations that have expertise in working with harder to help groups by adding an employability dimension to their work. It engages clients who are in receipt of Incapacity Benefit and Income Support, clients who – with the right support – can move towards work. Phase 1 of NFF ended on 31st March 2002 and Phase 2 continues until end of March 2005. A key objective in Phase 2 is for NFF to influence mainstream policy and programmes to ensure **more systematic support** for the client group.

The providers of NFF are mainly from the voluntary sector with some statutory sector (mainly Local Authority Social Work) providers. Projects target people who have problems with physical and mental health, substance misuse, homelessness, physical and mental disability, offenders and ethnic minorities. From the 81 projects in Phase 2, 26 have been set up to work specifically with recovering drug users.

The NFF Model

NFF is a unique response to the social and economic exclusion of individuals. As a direct support to mainstream employment programmes, it provides a bridge between social support and provision and the world of work for client groups who are not usually catered for by mainstream training and employability services. The emphasis is on **raising employability and long-term career planning** rather than moving people quickly into employment. A key element of the NFF model is developing successful relationships with organisations involved in employability work and working in partnership with other employment projects and services. Delivery of New Futures has been identified as characterised by a **flexible approach** and four key aspects: **initial and on going assessment; action planning; an individual tailored methodology; and longer-term support**. Most NFF projects try to maintain contact with clients after they leave the project recognising that **aftercare** is an important element of the employability support.

Evidence

The evaluation of NFF Phase 2 found that projects working with clients affected by drug use tend to have less contact with agencies like Jobcentre Plus. This was partly due to NFF staff feeling JCP staff are unable to work with their clients or were worried clients benefits would be threatened (Evaluation of NFF Phase 2, Interim Report).

While NFF projects provide a wide range of assistance to individual clients, an **Employability Model** is being developed to capture this unique provision for the most socially disadvantaged and excluded. The Model outlines the NFF approach to providing employment focused services and is based on an analysis of the practice and outcomes from NFF projects. It highlights those elements of New Futures that, taken together, have enabled staff to help individuals move towards social and economic inclusion. In addition, the Model also outlines the content of the **NFF Employability Framework**. This Framework is completed by all NFF projects to show what each project actually does to improve the employability of clients. It covers elements including:

Personal and labour market context

- One to one support
- Relapse prevention
- Building self-confidence
- Literacy work

Assets

- Certified courses (especially IT)
- Basic and core skills and attributes
- Activities: e.g. outdoor pursuits, art, photography, interior design work
- Group work to increase social skills

Marketing and development

- Careers guidance
- Accessing information – careers / college / job search
- Signposting - increasing clients awareness of options

Presentation

- Interview techniques
- CVs
- Job applications

Service Example

Next Steps Scotland found that using the NFF Employability Framework had the following advantages:

- Provides students and staff with tools to measure success
- Keeps staff focused on students needs
- Creates expectation of success without putting pressure on students
- Empowers students by helping to seek their chosen career direction
-

The Framework also helps:

- Identifying other specialised services
- Formalising partnership working
- Evidence day to day activities
- Keeps staff focused on organisational goals

Contact Next Steps, 441 High St. Kirkcaldy, Fife KY1 2SN Tel: 01592 268894

Evaluation of NFF Phase 2

The elements of the NFF model that clients reported to be most useful included:

- The programme is **voluntary**
- It is **flexible and responsive** to clients' needs
- It is **holistic** and supports clients to address barriers by helping them build on their individual assets
- It is **forward looking** and takes a long-term approach to developing the individual
- It is staffed by people who make the **client feel valued**

Information

Between April 2002 and June 2003 3,617 clients started in the 80 NFF projects. 60% are male, one third are between the ages of 16 – 19 and another quarter age 20-24. Overall, 1,377 clients left NFF programmes, destination is known for 1,086. Of these 11% were referred on to an addiction or drug problem service (Evaluation of NFF Phase 2, Interim Report).

Overall, 86% of interviewed clients felt that attending the NFF project had enhanced their employability. Clients have identified the main ways the projects had assisted them:

- developing their core skills and facilitating personal development;
- building their confidence and self esteem;
- signposting to specialist sources of assistance as necessary;
- developing their networks and contacts;
- facilitating access to mainstream services; and
- providing information on possible progression routes.

Mainstreaming

NFF is a pilot that is due to finish in March 2005. Discussions about securing mainstream funding resources to develop NFF and make it available to a large number of clients are still in progress. The NFF **Employability Model** will be used to show mainstream funders and providers the benefits of adopting the NFF approach to working with socially excluded groups. For more information on NFF projects contact the **New Futures Fund Team, Scottish Enterprise 0141 248 2700**

EXAMPLES OF NEW FUTURES FUND PROJECTS

'Women In Work', Hydepark Business Centre, Units 27 & 28, 60 Mullinsburn Street, Glasgow G21 4SS. The project was established in April 2002 to help women in Glasgow aged 16-35 and experiencing difficulties due to substance misuse access education, training and employability services. It is managed by Glasgow Social Work Department and links with appropriate agencies, such as local addiction teams and P2W, to help clients move from 'stable' drug use to education and employment. The project combines personal and social development with other support including job search and visits to FE Colleges. It also offers aftercare support through a 'drop in' service available one evening per week.

Turning Point Scotland, "Chrysalis" 9 Forrest Road, Edinburgh, EH1 2QH

This project operates a structured programme for clients aged 16-34 with the aim of increasing employability, access to paid and voluntary work, and training and education options. The project focuses on achieving realistic move-on/exit strategies for individuals through effective partnership working and using a mixture of one-to-one sessions and groupwork. Introduction to the project is predominantly through CJS, social work and self-referrals. Individuals must be stable before accessing the programme. Significant numbers have progressed directly to employment. Others have gone on to college and even university.

Work Track, "Sorted Programme" Castlebrae Business Centre, Peffer Place, Edinburgh, EH16 4BB

This project provides a quality, client centred pre-vocational programme of guidance and support to facilitate individual key transitions and enables clients aged 16-34 to become more 'opportunity ready' for sustainable experience of training, education or employment.

Local organisations such as the Castle Project and Greater Liberton Drugs Project are amongst the referral organisations, as well as Social Work and DTTO. Careers Scotland and Jewel & Esk Valley College are involved in the delivery of the programme. Clients have moved on to further education, employment and local community learning. Clients who have not moved into specific destinations leave with longer term action plans and an overall improvement in self-confidence and self-belief.

Methadone Activities Programme, "MAP", 117 Brook Street, Bridgeton, Glasgow, G40 3AP

This project works with individuals, employers and other agencies to address and remove the barriers to effective integration for clients aged 16-34 in accessing and sustaining employment and training/education opportunities. This is achieved through providing a framework of personal support to enable clients to integrate fully into a working and/or training/education environment.

The majority of referrals to the programme are made by the wider organisation, as the New Futures Fund is the final stage of a throughcare service. The aim is to assist clients to access employment, education and training as outcomes. To date clients have gone on to undertake computer courses, voluntary work and some clients have accessed and sustained employment over a period of time.

'Move On' Project, Renfrewshire, 20 Back Sneddon St. Paisley PA3 3DJ. The project has been involved in helping people with drug and alcohol problems assess their employability skills and progress to further education, voluntary work, supported employment and eventually full employment. The project works closely with the Reid Kerr FE College to help clients access short courses while accompanied by a project worker. An outreach worker from the local Careers Service works in the project one day per week helping clients with personal presentations, career options, and identifying their skills and interests. The project also employs an Employer Liaison worker linking in with employers and other agencies including progress2work and the Wise Group. The aim of this post also includes raising awareness amongst employers about drug and alcohol issues and how they relate to employment.

Beattie Implementing Inclusiveness

As part of the implementation of the Beattie Committee report on Implementing Inclusiveness, there are 13 Inclusiveness pilot projects managed by **Careers Scotland** which will run until March 2004. Subject to the outcomes of the National Evaluation of the projects, future mainstreaming of the key worker service will be considered from April 2004. These projects, in partnership with a range of local, statutory and voluntary agencies, provide key worker support **for young people with additional support needs in order to help them progress to - and sustain - education, training and employment**. An emerging barrier to the effectiveness of the Inclusiveness Projects was the absence of **'intermediate' employment options** for those clients progressing into employment. As a response, **7 supported employment** pilots managed by Careers Scotland working in partnership with other agencies, were established in March 2003. The aim of the pilots is to provide a means of increasing the range and availability of entry routes into employment. More specifically, they will match a young person with an employer and develop **on-site intensive support for both employer and employee** for as long as required. The purpose of the pilots is to test whether the model of support works for a range of clients with additional support needs, including those with drug misuse problems. More information on the pilots can be obtained from the **Scottish Executive Enterprise, Transport and Lifelong Learning Department**.

EXAMPLES OF INCLUSIVENESS PROJECTS

Dunbartonshire and Lomond Inclusiveness Project: The project aims to ensure a seamless transition and support to young people age 14-24 moving through education, training and employment. Support includes a new employability programme and a mentoring scheme, early intervention, transitional support and post-school support.

Grampian Inclusiveness Project: The project has a strong focus on cross agency training and development of staff. It targets looked after young people and those with chaotic lifestyles and autism. Key workers provide mentoring to clients as well as to the business sector.

Examples of Beattie Inclusiveness Supported Employment Projects 2002-4

Dunbartonshire – West Region: The project has been set up to extend the development of the local Positive Futures / Inclusiveness and JOblink projects to include young people aged 15-18. The delivery model of the project includes 3 strands: initial assessment, action planning and opportunity awareness. This stage provides the key elements of vocational profiling, job analysis and job development; and identification of suitable employers: Based on the needs and aspirations of both employers and clients, this stage matches clients with employers; and offers post placement support. This is an enhanced induction phase involving client, employer and project worker. Specific elements of job coaching support are agreed and regular contact and support offered.

Glasgow – West Region: Aimed at young people who are motivated and able to access employment but require additional specialised support to sustain employment. The project provides vocational profiling, job shadowing and short placement opportunities, integration of clients within the workplace, paid work, job coaching, support and training to mentors in the workplace. Clients have the opportunity to progress to full-time employment but also reduce their hours at time of crisis.

North East Region – Tayside: The project concentrates on young people in the Forfar area. A Supported Employment Advisor provides support to both clients and employers. The project aims to build on existing services to help clients become job-ready and assist them into employment. Initially the project will work with employers from the retail, hospitality and customer service areas.

For information contact: Beattie Implementation Team, 0141 242 0133, beattie@scotland.gsi.gov.uk

BEATTIE INCLUSIVENESS PROJECTS: CASE STUDIES

- 'A' is 16 and has been attending the **On-Track Club pilot project** run by Careers Scotland. The project takes place in schools to assist young people who are underachieving. 'A' comes from a difficult home background, was poorly motivated, lacked confidence and had been failing to achieve her full potential at school. At the Club, she gained in confidence and took on a leadership role. She was awarded the end of term Careers Scotland prize for the most improved student in On-Track within her school. 'A' is now considering Sports and Leisure as a possible career and has been successful in gaining a place at the local college on the Intermediate 2 course for Leisure and Recreation, starting September 2003.
- 'B' is 17 and left school in summer 2002. He was placed on the Get Ready for Work training programme by Careers Scotland but was asked to leave due to behavioural and personal problems. For a while 'B' disengaged from contact with anyone. However, through the intervention of an outside organisation working with his family, he now has the services of a **Key Worker** supporting him in confidence-building and working with other people. 'B' is currently undergoing a placement at a local Golf Course and is planning to train as a Green- Keeper.
- 'C' stopped attending school mid-way through 3rd year because of school, social and family circumstances. She was referred by the school and social work to a **C.S.V project**, helping 2 days a week at a local nursery. This stopped her from becoming completely isolated. 'C' missed the chance to sit 'S' Grade exams and as soon as she left school registered at the local Careers Scotland Centre. A referral was made to a **Key Worker** in July 2001, when it was becoming apparent that she needed intensive and ongoing support in order to overcome various barriers to employability.

A range of assessment work highlighted 'C's need for help with literacy, numeracy and IT skills. She was referred to a volunteer programme and a supported training programme. Both were initially unsuccessful but revealed deeper confidence issues that had to be explored over a number of one-to-one sessions with the Key Worker. However, eventually 'C' felt ready to try a 'Taster Day' at the **Princes Trust** with her Key Worker going along for moral support. This proved a success and, although she was still very apprehensive, 'C' agreed to start the programme in January 2002. By week 4 she had settled completely and was considered a key player/leader in the group. The **Key Worker** maintained contact to ensure sustainability, and at the end of the 12 week programme 'C' was successful in finding a work placement in a nursing home. This placement linked to a supported training programme – **Get Ready for Work** – with a local provider.

'C's confidence and self-esteem were developed by this planned support to the stage where she felt able and willing to undertake the selection process for a place on a Raleigh International expedition. She was successful in this attempt and, with help from a range of partner agencies and individuals, managed to collect the money and equipment required to go on the Raleigh expedition to Central America from October 2002 – January 2003. After this life changing experience 'C' returned to work part-time at an After School Project whilst looking for her next job.

New Opportunities Fund 'Better Off'

The New Opportunities Fund's Better Off programme aims to encourage and empower people who misuse or have misused drugs to take positive steps back into society. It does so by supporting them in the process of moving on to mainstream education, training, employment and accommodation in their communities. 31 awards totalling £5,525,507 were granted in March 2003 to a range of community rehabilitation projects and a further £3,874,491 will be awarded to various groups across Scotland in February 2004.

EXAMPLES OF NOF PROJECTS

Access to Industry – Transition: an educational programme aiming to support people recovering from substance misuse back into the community through education, training and employment. It will establish new pathways towards social and economic inclusion for unemployed people or those living in Edinburgh SIPs area.

South Lanarkshire Council Positive Employer Attitudes and Real Lives (PEARL): this scheme will assist 120 employers and create job opportunities for 30 people with a history of substance misuse. It will offer services and support to employers helping them employing and retaining these individuals.

Orkney Islands Property Developments Limited, Supporting Tenancies Project: a support worker will help people adjust after detoxification. The worker will help people find accommodation, maintain tenancy, access further education and work-based training, and prevent relapse.

New Horizons Community Rehabilitation Service, Glasgow: aims to help people moving on from drug use to access education, training and employment opportunities. The focus is on building local partnerships to deliver tailored support packages to 60 individuals.

Apex Trust Scotland, City Connection, Edinburgh: the project will support 180 people with drug misuse problems progress into employment, training education. It will provide tailored programme (including outdoors activities) addressing social and personal barriers, legitimate economic activity and inclusion.

East Renfrewshire Council Substance misuse Team: the project will provide people affected by substance misuse a range of activities and interventions to develop confidence, practical skills, access education and training, and progress employment.

Apex Trust Scotland Throughcare, Ayrshire and Arran: the service will work with prisoners nearing release to increase employability skills, employment opportunities and assist with accommodation problems. It will provide individual tailored programme addressing barriers, legitimate economic activity and inclusion.

Alcohol and Drugs Support South West Scotland, Dumfries and Galloway: the project will address the multiple barriers people with substance misuse problems face in moving towards training and employment. It will do this by providing psychological support and a range of one to one training in core skills, basic adult education and employment skills.

For information contact: The NOF Scotland Information Team 0141 242 7800

Scottish Drugs Forum Employability Team

The SDF Employability Team aims to work in partnership with local Drug Action Teams (DATs) and is involved in assisting the development of education, training and employment opportunities for drug users. It is funded by Scottish Enterprise through the New Futures Fund until Autumn 2004. The overall aim of the team is to reduce drug related harm by enhancing routes to training and employment for people with drug problems.

The objectives of the team include:

- **Cross-cutting response:** To support DATs in the developments of effective dialogue with key agencies
- **Development work:** To undertake a range of development work in conjunction with DAATs to help drug users access training and improve employability
- **Solutions to barriers:** To encourage appropriate and effective solutions to the range of barriers faced by drug users seeking training and employment
- **Service information:** To support the development of a national database providing information on existing training and employability services

For more information: www.sdf.org.uk

Scotland Against Drugs Employment Projects

Scotland Against Drugs has funded two employment projects: **Back on the Road** in Glasgow and currently **Back on the Tracks** based in Bo'ness. The aim of the projects is to provide a sheltered work environment for recovered drug users and form partnerships with representatives from the private, public and voluntary sectors. The trainees for the projects are chosen from the drug services and are given full-time employment for a period of six months. During that time they have the opportunity to gain work experience in a realistic and supportive environment. To date, SAD has managed to access long-term employment for 11 trainees. SAD is currently in the process of developing further employment projects in Shetland and Aberdeen.

For more information: www.sad.org.uk

Social Firms

A social firm is a business that is established to provide employment opportunities within a supportive working environment for people who are disabled and disadvantaged in the labour market e.g. people with learning disabilities or mental health problems. They aim to generate over 50% of their income from the sale of goods and services to a commercial market. A social firm will ensure that 25% of its staff is people with disadvantages who are integrated into the workplace. For information on **Social Firms Scotland** see **www.socialfirms.org.uk**

Example

Six Mary's place Guest House is one of five social firms developed and managed by Forth Sector in Edinburgh. Opened in 1992, it employs people affected by mental health problems. Over 100 individuals have worked and trained in the guesthouse and it is run as an ordinary commercial business. It provides support and training for its staff, including a transitional employment initiative with local hotels.

Additional developments

A growing number of **Drug and Alcohol Action Teams (DAAT)** now have **employability sub-groups** aiming to push forward the employability agenda. These sub-groups aim to bring together the range of specialist and mainstream providers that need to be involved in the development and provision of employability services to recovering drug users.

The **Association of Drug Action Teams (ADAT)** has established an employability sub group to look at the strategic co-ordination of pathways to employment. Current issues for the sub group include: mainstreaming of NFF projects, information sharing between DAATs and national employability co-ordination issues.

EXAMPLES OF LOCAL EMPLOYABILITY SUB-GROUPS

Ayrshire and Arran ADAT has established an employability sub-group bringing together representatives from SDF, Careers Scotland, P2W, Scottish Enterprise, Chamber of Commerce, Addiction Projects, SIPs and FE Colleges. The aim is to bridge the gap between treatment and employment agencies, map existing services and inform the work of the ADAT.

Argyll and Clyde ADAT has a short life working group on employability. The group held an event focussing on the difficulties and issues faced by recovering drug users on a methadone script who are also in employment. Specific issues, including ways of ensuring that a daily dispensing of methadone can be managed within a full time job were discussed. The event brought together GPs, nurses, pharmacists, drugs and employability agencies, service users and families.

In Fife the **DAAT** decided that in order to encourage partnership it will join the existing **Employability Access Group** rather than develop a new group. The group is chaired by Fife's progress2work co-ordinator and includes representation from the DAAT, Fife Council Employability & Social Inclusion team, specialist treatment and care services, SAD, SDF and Training For Work providers. The group has put together a bid for the New Opportunities Fund to develop a service that will provide support to individuals when they enter employment as well as providing support to employers.

Midlothian DAAT has set up an **Employment Action Group** to develop an inclusive strategy to help those furthest from the labour market, including people with substance misuse issues, access employment opportunities. The group has conducted a mapping exercise and a needs assessment that focused on developing a 'one stop shop' approach to employment access services. It has developed an **Employment Action Strategy** and is currently in the process of prioritising actions to be taken forward by three task groups involving representatives from a wide range of employment agencies.

The Borders DAAT Employability sub-group began meeting in November 2002. It is chaired by the area's SDF employability co-ordinator and includes representatives from Jobcentre Plus, progress2work, Apex, a range of statutory and voluntary treatment and care services, Scottish Enterprise and a FE college. The group has undertaken to conduct a mapping exercise to provide a clearer understanding of employability pathways in the area, and will follow the mapping by a full needs assessment exercise. Other key functions of the group are networking, sharing of information, reviewing work experiences and raising employability of the agenda of the DAAT. The group will also write an employability strategy and priorities for action.

Chapter 6: Mainstream Service Provision

Mainstream education, training and employment services are the main provider of services. Although they have to meet the needs of the whole population, bringing in the 'hardest to help' groups under a wider social inclusion agenda is an increasing feature of these services. Moreover, in areas, such as rural areas, where there are very few specialist services, mainstream services may provide targeted services to a range of groups, including drug users.

Jobcentre Plus

Introduced in April 2002, this new agency brings together the Employment Service and the part of the Benefit Agency that supported people of working age. Jobcentre Plus takes forward the **Welfare to Work** approach ('work for those who can, security for those who cannot') by delivering a single integrated service to people of working age in receipt of state benefit. In practical terms, support previously offered to assist Job Seekers Allowance recipients return to work is now extended to new claimants of other Working Age Benefits. By far the most significant new client group is Incapacity Benefit claimants. In addition, Jobcentre Plus aims to tailor its services to meet the demands of employers. The introduction of Field Account Managers and the implementation of the 'Ambitions' initiatives aim to respond to employers' needs more effectively.

For information: www.jobcentreplus.gov.uk

New Deal

The New Deal is an approach to tackling unemployment and is part of the Government's Welfare to Work strategy. The Department of Work and Pensions (DWP) funds the initiative and policy is reserved to the UK government. Jobcentre Plus administers and manages the programme. The Scottish Executive's Enterprise, Transport and Life Long Learning Department (ETLLD) liaises with DWP on the delivery of New Deal in Scotland.

Example

The Enhanced Gateway to Work - Columba 1400 project was set up to help disadvantage groups, including recovering drug users, in Edinburgh City access and benefit from New Deal programmes. Participants must be between the ages of 18 - 24, eligible for New Deal, have previously entered New Deal on at least one occasion but were unsuccessful in gaining employment. The programme includes 2 weeks part time motivation and personal development, 8 days intensive residential programme on Skye, 6 months placement with Edinburgh City Council - initial two months on benefit and New Deal Allowance followed by 4 months on a wage. For information contact Ian Whitelaw, Jobcentre Plus Edinburgh District Tel: 0131 221 4729, E-mail Ian.Whitelaw@jobcentreplus.gov.uk

Programmes including New Deal for Young People, New Deal 25+, 50+ and Lone Parents are established and performing across Scotland. Although the challenge of delivering on these programmes is still substantial, more recently the focus of New Deal has been on supporting the **more disadvantaged** into the labour market, particularly those with multiple disadvantages. The aim is to make the various strands more flexible and boost the capacity to buy in appropriate specialist services. New Deal programmes are also developing ways of increasing **employer engagement** in Welfare to Work. However, some evidence suggests that New Deal is still better able to respond to more conventional labour market problems than to those of a personal and social nature.

Action Teams for Jobs

A UK wide employment programme that aims to increase employment rates amongst disadvantaged groups in employment deprived areas. Action Teams for Jobs operate in local authority wards, they are able to use their resources flexibly and participants are not required to undertake specific activities. Assistance is open to all jobless individuals living in a particular ward and participation is voluntary. There are Scottish Action Team areas in North Lanarkshire, City of Dundee, Glasgow, East Ayrshire, Highlands and Islands and West Dunbartonshire open to disadvantaged groups living in these areas, including those with serious and long established drug and alcohol problems. Action Teams form partnerships with a variety of private, public and voluntary organisations. The aim is to provide flexible and innovative solutions to help welfare recipients, particularly those furthest from the labour market. By May 2003, Action Teams in Scotland had helped more than 10,000 people into work.

Step Up – Transitional employment pilots

Step Up is a UK wide intermediate labour market initiative, operated by managing agents, offering a waged job for up to 50 weeks to clients who remain out of work six months after completion of their period on New Deal. Although eligible for another period on New Deal they are placed into work through Step Up. There are pilot schemes in East Ayrshire and Dundee. Step Up provides intensive support to the hardest to reach clients who have been out of work for some time. It aims to give people the self-esteem and confidence to hold down a job as well as providing skills and a work record.

Employment Zones

This is a UK Government initiative that aims to increase the employment rates of disadvantaged groups in the labour market. It is a mandatory programme for clients over 25 and unemployed for more than 18 months. Personal job accounts combine money previously available for benefits and training and allow the Personal Advisor to provide support according to each individual's needs and aspirations. Each participant receives the equivalent of benefit for up to 26 weeks while they are on the second step. The only Scottish Zone is in Glasgow and began in April 2000. It is operated by Working Links, a public / private sector partnership of Jobcentre Plus, Manpower PLC and Cap Gemini-Ernst and Young. From October 2003 Employment Zones will be extended to Lone Parents and those returning to the New Deal 18-24 for a second time.

Programme centres

These are run on behalf of Jobcentre Plus by providers from the public, private and voluntary sectors. They provide a range of modules giving help and advice on job search techniques, alternative jobs and training, and on increasing motivation and confidence in returning to work. They also have the flexibility to deliver extra, locally based modules which may help participants overcome other obstacles to employment.

Employment and Benefit Surgeries in Prisons

These surgeries focus on the needs of prisoners both upon admittance and pre-release. Surgeries are run by Jobcentre Plus staff, working alongside Scottish Prison Service staff and other agencies. During induction each prisoner has a one to one interview with a Jobcentre Plus advisor to ensure that benefit are sorted out claims. The advisor will also take action to secure employment where appropriate and provide signposting role for accommodation issues. Prior to release the advisor will offer a further one to one interview primarily aimed at finding suitable education, training or employment opportunities for the prisoner upon release.

Benefit Issues

"I would like to work part-time but can't because the system would claw back 90% of my earnings" a man on IB for 3 years.

"I'd have to think very long and very hard about going back to work as financially it wouldn't be sensible" a woman who has not worked for 10 years.

Maccougall et al forthcoming

The UK Government's 'Welfare to Work' agenda emphasises 'work for those who can, security for those who cannot'. However, there are long-standing concerns that the motivation to become employed is not always supported by the benefit system and that more support may be needed to ensure job retention (Maccougall et al forthcoming). Very often the package of benefits a client receives is such that they do not consider it worthwhile to take low paid employment. In addition, perceived delays in processing in-work benefits can act as a disincentive for clients. Evaluation of Phase 1 of New Futures Fund identified the loss of Housing Benefit and the sudden loss of Incapacity Benefit on

increasing hours of training or employment as the main benefit barrier to employment amongst its clients.

There has been an increase in 'in-work' benefits such as Working Tax Credit, Child Tax Credit, Disabled Person's Tax Credit, Back to Work Bonus and Job Grant. These can help ease the transition from benefits to work. More specifically, the introduction of **Permitted Work** in April 2002 means that people on Incapacity and other benefits are able to try some paid work without prior approval from a doctor. This allows people to work:

- for earnings up to and including £20 per week for unlimited period
- for less than 16 hours per week, on average, with earnings of up to and including £67.50 per week for a period of 26 weeks.

For information on benefit issues, contact your local jobcentre. You will find details of local centres on www.jobcentreplus.gov.uk

Careers Scotland (CS)

Part of Scottish Enterprise and Highland and Island Enterprise, CS is an information and guidance service offering comprehensive independent advice on employment, enterprise and learning opportunities. CS is an important part of the Skills Strategy of the Enterprise Network, working closely with Futureskills Scotland and Skills Development. It aims to help people examine their career potential, support employers and improve the operation of the labour market. Working with a range of employers, CS offers support with vacancies and recruitment, workforce development advice and planning, labour market intelligence and legislative guidance. CS is also developing an **Assessment Framework** covering the common principles of assessment for young people. The aim of the framework is to support organisations and workers to better meet the needs of individual clients. For more information on **Careers Scotland** see www.careers-scotland.org.uk

Information

Careers Scotland has conducted an **evaluation of assessment tools**. The tools covered three main categories of assessment:

- Subjective Assessment
- Ability and aptitude tests
- Personality Inventories

The aim is to have a range of tools to support clients' career planning and employability skills. A phased introduction of subjective, ability and aptitude assessments will take place from September 2003.

Get Ready For Work (GRFW)

This national training model replaced Skillseekers (Special Training Needs) in April 2002. It aims to raise the skills of young people (age 16-18) with additional support needs, in order to close the opportunity gap. It is operated by the Enterprise Network in partnership with Careers Scotland.

The programme is based on 4 strands: Life Skills, Core Skills, Vocational Skills and Personal Skills. Focusing on progression to mainstream Skillseekers, Further Education and pre-vocational qualifications, GRFW offers a progression route for clients of Beattie Inclusiveness Pilots and NFF.

Participation is on a full-time, part-time or ad-hoc basis dependent on the training strand, and clients have access to **up front assessment services**. Individual training plans based on the strand(s) and the timescale, both created to meet the needs of the young person, are drawn up at the initial assessment. Client progress is monitored throughout.

GRFW Evaluation published in June 2003 found that by end of year one 23.3% of all programme leavers moved to a positive outcome - 17% went to employment and the rest into training or education. Nearly 20% were recorded as leaving and given a second chance by rejoining the programme.

Training For Work

A labour market programme aiming to help unemployed and disadvantage adults improve their work related skills and increase their chances of getting a job. Funded by the Scottish Executive, this programme is delivered by training providers contracted to the Enterprise Network.

European Social Fund

In April 2000, the European Commission adopted a new Objective 3 Programme for Scotland for 2000-2006. Total funding available is £310 million. The purpose is to prevent and combat unemployment and to support social integration into the labour market. One of the key priorities is to enhance the opportunities available to individuals currently excluded from economic and social activities. Education, training and employment programmes are eligible for funding. More information on ESF funds is available from the **Scottish ESF Objective 3 Partnership, Caithness House, 127 St Vincent Street, Glasgow, G2 5JF, E-mail enquiries@objective3.org, website www.objective3.org, telephone 0141-582-0401.**

Further Education Colleges

FE colleges have a long and successful history of providing programmes that ease the transition from education and training to the workplace and provide many routes of progression into mainstream programmes. Over the past ten years student numbers have increased by 110% which means colleges had to develop a more productive infrastructure of support to students. This is in line with Scottish Executive policy of widening access to break down barriers to participation. Although not all colleges provide dedicated services to those recovering from substance misuse, very often programmes and services aimed at groups with special needs or harder to reach groups will be accessed by this client group. In recent years several FE Colleges have been successful in developing a range of services in partnership with other agencies including treatment and care providers and employability service providers.

COLLEGE EXAMPLES

Since March 2003 **Perth College** has been running the **SMART** programme targeted at young people experiencing problems due to substance misuse. The aim is to bring employers on board (big employers such as Tesco have already agreed to participate) and provide 'in house' programmes developing students' skills and confidence.

Glasgow Nautical College provides drug and alcohol users with a two year programme funded through the SIP and in partnership with Turning Point, the Simon Community, Phoenix House and Women In Work. A number of clients have moved on to full-time courses after completing the programme. Working in partnership with SDF, and others the college is developing a pilot programme using City and Guilds to achieve a certificate for students who want to work in drugs counselling. In partnership with Phoenix House the College is planning to use a successful bid to the **European Social Fund** to develop a programme that will take 8-10 individuals through IT skills, communication skills and numeracy skills at a basic level, and progress to doing accredited modules in business studies, IT and care skills.

Clydebank College Learning Works programme offers confidence building to people (including recovering drug users) trying to return to work. It is a rolling programme offering extra help with literacy, mathematics and IT. The college also works with the Prince's Trust and New Deal to provide courses on job seeking.

Telford College is engaged in the **Partners in Education (PIE)** project in partnership with Edinburgh Campaign and Services for Homeless People and YMCA Wiston Lodge. The project is funded through NFF and aims to increase employment options for homeless people (many are affected by substance misuse) by developing and strengthening links with Jobcentre Plus, Careers Scotland, the Sectoral Academies, ILMs and Wisemove employment agency. PIE provides the opportunity for accredited learning and places a strong emphasis on developing key employability skills through integrating the more structured study of SQA modules with an intensive 'action oriented' programme of personal and social development.

Clackmannan College runs the **Click Programme** offering students (some affected by substance misuse) who find it difficult to attend the college transport and childcare four days per week. On the fifth day students come into the college to help break down barriers about attending courses within such an environment. Students receive a bonus for every day they attend and the programme focuses on developing personal and IT skills.

Chapter 7: Planning and developing employability services

There has been a real increase in the number of projects and services now working with drug users to improve their employability. The evidence shows, however, that the pathways to employability and ultimately to employment may include **several stages and that progress may be slow.**

We have also identified a significant number of organisations and agencies who might have a part to play. While there may be a case for service providers enhancing their provision to include help with some aspects of employability e.g. treatment services offering confidence building and communication skills training, the reality is that no one agency is going to be able to address all the needs of the individual or assist them through the various transitions towards the workplace. The message is that **partnership is crucial.** The Guide to Partnership Working in Developing Employability Provision (EIU 2003) sets out the principles of partnership working and includes case studies.

Around Scotland, there are now 12 Drug and Alcohol Action Teams employability subgroups at various stages of developing and implementing employability strategies. Again, they are doing this in partnership with key agencies and service providers in their areas.

In the first Moving On review we set out a number of key questions to ask and issues to address for Drug and Alcohol Action Teams, their partner agencies and service providers. The issues remain substantially the same but, drawing on our more recent consultations and evidence gathering, we have identified the following key principles that should underpin the planning and delivery of employability focussed services; and we have also identified some key elements of effective practice.

Key Principles

- **Recognise that recovering drug users are a diverse group of individuals who are at different distances from the labour market**
- **Ensure that the individual gets access to the most relevant services at the right time**
- **Combine clear objectives shared by all and a shared approach with flexibility to allow for the individual's needs and circumstances**
- **Promote a clear focus on progression, however slow, and measure it**
- **Ensure staff are knowledgeable, skilled and supportive**
- **Involve employers in the design and delivery of services to make sure that different needs are met.**

Key Elements for Effective Practice

For Drug and Alcohol Action Teams and agencies Involved in Planning of Provision

- ✓ **Identify the partners** in your area – including treatment services, specialist employability services e.g. New Futures projects, progress2work teams, Further Education colleges, training providers, employers – and **engage with them.** The employability subgroup can act as a forum and a focal point for networking.

- ✓ Engage at both **strategic and operational level**. Strategic level agreements on shared aims and objectives are essential to drive action at service level e.g. on shared assessment information, referral arrangements, inter-agency collaborations and joint training (EIU 2003). Above all, the partners should reach a shared understanding of what employability means and what **outcomes are expected and are realistic**.
- ✓ Work **with local economic development agencies and employers networks** to gain a better understanding of the local economy and local labour market conditions.
- ✓ **Use the information** gathered by Jobcentre Plus, the local enterprise company, progress2work co-ordinators, the local authority, New Deal and FE colleges to get a picture of how many people are likely to benefit from employability provision.
- ✓ **Develop a business case** for discussion with employers to show that there are economic as well as social benefits in employing drug users

For Service Providers

- ✓ **Identify the barriers** to employability among clients and develop strategies to address them.
- ✓ **Make services accessible**. Location and timing are not the only issues although they are important. The name of the service can be a real factor in the decisions by individuals to attend employability services. Recovering drug users looking to make a break from their past often want to be **“students” or “trainees”** in a service with a more “neutral” title. It is also crucial for people who have low levels of self-esteem and are fearful of failure that the environment is **welcoming and supportive**.
- ✓ Ensure staff are **knowledgeable about the impact of drugs misuse on people’s lives** and aware of the possibility of further problems such as relapse. Staff should have skills in delivering life-skills and personal development training. They need to have a **good awareness of the local labour market** and good contacts with the local economic development agency.
- ✓ **Develop understanding of job readiness**. It may be possible to agree common criteria or benchmarks with employers. One positive step might be to set up an employer’s network who would meet occasionally with clients and with staff to discuss the potential for work placements and for future employment. It would also act as a way of helping employers to exchange experiences and develop their own approach to supporting new employees who may have difficulty settling into the workplace.
- ✓ **Communicate with other agencies and other service providers**. Better communication will support the development of **jointly agreed protocols for referrals, information sharing and a common approach to assessments**. Agencies and service providers also need to understand more closely what agencies actually provide.
- ✓ Drug treatment services should consider whether it is possible for them to introduce **elements of employability** as clients progress through the treatment programme. These can include confidence building, personal and social skills development, and management and help with basic skills such as literacy and numeracy. They should also develop links with employability services so that staff understand better what such services offer to their clients. Better links will also help to ease transition for clients. In some cases they may be able to continue to offer support to clients.

- ✓ **Specialist employability services should build relationships with treatment services.** Treatment services may have concerns about the readiness of clients to move on and may lack knowledge of the kinds of support available through the more employability focussed services. In the other direction, links should be made to the **“mainstream” providers** such as Further Education colleges and training providers who may offer the next steps on the pathway to employability for clients. There are also important **links to be made with employers** so that the pre-vocational and skills training offered by the specialist services can be focussed towards the needs of future employers, e.g. IT packages, customer handling. Employers may also be willing to offer work tasters or work placements which can be a significant step to helping the individual improve their employability.

- ✓ **Mainstream providers can build relationships with other service providers** to improve their understanding of the problems faced by recovering drug users. Mainstream providers could become more accessible by offering “taster” courses in a “safe” or more local venue. They may be able to work collaboratively with treatment services in working with drug users e.g. PHASE programme at Phoenix House. They should agree **protocols and procedures** for helping clients return to treatment services or the specialist employability services if relapse occurs or the individual cannot yet cope with the demands of the new environment.

Appendix 1: Key Findings from the Original Review

Employment, Health and Drug Use

- Most treatment seeking drug users are **unemployed**.
- There is a link between **positive** physical and mental health and employment.
- Employment can **aid the process of recovery** from substance abuse.

Aspirations and Motivation

- Agencies need to have high expectations for their clients and to focus on their **strengths, skills and interests**.
- Amongst some specialist services, there is **limited awareness** of labour market opportunities and the need to bridge the gap between these, the aspirations of clients and the outcomes of support services.
- A combination of **social and business motives** (such as overcoming skills shortages or financial incentives) is likely to be most effective in engaging employers.
- There is little variation between **public and private sector** employers in their approach to employing recovered drug users.

Barriers to Education, Training and Employment

- Fear of losing welfare benefits acts as a major barrier to entering education, training and employment. The literature and our qualitative study offer general support for a more **gradual transition from welfare benefits** to 'in-work' benefits as a way of reducing these problems.
- Standard **recruitment** requirements and procedures of employers represent a major barrier for many recovering drug users, particularly those with any continuing problems.
- **Barriers will differ** according to the individual but may be exacerbated by other factors, from childcare responsibilities to criminal records.

What Services are Available?

- There are 3 broad **categories of support**: treatment and rehabilitation services, specialist employability programmes and mainstream education, training and employment services.
- Important **links and partnerships** are being established between the three strands. This helps prevent gaps between services and allows services to be more responsive to the individual needs of the client.
- A significant proportion of **drug treatment services** are extending their provision to include promoting access to education, training and employment opportunities. The

New Futures Fund has played an important role in allowing 'addiction' services to develop this capacity.

- A range of specialist '**employability**' provision exists. These tend to be short-term projects that cater for the needs of specific client groups.
- **Mainstream** provision is increasingly reaching out to 'hard to help' groups such as recovering drug users. A number of opportunities and flexibilities exist within mainstream services and these are of particular importance in **rural areas** where there is less specialist provision available.

Evidence of Effective Interventions

- The **duration and intensity of treatment** are important factors in improving employment outcomes.
- The **motivation** of users, **credibility** of support agencies, programme **design** and the **image** of the project are all crucial factors in success.
- The main thrust of employability support tends to be **personal development** and building **self-esteem** often incorporating both **individual** and **group work**.
- Evaluations suggest that the most effective approaches are those that provide a **variety of activities at times appropriate to individuals**.
- A knowledge and understanding of **local labour market conditions** is a key factor in designing appropriate employability interventions.
- There is some evidence to suggest that **after-care** is often lacking, but that it can play an important role in maintaining recovering users in employment

Appendix 2: Feedback from the 7 Regional 'Moving On' Seminars in 2001

Moving On: Education, Training and Employment for Recovering Drug Users

Moving On is a research review of education, training and employment opportunities for recovering drug users. It involved a literature review, a mapping of current provision in Scotland and a qualitative consultation with service users, providers and employers. The report was published in September 2001 and we conducted 7 multi-agency seminars around Scotland to disseminate the results and promote discussion and networking amongst potential local partners.

We agreed to let all participants have a digest of the main points raised in the workshops. In this brief feedback sheet, we give particular emphasis to points that were not covered in the **Moving On** report. We have grouped the views expressed by participants under the following headings:

- Key features of a successful intervention
- Working together

Key features of a successful intervention

Being 'client-centred' means...

- Treating people as individuals - tailor plans to the individual not just to their drug habit
- Being flexible but providing stability
- Giving people a chance and providing a way back after relapse
- Setting realistic goals and milestones within a clear structure – making the purpose and the end point clear
- Being accessible – easy access, no waiting lists, minimum bureaucracy, suitable opening hours
- Having knowledgeable staff who believe in the potential for change
- Knowing when to refer a client to another agency
- Allowing the client to *own* their assessment.

Interventions should consider offering...

- One-to-one support e.g. buddy systems
- Keyworkers to support individual and services
- Practical support e.g. childcare or transport costs
- Opportunities to try things out e.g. work or college course tasters

- Support to other family members
- Support that allows clients to move away from the 'drugs' tag
- Ongoing assessment that recognises development and progression
- Support for clients at the 'transition' points.

To get clients into jobs...

- Know the local labour market, including skills shortages – use interface agencies such as the Employment Service
- Get employers and their staff on board early – consider using 'business mentors'
- Provide subsidies and incentives
- Match the client carefully to the job
- Be honest with employers – remember that drug agencies are employers too
- Take the time to explain the issues and what support is available
- Publicise success stories to other employers
- Provide services to employers in return e.g. providing information on developing workplace drug policies or offer support to existing staff if problems arise
- Take a long term view and work with the managers of the future, e.g. at graduate training level.

Working Together

Successful partnerships can be built through...

- Honest, clear communication between clients, agencies and employers
- Knowing your partners, what they do and why they do it
- Mutual trust
- All agencies working together with the client to assess progress
- Core assessments and protocols for information sharing
- Joint training
- Inter-agency placements
- Co-ordinated funding

Effective Interventions Unit

January 2002

Appendix 3: Reference Group Membership

Ian Connolly, Jobcentre Plus

Jon Gray, Access to Industry, Edinburgh

Emma Harvey, Effective Interventions Unit

Phil Hogben, Scottish Drugs Forum

Vered Hopkins, Effective Interventions Unit

Abigail Kinsella, Careers Scotland

Linda Kirk, Progress2work

Dave Liddell, Scottish Drugs Forum

Kesi Mahendran, Enterprise Transport & Lifelong Learning Department (ETLLD), Scottish Executive

Phil Martin, Progress2work

Mike McCarron, Glasgow DAAT

Bernadette McDonald, Beattie Implementation Team, (ETLLD), Scottish Executive

Sandra McIntyre, Scottish Enterprise New Futures Fund

Evelyn McKenzie, Next Steps, Fife

Karen Moore, Scottish Business in the Community

Chris Rich, Effective Interventions Unit

Patricia Russell, Effective Interventions Unit

Anne Shiels, Chair, Employability Task Group, Lanarkshire

Helen Torrence, Next Steps, Fife

Appendix 4: Consultation Event Organised in Partnership with The Scottish Further Education Unit (SFEU) – Attendees

Gavin Boyd, West Lothian College

Gordon Briggs, Central College of Commerce

Jenny Elrily, Edinburgh's Telford College

Veronica Ferguson, Stevenson College

Anne Fowler, Clackmannan College

Emma Harvey, Effective Interventions Unit

Vered Hopkins, Effective Interventions Unit

Bernadette McGuire, Anniesland College

Alex McLean, Stow College

Ann McManus, Ayr College

Peggy Nicolson, Glasgow College of Nautical Studies

Pauline Parr, Perth College

Patricia Russell, Effective Interventions Unit

Moira Shemilt, Scottish Further Education Unit

Marjorie Watters, Clydebank College

Appendix 5: Jobcentre Plus District Progress2work Coordinators

DISTRICT	NAME	ADDRESS
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Forth Valley & Dunbartonshire	Anne MacKintosh	Forth Valley & Dunbartonshire District Office 245 Kilbowie Road Clydebank G81 2JL 0141 800 2713
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Grampian, Moray, Orkney and Shetland	Colin Allan	Grampian, Moray, Orkney & Shetland District Office Ebury House 14 Dee Street Aberdeen, AB11 6DR
Highlands & Western Isles	Audrey Parker Caroline Thurnham H&WI Jobcentre Plus Waverley House High Street Fort William PH33 6XX 01397 902005	Highlands & Western Isles District Office 4th Floor Metropolitan House 31-33 High Street Inverness IV1 1JD 01463 888219
Lanarkshire	Margaret Ann Boyle	Jobcentre Plus 1st Floor 8 Mason Street Motherwell ML1 1YG 01698 484780
Lothian & Borders	Lindsay Geddes	Lothian & Borders District Office 31-33 Whitburn Road Bathgate EH48 1HG 01506 772031
Renfrewshire, Inverclyde, Argyll & Bute	William Walker	Renfrewshire, Inverclyde, Argyll & Bute District Office 2 Lonend Paisley PA1 1SS 0141 847 4030

Appendix 6: Information Sources

Treatment and rehabilitation services for drug users

Information on the range of services in your area provided by statutory and non-statutory health and social services is available from:

- **Drug and Alcohol Action Teams (DAAT)** officials should have a good understanding of the range of services in their area. Contact details for the DAAT Co-ordinators and Development Officers in each area are available on the ISD drug misuse in Scotland website:

① <http://www.drugmisuse.isdscotland.org/dat/dat.htm>

- **DAT Association National Officer:** Justine Walker.

① Tel: 01592 415 867 E-mail: Justine@datassociation.fsnet.co.uk

- **National Alcohol Liaison Officer for the Scottish Association of Alcohol Action Teams:** Barbara O'Donnell

① Tel: 0141 572 6280 E-mail: barbaraodonnell@alcohol-focus-scotland.org.uk

- **Scottish Drugs Forum (SDF)** maintains a searchable database of drug services across Scotland. This is available as a directory from SDF or can be accessed under the 'Where to get help' section on the SDF website:

① <http://www.sdf.org.uk/>

Specialist 'employability' services

Service	Lead Agency
New Futures Fund A list of projects is available at: ① http://www.scottish-enterprise.com/newfuturesfund/index.asp	Scottish Enterprise Highlands and Islands Enterprise
Progress2work Progress2work-Link UP Progress2work: www.access-funds.co.uk/archive/2003/june/progress2work.htm ① Progress2work-Link UP: www.access-funds.co.uk/archive/2003/june/progress2work.LinkUP.htm .	Employment Service
Beattie Inclusiveness Pilots A list of projects is available at: ① http://www.scotland.gov.uk/library5/lifelong/bic/-00.asp	Careers Service

Service	Lead Agency
New Opportunities Fund 'Better Off'	
ⓘ Scotland Information Team: 0141 242 7800	
Scotland Against Drugs	
ⓘ Information about SAD initiatives to engage employers can be found at: http://www.sad.org.uk/	
Social Inclusion Partnership Projects	Local partnerships
ⓘ A list of all the Social Inclusion Partnerships is available at: http://www.scotland.gov.uk/socialjustice/	

Mainstream education, training and employment services

Service	Lead Agency
Jobcentre Plus	
ⓘ Information about Jobcentre Plus can be found at: http://www.jobcentreplus.gov.uk	
New Deal	Employment Service
ⓘ You can find your local job centre through the ' Where is the New Deal? ' section of: http://www.newdeal.gov.uk	
Training for Work, Skillseekers, Modern Apprenticeships	Local Enterprise Companies Careers Service
ⓘ Local Enterprise Companies contact details are available from: http://www.scottish-enterprise.com/	
Further and Higher Education	Local colleges and universities
ⓘ Details of Further and Higher Education institutions are in the links section of: http://www.sfeu.ac.uk http://www.sfefc.ac.uk/	
Community Education	Local authorities
ⓘ Local Authority community learning strategies are available at: http://www.communitylearning.org/training/la.asp	

Service	Lead Agency
<p>European Social Fund</p> <p>http://www.objective3.org ① http://www.esf.gov.uk Tel: 0141 582 0401</p>	
<p>EQUAL</p> <p>① Information about EQUAL can be found at: http://www.equal.ecotec.co.uk/</p>	European Commission
<p>Scottish Business in the Community (SBC)</p> <p>① Information about SBC can be found at: http://www.sbcscot.com</p>	
<p>Careers Scotland</p> <p>① Information about CS can be found at: http://www.careers-scotland.org.uk</p>	

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