

Capital City Partnership



•EDINBURGH•
THE CITY OF EDINBURGH COUNCIL

All in Edinburgh
Evaluation 2015 - 2019
SMART CONSULTANCY 2019





Executive summary	3
1. Introduction and process	7
2. Background and context	10
3. All in Edinburgh: origins, delivery model, management and costs	13
4. Recorded project performance	20
5. Project review	23
6. Conclusions and recommendations	32
Appendix 1: Consultees	36
Appendix 2: Context review	37
Appendix 3: AIE advancement of ESF Horizontal Themes	40

Executive Summary

Background and context

Smart Consultancy was commissioned by the Capital City Partnership in December 2018 to undertake a comprehensive review of the 'All in Edinburgh' (AIE) project. This provides a Supported Employment service for people who have a disability or long-term health condition in Edinburgh. The current contract (recently extended) is to provide this service for 6 years from April 2015 to March 2021.

The AIE delivery model is premised on fidelity to the Scottish Government and internationally based 5 stage Supported Employment model:

Stage 1: Client Engagement

Stage 2: Vocational Programming

Stage 3: Job Finding

Stage 4: Employer Engagement

Stage 5: On and Off The Job Support

Review conclusions

AIE has now become an established, high profile, and well-respected programme within Edinburgh. It represents an ambitious, and in many ways innovative, approach to comprehensive city-based delivery of a high-quality supported employment service. It is making a significant impact, and through continuous improvement this is increasing year on year.

The initial development of AIE was supported by a combination of: the decision to consolidate the resources within the City of Edinburgh to create a stronger focus on employability; clear recommendations from a review of existing Disability Employment Support Services in the city; and a commitment to the 5 stage Supported Employment model. This led to co-production of a new city-wide service, but within the context that existing delivery partners were anticipated to come together more and co-ordinate their activities.

Establishing the consortium which became known as 'All in Edinburgh' is reported as a challenging but ultimately very positive experience. The organisations coming together were quite varied in nature and had limited experience of working in this way. The joint 'anchor' of fidelity to the Supported Employment model, and the pragmatic reality of accessing ongoing funding were key factors underpinning developments.

AIE also originated from a wider context at Scottish, UK and EU levels which provided a complex and cross-cutting landscape which highlighted the relevance and importance of what the project was seeking to do. It is also very apparent that this context has significantly evolved and increased in importance in the years since AIE started in 2015. The review identifies a total of 16 policy and strategy drivers of relevance.

The dynamic nature of this context has required AIE to respond. Overall, these developments are very positive, and confirm that AIE is not only responding to but also now influencing aspects of policy. The changing context is also challenging. In particular, AIE requires to consider its longer-term fit with the new Fair Start Scotland programme, and to respond to the reality that the significant additional resources accessed from the EU are unlikely to continue at some point.



The delivery model for AIE is rooted in fidelity to the 5-stage Supported Employment model and has thereby applied a well-recognised and evidenced approach to delivering a high quality and intensive service. Added to this has been a well-received and important welfare and money advice support.

Overall, the commitment to delivering the model in practice is evident, within some degree of individual flexibility. AIE may, however, wish to consider how it can further evidence this form of delivery in practice. Other key strengths of the delivery model include: low staff to client ratios; no time limits on individual participation periods; and the delivery of a genuinely pan disability service. One caveat to the last point, however, is limited engagement of people with sensory support needs. It is suggested AIE review and seek to address this in the next period of contract operation.

Augmenting the 5-stage model, the welfare rights service is clearly very important to many participants with 650 people gaining support over the project period – 64% via casework. This delivered a total of approaching £1.9 million in direct financial gains for project beneficiaries.

Alongside the model itself, the contribution of staff delivering AIE should be recognised. It is clear from discussions that they are committed, experienced, knowledgeable and connected. Their supportive approach based on getting to know participants, sticking with them, and providing consistent encouragement was repeatedly reflected in the service user and employer discussions. Important within this is a general sense of staff continuity – largely linked to the fact people like working for AIE, and also the practical security of a comparatively long contract period.

The development of partnerships and networks has been very important to the development and evolution of AIE. This includes the core 'internal' delivery partnership of the AIE consortium and wider linkages. Within the consortium, all consultees reported that the partnership has now developed very well, and is a key strength and foundation of the AIE package. Some key preconditions supported this outcome, notably the underpinning basis of an 'equal share' partnership (i.e. not a 'prime-sub' relationship) and the comfort of a long-term contract to enable any tensions to be resolved. The leadership role of ENABLE Scotland is viewed positively as ensuring co-ordination without seeking to take any delivery advantages from this position. The AIE consortium now demonstrates many key generic features of good partnership working: a strong sense of a shared and common purpose; mutual support; a 'no blame' culture; mechanisms to resolve disputes 'internally'; recognition and use of respective strengths; leadership and accountability; good communications; and trust.

19 service users shared their experiences of AIE participation as part of the review. Reflections on their experiences were overwhelmingly positive and confirmed many of the views expressed in other consultations. Key positive messages included: the importance of voluntary participation; the style, support and approach of staff; a sense of control in the process; the speed of service response; the wide-ranging nature of support offered; a growing sense of 'optimism' due to AIE participation; the importance of knowing that aftercare and ongoing support was there if needed; and (for some) the help AIE offered to stay in work at points of crisis. These discussions also clearly reinforced that for most participants the key outcome aspiration was paid work.

7 employers providing opportunities for AIE participants were equally positive. All indicated satisfaction with their involvement and a willingness to offer further opportunities.

The nature of support offered by AIE was considered very good: professional; supportive; accessible; and easy to work with. The people recruited were considered as very positive additions to their staff teams and had been retained and in some cases promoted.

AIE performance against targets is mixed, but across the 4 years on most of the key measures performance is very close to or above targets. The number supported is slightly above target, and the numbers engaged marginally below. Over the 4 years, 501 full time jobs have been secured - 91% of the target. 134 part-time jobs have been secured – 115% of target. Taken together, 635 of a projected target of 668 job outcomes have been secured – 95% of the target. Importantly, the number of full-time jobs secured is rising year by year. 97 were secured in year 1 and this has risen to 144 in 2018/19 – an increase of 48%. This figure is slightly at the expense of part time and self-employment numbers but is still encouraging.

£6,362,278 has been invested in AIE over the 4-year period reviewed – with £4,545,000 provided by City of Edinburgh Council, and £1,817,278 of ESF support. On this basis, unit costs are £1,757 per person supported, and £8,306 per recorded positive outcome. This would appear comparative to the cost of other programmes applying the full Supported Employment offer. Significantly, these outcome unit costs have reduced from year 1 to year 4 – with the unit cost per job outcome in year 4 18.8% lower than year 1. This suggests that the overall commitment to continuous improvement in AIE over the years of operation is reflected in increasing value.

ESF support via the Employability Pipeline priority required that the project advanced 3 horizontal themes: equal opportunities and non-discrimination; equality between men and women; and sustainable development. Positive activity on all of these themes has been apparent in project operation.

Recommendations/areas for future development

Some of the recommendations are immediately relevant to things AIE may wish to do in the next two years of operation, others are more focused on work to consider the future of AIE thereafter.

Immediate/shorter term developments

1. Consider ways to use the AIE brand further with employers at a corporate level across Edinburgh – linked to increased branding, and potentially working with SUSE to use mechanisms and tools such as the Inclusive Workplace Award and associated factsheet.
2. Advance an annual programme of cross agency good practice and networking events for operational staff.
3. Continue to strengthen wider links to JUFJ partners (including the Next Step service) and with services such as: schools; Colleges; NHS; prisons; social work; and housing providers.
4. Review AIE's support to people with Sensory Support needs – clarifying demand and anticipated costs, linkages with specialist support agencies, and the potential to build further internal project capacity through training and consultancy support.
5. Consider a review of job outcome targets based on the profile of year on year increases since 2015/16.
6. Review increased applications of digital technologies, and the development of digital skills to improve the AIE offer.
7. Consider further measurement mechanisms to evidence full application of the 5-stage Supported Employment offer.
8. Research and identify options to apply wider social return on investment analysis to AIE's impacts.
9. Review any changing demands for AIE, and in particular the welfare advice support element, as Universal Credit continues to roll-out.
10. Seek opportunities to input and inform Scottish Government consultations on the December 2019 devolution of the Specialist Employability Support Service.

Future AIE development post 2021

11. Review future links and relationships between AIE and FSS, including analysis of the forthcoming FSS year 1 evaluation, and track FSS re-contracting timelines.
12. Track EU funding developments and the provision of any further information on the proposed new 'Shared Prosperity Fund'.
13. Identify any opportunities and requirements for AIE to consider operating at a wider geographic scale based on further development of the Edinburgh and South East Scotland City Region Deal.



Introduction and process

Section 1

Introduction and Process

Smart Consultancy was commissioned by Capital City Partnership in December 2018 to undertake a comprehensive review of the All in Edinburgh (AIE) project. This provides a Supported Employment service for people who have a disability or long-term health condition in Edinburgh. The current contract (recently extended) is to provide AIE for 6 years from April 2015 to March 2021.

The evaluation required to specifically address:

- the impact the project has made in the period to end March 2019 – based on an analysis of the Caselink MIS, and a range of qualitative consultations with a wide group of stakeholders;
- how the project has engaged with all of the targeted client group;
- how the project has evidenced and maintained fidelity to the established 5 stage Supported Employment model;
- how the consortium has worked in practice, and an assessment of the degree to which this approach has added value;
- how the project has responded to a multi-dimensional and dynamic policy and strategy context – including new Scottish Government targets on the Disability Employment Gap;
- the need to make recommendations for stakeholders on the next phase of developments.

Review process

The review process included the following:

- a set up meeting – following which a final evaluation framework was prepared and agreed;
- an initial partner's workshop which brought together the key stakeholders – funders, consortium partners, and others identified in the commissioning meeting;
- a review of context at Edinburgh, Scottish, and UK levels;
- initial and ongoing data review on AIE performance – including a visit to review the Caselink MIS;
- consultations with a total of 36 project stakeholders via group and 1:1 discussions capturing the views of AIE delivery and management staff, funders and referral agency perspectives. (A full list of consultees is contained as appendix 1);
- discussions with a total of 19 current and previous AIE service users supported across all 4 AIE delivery organisations;
- telephone interviews with a total of 7 employers who have provided opportunities for AIE participants;
- presentation and discussion of interim findings to commissioning staff;
- final data analysis of AIE performance for the initial 4 years of project operation;
- preparation of this final report – initially in draft form and finalised after stakeholder feedback and review.

Report Structure

The remainder of this report is structured as follows:

Section 2: provides further details of the background to AIE and summarises the local and national context within which it was established and continues to operate.

Section 3: summarises the details of AIE delivery, its consortium management arrangements, and the level of investment in the project.

Section 4: reviews recorded AIE performance in the period April 2015 to March 2019.

Section 5: contains the key reflections from all review elements – initial development; the strategic fit; the delivery model; partnership development and linkages; service user and employer perspectives; recorded performance against targets; and investment levels and value for money.

Section 6: contains overall review conclusions and suggests recommendations for further action in the period until March 2021 and beyond.

Appendix 1:

details the people consulted in the review process.

Appendix 2:

provides more details on the operating context summarised in section 2.

Appendix 3

summarises how AIE has advanced the European Structural and Investment Funds 2014 -2020 Programmes Horizontal Themes.



Background and Context

Section 2

Background and Context



The immediate trigger that led to the development of AIE was a review of Disability Employment Support Services in Edinburgh in 2013. This concluded that a new large scale integrated Supported Employment service should be established in the city. This review sat within a much wider context. Some elements of this remain important, but, a significant number of new developments are apparent since AIE started – these have reshaped the operating environment over the past 4 years. Understanding and responding to this dynamic environment will be critical to the next 2 years of currently contracted AIE operation and beyond.

Further details of all of these aspects of context, and their relevance to All in Edinburgh, is summarised in appendix 2. Taken together, it is a complex, multi-dimensional and changing landscape. But several recurrent themes are apparent, and these will remain relevant to future developments.



1. Overall, the range of recent developments reinforces the relevance of the work of AIE at a range of individual and cross cutting policy levels. The continued and increased focus on employment opportunities for disabled people is consistently emphasised and is now driven in particular by the closing the Disability Employment Gap targets set by the Scottish Government. Within this, the importance of the Supported Employment model is reaffirmed.
2. Some policies and strategies directly focus on employment for disabled people, whilst others (such as inclusive growth) incorporate this within a wider range of issues. Both are important and ensuring that opportunities for disabled people remain visible in the strategies addressing wider disadvantage.
3. Within the detail of the various developments several practical themes recur that are reflective of the AIE approach: person-centred and asset-based approaches; the critical need to 'join up' and integrate related policy areas; sustained outcomes; partnership working; inclusion etc.
4. The source and geographic focus of funding decisions is changing – new local/central Government partnership approaches are seeking to integrate and better align funding, regional developments may become more significant, and longer-term funding through the European Union remains unlikely. These developments will also all advance within tight overall public-sector budgets in the short to medium term.
5. The development of Fair Start Scotland is of particular relevance requiring careful tracking and consideration – it is a major landscape development which is potentially both an opportunity and threat to the longer-term operation of AIE. This issue is returned to in section 5.
6. The various ways in which AIE advances a wide range of national policy aspirations is notable. This may present opportunities and expectations that the messages from AIE developments are shared more widely across Scotland.



All In Edinburgh: Delivery Model, Management, Staffing and Investment

Section 3 – All In Edinburgh: Delivery Model, Management, Staffing and Investment

Origins and development

AIE is delivered by a consortium of 4 voluntary sector organisations:

- ENABLE Scotland
- Into Work
- The Action Group
- Forth Sector

The consortium – initially called the 'Edinburgh Supported Employment Consortium' - was formed to respond to a tender issued by the City of Edinburgh Council. This demanded a new co-ordinated approach to the delivery of supported employment across the city. The tender was informed by a review of the Edinburgh Disability Employment Service in 2014 which concluded that a single, integrated and intensive pan disability service based on the supported employment model should be established in Edinburgh.

AIE operating principles

AIE established a set of key operating principles from the outset, detailed as:

- a 'no door closed' policy. The criteria for accessing the service will be an aspiration to work. We will support all eligible clients referred, up to the capacity of the service, and ensure we meet the needs of the hardest to help clients;
- promotion of empowerment, social inclusion, dignity and respect, by taking a co-production approach throughout service delivery;
- bespoke interventions from specialist agencies (e.g. BSL Interpreters or workplace assessments for people who have Sensory Support needs when required, monitor their effectiveness and record progress;
- delivering a one-to-one and end-to-end personalised service for as long as required – support is individual, consistent and high quality, working to the EUSE quality standards;
- working with employers to promote a positive business case for employing AIE clients and identify employers with an existing culture of social inclusion;
- supporting employers to gain a better understanding of issues affecting people who have disabilities, building their capacity to recruit from all sections of the community;
- creating effective partnerships, achieving results for wider stakeholders, clients and employers;
- gaining feedback from stakeholders, clients and employers through focus groups, quality audits and client representation groups, and producing an annual Service Improvement Plan;
- informing all clients about their right to make complaints and the process for doing so.

Delivery model

The AIE delivery model is premised on fidelity to the Scottish Government and internationally recognised 5 stage supported employment model:

STAGE 1	STAGE 2	STAGE 3	STAGE 4	STAGE 5
CLIENT ENGAGEMENT	VOCATIONAL PROFILING	JOB FINDING	EMPLOYER ENGAGEMENT	ON/OFF THE JOB SUPPORT
Preparation of Potential Job Seekers	Career Planning Action Plan	Identify Employment Possibilities	Job Search	Induction and Orientation
First Contact	Reviewing Action Plan	Create Support Network / Identify Additional Needs	Approach Employers	Getting to Know the Job and the Company Culture
Initial Meeting	Collecting Relevant Employer Information	Identify Labour Market Opportunities	Job Analysis	Stabilisation
Planning Discussion		Make a Plan	Job Match	Fade Out
Action Plan			Secure Job	Follow Up

Stage 1 – Client Engagement

AIE offers a single point of entry for clients and referral partners to access the service, with a dedicated phone number and email address. Referrals are co-ordinated by the Delivery Manager (DM) who allocates new clients to the consortium partners on an agreed set of criteria such as client preference, capacity and location. AIE then contacts the client to agree the appropriate partner to which they will be referred.

Each new client has an initial meeting with an employment worker who explains the service to them and discusses what they can expect to achieve from engaging in the service. Clients are invited to bring along any members of their support circle they may wish to have present. This initial meeting can be at the person's home, an office base, or any other suitable place identified by the client. Clients are given information on the service in a suitable format such as Braille or Easy Read. This is followed by an induction that lays out the co-production process and clarifies the roles and obligations of each party. This includes the right to make informed choices about the support they will receive, and how to complain if they are dissatisfied with any aspect of the service.

Following the initial meeting, each client is matched to a dedicated employment worker who provides an end-to-end service.

The discovery and planning stage also gathers financial information such as current benefits. AIE's money and advice service which is approved and registered to the Scottish National Advice Standards supports clients to understand the financial implications of paid work. A Better Off In Work calculation is carried out with each client to allow them to make an informed judgement on the benefits of taking up paid work, and the hours and income that will be needed to ensure they are better off by becoming economically active. This includes claiming eligible in-work benefits such as working tax credits.

The employment worker and the client then have weekly contact to review progress and plan next steps. The action plan is then updated.

Stage 2 – Vocational Profiling

AIE has developed a shared Vocational Profiling tool based on best practice. This facilitates the development of a detailed client profile which leads the remainder of the process. A co-production approach is taken to profiling, which empowers clients to make informed career choices.

Vocational Profiling is normally conducted over several weeks and a number of sessions. This 'living' document is continually updated as the discovery process continues. If necessary AIE supports clients to participate in supported work tasters if this contributes to the profiling process and benefits the understanding of the employment worker and/or leads to more informed choices by the client.

The Vocational Profile includes an Action Plan which describes the activities for the next phase of the client's journey, such as the job role and employer type to be targeted. This is a shared document between the employment worker and client with agreed and signed actions for both parties with set review dates. The Action Plan is updated throughout the employment journey in light of any updates to the Vocational Profile.

Stage 3 - Job Finding

AIE operates to the 'place and train' principles of the supported employment model. The vocational profiling process and action planning allows identification of appropriate vacancies which meet client capabilities and aspirations.

Vacancies are identified through various routes, including:

- job websites and e-mails alerts
- local networks and contacts
- the existing and long-standing employer relationships of consortium partners
- marketing to new employers on the business case for supported employment



Stage 4 - Employer Engagement

Once an appropriate employment opportunity is identified the AIE worker engages with the employer to facilitate a match with the client. Areas for consideration include:

- skills/experience required by employer
- hours of work
- terms and conditions of employment
- workplace culture
- client support requirements
- support available from employer/co-workers
- health and safety
- support for employer – such as Disability/ Mental Health Awareness training

Once the match is established, the employment worker supports the employer and client to define and agree the job role. As part of this process, the worker undertakes an in-depth Job Analysis, which incorporates the information outlined above and identifies any reasonable adjustments (as defined by the Equality Act 2010), and critical performance requirements.

AIE has also developed an In Work Action Plan for clients with mental ill-health or long-term physical conditions which identifies in-work support that is required to be provided by the employer including reasonable adjustments, flexible working practices, and communication preferences. Whenever possible, AIE supports applications for Access to Work funding for this.

Stage 5 - On/Off Job Support

A key element at this stage is job coaching for clients who need this intensive support. During the Job Analysis and preparation phase for the new job, staff spend time on-site with the employer to learn the job role and ensure they can instruct the client in the specific tasks that are key to its successful achievement.

The Employment Worker coaches the client one-to-one within the workplace teaching the skills required to undertake the tasks, using the teaching method identified in the Vocational Profile e.g. systematic instruction, while ensuring the employer's expectations in terms of outputs are met. The intensity and duration of job coaching is specific to each individual and agreed with the client and employer. As the client gains the necessary skills the worker fades out support and focusses on developing natural supports within the workplace until this intensive workplace support is no longer required.

Support is available for clients and employers for as long as is necessary, and on-site support can be re-instated if required. The employment worker makes regular contact with the client and employer, reviewing progress and troubleshooting any issues that arise. As with all stages of the supported employment process, this is unique to each client/employer's circumstances and can be very light touch for periods with more intense engagement if necessary.

In addition to supporting clients to enter employment, AIE offers in-work support related to: job enhancement; job progression; job retention; and job change.

Welfare Rights service

Alongside the 5 stage model, AIE also offer a Welfare Rights service. This provided better off in work calculations, benefit checks, assistance with new claims, and help in challenging decisions. Wider support issues include transport discounts and assisting clients to access other services such as debt and energy advice agencies.

Transitions service

The first two years of AIE also included support via two dedicated workers to assist young people with disabilities and wider challenges in the transition from school to positive post school options. Due to budget pressures, this service was withdrawn in 2018. This decision reflected a wider debate on the respective roles and responsibilities of various services in supporting this age group. It is beyond the scope of this review to comment on this, other than to note this type of support, however provided, is important in terms of early intervention for this client group.

Partnership and stakeholder engagement

The delivery model is premised on a wide-ranging set of partnerships. These relationships allow referrals to be made to AIE and ensure that wrap-around support is available for clients who require multiple interventions and special input on an on-going basis.

Key relationships include:

- relevant teams within Council departments and funded services including the Transitions Team, Local Area Co-ordinators, Special School's Team, and the Employability Talent and Development Team
- Skills Development Scotland at service level through Special Education Transitions provision and the Employability Fund
- DWP staff, particularly Disability Employment Advisors (DEAs) who refer clients to AIE not likely to benefit from/participate in mainstream programmes, but who still aspire to work
- agreements with a range of specialist providers based in the city to provide bespoke inputs as and when required to meet the needs of our clients. Partners include: Deaf Action; Broomhouse Café, Citizens Advice; FAIR; RNIB Scotland; Autism Initiatives and IWORK4ME. Examples of interventions include the provision of BSL interpreters, information provided in Braille for people who have experienced sight loss and the use of diagnostic tools for workplace assessment.

Governance, management and staffing

AIE delivery is overseen by the AIE Board which meets monthly with representation from each partner and the client group.

An overall Delivery Manger is based in the lead partner ENABLE Scotland and has responsibility for co-ordinating referrals, data management, reporting and performance management, and overall contract compliance. The DM reports to the AIE Board on quality assurance, finance, contractual compliance and performance, leads on the implementation of the Service Improvement Plan, and is the principle point of contact with the Capital City Partnership contract manager.

AIE operates on the basis of a maximum ratio of 1:20 of FTE front line workers to clients, and these ratios are continually monitored by the Delivery Manager. The composition of staffing teams to achieve this varies between consortium partners.

Employment Workers support clients one-to-one, facilitating the development of a Vocational Profile and subsequent action plan, engaging with employers, sourcing suitable employment, offering support to employers, and providing on the job support and aftercare.

Specialist welfare rights advice is delivered by an experienced team, and bespoke communication support is provided for people who have hearing loss, a visual impairment or use English as a second language.

Premises and Locations

AIE delivers individual services in community settings, and on-site with employers and in the consortium member's own premises. Access to additional local facilities is also available such as Community Neighbourhood Centres, Local Area Offices, and Employment Workers also meet with clients in their homes or a place they feel comfortable. A large proportion of support for clients takes place at employers' premises, where AIE staff provide bespoke job coaching and mentoring.

Investment levels and sources

The costs of operating AIE in the period April 2015 to March 2019 are detailed in the table below:

Year	Total
2015/16	1,564,524
2016/17	1,594,882
2017/18	1,605,216
2018/19	1,597,656
Total	6,362,278

60% (c£4,545,000) of the costs were provided by City of Edinburgh Council, and 40% (c£1,817,278) by the European Social Fund. This represented 94.3% of the potential total contract value if all outcome payments had been realised.

The largest expenditure cost – accounting for around 83% of the total – was on staffing.

For the consortium delivery partners, 70% of income was guaranteed programme costs, and 30% of income was based on recorded outcomes.

The outcome targets are considered further in section 5.



Recorded Project Performance



Section 4

Conclusions and Recommendations

This section provides primarily factual data on AIE performance in the period April 2015 to March 2019. Further analysis and reflections on these figures is contained in section 5.

Initial performance targets were subsequently enhanced based on accessing additional ESF support at a 40% intervention rate. Consequently, final annual targets were:

Input data

Total participants supported¹

Year	Number
2015/16	761
2016/17	953
2017/18	920
2018/19	988
Totals	3,622

Total AIE engagements

Year	Number
2015/16	718
2016/17	495
2017/18	408
2018/19	463
Totals	2,084

AIE participants by age (on engagement)

Age	% of total
16-18	1.7%
19-24	14.3%
25-49	59%
50+	25%

AIE participants by gender

Male	60.1%
Female	39.9%

Referral sources

Source ²	% of all referrals recorded
Self-referral	28%
Other	25%
Jobcentre Plus	21%
School	5%
Word of mouth	5%
Health and wellbeing	3%
Skills Development Scotland	2%
Friend	2%
Social Work/Social Care	2%
College/University	1%

Recorded conditions on entering AIE

The main recorded conditions of people engaged with AIE were³:

Condition/barrier	Number
Mental health	660
Learning disability	492
Physical disability	367
Autism Spectrum Disorder	340
Other long-term condition	198
Visual impairment	61
Hearing loss	57
Not confident of definition	18

Indicative of the inter relationship of these conditions and the complexity of the starting points, 474 participants recorded more than 2 of these barriers, and 61 participants recorded 3⁴

1 As recorded on Caselink.

2 No other individual source recorded over 20 referrals.

AIE participants by Ethnicity Identification

	AIE Year 1	AIE Year 2	AIE Year 3	AIE Year 4
Black (Caribbean)	0	0	0	0
Black (African)	2	4	9	8
Black (Other)	9	7	10	5
Asian (Chinese)	7	1	1	2
Asian (Indian)	11	7	3	4
Asian (Pakistan)	13	25	8	6
Asian (Bangladesh)	5	3	1	3
Asian (Other)	8	2	3	3
Mixed background	3	4	3	5
Other Ethnic background	8	7	9	7
Total	66	60	47	43

Outcomes data*Number of participants receiving welfare advice support*

2015/16	150
2016/17	129
2017/18	192
2018/19	179
Total	650

3 Nb these are only indicative of the share of barriers, many participants also recorded barriers under a range of other headings: these overlap, making aggregation problematic. ESF support required that all participants record at least 2 barriers.

4 This understates the actual incidence of multiple barriers and challenges facing AIE participants for the reasons explained in footnote 3.

5 Better off in work calculation

6 Due to multiple supports, the totals in this table and the table above do not align.

Welfare advice support offered

Year/type of support	2015/16	2016/17	2017/18	2018/19	2015/19
Casework	100	120	115	148	483
BOIWC ⁵ only	7	38	38	15	98
Brief enquiry	54	43	55	16	168
Total	161	201	208	179	749⁶

Welfare rights – financial gains for project beneficiaries

2015/16	£363,168
2016/17	£433,959
2017/18	£522,369
2018/19	£580,190
Total	£1,899,686

Participant progressions

Outcome	2015/16	2016/17	2017/18	2018/19	Total
FT jobs	97	128	132	144	501
PT jobs	39	29	34	32	134
Self-employment	4	4	2	n/a	10
In work progression	8	14	17	16	55
Retained employment	25	12	11	12	60
Total	173	187	196	204	760



Project Review

Section 5

Project Review

Project set up and development

Initial development of AIE

AIE originated from the combination of the Edinburgh Review of Disability Employment Support Services, and the consolidation of support budgets within the economic development function of the City of Edinburgh Council. Both of these developments were important. The review concluded on the need for an integrated large scale Supported Employment service across the city, whilst the move to the economic development service signalled a need to sharpen the focus on employability outcomes. These changes also required providers to work more closely together to improve the range and co-ordination of a pan disability Supported Employment offer across Edinburgh. Developments were not straightforward and encountered some resistance; it is to the credit of the City of Edinburgh Council that these ambitious and innovative aspirations were realised despite some vocal opposition.

In practical terms, the decision to progress detailed implementation through a co-production approach was important, and – as we consider further below - appears to have been genuinely applied. This resulted in the formation of the initially entitled 'Edinburgh Supported Employment Consortium'⁷ which brought together a range of expertise and experience across agencies with little or no previous experience of working in this way.

The process of consortium development was unsurprisingly challenging, and some initial potential partners decided not to maintain involvement. Whilst this was disappointing in losing expertise and capacity, it was preferable to compromising in some key areas. This linked to the central importance of fidelity to the Scottish Government endorsed 5 stage Supported Employment framework. The importance of this to development cannot be understated – it provided a key and continuous reference point for what AIE was seeking to deliver. The process of finally agreeing AIE consortium composition led to some delays, but in retrospect the debate had some positive dimensions, and consolidated the shared vision and approach amongst the final consortium group.

The development of AIE was also significantly enhanced by accessing ESF at a 40% intervention rate. This increased the annual budget by c£670,000, on the condition that several clear programme enhancements were delivered. These resulted in significantly increasing engagement, outcomes, progression and retention targets.

Reflecting on initial development aspirations, review consultees consistently reflected that AIE had consequently progressed as anticipated. In year 1, however, operational challenges resulted in a slower start than hoped for, and this impacted on performance. These issues were resolved over time.

⁷ From this point forward the report uses the name subsequently adopted by the consortium – 'All in Edinburgh'.

Relevance and strategic fit

Section 2 has highlighted the very multi-dimensional and cross cutting context within which AIE developed and operated at Edinburgh, Scottish, UK, and EU levels. Of equal significance, is the degree to which this context has evolved and grown since AIE started. Overall, this is positive and has reaffirmed many of the aspirations and approaches of AIE. The context also raises expectations and scrutiny of the programme – an inevitable consequence of growing relevance.

Two aspects of the changing resource related context present particular future challenges. Firstly, the introduction of the new devolved Fair Start Scotland Programme from April 2018. This introduced a new and positive commitment to Supported Employment through its 'intense' activity strand. Looking forward, FSS will be re-contracted sometime between 2021 and 2023, and these timescales may directly coincide with the need to reconsider the future of AIE delivery. How these developments align is likely to be subject to some scrutiny. As presently operated is important to note that within a broad banner of 'Supported Employment' the two programmes have very significant differences. Most notably FSS has: less of a requirement to deliver the 5-stage model; lower funding levels based on 70% outcome payments (AIE's equivalent is 30%); and much higher staff to participant ratios.

Performance data on FSS is only currently available on participant numbers – with initial outcome data anticipated in early summer 2019. This data indicates relatively low take up of FSS in Edinburgh – with only 2.8% of a total 7,031 starts recorded in the city (Edinburgh has approximately 9.2% of the population of Scotland). This may be partly reflective of the existence of AIE, though further evidence on this will be required.

Irrespective of this, in the next two years the relationship between AIE and FSS is likely to be scrutinised. This should very carefully examine – based on the nature of people currently benefitting from AIE – whether FSS could engage and support them in an equivalent way. At present, most of the consultations for this review suggest this is unlikely. But FSS is not a static programme, and its potential to adapt to these demands in future also needs consideration.

The second resource challenge is the longer-term availability of EU funding. This has significantly enhanced the AIE programme, but at this stage remains unlikely to continue beyond 2022. The UK Government's new suggested 'Shared Prosperity Fund' to replace this offers potential but remains largely undefined: progress on these linked issues requires to be tracked.

Delivery model

As indicated, the AIE model is based on fidelity to the internationally recognised 5 stage Supported Employment model. This has been extensively researched and reviewed and is now embedded in Scottish Government strategy. Consequently, there is little value in any more detailed observations on the model itself within this review. As one consultee observed, '...we believe that the model will deliver'. In this context, the key test is evidence of AIE outcomes.

However, a relevant question is the degree to which the model is applied within AIE in practice. Qualitative discussions consistently suggest that it is, and that this approach is embedded in the ethos of delivery partners. Staff confirm that the model is central to all induction and Personal and Social Development activities, and management staff are confident case file reviews are clearly structured around the model.

But within this, some level of flexibility around the framework of the model is also suggested as part of a truly person-centred approach, and tangible evidence of all 5 stages in each case is difficult to produce.

Taken together, this review concludes AIE does demonstrate fidelity to the model – though further ways to record this should be considered.

A further important aspect of the model – strongly reflected in a number of service user consultations – is the money advice and 'better off' calculations. This was important in providing comfort to participants, parents and carers that AIE engagement would not be financially detrimental. Providing this advice was also sometimes important in building trust. As indicated elsewhere, it also directly assisted participants by helping access approaching £1.9 million in benefits support over the 4 years of AIE operation.

The final observation on the AIE delivery model was a recognition that increased application of digital technologies should be developed for project participants, and generally in how the consortium members operated and engaged with employers.

Partnership development and partner reflections

This issue has two dimensions (a) the 'internal' partnership of AIE delivery agencies, and (b) the way the project has linked and networked with wider stakeholders across the city.

In reality, the starting position of the four agencies who subsequently established AIE can perhaps be described as of 'willing conscripts'. City of Edinburgh Council were clear that without coming together in some way, it was unlikely that any funding would be available, and that funding would be withdrawn from pre AIE services. In this respect, the contract design drove this part of the process.

Another key starting point of importance is that the four consortium agencies had no or very limited experience of working together in this way. Rather the history of relationships prior to AIE was characterised by competition and some sense of suspicion. Moreover, in many ways the four consortium partners were quite different in nature – varying in terms of scale, geographic reach, and the degree to which employability was a central organisational function.

These observations are not suggested negatively: rather they reinforce what the AIE partners have subsequently achieved.

Firstly, the partners worked together to submit a tender which was successful within a competitive process. Importantly, all of the agencies report this was progressed on a genuine co-production basis, with no partner seeking to dominate. This was not without some tensions, but the framework of an approach based the 5 stage model was very helpful in identifying and agreeing an approach that was consistent with the values of all partners.

The model adopted was also critically based on an even split of the contract between the four agencies – this differed considerably from more traditional prime/sub-contractor arrangements, and set the tone of an equal, non-hierarchical relationship from the outset. It is considered an important consortium success factor.

A leading and co-ordinating role was provided through ENABLE Scotland. Establishing this appeared to be a consensual process, and from the outset and on an ongoing basis ENABLE is recognised by partners as having provided good leadership whilst not seeking to dominate or take advantage from this status.

By 2019, the consortium is a strong and well-functioning mechanism, and no significant tensions are reported. It now demonstrates many features of recognised good partnership working: a strong sense of a shared and common destiny; mutual support; a 'no blame' culture; mechanisms to resolve disputes 'internally'; recognition and use of respective strengths; leadership and accountability; good communications; and trust.

These strengths are also apparent despite the fact that key partner agencies have had some very significant senior staffing, structural, and financial challenges in the period of AIE operation. These do not appear to have significantly impacted on service delivery: this is a positive indicator of consortium resilience. Another key factor in the success of the consortium is the length of contract awarded to AIE. Initially 4 years - with an extension (now triggered) of two further years - represented a longer-term commitment than common in previous programmes and projects. The importance of this should not be underplayed. In terms of consortium development, it provided comfort when some initial difficulties occurred as there was time to work through and resolve these. Without this, maintaining harmony amongst partners may have been harder.

Wrapped around and resulting from all these developments is recognition that 'All in Edinburgh' has now evolved as a strong 'brand' in the city. This is now apparent amongst wider partners. But within this, individual consortium members have retained their own identities, and many participants will still refer to getting support from them rather than the wider brand. On the basis they get the right service – consistent with AIE standards and values – this is not considered a major problem.

Two areas of partnership development where further progress over the next two years may be of value are:

1. Reviving joint operational staff training sessions to share expertise and further consolidate a sense of a shared mission across the consortium. This is now happening after a lull in years 2 and 3 – delivery staff consultations for this review suggest this is a welcome development.
2. Using the AIE brand more to engage employers at a corporate, city wide level. This is returned to in more detail later in the report.

Linkages with wider developments and networks in Edinburgh are now extensive. These significantly benefitted from, and have built upon, strong and well-established links AIE partners already had. The wide range of referral sources detailed strongly confirms this, and onward progressions to other interventions are regularly reported. Consultees from the largest single agency referral point – Jobcentre Plus – were overwhelmingly positive about the AIE service. Comments reflected that the service filled an important gap for a vulnerable group and was a critical addition to the menu of options available to advisors. AIE operating at points in JCP offices was very helpful, and generally feedback on the progress of clients referred was good.

Good links are also reported with other agencies in the Joined up for Jobs network, and further opportunities with the recently contracted Next Step employability service are now being developed.

Service user perspectives

Consultations with 19 people participating in the AIE project formed an important element of the review process. Discussions clearly demonstrated the very wide variety of circumstances and challenges facing AIE participants.

Every individual journey shared was different, but key recurring messages were:

- overall participants were very positive on their AIE experiences – whatever stage they were at in the process;
- the volunteer nature of project engagement was important – all the people consulted were very clear this was the basis of taking part;
- the style and approach of staff was universally praised as being supportive, empathetic, well connected, and rooted in a preparedness to spend time with the participant;
- a clear view that participants were involved in and controlling the process, and listened to;
- strong reinforcement that for most people the key aspiration is to progress to paid work;
- the importance of speed in the service response following referral;
- the offer of support across a range of issues was considered very important – especially on money and benefits, and generally in the way in which staff discussed everything that is considered important in the participant's life;
- for the majority of participants, a growing sense of personal optimism on future work aspirations;

- the critical nature of aftercare and ongoing in-work support – for some this had been used, whilst for others the importance was in knowing it would be there if needed as a 'safety net'. This linked to sense that AIE 'would always be there for you' if there were any setbacks, and that this offer was clearly communicated;
- for a number of participants, the critical role of AIE support in ensuring they stayed in work after a problem such as long-term illness and/or mental health problems.

Employer perspectives

Seven employers who had provided opportunities for AIE participants were also consulted. Key messages from these discussions were:

- all of the employers considered involvement with AIE a very positive experience, and all said they were either identifying further opportunities, or would contact AIE if these arose;
- motivations to work with AIE varied and included: a personal commitment to help this group of people; honouring Community Benefit commitments; and in response to opportunistic enquiries;
- about half of the employers noted that they had provided Supported Employment opportunities in the past whilst the others had been engaged for the first time via AIE. In the latter group, there was open acknowledgement of some concerns at the outset;
- support from the AIE support agencies was universally praised: professional; supportive at all times; and always available to both the employer and employee. Importantly, one employer reflected a general sense with the comment '...they try to make it as easy for you as possible';

- all the employers were very happy with the people recruited via AIE, with a number noting the person had already progressed within the workplace. Comments included that the employee was 'amazing' and a 'star' who was a great addition to the team. Another employer, however, reflected on an employee with a variable condition who could present ongoing challenges – in this context, ongoing support was important to continually adapt working arrangements;
- within overall positive feedback, the one note of caution was of a person presenting for interview who was clearly not suitable for the opportunity. This worked for nobody and reinforced the need to continually apply the 5 stage model.

Performance against targets 2015-2109

Targets set on key performance metrics per annum were established as follows.

Measure	2015/16	2016/17	2017/18	2018/19	2015-2019
Numbers supported	625	958	958	958	3,499 ⁸
Engagements	625	500	500	500	2,125
Welfare advice	150	200	200	200	750
FT jobs	133	136	138	144	551
PT jobs	27	28	30	32	117
Self-employment	8	8	8	n/a	24
In work progression	17	16	16	16	65
Retained employment	40	12	12	12	76

Based on the actual performance data contained in section 4, this then translates to the following percentage against targets levels by individual year and in total across the period of AIE operation.

Measure	2015/16		2016/17		2017/18		2018/19		2015-2019	
Numbers supported	761	122%	953	99%	920	96%	988	103%	3,622	104%
Engagements	718	115%	495	99%	408	82%	463	93%	2,084	98%
Welfare advice	150	100%	129	65%	192	96%	179	90%	650	87%
FT jobs	97	73%	128	94%	132	96%	144	100%	501	91%
PT jobs	39	144%	29	104%	34	113%	32	100%	134	115%
Self-employment	4	50%	4	50%	8	100%	n/a ⁹	n/a	16	67% ¹⁰
In work progression	8	47%	14	88%	17	106%	16	100%	55	84%
Retained employment	25	63%	12	100%	11	92%	12	100%	60	79%

⁸ There is an element of double-counting in this figure as participants may be involved with the project for several years

⁹ Self-employment as a stand-alone outcome was discontinued in 2018/19 with this outcome thereafter incorporated in the full-time job figure.

¹⁰ For the period 2015-2018 only.

Key observations from these figures are:

- in terms of overall performance against targets, the overall picture is mixed, but across the 4 years on most of the key measures performance is very close to or above target;
- the number supported over the 4 years is slightly above target, and the numbers engaged marginally below;
- over the 4 years, 501 full time jobs have been secured via AIE - 91% of the target. 134 part-time jobs have been secured – 115% of the target. Taken together, 635 of a projected target 668 jobs have been secured – 95% of the target;
- on a year by year basis, the number of full-time jobs secured is rising. 97 were secured in year 1 and this has risen to 144 in 2018/19 – an increase of 48%. This figure is slightly at the expense of part time and self-employment numbers, but is still encouraging as full-time employment is the priority outcome;
- the lowest overall performance against target over the 4 years is progression to self-employment at 67%. This has proved more challenging for the client group than was predicted at the outset of the contract and is now recorded within full time jobs.

Investment, value for money, and contract payment arrangements.

As indicated in section 4, the total costs of operating AIE over the 4-year period April 2015 to March 2019 were:

Year	Total
2015/16	1,564,524
2016/17	1,594,882
2017/18	1,605,216
2018/19	1,597,656
Total	6,362,278

This represented 94.3% of the total initial potential contract value had all outcome payments been realised.

Cross referenced to the performance data detailed above, this results in key unit costs across the 4 years as follows:

Measure	Total	Unit cost
Numbers supported	3,622	£1,757
Numbers engaged	2,084	£3,053
Full time jobs	501	£12,699
All jobs	635	£10,019
All recorded positive progressions	766	£8,306

Over the years, these unit costs have changed. Comparing all positive outcome unit costs between year 1 and 4 show a decrease from £9,043 to £7,832 - a reduction of 13.4%. On job outcomes alone, the reduction is greater from £11,175 in year 1 to £9,078 in year 4 - a reduction of 18.8%.

Assessing these costs comparatively on a like for like basis is problematic. Historically, a benchmark figure of c£9,000 per annum is suggested. On this basis, AIE is slightly over this indicative figure for the whole period – but this was estimated some time ago. For the final year of operation, the cost per job outcome is now likely to be lower than the projected average in real terms.

Considering overall value requires re-stating that achieving sustained job outcomes through a Supported Employment model will never be 'cheap' in comparison with most other employability interventions. In purely financial terms, justification is required through a wider analysis of the whole 'value' of this outcome, and the costs of people successfully moving into work through this intervention as opposed to alternative ongoing support arrangements.

Wider social value analysis is complex, but AIE may wish to consider applying appropriate analytical approaches in the next 2 years of operation.

Payment mechanisms

The payment structure of the contract was 70% core funding and 30% based on agreed target outcomes. This represents a comparatively generous guaranteed funding arrangement (for example Fair Start Scotland has the reverse split), and was welcomed by delivery organisations. The investors approach to payments on this type of intervention is commonly a contentious issue. It seeks to strike a balance between:

- (a) an approach that maximises the pressures on providers to deliver agreed outcomes and seeks to ensure suitable employability focus, and;
- (b) an approach which seeks to give providers some financial security and avoid delivery overly focused on outcomes at the expense of a truly person-centred approach. This also reduces the danger that over time it could become financially attractive for providers to work with a less challenging group of people.

In practice, there is validity in both arguments. For AIE the key test returns to the degree defined employability outcomes are realised and sustained over time.



Conclusions and Recommendations

Section 6

Conclusions and Recommendations

AIE has now become an established, high profile, and well-respected programme within Edinburgh. It represents an ambitious and in many ways innovative approach to comprehensive city-based delivery of a high-quality Supported Employment service. It is making a significant impact, and through continuous improvement this impact is increasing year on year.

The initial development of AIE was supported by a combination of: the decision to consolidate the resources within the City of Edinburgh Council in the economic development services to create a stronger focus on employability; clear recommendations from a review of existing Disability Employment Support Services in the city; and a commitment to the 5-stage Supported Employment model. This led to co-production of a new city-wide service, but within the context that existing delivery partners were anticipated to come together more and co-ordinate their activities.

Establishing the consortium which became known as 'All in Edinburgh' is reported as a challenging but ultimately very positive experience. The organisations coming together were quite varied in nature and had limited experience of working in this way. The joint 'anchor' of fidelity to the Supported Employment model, and the pragmatic reality of accessing ongoing funding were key factors underpinning developments.

AIE also originated from a wider context at Scottish, UK and EU levels which provided a complex and cross cutting landscape which highlighted the relevance and importance of what the project was seeking to do. It is also very apparent that this context has significantly evolved and increased in importance in the years since AIE started in 2015. Section 2 and appendix 2 of this report identify a total of 16 policy and strategy drivers of relevance. The

dynamic nature of this context has required AIE to respond. Overall, these developments are very positive, and confirm that AIE is not only responding to but also now influencing aspects of policy. The changing context is also challenging. In particular, AIE requires to consider its longer-term fit with the new FSS programme, and to respond to the reality that the significant additional resources accessed from the EU are unlikely to continue at some point.

The delivery model for AIE is rooted in fidelity to the 5-stage Supported Employment model and has thereby applied a well-recognised and evidenced approach to delivering a high quality and intensive service. Added to this has been a well received and important welfare and money advice support. Overall, the commitment to delivering the model in practice is evident, within some degree of individual flexibility. AIE may, however, wish to consider how it can further evidence this form of delivery in practice. Other key strengths of the delivery model include: low staff to client ratios; no time limits on individual participation periods; and the delivery of a genuinely pan disability service. One caveat to the last point, however, is limited engagement of people with sensory impairments. It is suggested AIE review and seek to address this in the next period of contract operation.

Augmenting the 5-stage model, the welfare rights service is clearly very important to many participants with 650 people gaining support over the project period – 64% via casework. This delivered approaching £1.9 million in direct financial gains for project beneficiaries.

Alongside the model itself, the contribution of staff delivering AIE should be recognised. It is clear from discussions that they are committed, experienced, knowledgeable and connected. Their supportive approach based on getting to know participants, sticking with them, and providing consistent encouragement was repeatedly reflected in the service user and employer discussions. Important within this is a general sense of staff continuity – largely linked to the fact people like working for AIE, and also the practical security of a comparatively long contract period.

The development of partnerships and networks has been very important to the development and evolution of AIE. This includes the core 'internal' delivery partnership of the AIE consortium and wider linkages. Within the consortium, all consultees reported that the partnership has now developed very well and is now a key strength and foundation of the AIE package. Some key preconditions supported this outcome, notably the underpinning basis of an 'equal share' partnership (ie not a 'prime-sub' relationship), and the comfort of a long-term contract to enable any tensions to be resolved. The leadership role of ENABLE Scotland is viewed positively as combining co-ordination without seeking to take any delivery advantages from this position. The AIE consortium now demonstrates many key generic features of good partnership working: a strong sense of a shared and common destiny; mutual support; a 'no blame' culture; mechanisms to resolve disputes 'internally'; recognition and use of respective strengths; leadership and accountability; good communications; and trust.

19 service users shared their experiences of AIE participation as part of the review. Reflections on their experiences were overwhelmingly positive and confirmed many of the views expressed in other consultations. Key positive messages included: the importance of voluntary participation; the style, support and approach of staff; a sense of control in the process; the speed of service

response; the wide-ranging nature of support offered; a growing sense of 'optimism' due to AIE participation; the importance of knowing that aftercare and ongoing support was there if needed; and (for some) the help AIE offered to stay in work at points of crisis. These discussions also clearly reinforced that for most participants the key outcome aspiration was paid work.

7 employers providing opportunities for AIE participants were equally positive. All indicated satisfaction with their involvement and a willingness to offer further opportunities. The nature of support offered by AIE was considered very good: professional; supportive; accessible; and easy to work with. The people recruited were considered as very positive additions to their staff teams and had been retained and in some cases promoted.

AIE performance against targets is analysed in section 4. Overall the picture is mixed, but across the 4 years on most of the key measures performance is very close to or above targets. The number supported is slightly above target, and the numbers engaged marginally below. Over the 4 years, 501 full time jobs have been secured - 91% of the target. 134 part-time jobs have been secured – 115% of the target. Taken together, 635 of a projected target of 668 job outcomes have been secured – 95% of the target. Importantly, the number of full-time jobs secured is rising year by year. 97 were secured in year 1 and this has risen to 144 in 2018/19 – an increase of 48%. This figure is slightly at the expense of part time and self-employment numbers but is still encouraging.

£6,362,278 has been invested in AIE over the 4-year period reviewed – with £4,545,000 provided by City of Edinburgh Council and £1,817,278 by the European Union. On this basis, unit costs are £1,757 per person supported, and £8,306 per recorded positive outcome. This would appear comparative to the cost of programmes applying the full Supported Employment offer. Significantly, these outcome unit costs have reduced from

year 1 to year 4 – with the unit cost per job outcome in year 4 18.8% lower than year 1. This suggests that the overall commitment to continuous improvement in AIE over the years of operation is reflected in increasing value.

ESF support via the Poverty and Social Inclusion priority required that the project advanced 3 horizontal themes: equal opportunities and non-discrimination; equality between men and women; and sustainable development. Positive activity on all of these themes has been apparent in project operation.

Recommendations/areas for future development

This review concludes that AIE has developed positively over the initial 4 years of operation between 2015 and 2019. An important part of this has been a commitment to continuous improvement, and the recommendations below are presented as a further contribution to this process. Some of the recommendations are immediately relevant to things AIE may wish to do in the next 2 years of operation, others are more focused on work to consider the future of AIE thereafter.

Immediate/shorter term developments

1. Consider ways to use the AIE brand further with employers at a corporate level across Edinburgh – linked to increased branding, and potentially working with SUSE to use mechanisms and tools such as the Inclusive Workplace Award and associated factsheet.
2. Advance an annual programme of cross agency good practice and networking events for operational staff.
3. Continue to strengthen wider links to JUFJ partners (including the new 'Next Step' service) and with services such as: schools; Colleges; NHS; prisons; social work; and housing providers.

4. Review AIE's support to people with sensory support needs – clarifying demand and anticipated costs, linkages with specialist support agencies, and the potential to build further internal project capacity through training and consultancy support.
5. Consider a review of job outcome targets based on the profile of year on year increases since 2015/16.
6. Review increased applications of digital technologies, and the development of digital skills to improve the AIE offer.
7. Consider further measurement mechanisms to evidence full application of the 5-stage Supported Employment offer.
8. Research and identify options to apply wider social return on investment analysis to AIE's impacts.
9. Review any changing demands for AIE, and in particular the welfare advice support element, as Universal Credit continues to rollout.
10. Seek opportunities to input and inform Scottish Government consultations on the December 2019 devolution of a Specialist Employability Support Service.

Future AIE development post 2021

11. Review future links and relationships between AIE and FSS, including analysis of the forthcoming FSS year 1 evaluation, and track FSS re-contracting timelines.
12. Track EU funding developments and the provision of any further information on the proposed new 'Shared Prosperity Fund'.
13. Identify any opportunities/requirements for AIE to consider operating at a wider geographic scale based on further development of the Edinburgh and South East Scotland City Region.

Appendix 1 Consultees

APPENDIX 1 – CONSULTEES

Consultees who supported this evaluation process are detailed below. Their co-operation and inputs were hugely valuable and much appreciated; but the views expressed in this report are solely those of Smart Consultancy (Scotland) Ltd.

AIE management and delivery staff

Rebecca Allen – Into Work
 Steven Bertram – The Action Group
 Patricia Campbell – The Action Group
 Brian Clarke – Into Work
 Vince Connor – Forth Sector
 Katie Forrester – Forth Sector
 Lee Hutchison – Into Work
 Peter Ingles – The Action Group
 Tanya Knight – Into Work
 Archie Lowe – Forth Sector
 David McGauchie – Into Work
 Lynda McLeod – Into Work
 Catherine Moodycliffe – Forth Sector
 Joe Mountford Smith – ENABLE Scotland
 Islay Neill – Into Work
 Lucy Pearson – ENABLE Scotland
 (AIE Delivery Manager)
 Martin Rogerson – The Action Group
 Megan Sauderson – ENABLE Scotland
 Maria Scott – Forth Sector
 Dominika Skrocka – The Action Group
 Beth Stanners – ENABLE Scotland
 Kirsty Stewart – Forth Sector
 Toni Lee Watson – ENABLE Scotland
 Lianne Williams – ENABLE Scotland

Wider stakeholders/partners

Julie Bilotti – Scottish Government
 Tim Byrd – Jobcentre Plus
 Alison Caldicott – Scottish Government
 David Cameron – SUSE
 Gary Fegan – Jobcentre Plus
 Rona Hunter – Capital City Partnership
 Katherine Jackson – Deaf Action
 Kate Kelman – Capital City Partnership
 Mark McMillan – Deaf Action
 Karen Robertson – Jobcentre Plus
 Derek Russell – Scottish Government
 Jamie Rutherford – ENABLE Scotland/SUSE
 Carole Wallace – Deaf Action

In addition, 19 AIE participants and 7 employers who provided job opportunities within the programme were consulted.

Appendix 2 Context Review

APPENDIX 2 – CONTEXT REVIEW

This appendix provides further detail on the current and future operating context for the Just Learning project that is summarised in section 2.

(A) SCOTTISH/UK CONTEXT

'A Fairer Scotland for Disabled People' (2016)

The Scottish Government's plan has five long-term ambitions and 93 actions intended to change the lives of disabled people in Scotland and ensure their human rights are realised.

The Delivery Plan sets out the Scottish Government's approach to policy for disabled people. It is based on the social model of disability as opposed to the medical model. It is also rooted in the UNCRPD and in the aim of the independent living movement, which is that disabled people can live the life they choose, participating equally alongside other citizens in their families, communities, workplaces and wider society, and with the support they need.

The plan includes a specific commitment to '... continue to promote the Supported Employment Framework and model for disabled people to learn on the job with support from colleagues and a job coach. We will require providers of future employment services to offer a diverse menu of options including Supported Employment'.

'A Fairer Scotland for Disabled People – Employment Action Plan (2018)

This was produced as a commitment of the 2016 strategy and articulates Scottish Government policy aspirations and clear targets to address 'the Disability Employment Gap' where:

- only 45.4% of disabled people of working age are in work compared to 81.2% of their non-disabled peers - a gap of 35.8%

Appendix 2 Context Review

- less than 10% of people who have learning disabilities are in work;
- only 20% of people who experience mental ill health, and 25% of people with a visual impairment, have the opportunity of employment

The Action Plan details a series of measures to move forward on the overall ambition and target: 'to address barriers to employment for disabled people and seek to reduce by at least half the employment gap between disabled people and the rest of the working age population by 2038'. This is then broken down to interim targets – a 1% increase in the employment rate annually, and an overall increase in the rate to 50% by 2023.

3 drivers and associated outcomes and action areas are identified:

- (a) supporting employers to recruit and retain disabled people through improved employment practices and inclusive workplaces – with a £1 million Public Social Partnership now being tendered to inform this
- (b) supporting people with disabilities to enter employment by enabling access to 'the right support at the right time' through the development of a new devolved employability service – this includes plans to Develop and deliver a new devolved Specialist Employability Support Service
- (c) supporting young people in transitions through the wider reform of employability support services

The work of AIE is clearly central to reducing the disability employment gap.

Inclusive Growth

The terminology of 'inclusive growth' has become increasingly prominent in recent years at both Scottish and local policy levels. The Scottish Government's definition is contained within the Scottish Economic Strategy as: 'Growth that combines increased prosperity with greater equity: that creates opportunities for all and distributes the dividend of increased prosperity fairly'.

It is not an 'add on' Government objective: inclusive growth has equal status in the Scottish Economic Strategy alongside the three other key themes of innovation, internationalisation, and investment.

Inclusive growth demands connecting and integrating actions to develop the economy much more with a range of traditional 'social' policies – including childcare, school attainment, tackling poverty, welfare reform, and community participation - and in maximising positive environmental action. It also links closely to other key and recent policy developments – notably the 'Fairer Scotland Duty' which came into force in April 2018¹¹.

Consequently, inclusive growth relates to and advances other key strategies linked to anti-poverty, social inclusion, employability, well-being etc. It critically demands that when growth and wealth creation is pursued two questions are consistently asked:

- 'who benefits and in what way?'
- 'whether we can do more to spread the benefits to those most in need?'

The work of AIE directly advances inclusive growth aspirations for a group of people very vulnerable to exclusion from new economic opportunities.

¹¹ The Fairer Scotland Duty, Part 1 of the Equality Act 2010 places a legal responsibility on particular public bodies in Scotland to actively consider ('pay due regard' to) how they can reduce inequalities of outcome caused by socio-economic disadvantage, when making strategic decisions. Interim guidance on this duty came into force in April 2018 with a three-year implementation phase.

No-one Left Behind (2018)

'No-one Left Behind', published in early 2018, is a Scottish Government report on 'next steps for the integration and alignment of employability support in Scotland'. It contains a series of collaborative partner actions with a specific focus on integrating employability support with justice, health, and housing services. Linkages to these agendas are identified as critical to those facing the most severe labour market inequalities.

The related 'No-one Left Behind' Action Plan details a number of future key outcomes from this review, which will link to the wider Scottish review of the employability landscape. AIE directly advances the core objectives of No-One Left Behind. Next steps of particular relevance are commitments to create new joint and integrated central and local employability action plans, and pilot work (initially in Fife and Dundee) to develop new approaches for people with disabilities and health problems via a 'Single Health and Work Gateway'.

Equality Act (2010)

This creates a central legislative requirement which makes it unlawful for employers to discriminate against disabled people and requires that they make 'reasonable adjustments' to enable jobs access.

'A Working for Life for All Disabled People' - the Supported Employment Framework for Scotland (2010)

Published in 2010, this strategy recognises the key value of Supported Employment to people looking for opportunities and employers. It is premised on people maximising their contribution in a workplace setting and calls for key attitudinal shifts across employers and wider stakeholders. The strategy also notes that Supported Employment is a more cost-effective approach to many previous non-work focused approaches, but that at present the demand for opportunities significantly outstrips supply.

Keys to Life (2013)

The refreshed national strategy on learning disabilities which restates the 'See Me' commitment to the importance of maximising work-related opportunities for people with learning disabilities.

Fair Start Scotland (2018)

In April 2018, the new Scottish Government Fair Start Scotland (FSS) programme began operation as the nation's devolved employment service. It aims to develop a new approach rooted in:

- providing high quality employment support to unemployed people, including those facing multiple barriers who want to work and need help to enter and remain in the labour market
- putting people at the centre – delivering flexible, tailored support that meets their needs
- embedding dignity and respect, fairness and equality in the approach to helping people find work

The Scottish Government will spend £96 million on Fair Start over 3 years to 2021. It is intended to support 38,000 people in that period, around 30% of whom are expected to move into work.

The programme includes a Supported Employment element, described as "an internationally recognised 'place and train' model enabling disabled people to learn on the job with support from colleagues and a job coach". Up to 4,000 people could participate in a Supported Employment programme through Fair Start over the next 3 years.

Fair Start Scotland offers a significant opportunity for Supported Employment services, as it makes a commitment to Supported Employment, and it potentially represents a major scaling up of these services.

The introduction of FSS is a key new development in the operating landscape - the previous Work Programme was in operation when AIE was developed. How AIE and FSS relate to each other in future is a major issue considered in the main report.

Scottish Government/COSLA – Partnership Working Framework on Employability (2018)

This leads from 'No-one Left Behind' and creates a new partnership approach on how the Scottish Government and local authorities will work together and collaborate closely with partners in the third, public and private sectors in the provision of employability supports. It details a set of principles and co-ordinating structures, and the intention to further integrate joint planning and resource allocations.

Brexit and future EU funding

Whilst predicting Brexit developments at present is problematical, barring a political U turn, over time it will lead to the termination of support via European Structural Funds. This remains likely after 2022.

In the longer term, how (or if) these are replaced by the proposed UK Government 'Shared Prosperity Fund' remains to be detailed – but UK Government aspirations for this fund is stated as 'to reduce inequalities', and to create a revenue stream ' - cheaper to administer, low in bureaucracy and targeted where it is needed most.'

AIE is currently funded in part through ESF, so tracking these developments is important.

(B) EDINBURGH CONTEXT

Edinburgh Community Plan and Local Outcomes Improvement Plan (LOIP)

The Edinburgh Partnership Community Plan is the overarching strategy of key agencies across the city. Its overall focus is on reducing poverty and inequality, and 2 of its 3 priorities link directly to the work of AIE (a) access to work, learning and training opportunities (including a commitment to support residents with complex needs), and (b) enough money to live on. The related LOIP details the shared priorities and targets of partners across the City to realise the Community Plan objectives.

Joined Up for Jobs (JUFJ)

Led by the CCP and the City of Edinburgh Council, JUFJ is the partnership of key agencies in Edinburgh that work together to

help people into work. Established in 2001, it seeks to make a positive contribution to tackling exclusion and disadvantage based on a partnership agreement between all key funding and delivery agencies in the city. Working with employers is also a major part of the strategy. 3 principles underpin all activities: demand led; client centred; and joined up. AIE is a key intervention within the wider JUFJ initiative.

Edinburgh Jobs Strategy Group

Operating as a Local Employability Partnership, this provides strategic co-ordination of all employability supports in the city. It provides a forum for cross agency planning, and to share information on context changes within and across partners agencies. In addition to Joined Up for Jobs, the Strategy Group also oversees 'Joined Up for Integration' (to support capacity development and outcomes), and 'Joined Up for Business' (which provides the platform to engage employers).

The Edinburgh Guarantee /Developing Scotland's Young Workforce

The Guarantee includes a commitment to offer all young people aged 16-19 in Edinburgh, Midlothian, and East Lothian a choice of a job, modern apprenticeship, training or FE opportunity. This includes young people with additional support needs.

Edinburgh Autism Plan

This plan includes as 1 of 6 commitments to people with autism 'increased support in finding and keeping employment'.

'Accelerating Growth' – Edinburgh and South-East Scotland City Region Deal

This is a deal between 6 local authorities and the UK and Scottish Governments worth £1.3 billion pounds to stimulate the regional economy. £25 million of this is allocated to integrated regional employability and skills. Beyond the deal itself, this development reflects a wider trend to increase regional working, and ensure agencies further collaborate beyond individual local authority boundaries. This may be of relevance to the longer-term development of AIE.

Appendix 3

ESF: AIE Advancement of ESF Poverty and Social Inclusion Horizontal Themes

1. Equal opportunities and non-discrimination

All of the AIE partnership delivery organisations hold and apply exemplar policies and procedures on equal opportunities and non-discrimination. These were articulated within original AIE shared values and monitored on an ongoing basis. This included recording and monitoring of a range of participant characteristics through the Caselink MIS including refugees, migrant workers, asylum seekers, homelessness, and people with criminal convictions. Given the nature of AIE and the 5-stage Supported Employment offer, all participants had some form of disability as a condition of accessing the project. Project records confirm this was applied on cross and multi disability basis with the highest number of recorded issues/disabilities in order: mental health; learning disability; physical disability; autism spectrum disorder; other long-term conditions; visual impairment; hearing impairment. The 5-stage model operated within AIE has been developed as a dedicated approach to maximise engagement, support, progression and sustainable outcomes for people with disabilities.

2. Equality between men and women

All endeavours were made to ensure equal access to men and women on the AIE programme. This was based on original AIE value and the policies and procedures of all delivery partners. Across the 4 years of operation the participant split was broadly 60% male and 40% female. This reflects data suggesting across some key disabilities men are more likely to be diagnosed. In programme operation, the person-centred approach ensured there were no barriers to participation based on gender – with issues such as childcare support addressed in service planning.

3. Sustainable development

The principles of sustainable development were embedded across AIE operation and continually monitored by the Delivery Manager. This work was again rooted to the high-quality sustainable development and environmental policies of all consortium members. In practical terms, it included: encouraging all participant and staff to maximise their use of public transport (with bus passes issued to AIE clients); the application of paperless systems in all aspects of project recording and reporting; and appropriate recycling of all waste materials created by the project. Client engagement in public places sought to minimise dedicated office HLP costs. The project also had very significant social justice and equality of opportunity impacts as evidenced by its design, support offer and the actual profile of people supported. It was firmly rooted in providing opportunities for people often excluded from these types of employability supports. Maximum use was made of specialist networks to ensure referrals from targeted sources were maintained. Recorded project progressions, service user and employer discussions all confirm a strong link between AIE involvement and improved health and wellbeing. All participants consulted reported an improved sense of confidence in the future. Wellbeing gains were also apparent for parents and carers, who benefitted from both the positive development of participants but also through respite opportunities.

