

Position of Employability Priority Groups in Edinburgh

October 2010

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Contents

| | |
|--|----|
| Introduction | 2 |
| 1. Ethnic Minorities | 5 |
| 2. Refugees and Asylum Seekers..... | 9 |
| 3. Homeless | 12 |
| 4. Drug Misuse | 16 |
| 5. Prison Leavers | 20 |
| 6. School Leavers Not in Employment, Education or Training (NEET)..... | 23 |
| 7. Care Leavers | 27 |
| 8. Disabilities | 30 |
| 9. Physical Disabilities | 30 |
| 10. Mental Health Conditions | 35 |
| 11. Learning Disability | 40 |
| 12. Lone Parents..... | 44 |
| Conclusions | 47 |
| Bibliography | 49 |

Introduction

In general the employment picture in Edinburgh is a positive one. Job Seekers Allowance (JSA) claimant rates are lower than the Scottish average: 3.6% for Edinburgh and 4.5% for Scotland, although the unemployment rate is slightly higher (Nomis, 2010). Median gross annual pay is also higher in Edinburgh than the Scottish and UK averages, at almost £24,000 in 2009, compared to just under £21,000 for Scotland (Edinburgh Labour Market Watch, 2010). However, despite Edinburgh good performance there is still inequality and deprivation that needs to be tackled. JSA claimant rates rise significantly in certain areas, hitting 8.7% in Muirhouse/Drylaw and Pilton (Edinburgh Labour Market Watch, 2010), and unemployment rates are significantly higher for certain disadvantaged groups.

The City of Edinburgh Job Strategy recognises that certain groups in society face additional barriers to employment than the general population. This leads to higher levels of unemployment and long term unemployment among those most disadvantaged in society. Capital City Partnership has identified 12 groups: ethnic minorities; refugees and asylum seekers; homeless; drug addicts; prison leavers; school leavers not in employment, education or training; care leavers; those with physical, mental or learning disabilities; and lone parents. Many people fall into more than one of these groups.

Unemployment has been shown to cause a variety of problems. Health problems such as anxiety and depression can cause some people to move from JSA onto disability benefits (Black, 2008), creating a higher likelihood of them remaining on benefits for longer. Unemployment among young people has also been shown to have additional effects on mental well-being. Research indicates that young people who have suffered long term unemployment are more likely to experience persistent problems of worklessness, social exclusion and poorer health later in life (Scottish Executive, 2006). Furthermore, unemployment among parents can have a detrimental effect on children, with research indicating that chances of psychiatric problems in children are five times greater for non-working families than ones where the parents are in a professional occupation (Black, 2008).

On the other hand, employment has been shown to have a positive link with good health and well-being (Health, Work and Well-being, 2009). It provides meaning and purpose in life, a status and identity, social inclusion, structure and a means out of poverty, which can aid recovery from a variety of social and health problems (Perkins, Farmer and Lichfield, 2009).

The most vulnerable groups of society are often faced with the worst employment prospects. Currently, this situation is exacerbated by the recession.

Research has shown that people commonly find it difficult to use menial jobs as a means into better employment, reducing their likelihood of staying in employment (Gillespie, Mulvey and Scott, 2005). Due to a reduction in the number of jobs available and more competition for those that are, the target groups in this report face far less choice over what they can take – often leaving them with less sustainable, menial jobs. This can lead to further social exclusion and create a vicious circle where generation after generation face additional barriers to employment. Generic back to work programmes often do not provide adequate support for these groups, creating the necessity for more specific employment programmes that can take into account more unique barriers.

The purpose of this report is to determine the size of each target group in Edinburgh, their employment and benefit rates, the barriers to employment they face and where these groups overlap with each other. Unfortunately in most cases this information is not readily available. This has meant that some of the figures used here are estimations based on statistics for either Scotland or the United Kingdom as a whole. As stated above, Edinburgh often outperforms other cities in Scotland and the UK, meaning some of these statistics may overestimate the extent of economic inactivity of certain groups in Edinburgh. There is also a distinct lack of information available concerning where these target groups overlap with each other. The final section of this report uses information gathered from Caselink, an online database used by some of the employment services in Edinburgh, to provide some estimation of how many people fall into multiple target groups.

Each section follows the same format: an outline of the target group including some background information is included at the start of the section, which is followed by the scope of the target group in Edinburgh, the number in employment, the number on benefits, the barriers they face, where the group overlaps with other groups, a list of some of the services available and finally some of the issues arising from the research. Not all employment services and programmes are listed here, and those which help multiple target groups are only listed under one of those groups, although it is specified which other groups they help.

On the next page is a table summing up the status of each target group in Edinburgh.

Table 1: Target Groups in Edinburgh. All figures are for working age.

| Target Group | Est. Number in Edinburgh | Number not in employment |
|-----------------------------|--|--|
| Ethnic Minorities | 21,000 | 8,300 |
| Refugees and Asylum Seekers | Less than 750 Refugees; 75 Asylum Seekers | 533 |
| Homeless | 4,762 | 4,286 |
| Drug Misusers | 5,491 | 3,933 |
| Prison Leavers | 1,713 | 856 |
| School Leavers NEET | 2,200 | 2,200 |
| Care Leavers | 650 | 350 |
| Physical Disabilities | 19,790 | 10,000 |
| Mental Health Condition | 27,709 | 21,890 |
| Learning Disabilities | 5,600 | 4,760 |
| Lone Parents | 12,000 | 1,400 unemployed Further 4,260 on income support |

1. Ethnic Minorities

Outline

Research has shown ethnic minorities to be more disadvantaged than the general population when it comes to entering employment, claiming benefits and living in poverty. This is not always caused by intentional discrimination, but also by a lack of awareness about different cultures and the additional barriers to entering employment or claiming benefits. Ethnic minorities, especially those new to the country, are more likely to be less aware of all the services and benefits available to them, creating a higher likelihood that they will end up in poverty (Jones and Tracey, 2010; Platt, 2010).

There has also been an increase in the amount of Central and Eastern European migrant workers due to EU enlargement in 2004 and 2007. The majority of these migrant workers are Polish (62%), followed by Lithuanians (12%). It is estimated that about 35,000 migrant workers from new EU member states came to Scotland between 2004 and 2006, of which 97% were thought to be in employment (COSLA Strategic Migration Partnership, 2007). Therefore Central and Eastern European migrants are not included in this target group.

Scope

There were approximately **21,000** working age people from an ethnic minority in Edinburgh in 2009, making up **6.8%** of the working age population. Table 1 shows the number of different ethnic minorities in Edinburgh and their percentage of the total working age population.

Table 2: Ethnic makeup of Edinburgh workforce

| Mixed | Indian | Pakistani or Bangladeshi | Black or Black British | Other |
|--------------|--------------|--------------------------|------------------------|--------------|
| 3,000 (0.9%) | 2,300 (0.7%) | 5,700 (1.8%) | 1,900 (0.6%) | 8,800 (2.8%) |

(Nomis, 2010)

The 2001 census showed that 9 years ago the largest ethnic group in Edinburgh was Chinese, at 0.9% of the population. Therefore it can be assumed that Chinese make up a significant proportion of the "Other" category.¹

¹ The Annual Population Survey contains the most up to date statistics. However, its categories for ethnic minorities do not include Chinese as a specific group.

Employment

Table 2 shows the ethnicity of those in employment, taken from the Annual Population Survey, via Nomis.

Table 3: Employment rates by ethnicity

| Mixed | Indian | Pakistani or Bangladeshi | Black or Black British | Other |
|------------------|------------------|--------------------------|------------------------|---------------|
| 2,000 (66.4%) | 1,500 (66.4%) | 2,700 (47.2%) | 1,600 (81.9%) | 4,900 (55.9%) |

(Nomis, 2010)

As the employment rate for those who are White is 76.6%, this data shows that almost all ethnic minority groups are less likely to be in employment, with the exception of Black or Black British.

Employment rates also vary significantly within ethnic minority groups. For example, Pakistani and Bangladeshi women have the lowest employment rate, at 39%.

According to the DWP there are 490 people from ethnic minorities claiming JSA in Edinburgh, with a further 180 unknown and 455 who have chosen not to disclose their ethnic background.

(Nomis, 2010).

Barriers to Employment

- Racial discrimination
- Different culture and practices in the UK can create additional employment barriers
- Cultural barriers that create additional barriers for the individual, for example Bangladeshi women traditionally not working
- Underdeveloped skills or skills that do not meet the needs of the economy
- Foreign qualifications may not be recognised or may be held in lesser value than their UK equivalents
- Additional barriers created by social deprivation – 20% of children in poverty belong to an ethnic minority in the UK.
- Less likely to use local services such as Job Centre Plus and less aware of services available
- Difficulty accessing the capital necessary for starting own business
- Linguistic barriers

(Gillespie, Mulvey and Scott, 2005; National Employment Panel, 2007; Jones and Tracy, 2010)

Overlaps

- Out of 11, 342 new clients reported to the Drugs Misuse Database in Scotland less than 100 were from an ethnic minority.
- 114 (2.4%) homelessness presentations in Edinburgh were Black or Asian ethnic minorities, whilst 129 (2.7%) listed their ethnicity as “other”. Ethnic minorities who are homeless have stated the additional barriers they face: more visibly different, lack of trust in the system and social exclusion when other communities link together
- Out of 1,328 children in care in Edinburgh in 2009, 59 (4%) were from an ethnic minority.
- Pakistani and Bangladeshi households have a higher chance of containing a disabled family member. Furthermore, the risk of poverty is significantly higher for ethnic minority households with a disabled family member than it is for white households

(Edinburgh Homelessness Strategy, 2007; Platt, 2010; Information Services Division Scotland, 2010; Scottish Government, 2010a)

Services

***Skillnet Edinburgh** – Provides a number of courses aimed at achieving social and economic equality for ethnic minorities in Edinburgh. This includes English language support, computer skills, job searching and employment advice. They also have a project called Mind2Work, focusing specifically on ethnic minorities with mental health issues.

***Ethnic Minority Law Centre²** – Provides legal advice and access to rights, justice and services for ethnic minorities and refugees and asylum seekers.

Saheliya – This service is for black and minority ethnic women and girls (over 12) and is available in a variety of languages. They also specialise in mental health issues and provide an Employment and Advice Shop.

Shakti Women’s Aid – Provides advice for a variety of issues in a number of languages for all black and minority ethnic women and their children, including employment advice.

Sikh Sanjog – Offers advice and information on training and employment and literacy and numeracy support to Sikh women and their families in Edinburgh.

² An asterisk next to the name of a service denotes that this service is available for multiple target groups. These services are not repeated in the chapters for the other target groups.

Trust, Hanover (Scotland) and Bield Housing Associations – Job Opportunities Support Project – Helps ethnic minorities gain the knowledge, skills and contacts necessary to succeed in the housing sector by providing workshops and work placements.

Research Issues

- The JSA figures for ethnic minority claimants in Edinburgh do not appear consistent with employment rates. This could be due to claimants not willing to disclose their ethnicity or due to unemployed ethnic minorities not claiming benefits.
- Inconsistencies in ethnicity categories used by various surveys. Some of which do not adequately represent the ethnic make-up of Edinburgh.

2. Refugees and Asylum Seekers

Definition

A refugee is defined as someone who “owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of his nationality, and is unable to or, owing to such fear, is unwilling to avail himself of the protection of that country” (UN Refugee Convention, 1951). A refugee is granted refugee status after a successful asylum application.

An asylum seeker is someone who has applied for refugee status in the UK, but has not yet received an outcome.

Those classed as destitute were those with “currently no access to benefits, UKBA support or income, and either street homeless or staying with friends only temporarily” (Asylum Support Partnership, 2009).

Outline

Once asylum has been granted, refugees are meant to become assimilated into the general population and should not feel compelled to disclose their refugee status (Scottish Refugee Integration Forum, 2005). This creates difficulties when it comes to assessing the employment status of refugees.

It is estimated that there are about 10,000 refugees and asylum seekers in Scotland, with the vast majority in Glasgow. This is due to the way in which the British government disperses asylum seekers, who are given no choice over where they are sent. Between 3000 and 5000 are asylum seekers, and the remainder are refugees (COSLA Strategic Migration Partnership, 2007; Stewart, 2009). Usually asylum seekers are not allowed to work. However, a small number can apply for the right to work if their application for asylum takes over 12 months. Research also indicated that about one third of refugees have been involved in voluntary work (COSLA Strategic Migration Partnership, 2007).

There are a number of asylum seekers living in destitution. In Scotland and Northern Ireland 569 people visited Asylum Support Partnership agencies for advice, of which 52% were classed as being destitute (Asylum Support Partnership, 2009).

Scope

Previous estimates put the number of refugees in Edinburgh at 750 and the amount of asylum seekers at 234. However, the Edinburgh Refugee Centre closed in 2008 due to a drop in the amount of asylum seekers in Edinburgh. More recently, research by Stewart (2009) estimated there to be about 75 asylum seekers in Edinburgh, with the vast majority of asylum seekers in Scotland in Glasgow (5,010). Furthermore, it is unknown how many are of working age.

Employment

About 29% of refugees are in employment, 15% are in education and 4% in training (COSLA Strategic Migration Partnership, 2007)

Barriers to Employment

Refugees and asylum seekers commonly face the same barriers as other ethnic minorities. However, they may also face several additional barriers:

- Traumatic experience before coming to UK
 - Further linguistic barriers
 - Difficulty proving identity and qualifications due to lack of documents
 - Need for additional training or retraining
 - Lack of knowledge of UK job market
- (Scottish Refugee Council, 2010)

Overlaps

Lack of information regarding overlaps.

- In 2008 there were 14 asylum seekers and 18 refugees recorded in state schools in Edinburgh.
 - High level of mental health needs among destitute asylum seekers, both present before asylum process and exacerbated by their destitution.
- (Dumper, Malfait and Flynn, n.d; Scottish Government, 2008b)

Services

Several of the services listed in the previous section (ethnic minorities) also provide help for refugees and asylum seekers.

Refugee Survival Trust – acting through partner agencies such as the Scottish Refugee Council, Careers Scotland and colleges and universities the Refugee

Survival Trust issues grants to help combat destitution and aid refugees and asylum seekers into employment or education.

Immigration and Asylum Support Team – a specialist City of Edinburgh Council Social Care Department team that provides assistance to asylum seekers, EU nationals and refugees who have been granted leave to remain.

Research Issues

- No data available detailing overlaps between refugees/asylum seekers and most other target groups
- Difficulty detailing employment rates due to lack of available data

3. Homeless

Definition

Persons defined in current legislation as homeless persons and persons threatened with homelessness, i.e. those: -

- Without any accommodation in which they can live with their families
- Who can't gain access to their accommodation or would risk domestic violence by living there
- Whose accommodation is "unreasonable"; or is overcrowded and a danger to health
- Whose accommodation is a caravan or boat and they have nowhere to park it.
- Those persons experiencing one or more of the following situations, even if these situations are not covered by the legislation: Roofless, Houseless, Insecure Accommodation, Involuntary Sharing of Housing in Unreasonable Circumstances.

Those classed as having slept rough have spent at least one night sleeping outdoors due to a lack of accommodation.

Repeat homelessness accounts for those who have presented themselves as homeless more than once within 365 days.

Those assessed as a priority need include households or individuals in the following situations: have dependant children, pregnant, elderly, disabled, chronic ill health, previously in care, aged between 16 and 17, fleeing domestic violence or abuse, or other reasons that have made the individual vulnerable.

Outline

There is a strong link between homelessness and unemployment, with the vast majority of the homeless being unemployed. Although cases of homelessness have been steadily decreasing, so has city investment into affordable housing. Estimates suggest that 12,000 new affordable homes will be required over the next 10 years, but the city will fall short of this target by 7,000 (City of Edinburgh Council, 2008). This could threaten the trend that has seen a reduction in rates of homelessness.

Scope

In 2009/2010 **4,762** people presented themselves as homeless - a decrease of 13% from 2006/2007. **9.8%**, or **466**, homeless presentations had slept rough

the night before. Cases of repeated homelessness also stood at **9.8%** of presentations (City of Edinburgh Council, 2010a).

Of those who presented themselves as homeless 3,857 (81%) were assessed as being in priority need and 1,191 (25%) were on the council's housing waiting list in 2008-2009 (City of Edinburgh Council, 2008; Scottish Government, 2009).

However, homelessness does not tend to be long term, so annual totals can be misleading. Although homelessness may have long term psychological effects, it is the immediate employment barriers that pose the largest problem for this report. An analysis of quarterly homelessness presentations in Edinburgh shows that about 1,193 people are made homeless every 3 months, which is about 398 a month (assuming homelessness does not last over one month).

Table 4: Number of homeless in Edinburgh

| Target Group | Number in Edinburgh per annum | Not in Employment |
|--------------|---|-------------------|
| Homeless | 5,000 (about 398 during any one month) Less than 500 slept rough | 4,500 |

(Randall and Brown, 1999; City of Edinburgh Council, 2008; City of Edinburgh Council, 2010a)

Employment

It is estimated that about **90%** of the homeless are unemployed (Randall and Brown, 1999).

Barriers to Employment

- Stress of homelessness/potential homelessness causes difficulties in employment
- Absence of a stable address can create barriers to finding employment
- Employer attitudes towards homeless
- Lack of awareness of services available
- Less access to job searching facilities
- Prohibitive cost of hostel rents if working
(Gillespie, Mulvey and Scott, 2005)

Overlaps

City of Edinburgh Council (2010) reported that roughly 4,000 homeless presentations in one year had one or more priority needs. This creates a high probability that these 4,000 overlap with at least one of the other target groups.

- Between 117 (25%) and 154 (33%) rough sleepers are care leavers
- 154 (33%) to 233 (50%) rough sleepers and 386 priority needs presentations have a drug or alcohol addiction
- 280 (60%) rough sleepers and 424 (11%) priority needs presentations have mental health problems
- 233 (50%) rough sleepers been in prison
- 103 (22%) of presented homeless were lone parents in 2007
- Of homelessness presentations 114 (2.4%) were Black or Asian and 129 (2.7%) were listed as "other" in 2007
- 501 (13%) priority needs presentations were young people (Randall and Brown, 1999; City of Edinburgh Council, 2008; Scottish Government, 2010)

Services

***Move On** – Helps homeless people develop the skills and tools they need to achieve a long term solution. Clients are provided with training and advice to help them progress towards employment. They also provide a peer mentoring service for those who have been homeless or in care.

***Edinburgh Cyrenians** - Cyrenians Homeless Prevention Service – Offers advice on homelessness and employment and training opportunities. Cyrenians also provides a mediation service called Amber with delivery partner Sacro. Cyrenians target a variety of disadvantaged groups – mental health conditions, drug and alcohol addicts, refugees and asylum seekers and other vulnerable people – and run several programmes aimed at improving employability.

Midpoint Accommodation Support (Turning Point Scotland) – Works with homeless people with drug addictions. They provide a variety of services, including life skills and training and employment access.

Stopover – An emergency hostel for the homeless that also provides support for training and employment.

Gateway to Homes and Communities – A first step for new tenants providing support and advice for setting up a new home, including accessing employment support and volunteering opportunities.

Gateway Visiting Support Service – A consortium of 5 organisations that offers support to homeless and vulnerable people, including access to training and employment.

Grassmarket Mission – Focuses on people who are homeless, have mental health conditions, have drug or alcohol addictions or are socially excluded. They also provide work experience and training in cooking and food preparation and a woodwork workshop in partnership with Edinburgh Cyrenians.

Number Twenty – Provides services for young homeless women aged 16-21. Temporary accommodation and support with employment, training and benefits advice is provided.

Bethany Trust – Specifically targeted at the homeless, but also open to anyone, this organisation provides advice, access to employment opportunities and training courses for the unemployed.

Streetwork UK – Runs a project called 'GOOD!' which provides training in food hygiene, food preparation, bar work and table waiting for the homeless and young people.

Research Issues

- Lack of up to date statistics on employment rates

4. Drug Misuse

Outline

There is a close link between unemployment and drug misuse - unemployed 16-29 year olds have the highest rates for drug abuse compared to other age groups and employment status (British Crime Survey, 2001). Addiction to drugs can cause social and health problems that create difficulties staying in employment and re-entering employment, often leaving the user to find alternative sources to fund their habit. Research has also shown that entering employment plays a central role in aiding recovery by providing former drug misusers with an alternative peer group, a path to re-integration with the wider community and a sense of self-worth (Effective Interventions Unit, 2003). Helping drug misusers back into employment benefits both the individual and the community.

There are some problems estimating the amount of problem drug users due to people not seeking help or self reporting. The capture-recapture method is used by some of the sources here. It draws on a variety of sources such as social enquiry reports, the police force, Health Protection Scotland and the Information Services Division Scotland (SDMD).

Most research and reports on drug misuse also recognised that it tends to be closely related to alcohol abuse. Although not illegal, alcohol addiction can cause similar problems and barriers to employment as drugs. Therefore some of the statistics that follow include alcohol.

Research also shows an increase in the amount of alcohol consumed by ethnic minorities in the UK. Although rates of alcohol problems are generally still lower for ethnic minorities than for White British, Indian and Sikh men are overrepresented in areas such as alcohol related mortality and liver cirrhosis. Furthermore, support and services are often less accessible to ethnic minorities due to cultural barriers (Hurcombe, Baylay and Goodman, 2010). Although this should be taken into account, the small size of the ethnic minority population in Edinburgh means this poses less of a problem than in other, more diverse cities.

Scope

Information Services Division Scotland (2009) estimates that there are **5,315** drugs misusers in Edinburgh, whilst Edinburgh Alcohol and Drugs Partnership (n.d) put the figure at **5,667**. **2,432** of these drug abusers are injecting drugs. It is thought that the vast majority of these people are adults. Only 4% of 15

year olds have reported taking drugs in the past week, with the most common drug being cannabis.

In 2008/2009 **1,419** new individuals in Edinburgh were reported to SDMD – an increase of just fewer than 300 from 2006/2007. **20%** of new individuals also reported having an alcohol problem. It should be noted that this number is only those reported to SDMD, so does not take into account drug misusers who remain hidden. The Edinburgh Drugs and Alcohol Partnership reports that the number of episodes of treatment for drugs has increased to **2,207** clients, with clients concentrated in 4 postcodes: EH4, EH6, EH11 and EH14.

Table 5: Breakdown of new individuals drug misuse by type, as reported to SDMD.

| Drug Type | Reported Use |
|------------------|--------------|
| Total | 1419 |
| Illicit drug use | 1185 |
| Heroin | 793 |
| Methadone | 186 |
| Dihydrocodeine | 121 |
| Other Opiates | 10 |
| Diazepam | 455 |
| Other Sedatives | 25 |
| Amphetamines | 31 |
| Cocaine | 104 |
| Crack cocaine | 128 |
| Ecstasy | 30 |
| Cannabis | 359 |
| Other | 22 |

(Information Services Division Scotland, 2009)

Note: The total figure includes prescribed drugs.

Individuals could also specify more than one drug.

A growing trend is emerging in which users take a combination of drugs, often including alcohol. Therefore figures for individual drug use tend to overlap.

Employment

Of the 1,311 new reported users in 2008/2009, only **12%** were employed. **74%** were unemployed and **14%** were listed as other (student, in prison etc). 62% claimed they funded their drug addiction using benefits and 32% by crime (Information Services Division Scotland, 2009). If this employment rate is true for all problem drug users, then only about **650** are in employment and **793** fall into the 'other' category.

Benefits

Estimates available for England show that 8.22% of JSA claimants, 8.13% of Income Support claimants and 4.42% of Incapacity Benefit claimants were problem drug users in 2006. It is also thought that these figures are slightly higher for Scotland (Harris, 2008). Using claimant counts from the DWP, estimates for the amount of people claiming each benefit due to drug abuse is shown in the table below (Nomis, 2010).

Table 6: Benefit claims due to drug abuse

| Job Seekers Allowance | Income Support | Incapacity Benefit/Employment and Support Allowance |
|-----------------------|----------------|---|
| 817 | 1247 | 1000 |

(Harris, 2008; Nomis, 2010)

However, these figures do not add up to the 62% figure for people funding their drug addiction by benefits, as stated above. According to Harris (2008), many more people claim IB/ESA for health problems associated with drugs, but do not state drug addiction as their primary reason. As claimant information only tends to cite the primary health problem, the exact number of additional claims is unknown. However, as 62% of addicts claim to use benefits to fund their addiction, it is estimated that an additional 450 drug misusers are claiming some form of benefit.

Barriers to Employment

- Stigma associated with drug or alcohol addiction
- Chaotic lifestyle
- May have a criminal record
- Higher chance of addicts having low educational qualifications
- Lack of work experience
- Funding addiction may leave users in the benefits trap
- Lack of motivation to seek employment

Overlaps

- Out of 11,342 known drug abusers in Scotland only 84 (0.7%) were from any ethnic minority group in 2009

- Edinburgh Council reported 386 homeless presentations with a drink or drug problem, out of 4,762, with up to 233 of these presentations having slept rough.
 - 1,190 (21%) of known drug misusers are ex-offenders
 - 139 psychiatric hospital discharges in Edinburgh had a diagnosis of drug misuse
- (City of Edinburgh Council, 2008; UK Drugs Policy Commission, 2007; Information Services Division Scotland, 2009)

Employability Services

***Action for Children** – The Youthbuild project assists young people who face additional barriers entering and sustaining employment. It focuses on care leavers, ex-offenders and alcohol and drug abusers. It pays participants a weekly allowance and provides work placements, as well as a number of different training workshops.

***Four Square** – A person centred guidance, learning and employability support service for vulnerable people that provides long term support. It is focused on those with poor mental health, homeless, drugs or alcohol abusers, ex-offenders and care leavers.

Access to Industry –Provides a programme called Transition to help people move on from substance misuse to progress into employment, training or education. Its services range from basic skills and help finding employment to aftercare to ensure participants' jobs are sustained.

Turning Point Scotland – Runs the Community Addiction Recovery Service that provides help to substance abusers to aid recovery and improve employability. The service combines one to one support, group therapy and holistic therapies.

Issues arising from research

- Lack of data available on employment rates

5. Prison Leavers

Outline

The prison population of Scotland is currently about 7,422. 57% of custodial sentences are for 3 months or less and 26% are for 3 to 6 months, meaning that the majority of prisoners in Scotland are on short term sentences. Almost 75% of those who served short term sentences re-offend within 2 years (Scottish Government, 2010b). About 60% of those entering prison are unemployed, and 66% of those who are not lose their job whilst in prison (Social Exclusion Unit, 2002). A study by Frontier Economics (2010) found that projects helping ex-prisoners with the transition back into society and employment can reduce re-offending rates by up to 40%.

Research has shown a clear difference over the perception of barriers to employment by those still in prison and those who have left. For example, in one survey no current prisoners felt that debt management would be a barrier to employment, yet 80% of prisoner leavers cited this as a barrier (Gillespie, Mulvey and Scott, 2005). This shows a lack of awareness of some barriers to employment among prisoners, leaving them less room to prepare for and preempt future problems after they leave prison.

In addition to some of the more common barriers to employment, prison leavers also face stigma from employers due to their criminal records. Research has shown that this can create a formidable barrier (Fahey, Roberts and Engel, 2006; Hartfree, Dearden and Pound, 2008). Investing money in helping ex-offenders into employment means less money spent due to re-offending.

Under the Rehabilitation of Offenders Act (1974) prison sentences of under 6 months are usually considered spent after 7 years, which increases to 10 years for sentences between 6 months and 2 and a half years. Once the necessary amount of time has passed, these past convictions will no longer be disclosed under Basic Disclosure. However, Standard or Enhanced Disclosure, which may be required for some jobs, contains all convictions, spent or unspent (Disclosure Scotland, n.d).

Definition

This section covers those who left prison in the last year as they face the most barriers to employment. Although, as stated above, ex-offenders will retain their criminal record for many years, other barriers associated with being in prison can be overcome in less time.

Scope

1,713 ex-prisoners put Edinburgh as their home address when released from prison in 2008-2009 (Scottish Government, 2009b).

Employment

Research has shown that about 20% of ex-offenders on probation are in employment and only 10% of ex-offenders enter employment upon leaving prison, mainly through personal contacts (Webster et al. 2001; Hartfree, Dearden and Pound, 2008). According to Apex Scotland, 94% of offenders were unemployed when entering prison and about 50% of prison leavers were employed. Therefore about 170 prison leavers went straight into employment and about **857** entered employment overall.

Barriers to Employment

- Criminal record and employer prejudice. About 60% of ex-offenders are refused jobs due to their criminal record
 - Curfew restrictions
 - Transport problems
 - Drug addiction
 - Lack of stable accommodation
 - Numeracy and literacy problems.
 - Low educational qualifications
- (Gillespie, Mulvey and Scott, 2005; Fahey, Roberts and Engel, 2006; Hartfree, Dearden and Pound, 2008; Scottish Government, 2010)

Overlaps

Information on overlaps for this target group is only available for those in prison. It is expected that a similar proportion of prison leavers will be in these overlaps. The proportion of prison leavers in Edinburgh is shown in brackets.

- Ethnic minorities are over represented in prisons. 12% of male prisoners and 18% of female prisoners are Black.
- 66% of people *entering* prisons have a drugs problem and 33% have an alcohol problem
- 27% (463) of prisoners have been in care as a child.
- 46% (789) of male prisoners have a physical disability or long-term illness
- About 75% (1,285) of offenders have at least two mental disorders and about 20% (343) have attempted suicide
- Between 1 (17) and 10% (171) of offenders have a learning disability

- 49% of male and 33% of female prisoners were excluded from school. 65% (1,113) and 82% (1,404) of all prisoners have very low numeracy and literacy skills, respectively.
 - 33% (565) of prisoners lose their housing whilst in prison, creating a higher likelihood of homelessness. 32% were homeless prior to entering prison.
- (Social Exclusion Unit, 2002; Hartfree, Dearden and Pound, 2008; Department of Health, 2009; Scottish Government, 2010)

Services

***Passport** – Provided by Access to Industry, this project helps the homeless, care leavers, prison leavers, young offenders, and drug and alcohol addicts. Case workers work one on one with clients to help them into training, further education or employment.

Apex Scotland – They aim to reduce re-offending by helping prison leavers and young people at risk of offending address their barriers to employment. They offer advice, training courses and work placements, and include specialist programmes for those with learning disabilities and mental health conditions, and Progress 2 Work for drug problems.

Sacro – Provides a variety of services to prisoners and prison leavers to help make the transition back into the community and to reduce re-offending rates. This includes support with accommodation, drugs and alcohol dependency and other issues.

Job Centre Plus – is one of the main providers of programmes to help prisoners and prison leavers prepare for employment. They run a variety of programmes, covering issues such as CV writing, literacy and numeracy help, interview skills and advice with disclosure.

Research Issues

- Available data does not show the total amount of ex-offenders in Edinburgh
- Available employment data does not account for longer term barriers associated with leaving prison and having a criminal record.

6. School Leavers Not in Employment, Education or Training (NEET)

Outline

School leavers not going into employment, education or training are at a serious risk. Research has shown that the psychological scars of long term youth unemployment often remains with a person for the rest of their working life, affecting their employability, confidence and pay (Scottish Executive, 2006).

Research has also shown that living in a deprived area reduces school leavers' chances of going into employment, education or training to 77%, compared to a 93% chance from the least deprived areas. The probability of youth unemployment rises where there is a lack of local employment, poor health, inadequate housing, low parental qualifications and aspirations and a culture of worklessness. A survey found 43% of employers felt school leavers were poorly equipped for work in 2005, leading them to favour older applications with more work experience (Scottish Executive, 2006).

Those who fall into the NEET category tend to have low levels of qualifications. The Scottish Executive (2006) estimates that 83% of unemployed youths have not attained Higher level qualifications.

Scope

Table 7: Destination of school leavers in Edinburgh 2008/2009

| Higher Education | Further Education | Training | Employment | Voluntary | NEET, seeking | NEET, not seeking | Unknown |
|------------------|-------------------|---------------|----------------|--------------|----------------|-------------------|--------------|
| 35.1% (1208) | 25.2% (868) | 3.6% (124) | 17.9% (616) | 0.5% (17) | 15.5% (534) | 1.7% (59) | 0.4% (14) |

(Scottish Government, 2009a)

The NEET not seeking category includes those who are sick, disabled, have a caring responsibility and those who have gone travelling for a 'gap year' (Scottish Executive, 2006). This leaves 534 school leavers in 2009 seeking employment, education or training. Taking into account school leavers from other years who are still NEET, there could be up to **1,500** young people aged 16-19 not in employment, education or training.

There were about 3,443 school leavers in Edinburgh in 2008/2009.

Benefits

Young people claiming benefits:

In 2010 **1,030** under 19s were claiming Job Seekers Allowance. **10** 16-17s and **900** 18-24s were claiming Incapacity Benefit or Severe Disablement Allowance, and **110** 16-17s and **1,640** 18-24s were claiming Income Support (DWP, 2010).

Overlaps

- School leavers not in employment, education or training by ethnic origin:
 - White UK: 13.6%
 - White Other: 11.9%
 - Asian Pakistani: 9.6%
 - Asian Chinese 3.3%
 - Other 10.3%
 - Unknown: 17.6%
 - School leavers not in education training or employment by additional needs:
 - All Additional Needs: 21%
 - Social, Behavioural and Emotional Disorders: 35%
 - Learning Disabilities: 17%
 - 63% of young offenders are unemployed at the time of arrest
 - 11% of unemployed young people claim unemployment drove them to drugs or alcohol
 - 38.8% of Care Leavers were not in employment, education or training in 2007/2008. Their higher education rate was also far lower than for those not in care, sitting at only 3.9%
- (Scottish Executive, 2006; Scottish Government, 2009a; Information Services Division Scotland, 2009; Briheim-Crookall, 2010)

Barriers to Employment

- Little or no work experience
- Low qualification levels
- Lack of numeracy and literacy skills
- Lack of confidence in interviews and the workplace
- Possible record of truancy
- Lack of motivation or disincentive due to benefits cycle
- Lack of job searching skills

Services

* **Impact Arts** - Their project Fab Pad offers young people the opportunity to work with an interior designer in order to gain skills to help them settle in a new home and progress into employment, training or further education. It focuses on vulnerable young people, many of whom have been drug or alcohol abusers, homeless, have suffered from mental health issues or have left care. Another project, Gallery 37, focuses on getting young people involved in various arts. This often leads them into employment, education or training.

* **Midlothian Training Services** – Helps run the Get Ready for Work programme for young people aged 16-18 who are having difficulty entering the job market. It also runs Lifeskills for those who need additional support. This project focuses more on care leavers, drug or alcohol abusers, ex-offenders and homeless.

* **Pilton Equalities Project** – Provides a volunteering service to vulnerable people and aims to develop skills on literacy, IT, and job specific skills in decorating and garden maintenance. They work with young people, ex-offenders, and those with learning difficulties and mental health conditions.

Academy @ St. James – Employability Skills Training – Targeted towards young people and care leavers, but also open to anyone, this project aims to prepare people for work in retail and hospitality and caring. It provides training courses on skills specific to these areas and more general workshops on CV writing, interview skills and job searching.

City Youth Café (6VT) – Provides advice and support for young tenants (15+), including access to new opportunities and help with job searches.

Fairbridge – Provides support for young people aged 13-25 who are experiencing disadvantage or social exclusion. They provide courses and one on one support to aid clients towards further education, training or employment and support clients to other specific agencies, where necessary.

Canongate Youth Project – Get Ready for Work – Aimed at young people aged 16-18, this project helps develop the confidence and transferable skills necessary for young people to get into and sustain employment. Their courses cover IT, communication, problem solving, CV preparation, interview techniques and job searching.

Capital Skills – Provides training in construction and horticulture for young people between 16 and 24. They also provide help with CV writing and job hunting.

Muirhouse Youth Development Group – Shop Drop – Provides a centre for local young people to go to job hunt. They also provide work placements to help develop the skills necessary to enter employment.

Out of the Blue – Café Training Programme - Offers a 6 month training programme for young people not in employment, education or training, with a particular focus on the Leith area. Work skills and placements are based around working in a busy café.

Pilton Youth and Children’s Project – Provides an employability service and community based support for young people (up to age 25).

Port of Leith Housing Association – Training Opportunities in Leith is a 6 month Get Ready for Work programme that provides on-site training for young people in a variety of roles, and courses in areas such as first aid, health and safety and health and hygiene.

Edinburgh Chamber of Commerce – Runs the Young Enterprise Project aimed at helping young people not in education, training or employment to start up their own business. They offer counselling and advice, aid with financial planning and access to grants and low-cost loans.

Research Issues

- Some of the age brackets used in the benefits figures are too wide to accurately assess how many school leavers are claiming benefits

7. Care Leavers

Definition

The Children (Leaving Care) Act 2000 states that a care leaver is a young person between the ages of 16-21 who is leaving (or has left) the care system having spent at least three months (continuously or in aggregate since the age of 14) being in the care of the local authority.

After care services are provided by the state to support those leaving state care to begin living independently. It gives the local authority responsibility to provide advice, assistance, guidance and sometimes financial assistance unless they are satisfied that the young person's welfare does not require it (Scottish Executive, n.d).

Outline

Young people leaving care face several additional barriers to employment. Research shows that they are more likely to begin to live independently at 16/17 and have lower educational qualifications due to disruptions to their education. Care leavers are also compelled to start claiming benefits earlier as responsibility begins to shift away from the state and towards themselves, risking them getting stuck in the 'benefits trap' (Briheim-Crookall, 2010). As highlighted above, youth unemployment can have long term negative consequences. As this group faces an increased chance of youth unemployment, additional services are required to help minimise this risk.

Scope

In 2009 15,288 children were in care in Scotland, up 3% from the previous year. **1,328** of these children were in Edinburgh, of which 90% were looked after in a community setting and 10% in residential care (Scottish Government, 2010).

According to Edinburgh Council Throughcare and Aftercare services, there are about 600-700 care leavers between the ages of 16-21 in Edinburgh.

Employment

Evidence from the Scottish Government (2010) shows very high levels of unemployment among care leavers. 55% of care leavers in Scotland receiving aftercare were not in education, training or employment, excluding those with an illness, disability or caring responsibility. Of all eligible young people leaving care

in Edinburgh in 2009, 32 (8%) were in employment, education or training. Table 8, below, shows the status of care leavers in Edinburgh.

Table 8: Care leavers in Edinburgh

| Target Group | Number in Edinburgh | Number not in employment |
|--------------|---------------------|--------------------------|
| Care Leavers | 600-700 | About 350 |

(Edinburgh Council Throughcare; Scottish Government, 2010)

Overlaps

- 41 (3%) children in care in Edinburgh have a disability – the most common being social, emotional or behavioural disorders
- 59 (4%) children in care in Edinburgh are from a minority ethnic group
- 33 (12%) care leavers eligible for aftercare in Scotland had one or more spell of homelessness
- Between 117 (25%) and 154 (33%) rough sleepers are care leavers (City of Edinburgh Council, 2008; Scottish Government, 2010)

Barriers

- Lower expectations from adults
 - Care leavers compelled onto benefits system once they turn 18 due to foster obligations ending
 - Poorer qualifications and delays in the benefits system create a disincentive to move off benefits due to difficulty getting back onto benefits
 - Through and after care creates difficulties for those with mental health issues due to expiry, have to make transition to mental health service, which functions differently.
 - Frequent moving and lack of stability means care leavers are more likely to have poor health, lower educational qualifications and live in poverty.
 - Higher levels of mental health problems due to quality and consistency of parenting, exposure to abuse, trauma, loss, bereavement or illness, environmental and material disadvantage, exclusion and poverty.
- (Scottish Development Centre for Mental Health, 2008; Briheim-Crookall, 2010)

Services

City of Edinburgh Council provides aftercare services for care leavers who are eligible, this includes some employment support. Furthermore, the services listed for the previous group (NEET) are also able to provide for care leavers.

Research Issues

- Some overlap data not available

8. Disabilities

Outline

Research by Berthoud (2006) has shown that due to the demographics and economic characteristics of the disabled target group (i.e. older and less educational qualifications) their employment rate if not disabled would be about 7% lower than the national employment rate (72.8%). As the actual employment rate for disabled people is 47.4%, this shows that, on average, having a disability reduces employment prospects by 18.4%. Furthermore, people with disabilities are also more likely to be in low paid positions and less likely to be promoted (Working Brief, 2010).

However, this average employment rate is limited in explaining the employment barriers due to the diversity of this group. The next three sections break this target group down into: physical disability, mental disability and learning disability.

It should be noted that due to a lack of data for these groups in Edinburgh, many of the following figures are estimates. These estimates have been based on a combination of other surveys and reports. However, an issue emerged with these different sources using different definitions of what they consider a disability. This created problems with the groups overlapping and with some reports having a stricter criterion for disabilities. Although some steps have been taken by the authorities in this area to combat this problem (Sykes and Groom, 2009), this has still created some issues for this report which should be taken into account. Therefore some of the figures displayed here are open to some amount of error.

The sources of information and the process used to estimate figures for Edinburgh have been specified where necessary.

9. Physical Disabilities

Definition

Under the Disability Discrimination Act a person is defined as disabled if they have a “physical or mental impairment which has a substantial and ‘long-term’ adverse effect on their ability to carry out normal day to day activities”.

Outline

As noted above, the prevalence of physical disabilities increases with age, with the most common impairments being mobility or problems lifting, carrying or moving objects.

(Williams et al. 2008)

Scope

According to the Annual Population Survey there are 49,700 disabled people in Edinburgh. 2,201 of these people suffer from learning disabilities and 27,709 have a mental health condition, which leaves **19,790** people with physical disabilities.³

Employment

The average employment rate for all disabled people in Scotland was 44.7% in 2009. The average for the physically disabled was higher, at about 58.2%. This means about **11,517** physically disabled people are in employment in Edinburgh. However, it should be noted that the physically disabled employment rate was worked out by taking an average of the disability employment rates shown below (Table 1) – which are national figures. These figures have a 95% confidence rate between the lower and upper limits displayed. Therefore the figure for the number of physically disabled people employed in Edinburgh is open to a significant amount of error. This is apparent below, as the number of people claiming benefits is estimated to be 10,350, which, when added to the number estimated in employment, is higher than the number estimated in Edinburgh.

Table 9: Employment rates by disability type, 2008. 95% confidence between lower and upper limits

| Disability Type | Lower | Upper |
|-------------------------------|--------------|--------------|
| Arms, hands | 42.4 | 50.4 |
| Legs or feet | 39.1 | 45.1 |
| Back or neck | 40.5 | 45.6 |
| Difficultly in seeing | 39.2 | 55.2 |
| Difficultly in hearing | 48.3 | 67.3 |
| Speech impediment | 2.8 | 60.0 |
| Skin conditions and allergies | 61.8 | 76.8 |
| Chest and breathing problems | 60.0 | 65.5 |

³ APS does not offer a breakdown of disability type. The number of physically disabled people is estimated by subtracting the number of mentally disabled people, which is worked out via the number in employment and employment rate, and the number of people with learning disabilities. However, it is unknown if the APS counts the learning disabilities via the prevalence rate or the number known to local authorities. As I am assuming they use the amount known to local authorities, the number used here could be an overestimation. This method of deduction is still open to a significant amount of error, however.

| | | |
|--------------------------------------|------|------|
| Heart and blood pressure problems | 56.7 | 62.1 |
| Stomach, kidney, liver and digestion | 53.9 | 62.3 |
| Diabetes | 67.8 | 74.4 |
| Depression | 23.3 | 29.5 |
| Epilepsy | 34.6 | 46.9 |
| Learning difficulties | 14.7 | 25.2 |
| Mental illness and phobias | 9.8 | 16.1 |
| Progressive illness | 37.7 | 45.4 |
| Other disabilities | 51.8 | 58.2 |

(Office for Disability Issues, 2010)

Benefits

Using estimations based off DWP figures, and taking into account the switch to ESA for new claimants, there are about **10,350** IB/ESA claimants due to physical disabilities (Nomis, 2009). However, as the switch to ESA was designed to allow fewer people onto disability benefits, the number of claimants is likely to be slightly lower than 10,350.

Barriers

- Barriers vary due to the variety of disabilities that fall under the physically disabled category
- Negative perception of disability by employers
- Workplace not adapted to accommodate for disability
- Fear over benefit reassessment/loss due to taking up employment
- Lack of confidence and motivation due to long term unemployment
- Transport problems
- Hours can work may be limited
- Less likely to hold a formal qualification

(Williams et al. 2008; Sykes and Groom, 2009; Hayllar, Sejersen and Wood 2010)

Overlaps

- 10.5% of school leavers with a physical, hearing, visual or language impairment NEET in 2007/2008.
- 20% of school leavers with a mental impairment were NEET in 2007/2008
- 46% (789) of male prisoners have a physical disability or long-term illness
- Out of 1,328 children in care in Edinburgh in 2009, 41 (3%) had a disability

(Scottish Government, 2008; Williams et al. 2008)

Services

***Supported Employment Service** – Run by City of Edinburgh Council, it provides a comprehensive employment support service to all those covered by the Disability Discrimination Act. This includes skills development, help finding employment and support in employment.

Ingeus – Pathways to Work – This national programme offers one to one advice and workshops on a range of issues, such as health advice, benefits/work earnings calculations, financial assistance and advice and facilities for job hunting. It is available for people claiming ESA or IB who have a physical or mental disability.

Grapevine – Provides information to disabled people and their supporters on a variety of issues, including employment and benefits.

CAN Craigmillar Ability Network – Provides advice and employability assistance through both one to one help and group courses. It is aimed at anyone with a disability – physical, mental or learning. They also provide debt and benefit advice.

Remploy – Provides employment services for people with physical, mental and learning disabilities. They work with clients to identify their best job match and offer advice, guidance, training and work placements to help achieve their goal.

RNIB Scotland – Provides work preparation programmes, training, advice and assessments to blind and partially sighted people to help them into and to sustain employment.

RNID Scotland - Provides work preparation programmes, training, advice and assessments to deaf and hard of hearing people to help them into and to sustain employment.

Working Health Services Lothian – Offers vocational rehabilitation for returning to work following illness, injury or health problems. They provide guidance and advice with all issues associated with returning to work.

Research Issues

- There is a lack of information available for this target group in Edinburgh
- No single source of data for this information in Edinburgh, resulting in estimations being based off multiple sources which use different

definitions for disabilities. This creates inaccuracies and leaves some people unaccounted for.

10. Mental Health Conditions

Outline

Recent research has shown employment to play a key role in improving mental health and well-being by adding structure to one's life, creating a sense of self purpose and facilitating social interaction (Perkins, Farmer and Litchfield, 2009; Scottish Government, 2009). However, the employment rate for those with mental health issues is very low, with many sufferers being long term unemployed. Research has shown that 86% of benefit claimants due to mental health remain on benefits for over 3 months (Perkins, Farmer and Litchfield, 2009).

Those with mental health issues often need a higher level of support into and to retain employment. Signposting and advice provided by most general employment programmes is often not enough for this target group, and although some national employment programmes provide extra support for those with extra needs, they have a very low uptake rate from people with mental health conditions (Perkins, Farmer and Litchfield, 2009). Specialist employability programmes for those suffering from mental health problems are necessary to facilitate the transition into employment and to help the client retain their job in the long term.

Unfortunately there is a lack of available data for this target group in Edinburgh. Most of the figures used here are estimations based off UK and Scottish level figures.

Scope

There are 49,700 disabled people of working age in Edinburgh according to the Annual Population Survey (2009). As the employment rate is 21% and information from the Department of Work and Pensions suggests that up to 21,890 are not in employment, then the total number of people suffering mental health conditions is about **27,709**. However, this figure is likely to overestimate the number of people whose mental health condition adversely affects their employment.

Employability

According to the DWP the employment rate for those with mental health conditions is 21% - far lower than the 47% employment rate for disabilities in general (Perkins, Farmer and Litchfield, 2009). The employment rate is also significantly lower for those with more serious mental health issues, dropping to

as low as 3.5% (Working Brief, 2010; Perkins, Farmer and Litchfield, 2009). Therefore there are about **5,818** people in employment suffering from mental health issues.

Benefits

According to the DWP 9,500 people were claiming IB/SDA due to mental and behavioural disorders in Edinburgh in 2009 (Nomis, 2009). However, there are two problems with this figure: it does not contain data for ESA claimants and it includes those with learning disabilities. An analysis of those claiming IB for mental and behavioural disorders from 1999 to 2007 shows an average increase of 400 claimants per year. Following the same trend to account for those now on ESA, the true figure for those claiming benefits could be closer to 12,390. However, it has also been reported that the new ESA screening process has been incorrectly finding claimants to be fit for work and moving them onto JSA, particularly those with mental health problems (Dryburgh, 2010). As this figure also includes those with learning disabilities, the number of people claiming disability benefits due to mental health conditions is expected to be **less than 12,390**.

The DWP also estimates that there are 1 million people suffering mental health conditions in the UK who are not claiming benefits (Perkins, Farmer and Litchfield 2009). This could be due to a variety of reasons, including the stricter screening process for ESA highlighted above. Therefore there could be a further **9,500** unemployed people in Edinburgh with mental health issues who are not included in the benefits figure. This means as many as 21,890 people suffering mental health conditions could be not in employment in Edinburgh, although this is open to a significant amount of error. Research by Kennedy and Coutts (2008) suggests that about 50% of these people want to work.

Table 10: Employment status of those with mental health conditions

| Target Group | In employment | Not in employment | Total |
|----------------------|---------------|--|--------|
| Mental health issues | 5,818 | Up to 21,890, of which about 10,945 may want to work | 27,709 |

(Annual Population Survey, 2009; Nomis, 2009; Perkins, Farmer, Litchfield, 2009)

Barriers

- Estimates that only 1 in 14 people in Scotland with a mental illness find support to get into employment

- Discrimination at the workplace and negative perceptions of mental illness: 66% of those who have received mental health care say they have suffered discrimination and less than 40% of employers said they would recruit someone with mental health issues in one survey.
- Additional barriers are faced by South Asian women due to cultural reasons, resulting in increased isolation from the job market
- Uncertainty over returning to benefits
- Lack of confidence and motivation
- Fear that it will worsen mental health
- Low expectations from health care professionals further reduces motivation
- Lack of long term support to help individual stay in employment (Perkins, Farmer and Litchfield, 2009; Health Work Wellbeing, 2009; McCollam, Myers and Watson, 2008)

Overlaps

- Alcohol and drug abuse, homelessness, poverty and a history of offending all increase vulnerability to mental health issues
- Also increases chances of poverty, which has a further detrimental effect
- Some ethnic minorities have a higher rate of common mental disorders than others. For example Pakistanis: 19.6%, Irish: 18.5%, Indian 18.1% and Black Caribbean: 17.3%. The rate for White is 15.8%. However, it should be noted that some ethnic minorities, in particular Black Caribbean, are more likely to be diagnosed with a mental disorder due to social reasons
- 39% of male and 62% of female sentenced prisoners have a significant neurotic problem
(Health Work Wellbeing, 2009; Gordon and Cassidy, 2009; MIND, 2010)

Services

***Grassmarket Mission** – Focuses on people who are homeless, have mental health conditions, have drug or alcohol addictions or are socially excluded. They also provide work experience and training in cooking and food preparation and a woodwork workshop in partnership with Edinburgh Cyrenians.

Advocard – Provides advice for people with mental health conditions and encourages users to train as advocacy workers to work for them.

Health in Mind – Runs a variety of projects for people with mental health issues, including projects specifically for men, women and ethnic minorities. They provide employment and training support where they deem necessary.

Penumbra – Runs several projects that provide advice and counselling for people with mental health conditions in Edinburgh. This includes advice on employment problems that arise from mental health issues and specific projects focused on women and young people.

Women onto Work – Runs an employment programme alongside Penumbra for women with complex mental health needs.

Scottish Association for Mental Health – Provides services, including employability and training support, for people with mental health conditions. This includes the Midtext programme, which focuses on developing computer and office skills.

St. Katherine's Community Support Project – Provides help for homeless people with severe and enduring mental health conditions. This ranges from housing and support to sustain housing to advice with shopping, laundry and employment.

Forth Sector – Their Employment Service team provides support to develop skills and experience to help people who have suffered mental health issues into employment. This involves individual case management, training groups, workshops, courses and work placements.

Intowork – Intowork West Lothian – Uses supported employment to help people with mental health conditions into work. This includes assessments on if the client is work ready, skills development to match suitable jobs, employer engagement and continued support once in employment.

National Schizophrenia Fellowship (Scotland) – Next Step – Provides one to one support, advice and guidance to people with mental health conditions in areas to do with employment, education and training.

Research Issues

- Lack of data for employment rates of people with mental health conditions in Edinburgh, creates need to use figures and rates from multiple sources to estimate Edinburgh data
- Different definitions for disability used by multiple sources (i.e. Department of Work and Pensions, Annual Population Survey, Office for Disability Issues), adds inaccuracy to estimations.
- Department of Work and Pensions benefits data on Nomis excludes ESA claimants
- Department of Work and Pensions benefits data groups mental health conditions and learning disabilities into one category

- No data available on prevalence rates of severity of disabilities, yet employment rate is stated to be significantly lower

11. Learning Disability

Definitions

A report involving several UK government departments defines people with learning disabilities as having: "a significantly reduced ability to understand new or complex information and/or to learn new skills (impaired intelligence), with a reduced ability to cope independently (impaired social functioning) which started before adulthood, with a lasting effect on development" (Department of Health, 2009). This covers people with an IQ of less than 70.

Non-open employment refers to jobs that are specifically set up for people with learning disabilities. It usually involves participants being paid an allowance instead of an hourly wage.

Open employment refers to a job open to all members of the public, in which a person with learning disabilities is expected to be paid the same wage as anyone else.

Outline

The Mental Health (Care and Treatment) (Scotland) Act 2003 gives local authorities the duty to promote well-being, social inclusion and development for anyone with a mental health condition or a learning disability. There have also been several national level programmes launched aimed at raising the employment level of those with learning disabilities.

Currently it is common for people with learning disabilities to do voluntary work or other "work placements" for which they are not paid. Although this is presented as work experience, for many people it means years of working in a voluntary position with no prospect of progressing to paid employment. Surveys have shown that about 65% of people with learning disabilities would like a job, yet the employment rate is far lower than the general disabled employment rate (Department of Health, 2009).

Edinburgh Council recognises the key role employment plays in active citizenship and is currently conducting a review of supported employment agencies to better inform their policy on the issue (City of Edinburgh Council, 2010b).

Scope

In Edinburgh there are 2,210 people with learning disabilities known to the local authorities. Their current situation is outlined in the table below.

Table 11: Status of those with Learning Disabilities

| Further Education | Training | Able to live on own | Attending a day centre | Alternative day arrangements |
|-------------------|----------|---------------------|------------------------|------------------------------|
| 25% | 7% | 27% | 36% | 23% |

(Scottish Government, 2007a)

According to the Scottish Government (2007a) 20 in 1,000 people have a mild or moderate learning disability and 3 to 4 in 1,000 have a profound or multiple disability. The current working age population of Edinburgh is estimated to be about 320,000, meaning that there are 6,400 people with a mild or moderate learning disability and between 960 and 1,280 people with a profound or multiple learning disabilities. This is significantly higher than the amount known to the local authority. The Scottish Government (2007a) acknowledges that most people with learning disabilities are not known to the local authorities, claiming that an average of 20% of people with learning disabilities are known throughout Scotland. The above figures suggest that about 30% are known to the local authorities in Edinburgh.

Estimates suggest that roughly 80% of people with learning disabilities are over 20 (Foundation for People with Learning Disabilities, 2007). This means roughly **5,600** adults have a learning disability, although some of these will be over retirement age.

Employment

13% (291) of known adults with learning disabilities are in employment in Edinburgh. Of these 10 are in a voluntary position, 149 in non open employment, and 132 in open employment. Estimates by the Office for Disability Issues (2008) put the employment rate for learning *difficulties* at about 20% and the Department of Health claims it is 10%. Therefore the employment rate for those with learning disabilities is likely to be between 10% and 20%. This means that there are about **4,760** people with learning disabilities not in paid employment, although roughly 280 of these people are doing unpaid work.

Benefits

The DWP groups learning disabilities and mental health issues together, making it difficult to assess the amount of people claiming benefits for learning

disabilities. Some of the 12,390 claiming disability benefits for “mental and behavioural disorders” have a learning disability. Although the exact number is unknown, it is likely to be less than those claiming for mental health conditions due to lower levels of people affected by learning disabilities.

Barriers

- Unable to read or understand application forms
- Lack of employer awareness on what jobs people with learning disabilities can do
- Concern over amount of in-work support available
- Workplaces not adapted to suit their needs
- Low aspiration from carers and family
- Work experience, further education and employability services not adapted adequately to help people with learning disabilities
- Problems using public transport
- Complexity and uncertainty of retaining benefits

(Gillespie, Mulvey and Scott, 2005; Department of Health, 2009)

Overlaps

- Young people with learning disabilities are 6 times more likely to have a mental health condition.
- 40% more likely to have a hearing impairment and more likely to have a vision impairment
- Between 1 and 10% of offenders have a learning disability
- 17% of school leavers with a learning disability were NEET in 2007/2008.
- 4% of known people with a learning disability in Edinburgh are from an ethnic minority.

(NHS Primary Care Contracting, 2007; Scottish Government, 2008b; Department of Health, 2009; City of Edinburgh Council, 2010b)

Services

***Action Group** – Real Jobs – Provides a wide range of support based on the individual needs of its clients. This can range from intense training to advice on getting a job. They also have the capacity to provide long term support. They target people with high support needs, including those with learning disabilities, mental health conditions, physical disabilities, ex-drug or alcohol abusers and ex-offenders.

***A4E** – New Deal Prime Contract – Provides services for those eligible for New Deal Provision covering numeracy and literacy, employability development and

advice, job searching skills, training and support sustaining employment. It targets those with learning disabilities, lone parents and ethnic minorities.

Capability Scotland – This organisation runs two programmes for the disabled: Work Preparation and Work Step. Work Preparation is a short term service that provides work experience and guidance finding employment, whilst Work Step is a long term service that provides more intense support for people who face more complex barriers.

Enable Scotland – Woodhall at the Inch – Offers one to one employability services to people with learning disabilities, provides a plan towards employment, work experience and help finding, securing and sustaining employment.

EUS Community Learning Centre – CLAN – Provides basic skills classes for people with learning disabilities covering numeracy, literacy, math and English language and employment advice.

EUS Community Learning Centre – Personal Steps – Provides opportunities for people with learning disabilities to learn new skills, including computer skills, with the possibility of progressing into further education or supported employment.

Intowork – Bits and Bobs – Provides supported employment services to people with learning disabilities to help them into employment.

Garvald Community Enterprises Ltd. – Runs a project called The Engine Shed that helps people with learning disabilities learn skills in a real work environment. This is designed to help clients progress into paid employment.

Research Issues

- The Department of Work and Pensions categorises learning disabilities in the same group as mental health conditions for statistics on benefits
- Gap in number of people with learning disabilities known to the local authorities and the actual number in Edinburgh. It is not clear whether official employment estimations are for the number known or the estimated total.

12. Lone Parents

Definition

Defined as - a mother or father living without a spouse (and not cohabiting) with his or her never-married dependent child or children aged either under 16 or from 16 to 19 and undertaking full time education.

Outline

Finding employment can be very difficult for lone parents. Time has to be balanced between caring for their child and working, and those with younger children may choose to look after their child full time. The times that lone parents can work may also be restricted due to school hours and childcare arrangements. This leads to a higher proportion of lone parents taking up part time work than the general population.

Over the past several years changes have been made to the benefits system for lone parents. The number of lone parents able to claim income support has been gradually reduced as eligibility based on the age of their child has been tightened. In November 2008 parents were excluded from income support when their child turned 12, in October 2009 this was lowered to 10, and in October 2010 this will be further lowered to 7. This has resulted in many lone parents moving onto JSA.

Scope

The 2001 census found that there were **11,134** households in Edinburgh headed by a lone parent in that year, made up of 10,204 female and 930 male. This was roughly 2.4% of the population of Edinburgh, which is below the Scottish average of 5% of the population being lone parents (Scottish Household Survey, 2009). The current population of Edinburgh is estimated to be approximately 486,369, an increase of 8.4% on the 2001 census. From this very rough estimation, the current number of lone parents sits at **12,069** households.

Employment

The national employment rate of lone parents in 2008 was 56% for women and 64% for men, meaning that in Edinburgh about 4,867 lone mothers and 363 lone fathers are not in employment. However, it is recognised that many lone parents choose to look after their children rather than work, so these figures can be misleading. The 2008 unemployment rate is 11% for lone mothers and 16% for

lone fathers. So out of those lone parents currently not in work, **1,217** lone mothers and **161** lone fathers are actively seeking employment.

However, unemployment rates are higher for younger lone parents: 31% of lone mothers aged 16-24 were unemployed, and 34% of lone fathers aged 25-34 were unemployed (16-24 lone father figures were unavailable). Lone mothers with children under 5 had the lowest employment rate, at just 35% (Office for National Statistics, 2009). However, as these figures are for 2008, the actual number of lone parents seeking work is likely to be higher.

For types of employment, the 2001 census showed similar employment levels for full time and part time work, at 25.9% and 24.3%.

Benefits

The most recent figure from the DWP shows **4,260** lone parents claiming benefits in Edinburgh. However, this figure excludes some lone parents as it lists only those who cite lone parent as their primary reason for claiming benefits. For example, where a lone parent is also disabled, they may be listed under the disability group instead. Furthermore, as stated above, more lone parents are being moved onto JSA. As the DWP figure previously stated only lists claimants whose primary reason for claiming benefits is being a lone parent, those on JSA are not included.

Overlaps

Lack of information available concerning overlaps.

- In 2007, **1,209** lone parents presented themselves as homeless
- 1,569 (13%) come from a black or minority ethnic background
- 3,259 (27%) have a long standing health problem or disability (City of Edinburgh Council, 2008; One Parent Families Scotland, 2009; Department of Work and Pensions, 2010)

Barriers to Employment

- Affordable and available childcare. Statistics show only 28% of lone parents use formal childcare.
- Debt management
- Benefits systems: including knowledge of assistance available and waiting times for payments
- Reluctance to work too many hours whilst raising a child
- Employer's attitudes towards lone parents working fewer hours (Gillespie, Mulvey and Scott, 2005)

Services

***Edinburgh Chamber of Commerce** – Gateway to Work – This two week course is available for long term unemployed who are eligible for New Deal. It provides courses on employability skills, confidence building, CV and application form writing, interview skills and provides work placements and access to employment.

EUS Community Learning Centre – Surestart – Runs courses aimed at adults who missed out on education and want to increase their parenting skills. The courses cover child care and work skills, and some are SQA certified.

One Parent Families – Its hotline provides free advice and publications on issues to do with lone parent families – for example benefits, childcare and legal and employment rights.

Working for Families – Provides a one to one advisor to help disadvantaged parents into employment. It covers employment advice, help with the transition to work and guidance with childcare and available funds.

Marks and Starts Lone Parents Return to Work Programme – Provides training and a work placement in conjunction with Marks and Spencer for lone parents.

Research Issues

- Lack of available up to date information on lone parents in Edinburgh
- Lack of information regarding overlaps with other groups

Conclusions

This research has estimated the amount of unemployed in each target group, although due to the process for estimating these figures it should be treated as a rough guide. Not accounting for overlaps, the total number of these target groups out of work comes to an alarming 58,798. However, as there are multiple overlaps among many of these groups the actual number of unemployed people facing additional barriers is lower.

An analysis of clients using employability services over a period of 1 year on Caselink was used to determine how many people fall into multiple target groups, as a percentage of the total number of people who are in 1 or more target group. Table 12 displays the findings.

Table 12: Number of people in multiple target groups in Edinburgh⁴

| Number of target groups | % of people who fall into multiple groups | Number in multiple groups in Edinburgh |
|-------------------------|---|--|
| 1 | 52.1 | 30,633 |
| 2 | 27.2 | 7,997 |
| 3 | 12.5 | 2,450 |
| 4 | 6.2 | 911 |
| 5 | 1.6 | 188 |
| 6 | 0.4 | 39 |
| Total in target groups | - | 42,219 |

(Caselink, 2010)

According to these rates 42,219 people who are out of work are in at least 1 target group. However, it should be noted that these figures are determined using only the proportions available from Caselink. Therefore these figures are more representative of clients who use employability services on Caselink than the general population of Edinburgh as a whole. As more services move onto Caselink any inaccuracies created as a result of this will be minimised.

Some of the estimations for the target groups include students, carers and those who have taken early retirement, although care has been taken to keep this to a

⁴ The process for working out these figures is not straightforward. The proportions derived from the Caselink data counts every client only once and shows what % of the total are in multiple groups. The first figure used here (58,798) for the total number of people in target groups in Edinburgh counts people in multiple groups multiple times. To get around this problem the Caselink client data was totalled so that people in multiple groups were counted multiple times, this created a figure compatible with the one used in this report, which could then be used to determine the proportion of those who are in multiple groups. However, the % displayed in the table above still counts people in more than one group multiple times, depending on the amount of target groups they fall into. This figure is then divided by the number of target groups to find the true total.

minimum. According to the Annual Population Survey, there were 63,100 economically inactive and 15,400 unemployed people of working age in Edinburgh in 2009 (Nomis, 2010). Those in the target groups in this report will fall into both those groups, with the majority classed as economically inactive. Some people – such as those too disabled to work and lone parents looking after young children – are economically inactive and genuinely unable to work; many, however, are capable of working.

Unfortunately, the recession has hampered the success of some of the employment projects as fewer jobs have been available. Even now as the country enters recovery the job market remains in a poor condition. This has hit the target groups the hardest, as recruiters have a larger pool to select from, leaving them less inclined to take any risks or put in extra effort associated with some of the target groups.

The recent budget and strategy to tackle the national deficit also casts doubt over the future of some employment services. Some funding cuts to national employment schemes have already been announced, for example the Future Jobs Fund (BBC, 2010), meaning no new projects will be created under these schemes. Further funding cuts are expected in the future as the block grant to Scotland is expected to be reduced, although this may be offset if more control over tax is given to Holyrood (Times, 2009). Although the future of the funding for these employment services is unclear, it is clear that without them poverty and social exclusion will increase, bringing with it higher costs to the state on benefit payouts and healthcare.

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