



Fair Start Scotland Evaluation Report 3: Overview of year 2 (November 2020)



ECONOMY AND LABOUR MARKET

Executive Summary

Fair Start Scotland (FSS) is Scotland's first fully devolved employability support service. FSS was launched on 3 April 2018, with the aim of supporting 38,000 people towards and into the labour market, over a three year referral period. The key focus for the service is to provide tailored and personalised support to all those who participate.

This is the third FSS evaluation report published by the Scottish Government. This report presents an overview of research relating to the second year of service delivery up to 31 March 2020, and includes: a telephone survey of over 1,000 participants; local area case studies in Drumchapel, Dundee and Peterhead & Fraserburgh; a survey of the Scottish Government Social Security Experience Panel; and analysis of management information of the 12,077 participants who joined FSS in the second year.

Reach of FSS

- FSS received 17,139 referrals in the second year, with 12,077 people joining the service (70% of all referrals). This is an increase from the 10,063 that joined FSS in year 1 and also demonstrates an improved rate of successful referrals (58% of referrals in year 1 resulted in people joining the service).
- Compared to the unemployed population of Scotland, females, young people, individuals from ethnic minorities and those living in rural areas were underrepresented in the second year of FSS delivery. However, the service saw a higher proportion of disabled individuals, older people (ages 35-64), lone parents and those living in the 15% most deprived areas, as measured by SIMD.
- Compared to the first year of delivery, year 2 saw improvements in the number of females, young people, lone parents, those with convictions, refugees and people who have care experience joining the service. However there were lower proportions of those with disabilities and older individuals compared to year 1.
- Just over a fifth of participants who engaged in the participant telephone survey were from a priority family group, a key target group that suffer from a higher than average risk of child poverty.

Awareness and motivation

- A survey was conducted with the Scottish Government Social Security Experience Panel, which is formed of individuals who are likely to belong to groups who would be eligible for and may benefit from FSS. The results from this survey suggested that the majority had not heard of FSS (74%), with 35% stating that FSS is something they would be interested in.

- Participation in FSS had a positive effect on motivation to find employment for close to two-thirds (63%) of participants in the telephone survey, with 38% reporting that their motivation to find work had 'increased a lot'.
- However there was some indication that those who have been out of work for longer periods, and those limited by a long-term health condition felt less strongly about returning to work.
- The barriers to employment most commonly cited by participants were lack of skills, qualifications and experience (21%), lack of suitable jobs in their local area (19%) and having a physical health condition that prevented them from being able to work (16%).
- With regards to early leavers from the service a higher proportion of disabled people, those limited a lot by a long-term health condition, and young people left the service early in year 2 compared to the overall population of participants.

Process, referral and service delivery

- Participants who engaged in the local area case studies were highly positive about their experience of Fair Start Scotland, from the referral stage through to receipt of support. Participants identified several key strengths including the service's person centred approach and the voluntary nature of the support offered.
- Providers and other key stakeholders who participated in the local area case studies noted a number of strengths and improvements as compared to the first year of delivery. One of the key strengths included improved working relationships with Jobcentre Plus (JCP) staff which had been facilitated through the use of techniques such as co-location. Additional strengths included the development of positive relationships with other employability services in local areas.
- A number of challenges were also noted including recognition that the local employability landscape in each area remains cluttered and confusing to navigate for participants. Other issues included challenges to working effectively with Local Authorities, often due to perceived restrictions surrounding the use of European Social Fund monies.

Employability support

- Participants were generally very positive about the usefulness of the support that they received. The forms of support rated highest in terms of usefulness were not conventional forms of employability support but rather health oriented offers including help with an addiction and support for a mental health condition.

- Survey participants were also generally very positive about the form of in-work support that they received with 92% noting that they found the development of an in-work support action plan useful and 91% noting the same with regards to one-to-one appointments.
- A number of individuals who took part in the year 1 evaluation in 2018 were re-contacted and asked a number of follow up questions. Responses from this cohort suggested that feelings of motivation had reduced for the individuals who had yet to successfully move into work.

Values and principles

- Nine out of ten respondents stated that they were treated with dignity and respect by FSS (91%) and eight out of ten felt that the service took account of their individual needs and circumstances (80%).
- Eight out of ten also felt they had choices about the support they received (81%), that the service offered support to improve their general quality of life and wellbeing (81%), and they felt they were in control of their progress (80%).
- While the overall majority of participants were clear about the voluntary nature of FSS, it was clear that the level of awareness varied. Most notably individuals from an ethnic minority background were much less likely to be aware of the voluntary nature of the programme compared to others.
- Some variation in the proportions of participants agreeing that they had a strong choice and say in the service was also noticed, with women and white individuals more likely to agree than males and individuals from ethnic minority groups.

Moving towards work

- One in three people joining FSS started a job. Once starting work, around three quarters (72%) went on to sustain employment for at least 3 months, and 77% of the people who sustained employment for 3 months went on to reach 6 months employment.
- From the telephone survey it was possible to determine key factors which affected year 2 participants' likelihood of being in work at the time of the survey, namely previous employment history and qualifications.
- There are some groups for whom starting and sustaining work seems to be more difficult, such as those who are disabled, those with convictions and those who are care experienced.
- With regards to those in work the most common types of job included; elementary occupations (41%), sales and customer service occupations (16%) and caring, leisure and other service occupations (12%).

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1. Introduction

1.1 Purpose

This is the third evaluation report published by the Scottish Government (SG) on Fair Start Scotland (FSS). This report presents an overview of research relating to the second year of service delivery (April 2019 - March 2020).

The report aims to answer the following questions:

- Who engaged with FSS?
- How aware are people of FSS? What motivated participants in FSS to take part?
- How well did the process of referral and service delivery work in year 2?
- What has been participants' experience of the support they received?
- How well has FSS embodied its values and principles?
- Has FSS helped participants to move towards work?

It aims to do this by presenting an overview of findings from four different data sources:

- Three local area case studies in Drumchapel, in north Glasgow, Dundee, and Peterhead and Fraserburgh, undertaken by Rocket Science UK Ltd and Blake Stevenson. The case studies take an in depth look at the local delivery and outcomes of FSS from those who participate in the service as well as those who are involved in providing it. This includes FSS service providers, local organisations, and FSS participants. Individual¹ participant stories are included throughout the report.
- A telephone survey of 1,007 FSS participants by IFF Research Ltd. Participants were a mix of those who had started in the second year of FSS service, and follow up interviews with those who joined in the first year and were interviewed for the year 1 evaluation report.
- Analysis of FSS service provider management information (MI) on the demographics and background characteristics of the FSS participants who joined in the second year of delivery.
- An online survey of 109 non-participants in FSS, conducted with members of the Scottish Social Security Panel.

Further information about the evaluation methods used to gather the findings reported here can be found in Appendix 1.

¹ Reported under pseudonyms.

Full details of the findings from the [local area case studies](#) and the [participant telephone survey](#) are published in two separate reports on the Scottish Government website, alongside this overview report.

1.2 Background

Fair Start Scotland is Scotland's first fully devolved employment support service. The Scottish Government took on employability powers in 2017 and exercised those powers through transitional services Work First Scotland and Work Able Scotland. The learning from those services and the overriding principles of dignity and respect were taken forward in FSS.

On 4 October 2017 the Minister for Business, Fair Work and Skills, Jamie Hepburn MSP, announced the award of contracts up to £96 million to deliver FSS, with provision to be delivered by a mixed economy of public, private and third sector suppliers, in nine contract areas (Lots) across Scotland. In July 2020, Mr Hepburn announced the extension of service delivery for a further two years to March 2023. See Appendix 2 for more detailed information on the FSS service providers and contract areas.

Fair Start Scotland originally launched on 3 April 2018, with the aim of supporting 38,000 people over three years. The key focus for FSS is to provide tailored and personalised support to all those who take part.

Key elements of the service are:

- Participation is entirely voluntary
- All participants can expect to receive in-depth action planning to ensure the support they receive is tailored for them and suits their individual needs and circumstances
- The service offers pre-work support of 12-18 months
- The service offers in-work support for up to 12 months
- Those who require specialist support to help them find work can expect to receive it
- There are national standards to ensure everyone receives a consistent quality of support across the nine geographic contract areas

The service delivery model is based on evidence of what works in employability support and was developed in consultation with delivery partners, employability providers and the Scottish public.

Scottish Ministers have committed to a “test and learn” approach to the long-term development and continuous improvement of devolved employability services and both the FSS service design and evaluation reflect this approach. The FSS evaluation plan will report annually on the process, outcomes and impact of service

delivery, capturing the experiences of all those involved in FSS delivery and participation.

The [first FSS evaluation report](#) was published in June 2019, and covered implementation and early delivery in the first six months of services (to September 2018). The [second evaluation report](#) was published in November 2019, and covered the first full year of delivery (April 2018 – March 2019).

The key findings from the first two reports show evidence that:

- FSS is reaching participants with a broad range of different personal, social and economic characteristics, though there was room for improvement, especially with regards to females, young people, and those from minority ethnic backgrounds
- Most participants were referred by Jobcentre Plus (JCP) staff, though there was some evidence of an increase in third party referrals
- Co-location of FSS services with existing employability or support organisations was an effective way to reach the wider community, and the development of strong relationships with delivery partners is crucial
- There was some feeling from providers that other outcomes apart from sustained job outcomes of more than 16 hours should be recognized
- Participants in FSS reported that they recognised the benefits of the support, and felt treated with dignity and respect

For further information on the overall FSS evaluation plan, see Appendix 3.

1.3 Context

In March 2020, the UK entered a period of unprecedented public health measures due to the COVID-19 pandemic. This has understandably had a huge impact on participants, referrals, providers and the labour market. As the evaluation fieldwork took place in spring, there was some discussion of COVID-19, however this report focuses on year 2 of FSS, April 2019 – March 2020, and therefore the majority of the report focuses on FSS pre-COVID. The evaluation of the 3rd year will of course report on how COVID-19 has impacted on the service, providers and participants in detail.

Nonetheless, due to COVID-19 and the resulting lockdown, some elements of planned fieldwork were unable to go ahead. This included a series of focus groups that were planned to take place across Scotland in spring, in order to gather direct feedback from FSS participants as well as some of the planned fieldwork for the research contractors, namely interviews with Jobcentre Plus staff and employers.

1.4 What SG did with last year's feedback

Following the publication of the second evaluation report covering April 2018 to March 2019, SG identified a number of areas to review as part of Fair Start Scotland continuous improvement activity. SG recognised the importance of working closely with FSS providers and JCP to drive shared improvement activities, leading to the development of a joint provider continuous improvement plan as well as a SG / JCP continuous improvement plan.

This led to the design of a number of key improvement initiatives undertaken and implemented in year 2 which are detailed throughout the report.

2. Reach of Fair Start Scotland, April 2019 – March 2020

This chapter focuses on who FSS has reached in the second year of delivery. It does this by looking at the various different data sources that collected demographic information on people starting FSS support between April 2019 and March 2020. It begins by looking to address the following questions:

- Who started on FSS, what barriers might they face, and how does this compare with the unemployed population in Scotland?
- Have there been changes in the demographics of FSS between the first and second year of FSS?

The analysis to answer these questions focuses on protected characteristics (as defined by the Equality 2010 Act; such as age and gender) and FSS early entry groups². It uses data collected by the Fair Start Scotland service providers, and from the Office for National Statistics (ONS) Annual Population Survey (APS). Further information can be found in Appendix 4.³

The chapter then goes on to look at further demographic information collected through a telephone survey of participants, giving us further detail about qualifications, employment history and family circumstances. It finishes with an overview of what worked well, what could be improved, and what we are doing to make these improvements.

2.1 Who started on FSS, what barriers might they face and how does this compare with the unemployed population in Scotland?

FSS received 17,139 referrals in the second year, with 12,077 people joining (70%). This is an increase from the 10,063 that joined in the first year of FSS.

Not only has the number of people starting FSS increased, but the percentage of people referred who went on to start FSS (i.e. the start rate) has increased from year 1 to year 2. 58% of referrals to FSS in the first year went on to start on the service, rising to 70% in the second year.

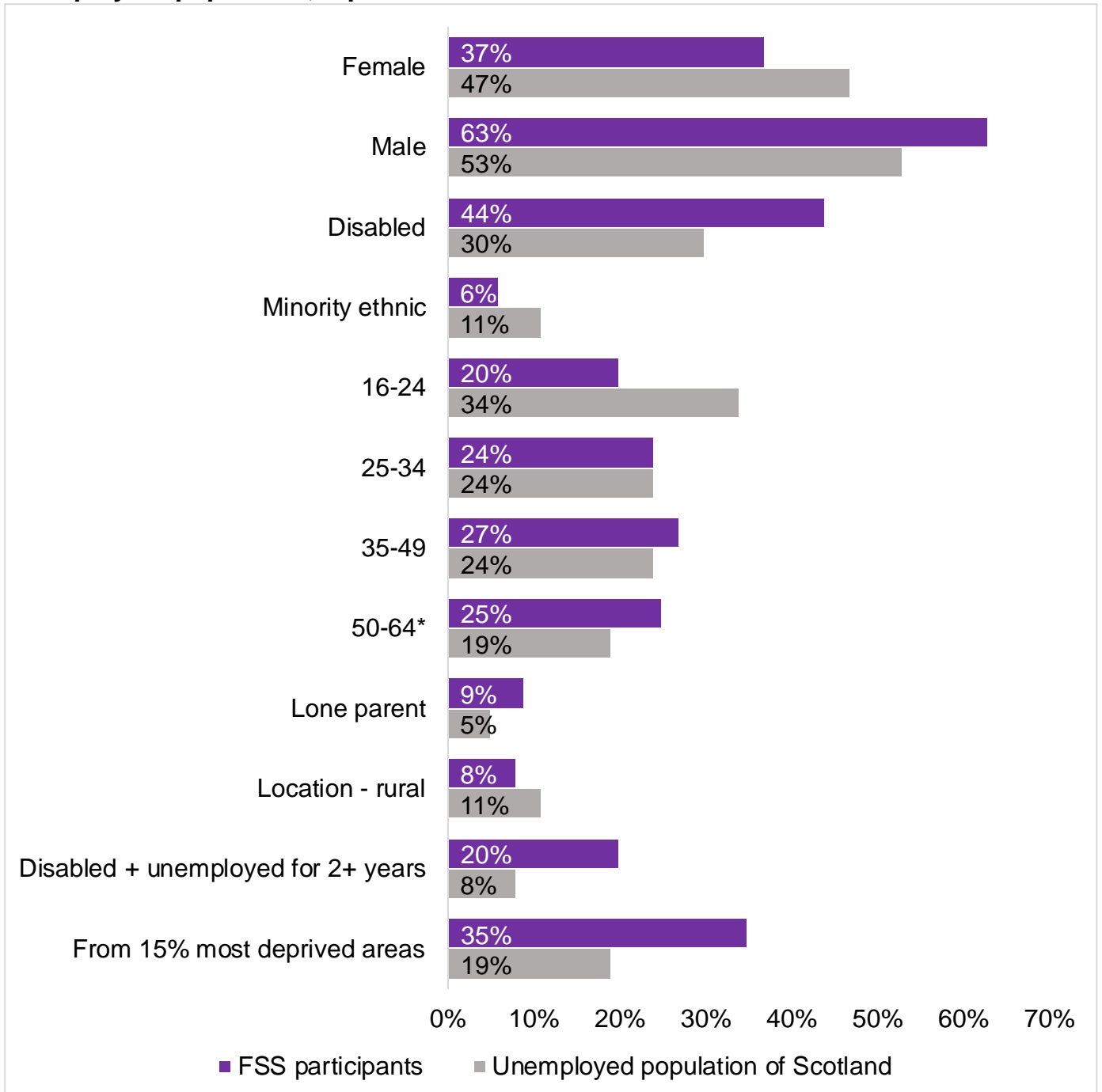
Figure 1 shows that compared with the unemployed population of Scotland, the second year of FSS had:

² FSS early entry refers to where entry to FSS after six months of unemployment is open to people in specific situations that are linked to poorer employment outcomes. This includes, when people are from a minority ethnic community; are a lone parent; have a conviction; are a refugee; are care experienced; or live in one of Scotland's most deprived areas (within the lowest 15% SIMD (2016)).

³ Quarterly data on Fair Start Scotland, including protected characteristics breakdowns, are published as Official Statistics in Scotland's Devolved Employability Services: Statistical Summary. The data used in this publication is taken from the [August 2020 statistics publication](#).

- A lower proportion of females
- A lower proportion of young people
- A lower proportion of minority ethnic individuals
- A lower proportion of individuals from rural areas
- A higher proportion of lone parents
- A higher proportion of disabled people
- A higher proportion of individuals from 15% most deprived areas

Figure 1: The Fair Start Scotland population compared with the Scottish unemployed population, April 2019 to March 2020



Sources:
 Annual Population Survey, ONS (Apr 19-Mar 20 dataset) for all categories except lone parents
 Annual Population Survey Household dataset, ONS (Jan-Dec 2019) for lone parent category only
 *APS data is 50+ rather than 50-64.

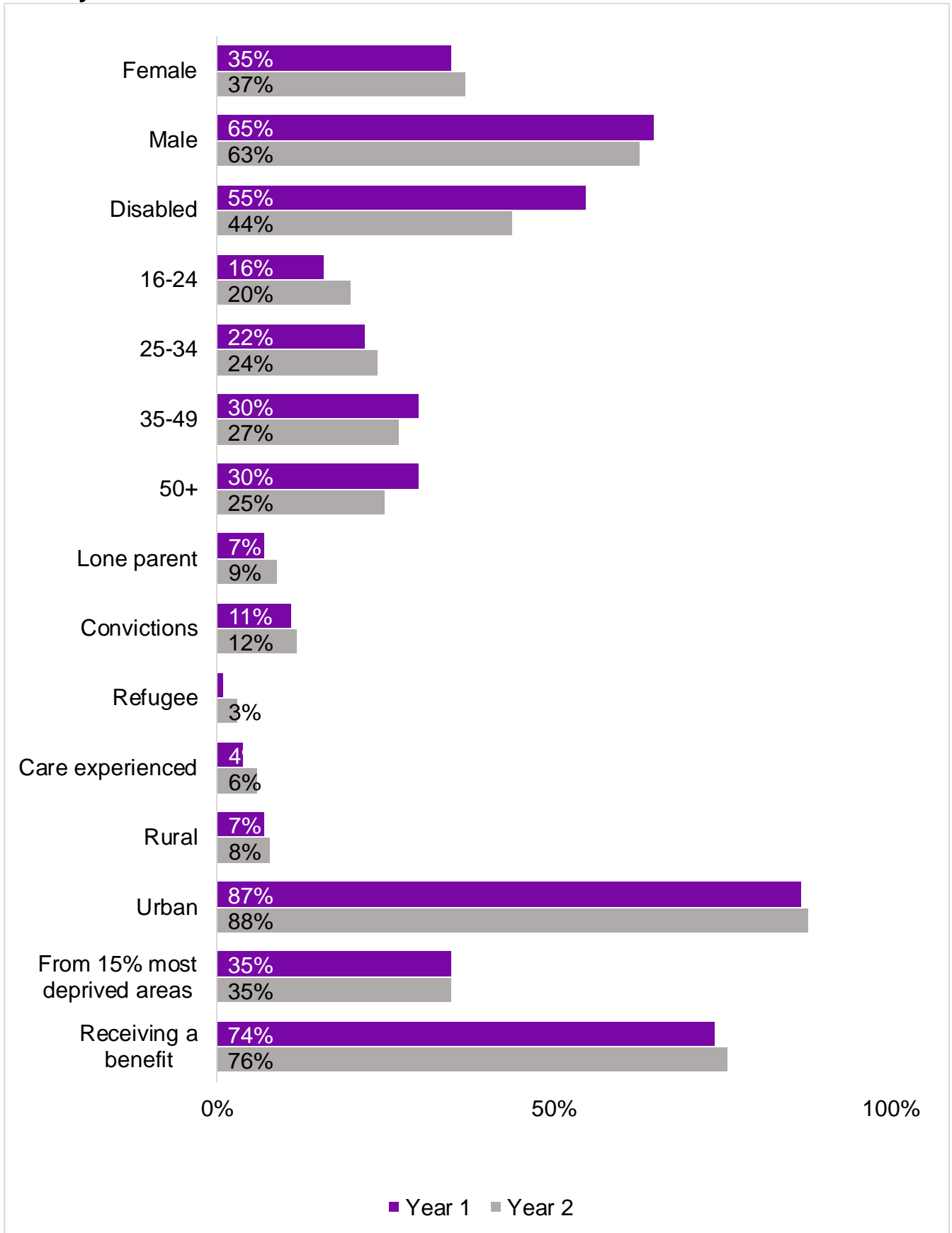
Unfortunately there is no reliable data on the proportions of the unemployed population in Scotland who are care experienced, are refugees or have convictions. Nonetheless for year 2 of FSS, we know that:



2.2 Have there been changes in the demographics of FSS between the first and second year of FSS?

Figure 2 illustrates that compared with the first year of FSS, the second year was generally similar to the first year. The second year had a slightly higher proportion of: females, young people, lone parents, people with convictions, refugees, and people who have experienced care. There were also lower proportions of people with disabilities and people in the older age groups.

Figure 2: The Fair Start Scotland population in the first and second year of delivery



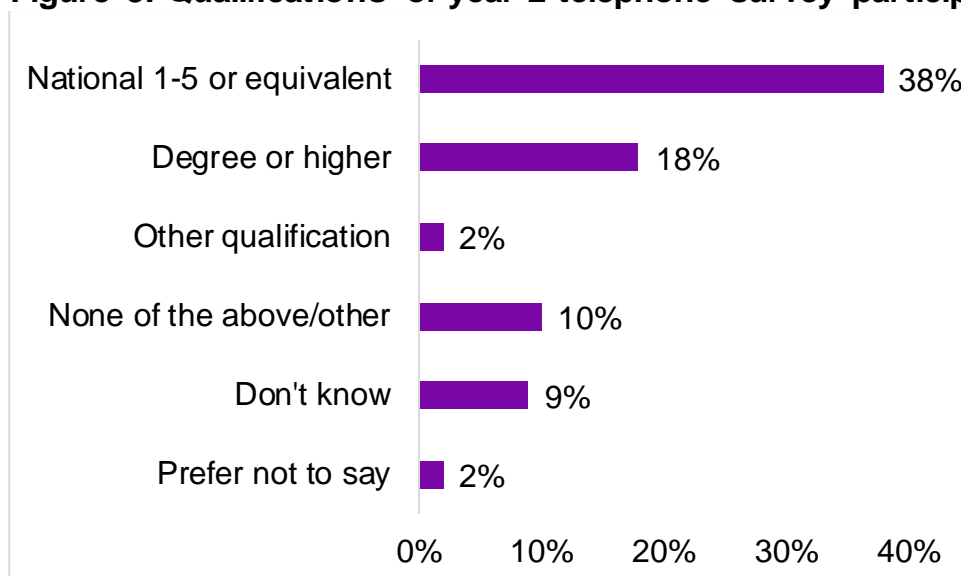
* A comparison over time is not presented due to an increase in missing information on ethnicity in year 2

2.3 Additional demographic information

The telephone survey gathered additional data on the characteristics of year 2 participants in order to provide us with demographic data in instances where we have incomplete or limited data from FSS management information sources. For example this includes areas such as qualifications, employment history, and whether participants were part of a priority family group⁴.

Around three-quarters (77%) of the year 2 participants had achieved equivalent to National 1-5 or higher, with almost a fifth (18%) having the highest level of qualification of level 8 or above (degree or above, Higher National Diploma, SVQ4 or SVQ5). One in ten (10%) had no formal qualifications. The qualification levels of the year 2 participants were broadly in line with the year 1 participants.

Figure 3: Qualifications of year 2 telephone survey participants



Source: IFF Research telephone survey of FSS customers, H3: What is the highest level of qualification that you have achieved? Base: All 2019 cohort (607)

Around a third (34%) of the year 2 telephone survey participants had been out of work for the whole of the five-year period prior to receiving support from FSS.

Three in ten (30%) stopped working in their most recent role over five years ago, and for one in ten (10%) it was between one and two years since they had last been in work.

Both the time that participants had spent out of work and the length of time since their last role was correlated with qualification level. Year 2 participants with a degree level qualification or above were less likely to have been out of work for five

⁴ [Every Child, Every Chance](#) identified six 'priority families', family types that have a higher than average risk of child poverty: lone parent families; families which include a disabled adult or child; larger families; minority ethnic families; families with a child under one year old; families where the mother is under 25.

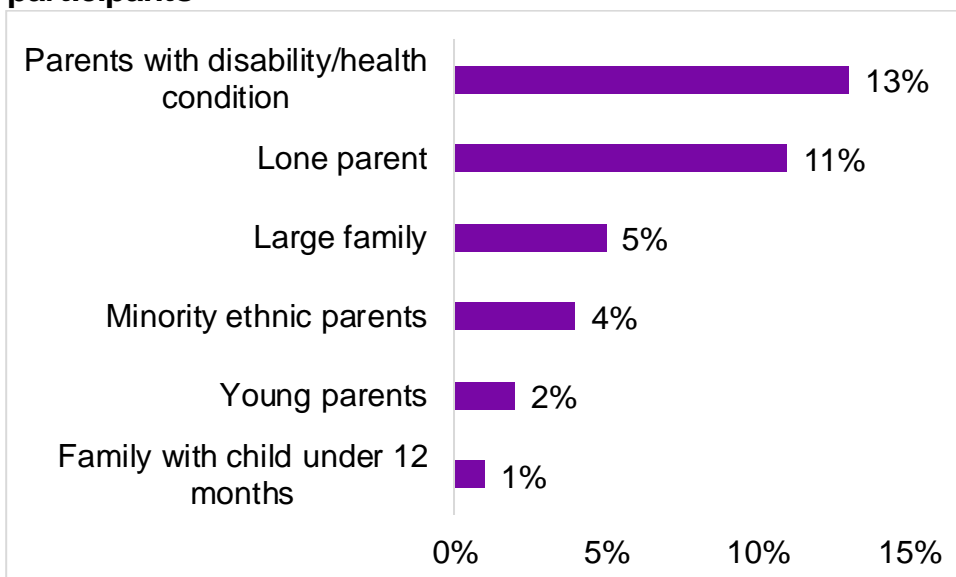
or more years (2%) and to have stopped working in their most recent role five or more years ago (19%), compared to participants overall.

Health condition also played a role in employment history, with participants who had not worked in the last five years more likely to say that they were impacted by their health condition a lot (37% compared with 22% who had worked in the last five years).

The year 2 telephone survey participants were broadly similar to the year 1 group in terms of their employment history.

Just over a fifth (21%) of the year 2 telephone survey participants were identified as part of a priority family group. As proportions of the overall cohort, 13% were parents with a disability/health condition, 11% of the cohort were lone parents, 5% were large families, 4% were parents from minority ethnic groups, 2% were young parents and 1% were a family with a child under 12 months.

Figure 4: Membership of priority family groups on year 2 telephone survey participants



Source: IFF Research telephone survey of FSS customers, Base: All 2019 cohort (607)

What worked well?

Fair Start Scotland appears to be reaching participants who have a broad range of social and economic characteristics, including those that may face barriers to finding employment.

Proportions of women and younger people joining FSS were higher in year 2 than in year 1, which was identified as an area for improvement in the year 1 evaluation.

FSS continues to serve a higher proportion of those with disabilities and those from the most deprived areas than the overall unemployed population of Scotland, groups who are more likely to have barriers to employment.

Telephone survey results indicate that around a fifth of FSS participants are part of priority family groups, a key target group as they have a higher than average risk of child poverty.

What could be improved?

Although there have been areas of improvement, some people with particular barriers and characteristics are not as well represented as they could be. There is still scope to improve on the proportions of women, people from minority ethnic backgrounds and rural residents who are engaging with FSS services.

What are we doing?

Scottish Government continue to adopt initiatives and align policy to extend the reach of FSS.

In the summer of 2019, a simplified eligibility pilot was launched in seven Jobcentre Plus locations specifically chosen due to their high level of deprivation. The pilot meant that anyone in receipt of a working age benefit who lives in a postcode served by the pilot JCPs was eligible for FSS from day one of unemployment.

The pilot was originally agreed for 3 months and early in 2020 it was agreed that it would run indefinitely across the existing pilot locations and a further delivery area.

In early 2020, we worked in partnership with JCP to extend the eligibility criteria to allow day 1 access to the service for our most vulnerable citizens. This ensured an earlier intervention was available to provide intensive support to those who want help to find and remain in work, including lone parents, minority ethnic groups and refugees.

In 2019, a pilot commenced in Glasgow aimed at providing FSS support to a cohort of minority ethnic women. This has proved to be successful and we continue to monitor how participants are progressing within their employability journey.

FSS is intrinsically linked to wider SG ambitions such as:

- Tackling the Gender Pay Gap - FSS providers are committed to and actively promote the Fair Work Agenda and work with many employers who pay the Scottish Living Wage.
- Race Employment Gap – FSS are represented on the BME Employability Steering Group where we actively promote the services of FSS to support this group.

3. Awareness and motivation

In order to explore awareness of FSS in a wider population, this chapter of the report covers feedback from a group of individuals who may be eligible for FSS support but are not currently participating.

It then focuses on current FSS participants and explores what motivated them to take part.

The evidence presented here is a summary of findings from both the commissioned research activities as well as from a survey of the Scottish Government Social Security Panel⁵.

3.1 Awareness

In July 2020, a short questionnaire was sent out to members of the Scottish Government Social Security Experience Panel, in order to gain some insight into awareness and attitudes towards FSS amongst non-participants. 109 responses were received. It was felt that the panel would be a good sample to look at for non-participants as it contains people who likely belong to groups who would be eligible for FSS. The panel is comprised of people with experience of benefits, and has a high proportion of members who are disabled (83%).

The full demographic breakdown of the survey, the response rate and more information on the panel can be found in Appendix 5.

One fifth (20%) of the panel members who responded to the survey had heard of FSS, 74% had not and 6% weren't sure.

Of the 22 who had heard of it, 3 had been offered a referral, and all 3 took up the offer.

Just over a third (35%) of the 106 who hadn't been offered a referral, thought that it sounded like something they would be interested in, while 35% were unsure, and 30% thought it did not sound like something they would be interested in.

Of the 37 respondents who thought they would be interested, the reasons given were:

⁵ For more information on the Security Panel please see: <https://www.gov.scot/collections/social-security-experience-panels-publications/>.

Table 1: Reasons participants would be interested in FSS

Reason	Percentage
I like the idea of receiving help or support tailored to my needs	76
I like the idea of receiving additional help or support	65
I like the idea of receiving support specific to my health condition	57
It would help me build confidence	49
I like the idea of meeting people with similar experiences to me	43
I feel it could help me get back to work	38
It looks different to anything I've been on before	27
It's a voluntary service and I could stop when I wanted	27
I really want a job	22

Source: Social Security Panel survey (Scottish Government). Base: those who thought they would be interested in FSS (37).

Of the 32 who didn't think they would be interested⁶, respondents were asked why this was. The most common reason given was that respondents had taken part in a Work Capability Assessment and were placed in the Support Group/found not fit for work (44%). Other significant reasons included the fact that some respondents said they were not looking for work (25%) and some noted that they are worried work will negatively impact their health/disability (22%) or that they did not feel well enough to return to work (22%). In summary the most commonly cited reasons tended to involve concerns around respondents' health and capacity to work.

Table 2: Reasons participants would not be interested in FSS

Reason	Percentage
I've had a Work Capability Assessment and was put into the Support Group / found not fit for work	44
I'm not looking for work	25
I'm worried that work will have a negative impact on my health condition or disability	22
I don't feel well enough to return to, or start work	22
I don't feel ready to move into work	19
retired/age	19
The service isn't relevant to my needs	16
I couldn't manage the travel	16

Source: Social Security Panel survey (Scottish Government). Base: those who thought they would not be interested in FSS (32).

Within the case study areas, it was felt by some providers that visibility within existing local structures, such as Jobcentre Plus and libraries, has had a positive effect both on the awareness of people of FSS, and the number of referrals to it.

⁶ Due to low base size, responses under 10% are not reported.

“They can see the successes – the good things that are happening [for participants] – it raises the profile [of Fair Start Scotland].”

- Fair Start Scotland Provider, Drumchapel

As well as this, efforts by providers to build on or improve relationships with other community organisations has been felt to have improved third party referrals to FSS.

3.2 Motivation

Year 2 telephone survey respondents who were not in work were asked about their motivation to return to work. Three quarters (75%) reported that they wanted to return to work ‘to a great extent’, while a further 16% felt that they wanted to return ‘to some extent’.

It was more common for younger participants aged 16-24 to want to return to work ‘to a great extent’ than older participants aged 50+ (86% compared to 66%). There were also higher levels of desire to return to work amongst men than women (79% and 69% wanted to return ‘to a great extent’, respectively), and amongst those qualified to degree level or above (88%).

There was some indication that those who have been out of work for longer periods, and those limited by a long-term health condition felt less strongly about returning to work. For example, 80% of those who have worked in the last five years wanted to return to a great extent compared with 69% of those who have been unemployed for five years or more. Two thirds of those limited by a long term health condition (66%) wanted to return to work to a great extent while a fifth (21%) said they would like to return ‘to some extent’, compared to 88% and 6% respectively among those with no conditions.

Participation in FSS had a positive effect on motivation to find employment for close to two-thirds (63%) of participants in the telephone survey, with 38% reporting that their motivation to find work had ‘increased a lot’. However, a quarter (26%) of participants felt that their motivation levels had not changed, and a minority (9%) said they felt less motivated.

The service was particularly effective at increasing younger people’s motivation, as nearly three quarters of young people (74%) reported an increase in motivation compared to older age groups (59% of 25-34 year olds, and 62% of 35-49 year olds).

In the case study areas, participants identified a range of reasons for joining FSS.

Some participants noted that they took part because they hoped FSS could help them address challenges that made it difficult for them to look for and/or find work. In a few cases, participants had physical and mental health conditions that limited the types of jobs they could undertake, and they wanted support from FSS to find a

suitable job. Lack of confidence was a barrier for some participants who needed support with this before they could find (and sustain) a job.

Others had been looking for work for some time with no success so wanted some additional support. One participant, for example, said that they engaged with FSS because they were *“hitting a brick wall”* and another said they decided to take part because they were *“not getting anywhere”* on their own. Another few explained that they had been made redundant after their employers went out of business. These interviewees’ key workers felt they had good employability skills and were well-placed to find another job, but the participants explained that they wanted help to *“brush up on approaching employers”* and to find a new job as quickly as possible.

3.3 Barriers to work

The telephone survey found that participants reported a range of issues that prevented them from working, the most common being a lack of skills, qualifications and experience (21%). Nearly the same proportion said that there weren’t enough suitable jobs in their local area (19%) while 16% had a physical health condition that preventing them from being able to work. Overall, 31% of all participants experienced at least one health-related barrier.

Within the case study areas, interviewees reported various barriers that restricted participants’ ability to move into and sustain work.

A few key workers reported, in a small number of cases, that participants’ reluctance to fully engage with FSS and the opportunities on offer restricted their ability to progress.

“the people who take part have to be in the right space...we can’t help people if they don’t want to be helped”

- FSS service provider

In a small number of examples, participants felt that their age was making it difficult for them to find work. A key worker said that one participant who is 60 believes that his *“age is going against him”* while a participant in their 50s reported that *“I’m a difficult case... age is against me”*. Another, in their 60s, felt that FSS was more suited to helping younger people.

Some interviewees, particularly in Peterhead/Fraserburgh, reported a lack of job opportunities locally that existed even before the pandemic. A participant said there is *“nothing out there for me for what I do”* and a key worker acknowledged that local opportunities outside the fishing and care sectors are limited.

Transport is an issue that restricts the opportunities accessible to some people, and this was particularly the case for participants in Peterhead/Fraserburgh, but was also mentioned in the other case study areas.

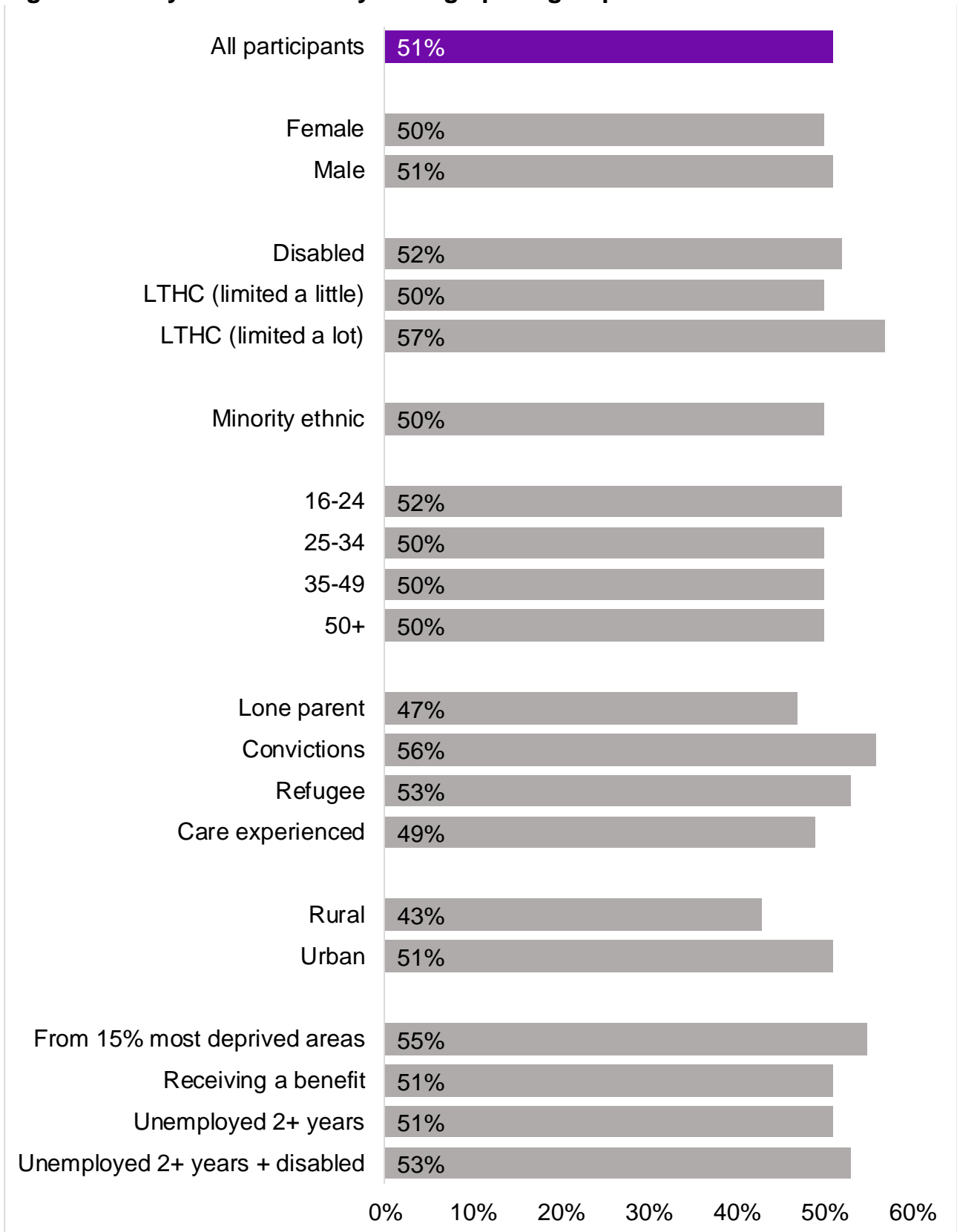
3.4 Who left the service early and why?

FSS is a voluntary service, so people are free to join or leave the service whenever they want. People may disengage from the service (sometimes with no specific reason cited) for a variety of reasons depending on individual circumstances. An early leaver is defined as someone who leaves FSS before the end of the pre-employment support period without having achieved a job outcome.

Early leaver rates can only be reported for start cohorts where enough time has passed in pre-employment support and for outcomes to be achieved. Therefore, this section shows data for all participants on FSS as of June 2019.

From the chart below, it can be seen that there were no large differences between the early leaver rates. Compared to all participants, a higher proportion of disabled people, those limited a lot by a long-term health condition (LTHC), young people, people with convictions, and from the 15% most deprived areas left the service early.

Figure 5: Early leaver rates by demographic groups



Of the 39% of the year 2 telephone survey cohort who were no longer receiving support, the most common reasons were that they moved into work or training (19%), that the programme of support came to an end (14%), or the service wasn't relevant to their needs (14%).

What worked well?

FSS seems to have a very positive effect on people's motivations to return to work, with this being particularly the case for young people.

Leaving FSS early was not affected by gender, ethnic minority, or age. A smaller proportion of those who were lone parents, from rural areas, and who were care experienced left the service early compared to overall.

What could be improved?

Awareness among social security panel members was relatively low, though a third of those who hadn't heard of it thought they might be interested.

Compared with overall, a higher proportion of people who were limited a lot by a long term health condition left the service early.

Age seems to be a barrier to both feeling motivated to return to work, and on the opportunities that are available, with older people reporting feeling less motivated and citing their age as a barrier to finding work.

Structural barriers to employment, such as the labour market and access to transport, were recognised by participants as key concerns.

What are we doing?

We are exploring how to incorporate work with those who left FSS early into our evaluation fieldwork for next year, in order to explore some of the reasons why people started on, but then left the services.

Following year 1 evaluation findings, we recognised that some FSS participants may disengage from FSS due to health issues or having to deal with domestic emergencies. As part of continuous improvement activity we reviewed and modified the disengagement and participation guidance to reflect our participants' individual needs.

Disengagement

To ensure participants are not exited prematurely from the service we extended the period in which a provider should continue to try and engage with the participant from 4 to 8 weeks. Thus allowing providers longer to recommence engagement and to determine whether a participant requires any form of support to help them within their FSS journey. This also allows the opportunity for the participant to agree a pause to their participation to return at a future date.

Extending the Pause Criteria

We recognise that in addition to ill health there may be other significant barriers that mean FSS participants cannot attend FSS for a period of time. Therefore we amended policy to give participants the ability to request that their engagement on FSS be temporarily stopped until they are ready to reengage for other significant barriers such as short term caring responsibilities, risk of losing house etc.

Additionally we amended policy to ensure that at the point of reengagement the participant is entitled to the remainder of their 12 or 18 month pre-employment support.

4. Process: referral and service delivery

As with last year's evaluation, local area case studies were undertaken in three research locations. The aims of the case studies were to:

- understand how FSS is being implemented across the different Lots in Scotland
- understand the experience of FSS for lead providers, partner organisations, participants and employers
- identify what is working well and less well in the implementation of Fair Start Scotland
- identify lessons learned and recommend changes to consider for the remainder of the FSS contract period, as well as shaping what the next iteration of employment support in Scotland might look like

It should be noted that planned fieldwork coincided with the national lockdown caused by the COVID-19 crisis and as such it was not possible for researchers to engage with the breadth of participants that had been planned, such as JCP staff and employers.

The following section therefore sets out key findings from FSS delivery organisations, partners, stakeholders and participants in the three case study areas, which are Drumchapel, Dundee, and Peterhead and Fraserburgh.

A complete report of findings from the case studies has been published separately as: Fair Start Scotland Evaluation Report 3: Local area case studies - year 2 (November 2020) and can be found at: <http://www.gov.scot/ISBN/978-1-80004-233-9>

4.1 Fair Start Scotland in Drumchapel

Drumchapel is a deprived peripheral estate on the outskirts of Glasgow City with a history of high and sustained unemployment. With regards to the delivery of FSS, Drumchapel is part of the Glasgow Lot, which covers the Glasgow Local Authority area. The contract for the lot is held by People Plus and the service is delivered locally by the Lennox Partnership (TLP).

Strengths of the FSS delivery model in Drumchapel

The relationship between JCP and TLP has been described as “*going from strength to strength*” (FSS provider). This appears to have been achieved through both JCP and TLP making an effort to build a strong relationship, with regular meetings taking place between staff. This allows TLP to discuss the FSS service offer in detail as well as to highlight the input they require from Jobcentre staff. TLP noted that regular communication is also important as it keeps Jobcentre work coaches up to date on how participants are finding their experience with the service and that this communication is key for maintaining both relationships with and a steady stream of referrals from JCP staff. It is worth noting that a recurring message from JCP staff during last year’s fieldwork included a desire for more communication from providers on the progress of participants and therefore it is reassuring to see these changes come to fruition.

Part of the success behind the working relationship between TLP and the JCP is attributed to the fact that TLP are co-located in the Jobcentre. This not only facilitates discussion between staff but also allows potential participants to meet the TLP worker face to face at an early stage in their engagement. This alongside warm handovers⁷ from JCP staff, is felt by providers to have contributed towards an increase in referrals.

TLP have also set up community engagement teams who have established referral pathways which offer participants access to the service via routes other than through JCP. This includes a number of third sector organisations in the area as well as mental health services, drug and alcohol addiction teams, Housing Associations and community groups. It was felt that, although a challenging process, it has been a rewarding one, leading to a larger portfolio of partners, a stronger presence in the local area, and a wider variation of participant caseloads.

Another key strength that was described included the use of experienced key workers. This was seen by TLP to be particularly important given the complex, multifaceted challenges which participants face in an area of high deprivation such as Drumchapel. In addition TLP also praised the flexible nature of FSS which was

⁷ Warm handover refers to a process whereby the client’s referrer actively engages in dialogue with the organisation being referred to as opposed to merely submitting referral paperwork.

seen by the provider to be a key aspect of its success, with key workers able to provide a wide range of support services to participants.

“They can see the successes – the good things that are happening [for participants] – it raises the profile [of Fair Start Scotland].”

- Fair Start Scotland Provider

Challenges encountered delivering FSS in Drumchapel

Providers felt that the complex circumstances faced by many of the participants from the area was a challenge. This presented itself in many ways but a general recognition of the fact that many participants were beset by a number of barriers which had to be overcome before employment was a realistic goal was voiced by stakeholders.

“Community teams dealing with drug and alcohol addictions are bursting at the seams. We normally get someone in the recovery period – clean now but spent last 10 years living with an addiction – so not work ready.”

- Fair Start Scotland Provider

It was also recognised that many participants in the area were reluctant to travel outwith Drumchapel for the purposes of work. Reasons for this are likely complex and intrinsically related to the nature of Drumchapel as a relatively isolated and deprived ‘peripheral estate’. The implications of this are that some participants may be restricted to their local area to find work, in which opportunities are limited.

Related to this were concerns from stakeholders that the labour market in the area was changing, particularly in terms of dwindling opportunities in the retail sector which may negatively impact participants’ chances of finding employment. Additionally concerns were also raised about the risk of participants relying on precarious forms of employment when they did successfully manage to gain paid work.

There was a general recognition from the individuals and organisations that participated in the fieldwork that the employability landscape within the Greater Glasgow area is crowded and this can cause confusion both for individuals and for referring organisations. Representatives from the Local Authority also felt that Fair Start Scotland has not done enough to fully understand and work with the existing employability infrastructure in Glasgow to best effect.

Rebecca is a single mum in her early 30s and lives in an area classified as within the most deprived 10% in Scotland.

Rebecca was struggling to find work. She had been unemployed for 8 years.

Her confidence was low and she felt that on her own, she was getting no closer to securing employment and she hoped Fair Start Scotland would help.

Rebecca was referred to Fair Start Scotland by Job Centre Plus in November 2019.

Rebecca started meeting her key worker who supported her with both job applications and improving her CV.

Rebecca was looking for a job that would fit in with her responsibilities as a single parent.

The 1:1 sessions gave Rebecca the confidence to enroll in the course. She said that without the support from her key worker she wouldn't have been able to do this.

Through Fair Start Scotland, she enrolled in a care course that was due to start in March but unfortunately was put on hold because of COVID.



She still has the confidence and motivation to start the course after lockdown. She hopes the course will lead to employment.

Her key worker said Fair Start Scotland suited Rebecca due to the programme's structure, which enabled them to establish the right support to meet her needs.

Area: Drumchapel
Provider: The Lennox Partnership

4.2 Fair Start Scotland in Dundee

Dundee is a compact city with a recent history of high unemployment and deprivation. However Dundee is also known to have a well-developed support landscape. With regards to FSS delivery Dundee is in the Tayside Lot, together with Perth, and Kinross and Angus local authority areas. The lead Provider in Dundee is Remploy. Their supply chain originally included Rathbone but they withdrew in 2019, with all their staff being transferred across to Remploy who are now the direct provider of all FSS support.

Dundee was also one of the sites of the Health and Work Support Pilot⁸, a programme jointly funded by the Department for Work and Pensions and the Scottish Government. The pilot was designed to primarily help those at risk of unemployment due to a health condition or disability but also included provision for the recently unemployed (less than six months). As such there was some degree of overlap in eligibility criteria between the pilot and FSS.

Strengths of the Dundee FSS model

The fact that the provider is now partly co-located with the JCP, via having a key worker present on a regular basis, is seen as providing a number of benefits including that it allows the provider to invest time to ensure that all job coaches are aware of and understand the FSS offer. In addition having key workers present in JCPs allows for early contact with potential participants and an opportunity to describe the service and assess suitability.

Beyond working with the JCP, Remploy also has a structured way of building its wider network of partners, through their Transforming Lives Community (TLC). Partner organisations are subject to due diligence checks in order to ensure that they are well placed to support the wide variety of barriers that participants may face. Of their different regional networks Remploy consider Dundee their strongest, because of their previous work in the area. The provider also noted that the principles and ethos behind FSS, namely a person centred, holistic approach is not only valuable but also aligns closely to their TLC approach.

The provider also discussed the hard work that has been undertaken to foster relationships between FSS and other employability services in the local area. The longstanding presence of Remploy in Dundee means that it has a well-established network of contacts which has resulted in significant numbers of referrals from third party organisations.

⁸ See <https://www.healthandworksupport.scot/> for more details on the pilot. Interim evaluation findings can also be found here: <https://www.gov.scot/publications/health-work-support-pilot-interim-evaluation-report-implementation-early-delivery-review/pages/3/>

Another key strength that was highlighted was the provider's development of a rapid response system which provides specialist help via a dedicated key worker for those participants who fall out of employment after a successful placement.

"Being in Dundee before Fair Start helped us – there are a lot of key partners who (we) have worked with over the years..."

- Fair Start Scotland provider

Challenges in Dundee

Although there is general acknowledgement that there is a comprehensive landscape of support in Dundee, the proliferation of services also results in an environment that is complex to navigate. Partly as a result of this it was felt that there are still clients who are confused about what programme they are on, and the role and status of their provider.

Another theme which emerged regards the relationship between the provider and the local authority. Remploy used to work closely with Dundee City Council but this relationship has faltered because of issues around the European Social Fund (ESF) and the risk of duplicate spend.

"We used to work closely with the Council, but double funding prevented this and it feels like we are in competition. We may get a referral and they then start on a Council programme and then we have to try to work out who gets the credit."

- Fair Start Scotland provider

"We don't have very much to do with Fair Start – we run our programmes and they run their programme – we may compete with clients but it is hard to get a sense of the scale of this."

- Local Authority

Concerns were also raised by the provider that although there are options to "pause" support for participants on the service, that if participants disengage or decide to leave they are not able to readily re-engage. It was felt that, particularly in the current context of the COVID-19 outbreak that this may present difficulties and therefore a more flexible approach may be required to accommodate the potentially unstable circumstances participants may be facing.

Douglas is 57 years old and lives in an area classified as within the 30% most deprived areas in Scotland.

Douglas has been out of work for nearly two years after spending much of his working life on building sites or in factories, mostly on short-term contracts.

Douglas suffered a bad injury to his neck and shoulders that required an operation. He is unable to lift his arm above his shoulder and so his usual work is no longer suitable.

Douglas is very keen to find work. He said he is looking for **“anything that gets me in the door. I just want to work and earn a wage”**.

He was referred to Fair Start Scotland by the Job Centre in August 2019.

The main support from Douglas’s key worker has been encouraging him to look for new opportunities – trying cleaning jobs instead of building – and helping him look for work.

His key worker believes that once Douglas is in a job his employers will see that he is a hard worker and want to keep him on.

Douglas has accepted that he **“cannot go for the same jobs I did when I was younger, but there are other avenues I can pursue”**.

Douglas’s key worker described his main challenge as **“convincing Douglas he was no longer capable of certain jobs due to his health and age and that he should be applying for jobs in a different area”**.

Douglas and his key worker have talked every couple of weeks during lockdown. They are both still actively searching for work for Douglas, ideally cleaning or factory jobs but finding there are few opportunities to pursue because of COVID.

Douglas’s key worker is very keen to find him a job **“that will see him out until he retires – not just any short-term job that won’t last and mean he’ll find himself having to look for work all over again”**.

Area: Dundee
Provider: Remploy

4.3 Fair Start Scotland in Peterhead and Fraserburgh

Peterhead and Fraserburgh are two towns in Aberdeenshire with a challenging labour market situated in a predominantly rural area. The towns are in the NE corner of the North East Lot, in the Aberdeenshire Local Authority. The North East contract is now held by Start Scotland, but at the time of the fieldwork (May – July 2020) it was held by Momentum, with three other delivery partners – Aberdeen Foyer, Enable, and Enterprise Mentoring.

Strengths of the FSS service in Peterhead and Fraserburgh

As with the two other local area case studies the local provider in Peterhead and Fraserburgh has focused on successfully fostering a strong working relationship with the local Jobcentre. This has raised the awareness of FSS amongst Jobcentre staff successfully and has further developed into the regular use of warm handovers and information sharing. In total it was felt that this approach has successfully increased referrals into the service from the JCP.

A ‘health model’ run by providers, in conjunction with the JCP, as a preparation for FSS is felt by the provider to have been successful in preparing participants for FSS. The approach aims to encourage potential participants who face significant barriers (including mental health challenges as well as drug and alcohol misuse) to develop healthier lifestyles and positive ways of thinking.

“...this is all about relationships and we are lucky in terms of our relationships with Jobcentre Work Coaches....”

- Fair Start Scotland provider

Another key strength that was highlighted was the provision of specialist support for those participants who are interested in self-employment. This represents a distinctive feature of FSS provision in Peterhead and Fraserburgh which is well regarded.

Challenges in Peterhead and Fraserburgh

One of the challenges that was highlighted concerns the fact that all referrals from the local Jobcentre are directed to a central hub in Glasgow. There is a clear sense that this arrangement is not ideal, and that referrals being made to a Glasgow hub and back out again is neither efficient nor client centred. Similarly employer engagement also takes place nationally (in Glasgow) which again may present challenges for areas such as Peterhead and Fraserburgh.

Again, in keeping with the other areas within Peterhead and Fraserburgh it was noted that both the local authority and provider feel that their relationship could be improved. There have been efforts to strengthen the relationship but so far these have been unsuccessful.

As with many rural areas the job market in the local area is very limited and transportation options to the nearest city of Aberdeen are not ideal. This can be exacerbated by some participants' unwillingness to travel outwith the local area for work.

"We are only 30 miles from Aberdeen but the culture is very different – lots of clients are not prepared to travel and this is a huge barrier, unless they want to work in fish factories or oil and gas. We are working on entry level jobs but most of the positions available are specialist. So the market is cleaners, retail, security."

- Fair Start Scotland provider

Billy is 19 years old and lives in an area classified as within the least deprived 40% in Scotland.

Billy has a learning difficulty and a mental health condition. He lives in a rural location where public transport is not easily accessible and he cannot drive, so often relies on his parents for lifts.

He had been unemployed since leaving school. He was **“not doing much at all”** apart from a brief, unsuccessful spell at college.

Billy decided to access the support because Fair Start Scotland could offer more intensive support than Job Centre Plus to improve his CV. **“I thought the extra help would be handy”.**

Job Centre Plus referred Billy to Fair Start Scotland in August 2019.

Fair Start Scotland helped Billy to look for jobs that he could apply for. His key worker walked around a local town with him to look at what opportunities might be available. Billy said the support involved **“telling me, showing me jobs I could apply for”.**



Fair Start Scotland helped him to arrange a placement in a charity shop which he enjoyed. This strengthened his CV and made him consider retail as a career, something he had not thought about before.

Billy appreciated Fair Start Scotland’s support in applying and said he wouldn’t even have known about the opportunity without them.

The key worker helped Billy to apply for a four-week training programme at a large retailer in Aberdeen, and he secured a job at the end of the programme.

Billy’s key worker observed an improvement in his confidence and reported that Billy’s family was pleased to see him getting out the house.

Billy worked for only three or four days before the COVID lockdown and is now on furlough. He has been in regular contact with his key worker by phone and text since then and hopes to return to work when the lockdown eases.



Area: Peterhead & Fraserburgh
Provider: Enable

What worked well?

It was evident from the findings of the local area case studies that significant steps have been taken by local providers to ensure closer working with JCP staff. The time taken to build relationships and the use of strategies such as co-location and warm handovers are regarded as effective approaches which should improve service delivery and experience of the service for participants.

Another strength that was highlighted across the areas was the benefit of building positive relationships with other employability services and third sector organisations in local areas. Related to this was the recognition of the importance of leveraging existing experience of delivery in local areas.

Providers also demonstrated utilising the flexibility inherent to FSS to develop approaches which reflect local need such as the health model and delivery of targeted support for those seeking self-employment.

In relation to the ongoing COVID-19 crisis, all three local case study areas demonstrated use of alternative approaches when faced with challenges presented by lockdown, primarily through the successful use of social media for marketing of the service at a time when JCP was unable to refer participants as normal.

What could be improved?

With regards to ongoing challenges and areas for improvement, individuals and organisations from across the three local case study areas noted that there remained a relatively complex and cluttered local landscape with regards to employability services which presents a number of challenges.

This in part was reflected via discussions surrounding difficulties faced by providers in terms of their capacity to work effectively with local authorities, often due to perceived restrictions surrounding use of ESF monies.

Some local communities evidently face complex and location specific challenges, whether in the form of local labour market structures, a history of deprivation and associated barriers or through challenges presented by rurality. It was felt that these challenges may limit participants' capacity to succeed and therefore additional specific assistance may be required to overcome such barriers.

What are we doing?

Through No One Left Behind⁹ SG are seeking to deliver transformational change across employability services in Scotland. We are working with partners to ensure employability across Scotland is user-centred and straightforward to navigate, with

⁹ See <https://www.gov.scot/publications/one-left-behind-next-steps-integration-alignment-employability-support-scotland/> for more details.

the funding for these services being flexible and responsive to individual needs. We are continuing to build on the Partnership Agreement with Local Government to help realise our shared ambition to deliver a place based approach.

No One Left Behind recognises the need to balance a desire to progress our ambitions to deliver improved employability services at pace with the need to protect the stability of the system as a whole and offer continuity of support to service users. We remain focussed on the principles of No One Left Behind, working collaboratively with partners across sectors to ensure services can adapt to this time of challenge and change, and to work together to plan for recovery and shape the employability support that will be needed going forward.

In relation to the current economic circumstances brought on by COVID-19, our overall investment in employability - including the Young Persons Guarantee, National Transition Training Fund and enhanced redundancy support through Partnership for Continuing Employment (PACE) activity announced in direct response to the impacts of COVID-19 as well as Fair Start Scotland - will continue to have a particular focus on helping those who struggle most in the labour market.

This year, we also instigated a Joint Continuous Improvement Forum with FSS Providers, early outputs from the group include the activities around disengagement and extending the pause criteria outlined in chapter 3, as well as specific actions around COVID-19.

As COVID-19 began to impact service delivery in March 2020, we put in place a number of service delivery flexibilities to ensure both our participants and provider's staff welfare was placed at the centre of our priorities e.g. we moved quickly to introduce digital engagement, removing the need for face to face contact, encouraging provider staff to work from home.

We also stabilised the employability service provider space by taking immediate steps to financially support our providers, ensuring all provider staff remained fully employed and able to support participants throughout this worrying period, without the fear of losing their jobs.

Going forward employability will have a pivotal role to play in rebuilding our economy by rebuilding a better, fairer, greener and more sustainable economy. Fair Start Scotland as our largest single investment is key to this and we will be working to strengthen the links and alignment at a national, regional and local level as we continue to emerge from this crisis.

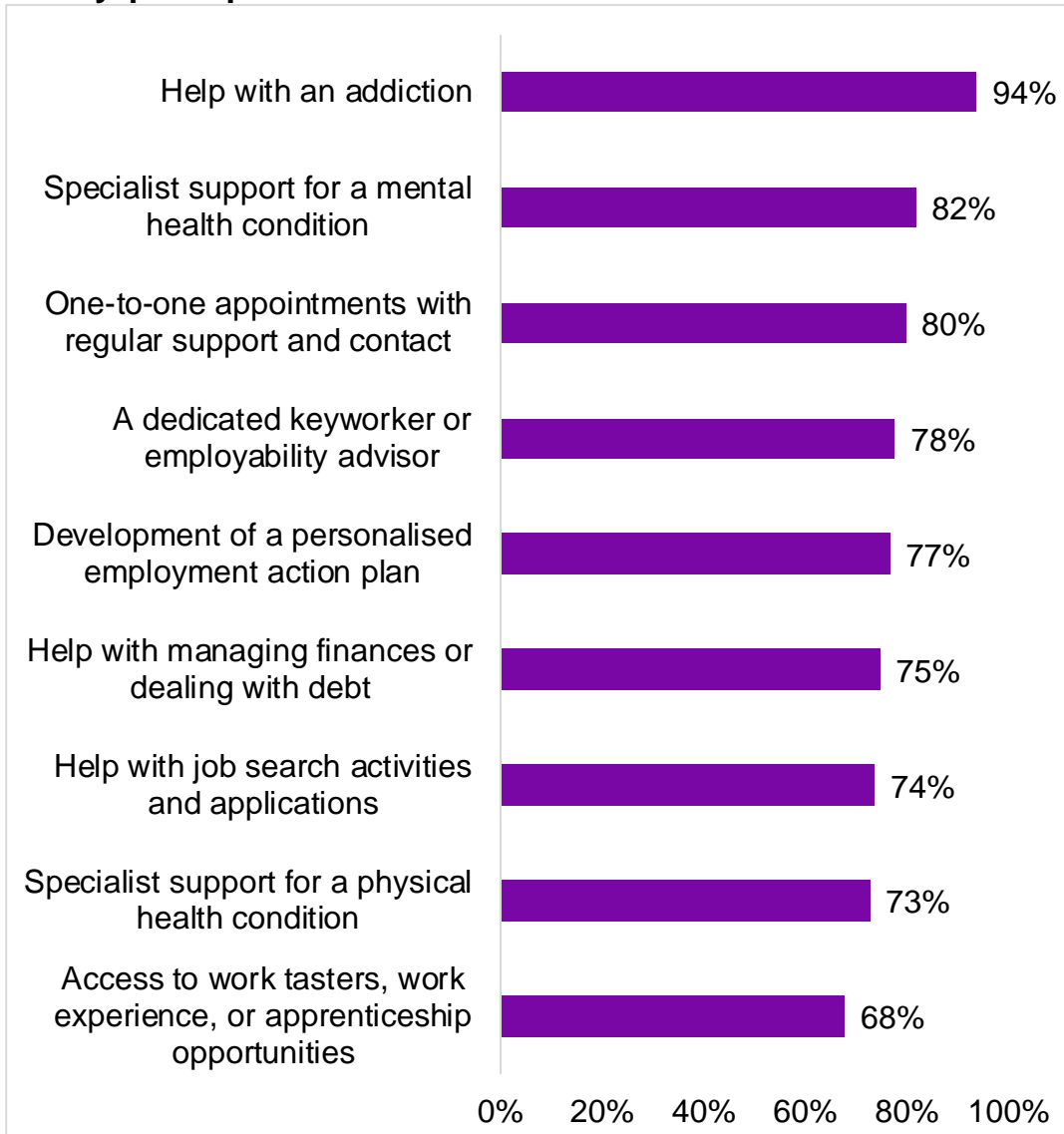
5. Employability support

This chapter summarises the feedback from participants on their experience of employability support through FSS. It covers views on pre-employment support, in-work support and some further feedback from participants who have longer term experiences of support.

5.1 Pre-employment support

Survey respondents were asked which of the support elements that were offered and taken up they found the most useful. As can be seen in Figure 6, participants from year 2 were generally positive about the usefulness of the support they received. Help with an addiction and specialist support for a mental health condition were found to be the most useful by those who had taken up this support. Both of these offers of support are health interventions and not traditionally a service offered by employability services, suggesting that the holistic nature of FSS is valued by participants.

Figure 6: Usefulness of FSS pre-employment support – year 2 telephone survey participants



Base: All 2019 cohort respondents (607). D6: On a scale of 1 extremely useful to 5 not at all useful, how useful would you say that each of the types of support your received were to you? Base: All who used the support type: one to one appointments (513), key worker (513), help with job search activities (440), Employment Action Plan (328), work tasters etc. (143), specialist support with mental health (106), specialist support with physical health (46), specialist support with an addiction (22), help managing finances (67)

Participants in the case study areas valued the fact that the support they received was tailored to their individual needs. Some participants with children, for example, explained that their key workers helped them to find opportunities with start and finish times that would fit around school drop off and collection times, while others said they were supported to look for work in sectors that interested them or in which they had experience.

Others reported receiving wide-ranging support to address individual needs, such as a bus pass being arranged for a participant who cannot drive, and helping to enhance a participant’s digital literacy so they could seek and apply for jobs online more confidently. One said, “...there was a personal touch, they got to know me” and another observed that the key worker “...asked me lots of questions about what I wanted and I felt like she was listening to what I was saying”.

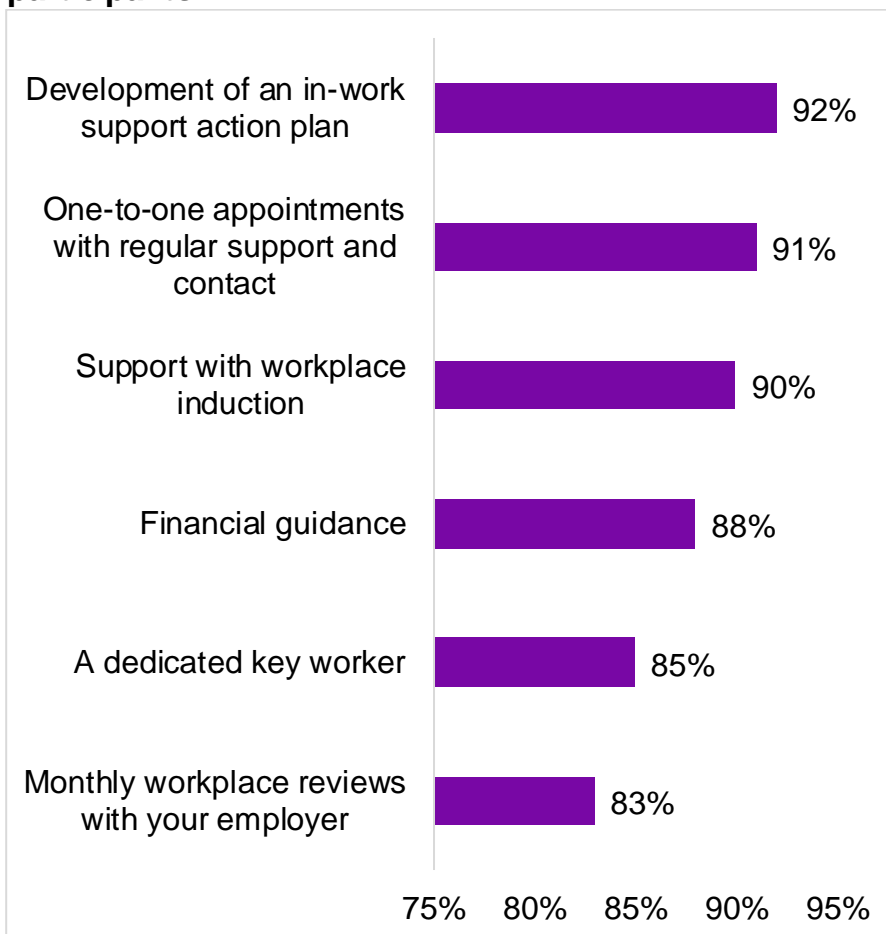
Participants noted that they felt able to discuss anything with their key worker. One said “...you can share your challenges with your health and your relationships with [the key worker]” and another commented that they were able to talk to their key worker about “...things that were on my mind”.

Key workers felt the ability to take a more holistic view of the wider challenges that participants faced was an important part of their job, with one saying that, “...sometimes it’s not about work, it’s about being in the right place and state of mind to look for work”. While these issues are not directly linked to the skills or competencies needed for findings and sustaining employment, FSS helps participants to address these challenges and, by doing so, helps to prepare them for work.

5.2 In-work support

Those survey respondents who had taken up in-work support once they had moved into employment were asked about how useful they found it. As can be seen in Figure 7, year 2 respondents were generally very positive about the in-work support they had received.

Figure 7: Usefulness of FSS in-work support – year 2 telephone survey participants

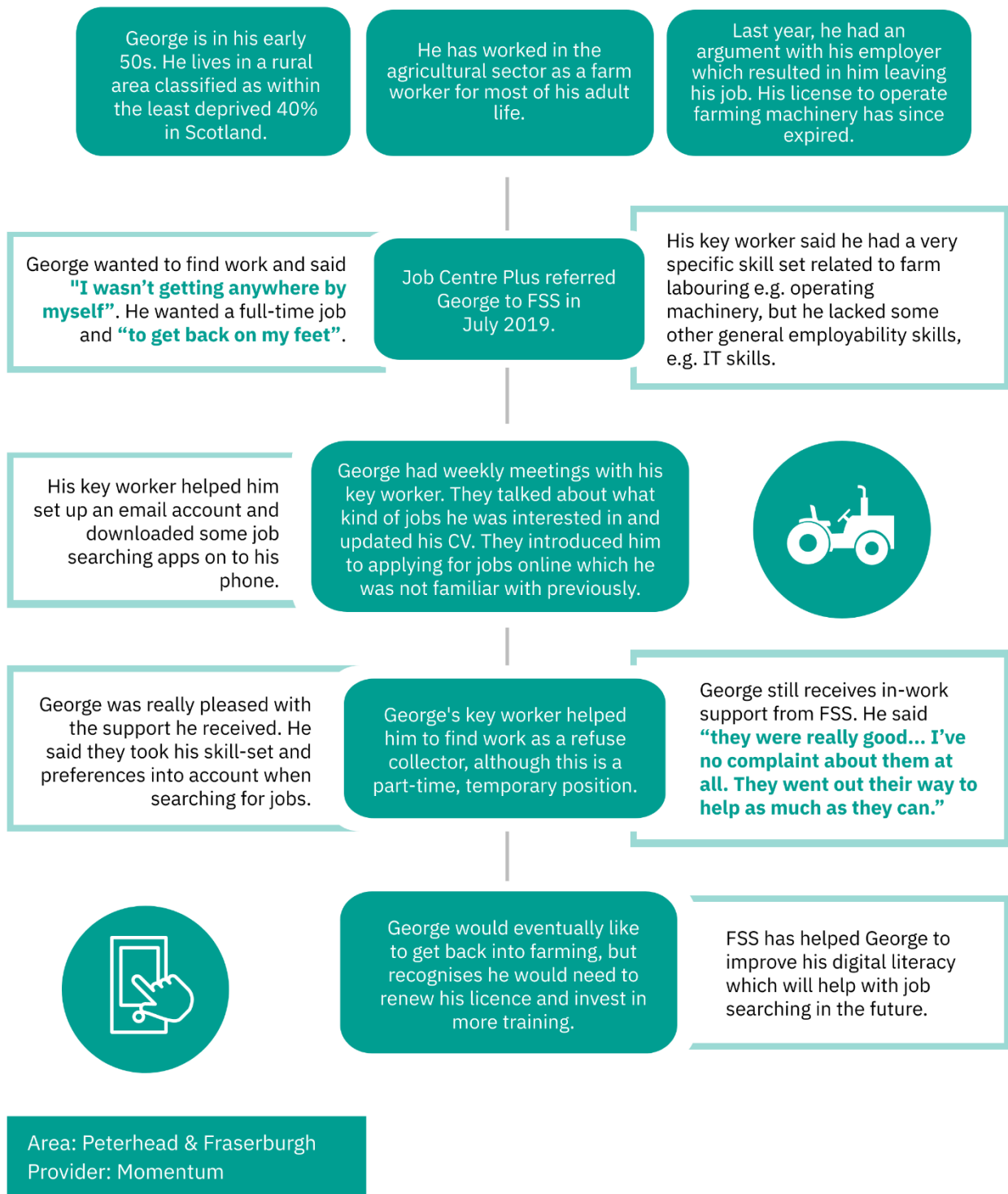


Source: D11j: On a scale of 1 extremely useful to 5 not at all useful, how useful would you say that each of the types of support your received were to you? Base: All 2019 cohort who used the support type: key

worker (23), one to one appointment (56), workplace inductions (23), In Work Support Action Plan (23), financial guidance (12), monthly reviews (23).

Some participants in case study areas also described the importance of the in-work support provided by FSS in helping them to sustain their job.

One participant said that their key worker had helped them to source a special chair to ensure they could undertake the job while minimising pain caused by back problems, and others said that key workers helped them to liaise with their managers when they needed support in their role. Participants, many of whom had been out of work for a significant period of time, appreciated this on-going support to help them address any issues that could affect their ability to sustain their employment.



5.3 Longer term experiences of support

Some of the respondents who took part in the telephone survey at wave 1 were contacted again at wave 2, to identify any change in barriers and motivation to work for people who had been in FSS for longer.

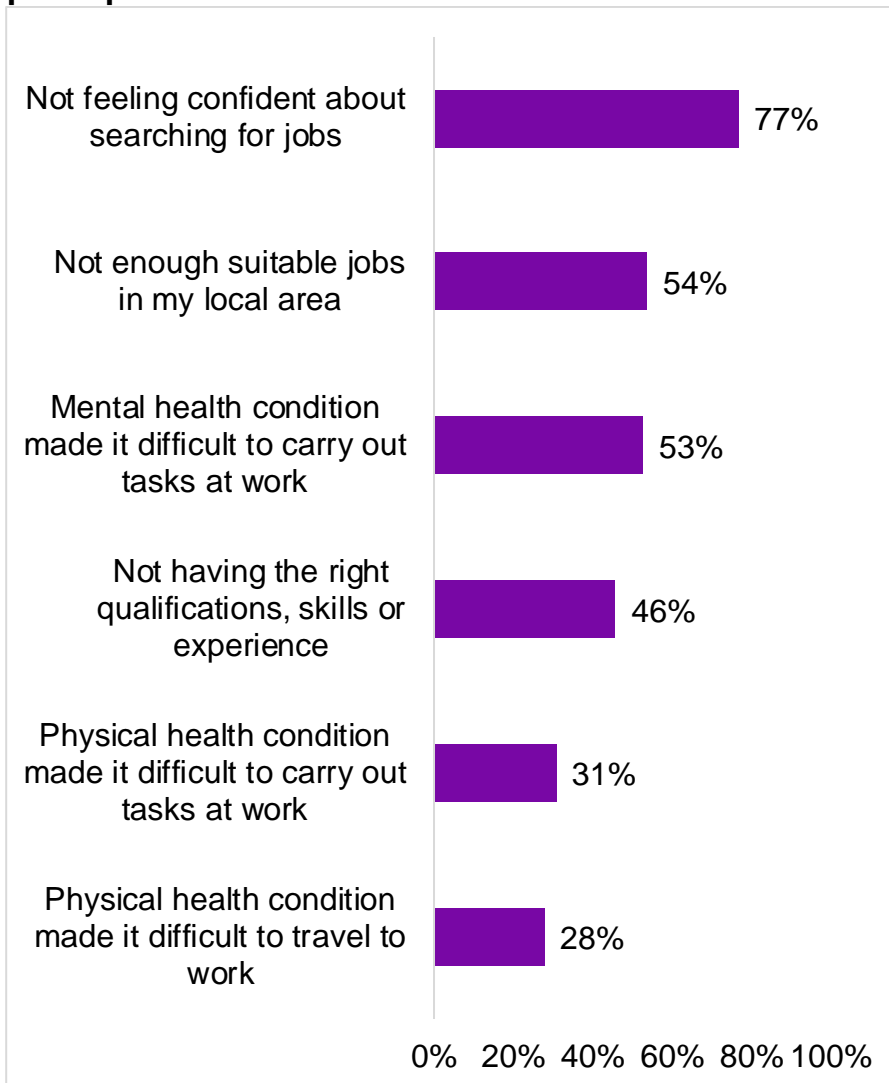
Responses suggest that outcomes around motivation to return to work reduced slightly amongst those who were not working. The proportion of those not working who felt motivated to work 'to a great extent' was 69% at wave 1 and 61% by wave 2. In addition, the perceived impact of FSS support on participants' motivation had also fallen, with 65% saying that the support increased their motivation at wave 1, and 52% at wave 2. It is worth noting that similar findings regarding a waning of motivation over time for those who don't find work was also found during the evaluation of Work First Scotland and Work Able Scotland, the two predecessor services to Fair Start Scotland¹⁰.

These participants were asked what the barriers were that prevented them from working. Health conditions played an important role, with 41% of respondents mentioning at least one health-related barrier. Other barriers not related to health were mentioned, most commonly a lack of qualifications, skills or experience (15%), and a lack of suitable jobs in the area (14%).

Respondents who reported barriers were asked to what extent they thought FSS had helped them to overcome these barriers. FSS support was most likely to be reported to have helped participants who lacked confidence applying for jobs - over three quarters (77%) of those who reported this barrier said that FSS had helped them to overcome it.

¹⁰ See <https://www.gov.scot/publications/evaluation-transitional-employment-services-phase-2/pages/6/> for more details.

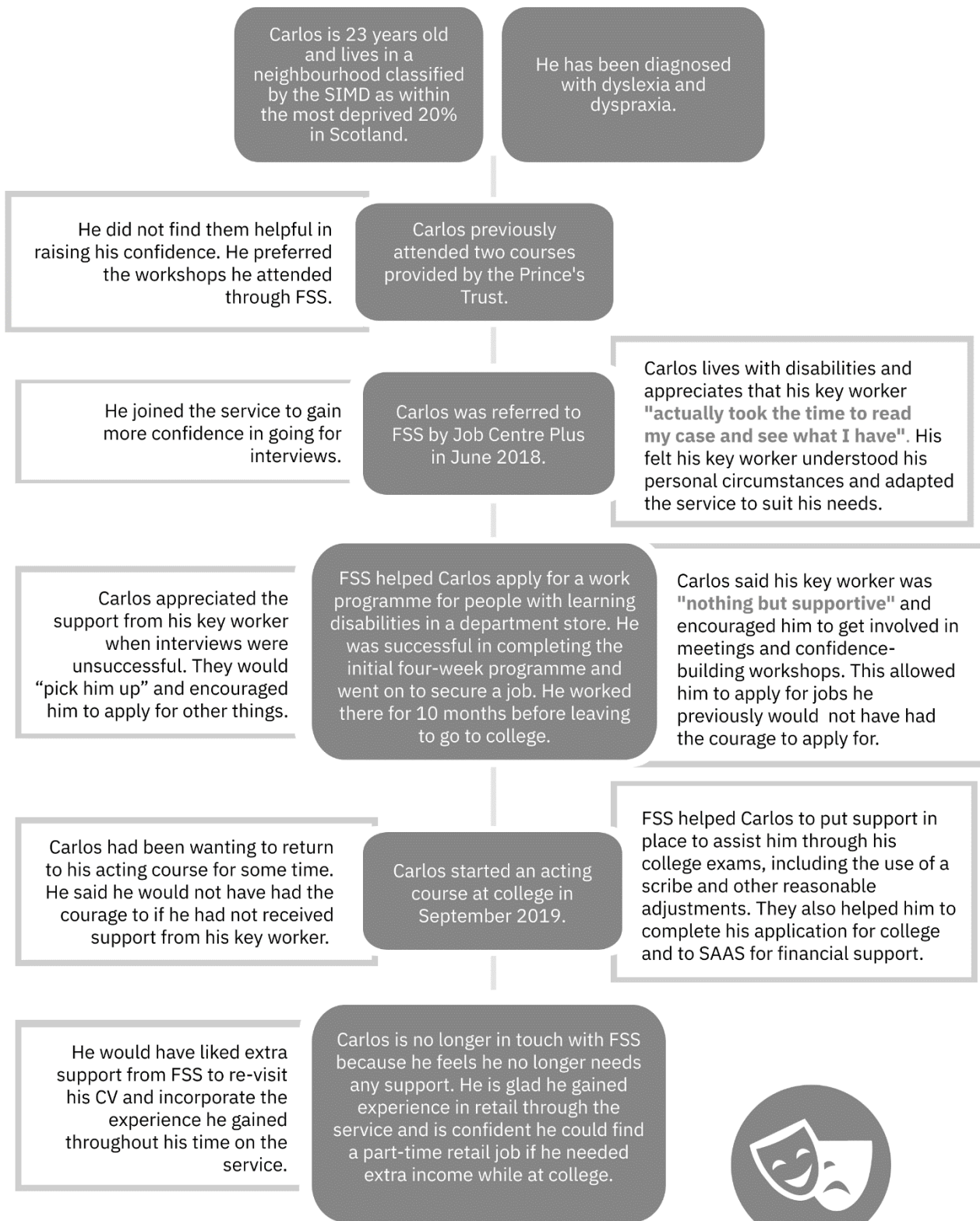
Figure 8: FSS help to overcome barriers – year 2 telephone survey participants



F1B. To what extent do you think the support you received from Fair Start Scotland helped you to overcome these barriers? Base: All 2019 cohort who selected barrier: Physical health condition / disability makes it difficult to carry out tasks at work (90), Not having the right qualifications (52), Not enough suitable jobs in my local area (48), Mental health condition made it difficult to carry out tasks at work (53), Not feeling confident about applying for jobs (30), Physical health condition / disability makes it difficult to travel to work (33), other (116).

The importance of on-going contact between participant and key worker can be illustrated by a few examples of case study participants who started a job but then left it for various reasons. These participants were able to immediately access support from FSS to help them to respond to this setback. For some, this support focused on finding a new job while others required support with other issues before they could start to look for work again.

One participant had to leave their job after falling ill, so the FSS key worker helped them to address the sudden reduction in income by supporting them to apply for Universal Credit and to access a food bank.



Area: Irvine
 Provider: The Lennox Partnership

What worked well?

Participants were very positive about the support they received through FSS, both pre-employment and in-work. Many felt that FSS had helped them overcome significant barriers.

Longer term ongoing relationships between participants and providers, especially after the period of pre-employment support has ended, seems to have a positive effect with participants reporting that this contact allowed them to respond quickly to setbacks.

What could be improved?

Findings from the fieldwork suggest that those participants who have not successfully moved into work begin after a time to lose motivation and confidence. Such participants may require additional support in order to help them achieve their goals.

Health was mentioned as an ongoing barrier to work by those participants with longer term experiences of support. This suggests that there is scope for health-specific support to be strengthened, in order to support this key group.

What are we doing?

During year 2, FSS service providers have continued to develop and improve their health and wellbeing offer to provide support to those participants with more complex barriers. Additionally, providers are now able to work with participants for an additional 4 weeks at the start of service to develop a full understanding of the level of support that a participant may need during their time on FSS. This allows providers to identify barriers and specialist support requirements that a participant, with such needs, may require.

As previously noted, from the start of the COVID-19 pandemic the delivery model was revised to ensure that participants continued to receive a quality service despite not being able to engage with providers face to face. By adapting the model, this ensured that providers could continue to provide employability and health / wellbeing support during this challenging time.

6. Values and principles

The Fair Start Scotland service is built upon the Scottish Government's key values for public services:

- Dignity and respect
- Fairness and equality
- Continuous improvement

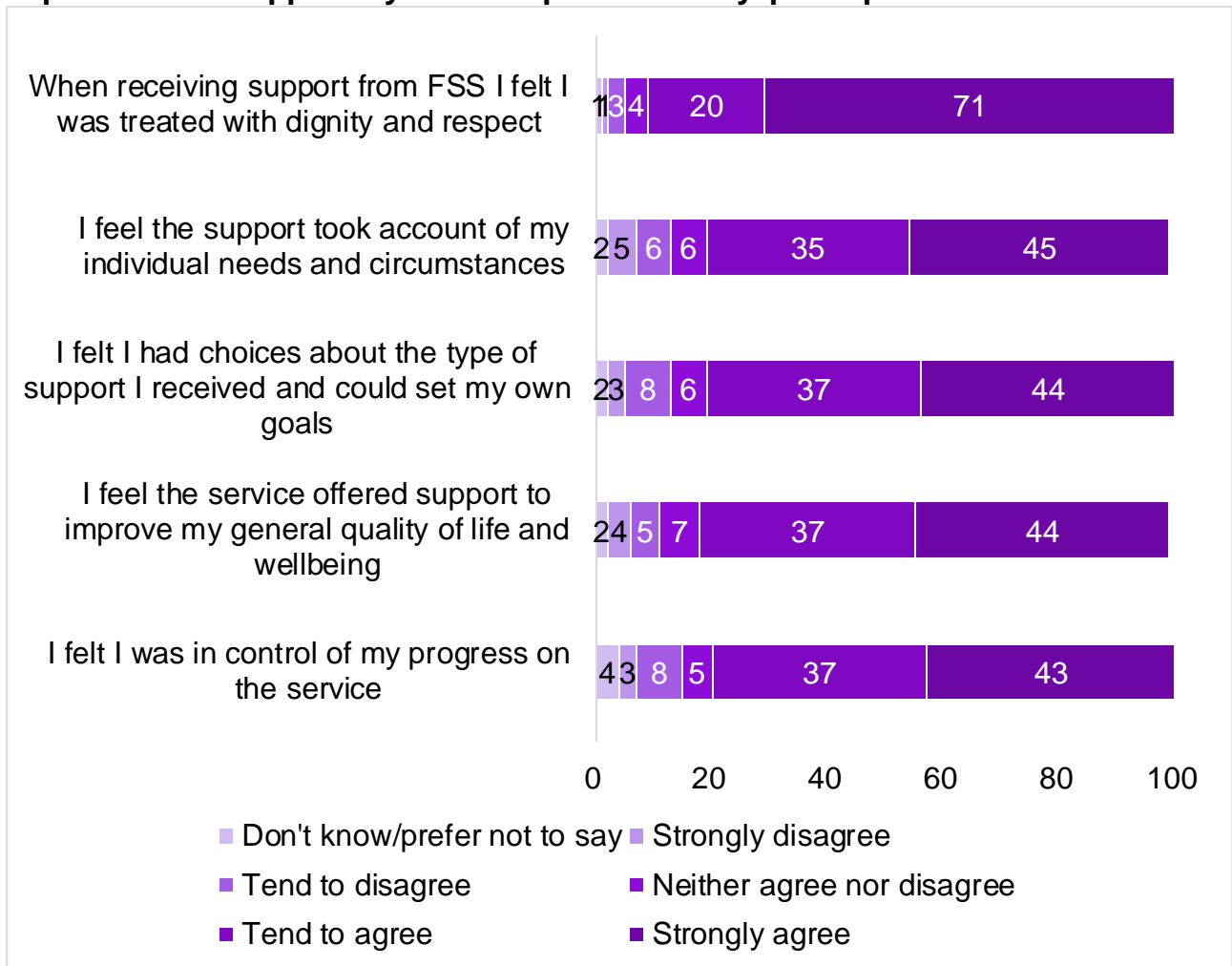
Participants from the telephone survey were asked whether they knew that FSS was a voluntary service, and 95% of the year 2 respondents said that they did. However, this awareness was significantly lower among minority ethnic participants from the year 2 cohort compared to those of white ethnicity (97%, compared to 80% respectively).

Participants from the case study areas enjoyed “...*not feeling pressured*” by the service due to its voluntary nature, and felt this approach helped them to engage with the support on offer more willingly and effectively. One, for example, said that FSS offered “*a more relaxed environment*” in which to look for work because it was voluntary and they found this more effective than programmes where attendance is mandatory.

Key workers agreed that this is a positive aspect of the service, noting that, because participants decide whether they want to take part, it attracts those who do “*genuinely want the help*” and this helps participants to achieve better outcomes. Another key worker noted that FSS “*has a different feel to it*” compared to other programmes: “*it's not about having to do things, it's about [participants] wanting to do it*”.

Participants from year 2 who took part in the telephone survey were generally very positive about how the support they received aligned with values of FSS. While 9 out of 10 (91%) agreed they felt they were treated with dignity and respect, 8 out of 10 also agreed that the support took account of their individual needs and circumstances (80%), they felt they had choices about the support they received (81%), they felt the service offered support to improve their general quality of life and wellbeing (81%), and they felt they were in control of their progress (80%).

Figure 9: Extent to which FSS participants agree with statements about their experience of support - year 2 telephone survey participants



Source: D13: To what extent do you agree with the following statements about the support you have received. Base: All 2019 cohort (607)

Those who were in work at the time of the survey were more likely to agree with the following statements compared with those not in work:

- I feel the service offered support to improve my general quality of life and wellbeing: 87%, compared to 77%
- I feel the support took account of my individual needs and circumstances: 88%, compared to 76%
- I felt I was in control of my progress on the service: 86%, compared to 78%

Women were more likely than men to agree that the service offered support to improve general quality of life and wellbeing (86%, compared to 78%), and white participants were more likely than minority ethnic participants to agree that they had choices about the types of support they received and could set their own goals (82%, compared to 71%).

Similar to the case study findings in year 1, participants described the approach of FSS key workers as caring, respectful, kind and supportive. This is consistent with FSS's principles of dignity and respect and, across all localities, that the evaluation has covered to date, interviewees reported that the key workers were friendly,

made the effort to get to know them and understand their needs, and genuinely cared about achieving the best outcome for them. Comments from participants include the following:

“Really helpful. It was good to know that there was someone who could back me up and was there to fight my corner.”

“[My key worker is] sound. I can always have a chat and a bit of banter with him. He’s checked in with me these past few months and kept in contact.”

“They are very kind and phoned regularly to check I was doing ok and see if I needed anything. The staff are easy to talk to and very friendly.”

“[The key worker] would listen and let me rant and rave. I never got a negative word out of him at all. If he hadn’t been so positive, I wouldn’t have found a job, wouldn’t have been in the right place to find work.”

What worked well?

The vast majority of participants knew that FSS was voluntary. Consistent with the findings from year 1, the majority of participants felt the support they received aligned with the values of FSS.

This was especially notable around the treatment they received from key workers.

A notable proportion of participants also felt that FSS providers were taking account of their individual needs, that they as participants had choice and were in control, and that FSS improved their quality of life and wellbeing.

What could be improved?

While the majority of participants were aware of the voluntary nature of FSS it was clear that this awareness can vary. Most notably individuals from an ethnic minority background were much less likely to be aware of the voluntary nature of the programme compared to others.

Similarly there was a discrepancy between the participants’ views on whether they had choices with regards to types of support - with women being more likely than men to agree, and on goal setting - with white participants more likely to agree they could set their own goals than minority ethnic participants.

These findings may indicate the need for further work with regards to effective communication.

What are we doing?

Scottish Government continue to implement initiatives to engage with harder to reach groups to aid their understanding of the principles of FSS and the support it offers to aid their journey into work.

In 2019, a pilot in partnership with JCP commenced in Glasgow aimed at providing FSS support to a cohort of minority ethnic women. The take up and participation of this group has proven to have worked well and we continue to monitor how participants are progressing within their employability journey. Work continues for launching a similar pilot in the Edinburgh area.

Other pilots, targeting different groups of participants (for example those with convictions; care leavers), have also been identified and discussions have taken place with JCP to take these forward in the future.

7. Moving towards work

This chapter focuses on the number of people moving into work, and looks at this by different demographic groups.

It begins by looking at the MI data for job starts and 3 and 6 month outcomes. It then uses data from the telephone survey of FSS participants to explore the type of work that people are moving into. Finally it looks at the Job Search Self Efficacy scores of survey participants to explore the impact of FSS on job search skills.

7.1 Who started (and sustained) work? – MI data

Not enough time has passed to present a complete picture of employment outcomes for people joining in the second year of FSS. This is because many of the people who joined in the second year are still completing 12 to 18 months of pre-employment support, and then we need to account for the time it takes to reach a 3, 6 and 12 month outcome.

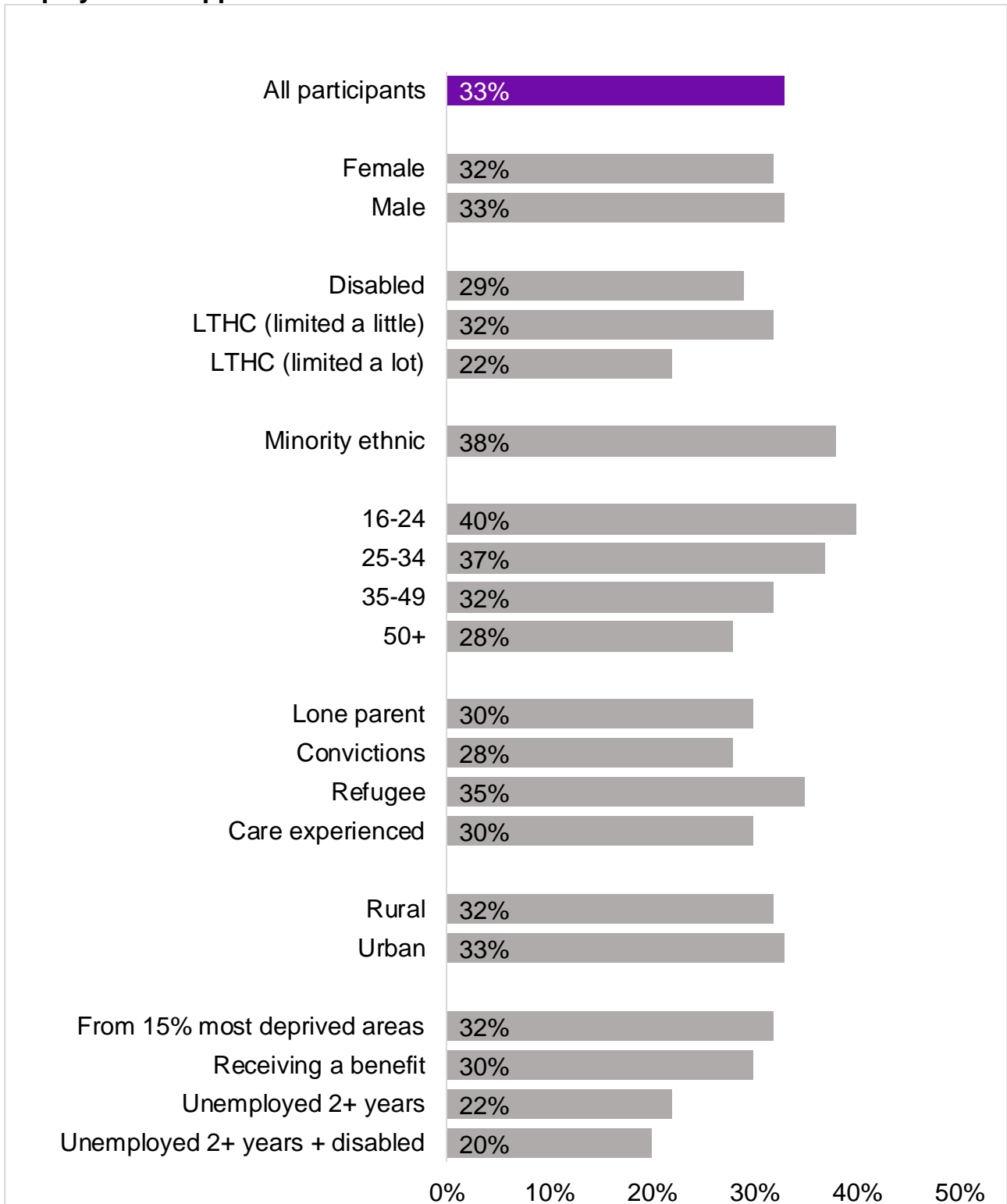
Therefore this section reports on the picture being developed in the second year of FSS in relation to who started (and sustained) work – so, most of the people included in this analysis will have started in the first year of FSS. Even now, not enough time has passed for us to get a complete picture of 12 month outcomes for the first year – so this breakdown has not been included.

One in three people joining FSS started a job (33%). Once starting work, most people (nearly 3 in 4 people: 72%) went on to sustain employment for at least 3 months, and 77% of the people who sustained employment for 3 months went on to reach 6 months employment.

The figures below shows the variation in proportions of people with different demographics starting a job and staying in work for at least 3 to 6 months.

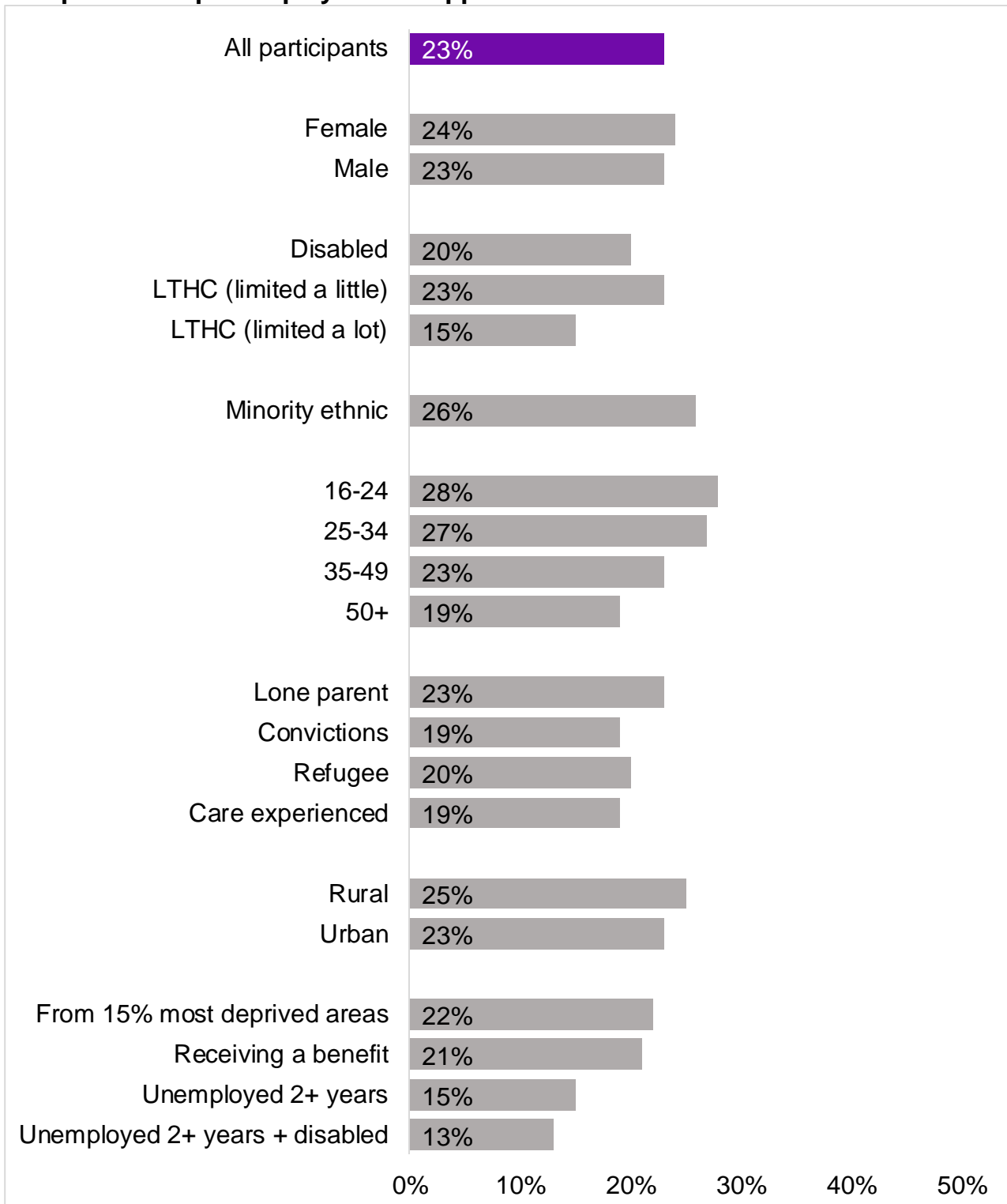
Compared to all FSS participants, a lower proportion of disabled people and older people went on to start work after joining FSS. There was little difference by gender. A lower proportion of people with convictions, people who were unemployed for more than 2 years, and people who were both unemployed for more than 2 years and disabled went on to start work after joining FSS.

Figure 10: Job starts for start cohorts where enough time has passed in pre-employment support and for outcomes to be achieved



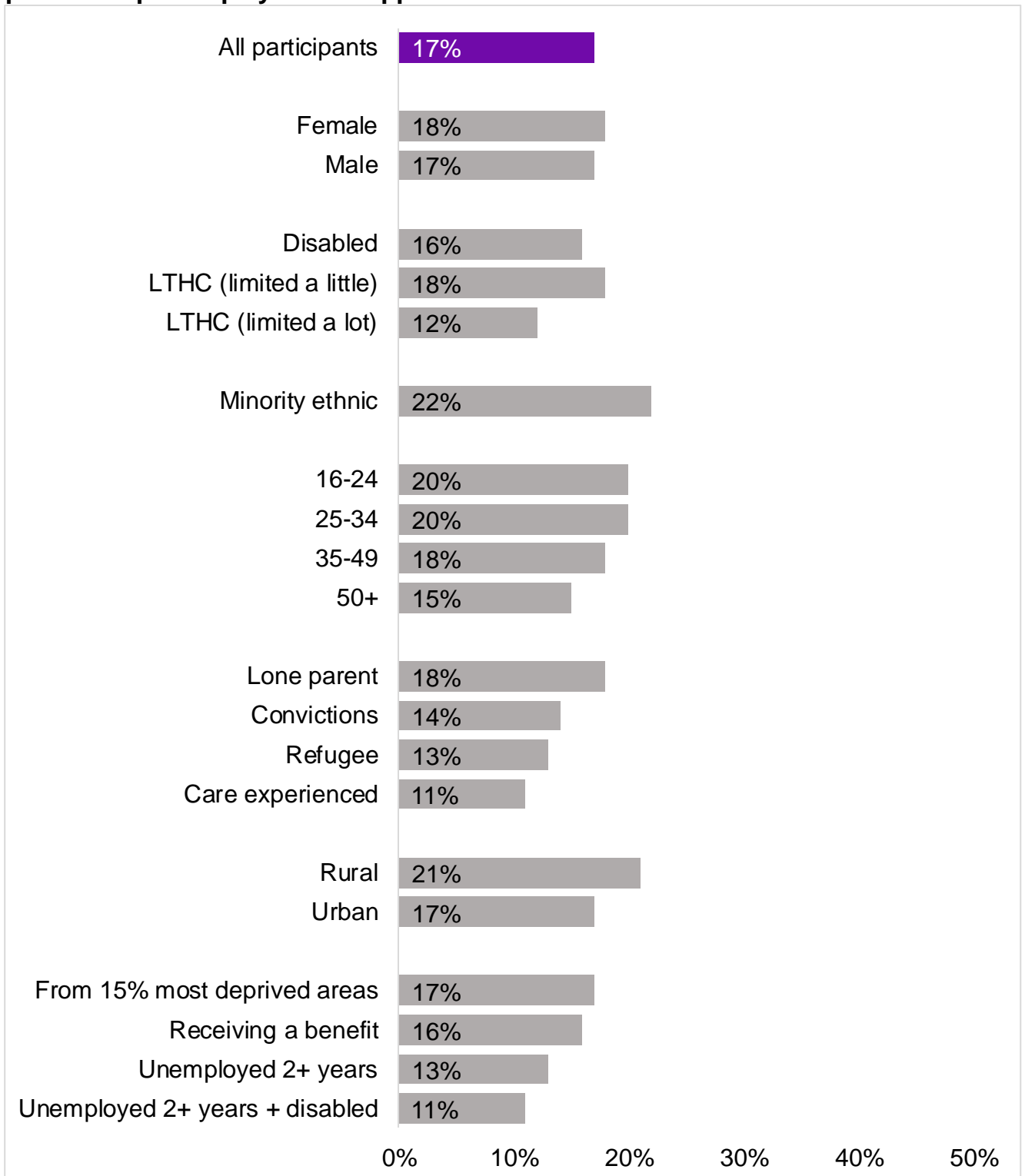
Compared to all participants, a lower proportion of disabled people, those limited ‘a lot’ by a LTHC, and older people sustained work for 3 months. A higher proportion of young people and minority ethnic people sustained employment for 3 months. Similar to job starts, compared to all participants, a lower proportion of people with convictions, people who were care experienced, people who were unemployed for more than 2 years, and people who were both unemployed for more than 2 years and disabled sustained employment for 3 months.

Figure 11: Three month job outcomes for start cohorts where enough time has passed in pre-employment support and for outcomes to be achieved



Similar to job starts and 3 month outcomes, a lower proportion of disabled people, those limited 'a lot' by a LTHC, and older participants sustained employment for 6 months. A higher proportion of younger and minority ethnic participants sustained employment for 6 months. A lower proportion of people who were care experienced, who were unemployed for more than 2 years, and people who were both unemployed for more than 2 years and disabled sustained employment for 6 months.

Figure 12: Six month job outcomes for start cohorts where enough time has passed in pre-employment support and for outcomes to be achieved



7.2 Who started (and sustained) work? – telephone survey data

Telephone survey respondents were asked about their work status.

At the time of the survey, 35% of year 1 participants and 31% of year 2 participants reported that they were either working for an employer in a paid role or were self-employed¹¹.

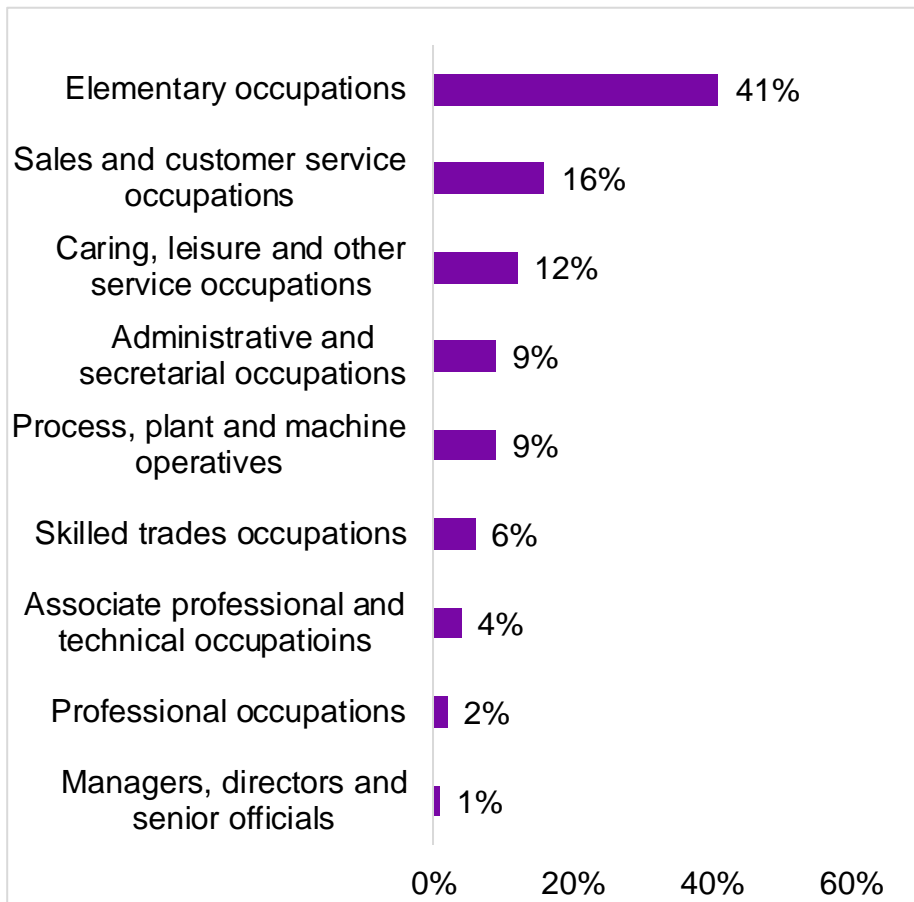
MI data shows that 32% of participants who started in year 1 had moved into work by June 2020. The data for year 2 (which, as mentioned above, is incomplete due to not enough time passing) indicates 28% of year 2 participants had started work by this date.

Figure 13 below shows the profile of working participants by occupation. They are ordered based on the ONS hierarchy which moves from highly skilled professions at the top, to less skilled professions at the bottom.

The most common grouping was elementary occupations (e.g. cleaners, security guards, waiting staff), representing four in ten (41%) participants who had worked in the last week. Following that, 16% worked in sales and customer service occupations. Around one in ten worked in caring leisure and other service occupations (12%), process plant and machine operatives (e.g. drivers, machine operatives) (9%) and administrative and secretarial occupations (9%).

¹¹ Please note that this was self-reported working status, and also included any paid work, which could include those working fewer than 16 hours a week, which is not counted as being in work under FSS.

Figure 13: Occupation of year 2 telephone survey participants who were in work



Source: IFF Research telephone survey of FSS customers. Taken from collating and coding answers from A5: What is/was your job title? And A6: What do/did you mainly do in your job? Base: 2019 cohort that were employed, self-employed or had worked in the last week (341).

One case study participant with a degree felt that FSS was geared more towards people seeking jobs in call centres, care or basic administrative positions rather than “roles for those who are better qualified”. Another university graduate, with over 45 years’ experience, applied for jobs without his key worker’s support and reported that FSS was “not terribly useful” in finding suitable opportunities. Key workers also cited a few highly qualified and/or experienced participants who “did not need a lot of help”.

Telephone survey participants that had worked in the last week were asked about their income from this employment. Three in ten earned the national minimum wage or below (30%)¹². Around six in ten (61%) earned above the national living wage, the majority of whom earned £8.22 to £9.30 an hour (36%) or £9.30-£15.00 (22%). A small minority earned above £15.01 an hour (3%).

These participants were also asked about the type of employment contract they held. Over half were employed on a permanent contract (56%). Around one quarter were employed on a temporary employment contract (23%) with a further 10% employed on zero hours contracts. One in twenty were self-employed (6%), though

¹² The national living wage for workers over the age of 25 was £8.21 at the time of the survey, it has since risen to £8.72.

individuals in priority families were more likely to be self-employed than those not part of the priority family groups (15%, compared to 4%).

Providers in the case study areas felt that relationships with employers were key. They felt that spending time with employers was valuable, as once a participant is placed, it allows key workers to provide appropriate in-work support and act as a go between which contributes to a sustainable outcome. For example, the key worker will talk to the employer on behalf of the participant to address support needs, and the employer can approach the key worker if they have concerns about the participant. This open, two-way relationship was felt to be important for ensuring sustainable outcomes.

“We spend time making sure it is the right opportunity for the participant. We need to work at their pace, listen to them. It’s not just trying to get them into a job – it’s spending time up front to get the right opportunity.”

- Fair Start Scotland Provider, Drumchapel

7.3 Job search skills and self-efficacy

FSS is rooted in the principles of dignity and respect, and the service model is designed to treat individuals in a way that reflects these values. This will manifest in a number of ways, one of which may be by nurturing a sense of self-efficacy in those who participate.

Self-efficacy refers to an individual’s belief in their own ability to organise and carry out actions in order to successfully achieve a task. It is based on a person’s perceptions and beliefs about themselves. The level of self-efficacy experienced by a person can have an impact on many areas of life, particularly those that are relevant to finding and maintaining employment.

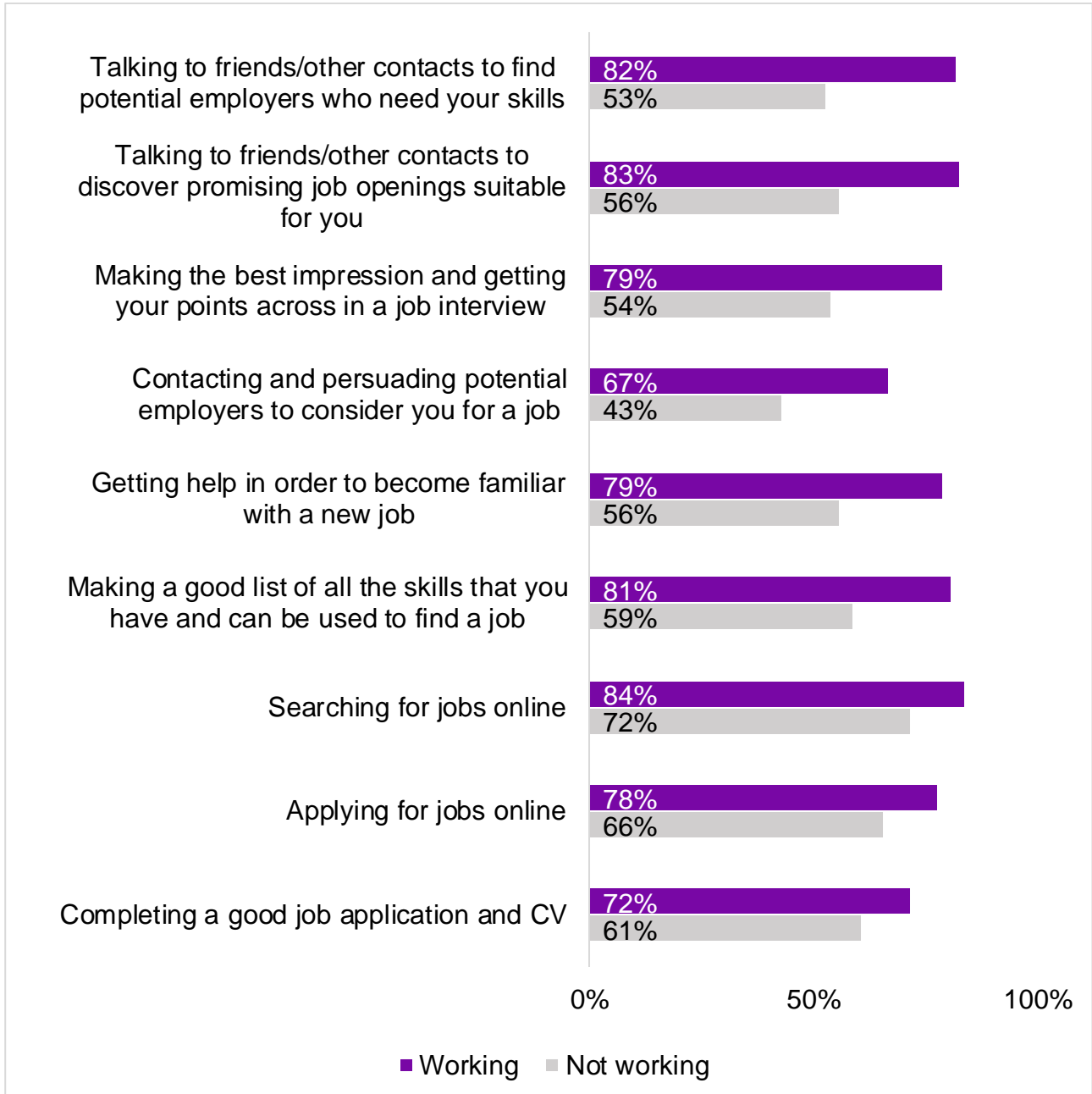
In order to explore the effects of FSS support on participants’ self-efficacy, and to establish any links to being treated with dignity and respect, the participant phone survey included a section on standardised job search self-efficacy measures. Respondents completed a nine-item measure of the strength of an individual’s belief that they have the skills to undertake a range of job search tasks, known as the Job Search Self Efficacy (JSSE) Index.

Across the year 2 telephone survey participants, there were differences between the level of confidence reported in job search activities between those who reported that they were in work at the time of the interview and those who reported they were not.

As can be seen in Figure 14 below, those who reported they were in employment were more likely to feel more confident across all measures. The biggest differences between those who reported they were vs those who reported they were not in employment were in ‘talking to friends/other contacts to find potential employers who need your skills’ and ‘talking to friends/other contacts to discover promising job openings suitable for you’. This could suggest that informal networks of contacts may be important for finding work for FSS participants. There were also

larger differences between ‘making the best impression and getting your points across in a job interview’ and ‘contacting and persuading potential employers to consider you for a job’ which suggest that communications and confidence skills are also key to finding employment.

Figure 14: JSSE index scores for year 2 telephone survey participants – by in work and not in work



Source: How confident do you feel about doing the following things successfully? Base: All 2019 Cohort (607)

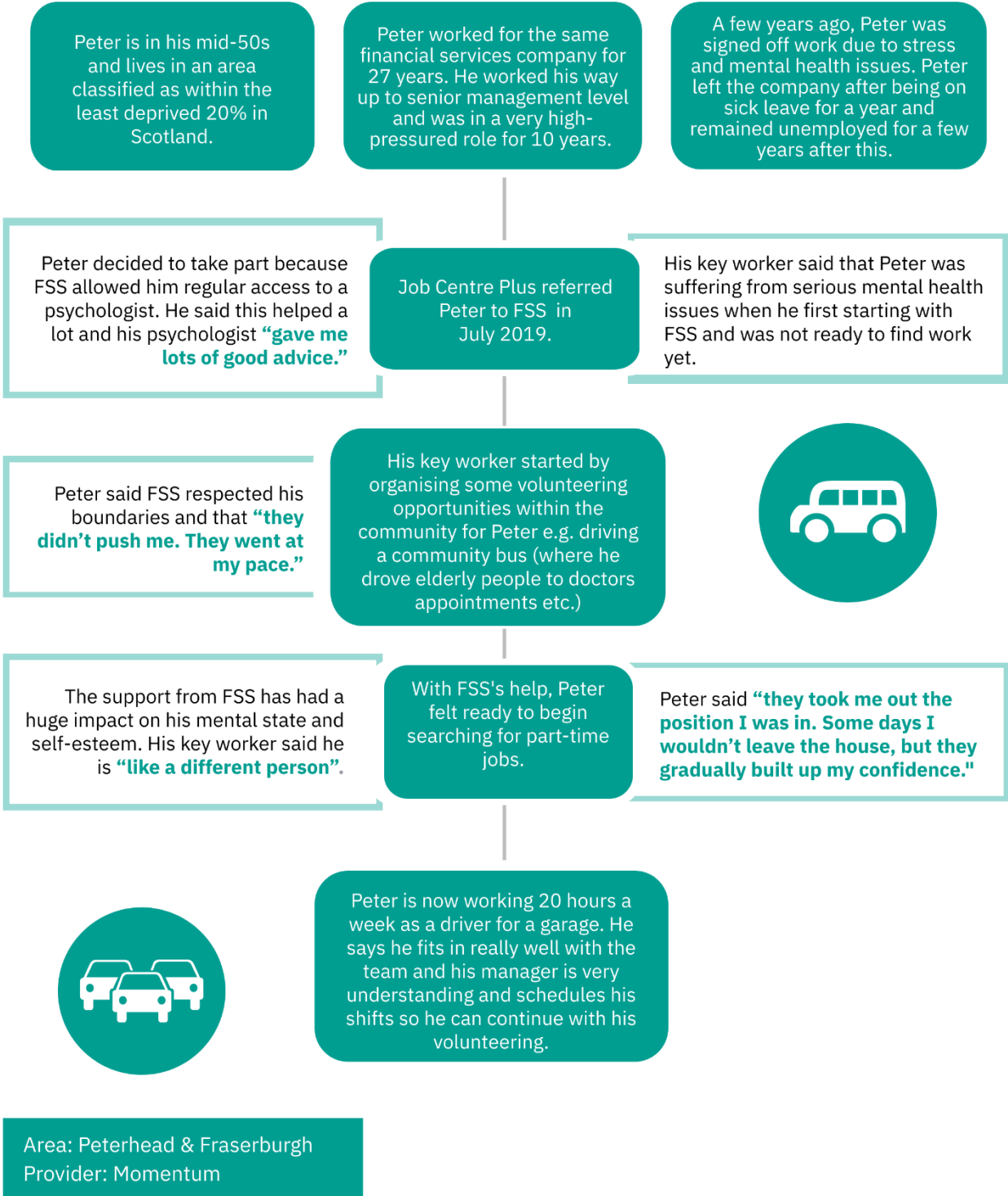
There were some differences in terms of participant confidence about individual job search skills:

- Those limited by a long-term health condition were less likely to feel confident talking to friends and other contacts to find out about potential employers (53%) and completing a CV or job application (56%)

- Those with a degree were more likely to feel confident making a list of their skills to find a job than those with lower level or no qualifications (degree; 79%, none; 63%, National 1-5; 67%). They were also more likely to feel confident about completing a CV or job application (82% compared to the average of 64%)
- Men were more likely than women to feel confident talking to friends and other contacts to discover promising job openings (70% compared to 61%)

Many participants interviewed in the case study areas reported that they had found work as a result of the support they had received. Participants reported starting jobs in a range of sectors including call centres, retail, manufacturing and administration, and they felt that FSS had been crucial in helping them to build the confidence, skills and experience to successfully enter employment.

Within the case study areas there were a few participants who were very far removed from the labour market due to severe health problems or childcare issues, and entering employment did not appear to be a realistic goal for them in the short- to medium-term. This was emphasised by the follow-up interviews conducted with year 1 participants, which confirmed that at least two participants, while satisfied with the support they had received from FSS, had not moved into employment in the year since researchers last spoke to them. These two participants acknowledged that employment is a very difficult objective to achieve just now given their personal circumstances, and they were not surprised that they had not found work.



What worked well?

Younger people, women, and those from ethnic minority backgrounds are all doing well in terms of finding and sustaining work. This is interesting to note given that the same groups are under-represented on the service when compared to the overall unemployed population as previously noted.

At the time of the telephone survey, almost a third of year 2 participants reported they were in work.

What could be improved?

There are some groups for whom starting and sustaining work seems to be more difficult, such as those who are disabled, those with convictions and those who are care experienced.

There is also some evidence from the data where enough time has passed in pre-employment support and for outcomes that FSS participants with significant barriers to the labour market are less likely to be in work.

What are we doing?

FSS remains focused on providing support for unemployed people with disabilities and health conditions, as well as other barriers.

Scottish Government continues to monitor the quality of service delivered by providers to all participants through quality and compliance activity, which have now moved to service delivery reviews during the current pandemic. These allow us to understand the activity being carried out with participants and how they are progressing. These ensure that providers provide the level of service we expect to be produced and quickly identify areas requiring improvement.

During 2019 we performed an internal review of Supported Employment (SE) delivery across all the providers, as SE is an integral part of FSS delivery. The findings were shared with providers, with action plans agreed and put in place to target areas of delivery requiring improvement. We continue to monitor these as part of our contract management function.

An external review of Individual Placement and Support (IPS) delivery is currently underway with an external review of Supported Employment also in the pipeline. The findings from both these reviews will give a clear view of the level of service participants are receiving now and be used to enhance and improve the delivery of FSS to participants moving forward.

8. Conclusion

Overall the findings from this year's evaluation suggest that Fair Start Scotland has developed into a more mature service in terms of bedding in processes and improved relationships between providers, Jobcentres and partner organisations.

Many of the issues highlighted during the implementation process and year 1 evaluation appear to have been overcome. For instance previous FSS evaluation reports highlighted a number of areas for improvement, including but not limited to:

- the need to improve representation from women, younger workers, individuals from ethnic minority groups, people living in rural areas and early entry groups
- that work on building relationships and improving communication between providers and JCP as well as with other partners in local areas was required
- a desire to see increased flexibility around re-engagement for participants
- the importance of improving the rate of job starts for the most vulnerable groups

Significantly, in this year's report there were demonstrable improvements in relation to a number of these recommendations. For instance, there has been an improvement from last year with regards to the service reaching women, young people, lone parents, those with convictions, refugees and people who have care experience.

There was also evidence of improvement in the strength of local relationships, particularly between providers and JCPs as well as the introduction of increased flexibility for participants to pause their involvement with services and re-engage at a later date.

Nonetheless there are still specific areas which continue to present challenges, for example there continues to be underrepresentation of certain groups within the service, including; females, young people, individuals from ethnic minorities and those living in rural areas.

There were also a number of findings which highlighted that there continued to be scope for improvement in terms of relationships with local authorities, issues around ESF and interactions with other employability programmes within a landscape that is still often described as cluttered and complex.

More broadly there were a number of other important findings from this year's report, including that participants continue to be generally very positive about the support they have received. In particular participants seem to view non-traditional employability interventions as most useful (health related support), reemphasising

the need for a holistic, biopsychosocial¹³ approach to the delivery of employability services.

With regards to barriers to employment, we found that participants view these as being both individual and structural in nature. For example the most commonly cited barriers included health issues and challenging local labour markets, often described as lacking in opportunities.

This year's report also included a larger emphasis on outcomes for individuals in the form of job starts. Findings suggested that people with multiple barriers such as those with disabilities, older people, the care-experienced, those with convictions and refugees continue to be less likely to gain or sustain employment through to the 6 month milestone, while those from rural areas, younger participants and those from minority ethnic groups are more likely to sustain work to 6 months.

It is also important to recognise that the timing of this year's report coincided with the outbreak of COVID-19 and the associated restrictions and implications for the economy. Many challenges are apparent for FSS both with regards to delivery of services and also in relation to the evaluation process itself. Some changes were already starting to filter through in terms of day to day practice for providers including increased use of social marketing to generate referrals as well as switching to remote working.

With specific regards to Fair Start Scotland's stated aim of supporting 38,000 people by March of 2021 it has been acknowledged that due to ongoing economic and labour market uncertainty brought on by the coronavirus pandemic there will likely be a significant impact on FSS performance. As such it has been noted that it is unlikely that FSS will meet its original ambition to support 38,000 participants.

More generally, the pandemic is likely to cause long lasting changes to the labour market across the country. This is of particular note for FSS given that it is a service which was developed at a time of relatively high employment and as such may need to adapt significantly to meet the challenges presented by what may be a starkly different economic context.

8.1 Recommendations & Next Steps

Whilst recognising that measures have already been taken to address some concerns as noted throughout this report, we have highlighted four key recommendations for FSS below:

¹³ Biopsychosocial refers to a holistic approach to service delivery which incorporates consideration of an individual's wider socio-environmental situation in addition to their biological and psychological health. (See Engel, G. L. (1977) "The Need for a New Medical Model: a Challenge for Biomedicine" Science Vol. 196 (4286): 129 - 36).

- Continue to address underrepresentation of certain groups amongst the population of FSS participants
- In line with the NOLB approach, build upon relationships between providers and local stakeholders to declutter the employability landscape with a particular focus on fostering more effective and efficient relationships with local authorities
- Take steps to improve the effectiveness of support received by the those with multiple and complex barriers in order to ensure more equitable job start outcomes
- Consider how best FSS can adapt to meet the needs of a labour market which may be radically altered to that which existed at the time of FSS's development due to the COVID-19 pandemic

With regards to next steps for the evaluation, the next FSS evaluation report is due in Autumn of 2021 and will continue to include three more local area case studies as well as feedback from participants, providers and other key partners and stakeholders. It is also intended that an economic evaluation will be undertaken and published alongside the overall report.

More detailed reports on this year's evaluation are also published alongside this overview report. These can also be found on the Scottish Government website:

Fair Start Scotland Evaluation Report 3: Local area case studies - year 2
(November 2020)

Fair Start Scotland Evaluation Report 3: Participant phone survey - year 2
(November 2020)

Appendices

Appendix 1: Evaluation Methodology

Telephone survey

The Fair Start Scotland (FSS) Wave 2 telephone survey was carried out in May 2020 by IFF Research Ltd.

The sample was made up of two distinct groups:

- New sample of participants who joined the FSS service in 2019 (between January 2019 and December 2019). IFF were provided with a sample of 11,828 participants, from which 1,782 were drawn for the survey.
- Longitudinal sample who joined the FSS service in 2018 (between April and December 2018) and took part in the Wave 1 survey. All participants who took part in the survey and agreed to be contacted again for further research were included in the sample for Wave 2.

A total of 1,007 surveys were completed at Wave 2, made up of 607 from the new sample and 400 from the longitudinal sample, as shown in Table 1.1. An additional 10 respondents from the new sample took part in the survey but said that they had never received a service from FSS and were removed from the final data.

Table 1.1: Wave 2 sample drawn, and surveys completed by sample group

Sample group	Starting sample available	Sample drawn	Responses achieved
2019 cohort (new sample)	11,828	1,797	607
2018 cohort (longitudinal sample)	940	940	400

For the new sample, IFF were provided with data consisting of all starts on the FSS service during this period. From this, 1,782 pieces of sample were drawn. Sample was drawn in proportion with the distribution of participants by lot, with Lots 4,7,8 and 9 slightly oversampled to ensure a minimum base for subgroup analysis of this region. Table 1.2 below shows the number of records drawn and the number of surveys achieved from each lot.

Table 1.2: 2019 cohort (new) sample drawn, and surveys completed per Lot

Lot	All sample		Sample drawn		Unweighted responses		Weighted responses	
	N	%	N	%	N	%	N	%
Lot 1 Glasgow	2398	20.3%	300	16.7%	101	16.6%	123	20.2%
Lot 2 Lanarkshire	1804	15.3%	213	11.9%	71	11.7%	93	15.3%
Lot 3 Tayside	1161	9.8%	150	8.3%	48	7.9%	60	9.9%
Lot 4 Forth Valley	453	3.8%	150	8.3%	50	8.2%	23	3.8%
Lot 5 East	2568	21.7%	327	18.2%	112	18.5%	132	21.7%
Lot 6 South West	1648	13.9%	207	11.5%	71	11.7%	85	14.0%
Lot 7 North East	461	3.9%	150	8.3%	50	8.2%	24	3.9%
Lot 8 Highlands and Islands	527	4.5%	150	8.3%	50	8.2%	27	4.4%
Lot 9 West	808	6.8%	150	8.3%	54	8.9%	41	6.7%
Total	11,828	100%	1,797	100%	607	100%	608	100%

Participants were sent an advance letter two weeks prior to fieldwork to notify them of the research and offer them the opportunity to decline to take part. Telephone fieldwork was conducted between 27th April and 29th May, and 1,007 completed interviews were achieved. A full breakdown of sample outcomes is shown in Tables 1.3 and 1.4.

Table 1.3: 2019 cohort (new) sample outcomes

	Number	Proportion of starting sample (%)
Total sample	1,797	100%
Opt outs	18	1%
Unusable (for example, wrong number)	124	7%
Contact attempted, no final outcome after minimum number of attempts	935	52%
Refusal	99	6%
Respondent stopped or screened out during survey	14	1%
Total surveys completed	607	34%

Table 1.4: 2018 cohort (longitudinal) sample outcomes

	Number	Proportion of starting sample (%)
Total sample	940	100%
Opt outs	11	1%
Unusable (for example, number not in use)	21	2%
Contact attempted, no final outcome after minimum number of attempts	475	51%
Refusal	24	3%
Respondent stopped or screened out during survey	9	1%
Total surveys completed	400	43%

The survey included fewer questions for the 2018 longitudinal sample than the 2019 new sample. The average survey length for the 2018 respondents was 13 minutes 36 seconds, and for the 2019 respondents it was 21 minutes 21 seconds.

The data was checked, tabulated and verbatim responses were fully coded for analysis purposes. A rim weight based on age, gender and lot was applied to the 2019 data to bring the oversampled Lots 4,7,8 and 9 back in line with population proportions of 2019 FSS starters, and to correct for any non-response bias. A rim weight based on age, gender, lot and employment status was also applied to the 2018 data to correct for any non-response bias and bring the proportions in line

with the Wave 1 weighted data, which reflected population proportions of 2018 FSS starters.

More detail on the breakdown of respondent profile by Lot, after weighting, is set out in the original report. See: *Fair Start Scotland Evaluation Report 3: Participant phone survey (year 2)*.

Local Area Case Studies

The local area case study research focuses on developing case studies in 9 localities across Scotland over the three years, one in each contract Lot area, undertaken by Rocket Science UK Ltd and Blake Stevenson. The research involves carrying out the following tasks in each of the case study areas:

- Conducting desk-based area analysis of the socio-economic and employment trends in each of the localities to understand the local labour market context that FSS is operating in
- Analysing the management and performance data from FSS in each of the localities to understand the profile and numbers of participants and outcomes achieved in the area
- Conducting interviews with participants in each locality to understand their experience of and views on FSS
- This year this was complemented by with follow up interviews with 9 of those interviewed in the locality case studies last year – this included 3 from each of Alloa, Irvine and Wick. The purpose of these interviews was to explore the longer-term impact of the experience of FSS on participants.
- Conducting interviews with employers in one locality to understand their experience of and views on FSS. Because of the impact of COVID-19 arranging employer interviews this year proved difficult as employers had appropriate staff on furlough or it was difficult to get hold of very busy staff on in HR roles, so the number of employer interviews was limited.
- Conducting interviews with service staff including managers and frontline staff delivering FSS locally to understand their experience of and views on the service
- Conducting interviews with staff in partners of FSS providers in the locality to understand their experience of and views on FSS
- Conducting interviews with relevant other stakeholders in the area to understand their experience of and views on FSS.

FSS participants were contacted through a database of all service participants supplied by Scottish Government. All participants living in Drumchapel, Dundee, and Peterhead and Fraserburgh who had taken part in the service for at least 6 months were emailed, and an introductory letter to participants across all three areas was issued. This was followed up with a telephone call to arrange an interview, making a maximum of three attempts to contact each participant.

In total, 30 interviews with participants were conducted, along with 18 key workers who – between them – worked with 28 of these participants. In addition, 9 of those participants who were first interviewed last year – 3 from each of the three areas (Alloa, Irvine and Wick) – were re-interviewed.

Appendix 2: Fair Start Scotland Service Providers and Contract Areas

On 4 October 2017 the Minister for Business, Fair Work and Skills, Jamie Hepburn MSP, announced the award of Contracts up to £96 million to deliver Fair Start Scotland, to be delivered by a mixed economy of public, private and third sector suppliers in nine Contract Areas (Lots) across Scotland, as set out in Table 2.1 below.

Table 2.1: FSS Service Providers and supply chain by contract area and local authority area (current at time of research fieldwork - Spring 2020)

Contract area	Local authority	Successful Bidder	Delivery Partners/Sub Contracted	Estimated Value (up to £ million)
1 - Glasgow	Glasgow	People Plus Group Ltd (Private)	<ul style="list-style-type: none"> The Lennox Partnership (Third Sector) 	19.1
2 - Lanarkshire	N Lanarkshire S Lanarkshire	Remploy Limited (Supported Business)	<ul style="list-style-type: none"> ENABLE Scotland (Third Sector) Routes to Work South (Third Sector) 	12.6
3 - Tayside	Angus Dundee City Perth and Kinross	Remploy Limited (Supported Business)	<i>No delivery partners</i>	7.3
4 - Forth Valley	Falkirk Stirling Clackmannanshire	Falkirk Council (Public Sector)	<ul style="list-style-type: none"> Falkirk Council (Public Sector) Clackmannanshire Council (Public Sector) Stirling Council (Public Sector) NHS Forth Valley (Public Sector) 	5.0
5 - East	City of Edinburgh East Lothian Midlothian Scottish Borders West Lothian Fife	Start Scotland Limited (Private and Third Sector Partnership)	<ul style="list-style-type: none"> Start Scotland/Fedcap (Third Sector) Triage (Private) 	21.3

6 - Southwest	North Ayrshire South Ayrshire East Ayrshire Dumfries and Galloway	Start Scotland Limited (Private and Third Sector Partnership)	<ul style="list-style-type: none"> • The Lennox Partnership (Third Sector) • Start Scotland/Fedcap (Third Sector) 	10.1
7 - Northeast	Aberdeen City Aberdeenshire	Start Scotland Limited (Private and Third Sector Partnership)	<ul style="list-style-type: none"> • ENABLE Scotland (Third Sector) • Aberdeen Foyer (Third Sector) • Enterprise Mentoring Ltd (Private) • Start Scotland/Fedcap (Third Sector) 	5.6
8 - Highlands and Islands	Argyll and Bute Eilean Siar Highland Moray Orkney Islands Shetland Islands	People Plus Ltd (Private)	<ul style="list-style-type: none"> • Argyll and Bute Council (Public Sector) • Lochaber Hope (Third Sector) • Third Sector Hebrides (Third Sector) • 2020 Clearview Ltd (Private) 	6.2
9 - West	E Renfrewshire Renfrewshire E Dunbartonshire W Dunbartonshire Inverclyde	The Wise Group (Third Sector)	<ul style="list-style-type: none"> • The Lennox Partnership (Third Sector) • ENABLE Scotland (Third Sector) • Enterprise Mentoring (Private) • The Wise Group (Third Sector) 	8.8

Appendix 3: FSS Evaluation Plan

The Scottish Government is committed to providing a robust, independent evaluation of the delivery process and outcomes of Fair Start Scotland services. All findings will contribute to our understanding of what works in employment support for individuals and to the continuous improvement of policy and service delivery. Scottish Government will also use these findings to help ensure accountability and value for money from the procurement and management of future services from 2021 onwards.

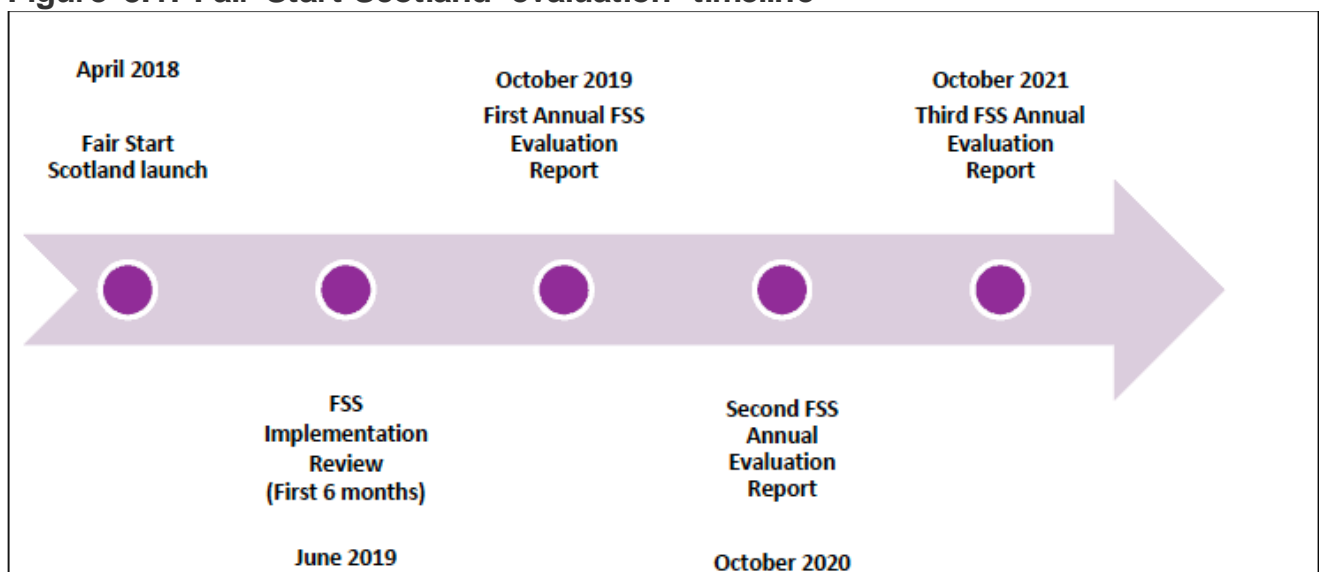
The evaluation will be undertaken by independent research contractors, following a mixed methods approach delivered over three phases (Table 3.1):

Table 3.1: FSS Evaluation Phases

Phase	Focus	Time period
Phase 1	Implementation and early delivery review	First 6 months of service delivery April – Sept 2018
Phase 2	Ongoing service delivery and participant outcomes	Annual reports covering each full year of service delivery to March 2021
Phase 3	Long term outcomes and impact measures	Final report on impacts up to 18 months after initial delivery ends (Sept 2022).

The Scottish Government will publish a series of reports on the evaluation findings, following the timeline in Figure 3.1 below.

Figure 3.1: Fair Start Scotland evaluation timeline



Appendix 4: Further information on data

Levels and proportions are all based those aged 16-64 who fall within the definition of unemployment. These will therefore differ from headline estimates which are based on those aged 16+.

Gender is self-reported by respondents participating in the Annual Population Survey. No documentation is asked for by the interviewer or provided by the respondent. Hence, analysis is based on 'gender' rather than 'sex'.

Disability is based on the 2010 Equality Act definition. This harmonised definition is based on self-reported health conditions which have lasted 12 months or more which limit ability to carry out day-to day activities a little or a lot. The 2010 Equality Act superseded the Disability Discrimination Act (DDA) 1995.

'Minority ethnic' includes all categories outside of the white population. 'White' includes 'White-Polish' and 'White Gypsy' who also suffer disadvantage.

Urban and Rural refers to the Scottish Government 2016 Urban Rural 2-fold classification.

SIMD 2020 used for 15% most deprived areas analysis.

Appendix 5: Social Security Experience Panel further information and tables

The Scottish Government is becoming responsible for some of the benefits currently delivered by the Department for Work and Pensions (DWP).

As part of work to prepare for this change, Scottish Government set up the Social Security Experience Panels with people who have experience of one or more of the relevant benefits. More than 2,400 people registered as panel members when it was launched in 2017.

[More information on who's in the panel.](#)

The survey was sent to 1950 panel members in July 2020, and received 109 responses (response rate of 6%).

Demographics of social security panel survey respondents:

Table 5.1: Gender

	Number	Percentage
Female/woman/girl	58	53.2
Male/man/boy	28	25.7
Not known	20	18.3
Other	2	1.8
Missing	1	0.9

Table 5.2: Long term health condition

	Number	Percentage
Long term health condition	80	73.4

Table 5.3: Age

	Number	Percentage
25-44	16	14.7
45-59	44	40.4
60-79	31	28.4
Age unavailable	18	16.5

Table 5.4: Ethnicity

	Number	Percentage
Asian, Asian Scottish or Asian British	1	0.9
White	79	72.5
Ethnicity unavailable	29	26.6

Table 5.5: Urban/rural status

	Number	Percentage
Rural	7	6.4
Urban	83	76.1
Unavailable	19	17.4



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