



# Evaluation of PACE Intervention for Vion Hall's Final Report

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Commissioned by Skills Development Scotland  
on behalf of the PACE Partnership

By University of Glasgow Training & Employment Research Unit

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# CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>3</b>
<b>1. INTRODUCTION</b>	<b>6</b>
<b>2. OVERVIEW OF VION PACE REDUNDANCY SUPPORT SERVICES</b>	<b>8</b>
<b>3. ENGAGEMENT WITH REDUNDANT WORKERS</b>	<b>15</b>
<b>4. EFFECTIVENESS OF PACE FOR REDUNDANT WORKERS</b>	<b>23</b>
<b>5. ASSESSMENT OF MANAGEMENT INFORMATION</b>	<b>35</b>
<b>6. CONCLUSIONS AND RECOMMENDATIONS</b>	<b>40</b>
<b>APPENDIX 1: REVIEW OF GOOD PRACTICE</b>	<b>43</b>
<b>APPENDIX 2: CASE STUDIES</b>	<b>48</b>

# EXECUTIVE SUMMARY

## Introduction

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1. Partnership Action for Continuing Employment (PACE) is the Scottish Government's national strategic framework for ensuring a timely, efficient, co-ordinated and consistent approach is taken in response to redundancy situations. PACE has been in place since 2000, with Skills Development Scotland now co-ordinating PACE nationally and locally. PACE is a partnership approach, with each local PACE Partnership including representatives from:
  - Skills Development Scotland (SDS).
  - Department for Work and Pensions (DWP).
  - Local Authority.
  - Other agencies and organisations as appropriate (e.g. colleges and universities, trade unions, Citizens Advice Bureau, HMRC, etc.).
2. On 5 July 2012, it was announced that the Vion Food Group Limited UK was considering closing its Hall's of Broxburn meat processing plant, with the loss of 1,700 jobs. Following the initial announcement, the West Lothian PACE Partnership (whose partners include SDS, DWP, West Lothian Council, West Lothian College and CAB West Lothian) came together to provide a range of services to help the redundant Vion workers to find alternative employment and access the benefits/services they need while looking for work. A phased closure, to commence in October 2012 and to be completed by February 2013 was confirmed by Vion on 5 October.
3. This report contains the findings of a formative evaluation undertaken in March 2013 of the Vion PACE intervention. The evaluation was commissioned by Skills Development Scotland, on behalf of Skills Development Scotland and the Scottish Government to feed into the National PACE Partnership's programme of continuous improvement.

## Evaluation Aims

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4. The Evaluation Brief called for an independent evaluation of the effectiveness of service delivery. The evaluation has sought to answer a number of specific questions set out in the Brief, namely:
  - *“What services were delivered? Were these bespoke for Hall's clients or part of a standard offer?”*
  - *What has been the take-up so far of the different services offered?*
  - *What have been the main barriers to delivering standard and bespoke services to Hall's clients?*
  - *What types of solutions have been developed for overcoming these barriers - what worked and what didn't?*
  - *What have been the key strengths and weaknesses of overall response?*
  - *What are the lessons learned that can be taken forward to improve future PACE interventions of this type?”*

## Overview of Vion PACE Redundancy Support Services

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5. The West Lothian PACE Partnership started to deliver PACE presentations to Vion staff on 24 August. They subsequently set up 2 dedicated Resource Centres (within the Vion plant and in the local community) to deliver support services to redundant workers. The services delivered included Jobs Fairs and a Redundancy Support Event, careers guidance interviews, career planning workshops, benefits advice, help with CVs and job applications, advice on business start-up, money advice, housing advice, information on training courses, help with literacy, numeracy and IT skills and help with English language skills.

6. Whilst the services involved were standard PACE offers, the way in which they were delivered was unusual in a number of ways.
  - In addition to a Resource Centre being established onsite (referred to as the Vion Resource Centre), a second Resource Centre in the local community (referred to as the Strathbrock Resource Centre) was established. Redundant workers could access a range of services from PACE Partners from both Centres.
  - Staff with Polish language skills and translators were made available for the large Polish workforce.
  - Benefit claims were directed to a single Jobcentre branch in Livingston.
7. Significant resources (including 1,311 staff days) have been deployed by PACE Partners to deliver this effort.
  - The value of these contributions has been estimated by PACE Partners to be £244,391. However, this is likely to be an underestimate as it has not been possible to quantify all resources deployed (for example, the use of Strathbrock Partnership Centre facilities to host the Strathbrock Resource Centre).
  - Partners have deployed existing staff resource – both from within West Lothian and from outwith the area – to meet demand. The scale of effort has been huge and has put pressure on resources Partners have available to deploy to their other services.
9. The monitoring data indicates that the most commonly used services were benefits advice, help with English as a second language and employability services (including help with CVs and job applications).
10. Just under two-thirds of PACE service users are male and approximately three-quarters are prime age (25-54) workers. This profile reflects the overall composition of the workforce by gender and age groups.

### Effectiveness of PACE for Redundant Workers

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### Engagement with Redundant Workers

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8. Due to the way in which Vion PACE data has been collected it is not possible to estimate the total number of individuals assisted. However, it is known that 852 attended a PACE presentation – approximately half of the Vion Hall's workforce. Footfall at the Vion Resource Centre was 775 and 1,825 at the Strathbrock Resource Centre – but there will be significant double-counting of individuals within these numbers as many individuals will have used PACE services on multiple occasions.
11. Vion workers found out about the PACE services on offer from a range of sources including PACE presentations, line managers and friends/family. The high proportion that had found out from friends/family may suggest that the formal mechanisms for raising awareness were not as successful as anticipated.
12. The key areas that individuals wanted support with were claiming benefits and jobsearch. The high demand for these services reflected, in part, the fact that many Vion employees had never been unemployed (or had not been so for a long time). Linked to this, many needed assistance with IT skills as jobsearch had 'gone online' since they were last looking for work and they had little or no experience of using computers.
13. Service users considered the 'best things' about the support on offer from PACE to be the:
  - Range of services on offer.
  - Range of services accessible from a single site.
  - Availability of Polish-speaking staff.
  - Quality of the information provided.
14. Service users also identified those areas where improvements were needed to PACE support. These included the premises (with little opportunity for privacy), ensuring more staff were available at peak times and more support available for individuals while they were still in employment.

15. The evaluation was formative and it was too early to assess the impact of PACE on helping individuals back into work. However, most service users felt that PACE had helped increase their chances of finding work.
16. Staff saw the key strengths of the Vion PACE approach as being the strong partnership working, having a wide range of services on offer and having Polish speaking staff available. These are broadly the same strengths identified by service users.
17. Staff felt that the key lessons for future PACE interventions from their experience were:
  - Gaining access to workers as early as possible – and preferably significantly in advance of them being laid off.
  - The importance of developing good partnership processes and relationships.
  - Having flexibility to respond to the specific circumstances of the redundancy situation.
18. The employer (Vion Food Group UK), the principal trade union (Usdaw) and the non-union employee representative all valued the fact that PACE supports were available for their employees/ members.

### Assessment of Management Information

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19. A range of management information is collected by PACE Partners. However, there are serious gaps in terms of the availability of input and output data and the system for collecting data on activities is fragmented and partial.
20. As such, improvements are needed if the management information is to be an effective tool in driving improvements in PACE performance.

### Recommendations

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21. Critical to the success of the West Lothian PACE Partnership in responding to the closure of the Vion (Hall's of Broxburn) plant has been the ability of partners to be **responsive** to the needs of the workforce and to **customise** their approach in line with these. In this case, this has meant delivering services both within the plant and within the local community, having Polish speaking staff and redeploying staff from other roles (and in some cases, other geographic areas). Such responsiveness is likely to come under increasing pressure due to public sector spending cuts. The National PACE Partners sign a 'protocol' and therefore there would be value in including in the next version of the protocol a commitment by PACE Partners that resources will be available to respond to specific circumstances of redundancy – in terms of both quantity and type required.
22. To be able to say on an ongoing basis how many individuals are being assisted and outputs achieved, improvements are needed to the collection and use of **management information**. These include:
  - Frontline staff from all key partner organisations need to be fully briefed on importance of gathering key monitoring data.
  - Putting in place a system that can be used by local PACE Partnerships to collect activity data. This must be simple and easy to use, and link to the process of delivering services rather than being an additional bureaucratic burden. If designed well, then as well as ensuring that more consistent data is collected, this would free up frontline workers to focus on delivering services to clients.
  - Wherever possible, making the system simpler – especially in cases where there is more than one system for recording the same information.
  - Exploring whether or not it is possible to establish a client tracking to capture outputs (i.e. whether individuals get back into work or not). There are a number of options here (including undertaking a survey of redundant workers and using HMRC data) but each has its drawbacks.

# 1. INTRODUCTION

## Background

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Partnership Action for Continuing Employment (PACE) is the Scottish Government's national strategic framework for ensuring a timely, efficient, co-ordinated and consistent approach is taken in response to redundancy situations. PACE has been in place since 2000, with Skills Development Scotland now co-ordinating PACE nationally and locally. PACE is a partnership approach, with each local PACE partnership including representatives from:

- Skills Development Scotland (SDS).
- Department for Work and Pensions (DWP).
- Local Authority.
- Other agencies and organisations as appropriate (e.g. colleges and universities, trade unions, Citizens Advice Bureau, HMRC, etc.).

Whilst the response is tailored to the needs of individuals facing redundancy, standard PACE interventions include:

- Provision of information packs (PACE Guide).
- Seminars on subjects of potential interest (e.g. writing a CV, starting a business).
- Access to Jobcentre Plus services.
- One-to-one counselling.
- Access to IT.
- Access to training.

In addition, there is a PACE telephone helpline and website.

On 5 July 2012, it was announced that the Vion Food Group Limited UK was considering closing its Hall's of Broxburn meat processing plant, with the loss of 1,700 jobs. Following the initial announcement,

the West Lothian PACE Partnership (whose partners include SDS, DWP, West Lothian Council, West Lothian College and CAB West Lothian) came together to provide a range of services to help the redundant Vion workers to find alternative employment and access the benefits/ services they need while looking for work. A phased closure, to commence in October 2012 and to be completed by February 2013, was confirmed by Vion on 5 October.

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## Evaluation Aims

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The Evaluation Brief called for an independent evaluation of the effectiveness of service delivery. The evaluation has sought to answer a number of specific questions set out in the Brief, namely:

- *“What services were delivered? Were these bespoke for Hall's clients or part of a standard offer?”*
- *What has been the take-up so far of the different services offered?*
- *What have been the main barriers to delivering standard and bespoke services to Hall's clients?*
- *What types of solutions have been developed for overcoming these barriers – what worked and what didn't?*
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- *What are the lessons learned that can be taken forward to improve future PACE interventions of this type?”*

## Research Methods

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A range of research methods have been used in undertaking this evaluation.

- A desk-based review of PACE documentation and monitoring data has been undertaken.
- The individuals responsible for PACE within Scottish Government (as PACE is a Scottish Government policy) and Skills Development Scotland (the organisation with operational lead for PACE) have been interviewed.
- Interviews with key staff from SDS, DWP and West Lothian Council involved in managing and delivering the Vion PACE response have been undertaken, as have focus groups/ interviews with SDS, West Lothian Council and DWP frontline staff.
- Representatives from Vion Food Group Limited UK, the trade union Usdaw and Scottish Funding Council were also interviewed.
- The results of a postal survey distributed to Vion employees following the closure of the plant have been analysed.
- Focus groups and in-depth case study interviews with redundant workers have been undertaken to gather the views of users on the PACE services on offer and the impact these have had on their chances of gaining employment.
- A review of good practice in responding to large scale redundancies has been undertaken. This is presented in Appendix 1, with key lessons presented in 'good practice' boxes throughout the report.

## Chapter Structure

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The evaluation report is structured as follows:

- Chapter 2 provides an **overview of the Vion PACE redundancy support services**. It explores both what services have been delivered and the delivery mechanisms that have been used. It also considers the resources deployed by PACE partners.
- Chapter 3 analyses PACE **engagement with redundant workers**, looking at the number and profile of service users and the services they have utilised.
- Chapter 4 assesses the **effectiveness of PACE for redundant workers**. This draws on the views of PACE service users interviewed by the evaluation team or attending a focus group about the services on offer and the impact these have had on their chances of finding work. It also presents the views of staff on the strengths and weaknesses of the approach taken.
- Chapter 5 presents an **assessment of the management information** gathered and utilised by the Vion PACE Partnership and makes recommendations on how management information could be improved in future PACE interventions.
- Chapter 6 sets out the **conclusions and recommendations** from the evaluation.

## 2. OVERVIEW OF VION PACE REDUNDANCY SUPPORT SERVICES

### Context for Intervention

Vion Food Group Limited UK announced a 90-day consultation on the future of its Hall's of Broxburn plant on 5 July 2012. The Hall's of Broxburn Taskforce was established to try to ensure continuity of business and employment at the site. The Taskforce was chaired by the Cabinet Secretary for Finance, Employment and Sustainable Growth with members including Vion UK representatives, Usdaw, West Lothian Council, the local MP and MSP, Scottish Enterprise, Skills Development Scotland, Jobcentre Plus, Scottish Development International and Quality Meat Scotland. The Cabinet Secretary for Rural Affairs and the Environment was also initially involved in the Taskforce, in recognition of the potential knock-on impact of the closure on the agricultural sector. The West Lothian PACE Partnership started to deliver services to staff on 24 August 2012.

On 5 October, Vion announced the phased closure of the Hall's of Broxburn plant citing "*unsustainable losses*" as a result of the layout of the plant, changing economic conditions, increasing costs and overcapacity in the meat products market. Production began to be scaled down in October, with the first workers leaving in early November, with the closure due to be completed by February 2013. In total, 1,700 staff were employed prior to closure – although not all were employed directly by Vion with a significant number agency (Staffline) staff.

In December 2012, the Taskforce launched the West Lothian Recovery Plan. Key features of this included:

- Continuation of PACE activities to help workers secure alternative employment.
- Translation services to ensure that non-English speaking workers are able to access PACE services.

- Skills matching service to link staff to companies that are recruiting, to be managed jointly by West Lothian Council, Skills Development Scotland and Scottish Enterprise. By the end of October, over 50 companies were reported as having expressed an interest in hiring Vion staff.
- Considering how transport and training requirements could be met to enable staff to be matched to vacancies.
- Attracting inward investment into the area (led by Scottish Development International).
- Using Business Gateway to support business start-up and growth.
- Addressing any knock-on impacts on the supply chain and local businesses.
- Reviewing options in terms of improving infrastructure in West Lothian to make it more competitive, especially in the geographic area around the Hall's of Broxburn plant.
- Developing a strategy for the Scottish pig industry.

Whilst many of the actions outlined in the Recovery Plan will be funded through existing budgets, a Scottish Government press release highlighted that additional funding of £12 million had been secured, to be spread over the next 5 years. Within the total funding package of £29 million, £5.5 million is targeted at the redundant workforce including:

- Contributions by PACE Partners of £610,000 (including £150,000 announced by the Scottish Funding Council to respond to increased demand for college places).
- £20,000 from SDS to West Lothian Council for translation support.
- £4.7 million to meet training and other needs of individuals to help them find work. This includes £3.2 million for the next 3 years and a further £1.5 million for the following 2 years if an ongoing need is identified.



- Up to £250,000 to support community regeneration organisations to support the most vulnerable. (Figures taken from West Lothian Recovery Plan).

The Taskforce established a PACE Monitoring Group to oversee the delivery of PACE support. This was chaired by the PACE Policy Manager within Scottish Government. As far as Scottish Government is aware this is the first time this approach has been used – normally the local PACE Partnership works directly with the employer and trade unions and this is sufficient to ensure that services meet needs.

## PACE Intervention at Hall's of Broxburn

### Services on Offer

As outlined above, the PACE team was on-site at the Vion Hall's of Broxburn plant from 24 August 2012 onwards. The initial task was to deliver presentations to Vion staff about the support PACE can offer. Resource centres were set up within the Vion plant and at Strathbrock Partnership Centre in Broxburn. A range of support services have been delivered including:

- PACE presentations and information on support available.
- 2 Jobs Fairs (held in November 2012 and April 2013) and a Redundancy Support Event held in January 2013).
- Career guidance interviews.
- Career planning workshops.
- Information about training and funding.
- Benefits and money advice.
- Help with CVs, job applications, interview preparation.
- Advice on business start-up.
- Help with literacy and numeracy.
- Help to cope with redundancy related stress.
- Help with understanding tax responsibilities.
- Housing advice.
- Help with English language skills.

In terms of the volume of different services that would be required, the PACE Partners asked PACE presentation attendees to 'tick' the services they felt they would require from a list.

All of these are **standard** PACE offers, although not all are necessary in all cases. Where the Vion PACE approach has been different is how these services have been delivered.

### Delivery Mechanisms

Normally, PACE services – beyond the initial PACE presentations – are delivered by PACE Partners either:

- From their own offices (e.g. DWP elements of support are delivered from Jobcentres, SDS element from SDS offices, etc.); or
- From the employer's site.

Based on their initial discussions with Vion, the issues raised in the Taskforce meetings and partners' local knowledge, the West Lothian PACE Partnership felt that the Vion closure required a different approach to many other PACE interventions as a result of:

- The large scale of the redundancy – with 1,700 individuals being made redundant.
- The highly geographically concentrated workforce – with Vion indicating to the PACE team that the majority lived within the immediate vicinity. An added issue here was that the local DWP office (Broxburn) is small making it difficult to handle the large volume of individuals likely to come through the door.
- Similarly, Vion indicated to them that approximately 60% of the workforce were Polish or Romanian nationals. This raises two issues.
  - It was suggested that few were likely to have had experience of the UK benefits system or employability services and therefore it was anticipated that they would need additional guidance to be able to navigate the system.

- It was felt that many had little or no English language skills (with Vion having provided all signage in English, Polish and Romanian and Vion staff tending to work in teams with individuals from their home country). As well as making it more difficult for them to find alternative employment it was felt that this would put additional pressures on SDS, DWP and WLC staff delivering PACE services.
- Many of the workforce had worked for Hall's and subsequently Vion for long periods of time (including some who had worked there since leaving school). Of the 1,102 Vion staff (i.e. excluding agency staff), 261 (24%) had been employed for 11 or more years at Hall's. Of these 70 (6% of workforce) had been employed for 25 or more years. Again, a lack of knowledge of how to navigate the service on offer was anticipated meaning a different approach was needed.
- Given the nature of the work at Vion and the long time since most workers were last in the labour market, it was anticipated that many of the workers would lack IT skills. As well as making jobsearch more difficult, this was a potential issue in terms of applying for benefits with the claims being made online.

These issues were addressed by PACE Partners by:

- Delivering PACE services from dedicated 'Resource Centres'. There are two advantages to this approach:
  - Individuals are able to access a wide range of services from a single site.
  - Sites were chosen for their convenience for Vion workers - with one within the Vion Hall's plant (known as the Vion Resource Centre) and one located within a community centre in Broxburn (known as Strathbrock Resource Centre).
- Having translation services plus SDS/DWP/WLC staff available that could speak Polish.
- Benefits claims were processed using hard copy application forms (rather than the usual online claims process).

- Livingston Jobcentre was used as a hub for all benefits claims. The Livingston Jobcentre is physically much larger than the Broxburn Jobcentre and had a basement that could be brought into use to increase available space further. In addition, having all claimants apply via one office allowed DWP to have Polish speakers or translation services available. DWP started to transfer claims back to the 'owning office' (i.e. the Jobcentre office closest to their home) for ongoing management in December 2012 and this process was completed on 22 March 2013. Each case was assessed on its individual merits before transferring.
- In addition to handling all claims through one Jobcentre office, DWP also arranged for all claims to be dealt with by one Claims Centre.

The PACE approach appears to have adopted many of the services - and means of delivering these - that are outlined in the good practice literature. More details on the strengths of those services that have been adopted are given in the box below. Further details of the case studies are also given in Appendix 1.

#### **Good Practice: Services and Delivery**

With regards to the type of support that should be delivered to people facing or having experienced redundancy, a range of services are suggested within the literature.

- One-to-one support can be an effective approach in addressing client needs. It can help individuals to make sense of their options following redundancy and to move forward more swiftly than might otherwise have been the case (Old Bell 3, Dateb and IFF Research, 2011). This guidance is most effective where it is tailored to individuals' needs. For example:
  - It may need to be improved/increased for vulnerable groups to reflect difficulty in labour market reintegration.
  - Career guidance works best when based on local and occupational information and in collaboration with other networks - e.g. other service suppliers (Why Research, 2011).

- Group support, which is less resource intensive than one-to-one support, can enable affected workers to share experiences and information.
- Resource centres are a useful mechanism for providing access to a range of services and facilities for jobsearch and access to IT. These centres are often on the employer's premises for accessibility – but in some cases off-site centres can be more appropriate.
- 'Jobs fair'-type events can be useful in linking staff to job opportunities that may not normally be available through agencies such as DWP. For example, in the restructuring of BenQ Mobile in Germany (Cedefop, 2010), the transfer company invited all metal and electronics companies in Bavaria to a series of job fairs. Many companies attended, some of which did not have operational bases in Germany. This contributed to over 90% of the displaced workers finding jobs.

### Cost/Resources Deployed

The West Lothian Recovery Plan outlined that PACE Partners had committed to provide £610,000 of support and SDS had committed £20,000 to translation support. The National PACE Partnership, led by Scottish Government, is committed to continuous improvement, and as part of this process, it was agreed in late 2012 that details of the resources deployed to Vion PACE interventions by key West Lothian PACE Partners should be collected. The data requested is as follows:

- Estimated staff time (days).
- Estimated staff costs (£).
- Other costs associated with:
  - Premises – through temporary rental/use of additional premises to deliver PACE services.
  - Resources – including printing, translation, promotional materials, advertising and equipment.
  - Other (non-staff) costs associated with direct delivery of training, skills development and education.
- Any other costs incurred.

Figure 1 below shows the data provided by the West Lothian PACE Partners. Most partners have provided data to end of February or March 2013, although data from DWP only covers the period to end November 2012.

- In total, West Lothian PACE Partners have spent £244,391 on supporting Vion workers.
- The vast majority of this spend has been on staff costs – accounting for £182,915 of total spend.
- West Lothian Council, SDS and DWP have all contributed a significant number of staff days to PACE efforts. West Lothian Council accounts for the largest number of days – although this does include translation (190 days), which was funded by SDS.

**Figure 1: Cost of West Lothian PACE Partnership Response to Vion Closure**

	DWP	MAS	SDS	West Lothian College	West Lothian Council	Total
Estimated staff time (FTE)						
Managerial staff	99	12	208	8	42	369
Delivery staff	207	0	190	17	528	942
Total	306	12	398	25	570	1,311
Estimated staff costs (£)						
Managerial staff	23,580	1,040	56,438	1,693	10,920	93,671
Delivery staff	10,358	0	32,291	1,037	45,558	89,244
Total staff costs	33,938	1,040	88,729	2,730	56,478	182,915
Non-staff costs						
Premises	0	0	0	0	0	0
Resources/materials/marketing	0	50	6,196	0	31,230	37,476
Learning support	0	0	0	0	0	0
Other costs	0	0	24,000	0	0	24,000
Total non-staff costs	0	50	30,196	0	31,230	61,476
<b>TOTAL COSTS</b>	<b>33,938</b>	<b>1,090</b>	<b>118,925</b>	<b>2,730</b>	<b>87,708</b>	<b>244,391</b>

Source: Data supplied by West Lothian PACE Partners to Scottish Government

Notes:

1. Data related to different time period:
  - DWP to 30 November 2012.
  - MAS to 31 March 2013.
  - SDS to 28 February 2013.
  - West Lothian College to 28 February 2013.
  - West Lothian Council to 31 March 2013.
2. SDS 'other costs' (£24,000) is money committed by SDS to West Lothian Council to support the delivery of employability skills provision related to Vion. The delivery staff days (190 days) associated with this are included under West Lothian Council.

In addition, PACE Partners were asked as part of the evaluation to describe the resources they had made available to support Vion workers. These are summarised in Figure 2 opposite. This illustrates clearly that:

- All partners had contributed significant resources to delivering PACE services to the Vion workers.
- In the case of SDS and DWP, these organisations had drawn in staff from outwith the West Lothian area. As well as increasing the number of staff available (and reducing the burden on local services), this has also allowed them to bring in specialist skills. For example, in the case of SDS, two staff were brought in from other areas (Falkirk and Glasgow) with Polish language skills and one was brought in from Airdrie who was highly experienced in PACE interventions (including having previously been co-chair of his local PACE Partnership).
- Partners also brought non-staff resources. In particular, SDS funded the production of marketing materials (including Polish language versions) and there were costs involved in providing IT equipment for the Resource Centres at Vion plant and the Strathbrock Partnership Centre.
- Whilst West Lothian Council owns the Strathbrock Partnership Centre which hosted the Resource Centre, it should be stressed that this also involved the community giving up a space that it normally uses for other services.

**Figure 2: Resources Deployed by Vion PACE Partners**

	Staff Resources	Other Resources
Skills Development Scotland	<ul style="list-style-type: none"> <li>• West Lothian PACE Chair (SDS Area Manager) dedicated significant time to managing PACE response</li> <li>• SDS National PACE Manager also involved in initial response</li> <li>• SDS Head of Industries participated in Taskforce</li> <li>• Member of SDS staff tasked with managing SDS input on FT basis</li> <li>• SDS staff from West Lothian offices and further afield delivered services on daily basis - equivalent to 2 members of staff per week</li> <li>• Included in this were 2 staff with Polish language skills (normally based in Falkirk and Edinburgh offices)</li> </ul>	<ul style="list-style-type: none"> <li>• Funded PACE Guide and other marketing materials (including paying for translation of materials into Polish)</li> <li>• Provided funding to West Lothian Council for recruitment of 2 temporary Polish speaking staff</li> </ul>
DWP	<ul style="list-style-type: none"> <li>• Contribution of senior manager at strategic level</li> <li>• Local Jobcentre manager was redeployed to manage DWP input full-time</li> <li>• Constant staff presence (1 FTE) at both Vion and Strathbrock</li> <li>• Where necessary, pulled in additional staff from other offices to manage volume of claimants</li> </ul>	<ul style="list-style-type: none"> <li>• Use of online/telephone translation services</li> <li>• Brought into service unused space within existing premises</li> <li>• Additional IT was needed to handle claims</li> </ul>

<p>West Lothian Council</p>	<ul style="list-style-type: none"> <li>• Contribution of senior manager at strategic level</li> <li>• Polish-speaking member of Business Gateway staff (who had previous experience of working in employability) managed Strathbrock and WLC input on a full-time basis.</li> <li>• Contribution from range of WLC services including Access to Employment (3 days per week), Housing (1 day per week), Business Gateway (2 days per week), Adult Basic Education (1 day per week), Advice Shop (2.5 days per week) and Community Learning and Development (1 day per week).</li> <li>• Two full-time receptionists (Polish speaking) recruited using SDS funds.</li> </ul>	<ul style="list-style-type: none"> <li>• Use of Strathbrock Partnership Centre</li> <li>• Provision of computers within Strathbrock</li> </ul>
<p>West Lothian College</p>	<ul style="list-style-type: none"> <li>• Vice-Principal attended meetings to plan PACE response and with SFC</li> <li>• Initially staff member present at Resource Centre every day but due to lack of demand reduced to Tuesdays only</li> <li>• Staff attended Jobs Fair</li> </ul>	<ul style="list-style-type: none"> <li>• £150,000 of SFC funds available for courses (West Lothian College acted as lead but could also be drawn down by Forth Valley College and Oatridge College)</li> <li>• However, very limited amount has been drawn down to date (with only 6 enrolments)</li> </ul>
<p>Money Advice Service (Citizens Advice Bureau)</p>	<ul style="list-style-type: none"> <li>• CAB Manager attended meetings to plan PACE response</li> <li>• Given lack of space for confidential interviews at Vion/Strathbrock Resource Centres, MAS/CAB delivered services from own offices – as such no specific staff deployed</li> <li>• Staff attended Jobs Fair</li> </ul>	<ul style="list-style-type: none"> <li>• None</li> </ul>

PACE Partners were asked whether they felt they had sufficient resources given the scale of the task they faced. They all felt that they had. However, they flagged up that it was not always easy to deploy these resources effectively.

- The PACE Partnership did not know until the Friday before (or sometimes the Monday) how many individuals would be made redundant each week. This meant planning how many staff – and which staff – to deploy had to be done at the last minute.
- The plant run-down was not smooth – with peaks and troughs in the numbers let go.

Source: Interviews with Vion PACE partners

### Key Findings: Overview of Vion PACE Redundancy Support Services

1. The Vion Hall's of Broxburn meat processing plant underwent a phased closure from October 2012 to February 2013, with the loss of 1,700 staff.
2. The West Lothian PACE Partnership started to deliver PACE presentations to Vion staff on 24 August. They subsequently set up 2 dedicated Resource Centres (within the Vion plant and in the local community) to deliver support services to redundant workers. The services delivered included Jobs Fairs and a Redundancy Support Event, careers guidance interviews, career planning workshops, benefits advice, help with CVs and job applications, advice on business start-up, money advice, housing advice, information on training courses, help with literacy, numeracy and IT skills and help with English language skills.
3. Whilst the services involved were standard PACE offers, the way in which they were delivered was unusual in a number of ways.
  - In addition to a Resource Centre established onsite, a second Resource Centre in the local community was established. Redundant workers could access a range of services from PACE Partners from both Centres.
  - Staff with Polish language skills and translators were made available for the large Polish workforce.
  - Benefit claims were directed to a single Jobcentre branch.
4. Significant resources (including 1,311 staff days) have been deployed by PACE Partners to deliver this effort.
  - The value of these contributions has been estimated by PACE Partners to be £244,391. However, this is likely to be an underestimate as it has not been possible to quantify all resources deployed (for example, the use of Strathbrock Partnership Centre).
  - Partners have deployed existing staff resource – both from within West Lothian and from outwith the area – to meet demand. The scale of effort has been huge and has put pressure on resources Partners have available to deploy to their other services.

## 3. ENGAGEMENT WITH REDUNDANT WORKERS

### Introduction

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A key first stage in the evaluation is to understand the extent to which Vion redundant workers are using PACE services. Three aspects are important here:

- The total **number of redundant workers that have used PACE services**.
- The **profile of the individuals using PACE services**. Where possible, we compare the profile of those taking up services with the Vion workforce as a whole – as this provides insights into whether some groups are more likely to use services than others.
- The **uptake of different PACE services**. As well as providing insights into the most popular services, by combining these data with the profile of users, it is possible to see whether some services have proved more popular with certain types of redundant workers.

The data used in this chapter draw on several sources:

- SDS Customer Support System (CSS) records all of those using SDS services – including those attending a PACE presentation. CSS is SDS main internal client monitoring database (i.e. it is not PACE-specific). However, it contains details only of those using SDS services.
- The Vion PACE delivery team has collected data on service usage at the Vion and Strathbrock Resource Centres on a monthly/weekly basis. Whilst this includes services delivered by all PACE Partners, the data relates to ‘interventions’ not individuals – i.e. if an individual has used three different PACE services they are recorded three times in the data.
- SDS circulated a postal survey to redundant workers. To date, 207 replies have been received and analysis of these questionnaires is provided here.

- Finally, focus groups and interviews with supported clients were held in Strathbrock Community Centre in late March and participants indicated which services they had used.

### Numbers Using PACE Services

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Given the limitations of the data outlined above, it is not possible to estimate how many Vion redundant workers have used PACE services, which is a major shortcoming in terms of PACE management information. What is known is that:

- 852 attended a PACE presentation (based on Vion PACE Management Information).
- 878 have used SDS services (based on CSS client management systems). However, the last recorded contact with SDS for 75% of these individuals was September 2012 – suggesting that most have not engaged with SDS services since the initial PACE presentation (although they may have used services offered by other PACE Partners).
- DWP management information (at February 2013) indicated that there had been 700 claims made by Vion redundant workers, with 560 live claims and 88 having found work.
- By 19 April 2013, footfall at Vion Resource Centre had been 775 and footfall at Strathbrock Resource Centre had been 1,825 (based on Vion PACE Management Information). However, as this is ‘footfall’, the number of individuals using services is likely to be lower than this (as some individuals will use more than one service and/or use the same service more than once).

## Profile of PACE Users

Data on the profile of PACE users is available from two sources – SDS CSS records the characteristics of those using SDS PACE services and the postal survey asked respondents to provide some personal details. Before considering the profile of PACE users, it is worth outlining the profile of the Vion workforce – as this will allow us to assess the extent to which users reflect the workforce as a whole or if some groups were more likely to use PACE services than others. Vion was able to provide the National PACE team with a breakdown of the workforce at 30 June 2012.

- In total, there were 1,713 staff at 30 June 2012, with 1,663 employed at the Hall's of Broxburn site (and 50 direct field sales staff based elsewhere).
- 1,082 staff were directly employed by Vion with 586 agency staff.
- The Departments employing the most staff were Sausage (with 402 staff employed in this Department), Centrally Packed Meats (CPM) (300) and Raw Added Value (224). Others, each with over 80 employees were Butchery, Distribution and Hygiene.
- The vast majority of staff directly employed by Vion were permanent (1,127) with only 7 temporary staff. In addition, most were full-time (1,092) with only 42 part-time.

Data was also provided on some of the characteristics of the Vion workforce. This dataset included 1,102 individuals.

- 348 employees were female (31.6%) and 754 (68.4%) were male.
- The youngest employee was 18 and the oldest was 68. 94 employees were aged under 25 (8.5% of total); 301 were aged 25-34 (27.3%); 260 were aged 35-44 (23.6%); 266 (24.1%) were aged 45-54; 175 (15.9%) were aged 55-64; and 6 (0.5%) were 65 or over.
- Length of service varied from less than a year to 48 years. 236 (21.4%) had been employed for less than a year; 419 (38.0%) had been employed for between 1 and 5 years; 186 (16.9%) had been employed for between 6 and 10 years; and 261 (23.7%) had been employed for 11 or more years. Within those with longer services, 70 (6.4%) had been employed for more than 25 years.

- The workforce predominately lived close to the plant with 342 (31.0%) living less than a mile from the site and a further 212 employees (19.2%) living within 5 miles of the site. Looking at the others, 216 (19.6%) lived between 6 and 10 miles from the site; 245 (22.2%) lived between 11 and 20 miles from the site; and just 87 (7.9%) lived more than 20 miles from the site. Within this last group, there are 20 employees that live more than 100 miles from the site – suggesting they may travel to the site for the working week but live elsewhere.

### *Characteristics of SDS PACE Service Users*

SDS has recorded details of every individual it has provided services to, including those attending a PACE presentation. In total, 878 individuals are included on this database. In terms of their characteristics:

- 317 (36%) are female and 560 (64%) are male. This is a similar proportion to the workforce as a whole (32% vs. 68%).
- They are predominately prime age workers with 227 (26%) aged 25-34, 208 (24%) aged 35-44 and 218 (25%) aged 45-54. Only 92 (10%) were under 25 (21 aged 16-19 and 71 aged 20-24) and 133 (15%) were over 55 (including 4 individuals aged over 65). Again, this is a very similar pattern to the workforce as a whole.
- 287 (33%) are White Scottish, with a further 135 (15%) recording themselves as White Other British. 338 (38%) considered themselves White Polish. 65 (7%) considered themselves White Other and just 6 (less than 1%) considered themselves to come from another ethnic group. The remaining 47 (5%) did not provide details of their ethnicity. Unfortunately no data is available on the ethnicity of the workforce as a whole, so it is not possible to undertake a robust comparison. However, anecdotally it has been indicated to SDS that approximately 1,000 of the workforce (58%) were Polish and this would suggest that Polish workers are under-represented in terms of those accessing support.
- Only 22 (3%) considered themselves to have a disability and 20 (2%) said they had a health need that may affect their choice of work. No data is available on disability/health issues of the workforce as a whole so it is not possible to undertake a comparison.



### Characteristics of Postal Survey Respondents

213 individuals replied to the postal survey that was sent out to all former Vion Hall's employees following closure of the plant. The characteristics of those returning questionnaires were as follows:

- 130 respondents (61%) were male, and 82 (39%) were female. One respondent did not disclose their gender. This is a similar breakdown to those using SDS services and the workforce as a whole.
- The age profile was also similar to that observed in the SDS CSS database and the workforce as a whole – with 7% (14 respondents) aged under 25, 77% (157 respondents) prime age workers (26% aged 25-34, 23% aged 35-44 and 27% aged 45-54) and 17% (34 respondents) aged 55-64. One respondent did not disclose their age.
- 66 respondents (32% of the total) identified themselves as 'White Scottish', with a further 5 (2%) 'White Other British'. 126 respondents (60%) identified themselves as 'White Polish' and a further 3 (2%) as 'White Romanian'. 5 respondents (3%) identified themselves as 'Any Other White', 2 (1%) as 'African' and 2 (1%) as 'Other'. Four respondents chose not to disclose their ethnicity. As outlined above, no data is available on ethnicity of the workforce and therefore it is not possible to undertake a robust comparison but the postal survey respondents do appear to reflect the 60:40 split that has been anecdotally indicated to SDS.
- 7 respondents – or 3% of the total – identified themselves as having a disability – the same proportion as those in the SDS CSS database. Again, no data is available on how many of the workforce had a disability so it is not possible to undertake a comparison.

Survey respondents were also asked to identify the category that best described their job:

- 18 (or 9% of the total) were in managerial, professional, technical or administrative roles.
- 54 (27%) considered themselves to be a skilled tradesperson.
- 114 (57%) identified themselves as being process, plant or machine operatives.

- 14 (7%) were 'other', which included cleaners, warehouse workers and forklift drivers.
- 12 respondents did not disclose their occupation.

Data is not available on the occupations of the workforce as a whole. However, data is available on the numbers working in each department. The following data should be considered a very rough proxy for those employed in different occupations.

- 90 (5.3%) worked in Site Directors; Production Management; Technical; Quality Assurance; Planning; Product Development; National Accounts; Financial Accounts; Management Accounts; Payroll; Purchasing; Human Resources and Health and Safety. These jobs are likely to be predominately in managerial, professional, technical and administrative roles.
- 50 (2.9%) are employed in the direct field sales – although most of these were not based at the Broxburn site. These will be predominately 'sales and customer service' occupations although some will be in managerial roles.
- 213 (12.4%) were employed in the Butchery or Abattoir departments and 44 (2.6%) were employed in Maintenance. These are likely to be predominately skills trades occupations.
- 1,360 (79.4%) were employed in other departments (e.g. Butchery Packing, Primal Cut, Hygiene, Bacon, Sausage, etc.) and it is anticipated that most of the roles in these departments are as process, plant or machine operatives or in 'other' occupations.

It should be stressed again that these are only very rough approximations of the numbers in each occupation – but they do suggest that those completing the survey were disproportionately from the managerial, professional, technical, administrative and skilled trades roles.

### Uptake of Different Services

Three sources on the uptake of data are available:

- West Lothian PACE Partnership Management Information records the numbers using PACE services delivered at the Vion and Strathbrock Resource Centres.

- The postal survey asked respondents which service they used.
- Services used by focus group attendees were also recorded.

### **West Lothian PACE Partnership Management Information on Service Usage**

West Lothian PACE Partnership management information shows the numbers using each service at Friday 19 April 2013. The data are broken down by site in Figure 3. As outlined earlier, these are not individuals – but the number of times each service has been accessed (i.e. an individual could have accessed more than one service and/or a service more than once).

- Benefits advice is by far the most commonly used service – having been accessed on 1,404 occasions.
- As we saw earlier, PACE presentations were also widely used – with over half of the PACE workforce attending a session.
- The management information shows that West Lothian Council English as a Second Language services were used 286 times (and again, this could reflect multiple use of this service by the same individuals). Whilst this is a significant number, it should be noted that it represents less than a quarter of the workforce thought to be Polish or Romanian.
- A range of employability services have been accessed including job search workshops (accessed 136 times), CV workshops (101), WLC Access2Employment (A2E) employability services (91) and other SDS career/employability support (207).
- Non-employability services (housing and money advice) have also been used.
- More services appear to have been delivered through the Strathbrock Resource Centre than the Vion Resource Centre. This is likely to reflect the larger facilities available at Strathbrock and the longer period the Strathbrock Centre was open (with the Vion Resource Centre having closed with the plant).

**Figure 3: Vion PACE Service Usage (at Friday 19 April 2013)**

	Delivery Org.	Vion Resource Centre	Strathbrock Resource Centre	Total
No. accessing benefit advice	DWP	643	761	1,404
No. attending 'Introduction to PACE' presentations	SDS/DWP/WLC	-	-	852
No. accessing ESOL	WLC	286	-	286
No. accessing other SDS career/employability support	SDS	49	158	207
No. accessing money advice	WLC	181	-	181
No. attending job search workshops	SDS/WLC/DWP	-	136	136
No. accessing housing advice	WLC	37	89	126
No. attending CV workshops	SDS	-	101	101
No. accessing business start-up advice	BG	-	98	98
No. accessing A2E employability support	WLC	-	91	91
No. of Rapid Response applications	DWP	-	19	19

Source: Vion PACE Management Information

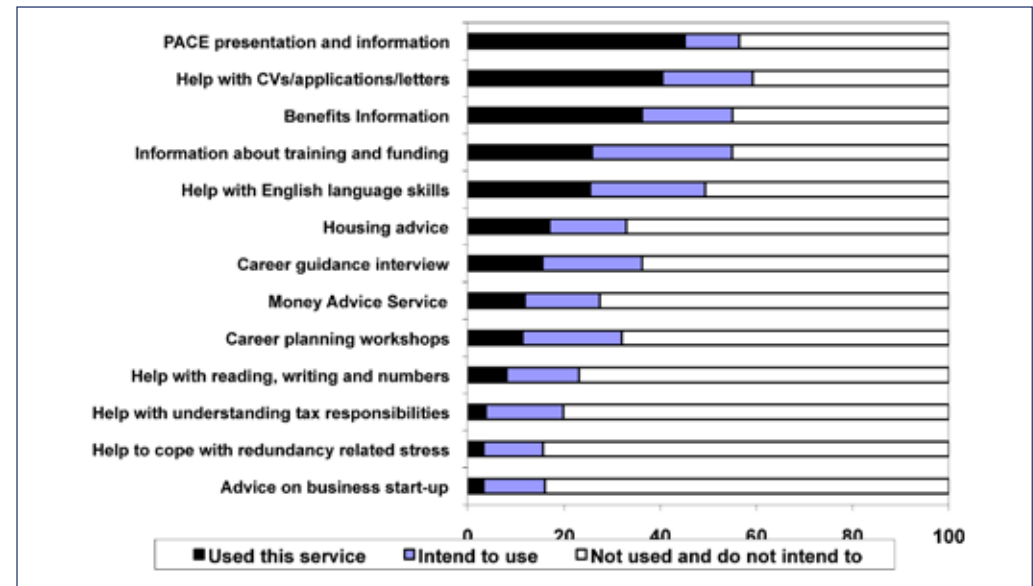
### **Service Use by SDS Postal Survey Respondents**

The postal survey asked respondents to indicate which of the individual PACE services they had used, intended to use, or had not or did not intend to use. Where respondents had given no response to a service, it was assumed that they had not used it and did not intend to.

- Broadly the pattern of usage is similar to that demonstrated by the Vion PACE management information.
- No service had been used by more than 50% of respondents – and all except PACE presentations, help with CVs and job applications, benefits information, information on training and funding and help with English language skills had been used by less than 20% of respondents.

- The most commonly used services were PACE presentations and information – used by 96 respondents (45%).
- Help with CVs and job applications were the next most popular, having been used by 86 respondents (41%). A further 40 respondents (19%) said they intended to use these services in the future and, if they did so, this would make this the most commonly used service overall. It should be noted that one reason the CV service has been commonly used is that JSA claimants require a CV.
- Benefits advice was also popular with 77 respondents (36%) using this service and 40 respondents (19%) planning to do so in the future.
- For many other services, more people ‘intended to use’ than had already used them. For example only 24 respondents (11%) had attended a careers planning workshop but a further 44 (21%) intended to do so in the future. This may suggest that individuals either are not fully aware of all of the services on offer or have taken a ‘staged’ approach to accessing information – i.e. accessing those services that are critical such as how to access benefits first and only once these have been resolved thinking about longer term issues such as career planning.

**Figure 4: % of Postal Survey Respondents Using or Intending to Use PACE Services**



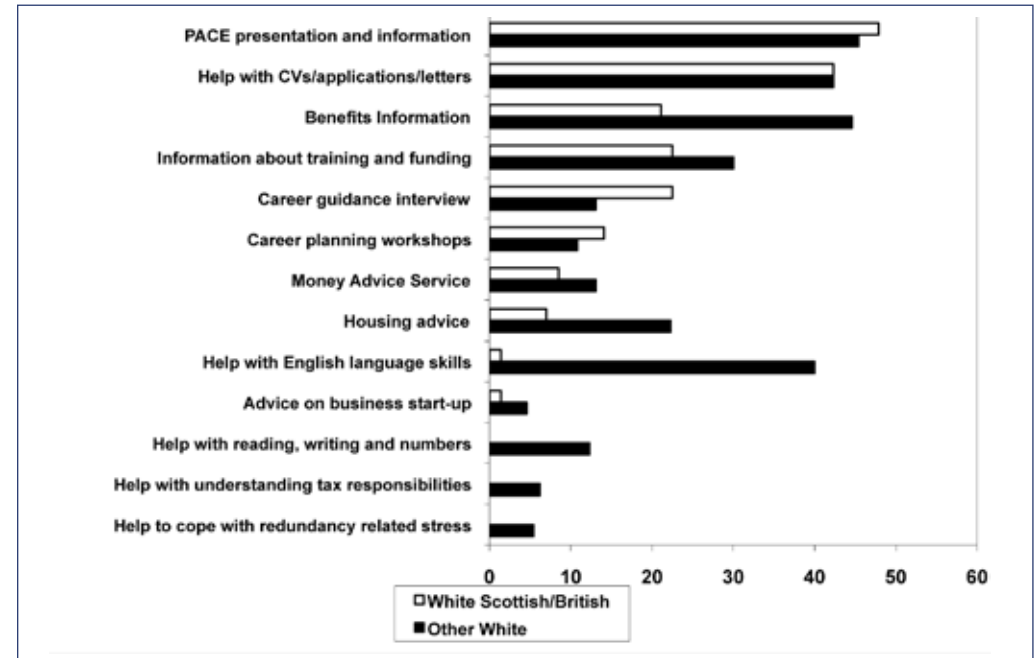
Source: SDS Postal Survey

As the postal survey contained data on both the services used and personal characteristics of respondents it is possible to analyse whether some groups are more likely to use particular PACE services than others.

- A higher percentage of women than men had used each PACE service except:
  - Money Advice Service – used by 12% of men (16 men) and 11% of women (9 women).
  - Advice on starting a business – used by 5% of men (6 men) and 1% of women (1 woman).
- In most cases, the gap between genders was small but large gaps were observed in relation to:
  - Help with CVs and job applications – used by 36% of men (46 men) and 49% of women (40 women).
  - Career planning workshops – attended by 8% of men (10 men) and 17% of women (14 women).

- In general, the take-up of most PACE services was lowest amongst the youngest (18-24) and oldest (50-64) age groups. Housing advice is a significant exception to this, with the proportion accessing this service highest amongst those aged 18-24 (with 33% of those in this age group accessing it - i.e. 4 out of 12 respondents). However, it must be noted that only a small number of respondents were in this category, so these results must be treated with caution.
- Looking at difference in take-up of PACE services by ethnic group (shown in Figure 5 below), for most services a higher proportion of those in the 'Other White' group (overwhelmingly Polish) had used the service than in the 'White Scottish/British' group. This is most notable in relation to:
  - Help with English language skills - used by 52 individuals (40%) of those from the 'Other White' category but only 1 (1%) of those from the 'White Scottish/British' category'.
  - Benefits information - used by 58 respondents (45%) of those from the 'Other White' category and 15 respondents (21%) of those from the 'White Scottish/British' category'.
  - Housing advice - used by 29 respondents (22%) of those from the 'Other White' category and 5 respondents (7%) of those from the 'White Scottish/British' category'.
- Those in the White Scottish/British group were more likely to have accessed:
  - PACE presentation and information - used by 34 respondents (48%) from the 'White Scottish/British' category and 59 respondents (45%) from the 'Other White' category'.
  - Career guidance interview - used by 16 respondents (23%) from the 'White Scottish/British' category and 17 respondents (13%) from the 'Other White' category'.
  - Career planning - used by 10 respondents (14%) from the 'White Scottish/British' category and 14 respondents (11%) from the 'Other White' category'.
- There is no clear pattern of take-up across different occupational groups.

Figure 5: % Used Services by Ethnic Group



Source: SDS Postal Survey

23 respondents (11%) to the postal survey had not used and did not intend to use any of the PACE services. Looking at the characteristics of this group:

- 9 were male and 13 were female. 1 did not disclose their gender.
- In terms of age breakdown:
  - 5 were aged 18-24.
  - 3 were 25-34.
  - 5 were 35-49.
  - 7 were 50-64.
  - 3 did not disclose their age.
- Those who did not use any services were evenly split between those in the 'White Scottish/British' and 'Other White (including Polish)' ethnic group (11 respondents in each category). 1 was in other ethnic groups.

Looking at the numbers of services that were accessed by each respondent to the postal survey, users were split into four groups – those that had used no services, light services users (accessing 1-2 services), medium users (3-4 services) and heavy users (5 or more services).

- Overall, 34% of respondents (73 people) used no services, 22% (46) were light users, 24% (51) were medium users and 20% (43) were heavy users.
- By gender, women were less likely than men to be light users – 17% (14 women) compared to 25% (32 men). They were more likely to be heavy service users – 24% (20 women) compared to 18% (23 men).
- There was a significant split in intensity of service use by ethnicity, with only 16% (21 people) in the 'Other White' group medium service users compared to 38% (27) of those in of a White British background. Conversely, this group was much more likely – 31% (40 people) compared to 4% (3) – to be heavy users of PACE services.
- No clear pattern is evident of intensity of service use by age. However, it is worth noting that:
  - Young people (aged 18-24) were split between 67% (8 people) using no services and 33% (4) who were heavy users – bearing in mind the small sample size of this group.
  - Older people (aged 50-64) were least likely to be heavy users, with only 14% (9 people) in this category. However, a high proportion – 31% (20) – were classified as medium users.

### **Service Use by Focus Group Respondents**

Focus group attendees were asked to indicate which of the individual PACE services they had used.

- Most clients used a range of services.
- The services which were most popular were the PACE presentations, Jobs Fairs (held in November and April) and Redundancy Support Event, help with CVs, interview skills and applications, careers guidance interviews and career planning workshops.

- A smaller number of clients used services relating to housing, money advice, literacy and numeracy, training and help with business start up.

### **Uptake of College Courses**

Scottish Funding Council made available £150,000 for the delivery of courses to support redundant workers. These resources could be drawn down by West Lothian College, Forth Valley College or Oatridge College (now part of the Scotland's Rural College – SRUC) – but with West Lothian College taking the lead in raising awareness (with a West Lothian College member of staff initially being available at the Resource Centre every day and, later, one day a week). To date, demand for courses has been low with West Lothian College:

- Receiving just 35 official enquiries about College courses. The most common were Royal Environmental Health Institute of Scotland (REHIS), Security Guard, First Aid, ESOL, PC Passport, ECDL, IT, Counselling and one LANTRA enquiry.
- Having had just 6 enrolments to date – 4 on Security Guard Training and 2 on REHIS training.
- They have also received some enquiries about the next SAGE accounting class (which starts in August) that are still being processed.

### **Pattern of Service Use**

One final insight into service use comes from the interviews and focus groups undertaken with PACE staff. They highlighted that levels of demand for services have varied over time.

- The phased closure of the plant meant that the demand for services was higher at some points than others.
- PACE staff felt that there was often a 'gap' between the point individuals were laid off and them approaching PACE for assistance. Staff felt that this, in part, reflected a belief amongst many Vion staff that they would find work quickly and these individuals only engaged when this did not prove to be the case.
- PACE staff felt there was a particular gap in engagement for those being made redundant just before Christmas. This is attributed to individuals "just wanting to just get through Christmas" before thinking about the future and in the case of Polish workers the fact that many returned to Poland for the Christmas break.

- Once individuals had engaged with PACE, certain services were seen as more urgent than others – namely advice on how to claim benefits and help putting together a CV (both for jobsearch and because having a CV is a requirement of claiming JSA). Only once these immediate needs have been addressed do PACE clients consider utilising the other services on offer. However, staff felt that individuals did not necessarily understand which services they needed (either because they had not been in the labour market for a significant period of time or because they were a non-UK national and unaware of what services were able to offer them). One frontline worker described trying to raise awareness and interest for these services by building discussion of what they offer into the more commonly accessed services (e.g. CV writing workshops).

### Key Findings: Engagement with Redundant Workers

1. Due to the way in which Vion PACE data has been collected it is not possible to estimate the total number of individuals assisted. However, it is known that 852 attended a PACE presentation – approximately half of the Vion Hall's workforce. Footfall at the Vion Resource Centre was 775 and 1,825 at the Strathbrock Resource Centre – but there will be significant double-counting of individuals within these numbers as many individuals will have used PACE services on multiple occasions.
2. Just under two-thirds of PACE service users are male and approximately three-quarters are prime age (25-54) workers. This reflects the overall composition of the workforce by gender and age groups.
3. Whilst there is no data on the ethnicity of the workforce against which to compare service users, anecdotally it is believed that it is known that approximately 1,000 (58%) of the workforce were Polish and a further 30 (2%) were Romanian. 60% of those responding to the postal survey were Polish – but only 38% of those registered with SDS were. Whilst this may suggest Polish workers have been less likely to engage with services, anecdotal evidence from PACE staff suggests they have in fact been heavy users of services. A more likely conclusion is that Polish workers were less likely to attend the original PACE presentations – and that consideration needs to be given to how to make these more appealing to non-English speakers. Some PACE presentations were delivered in Polish and others had Polish/Romanian translators – so this is not an issue of language but rather one of how best to engage this community at this early stage.
4. The most commonly used services were benefits advice, help with English as a second language and employability services (including help with CVs and job applications).

## 4. EFFECTIVENESS OF PACE FOR REDUNDANT WORKERS

### Introduction

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As outlined in Chapter 3, PACE services have been widely accessed by redundant Vion workers. Whilst this is in itself a positive finding, the purpose of PACE intervention is to get redundant workers back into employment quickly, whilst ensuring that they are able to access the benefits and other services they require in the meantime. Key tests of the PACE services are therefore:

- How PACE service users judge the support they have received to find work and access benefits and other services.
- The impacts PACE support has had.

To capture PACE service user perspectives, 2 focus groups were held at Strathbrock Resource Centre in March 2013. These were attended by 7 individuals in total. In addition to focus groups, interviews with 25 PACE service users were undertaken with clients visiting the Strathbrock Resource Centre or attending the Jobs Fair held in April 2013. 11 of these are written up as 'case studies' in Appendix 2. Extracts from these case studies are presented in this chapter to illustrate key points.

As well as presenting feedback from the focus groups and case study interviews with PACE service users, this chapter will also draw on three other sources of information.

- The postal survey included a question on 'current status' allowing analysis of how many had gained new employment since leaving Vion Hall's to be undertaken. One complicating factor in analysing these findings is that staff were laid off between September and February – so at the point at which the survey was circulated and completed (February/March 2013), some individuals had been unemployed for almost 6 months whilst others had only just been made redundant.

- Analysis of DWP benefits data – with number of claimants finding work presented (possible due to linkages with HMRC systems that are able to identify if individuals have started to pay income tax or National Insurance contributions).
- Feedback from PACE staff (both strategic and operation leads and frontline workers) on the key strengths and weaknesses of PACE services.

### Views of PACE Service Users

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#### *Characteristics of Focus Group Attendees and Case Study Interviewees*

In order to provide context for the discussion of the views of PACE service users, some characteristics of the 32 clients interviewed/attending focus groups are provided:

- The majority (23) were female.
- There was a range of ages, but the largest group was older workers (11 were over 55) and there were only 8 under 35.
- Just over half (17) were white British or Irish. 13 were Polish nationals, one was Russian and one was Spanish.
- Of the 15 non-UK nationals, 5 had moved to the UK specifically to take up a job at Vion Hall's.
- Most (25) said they were directly employed by Vion Hall's, with the remaining employed through an agency. Some were initially employed by an agency but subsequently been taken on by Vion.
- The interviewees were employed in a variety of roles including production operatives, process control operatives, cleaners, quality assurance, warehousing, forklift driving and administration.

### **Attraction to PACE**

The interviewees had found out about PACE in different ways, including the PACE presentation and information pack and also through their line manager at Vion. However, some of the Polish workforce said that they had heard about PACE only from other colleagues or friends and family members so the information channels did not work for all members of the workforce.

The interviews and focus groups provide information about the kinds of help and support people were looking for as redundancy approached: *'Everyone knew that the closure was coming - it was just a case of 'when'*. People described how they felt in a 'daze' when they first were made redundant and how this could lead to inertia and make it very difficult to know what to do or what help they needed. As many people had worked for a very long time in Vion they knew nothing about being unemployed and where to go for help so they felt they needed to use PACE.

More specifically, some were worried about how to apply for jobs - they knew the system had changed and that most applications were now online and none had computer skills.

In most cases clients felt they needed a range of support including help with:

- Claiming benefits.
- Jobsearch.
- Financial advice and housing.
- Gaining new skills.
- Gaining computer skills.
- Starting a business.

A case study of the clients who wanted to start a business is provided in the box below.

#### **Attraction to PACE Case Study: Alison and Carol**

Alison and Carol found out about PACE through leaflets distributed by their union once they had been given 90 days' notice and also because they saw the PACE office on site. They felt confident about their jobsearch skills and ability to put together a CV, but did not feel that there were a lot of other jobs available. They talked to PACE staff about alternative opportunities. They had enjoyed working together and felt that they could set up their own business. This was something that they had both always wanted to do and it would be a good way of continuing to work together and they had some ideas for a business which would match their previous skills and experience. Through PACE they were put in touch with the Business Gateway advisor. They were given excellent support around starting up the business including help with finding premises, registering the business, with insurance, finding stock, accessing training to update their skills and business planning. The advisor took them step by step through the process of setting up the business. PACE staff from Jobcentre Plus also helped them access the New Enterprise Allowance.

Support to gain computer skills was seen as important by all but one of the interviewees. Most felt the job application process has changed significantly since they got their last job and relies heavily on online applications. None used computers in work or very much at home and found this very difficult. Several spoke about the difficulties of uploading their CVs onto DWP's Universal Jobmatch system and required support from PACE staff to do this.



### Views on Support Offered

In terms of delivery, the PACE approach has been characterised by on site delivery at Vion Hall's and locally in Broxburn, a number of different services being co-located and with language support for Polish speakers. All of these organisational elements were seen as important by the interviewees.

- The onsite delivery was very important to engage people in services. None of the interviewees felt they would have known where to get help if PACE had not been there.
- The co-location of services increased uptake of these services. If people had been referred or signposted to other places it would have been less likely that they would have attended. The case study below shows the benefits of having services located together.
- The location of the services in Broxburn made it convenient for most people.
- The second case study below shows the value of the Polish translation services and the value of having a range of services in one place.

### Views on Support Case Study: Martin

Martin found out about PACE through a leaflet given to him at the factory. He visited the PACE office in the factory where he was given help to register with DWP. He also attended a PACE presentation. Although Martin knew where the Jobcentre was he was not sure how to get help or where to go. Since he was made redundant he has come to PACE fairly frequently (at least weekly) and has been given a range of help. PACE helped him to register for Jobseeker's Allowance, helped him to develop his CV and he has also had financial advice from the Advice Shop about whether he is entitled to council tax benefit. PACE have also helped him to access English lessons as he feels improving his English could improve his chances of getting a job. PACE is also helping him apply for an ILA so that he can train as a fork lift driver. He also attended the Jobs Fair and found this was useful to find out what kinds of jobs are available.

### Views on Support Case Study: Robert and Maria

Robert and Maria are married. They felt that they needed a range of help from PACE. As they had arrived in the UK fairly recently they did not have many local friends or networks and did not know how the systems worked in the UK. They do not speak English very well yet and thought it was very good that PACE offered help targeted to the Polish community. They used a range of PACE services including the jobs fair, a PACE presentation and careers guidance interviews. They also got advice about benefits, CVs and housing and also help with English. They particularly liked the presentation which illustrated the differences between the UK and Polish job markets.

As none of the interviewees had been out of work recently (indeed most of them had never been unemployed) they had little or no experience of other services to compare PACE with. However, most felt PACE was a good service:

- *'We feel confident about coming up here because we know if we have a question it will get answered'.*
- *'It is totally different from the jobcentre - it is like night and day.'*

The 'best things' about PACE, included:

- That everything is in the one place and that it was in the factory before it closed.
- The range of support on offer, from help with CVs and jobsearch to money advice and housing advice.
- Having people who speak Polish.
- The quality of the information - *'their advice is first class'*.
- The delivery by the staff - they are *'so approachable'*.

When asked about what has not been so good and need to be improved the following issues were raised:

- Some of the interviewees felt that the access to the PACE office in Vion was mixed across the workforce. Some employees (especially the ones who were employed by an agency) were not allowed to visit the office by their line managers.

- The premises PACE has been based in have not always been suitable for the numbers accessing the service. They were often very busy which made it difficult to have private conversations with advisers and difficult to get one to one support. This discouraged clients from coming to PACE at some points.
- Many felt that they were treated poorly by the Jobcentre, with no recognition that they had been in employment throughout their working life. There appears to have been some confusion about the role of DWP (with some thinking they would help them find work) and about the requirements placed on individuals when first claiming (with some thinking that they would not need to search for work immediately as they were entitled to benefits as a result of having paid their 'stamp' throughout their working life).

### **Impact of PACE on Supported Clients**

Finally, the interviewees were asked how PACE has helped them. Only one was in a job currently – and this was a temporary position. One had retired and two were setting up their own business. The remainder were still looking for a job and had had mixed experiences of job search so far:

- One woman had tried caring but had to stop due to ill health. This had convinced her that caring was not for her and she was looking again for factory work.
- Two had started a new job but had been laid off again within a short time period (one after 2 days and one after 3 weeks).
- Most were finding it difficult to find full-time vacancies – most vacancies seemed to be part-time and with poor terms and conditions.

Nevertheless, nearly all of the interviewees were positive PACE had helped increase their chances of getting another job. For example:

- One felt the support through PACE was helping him do more applications and more effective applications.
- One had joined computer classes and felt this will be important for applications and for finding a different kind of job.
- Several felt they were more aware of the labour market and the processes people needed to go through to apply for a job.

Most still felt positive that they would get another job.

### **Impact of PACE Case Study: Alison and Carol**

Alison and Carol feel they would not have set up their own business without PACE support and that the Business Development support has been the most helpful support. It has helped them to access good advice and information and the business development advisor has also been encouraging and given them the confidence they need to approach the goal of setting up the business. They welcome the fact that they will have ongoing support through the early months of establishing the business, for example to help them to access training for business including basic bookkeeping and advice and support. They feel they are moving forward and feel positive about their new business.

Two interviewees were unsure about whether PACE assistance had increased their chances of getting a job. This demonstrates the barriers that Vion redundant workers face in what is an extremely competitive labour market. They are generally low skilled but feel that their long work history counts for little with prospective employers. Their cases are shown in the box below.

### **Case Study: Christine**

Christine was made redundant at the end of January 2013 (after 17 years at Vion Hall's) and is still looking for a job. She is looking for either cleaning, retail or factory jobs. She did get another job in a whisky bond factory in a packing role – but this lasted only 2 days before she was laid off again due to lack of work. She also was going to join an introduction to retail training course organised through DWP but this was cancelled as she was the only applicant. She hopes this will run again soon. She is not sure whether anything she has done through PACE will improve her chances of getting a job. She feels that the state of the local labour market is probably a more important factor and that there is little anyone can do when there are no jobs and employers are unwilling to even reply to people who have applied for jobs.

### Case Study: Kate

Kate was made redundant in December 2012 (after 24 years as a cleaner at Vion Hall's) and is still looking for work. She is not sure whether the assistance she has had from PACE will help her get a job. She feels friends and family might be a better source of information about work, especially as her son got a new job through such a contact. There is 'nothing there' (in the labour market) and employers do not even bother to get back to applicants so this makes it very difficult to know what you need to do to get a job. If she could 'get the computer up and running' this might help. She thought that the basic computer skills course might help with this – but it is just about using a computer – it does not tell you how to use the computer for jobsearch.

PACE service users were also asked if the support from PACE had benefited them in any other ways. It was clear from the interviews that people's wellbeing had been badly affected by the redundancy. Whilst PACE was unable to mitigate the effects of this entirely, there was a view that: *'If they weren't there we would be a lot more stressed'* and *'I think that you would find a lot of people would be depressed'*. Additionally PACE had helped a number of the Polish speakers access ESOL classes. The box below provides a case study of the broader impacts of PACE.

### Case Study: Rose

Rose was made redundant on the 21 December. As she is now in her 60s she did not want to look for another job and wanted to retire, but she did not know how to apply for a state pension. Rose initially contacted PACE for advice on jobsearch. The SDS adviser felt she would be better to meet with an adviser from the Advice Shop who has given her a lot of advice and support since January. It also emerged that Rose was living in poor rented accommodation and needed help to improve her housing situation. The adviser has helped secure a state pension and pension credit and helped her to apply to a housing association to get her own flat.

The adviser also helped her to get local voluntary work. Rose already volunteers in two projects in Glasgow, but the adviser felt she could benefit from taking part in local volunteering and helped Rose get a voluntary position in a local charity shop. She also signposted Rose to ESOL and computer classes. Rose was able to access the advice services because PACE has a translator who also speaks Russian. Prior to accessing PACE Rose was very depressed about her housing situation and being made redundant. Now she is feeling very happy and excited about moving into her own flat and becoming part of a new community. She is also looking forward to starting her local voluntary work and improving her English through this.

### Suggested Improvements

Focus group attendees and case study interviewees were asked how PACE services could be improved. Most felt there was no need for any improvements, but a few raised some important points which could enhance the service if it were to be delivered again.

- As we have raised above, PACE offices were often very crowded at the early stages when large groups of people were being laid off. This made it very difficult to have private conversations with the advisers and discouraged some people from using the service. More space at these very busy times might have improved the service.

- They felt more could have been done while they were still employed. In particular, they felt that Vion and the employment agencies could have released them during working hours to speak to PACE prior to the redundancy letters being issued (or could have given them more time to speak with PACE staff).
- Given that redundant workers took some time to process the impact of the redundancy, they felt that if staff at the Livingston Jobcentre were better briefed or had more of a focus on referring onto other services that would have been of benefit to them.
- Greater support on offer to develop IT skills, given that many had never used a computer.

## Other Evidence on Impact

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As discussed earlier, SDS circulated a postal survey to all Vion redundant workers in February 2013 and 213 responses have been received. The staff completing the survey had been laid off throughout the closure with 2 leaving in August, 3 in September, 9 in October, 40 in November, 88 in December, 51 in January and 14 in February. The postal survey asked respondents to choose from a series of options that best described their current activity. Overall:

- 37 (18%) were in employment – with 23 (11%) employed full-time, 13 (6%) employed part-time and 1 self-employed (less than 1%).
- 17 (8%) were in education or training.
- 145 respondents (71%) reported being unemployed with 121 (59%) looking for work, 6 (3%) looking for education/training, 15 (7%) looking for either work or training and 3 (2%) unemployed but not looking for work or training at the present time.
- Other responses included retirement and being unable to work because of sickness, injury or maternity.

Looking at these outcomes in more detail:

- Men are more likely to have found employment than women, with 27 men (21% of men responding to the survey) 'in employment' compared to 10 women (13%). In contrast, a higher proportion of women than men reported that they were 'in education or training' – 11% (9 women) vs. 6% (8 men).
- The younger a worker was, the more likely they were to have entered employment or education/training.
  - 27% of 18-24 year olds were in employment (or 3 respondents from this age group) and 18% (2 respondents) were in education/training at the time of the survey.
  - The equivalent figures for 25-34 year olds were 19% (10 respondents) and 11% (6 respondents), for 35-49 year olds 17% and 6% and 50-64 year olds 14% and 3%.
  - However, care must be taken here given small numbers in each category.
- White Scottish/British respondents were slightly more likely than White Other (predominately Polish) to be in employment – with 20% of White Scottish/British respondents (14 individuals) in employment compared to 16% of Other White (21 individuals). In contrast, none of the White Scottish/British were in education/training, compared to 13% of White Other (16 individuals).
- Those in management, professional, technical and administrative occupations were most likely to have found employment (24% or 4 respondents employed in these occupations), followed by those with a skilled trade (22% or 9 respondents from this category). Only 16% (or 18 respondents) of those who had been employed as process, plant and machine operatives had found work by the time of the survey.
- Not surprisingly, those made redundant in the early stages of the plant closure (September – November) were more likely to be in employment at the time of the survey than those laid off more recently.

In addition, DWP has provided the National PACE Team with data drawn from their systems. This shows that 88 claimants (from total of 700 claims – 13%) have found work.

## Views of PACE Staff

As indicated in Chapter 1, the *strategic* and *operational lead officers* for the Vion PACE efforts from SDS, DWP and West Lothian Council have been interviewed as part of this evaluation (i.e. 2 staff members from each organisation), as have the lead officers from West Lothian College and West Lothian Citizen's Advice Bureau. In addition, focus groups have been undertaken with frontline staff from SDS (involving 4 staff) and West Lothian Council (involving 6 staff) and a telephone interview with a member of DWP frontline staff. A key element of both the interviews and focus groups was gathering staff views on the effectiveness of the Vion PACE efforts. In particular, they were asked:

- Whether they had faced any *barriers* in delivering the PACE efforts – and if so how they overcame these.
- What they saw as the key *strengths* and *weaknesses* of the Vion PACE approach.
- What key *lessons* could be learnt from the Vion PACE approach for use by future PACE interventions.

### Barriers to Effective Delivery

Vion PACE staff identified a number of barriers to effective delivery.

- The main challenge that PACE Partners faced in delivering effective services was the large number of Polish and Romanian workers that did not speak any English.
- Whilst having the Resource Centres in place was seen as a strength, the facilities on offer sometimes acted as a barrier. For example, neither centre had any space available to deliver confidential one-to-one sessions.
- The Vion redundancy situation occurred at the same time as DWP introduced increased conditionality and Universal Job Match and this combination put significant pressure on DWP staff. The changing rules may also have led to some confusion in the advice given to Vion redundant workers. For example, some claimants appeared to think they were required to undertake 21 hours of jobsearch a week – when in fact they are required to undertake jobsearch activities equivalent to 21 'steps' (for

example, checking three websites per day would equate to 21 steps). The number of 'steps' each individual is required to undertake in a week and what these steps are can vary depending on the individual's circumstances and the agreement reached is specified in the individual's Jobseekers Agreement. For example, an individual with 9 steps that is not computer literate/does not have access to a computer, may be asked to send 3 speculative approaches to employers per week, have 3 contacts at the Jobcentre where they look at Job Points or use Jobseekers Direct (a phone based matching service) and read the vacancy columns of three newspapers.

- The length of time it took for PACE to get onsite (from 5 July to 24 August) was seen as a constraint by some staff (although this was by no means unanimous with some arguing that it made little difference or had provided additional time for planning).
- Some staff felt that if Vion had been able to offer more support that this would have helped them deliver a more effective service. For example:
  - Vion were not able to give the PACE Partnership more than a few days notice on how many individuals would be made redundant on a week-by-week basis making it difficult to plan service delivery.
  - Staff came across many Vion employees that claimed they had not been informed about the services on offer by their line managers as had been agreed.

A number of approaches were taken to try to overcome these barriers:

- Polish-speaking staff were provided by SDS, DWP and West Lothian Council (in the case of SDS and DWP by drawing on Polish speaking staff normally based in another region). In addition, translators were available. This appeared to work well although it was felt by some that the availability of Polish-speaking staff was not sufficient to meet the level of demand from this client group. In addition, some staff felt that they were, at times, pulled away from delivering specialist services (e.g. careers advice) to act as 'translators' for other services.

- The PACE Partners adopted a number of tactics to reach redundant workers and facilitate their access to PACE services:
  - Announcements were made by tannoy (in English and Polish) to alert staff to PACE presentations and the Resource Centre.
  - Details were also posted on the Notice Screen in the canteen that appeared to be widely used by staff.
  - PACE presentations were offered at a range of times (including evenings and weekends) to fit in with end of shifts.
  - An ex-Hall's employee was recruited as part of the PACE team and this individual's understanding of workers' routines and practices helped improve targeting of information.
  - The PACE strategic leads met on a Monday to plan delivery required that week. This allowed them to respond as quickly as possible to the 'redundancy' figures for that week - given that these were normally received on the Friday afternoon or Monday morning.
- Recognition amongst them of the severity of the situation and the need for an effective response meant that they had a strong focus on delivering common goals.
- Willingness by partners to commit resources to PACE and an ability to be flexible in deploying these resources.
- Ongoing engagement - with both the strategic and operational groups meeting weekly to plan and respond to emerging issues.
- A 'speed dating' event was held before delivery started to allow staff to develop an understanding of what services were available from other organisations.
- Frontline workers felt that partnership working had improved over time as they built relationships with colleagues from other services.

### **Key Strengths and Weaknesses of Vion PACE Approach**

PACE staff identified the key strengths of the Vion PACE approach as:

- Strong partnership working between SDS, DWP and West Lothian Council. There appeared to be a number of factors that underpinned this partnership working including:
  - Strong existing relationships between these organisations (in part, as a result of the West Lothian Working Together partnership). West Lothian Working Together (WLWT) is West Lothian's branded offer to employers. It brings together the employability offers of West Lothian Council, Jobcentre Plus, Skills Development Scotland and West Lothian Chamber of Commerce and can also help connect them to other support services (e.g. business development, planning). Contact is via a single telephone number or the WLWT website. The partners also work together through the West Lothian PACE Partnership.
- Having a wide range of services available from a single office. This was seen as particularly important in the Vion case as most redundant workers had little experience of unemployment and did not necessarily know what services were available or how to access these.
- Having translators and Polish-speaking staff was critical given the large Polish-speaking community within the Vion workforce.
- The Jobs Fair was seen as a success - with 'real jobs' on offer and good attendance by both employers and Vion redundant workers. Staff also felt that this had afforded them a good opportunity to raise awareness of what services they were offering and that some redundant workers engaged as a result.

The strengths of the partnership working appear to conform with what is considered to be good practice in relation to PACE.

### Good Practice: Partnership Working

A review of the PACE model (Employment Research Institute, 2010) identifies a number of factors that lie behind a successful partnership. These include:

- Clear objectives for the partnership – and a strategy to meet these.
- Partners who are committed and value what PACE is about and who will contribute concretely.
- Honesty and trust between partners, and strong relations between the individuals concerned.
- Understanding of what PACE is and hopes to achieve.
- Including local actors who usually work closely together rather than a relatively high level strategy group removed from day-to-day delivery.

Staff also identified some *weaknesses*.

- Given that service demand was difficult to predict, some individuals had to wait some time to access services at times of peak demand.
- The process for referrals between services was unclear. A good system for referrals was critical in the Vion case as:
  - Few of the redundant workers had accessed employability or wider supports before meaning they did not necessarily understand what they could access.
  - Redundant workers often lacked an understanding of the labour market and therefore did not necessarily know what help they needed.
- Linked to this, a lack of a common system for registering and assessing clients meant that each service had to 'start again'.

- As outlined above the 'speed dating' event was seen as a good way of developing the knowledge of PACE staff of what other services were available. However, this only happened once, before delivery commenced. Some staff felt that there was a need for more ongoing information sharing and training.
- Some felt that there had been too much focus on processing benefit claims in the early stages and too little on employability (described by one as a '*benefits first not employability first*' approach). In part, they felt this was a result of the way in which Vion handled the redundancy (with individuals not knowing until a few days before that they were being made redundant that week).
- Lack of active involvement by NHS (although details of a website are given in PACE information packs) was seen as a weakness – given the highly stressful nature of redundancy and the impact this can have on physical and mental health. It was also noted that they had not participated as an employer at the Jobs Fair.

### Lessons for Future PACE Interventions

Staff felt that the key lessons that could be learnt from the Vion experience for future PACE interventions were as follows.

- Good partnership working is critical – and this is needed at both the strategic level (to secure resources and flexibility to respond and plan delivery) and the operational level (to manage delivery). Ongoing partnership working (for example, through Community Planning Partnerships and local employability partnerships) can help ensure that strong relationships are in place. As well as meeting regularly through these wider structures, the West Lothian PACE Partnership also meets regularly.
- Partners must have flexibility to be able to respond to the specific circumstances of a redundancy situation. In the case of Vion, this was the need to deliver services in Polish and the need to provide services that would meet the needs of a highly concentrated workforce.

- Gaining access to redundant workers as early as possible is critical in getting them to engage in the full range of PACE services.
- Good relationships with the company and trade unions are required to facilitate PACE delivery.
- One partner felt that they would have 'hit the ground running' more quickly if there was a checklist for PACE Partnerships to follow when a major redundancy is announced. They felt that whilst they had developed a good approach, having had a template to follow would have helped speed up the process of developing this.

## Views of Other Consultees

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As indicated in Chapter 1, representatives from both the company (Vion Food Group Limited UK) and the trade union (Usdaw – who had 890 members at the Vion Hall's site) have been interviewed as part of this evaluation. In addition, prior to leaving post, the non-union employer representative provided some written comments to Scottish Government on his views of PACE. Both the Vion and Usdaw interviewees had positive previous experiences of working with PACE in relation to other redundancies – although in most cases these redundancies had been of a much smaller scale than Vion Hall's.

In terms of getting PACE services established and working effectively:

- Key aspects of the statutory 90-day consultation period are to avoid redundancies, establish the reasons for redundancies, how to keep the number of dismissals to a minimum and how to limit the effects for employees involved. Usdaw felt that whilst PACE services would be critical if the closure was confirmed, bringing PACE services onsite during the statutory consultation period – especially the first 6 weeks or so – would have undermined these efforts (with a skilled workforce being a key attraction to any potential buyer).
- A PACE Monitoring Group was established by the Taskforce to ensure that the PACE response was meeting the needs of the workforce and liaise between partners. These meetings are

considered to have been a positive part of the process, providing a mechanism for PACE partners to respond to any issues or problems that had arisen.

- Vion UK invested time in helping bring the PACE team up-to-speed on the specific challenges they might face in delivering (e.g. large number of Polish speakers, shift patterns, etc.).
- In the initial stages, both Vion and Usdaw helped the PACE team identify employees/members that could act as translators until PACE had staff in place with these skills.
- Both Vion and Usdaw worked to raise awareness of PACE services amongst their employees/members.
- Usdaw felt that the initial offer did not match the commitments made at the initial meetings. They raised these issues with PACE Partners through the Monitoring Group and felt that whilst PACE Partners were responsive to their concerns, in some cases it took time to address these concerns.

The Vion, Usdaw and employee representatives all felt it was positive that support was available through PACE for their employees/members/colleagues. In particular:

- The Vion representative flagged up that it is useful for staff to be able to access a range of different services from a single office – and by being a comprehensive offer, PACE helps connect individuals to services they did not even know existed.
- Similarly, the employee representative flagged up the importance of individuals being able to access advice on wider issues such as housing and finances from PACE as well as help searching for work.
- From the company's perspective, they felt having advice available for the employees that was viewed as 'independent' was useful.
- The January Jobs Fair was considered to have been a successful event – connecting individuals with a wide range of potential employment opportunities.
- Help for individuals to learn how to put together a CV was seen as important by the employee representative ("*a learning tool for future use*") especially as many had little previous experience of this important skill.



Finally, they were asked what they felt the key lessons were that could be learnt from the Vion Hall's closure for future PACE interventions. The suggestions made were as follows.

- Ensuring that all parties (including the company, trade union, employee representatives and employees) have a clear understanding of what PACE is able to offer. Many of the issues that arose (especially in the early stages) reflected differing expectations of what PACE is able to offer. It is particularly important that the employer, trade union and employee representative have a clear understanding of what PACE provision will offer as they are the conduit to the workforce.
- Linked to this, it is important to have processes in place to resolve any emerging issues quickly.
- Having staff available that speak foreign languages is critically important. This is particularly important in relation to the food processing industry as many workers are foreign nationals.
- PACE must be able to deliver in a flexible manner. For example, individuals working in food processing tend to work in shifts and therefore PACE teams need also to offer flexible hours.
- It is important that the practicalities of delivery have been thought through. For example, it took time to get IT (computers, printers, etc.) onsite at the Vion Resource Centre which hampered delivery.
- There needs to be greater recognition that not all individuals are computer literate and/or have access to a computer – and that this may affect their ability to access services and this may need to be tackled to enable them to effectively search for jobs.
- Making sure employers and trade unions are aware of PACE and how it can support their employees/members.

### Key Findings: Effectiveness of PACE for Redundant Workers

1. PACE *service users* had found out about the services on offer from a range of sources including PACE presentations, line managers and friends/family. The high proportion that had found out from friends/family may suggest that the formal mechanisms for raising awareness were not as successful as hoped.
2. The key areas that individuals wanted support with were claiming benefits and jobsearch. The high demand for these services reflected, in part, the fact that many Vion employees had never been unemployed (or had not been so for a long time). Linked to this, many needed assistance with IT skills as jobsearch had 'gone online' since they were last looking for work and they had little or no experience of using computers.
3. The 'best things' about the support on offer were considered to be:
  - Range of services on offer.
  - Range of services accessible from a single site.
  - Availability of Polish-speaking staff.
  - The quality of the information provided and staff.
4. Areas where improvements were needed included the premises (with little opportunity for privacy), ensuring more staff were available at peak times and more support available for individuals while they were still in employment.
5. The evaluation was formative and it was too early to assess the impact of PACE on helping individuals back to work. However, most felt that PACE had helped increase their chances of finding work.
6. PACE staff felt that they had faced a number of barriers in delivering an effective service including the large number of non-English speakers within the workforce and a lack of space for one-to-one sessions.

### Key Findings: Effectiveness of PACE for Redundant Workers (contd)

7. Staff saw the key strengths of the Vion PACE approach as being the strong partnership working, having a wide range of services on offer and having Polish-speaking staff available. These are broadly the same strengths identified by service users.
8. Staff felt that the key lessons for future PACE interventions from their experience were:
  - Gaining access to workers as early as possible - and preferably significantly in advance of them being laid off.
  - The importance of developing good partnership processes and relationships.
  - Having flexibility to respond to the specific circumstances of the redundancy situation.
9. The employer (Vion Food Group UK), the principal trade union (Usdaw) and the non-union employee representative all valued the fact that PACE supports were available for their employees/members.

## 5. ASSESSMENT OF MANAGEMENT INFORMATION

### Overview of Management Information Systems

A number of processes for the **collection** of management information are in place in relation to the Vion PACE intervention. Some are standard PACE processes, whilst others have been developed specifically in relation to the Vion case. Looking first at the standard process:

- SDS manages a database (known as the 'PACE spreadsheet') that lists all PACE interventions. A company is entered into this database by SDS following an approach for support being made to the employer. This approach is normally made by the local PACE Partnership Chair following SDS being notified of the HR1 or through local intelligence. For each PACE intervention, the following information is recorded:
  - Sector of business.
  - Size of the business (e.g. 20-49 employees).
  - Local authority area where business is based.
  - Number of individuals due to be made redundant by month under the terms of the HR1.
  - PACE Partnership area
- As part of the process of looking at how PACE can continually improve, it was agreed in late 2012 that details of the resources deployed to PACE interventions by key partners to support Vion employees should be collected (with the data being sent to Scottish Government). The data requested is as follows:
  - Estimated staff time (days).
  - Estimated staff costs (£).
  - Other costs associated with:
    - \* Premises - through temporary rental/use of additional premises to deliver PACE services.
    - \* Resources - including printing, translation, promotional materials, advertising and equipment.
    - \* Other (non-staff) costs associated with direct delivery of training, skills development and education.

- Any other costs incurred.

- SDS collects details of any PACE client being supported by SDS (including those attending PACE presentations) in their CSS client management system. This records details of client characteristics (including age, gender, ethnicity, disabilities and whether they have a health condition that would affect their ability to work). Details of last recorded engagement are also available. As this is a SDS-wide database, it is possible to capture interventions through mainstream SDS offices as well as at PACE specific sites.

Whilst not monitoring data, it is worth noting that Scottish Government commissions a regular Client Experience Survey that captures data on the profile of PACE users, the package of services received, client views on the PACE service and post-redundancy outcomes. The next Client Experience Survey is likely to be in 2014 (although this has not yet been confirmed) and this will capture the views of Vion redundant workers amongst others. In addition, Scottish Government plan to undertake a specific follow-up with ex-Vion employees using the Client Experience Survey questionnaire later in 2013. As outlined later in this chapter, pursuing this follow-up survey will be important in gathering data on the impact PACE has had on participants including assessing the numbers moving into employment or other positive destinations (such as education, training or volunteering).

In terms of Vion-specific data collection:

- The PACE Partners established an internal monitoring system to capture numbers using each support service. Data was captured for each centre (Vion Resource Centre and Strathbrock Resource Centre) and each service (e.g. numbers accessing ESOL, numbers accessing benefit advice, number attending job search workshops). Initially data was reported on a monthly basis - although from the week commencing 21 January, it has been recorded on a weekly basis. This monitoring data has formed the main element of the feedback provided by SDS/Scottish Government to the Minister.

- DWP has placed a 'marker' within the benefits management system to indicate which claimants are workers that have been made redundant from the Vion Hall's plant. Whilst the rationale for doing this is not to generate management information (but to facilitate access to PACE services), a potential benefit of marking individuals in this way is that it should be possible to analyse off-flows and, in particular, whether individuals are earning through linked HMRC data. It should be noted that even if this analysis could be done (and the challenges in doing this are discussed below), this would not necessarily demonstrate the impact of PACE. This would require a 'double marking' – once to indicate that an individual was a Vion redundant worker and once to indicate that they had used PACE services.

Interviews with SDS and Scottish Government PACE leads and interviews with the Vion PACE partners identified a number of areas where it has proved challenging to collate, analyse and utilise data.

- Whilst data concerning the Vion closure was recorded in the 'PACE spreadsheet' by SDS (as with all redundancies), the volume of data about the closure and PACE Partnership support meant that it was not possible to record all of this within this database. The key issue here is that there are only two cells within the PACE spreadsheet to record actions taken/comments and this makes it unwieldy if the volume of information is significant. This made it more difficult for Scottish Government to access data to feedback to the Cabinet Secretary. This was particularly an issue at specific points when the situation was changing rapidly and information was being sought more quickly than it could be inputted.
- Due to the complexity of analysing DWP off-flow data for Vion redundant workers (with each individual case having to be examined), this analysis has only occurred on one occasion. DWP prepared a one-page paper for the National PACE Team in February 2013 entitled 'West Lothian Labour Market Feedback'. As well as providing details on the overall levels of unemployment in West Lothian, it also provided the number of claims made, number of live claims, number 'found work', the number of claims to be transferred to owning offices and footfall.

In addition to having processes in place to collect data, it is essential partners also have processes in place to use the collected data to drive improvements in performance. This operates at two levels – improving delivery on-the-ground on an ongoing basis and improving the effectiveness and impact of PACE delivery at a national level.

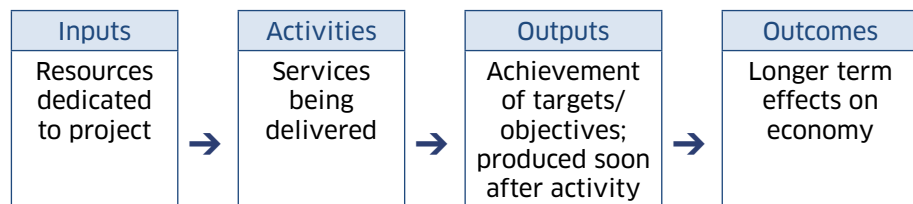
- At the local level, PACE strategic leads (from SDS, DWP and West Lothian Council) met weekly and during these meetings resources available and service usage data were considered. For example, Vion would indicate to the West Lothian PACE Chair on a Friday how many individuals would be let go the following week, which would allow the PACE partners to discuss on Monday morning what resources they would each need to deploy to meet demand. PACE Partners felt that this weekly meeting – alongside an equivalent meeting held by the operational leads – was a critical element of the Vion PACE success.
- The National PACE team (SDS and Scottish Government) are keen that lessons are learnt from each individual PACE intervention and require data both to help improve future PACE interventions and to keep the Cabinet Secretary/Ministers up to date with PACE delivery. SDS also feed this information to their Board. They rely on the local PACE Partnerships on feeding back data to them to fulfil these important roles.

## TERU Assessment of MIS

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### *Type of Data Collected*

Figure 6 sets out the economic development process. By collecting management information on each stage of the process, partners can develop a thorough understanding of both what is being delivered and what its impacts are. For example, by monitoring inputs deployed and activities delivered on an ongoing basis, it should be possible to identify at an early stage where resources are not sufficient to the task at hand. This monitoring data is also vital in feeding back information to Scottish Ministers on delivery and impact, given the political importance of this policy area in general and the political interest in this specific redundancy situation in particular.

**Figure 6: Economic Development Process**

Thinking about the Vion PACE intervention in light of Figure 6, it is clear that there are a number of issues in relation to the management information collected. In particular:

- **Activities** – Data on activities has been collected. However, there are two issues in relation to this data.
  - Two separate monitoring systems were in place. The West Lothian PACE Partnership collected data on usage of different services and footfall. As the lead organisation for PACE, SDS captured details of the individuals it supported. Data from both of these sources are presented in Chapter 3. However, having two sources of data that are collected using different parameters means it is not possible to form an overall picture of what has been delivered by the Vion PACE partners.
  - The West Lothian PACE Partnership monitoring data records interactions (e.g. number of times a particular service is used) rather than individuals. Given that individuals may use several different services (or indeed the same service on multiple occasions), this means the numbers reported will include double-counting.
- **Outputs** – At the moment, there is no tracking or follow-up with supported clients. As such, it is not possible to measure the outputs of the Vion PACE intervention. One limited piece of analysis – DWP analysed its internal data in February 2013 and found that 88 claimants had found work – has been undertaken but this provides only a limited insight as it only covers those who have registered for benefits and it is not possible to tell whether these individuals used PACE services. In addition,

this was ‘one-off’ analysis of the data – and the complexity of undertaking this analysis (with each individual case having to be examined) meaning that it cannot be repeated on a regular basis.

In terms of the implications of these gaps and weaknesses in the available data:

- As outlined earlier, at a local level, the PACE strategic group were looking at data on an ongoing basis to help with the planning of week-to-week delivery. As such, the lack of output data was not seen as a major issue. In addition, whilst formal ‘input’ data was not available at this stage in the process, this group knew what resources internally they were able to bring onboard from their organisation and therefore formal data on this was not needed for them to make key decisions.
- The lack of data is much more of an issue for the National PACE team. They are reliant on local PACE partners feeding in data and the gaps in data, alongside a complicated and partial system for collecting activity data means they have struggled to get the data they need to respond to Ministerial requests. In addition, it will make tracking the impact of PACE over the longer term more difficult.

### Quality of Data

In relation to the data provided to the evaluation team, this appears to be of high quality. However, in each case only summary ‘extracts’ were provided not the raw database and therefore a detailed analysis of the quality of data collection is not possible.

### Suggested Improvements

Having reviewed the management information system, a number of improvements are clearly necessary if this data is to become a more effective tool for partners at local and national levels.

- SDS and Scottish Government must redouble its efforts to ensure that the importance of gathering monitoring data is clearly understood by PACE partners, including frontline workers.

- SDS and Scottish Government should consider setting up a standard system that local PACE Partnerships could use to capture data on activities delivered.
  - This would help ensure a more standardised approach.
  - Within this system, each individual must have a 'unique identifier' to enable the number of individuals assisted (as well as footfall) to be captured.
  - If designed appropriately, this system should also allow PACE partners to share data on clients, thus improving referral processes.
  - If such a system is to be established, careful consideration must be given to how this can be integrated with the SDS CSS system and systems used by other PACE partners.
- Building on this, a system of 'client tracking' would be extremely valuable as this would allow PACE Partners to identify how many supported clients have found work and how many are still out of work. However, establishing such a system would be a significant piece of work and would need to involve a range of partners including Scottish Government, SDS, and DWP. Scottish Government/SDS should explore whether such a system is feasible and what would be required to establish it. Potential options here include:
  - Using DWP off-flow data. However, the disadvantages of this option are that not all individuals being made redundant register for benefits with DWP (with some going straight into another job and other not being eligible for benefits) and this data is aggregated (i.e. it is not available for individual clients). This would mean this would provide a partial picture at best.
  - Undertaking a follow-up survey with individuals, say, 12 months after being made redundant. Scottish Government has undertaken two follow-up surveys (known as the Client Experience Survey) with PACE clients – although these have not focused on a single PACE intervention but instead interviewed individuals supported by a wide range of PACE interventions across Scotland. Scottish Government plan to undertake a specific follow-up survey with ex-Vion employees using the Client Experience Survey questionnaire later in 2013 – and we believe this will be **essential to develop an understanding of the impacts that PACE has had on the Vion workers it has supported**. However, over the longer-term undertaking such surveys is costly and they focus on only those individuals supported by PACE (and for whom SDS hold contact details). As such, they provide only a partial picture.
  - HMRC data can identify whether an individual is in work. However, again, there may be a number of potential challenges here including data protection issues (e.g. whether employers are able to provide National Insurance numbers of workers being made redundant to PACE) and the resources required to undertake what would be quite complicated analysis. This approach would offer the most comprehensive picture but we are unaware of it being used in this context and therefore Scottish Government/Skills Development Scotland would need to work with HMRC to identify if it is feasible and how best to take it forward.

### Key Findings: Assessment of Management Information

1. A range of management information is collected by PACE Partners.
2. However, there are serious gaps in terms of the availability of input and output data and the system for collecting data on activities is fragmented and partial.
3. As such, improvements are needed if the management information is to be an effective tool in driving improvements in PACE performance and if it is to meet Ministerial requests for information (given the highly political nature of large-scale redundancy situations). Key improvements include:
  - Ensuring partners understand the importance of collecting management information data and put in place systems to collect this.
  - Implementing a common system for collecting activity data at a local level.
  - Beginning to explore possible options for client tracking so outputs (i.e. numbers moving into employment) can be recorded.

## 6. CONCLUSIONS AND RECOMMENDATIONS

### Conclusions

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#### *PACE Support for Vion Redundant Workers*

1. The services offered by the Vion PACE Partnership included:
  - 2 Jobs Fairs (in November and April) and a Redundancy Support Event (in January).
  - Career guidance interviews.
  - Career planning workshops.
  - Information about training and funding.
  - Benefits and money advice.
  - Help with CVs, job applications, interview preparation.
  - Advice on business start-up.
  - Help with literacy and numeracy.
  - Help to cope with redundancy related stress.
  - Help with understanding tax responsibilities.
  - Housing advice.
  - Help with English language skills.
  
2. A number of factors contributed to the design of the Vion PACE approach including:
  - The scale of the closure - with potentially 1,700 individuals needing support.
  - Most of the workforce lived locally - primarily within Broxburn itself.
  - 60% of the workforce were Polish or Romanian. In contrast to many immigrant workers, many of the Vion Hall's staff lacked English language skills making delivery of PACE services more complicated.
  - Both the UK and non-UK workforce lacked knowledge of the benefits system and available employability services - meaning an approach that raised awareness of what was on offer and helped facilitate access to what was needed.

3. Key aspects of the delivery model included:
  - Services were delivered from 2 dedicated 'Resource Centres' based within the Vion Hall's plant (Vion Resource Centre) and within the local community (Strathbrock Resource Centre).
  - A wide range of services were on offer from each Centre.
  - SDS, DWP and WLC all recruited or redeployed existing staff that could speak Polish to work in the Centres. In addition, translators were also made available.
  - All benefit claims were dealt with by a single Jobcentre - Livingston. This was partly an issue of practicality - with Livingston being physically much larger than the Broxburn Jobcentre but it also allowed DWP to have Polish speakers/translation services available and for efficient processes for managing claims to be developed.

#### *Engagement with Redundant Workers*

4. Footfall (by mid-April 2013) at the Vion Resource Centre had been 775 and 1,825 at the Strathbrock Resource Centre - but there will be significant double-counting of individuals within these figures.
  
5. Evidence from the Vion PACE management information data, postal responses and focus groups/interviews with services users suggest the most commonly used services were benefits advice, help with English as a second language and employability services (including help with CVs and job applications). However, many other services were also used - albeit by smaller numbers - suggesting there is value in having a range of support on offer to redundant workers through PACE.

#### *Effectiveness of PACE for Redundant Workers*

6. Interviews with both PACE staff and service users flagged up that many Vion employees did not recall being told about the available services by their employer - leaving the PACE team having to find alternative mechanisms to raise awareness of the services on offer.



7. Many Vion employees had never been unemployed or last had a period of unemployment some time ago. This influenced the services demanded – with advice on how to claim benefits, help writing a CV and help with IT skills being essential in this case.
8. Both staff and service users flagged up the importance of the way services were delivered – namely:
  - Having a range of services on offer.
  - Ensuring access to these was as easy as possible – achieved both by co-location and by having sites within the plant and within the local community.
  - Having staff that were able to speak Polish available. Within this, it was important that both translators and staff with specialist skills (i.e. careers advisers, DWP staff) that could speak Polish were available.
10. Staff also stressed the importance of having strong partnership working in place to the intervention's success.
11. To date, few Vion employees had found alternative employment. This is likely to reflect the short time period since most were laid off. However, the lack of client tracking/follow-up means it is difficult for PACE to respond if there appears to be a low level of redeployment.
12. PACE staff felt that the key lessons for future PACE interventions from the Vion experience were:
  - The critical importance of good partnership working.
  - The need for PACE Partners to have flexibility and resources to respond to the specific circumstances of each redundancy situation.
  - The need to gain access to workers as early as possible.
- No process in place for tracking clients – meaning data is not available on outputs.
14. Action is urgently needed to address these gaps and weaknesses.

## Recommendations

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1. Critical to the success of the West Lothian PACE Partnership in responding to the closure of the Vion (Hall's of Broxburn) plant has been the ability of partners to be **responsive** to the needs of the workforce and to **customise** their approach in line with these. In this case, this has meant delivering services both within the plant and within the local community, having Polish-speaking staff and redeploying staff from other roles (and in some cases, other geographic areas). Such responsiveness is likely to come under increasing pressure due to public sector spending cuts. The National PACE Partners sign a 'protocol' and therefore there would be value in including in the next version of the protocol a commitment by PACE partners that resources will be available to respond to specific circumstances of redundancy – in terms of both quantity and type required.
  2. To be able to say on an ongoing basis how many individuals are being assisted and outputs achieved, improvements are needed to the collection and use of **management information**. These include:
    - Frontline staff from all key partner organisations need to be fully briefed on importance of gathering key monitoring data.
    - Putting in place a system that can be used by local PACE Partnerships to collect activity data. This must be simple and easy to use, and link to the process of delivering services rather than being an additional bureaucratic burden. If designed well, then as well as ensuring that more consistent data is collected, this would free up frontline workers to focus on delivering services to clients.
    - Wherever possible, making the system simpler – especially in cases where there is more than one system for recording the same information.
- Assessment of Management Information**
13. Whilst processes are in place to collect a range of management information on Vion PACE delivery, there have been a number of issues in relation to this with:
    - Data on activities delivered collected through a number of different systems.

- Exploring whether or not it is possible to establish a client tracking to capture outputs (i.e. whether individuals get back into work or not). There are a number of options here (including undertaking a survey of redundant workers and using HMRC data) but each has its drawbacks.

# APPENDIX 1: REVIEW OF GOOD PRACTICE

## Introduction

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The following material draws on the available literature to identify the existing evidence on good practice in efforts to ensure the redeployment of workers in large scale redundancies.

## Planning and Resourcing

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A consistent theme of the literature is the need for early action, given the fact that there will be a limited window of opportunity (employers have a statutory duty to notify government when 20 or more employees at a single site are being made redundant). This means that there is a need for:

- Good information sharing between partners to ensure that any warning signs of potential redundancies or business closures amongst local employers are picked up as early as possible.
- Making contact with the employer in good time following the announcement of redundancies to quickly ascertain the likely numbers involved and a detailed profile of the affected workforce. This could include information on the occupations, skills, qualifications, age, gender, location, length of service, income levels etc. of the workforce. Where the employer is unable or unwilling to provide this information, it may be necessary to agree a method of gathering this information from employees directly, e.g. through the use of a confidential questionnaire.
- Robust local labour market information to ensure there is a good understanding of potential job opportunities in the area that displaced workers are likely to be able to access - and to ensure that advice, training etc. provided to employees feed into these opportunities.

This information will allow rapid assessment to be made of the scale of the problem, how readily the displaced workforce are likely to assimilate into the wider labour market, and the types of support most likely to be needed. (Scottish Executive, 2001 and Why Research, 2011)

A practical guide to addressing large scale redundancies (SE England Councils, 2011) suggests there are a number of issues that need to be addressed at the outset. They recommend that the project team:

- Meet with the company to fully understand the redundancy situation, understand expectations and agree timescales for activity.
- Appoint a manager responsible for co-ordinating activities across partners and providing a single point of contact for the company. This role is important as there will be a large number of different elements to be brought together with a limited time frame for delivery. The project manager should:
  - Have good relationships with local partners.
  - Be able to build a relationship with the employer.
  - Be skilled in influencing and negotiating with the various partners and players and problem solving. (TERU, 2009)
- Ensure that each participating partner has a nominated point of contact.
- Determine how affected employees will be consulted on what support they need and how they will be made aware of this package of support.
- Decide how support should be delivered – e.g. on-site or off-site?
- Address the issue of supply-chain companies – whether they may also be eligible for a package of support in the event of a large business closure or relocation.
- Determine when the project's work will be complete.

## Partnership

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A review of the PACE model (Employment Research Institute, 2010) identifies a number of factors that lie behind a successful partnership. These include:

- Clear objectives for the partnership – and a strategy to meet these.
- Partners who are committed and value what PACE is about and who will contribute concretely.
- Honesty and trust between partners, and strong relations between the individuals concerned.
- Understanding of what PACE is and hopes to achieve.
- Including local actors who usually work closely together rather than a relatively high level strategy group removed from day-to-day delivery.

Why Research (2011) highlight the need to ensure that partnerships involved in the process are complementary. Some important potential partners that might offer complementary services are identified as:

- HM Revenue and Customs (HMRC) – there is significant benefit in utilising these services to ensure that individuals are clear on what financial support is available to them. DWP can also assist in ensuring that relevant forms are filled out, as well as being introduced to some employment opportunities.
- The services of a careers adviser are of potentially huge value to ensure individuals can engage with the focus of getting back into work or exploiting other possible opportunities, such as self-employment.
- As noted above, trade unions have an important potential role in communicating and engaging with employees.
- Any other possible partnerships that may exist in each specific circumstance:
  - For example, any key stakeholders within the sector whose expertise may be of some benefit.
  - Depending on local circumstances, there may be opportunity to seek advice and support from local authorities or community groups.

A further point that can be made in respect to partnerships is that while interventions responding to redundancy may be complex with a large number of partners, management is more effective when driven by a small executive group of key partners. Keeping this group small helps to ensure that it maintains a clear focus and can identify and resolve problems quickly (McGregor and Sutherland, 2003).

## Engagement

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One example of an intervention that was seen as being successful in communicating with employees is the Task Force set up in response to the closure of the MG Rover plant in Longbridge, Birmingham (European Monitoring Centre on Change, 2007). Key success factors in engaging with redundant workers were identified as:

- The use of a single, dedicated website, which was updated continuously.
- Retaining part of the MG Rover Human Resources team. Approximately 10 members of the team were kept on by the administrator and funded by the Task Force for 9 months following closure of the plant. This helped the Task Force to communicate with all redundant workers through regular mailings, coordinated by the team.
- Having the trade unions as partners in the task force. This provided an invaluable, additional means of communicating with redundant workers – and helped in addressing workers' concerns about the redundancy.

Based on the lessons learned from efforts to tackle redundancies at the Slumberland factory in Oldham (TERU, 2009), there is a need to make the most of the simplest possible ways of communicating with staff. For example:

- Workplace noticeboards were a good way of getting messages to individuals.
- E-mail and text communication was less successful.
- A dedicated telephone helpline was more popular with staff than the website in this instance.

There is also evidence that the delivery of services through a 'one-stop-shop', providing more general advice and support around things like benefit eligibility as well as employment and skills, and based at their place of work, is popular with employees (Shuttleworth et al., 2005).

## Services

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Based on a review of good practice by Cedefop (2010), effective processes for assisting displaced workers include the following:

- Identifying at an early stage what individuals' goals are and what barriers there may be to achieving them – and then using a formalised action planning process to help individuals work towards specific objectives within planned timescales.
- Help to consider their experience and achievements to date. This could include developing their CVs to consider their transferable skills and experience and how they can best present themselves in the labour market or undertaking self-assessments of their skills and interests.
- Help to refine their job-search skills, considering informal as well as formal methods of job-search, (e.g. how best to use family, business and other contacts) and the simulation of selection processes such as mock interviews.
- Planning, implementing and actively managing an individualised programme of support. This would draw on a range of resources and tools available locally.

With regards to the type of support that should be delivered to people facing or having experienced redundancy, a range of services can be identified from the literature:

- One-to-one support may be available. This can aim to address any needs that clients have, whether for information about benefits, training opportunities or careers guidance. This can help individuals to make sense of their options following redundancy and, possibly to move forward more swiftly than

they otherwise might (Old Bell 3, Dateb and IFF Research, 2011). This guidance is most effective where it is tailored to individuals' needs. For example:

- It may need to be improved/increased for vulnerable groups to reflect difficulty in labour market reintegration;
- Career guidance works best when based on local and occupational information and in collaboration with other networks – e.g. other service suppliers. (Why Research, 2011)
- Group support, which is less resource intensive than one-to-one support and enables affected workers to share experiences and information. This is possibly the most common mechanism for delivering services, and would include activities such as career planning, workshops on specific topics (for example self-employment and business start-up) and job-search skills.
- Resource centres providing facilities for job-search, office facilities and IT equipment. These may also provide individuals with informal support from advisers, as well as peer support from other users (such as job clubs). These centres can be on the employer's premises for accessibility – but in some cases off-site centres can be more appropriate (for example to avoid friction between workers and surviving workers).
- 'Jobs fair'-type events. Employers may have multiple contacts in the industry relevant to the employees affected by the restructuring – and therefore access to job opportunities that may not normally be available through agencies such as Jobcentre Plus. For example, in the restructuring of BenQ Mobile in Germany (Cedefop, 2010), the transfer company invited all metal and electronics companies in Bavaria to a series of job fairs. Many companies attended, some of which did not have operational bases in Germany. This contributed to over 90% of the displaced workers finding jobs.
- Internships or work placements may be available, either with a new employer or with the same employer in another location as part of a 'retrain and transfer' scheme. In some situations, placements can operate as job trials – i.e. if completed successfully, the individual is offered employment.

- Telephone and web-based resources may offer general information, self-assessment tools, training materials, and job-search resources. One example is Worker ReEmployment, a “one stop shop” website for employment, training and financial help for workers who have been laid off, sponsored by the US Department of Labor, which links with the full range of resources and tools for jobseekers, such as State-level sites for further local information and resources. (Why Research, 2011).
- The provision of training. This can take a variety of forms:
  - Training in general employability or core skills – as being able to show evidence of core skills, most notably in ICT, improves the redeployment prospects of individuals at all skill levels and of all ages. (Scottish Executive, 2001)
  - Evidence from the response to redundancies at the Harland and Wolff shipyard in Belfast (Shuttleworth et al., 2005) suggests that training for displaced workers is most effective, and most popular, when it is tied directly to job opportunities. In the case of Harland and Wolff, this was in a sector that utilised similar skills to those held by the workforce.
  - The Welsh Government’s ReAct programme included an element of Vocational Training Support, which provided a grant to cover the costs of training – enabling people to undertake training that they would not otherwise pursue. An evaluation of ReAct (Old Bell 3, Dateb and IFF Research, 2011) attributes a reasonably high level of additionality to this support, in that only 15-30% of beneficiaries would have undertaken training anyway. The level of ‘deadweight’ was lowest amongst those in certain groups – particularly young people (aged 16-24), those with no or low qualifications and those in elementary occupations. This suggests that training support could be targeted at these groups.

An evaluation of the response to the closure of the Motorola plant in West Lothian (Yellow Book, 2002) highlights the potential of commercial outplacement consultants – working from the site and focusing on providing vacancy leads and job search supports – to make a valuable contribution to the redeployment of workers being made redundant. Where these consultants are engaged by the employer, the outplacement services should be treated as an integral part of the redundancy response – with the aim that clients are provided with a seamless service.

## Monitoring

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McGregor and Sutherland (2003) highlight the importance of a good quality management information system to produce regular statistical information on the effectiveness of the intervention to facilitate effective project management – and these systems need to be put in place and tested beforehand. However, in general, there is little evidence from the literature about good practice around project monitoring.

One exception is Yellow Book (2002), who identify a number of findings based on the response to the Motorola plant closure:

- There are two potential aims behind project monitoring:
  - To track the progress of individuals and maintain a caseload of workers still in need of advice or assistance. This is a continuous process working with an evolving caseload of clients, and should be carried out by the partnership or by their appointed contractors on an ongoing basis.
  - To monitor performance against targets. This calls for a snapshot of the current activity or status of the whole cohort on a milestone date. Performance data and other relevant information should be gathered using a survey.
- Full tracking and monitoring of every redundancy response would be prohibitively expensive and time-consuming, and should only be applied to major redundancies. Simple follow-up surveys would be appropriate for most other cases.

- In cases where tracking and monitoring are undertaken, a robust database of all employees is an essential starting point – ideally this should be supplied by the employer, but may need to be constructed using contact information.
- In cases where an evaluation is undertaken, the survey should gather data on service usage and effectiveness as well as individuals' destinations.

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## APPENDIX 2: CASE STUDIES



# CASE STUDY 1

## Background

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Alison and Carol had worked together at Vion Hall's for 15 years. Alison was a hygiene supervisor and Carol a hygiene operative. Prior to working at Vion Halls they had had a variety of jobs and had also had time out of the labour market to bring up their families. They were made redundant in mid February. They are both in their mid 40s.

## Use and Views of PACE

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Alison and Carol found out about PACE through leaflets distributed by their union once they had been given 90 days notice and also because they saw the PACE office on site. They felt confident about their jobsearch skills and ability to put together a CV, but did not feel that there were a lot of other jobs available. During the consultation period they used the PACE services on site including speaking to Jobcentre Plus advisors about the process of signing on, money advice services for information about rent, and also attended some presentations such as a presentation on interview skills. They also felt that the jobs fairs were very useful.

They also talked to PACE staff about alternative opportunities. They had enjoyed working together and felt that they could set up their own business. This was something that they had both always wanted to do and it would be a good way of continuing to work together and they had some ideas for a business which would match their previous skills and experience.

Both Alison and Carol *'rate PACE highly'*. All of the advice they have had has been very good. Like most ex-employees of Vion Halls they had never been unemployed, did not know where to get help and found the Jobcentre very intimidating. Having PACE on site at Vion Halls really encouraged them to use the services and they felt they would not have used all of the services on offer otherwise. People can

find it intimidating to access services if they have never had to use them in the past.

There were no services which were not useful and all of the main services they needed were provided through PACE. However, they felt the organisation of the services at Vion Hall's might have been better organized. There was very little room in the factory and so everyone was in one room and this meant that there was very little opportunity for one-to-one meetings with advisers and little privacy. This was a problem because some people had sensitive issues to discuss.

## Impact

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Through PACE they were put in touch with the Business Gateway advisor. They were given excellent support around starting up a business including help with finding premises, registering the business, insurance, finding stock, accessing training to update their skills and business planning. The advisor took them step by step through the process of setting up the business. PACE staff from Jobcentre Plus also helped them access the new enterprise allowance.

## Looking Forward

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Alison and Carol feel they would not have set up their own business without PACE support and that the Business Development support has been the most helpful support. It has helped them to access good advice and information and the business development advisor has also been encouraging and given them the confidence they need to approach the goal of setting up the business. They welcome the fact that they will have ongoing support through the early months of establishing the business, for example to help them to access training for business including basic bookkeeping and advice and support. They feel they are moving forward and are positive about their new business.

# CASE STUDY 2

## Background

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Rose has been living in the UK for 10 years. She worked in a baked goods factory for 8 years in Hamilton before she lost her job because she made a short trip back to Russia. She had been working in Vion Hall's for 2 years as a packer on the production line before being made redundant on the 21st of December. She is 62 years old.

## Use and Views of PACE

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Rose found out about PACE from other Vion employees who had used the service. She had sought some advice from a private adviser who had been giving advice to some of the Polish employees, but she had been paying a fee for this. As she is now in her 60s she wanted to retire, but she did not know how to apply for a state pension and felt she would need to get another job.

Rose initially contacted PACE for advice on jobsearch. The SDS adviser felt she would be better to meet with an adviser from the Advice Shop who has given her a lot of advice and support since January. It also emerged that Rose was living in poor rented accommodation and needed help to improve her housing situation. The adviser has helped secure a state pension and pension credit and helped her to apply to a housing association to get her own flat.

The adviser also helped her to get local voluntary work. Rose already volunteers in two projects in Glasgow, but the adviser felt she could benefit from taking part in local volunteering and helped Rose get a voluntary position in a local charity shop. She also signposted Rose to ESOL and computer classes.

## Impact

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Rose was able to access the advice services because PACE has a translator who also speaks very good Russian. Rose feels PACE has provided a '*very big help*'. All of the staff at PACE are '*very nice people*'. Rose feels that these kinds of services should be available all across Scotland. All of her Russian friends back in Hamilton are very envious of her situation and wish that they had the same sort of support available.

## Looking Forward

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Prior to accessing PACE Rose was very depressed about her housing situation and being made redundant. Now she is feeling very happy and excited about moving into her own flat and becoming part of a new community. She is very pleased to have her pension. She is also looking forward to starting her local voluntary work and improving her English through this.

# CASE STUDY 3

## Background

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Robert and Maria came to the UK in 2012 from Poland. Both of them were employed through an agency. Robert arrived in Broxburn first and sent for his wife and daughter later. Robert had been working at Vion Halls for 4 months and Maria for 3 when they were made redundant on the 21st of December. They are both in their mid 30s.

## Use and Views of PACE

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Robert and Maria found out about PACE from other Vion employees who had used the service. As they both worked on the production line they were not allowed time off to attend a PACE presentation. They said that many of the people who were, like them, employed through an agency, were not allowed to attend presentations when PACE was based at the factory.

They felt that they needed a range of help from PACE after they were made redundant. As they had arrived in the UK fairly recently they did not have many local friends or networks and did not know how they systems worked in the UK. They do not speak English very well yet and thought it was very good that PACE offered help targeted to the Polish community. They used a range of PACE services including the jobs fair, a presentation on interview skills and careers guidance interviews. They also got advice about CVs, benefits, housing and English language support.

## Impact

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Robert and Maria feel the help they got from PACE was much better than the help which would have been available in another country. They found a presentation which illustrated the differences between the Polish and UK job markets very useful. They also found the '*help with all of the forms*' and designing a CV very useful. They particularly appreciated the fact that there were Polish speakers available to help. They do not think that any of the PACE services need to be improved as they '*did not have any bad experiences*'.

## Looking Forward

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Robert and Maria are currently claiming Jobseeker's Allowance and looking for another job. They feel that the help they got from PACE has helped increase their chances of finding a new job as they feel more informed about the process of applying for jobs and know where to get help. They have also taken steps to improve their English and this will also help to make them more attractive to employers.

# CASE STUDY 4

## Background

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Myrna had worked in the packing and production line in Vion Hall's for 24 years prior to being made redundant on 21 December. Her mother had also worked at Hall's. She had a variety of different jobs before joining Halls including in a bookbinders, food production and warehousing. She is 54 years old.

## Use and Views of PACE

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Myrna did not visit PACE when they were operating in the factory. She went to visit them at Strathbrock in January after registering at the Jobcentre in Livingston. She had realised that the majority of job applications had to be done online and she did not know where to start as she had never used a computer before. She was specifically looking for help around creating a CV and doing online job applications and also checking websites for vacancies. PACE staff helped her to put together a CV and she has also attended the work club sessions organised by PACE. This was very useful for Myrna because she needed more one to one support and with her IT skills than what is normally available in work clubs.

## Impact

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Myrna prefers coming to PACE than using the Jobcentre as she feels she can ask for help and the computers are easier to use. If PACE was not available she would not have known where to go to get help.

## Looking Forward

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Myrna is still looking for a job in retail or cleaning preferably, but she will take anything that is available. PACE have also put Myrna in touch with community learning to improve her IT skills and she is getting ongoing support from Access to Employment as she may need more support to help her get a job. She feels that she is more prepared to get a job as she has now prepared a CV and is more able to use universal job match. She still feels she needs help to improve her IT skills.

# CASE STUDY 5

## Background

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Martin came to the UK in 2008 to work in a fish production factory in Livingston. He worked in this factory for 4 months prior to joining Vion/Halls. In Poland he had been a coal miner. His father and brother also worked in Vion/Hall's. He is 33 years old. He was made redundant on 21st December 2012.

## Use and Views of PACE

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Martin found out about PACE through a leaflet given to him at the factory. He visited the PACE office in the factory where he was given help to register with Jobcentre Plus. He also attended a PACE presentation. Although Martin knew where the Jobcentre was he was not sure how to get help or where to go. Since he was made redundant he has come to PACE fairly frequently (at least weekly) and has been given a range of help. PACE helped him to register for Jobseeker's Allowance, helped him to develop his CV and he has also had financial advice from the Advice Shop about whether he is entitled to council tax benefit. PACE has also helped him to access English lessons as he feels improving his English could improve his chances of getting a job. PACE is also helping him apply for an ILA so that he can train as a fork lift driver. He also attended the jobs fair and found this was useful to find out what kinds of jobs are available.

## Impact

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Martin feels that the help he has had from PACE has been very good. Although he can speak English reasonably well, he still has some difficulties understanding everything and it is helpful there are Polish speakers to help him when he is having some difficulty. For example, he had some problems with his ILA application and a Polish-speaking careers adviser was able to sort this out. It was very useful that the help was local and available immediately.

## Looking Forward

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Martin is still looking for a job preferably in warehousing or packing. He has applied for lots of jobs but feels that the English lessons and the training accessed through PACE will increase his chances of being successful. Martin feels that if PACE had not been set up for Vion Hall's he would not have known where to get help.

# CASE STUDY 6

## Background

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Christine worked as a production control operative in Vion Hall's for 17 years. Her job involved making sure all of the paperwork and equipment for the line was in order every day. Prior to working in Hall's she had worked as a cashier, and a packer and had also taken some time out of the labour market to raise her children. She was one of the last people to be made redundant at the end of January 2013. She is 42 years old.

## Use and Views of PACE

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Christine found out about PACE because they were in the factory. However she says that initially she did not pay very much attention to PACE because she was still in a job and not due to be made redundant until January. In any case she was not allowed to speak to PACE until she had been given her redundancy notice. When she was made redundant she visited PACE at the factory to register for Jobseeker's Allowance.

When she was first made redundant she did not think that she would need help. However, when she visited the Jobcentre in Livingston she felt she was treated badly because she had not got her details on universal jobmatch yet. She realised that she needed some help to get this done and also to improve her computer skills so that she was in a better position to apply for jobs. She has done a basic computer course and has been dropping into Strathbrock to use the computer to search for jobs.

## Impact

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Christine feels it is good that PACE was based in the Strathbrock Centre as this is local and easy to visit. At the moment she is coming into Strathbrock 2 days a week. The staff have been very helpful and have helped her to prepare a better CV and set up her e-mail so that she is able to apply for jobs electronically. They have helped her to plan so that she can fulfil all of the job search requirements needed to claim Jobseeker's Allowance.

## Looking Forward

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Christine is still looking for a job. She is looking for either cleaning, retail or factory jobs. She did get another job in a whisky bond packing last month - but this lasted only two days before she was laid off again due to lack of work. She also was going to join an introduction to retail training course organised through Jobcentre Plus but this was cancelled as she was the only applicant. She hopes this will run again soon. She is not sure whether anything she has done through PACE will improve her chances of getting a job. She feels that the state of the local labour market is probably a more important factor and that there is little anyone can do when there are no jobs and employers are unwilling to even reply to people who have applied for jobs.

# CASE STUDY 7

## Background

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Kate worked at Vion Hall's for 24 years as a cleaner. She had worked in retail before she was first employed in 1985. She left in 1988 to have a baby and then returned in 1989 and worked there until she was made redundant on the 21st of December, 2012. Her husband had also worked in Hall's for 45 years and her son for 17 years. She is 56 years old.

## Use and Views of PACE

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Kate visited PACE at the factory to make an appointment to claim Jobseeker's Allowance. The PACE adviser told her about the help that would be available, but also told her that she would be expected to use this help as a condition of receiving Jobseeker's Allowance. She attended sessions on interview techniques, CVs, using universal jobmatch and a basic computing course run from Strathbrock Centre.

The session on interview techniques was useful as it has been a long time since she has had an interview and it gave her up-to-date information about how to act.

The session on CVs was not so useful as it was so busy it was difficult to get one to one advice. PACE advised her to have a go on her own and then get it checked and she did this and it was fine.

It is useful to have access to a computer at Strathbrock as she does not have access to one at home but when she first came it was not always easy to get one at the centre as it was very busy. She is able to use the computer now to note down job vacancies – but she has not been able to upload her CV onto the system to send to the vacancies. She says that she knows that she could ask for help with this – but she feels it would be *'better to make an appointment'* and that she *'needs to get round to doing this'*. PACE was very busy when she first came to Strathbrock and so she did not like to ask for individual help. She felt they needed more space so that people could be given more

individual help. Sometimes, because it was so busy it was *'an easy excuse not to ask for help'*.

It was useful that PACE was in the factory as the redundancies were taking place. She used to work a back shift and it would have been difficult to get to the Jobcentre to get information otherwise. However, it was not very easy to travel to Livingston to sign on. She is signing on at Broxburn now and this is a lot easier as she lives in Broxburn.

## Impact

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Kate feels that PACE has helped her to improve her jobsearch skills – she would not have known where to look before, but her son has also helped with this and she continues to rely on him to send her CV by email as she is not able to do this yet herself.

## Looking Forward

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She is still looking for work and is not sure whether the assistance she has had from PACE will help her get a job. She feels friends and family might be a better source of information about work, especially as her son got a new job through such a contact. There is *'nothing there'* (in the labour market) and employers do not even bother to get back to applicants so this makes it very difficult to know what you need to do to get a job. If she could *'get the computer up and running'* this might help. She thought that the basic computer skills course might help with this – but it is just about using a computer – it does not tell you how to use the computer for jobsearch.

# CASE STUDY 8

## Background

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Annie went to work in Vion Hall's straight from school. She had been working for 5 years as an administrator when she was made redundant in November 2012. This role involved clerical and accounting work. She had come to Broxburn from Poland when she was 15. Many of her relatives were also working at Vion Hall's.

## Use and Views of PACE

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Annie was told to visit the PACE office in the factory once she was given her redundancy letter and she went down to the office to find out how to register for Jobseeker's Allowance. She was also told that PACE would be able to help her with preparing a CV and give her guidance on where to look for a job. At the initial meeting, PACE staff realised Annie could help translate for the Polish workforce and she was offered a temporary contract beginning a week later.

Annie helped the PACE staff at the factory translating and also encouraging the remaining workforce to use the PACE service. This proved difficult as management often would not allow staff to come down to the office. Although she made repeated requests for people to be sent in small groups to maximise their time with an adviser and to minimise disruption to production, line managers continued to send staff in big groups which meant they had to wait.

Annie's contract was extended when the factory closed and she moved to Strathbrock to continue to provide translation support to the Polish workforce. During this time she also got support from PACE as a client. This helped her to identify where she could look for a job, to update her CV and develop her interview skills.

## Impact

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Annie is continuing to look for a job in administration. She has had several interviews, but none have been successful so far. She feels better prepared for interviews and her CV is up to date.

## Looking Forward

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Annie feels it is just a matter of time before she will be successful at an interview and will be given a job.



# CASE STUDY 9

## Background

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Harriet worked in Vion Hall's as a line leader. This involved organising the staff on the line, making sure that everything was operating properly and also training staff when new products or procedures were introduced. She came to Scotland from Poland in 2004 and initially worked for months in a factory processing turnips until she started working in Halls. She was made redundant on 1st February 2013 and is 56 years old.

## Use and Views of PACE

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Harriet found out about PACE through a presentation at the factory. She was told she had to visit PACE when she got her redundancy letter and they would help with registration for Jobseeker's Allowance. She felt it was very good that PACE was in the factory as this made it easier to see them when she needed to.

After her claim for Jobseeker's Allowance was processed at Livingston she decided to come to PACE at Strathbrock as she realised that the Jobcentre expects claimants to log their job seeking on-line. She had never really used a computer prior to being made redundant and she felt PACE could help her get started with this. PACE helped her to access a basic skills course and she visited the learning centre regularly to carry out job search when she was first made redundant. Now she feels she has the skills to use her partner's computer at home to do this.

Harriet speaks reasonably good English but she is also attending English lessons accessed through PACE as she feels this will also help her in the job market.

She also visited the advice shop for some financial advice. She is not sure about whether she will get any benefits when her Jobseeker's Allowance comes to an end and they are helping to investigate this.

## Impact

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Harriet feels she is more aware of the process she needs to go through to apply for a job. She has a CV, knows where to search and is feeling more comfortable about doing job applications on her own and from home.

## Looking Forward

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Harriet felt very despondent when she was first made redundant. Additionally, her partner has just heard that he has a serious illness, so their future is uncertain. However, she is trying to remain positive and friends tell her that the labour market may pick up over the Spring. She is looking for a job in food production, cleaning, catering or packing. She has made a number of applications but has heard back from one employer who wrote to her that he felt very sorry for Vion Hall's employees and although he had no vacancies at the moment, he would keep her application on file. The letter from the employer letting her know he was keeping her application on file gave her more hope.

# CASE STUDY 10

## Background

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Carla had worked in Vion Hall's for 3 months as a packer when she was made redundant on 21st December 2012. She had come to Scotland specifically for the job and was employed through an agency. In Poland she had been working in a bakery but had been made redundant from that and had been unemployed for a year prior to getting the job at Broxburn. She is 43 years old.

## Use and Views of PACE

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Carla found out about PACE through Polish colleagues who said that PACE had helped them and were able to provide Polish translation. She was not informed about PACE by the agency who employed her. PACE helped her initially to register for benefits. In February, Carla had to go back to Poland to visit her father who was sick. She borrowed money for the flight and informed the Jobcentre that she would be gone for two days. She took her tickets into the Jobcentre to show them the length of her trip. However, the Jobcentre stopped her benefits for 3 weeks. When she came back, Carla had no money. She is a widow and has three children. PACE helped Carla by translating when she went to social work to get a food parcel. The advice shop have been helping her to make her case to Jobcentre Plus so that she can access benefits.

Through PACE, Carla is also doing English classes and they have also helped her to fill in job applications.

Carla says she has had '*only good*' experiences of PACE. She had been paying an individual for advice after being made redundant - but PACE offered her '*real help*'.

The only improvement needed for PACE is to have more employers involved so that they could offer jobs.

## Impact

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Carla believes her chances of getting a job lie in her own hands. However, the help she has had from PACE has made her feel less isolated and more confident about her ability to get a job.

## Looking Forward

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Carla would take any job, but she is looking particularly for one in cleaning, a factory or as a kitchen porter. She has been offered a job in a fish processing factory which she hopes will begin after Easter and she is very pleased about this.

# CASE STUDY 11

## Background

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Mike worked as a general operative at Vion Hall's for four and a half years before he was made redundant on the 2nd of November, 2012. He came to Scotland to work in Vion Halls because he had other family members who worked there. He was initially employed by an agency but then directly by Vion Hall's. He is 30 years of age.

## Use and Views of PACE

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Mike found out about PACE through a presentation. PACE has helped him to prepare a CV, he has started English classes, and he attended the jobs fair. He has also had help from SDS to access an ILA so that he can get his CSCS card to work in construction.

Mike says he has been able to get all of the help he has needed from PACE and has not needed to go anywhere else. This was good because he did not have to do any additional travel for help which would have been costly. If PACE was not there he would not have known where to get help.

## Impact

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Mike has found PACE useful. He has learned a lot about how '*the system*' works. He had not prepared a CV before and so he has learned how to do that. He applied for some jobs at the jobs fair. He feels that the help he has had through SDS has been most useful as he feels if he gets his CSCS card he will be more attractive to employers.

## Looking Forward

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Mike believes he will get his card and then it will be easier for him to find a job.