

Research into the Employment Needs of Disabled and Vulnerable Veterans in Scotland

Poppyscotland Report

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1 Introduction

The Research Study

- 1.1 In June 2008 Poppyscotland commissioned Blake Stevenson, in association with ECOTEC, to undertake a research study into the employment needs of veterans with disabilities and vulnerabilities across Scotland.
- 1.2 The overarching aim of the study is to provide recommendations that will help Poppyscotland and other relevant organisations better shape their services in the future to help meet the employment needs of disabled and vulnerable veterans. In fulfilling this aim it is intended that the study will:
 - examine to what extent current mainstream employability provision suits the particular needs of disabled and vulnerable veterans;
 - assess what the gaps are in present service provision and suggest how Poppyscotland might best shape its services, or develop new services, in order to meet those gaps;
 - identify the resource implications for Poppyscotland and partner organisations of potentially providing support in the area of employability; and
 - test any proposed future strategy against two fundamental criteria – is any employability support or activity capable of being delivered across Scotland, and is this support unique and not a duplication of existing support provided by other agencies.
- 1.3 In order to answer these central research questions the study comprises the following key tasks:
 - gain a better understanding of the employment needs of veterans in Scotland with disabilities and vulnerabilities, including statistical, demographic and geographic information;
 - map existing services amongst all deliverers of supported employment across Scotland, to identify what approaches work/do not work and what models are cost effective/not cost effective;

- map government initiatives, both local and national, to get people back into work;
- gain a better understanding of the potential for employment for veterans with mental health issues; and
- map types of disability for veterans of employment age – to include assessment of ability to work (general not individual assessment relevant to the disability).

The Report

- 1.4 This report sets out the findings from the research study and presents our conclusions and recommendations to inform the future work of Poppyscotland and other relevant organisations.
- 1.5 The remainder of the report is organised as follows:
 - **Chapter 2:** provides a description of the methods used to carry out the research study.
 - **Chapter 3:** sets out the policy context in Scotland and the UK for employment and employability and for the provision of support to veterans.
 - **Chapter 4:** looks at the current picture of employment for veterans in Scotland.
 - **Chapter 5:** examines the barriers to employment that veterans might face which are directly related to the labour market and how it operates.
 - **Chapter 6:** examines the diverse range of difficulties and problems that veterans might experience and highlights the impact that these issues can have on veterans' ability to access and sustain employment. This includes consideration of issues linked to disability and to mental health problems.
 - **Chapter 7:** looks at the current support available to veterans to help them find employment, identifying the opportunities this support offers and highlighting the difficulties that the available provision might present for veterans. The chapter covers support offered by the Ministry of Defence and the Armed Forces; support available through government initiatives and programmes; and support provided by veterans' organisations.

- **Chapter 8:** considers current supported employment opportunities provided by veterans' organisations and the challenges associated with this provision.
- **Chapter 9** summarises the priority issues to be addressed to improve access to employment for disabled and vulnerable veterans and provides our final conclusions and recommendations to take these priorities forward.

2 Study Methods

Introduction

2.1 We used the following methods to undertake this research:

- Desk-research
- Survey and interviews with veterans' organisations
- Survey of veterans
- Focus groups with veterans
- Interviews with key informants working with vulnerable individuals
- Mapping of supported employment
- Analysis and report writing

2.2 Further details of each of these methods are set out below.

Desk-research

2.3 We undertook in-depth desk-based research to examine relevant policy documents, research reports, project/programme descriptions, and statistical information.

2.4 Information collected, reviewed and analysed includes:

- statistical data from Defence Analytical Statistics Agency (DASA) on the age, location, and condition suffered of all veterans in Scotland receiving compensation under the War Pensions Scheme and the Armed Forces and Reserve Forces Compensation Scheme;
- research into what happens to veterans when they leave the Forces, including the different needs that they may have and how these needs can best be met;
- research into the relationship between employment, employability and a range of potential barriers to work including health problems, mental health issues, disability, homelessness, and particular life events;

- information and reports on the impact and effectiveness of employment initiatives aimed at individuals with specific disabilities or vulnerabilities;
- research into supported employment opportunities and initiatives, and the factors contributing to the success or failure of these initiatives;
- policy documents on government strategies and programmes for the achievement of employment outcomes – including those programmes aimed at disabled or vulnerable groups; and
- policy documents on the government’s approach to veterans.

Survey and interviews with veterans’ organisations

- 2.5 We carried out detailed consultations with veterans’ organisations across Scotland to gather their views on the main questions and issues for the research.
- 2.6 This consultation comprised:
- an electronic and paper based survey of all Veterans Scotland member organisations;
 - telephone and face-to-face interviews with representatives from key organisations;
 - two consultation meetings with relevant stakeholder organisations.
- 2.7 Brief details of each of these approaches are provided below.

Electronic and paper based survey

- 2.8 We developed an electronic and paper based survey for Veteran Scotland member organisations. The content and structure of the survey was agreed with Poppyscotland, and it covered the following issues:
- the activities and services provided by these organisations, including activities with an employment focus;
 - employment support needs of veterans;
 - potential barriers to employment for veterans;

- views on current provision to help veterans access employment;
- gaps in current provision for supporting veterans into employment;
- views on mainstream versus supported employment.

2.9 A copy of the survey is provided at Appendix 1.

2.10 The survey was sent to all the member charities of Veterans Scotland, and 17 completed surveys were received.

Telephone and face-to-face interviews with representatives from key organisations

2.11 We undertook detailed face-to-face and telephone interviews with representatives from a range of veterans' organisations with a close interest in the employment agenda. Organisations consulted through these discussions included:

- Poppyscotland
- Regular Forces Employment Association
- Officers' Association Scotland
- Service Personnel and Veterans Agency
- Lord Roberts Workshop
- Lady Haig's Poppy Factory
- Erskine
- Royal British Legion Scotland
- Combat Stress
- Scottish Veterans' Residencies
- Scottish War Blinded
- BLESMA

2.12 These interviews covered similar issues to those raised in the survey, but allowed for fuller discussions and the gathering of more in-depth qualitative information.

2.13 A full list of individuals interviewed is provided at Appendix 2.

Consultation meetings

2.14 Finally, we held two consultation meetings, bringing together representatives from the organisations highlighted above.

2.15 The first of these meetings was held near the start of the research process, to flag up relevant issues for consideration and to identify appropriate routes through which veterans themselves might be reached to participate in the research.

2.16 The second meeting took place towards the end of the fieldwork, to reflect on the information gathered and to discuss potential options for future service provision to support improved access to employment for disabled and vulnerable veterans.

Survey of veterans

2.17 We undertook a survey of veterans in Scotland to gather their views and experiences on the barriers that ex-service personnel can face when accessing employment, and provide them with an opportunity to identify how these barriers might best be tackled.

2.18 As with the survey for veterans' organisations, the content and structure of the veterans' survey was agreed with Poppyscotland prior to its use. The survey covered the following issues with veterans:

- their employment status and the type of employment they are engaged in;
- their experience of finding a job when they left the Forces;
- barriers or difficulties they have experienced in finding employment;
- their knowledge, experience and opinion of the different services that are available to help them find a job;
- reasons why they might not have taken up these services;
- their views on the types of help and support that veterans would find useful to enable them to find a job when they leave the Forces;
- their views on mainstream versus supported employment;

- information about their time in the Forces – how long they served for, how long ago they left, what Force they served in; and
- demographic information about the veterans, including the region in which they live, age, ethnicity, gender, etc.

2.19 The survey was distributed through a wide range of different routes, both electronically and in hard copy. Nearly 900 paper copies of the survey were sent out through the following organisations:

- Service Personnel and Veterans Agency
- Scottish Veterans' Garden City
- Scottish Veterans' Residencies
- Regimental Associations
- Hollybush House (Combat Stress)
- Erskine
- Lady Haig's Poppy Factory
- Lord Roberts Workshop
- Scottish War Blinded
- Army Medical Discharges (Redford Barracks)
- Glasgow Citizens Advice Bureaux (these organisations are taking part in a veterans' project with Poppyscotland)
- Alcohol Support Aberdeen

2.20 The survey was also made available electronically on the unofficial army, navy and air force websites, and on the Poppyscotland and Veterans Scotland sites, and was advertised in the Royal British Legion Scotland newsletter.

2.21 A total of 389 completed surveys were received. Of these responses 207 were from Scotland and 182 were from the rest of the UK. The reason for these non-Scottish responses was due to the survey being available on the unofficial Forces sites, which can be accessed by veterans from across the UK. Having this cohort of respondents from outside Scotland enabled us to make comparisons between Scottish responses and responses from

elsewhere in the UK, and to draw out any differences between these.

- 2.22 A blank copy of the survey is provided at Appendix 3 and a summary of the results are provided at Appendix 4.

Focus groups with veterans

- 2.23 In addition to the survey, we have also undertaken focus group discussions with veterans to gather their views on the key issues involved in the research. The focus groups covered similar topics to those addressed through the survey, but allowed these to be explored in more depth, therefore providing valuable qualitative data. A copy of the schedule used to guide the focus group discussions is provided at Appendix 5.

- 2.24 Focus groups were conducted with the following:

- workers at Lady Haig's Poppy Factory;
- workers at the Lord Roberts Workshop;
- veterans employed at the Scottish War Blind workshops;
- residents at Whitefoord House;
- workers at the Erksine workshops;
- members of the Fife Veterans Association.

Interviews with key informants working with vulnerable individuals

- 2.25 In order to gather information on the range of support needs that veterans may have, we undertook telephone interviews with key informants in agencies working with vulnerable people.

- 2.26 We identified and contacted organisations throughout Scotland working in the fields of mental health; homelessness; disability; drug and alcohol misuse; and employment and training support.

- 2.27 In many cases we found that organisations declined to take part in the research as they either felt unable to comment on the needs of veterans, or that their services were not used by veterans. It appears that the organisations we contacted generally do not record whether their service users are veterans.

2.28 In total, eight telephone interviews were carried out with representatives of the following organisations:

- Frontline Fife
- Edinburgh Cyrenians
- Breathing Space
- Alcohol Support Aberdeen
- A4E
- Jobcentre Plus, Disability Employment Advisor
- Pathways to Work, NHS Condition Management Programme

2.29 The interviews covered a range of topics including:

- the profile of veterans using their services;
- support and services provided to service users;
- the extent to which veterans use the organisation's services;
- the type of services most commonly used by veterans;
- approaches or methods used to access and engage with veterans;
- views on other support and services required by veterans;
- whether veterans' needs are currently being met;
- perceived gaps in provision; and
- suggestions for future service developments.

2.30 The interview schedule used to guide these discussions is included at Appendix 6.

Mapping of supported employment

2.31 One of the objectives of the research study was to undertake a mapping exercise of supported employment activity in Scotland, in order to inform the work of Poppyscotland and partner organisations in this area.

Mapping of supported employment

- 2.32 One of the objectives of the research study was to undertake a mapping exercise of supported employment activity in Scotland, in order to inform the work of Poppyscotland and partner organisations in this area.
- 2.33 Whilst some work was completed as part of this research, Poppyscotland is planning to carry out further research following on from this report to more fully inform its future strategy in this area.
- 2.34 It is also understood, as a result of recent research commissioned by the Scottish Government, that in general local authority supported employment providers do not record whether individuals are veterans.

Analysis and report writing

- 2.35 We analysed the information gathered throughout the course of the work, and used this knowledge to inform our ongoing discussions with stakeholders and veterans.
- 2.36 We have undertaken a careful and considered analysis of all the qualitative and quantitative information gathered through the research study in order to produce this report.

3 Policy context for improving access to employment for veterans

Introduction

- 3.1 The research study takes place at an important and pertinent juncture, with veterans' rights and the delivery of employment support services both issues that are high on the political agenda. This chapter provides a brief overview of the policy context for each of these two issues, which underpin the research study.

Employability

- 3.2 The definition of employability we are using in this research is the one used in "Workforce Plus: An Employability Framework for Scotland" Scottish Executive 2006:

"Employability is the combination of factors and processes which enable people to progress towards or get into employment, to stay in employment and to move on in the workplace."

UK welfare reform

- 3.3 The UK government has recently announced significant changes to the operation of welfare and employment support. In December 2008 the government published its White Paper 'Raising expectation and increasing support: reforming welfare for the future', which sets out these changes.
- 3.4 The main objective of the new legislation is to increase the proportion of the working age population in the UK who are in employment. In seeking to achieve this it is intended that people will receive more tailored support to find work in return for their commitment to entering and sustaining employment. In short, the government aims to reduce the health barriers that prevent people from entering employment and will sanction individuals who do not accept support to help them tackle these barriers.
- 3.5 Prior to the introduction of the White Paper legislation had already been introduced to replace Incapacity Benefit (IB) with a new benefit called an Employment and Support Allowance (ESA), which was introduced in October 2008.

- 3.6 Key elements of the changes included in the White Paper are:
- all new claimants to ESA will undergo a Work Capability Assessment (which examines what work a person is able to do, looks at their longer-term health condition, and also considers drug use);
 - there will be a phased process to move existing IB claimants on to ESA (where appropriate);
 - all existing IB claimants will eventually undergo the Work Capability Assessment;
 - those who are assessed as being capable of returning to work at some stage will have a tailored action plan, and must undertake work-related activity or have their benefits reduced. They will receive support to help them deal with and manage the conditions that they have that hinder them from working;
 - drug users will be required to take steps to stabilise their drug use/undergo treatment, in order to move towards employment, and failure to comply will lead to benefit sanctions;
 - more support will be given to help people remain in work when they become ill or disabled, or if their condition deteriorates; and
 - greater power will be given to local partnerships to develop flexible services, for example, to draw up contracts for local back-to-work services. Private and voluntary sector organisations will have the right to bid to deliver back-to-work services.
- 3.7 In addition to these changes the Department for Work and Pensions (DWP) is also proposing to develop a new specialist disability programme to replace the existing Workstep, Work Preparation and Job Introduction Scheme programmes. The new programme has a working title of IDEAS and it is proposed that a two stage tendering process for the contracts to deliver these services will begin in late March 2009.
- 3.8 These changes clearly have significant implications for disabled and vulnerable veterans, and for veterans' organisations delivering supported employment opportunities for ex-service personnel. Disabled and vulnerable veterans who are out of work are clearly going to be part of the wider group of workless people who will be

offered more support to help them back to work, and will be increasingly required to accept this support. Veterans' organisations meanwhile are likely to be involved or have a keen interest in the tendering process for the delivery of specialist disability employment services.

Scottish policy context

- 3.9 In terms of the Scottish context it is clear that the issue of employment and employability is of central importance to the Scottish Government due to vital role that it can play in helping the government to achieve two of its most fundamental policy goals – improving economic growth and tackling poverty and deprivation.

Economic growth

- 3.10 Economic growth has long been a challenging issue in Scotland and in its 2007 Economic Strategy the Scottish Government set itself the target of matching the UK growth rate in Scotland by 2011.
- 3.11 Employability activity is seen by policy makers as playing a central role in helping Scotland to achieve this target. In its Economic Strategy the Scottish Government has identified three key areas in which it can act to improve growth rates in Scotland – increasing the size of the population and therefore the labour market supply; increasing productivity amongst the labour force; and, crucially for this research study, increasing participation in the labour market.
- 3.12 Figures from 2007 indicate that Scotland's labour market participation rate is relatively good – although these figures do not take into account the impact and implications of the current economic downturn and recession. In 2007 Scotland had an employment rate of 77.2% - which was higher than both the UK and EU averages. In order to support economic growth the Scottish Government has set itself the target of maintaining Scotland's position of having the highest labour market participation rate amongst the UK's constituent nations, and of closing the participation gap to the top five performing OECD countries by 2017.
- 3.13 If Scotland is to achieve these targets then it needs to target and engage more of its current workless population in order to involve them in the labour market. In terms of this research study the link is clear, as disabled and vulnerable veterans who are currently out of work may be one of the groups who could be reached out to and supported to access employment.

Tackling poverty and deprivation

- 3.14 Alongside the desire to improve economic growth, Scottish employability policy is clearly driven by a strong focus on tackling poverty and deprivation. Employment plays a central role in the Scottish Government's approach to addressing the issue of poverty in Scotland. This is highlighted through the Government's Anti-Poverty Framework, which was published in 2008 and which states that:

"by far the most frequent route out of poverty for working age adults is through well paid and sustained employment"

- 3.15 In support of its anti-poverty agenda the Scottish Government introduced the Fairer Scotland Fund (FSF) in 2008. This fund has been provided to each local authority in Scotland with the purpose of addressing area-based and individual poverty and disadvantage. The FSF is being provided as a ring-fenced fund to each local authority in Scotland for each of the next three years (2008/09; 2009/10; and 2010/11).
- 3.16 In introducing this Fund, which brings together seven previous funding streams, the Scottish Government has provided significant resources to support its view that employment should be central to tackling poverty. It has specifically stated that one of the underpinning criteria of the Fund is that all local authorities in Scotland must use their FSF monies to improve local employability services and to improve access to sustainable employment.
- 3.17 Again the link to this research study is significant, since if local authorities use their resources to provide new employability services and opportunities for those living in poverty then it is important that the needs of disabled and vulnerable veterans are considered as part of the development and delivery of these services.

Veterans

- 3.18 The definition of a veteran we are using in this research is the one used by Poppyscotland to determine eligibility for their Services:

"anybody who has served in the UK Armed Forces (Regular or Reserve)"

- 3.19 Veterans' needs and rights currently have a high profile in both Scottish and UK policy circles. The ongoing conflicts in Iraq and

Afghanistan undoubtedly contribute to this, whilst the creation of Veterans Scotland has brought the full range of veterans' organisations in Scotland together and helped to give them a more powerful and cohesive voice with policy makers.

- 3.20 At UK level, a dedicated Veterans' Minister has responsibility for veterans' issues and a new strategy for veterans was launched in 2006 by the Ministry of Defence. This strategy sets out key priorities for meeting the needs of veterans across the UK and focuses on the broad policy areas of transition (of central importance to this research study), support and recognition. A Veterans' Forum meets bi-annually and helps to direct and take forward the work of the strategy. The Forum is made up of representatives from key veterans' organisations, including Veterans Scotland, and all major government departments.
- 3.21 In July 2008 the Ministry of Defence launched a cross-government paper setting out new commitments to members of the Armed Forces, their families and veterans. Key commitments set out in the paper, of relevance to this research included an increase in payments under the Armed Forces Compensation Scheme; improved access to higher and tertiary education for service leavers who have served at least six years, free bus travel for veterans with serious disabilities, and measures to help veterans get access to property after they leave the Services.
- 3.22 In Scotland, the Scottish Government published a paper in July 2008, "Scotland's Veterans and Forces Communities: Meeting our Commitment" which sets out the government's commitment to meeting the needs and aspirations of veterans in Scotland. The paper includes new commitments to veterans in the fields of health, housing, transport, education, and employment and employability. Of particular interest to this research study is the Scottish Government's stated intention to:

"look at developing ways in which it can develop tailored access routes for Service leavers into employment in the public sector in recognition of the high levels of technical and instructional expertise that many Service leavers have to offer".

- 3.23 A new Cross Party Working Group on the Interests of Veterans has been established to take forward action on the issues set out in the commitments paper. The Group includes representation from all the major political parties and veterans' organisations.
- 3.24 The Scottish Government has also established The Scottish Veterans Fund (SVF) to provide grants to innovative projects



tackling different issues and difficulties experienced by veterans. Veterans Scotland is playing a key role in administering this Fund.

4 Employment of Veterans in Scotland

Introduction

- 4.1 In this chapter we examine the available data on the employment picture in Scotland for veterans, and consider the level of worklessness in Scotland amongst ex-service personnel.
- 4.2 Previous research by Poppyscotland identified that there are approximately 189,000 veterans in Scotland who are of working age. It is anticipated that a minority of these veterans face significant challenges of disability or vulnerability in seeking to re-enter the labour market.
- 4.3 There is a lack of robust and comprehensive data on the level of unemployment and economic inactivity amongst ex-service personnel in Scotland and in the UK. The Department of Work and Pensions (DWP) and Jobcentre Plus do not record as a matter of course whether or not someone has been in the Armed Forces, and therefore are unable to provide concrete data on the proportion and number of benefit claimants and jobseekers with a service background.
- 4.4 In the absence of clear government data on the issue, other research and statistics can be used to try and build a picture of the scale of the worklessness issue amongst veterans in Scotland.

Potential size of the workless veterans' population in Scotland

- 4.5 In December 2008 the overall unemployment rate in Scotland was approximately 3.5%. However the Royal British Legion report, "Profile and needs of the Ex-Service Community 2005 – 2020", published in September 2006, found there was an unemployment rate twice the national average among 18–49 year olds in the ex-Service community. Although this is a UK report it is unlikely that the situation will vary enormously for veterans in different parts of the country. Scottish Neighbourhood Statistics data shows that in 2007 the working age population in Scotland was approximately 3,380,000, of whom 63% were aged 20-49.
- 4.6 There are an estimated 189,000 veterans in Scotland of working age. If we assume that around 63% of these individuals are aged 18-49 then the size of this population group is approximately 119,070. If unemployment amongst 18-49 year old ex-service personnel is twice the Scottish average, then that would give an

unemployment rate of 7% amongst this group, or approximately 8,335 individual veterans. If we then assume that the unemployment rate amongst those veterans of working age who are either under 18 or over 49 is the same as the Scottish national average then this gives an unemployment rate of 3.5% amongst a population group of 69,930 – or approximately 2,448 individual veterans who are unemployed. Add this to the figure from the 18-49 group and it appears that there may be approximately 10,783 working age veterans in Scotland who are unemployed.

- 4.7 However, the unemployment rate can mask the true worklessness rate of individuals who are in receipt of non-work related benefits such as incapacity benefit.
- 4.8 Figures for Scotland for benefit claimants of working age (ONS data from NOMIS May 2008) show that 9% of the working age population were claiming incapacity benefits. In the absence of any other information, we might assume that the rate of benefit claimants amongst veterans would certainly not be less than that of the population as a whole. Assuming 9% of the veteran population were claiming incapacity benefit would give a figure of 17,010 individuals.
- 4.9 Taking those on incapacity benefit and those on unemployment benefit, would give a figure of around 28,000 veterans in Scotland who are out of work. This figure may be an underestimate since it is likely that the rate for veterans on incapacity and other non-work related benefits is higher than the rate for the general population.
- 4.10 Of course not all those veterans who are currently out of work are necessarily vulnerable, whilst many of those currently on incapacity benefit may not be capable of moving into work or other positive activity without substantial support. However, the above figures do give a sense of the scale of the population whose needs might warrant consideration.
- 4.11 Further evidence of potential levels of worklessness amongst veterans in Scotland is provided by our survey of veterans. One hundred and eighty-three working age veterans in Scotland responded to the survey question *“Do you have a job at the moment”*. Of these, only 62% indicated that they did. In comparison, 79% of the 174 non-Scottish based working age veterans who replied said that they currently have a job.
- 4.12 The survey also asked veterans how long it had taken them to find a job upon leaving the Forces. One hundred and seventy working age veterans in Scotland answered this question. Whilst 68% of these respondents had found work within six months of leaving, 12% had taken more than a year to enter into employment, and a

further 12% had not worked since leaving the Forces. Again, there were significant differences in the figures between the non-Scottish based respondents and the Scottish based respondents. Eighty-three percent of the 131 non-Scottish based working age veterans who replied had found work within six months of leaving service, whilst only 8% had taken longer than a year and only 2% had not been employed since they left the Armed Forces.

5 Labour market barriers to employment for veterans

Introduction

- 5.1 The UK Armed Forces train their personnel in both occupationally specific and highly transferable skills. As a result most ex-service personnel settle successfully into another career after leaving the Services. However, there are a minority of veterans who are vulnerable and in need of support to help them enter into and sustain employment.
- 5.2 Vulnerable veterans can experience a wide range of different difficulties and problems when seeking to access sustainable and fulfilling civilian employment.
- 5.3 Some of these barriers are broader social, physical and mental issues that can have a significant effect upon a veteran's lifestyle and wellbeing – and can therefore impact upon their ability to access employment.
- 5.4 There are also difficulties and problems that veterans might encounter that are more directly linked to the labour market. The evidence from the research study suggests that many ex-service personnel can suffer from these difficulties, not only those who are disabled or particularly vulnerable.
- 5.5 It appears that if these issues are not addressed at an early stage then individuals are more likely to experience difficulties accessing and sustaining employment. If individuals cannot find or keep a job then this can have a highly negative impact on their lifestyle, which is likely to increase the chances of them becoming more vulnerable and less employable in the future.
- 5.6 In this chapter we look at some of the employment-specific barriers to work which veterans might experience, and consider the implications of these issues for veterans' long-term employability and wellbeing. Our findings are set out under the following headings:
 - Awareness of suitable job opportunities
 - Transferring skills to civilian employment
 - The need for new skills
 - Adapting to a new working culture

- Attitudes and knowledge of employers

Awareness of suitable job opportunities

- 5.7 Research participants suggested that when some veterans leave the Forces they are unsure about how to go about finding a new career that is suitable for them.
- 5.8 Many veterans have only ever worked in the military, or have been in the Services for a long period of time. The Forces have their own distinct process for recruitment, promotion and career development, and therefore veterans often have very limited understanding of the process of applying for and securing work outside of this environment.
- 5.9 With little knowledge of the civilian jobs market some veterans are unaware of a number of key issues that are important to individuals who are looking for work. Issues that veterans may lack knowledge of include:
- the range of different routes into a job in the sector that they wish to work in;
 - the type of organisations who might be able to help them identify which sector they want to work in and can help them find the different routes into this sector;
 - the different training or education options that they might need or wish to follow up, and how to access these;
 - the various programmes and services offered by Jobcentre Plus and other public, private and voluntary sector employment service providers;
 - the different veterans' organisations that might be able to assist them;
 - volunteering opportunities that they might be interested in.
- 5.10 Without this knowledge veterans are not in a strong position to successfully identify, apply for and secure a job opportunity that is suitable for them. Consequently the process of finding a job is likely to prove more arduous and frustrating than should necessarily be the case.

Transferring skills to civilian employment

- 5.11 Transferable skills are the skills and abilities that are required for and can be put to use in any job, enabling an individual to work effectively in a range of different environments and roles.
- 5.12 Evidence gathered through the desk-research, focus groups, survey of veterans, and consultation with veterans' organisations identified that ex-service personnel can offer a wide range of generic and specialist transferrable skills. These skills are likely to be attractive to employers and therefore should play a significant role in helping veterans to find work.
- 5.13 Research participants suggested that due to the nature of the work carried out by the Services, and the way in which the Services are organised and operate, veterans generally bring with them the following personal skills and attributes when they leave the Forces:
- discipline and organisational skills;
 - a strong work ethic;
 - a high level of commitment and dedication;
 - honesty;
 - reliability;
 - punctuality;
 - good personal presentation;
 - the ability to work quickly and under pressure;
 - good communication skills;
 - excellent team-working skills; and in some cases
 - leadership skills.
- 5.14 In addition, many veterans have developed high level specialist skills through their role in their Forces – such as the operation of complex technical equipment or machinery, and skills relating to specific vocations or trades.
- 5.15 All of these skills and experiences should appeal to employers and should play an important role in helping veterans to find a job that is suitable and attractive for them.

- 5.16 However, research participants indicated that many ex-service personnel find it difficult to make employers aware of the personal and specialist skills and abilities that they possess. Participants indicated that many veterans:
- can find it difficult to interpret the personal and technical skills, training and accreditation that they have gained in the Forces, and relate this to the employment opportunities available in the civilian labour market;
 - do not spend enough time to think about what type of person they are and what type of employment would be most suitable for them; and
 - experience problems articulating their skills and experience and presenting these to employers in a way in which they understand, and which meets their criteria for filling a post.
- 5.17 These difficulties that veterans have in identifying, explaining and selling their skills are clearly problematic, because if employers are unclear what a job candidate can offer them then that individual is unlikely to be successful in securing employment.
- 5.18 Stakeholders in veterans' organisations recognise that many veterans require dedicated job-hunting support in order to help them make the connection between their military experience and the wider labour market, and to engage successfully with potential employers. Research participants agreed that such help is needed in a number of key areas, including:
- accurately interpreting skills sets and connecting these to suitable employment opportunities;
 - job application skills, including CV writing; and
 - interview skills.
- 5.19 Veterans who participated in the research also recognised the need for support in this area. In our survey we asked veterans to identify the types of support that ex-service personnel need when they leave the Forces to help them find and keep a job. The most popular response was 'employment and careers guidance' with 79% of veterans responding to the survey indicating that this was required.
- 5.20 It is recognised that whilst many ex-service personnel would benefit from job-hunting support and careers guidance when they leave the Forces, most of these veterans are not necessarily 'vulnerable' at

this time. However it is also recognised that if veterans are unsuccessful in securing work within a reasonable time period after leaving Service then this can lead to them becoming increasingly frustrated and vulnerable. Such frustration and vulnerability can mean that other problems are more likely to emerge – such as alcohol or drug abuse, relationship breakdown, mental health issues financial problems, or homelessness. These issues clearly have a highly negative impact on the overall wellbeing of individuals concerned and also make it increasingly difficult for individuals experiencing such problems to find work in the future.

- 5.21 Evidence of this problem can be seen in Table 1 below, which shows the results from our survey of veterans broken down according to how long it took them to find a job after leaving the Forces.

Table 1 Difficulties experienced by time taken to gain employment

Since leaving the Forces have you been affected at any time by any of the following issues, to the extent that it has made it difficult for you to find or to keep a job?	Time taken to gain employment after leaving the forces (n=357)		
	Less than 3 months	3 months to a year	1 year or longer
Family or relationship problems	34% (121)	53% (189)	50% (178)
Problems with drug or alcohol misuse	14% (49)	32% (114)	25% (89)
A criminal record	6% (21)	18% (64)	18% (64)
Homelessness	8% (28)	23% (82)	25% (89)
Lack of relevant training or skills	27% (96)	56% (199)	48% (171)
Social isolation	21% (74)	50% (178)	55% (196)
Mental health difficulties	23% (82)	41% (146)	53% (189)
Problems with anger management	24% (85)	42% (149)	52% (185)
Financial problems	26% (92)	55% (196)	62% (221)

- 5.22 Table 1 clearly shows that across the 357 respondents to this question, if veterans had not found a job within three months of leaving the Services the likelihood of them experiencing particular difficulties increased significantly. Interestingly the differences are not so stark between those who found a job between three months and a year after leaving and those who took longer than a year to find work. This highlights the importance of veterans being able to find work quickly and easily when they are discharged from service.

New skills

- 5.23 Whilst many of the skills and attributes that veterans acquire through their time in the Forces can be translated to civilian employment, many respondents were also clear that the skills of

some ex-service personnel are less relevant outside of the Forces. Therefore re-training is essential for these veterans to help them successfully find work when they leave the Services.

- 5.24 The survey of veterans provides clear evidence to support this finding. We asked survey participants to identify the types of employability support that veterans most need when they leave the Armed Forces. Three hundred and seven respondents answered this question, and gave the following replies:
- 76% said that work placements or trials would be beneficial;
 - 76% reported that help to develop new skills was required; and
 - 69% indicated the importance of training.
- 5.25 These three responses were the 2nd, 3rd and 4th most popular responses to this question, after the need for employment/careers guidance (as highlighted above).
- 5.26 The need for re-training or the development of new skills is seen to be a particular priority for those ex-service personnel who developed only limited specialist or technical skills whilst in the Forces – usually those who have had a relatively low rank whilst in Service.
- 5.27 It was suggested that without support to develop new skills and expertise in particular sectors or areas of work some veterans can find it difficult to make best use of the transferrable personal employability skills that they have developed in the Forces. These veterans can therefore find it difficult to access and sustain fulfilling employment, and appear to be more likely to suffer from other social or economic problems in the future.

Adapting to a new working culture

- 5.28 Whilst the need to translate existing skills or develop new skills was seen as an important issue in helping veterans to find employment these issues are underpinned by the need for veterans to make the shift from the way in which they worked in the military to the very different approach to work that is required in civilian employment.
- 5.29 This can be a challenging issue for veterans and is clearly seen as a concern by many. Sixty-eight percent of survey respondents in this study indicated that if veterans are to successfully find and sustain a job when they leave the Forces then they need “support to adapt to a changed working culture”.

5.30 The message that the way of working in the Forces is significantly different from how organisations work in the civilian labour market was strongly emphasised by participants across the research study. The main differences between the two spheres were seen as being as follows:

- roles and tasks are more clearly defined in the Forces, whereas in civilian jobs there is more emphasis on individuals to direct and shape their own work;
- organisational structures are often more complex and fragmented in civilian organisations, compared to the narrower and more formal 'chain of command' in the military;
- the distinction between management and staff is usually less distinct in civilian workplaces than it is in the Services;
- jobs in 'civvy street' often require individuals to carry out a lot of work on their own, compared to the Forces where most tasks are undertaken in teams working closely together;
- levels of pay are significantly lower in civilian jobs compared to what someone at the same level of skills and experience might earn in the Armed Forces;
- due to the nature of the work carried out in the military and the lifestyle associated with being in the Armed Forces the working experience in the Forces is far more intense and all-encompassing than in most civilian organisations; and
- a 'carrot and stick' approach to working is more common in the Armed Forces – with individuals given clearly tangible rewards (such as an afternoon off) for carrying out a task effectively and efficiently.

5.31 Adapting to these changes can be extremely challenging for individuals when they leave the military. Research participants highlighted that in trying to make this shift veterans often encounter the following difficulties:

- problems relating to colleagues from a non-military background due to their different attitudes and approaches to work;
- a sense of isolation due to the more individualist nature of civilian employment and the loss of the camaraderie with like-minded individuals;

- difficulties understanding how leadership structures and management approaches work in civilian organisations;
 - anger if they feel that colleagues or managers don't communicate clearly with them, engage in 'office politics', or show a lack of discipline or respect; and
 - frustration at the often more mundane and slower-paced nature of civilian work, compared to the experience of being in the military.
- 5.32 If veterans are unable to deal with these issues and adapt successfully to civilian work life then it can be difficult for them to sustain employment for long periods of time. This can lead to them flitting between many different jobs, spending only a short time in each role whilst also experiencing spells of unemployment.
- 5.33 As discussed above in relation to the issue of transferable skills, it is likely that many veterans do need help and support to adapt to the changed working culture when they first leave the Forces, but not all veterans in this position are necessarily 'vulnerable' at this stage. However, as highlighted previously this is a preventative issue. If issues are not addressed soon after an individual leaves the Services then it is more likely that these individuals will become vulnerable later on.

Attitudes and knowledge of employers

- 5.34 Evidence from the research suggests that it is not only veterans themselves who need help to make the connection between the skills they acquired in the Forces and how these translate to civilian employment. Research participants indicated that work is also needed with employers, to help them understand the benefits of employing a veteran and to improve their knowledge of the particular skills and abilities that ex-service personnel might bring to their organisation.
- 5.35 Veterans and representatives from veterans' organisations suggested that at present most employers are unclear about the skills and attributes that ex-service personnel can offer and are unable to make the connection between the work that an individual carried out whilst in Service and the work of their own business.
- 5.36 Service personnel are provided with information from the Armed Forces to show how the work they have undertaken in Service relates to civilian qualifications. However research participants indicated that employers find it difficult to use this information to

identify if an individual has the appropriate skills and experience for their organisation.

- 5.37 This situation clearly makes it more difficult for veterans to sell their skills and experience to employers and can therefore act as a significant barrier to employment for some veterans.
- 5.38 A number of research participants also suggested that some employers may be prejudiced against ex-service people – perhaps if they have had difficult experiences when employing veterans in the past, or perhaps due to negative perceptions portrayed in the media about the problems some veterans have when they leave the Service. It was suggested that work was needed with employers to emphasise the positive attributes that veterans might bring to an organisation.
- 5.39 Interviewees, survey respondents and focus group participants also highlighted that employers need to be made far more aware of particular issues to consider when employing a veteran – such as the different working culture that they are used to, and the difficult experiences that they might have had whilst in the Forces.

6 The employment needs of disabled and vulnerable veterans

Introduction

- 6.1 As described in Chapter 5, many veterans in Scotland suffer from difficulties associated with issues such as the transferability of skills, a new working culture and relationships with employers when they leave the Armed Forces and seek to access employment.
- 6.2 Each of these issues is directly related to how veterans engage with the labour market and can have a significant impact upon the ability of ex-service personnel to find work. The evidence from the research suggests that these problems are commonplace, and are experienced by many veterans after they leave the Services.
- 6.3 However, in addition to these employment-specific barriers to work a minority of ex-service personnel also suffer from a wider range of social and economic problems and difficulties. These broader issues can affect a veteran's whole lifestyle and wellbeing, and consequently can severely affect their ability to enter into and sustain employment. In addition, individuals suffering these wider problems are likely to experience more difficulties in transferring their skills, developing new skills, dealing with employers, and adapting to a changed working culture.
- 6.4 Geography may also be a factor which affects the opportunities for veterans to access services. Our survey shows that most respondents live in the Edinburgh area, followed by Glasgow and the west of Scotland, then Tayside, and Fife. There are smaller numbers of respondents scattered throughout the rest of the country and it may be that for at least some of these the inability to access support services suited to their needs could add to the difficulties of isolation.

Table 2: Geography

Which part of Scotland do you live?	
City of Edinburgh	14.4% (29)
West Lothian	6.4% (13)
Midlothian	4.0% (8)
East Lothian	3.5% (7)
Scottish Borders	2.5% (5)
Glasgow City	6.4% (13)
Renfrewshire	4.5% (9)
East Ayrshire	3.5% (7)
North Lanarkshire	3.5% (7)
South Lanarkshire	3.5% (7)
South Ayrshire	1.5% (3)
West Dunbartonshire	0.5% (1)
Inverclyde	1.0% (2)
East Dunbartonshire	0.5% (1)
East Renfrewshire	0.5% (1)
North Ayrshire	0.5% (1)
Perth and Kinross	6.4% (13)
Angus	3.0% (6)
Dundee City	3.0% (6)
Falkirk	2.5% (5)
Stirling	2.0% (4)
Moray	2.5% (5)
Aberdeenshire	2.0% (4)
Aberdeen City	1.5% (3)
Fife	9.9% (20)
Highland	5.4% (11)
Argyll and Bute	3.0% (6)
Dumfries and Galloway	1.5% (3)
Shetland	1.0% (2)

- 6.5 In this chapter, we consider the nature and extent of the wider vulnerabilities that veterans can experience, and consider the impact that these can have on their employability.
- 6.6 The chapter is set out under the following headings:
- Social isolation
 - Disability
 - Mental health issues
 - Homelessness
 - Financial problems
 - Substance misuse

- Criminality
 - Early Service Leavers
- 6.7 We have separated out these issues to consider the nature of the problems veterans experience in these areas, and how this is linked to employment problems. However it is essential to recognise that in most cases where an individual is suffering from one of these difficulties then they will also be suffering from at least one other of these problems – and in many cases from several.
- 6.8 These issues are inter-related and mutually reinforcing. For different individuals different problems will be the first to emerge, and these can then exacerbate or cause other difficulties. For example, an individual may experience difficulties in getting a house when they leave the Forces, and become homeless – which may then have a negative impact on their mental health and may increase the risk of them becoming vulnerable to substance abuse and to engaging in criminal activity. Conversely, an individual who has a house may suffer from significant mental health difficulties and substance misuse issues – and these problems may make it difficult for them to sustain their tenancy/mortgage, leading to them becoming homeless.
- 6.9 In terms of employment it is also important to note the complex relationship to these different issues. For example, it may be that experiencing these problems can act as a significant barrier to work for some individuals, whilst for others not being able to find a job or losing a job can exacerbate or lead to some of these problems. Often it is a complicated combination of each of these scenarios.
- 6.10 With this in mind, it is clear that a holistic and comprehensive approach is required to tackling these veterans' needs and enabling them to move, if possible, towards employment that is suitable and appropriate for them. It is also unlikely that a single form of service provision to promote employment is likely to meet the needs of all individuals suffering these difficulties, as the range of barriers they face is highly complex and diverse. More likely a range of different options are needed to address the needs of individuals in different situations.
- 6.11 The other important point to note is that evidence from our survey of veterans (Table 3) shows that, with the exception of “relevant training and skills”, each of the issues discussed in this chapter is more prevalent amongst veterans living in Scotland than veterans elsewhere. This may be because of the particular profile of respondents from Scotland, or may suggest that veterans in Scotland generally experience more difficulties and barriers to

employment than their peers in other parts of the UK. The table below shows the response from veterans who completed the on-line survey but has omitted the responses from veterans involved with organisations supporting those with vulnerabilities or disabilities.

Table 3 Issues experienced since leaving the services – respondents living in Scotland and those living elsewhere: online survey responses

Since leaving the Forces have you been affected at any time by any of the following issues, to the extent that it has made it difficult for you to find or to keep a job?	Respondents living in Scotland	Respondents living in other parts of the UK
Family or relationship problems	39%	30%
Problems with drug or alcohol misuse	12%	9%
A criminal record	7%	2%
Homelessness	14%	4%
Lack of relevant training or skills	26%	33%
Social isolation	24%	23%
Mental health difficulties	22%	14%
Problems with anger management	24%	21%
Financial problems	28%	23%

Social isolation

Nature of the problem amongst veterans

- 6.12 One of the key issues highlighted by veterans and veterans' organisations is that life in the Armed Forces is very different from life in 'civvy street' – and some veterans experience significant difficulties in making the adjustment from the former to the latter. These difficulties can lead to veterans becoming socially isolated and can seriously hinder vulnerable ex-service personnel from gaining access to the labour market.
- 6.13 The problems of social isolation and a sense of dislocation were specified by many research participants as being major issues after they leave the Services. In total more than one-third of veterans (36%) responding to our survey reported that since leaving the Forces they had at some point been so socially isolated that it had been difficult for them to find or keep a job.
- 6.14 This issue of social isolation is worsened by evidence that suggests high levels of relationship breakdown amongst ex-service personnel. Across all respondents forty-three percent of veterans responding to our survey indicated that since they had left the Services they had experienced family or relationship problems so

significant that these had hindered their attempts to access or sustain employment.

- 6.15 Research participants also highlighted that there is a significant link between social isolation, disability and mental ill health. The significant problems of disability and mental health issues amongst ex-service personnel (discussed in detail later in this chapter) therefore suggest that the problem of social isolation may be a significant one for many of the most vulnerable veterans.
- 6.16 Focus group participants and stakeholders suggested that part of the reason why veterans can experience social isolation is because of the very specific way that life in the Forces is organised – including the all-encompassing nature of Service life – and the difference between this and civilian life. It was argued that being in the Services can lead to individuals becoming ‘institutionalised’ and struggling to function properly when removed from this environment.
- 6.17 The following issues were highlighted as being particular features of Forces life that service personnel come to see as the norm but which are not replicated in civilian life:
- the Armed Forces take care of all aspects of an individual’s life – including their housing, food, health care, education, etc;
 - in the Services individuals live and work in close proximity to each other, often in extreme and dangerous situations, operating under intense pressure. The nature of this way of living means that there is a very strong bond of comradeship and camaraderie between those who serve together;
 - due to the strong bond and close living arrangements between individuals in the Forces there is a ready-made network of like-minded, trusted friends and colleagues instantly available for service personnel to tap into and use whenever they need advice and support; and
 - many individuals in the Services joined the Forces because they saw it as an excellent opportunity to undertake an exciting and important job, to travel to different parts of the world and to escape from difficulties or frustrations that they might be experiencing at home.
- 6.18 When individuals leave the Services they are removed from this way of living and have to adapt to civilian life – which often operates quite differently from what they became used to in the

Forces. This change can present the following difficulties for some veterans:

- they find it very difficult when they leave the Services and have to deal with everyday elements of civilian life themselves – often for the first time in their life. These veterans are often not aware of where they can get access to housing, how to pay household bills, how to cook a meal, how to claim benefits and so on. Therefore dealing with these issues can be a major challenge, which not all veterans cope with successfully;
- the removal of the intense and close relationships formed during Service life can create a sense of isolation and loss, with individuals unable to recreate the same types of bond that they had with colleagues in the Forces. This is a particular problem for single veterans, who do not have strong or significant family relationships to replace the bonds they had in the Services and to help them adjust to civilian life;
- the loss of the support network provided by the Forces can have a deeply negative impact on those veterans who are living alone and do not have strong family or friendship bonds outside of the Services - and therefore have a very limited number of people to turn to for advice and help;
- returning to the same place that they came from, where there have been few social or economic developments, can be extremely demoralising and depressing for individuals who have had intense and diverse experiences whilst serving in the Forces.

6.19 The result of these difficulties for some – though by no means all – veterans is that they can feel removed from society, unclear about how it operates and unsure how they can successfully engage with it. This isolation can often lead to other problems, such as mental health issues, drug or alcohol difficulties, or homelessness – although it is recognised that each of these issues can in turn lead to social isolation.

Link to employment problems

6.20 In terms of employment, social isolation can make it difficult for individuals to identify appropriate job opportunities, and to have the confidence, security and stability to pursue these opportunities in order to access and sustain fulfilling employment. Therefore it is an

issue that can increase the vulnerability of veterans and can act as a significant barrier to employment.

6.21 Many research participants suggested that the most effective way of addressing this issue in the future would be to help veterans establish contact with other ex-service personnel living in their local area. The benefits of such an approach were seen as being as follows:

- veterans who had been out of the Forces for a period of time would be able to share the benefits of their experience and provide information about how to access housing, jobs, benefits etc to those veterans who had only recently left the Services and had less knowledge about these issues;
- all veterans share the common bond of having been in the Services and therefore often feel that they understand and can relate to each other, possibly more than to those who have not been in the Forces;
- informal, word-of-mouth style help and guidance is often the way in which individuals feel most comfortable finding out about services and issues;
- this could be a sustainable, organic model as veterans move from being the one who receives the support/advice to the one who provides it to 'new' veterans when they leave the Forces.

6.22 However, it was also recognised that those veterans who left the Forces in more difficult circumstances (such as a medical discharge or through disciplinary procedures) may be reluctant to seek help from ex-military people. These individuals are perhaps likelier to have a more negative view of their time in the Services and may not want to engage with fellow veterans.

6.23 Consequently a 'one-size fits all' model will not be enough to address the issue of social isolation amongst veterans. A range of different approaches will be needed to meet the needs of different individuals – including for example increased links with mainstream public and voluntary sector agencies engaged in tackling social inclusion, to raise their awareness of veterans' issues.

Disability

Nature of the problem amongst veterans

- 6.24 The nature of the work carried out by the Armed Forces means that service personnel have a relatively high risk of sustaining an injury that will cause them a permanent physical disability.
- 6.25 Depending on the nature of the injury sustained, these disabilities can often have an impact upon the type of work that veterans are able to undertake when they leave the Services. Indeed, 41% of our survey respondents indicated that when they were in the Forces they had suffered an injury or illness that has since made it more difficult for them to get work, or has limited the type of work that they have been able to get. This is similar to the figures included in the Poppyscotland 'Meeting the Need' report, which identified that around 34% of veterans had a long-term illness, disability or infirmity.

War pension data

- 6.26 Data from the Defence Analytical Services Agency (DASA) and the Service Personnel and Veterans Agency (SPVA) shows the number of veterans in Scotland who are in receipt of a war pension – the scheme which provides compensation for ex-service personnel where illness, injury or death is caused by service.
- 6.27 This data is useful and provides a guide to the nature and dispersal of disabled and vulnerable veterans in Scotland. We present some of this data below, broken down by recipients' age, location and condition suffered. It is recognised however that there are a significant number of veterans who are in need or who have a disability but who are not in receipt of a war pension.
- 6.28 There are two separate compensation schemes in operation for British veterans:
- the War Pensions Scheme (WPS) provides compensation for all ex-service personnel where illness, injury or death is caused by service **before** 6 April 2005; and
 - the Armed Forces and Reserve Forces Compensation Scheme (AFCS) pays compensation for injury, illness or death caused by service **on or after** 6 April 2005.
- 6.29 Data for the two schemes is recorded slightly differently and therefore the two datasets are presented separately and cannot be directly compared. The latest data available under each scheme is

to 30 September 2008. It should also be noted that in the data provided by DASA all figures have been rounded to the nearest '5' for data protection purposes, and calculations are based on the data provided to us.

Overview

- 6.30 5,535 veterans of working age in Scotland are in receipt of a war pension under the War Pension Scheme and a further 140 veterans receive compensation payments under the Armed Forces Compensation Scheme. Therefore a total of 5,675 veterans in Scotland receive support across the two schemes.

Age of war pensioners

- 6.31 Unsurprisingly given it is the scheme that has been in operation for far longer, many more veterans currently receive payments through the War Pension Scheme than the Armed Forces Compensation Scheme. Of those veterans receiving payments through the War Pension Scheme nearly a fifth (19%) are aged 61 to 65 and just under a third (31%) are aged between 51 and 60. Only 4% of working age veterans being supported through this scheme are aged 30 or under.
- 6.32 Although a much smaller number of working age veterans currently receive payments through the Armed Forces Compensation Scheme this number will increase as it is the scheme now used to support veterans who suffer injury, illness or death through service. It is also important to note that there are significant variations between this scheme and the War Pension Scheme in terms of the age breakdown of recipients.
- 6.33 Nearly half (46%) of working age veterans receiving payments through the Armed Forces Compensation Scheme are aged between 21 and 30, with a further 7% aged 20 and under. No working age veterans compensated through this scheme are aged over 45.

Geographical location of war pensioners

- 6.34 There is a fairly even spread of those receiving a War Pension across Scotland, with the highest numbers living in Fife (12%); Glasgow (7%); Highland (6%); and Edinburgh (6%). With the exception of Fife, which is home to approximately 7% of the total Scottish population but 12% of veterans receiving a war pension,

the breakdown is reasonably similar to the distribution of the overall Scottish population across the 32 local authority areas.

- 6.35 In terms of the Armed Forces Compensation Scheme, the data shows the highest numbers of veterans receiving payments through this scheme are living in Edinburgh (21%); Glasgow (11%); Angus (11%); Argyll and Bute (11%) and Moray (8%). In nine local authority areas there are no resident working age veterans receiving support through the Armed Forces Compensation Scheme and in a further 15 local authorities there are less than five veterans who have received compensation through this scheme.
- 6.36 It may be that at disproportionately high number of veterans being compensated through this scheme are listed as living in Edinburgh because Forces personnel can apply to the scheme whilst still in service, and they may be based in Edinburgh at this time.

Conditions suffered by war pensioners

- 6.37 The data provided by DASA shows that a 'Non-Specified General Condition' is the condition most likely to be suffered by working age veterans in Scotland receiving support through the War Pension Scheme, with more than 2,400 veterans or a fifth of all war pensioners suffering this type of condition. Such a condition is a medical condition that is not euphemistic, traumatic, cancerous, infectious, psychiatric, ENT, dermatological, cardiovascular, or gastrointestinal in nature.
- 6.38 The second most likely condition to be suffered by veterans is non-specified trauma (1,375 sufferers/11% of war pensioners), followed by noise induced sensorineural hearing loss (1,065 sufferers/9% of war pensioners), arthritis (515 sufferers/4% of war pensioners), post-traumatic stress disorder (470 sufferers/4% of war pensioners), and back pain syndrome (420 sufferers/3% of war pensioners). In 1,765 cases (14%) the condition suffered by a veteran is listed as 'Unknown'.
- 6.39 For those working age veterans receiving compensation under the Armed Forces Compensation Scheme the most commonly suffered conditions are musculoskeletal disorders (75 sufferers, 33% of compensation recipients) and fractures (70 sufferers, 31% of compensation recipients).

Link to employment problems

- 6.40 There is a wealth of data available that provides strong evidence of the link between disability and worklessness.

- 6.41 For example, Office for National Statistics (ONS) figures from 2007 show that the employment rate for the overall working age population in Scotland in 2007 was 76%, whilst amongst disabled people of working age this figure was only 47%. Similarly, the unemployment rate for disabled people in Scotland was 8% compared to only 5% amongst non-disabled people.
- 6.42 Disabled people in Scotland are also more likely to be economically inactive compared with the general population. In 2007 49% of disabled people were inactive, compared with 13% of people who were non-disabled.
- 6.43 In 2006 the then-Scottish Executive published 'Workforce Plus', a new employability framework for Scotland. A comprehensive and inclusive approach was taken to developing this new Framework, including the creation of five separate 'workstream' groups, each with responsibility for identifying key policy recommendations in specified areas. One of these workstreams focused on the needs of the most vulnerable workless groups, and its findings in relation to these groups provide valuable evidence of the link between worklessness and different vulnerabilities.
- 6.44 In terms of disabled people the workless client group workstream highlighted that the following barriers to employment were commonly encountered:
- the complex benefits system and the changes to entitlements which entering employment can bring, which can dissuade people from accessing work;
 - negative or prejudiced perceptions held by employers;
 - lack of awareness amongst employers about how they may be able to adjust their premises etc to meet the needs of disabled workers;
 - disabled people's support workers underestimating the capabilities of their clients;
 - lack of self confidence; and
 - difficulties in sustaining employment.

Mental health issues

Nature of the problem amongst veterans

- 6.45 The evidence gathered through this research study suggests that mental health difficulties are a serious and growing concern for veterans in Scotland and in the UK as a whole. These difficulties can have a serious impact on the lifestyle and wellbeing of individuals and can significantly hinder their capacity to access and sustain employment. For many people, the conditions they experience are chronic – but they can be supported to manage these conditions better in order to live a healthier and more fulfilling life.
- 6.46 The experiences that some individuals have in the Armed Forces can be highly distressing and can cause serious mental health problems both during and after their time in Service. However there is no single data source that indicates the nature, level and prevalence of mental health problems amongst ex-service personnel, and indeed it can be argued that it is nearly impossible to accurately quantify this issue.
- 6.47 This is because, as many research participants pointed out, mental health problems often do not emerge until quite some time after a veteran has left the Armed Forces. Information from Combat Stress shows that the average length of time between an incident occurring which has contributed to mental health concerns and the veteran involved accessing Combat Stress is more than 13 years. It may be that these difficulties are related to a person's experience in the Forces but remain hidden until triggered by other events or problems – such as the loss of a job, relationship breakdown, bereavement, and so on.
- 6.48 Nevertheless, there is evidence to suggest that the number of veterans in Scotland with mental health problems is increasing. For example:
- Combat Stress received 1,200 new referrals in 2007/08 alone – only 600 fewer than they received in the two-year period of 2004-2006 – and this number is expected to increase further for 2008/09;
 - between 2005 and 2008 the number of new referrals to Combat Stress each year has risen by more than 50%;
 - the average age of Combat Stress clients in 2001 was 71-80, and it is now 41-50 – suggesting a significant uptake of services amongst newer and younger veterans;

- since October 2006 the size of the Combat Stress Welfare Officer team has increased by nearly 50%, from 11 to 16;
- the 2006 report from the Royal British Legion indicated that the number of mental health disorders amongst veterans in the 16–44 age group is three times that of the UK population of the same age;
- 34% of respondents to our survey indicated that since leaving the Forces they had at some point suffered mental health problems that had made it difficult for them to find or keep a job. Of these respondents 62% were under the age of 45 – and only 47% of all respondents who answered this question fell into this age bracket; and
- evidence from the Royal British Legion Profile and Need report indicates that mental disorders are prevalent at a rate of 94:1,000 amongst veterans, compared to only 28:1,000 amongst the overall population.

6.49 A relatively low number of veterans who receive a War Pension or payments from the Armed Forces Compensation Scheme do so on the basis of having being diagnosed with Post-Traumatic Stress Disorder (PTSD) or other mental health issues. This is likely to be due to the fact that most mental health difficulties do not emerge until several years after an individual has left the Forces, and it can be difficult for veterans to make a successful claim to the compensation schemes if their condition is not identified within a certain time period after they were discharged.

6.50 However research participants suggested that the nature of the current conflicts in Iraq and Afghanistan is one of the key reasons for this apparent increase in mental health problems amongst ex-service personnel. They also indicated that in recent years there has been a general increase in the awareness of mental health issues and a decrease in the stigma that was often previously attached to these issues. This has made people better able to identify that they have a problem, and more confident in coming forward for help. Nevertheless it was also recognised that many veterans are still unable or unwilling to recognise that they have mental health issues and therefore do not always access or receive the support that they might need.

6.51 Evidence from the research suggests that those veterans suffering mental health problems are likely to be experiencing multiple vulnerabilities. Combat Stress notes that alcohol and drug misuse, social exclusion, homelessness and difficult childhood backgrounds are major issues for significant proportions of its client group. Napo

(the trade union for probation officers in England and Wales) found in its research into veterans' engagement with the criminal justice system that there is a high correlation between mental health difficulties, substance abuse and criminal behaviour amongst veterans.

Link to employment problems

- 6.52 Interviewees and focus group participants highlighted the problems that mental health issues can bring in terms of accessing and sustaining employment. It is recognised that the relationship between mental ill health and employment is complex – as mental health issues can lead to an individual not being able to sustain a job, whilst losing a job can also cause mental health problems to emerge or become worse.
- 6.53 The particular difficulties for veterans in accessing and sustaining employment due to poor mental health include:
- significant day-to-day variations in wellbeing and motivation, which can make the regularity and rigidity of employment difficult to fit in with and adhere to;
 - a lack of confidence, which can make it difficult to deal with criticism from employers or colleagues;
 - very low self-esteem, which can be debilitating in workplace situations where employees have to tackle difficult tasks that they might not succeed at easily and which can take time to master;
 - inability to cope in pressurised or stressful situations;
 - particular difficulties or issues for individuals, which are specific to them but which can be triggered by everyday situations or occurrences – such as a car back-firing, going down a narrow flight of stairs, and so on – which remind them of a harrowing experience from their time in the Services.
- 6.54 The Employability Framework Workless Client Group workstream identified the following additional barriers that can have a negative impact upon the employment aspirations of individuals with mental health difficulties:
- lack of health management services for in-work support;

- limited employer support and lack of ongoing support in the workplace;
- limited appropriate training provision;
- stigma/employer attitudes;
- low expectations of health care and employability staff; and
- anxiety over entering employment and support in the workplace.

6.55 For some individuals experiencing these difficulties employment will be difficult to achieve – depending on the nature and severity of their problems. However for others sustainable employment is a realistic goal, as long as they receive the correct support and encouragement to enable them to do so.

6.56 Research participants suggested that the following factors were important in helping veterans with mental health issues move into and sustain a job:

- the need for a supportive workplace environment, where employers know and understand an individual's difficulties and needs – which may include time-off for treatment etc;
- a focus on what an individual can do rather than what they can't – using their skills and abilities to identify and sustain appropriate employment;
- the importance of an individual moving into a role where they feel confident, which they are able to do, and where they can take ownership of specific tasks and duties; and
- support to establish a routine before moving into paid employment – perhaps by doing voluntary work or undertaking a training course;
- the vital role a mentor can play in helping to encourage and support an individual to find and sustain employment, and to manage their problems in order to do so; and
- help and encouragement from trained and experienced professionals. For some ex-service personnel this support might best be received from fellow veterans who understand the mentality and experiences of the Services, whilst for others who do not wish to have contact with anyone

connected to the Forces this may be from other professionals.

Homelessness

Nature of the problem amongst veterans

- 6.57 As highlighted above, one of the major barriers that many veterans face when they leave the Armed Forces is that they have to deal with all aspects of civilian life that have previously been handled for them by the Services.
- 6.58 One of the most significant and troublesome of these aspects is the issue of housing. There has long been a perception that veterans experience higher levels of homelessness than other groups, and whilst this has been supported by evidence from some local studies there has been a lack of Scottish level data to support this until very recently.
- 6.59 In 2007/08 all local authorities in Scotland began collecting data on whether individuals presenting as homeless had previously served in the Armed Forces. This data is set out in Table 4.

Table 4: Homeless applications by veterans 2007/08

Local Authority	Total no. of homeless applications	Applications by veterans who left the Forces in the past 5 years		Applications by veterans who left the Forces 5 or more years ago	
		No.	% of all applications	No.	% of all applications
Aberdeen City	2,358	20	0.8	2	0.1
Aberdeenshire	1,549	20	1.3	30	1.9
Angus	1,211	14	1.2	5	0.4
Argyll & Bute	1,002	12	1.2	41	4.1
Clackmannanshire	702	19	2.7	21	3.0
Dumfries & Galloway	1,506	24	1.6	58	3.9
Dundee City	2,379	7	0.3	79	3.3
East Ayrshire	988	14	1.4	30	3.0
East Dunbartonshire	690	3	0.4	4	0.6
East Lothian	1,101	19	1.7	50	4.5
East Renfrewshire	327	1	0.3	1	0.3
Edinburgh	5,221	59	1.1	80	1.5
Eilean Siar	252	1	0.4	11	4.4
Falkirk	2,461	34	1.4	75	3.0
Fife	3,635	95	2.6	167	4.6
Glasgow City	9,947	66	0.7	191	1.9
Highland	2,272	39	1.7	89	3.9

Local Authority	Total no. of homeless applications	Applications by veterans who left the Forces in the past 5 years		Applications by veterans who left the Forces 5 or more years ago	
Inverclyde	523	11	2.1	9	1.7
Midlothian	724	6	0.8	6	0.8
Moray	859	27	3.1	8	0.9
North Ayrshire	1,414	11	0.8	10	0.7
North Lanarkshire	3,535	33	0.9	87	2.5
Orkney	118	0	0.0	8	6.8
Perth & Kinross	1,216	20	1.6	62	5.1
Renfrewshire	1,037	9	0.9	8	0.8
Scottish Borders	925	9	1.0	20	2.2
Shetland	230	5	2.2	12	5.2
South Ayrshire	911	9	1.0	23	2.5
South Lanarkshire	2,735	38	1.4	37	1.4
Stirling	885	6	0.7	26	2.9
West Dunbartonshire	2,242	18	0.8	22	1.0
West Lothian	1,654	22	1.3	25	1.5
Scotland	56,609	671	1.2	1,297	2.3

- 6.60 Table 4 shows that in 2007/08 nearly 2,000 homeless applications were made by veterans in Scotland, representing 3.5% of all homeless applications. Of the 1,968 veterans who presented as homeless two-thirds had left the Forces five or more years ago whilst one-third had left less than five years ago.
- 6.61 In terms of geographical breakdown, Fife stands out as the area where there was a significant number of homeless presentations by veterans and where ex-service personnel comprised a higher than average proportion of homeless applications. Glasgow, Edinburgh, Falkirk, Highland and North Lanarkshire were the other areas with the highest number of veterans applying as homeless. Perth and Kinross, Orkney and Shetland had lower numbers of veterans registering as homeless but ex-service personnel did represent a relatively high proportion of homeless applicants in these areas.
- 6.62 Further analysis of the homelessness data from April to October 2007 was presented at the Scottish Veterans' Conference in May 2008. This analysis provides evidence to suggest that levels of homelessness are higher amongst veterans than other homeless applicants. It was indicated that of the veterans who had applied as homeless in this period 85% were assessed as actually being homeless – compared to only 73% of homeless applicants who didn't have a military background. Furthermore, 12% of veterans presenting as homeless between April and October indicated that they had slept rough on at least one occasion in the previous three months, compared to only 10% of non-veterans.

- 6.63 This data is useful and helps to give a Scotland-wide picture of the current level of homelessness amongst veterans. However, it only gives an indication of homelessness for the last year, and there are many veterans in Scotland who will have been homeless at some point since leaving the Armed Forces, even if this was not within the past 12 months. Data from our veterans' survey helps to provide evidence on this issue. The survey shows that more than 14% of respondents had suffered some level of homelessness since leaving the Forces, and that this had hindered veterans in their attempts to find and sustain employment. The Regular Forces Employment Association has also noticed that an increasing number of veterans who use their services after they have left the military are reporting homelessness problems. A 2007 National Audit Office survey of ex-service personnel who left Forces between 2004 and 2006 found that in the first two years of being discharged 5% of veterans had experienced the problem of homelessness.
- 6.64 The reasons for homelessness amongst veterans are closely linked to the fact that most service personnel are provided with and make use of military accommodation whilst they are in the Forces. Although some service personnel purchase their own property whilst in the Services they are in the minority. Most individuals therefore have to give up their accommodation when they leave the Services and either rent or buy their own property.
- 6.65 However, many veterans will not have had to deal with this issue before and are unaware of the different housing options they have, how to choose between these different options, and how to go about accessing the type of housing that they need.
- 6.66 Veterans in this situation may be able to stay with friends or family until they identify a more long-term solution, but this is not an option for everyone. Those who do not have this support network to fall back on are at serious risk of having to register with their local authority as homeless. However some veterans may not even know about this process and end up sleeping rough.
- 6.67 Even single veterans who access accommodation through friends and family often find that this is a far from ideal scenario, as they adjust or readjust to civilian life, and tensions can develop which make this situation untenable. These veterans are then in the same position as those who register as homeless and/or sleep rough.
- 6.68 For some veterans getting access to a house does guarantee that they can sustain their tenancy or mortgage. During their time in the Forces most veterans will not have had to worry about issues such as cooking meals, paying a rent or mortgage, dealing with gas

and electricity providers, paying household bills, managing a household budget, and all the other elements of independent living. Dealing with these issues for the first time can be a major challenge for some veterans, and not all are able to do so successfully without help and support. Where an individual struggles to handle these issues then they are at risk of failing to sustain their tenancy/mortgage and are again threatened by the possibility of homelessness.

- 6.69 It is likely to be those veterans who are experiencing some of the other difficulties described in this report – such as social isolation, disability, mental health problems, substance misuse problems, etc - who are some of the most vulnerable and who will experience the most problems in sustaining a tenancy/mortgage, and will be at the greatest risk of homelessness.
- 6.70 For example, homeless veterans receiving accommodation and support through Scottish Veterans' Residencies often have financial problems, substance misuse issues, mental health difficulties, and have experienced relationship breakdown. In some cases these problems will have contributed to the individual becoming homeless, whilst in others homelessness may have caused or exacerbated some of these issues.

Link to employment problems

- 6.71 The barriers that homelessness presents to employment are clear. The report from the Workless Client Group workstream of the Scottish Government's Employability Framework highlighted some of the common barriers to employment encountered by homeless people. These include:
- difficulties in registering for employment programmes and support without a fixed address;
 - chaotic lifestyles which do not fit well with the structure of most training programmes or employment opportunities;
 - low self-esteem;
 - high levels of substance misuse; and
 - fear of making the transition from welfare benefits.

Financial problems

Nature of the problem amongst veterans

- 6.72 The research study found some evidence of veterans experiencing financial difficulties, and of these difficulties acting as a barrier to employment.
- 6.73 Nearly two-fifths (39%) of respondents to our veterans' survey indicated that they had experienced financial difficulties at some stage since leaving the services to the extent that these had hindered their ability to find and keep a job. Significantly, this figure rose to 52% amongst Scottish respondents. These figures are much higher than the 12% of veterans who were found to have experienced a financial difficulty in the 2006 Poppyscotland report, 'Meeting the Need'.
- 6.74 The reasons behind the different responses in the two pieces of research are unclear. It may be that respondents in this research study focused on the financial difficulties associated with moving into employment rather than their wider financial situation – i.e. it is possible that some workless veterans may not identify themselves as having general financial problems, but they may have experienced specific problems linked to the cost of returning to work and moving off benefits.
- 6.75 It is also noted that the Regular Forces Employment Association has indicated that it is seeing an increasing number of veterans who are reporting financial difficulties.
- 6.76 Evidence of the type of financial difficulties that veterans might experience is highlighted in the Citizens Advice Scotland (CAS) response to the Scottish Government's consultation on the wellbeing and welfare of Scottish veterans. In its response to the consultation paper CAS indicated that veterans experience similar types of financial problems to other people – including problems associated with debt, welfare benefits, health and housing. However CAS also noted a number of specific difficulties that veterans are more likely to encounter, including:
- veterans often seek support with a range of complex and inter-related problems on the above issues – and therefore need holistic advice and support to help deal with these;
 - a reasonable degree of financial capability is needed to deal with these difficult issues, but veterans who have recently left the Services are unlikely to have had to deal with bank

accounts, energy bills, rent/mortgage payments, and benefit applications before; and

- when veterans leave the Forces there may be delays in them obtaining the paperwork that they need in order to begin claiming benefits, and to register as unemployed. This can cause delays in enabling an individual to start job hunting, and can cause short-term but significant financial difficulties if they are unable to claim welfare benefits.

Link to employment problems

6.77 The link between financial difficulties and problems accessing employment is also clear, and again there are particular considerations for veterans. For example:

- some of the most vulnerable veterans who are furthest removed from the labour market may find that simply thinking about and discussing issues around money, income and debt is an important and challenging first step;
- those who are engaged in re-training programmes and are developing new skills to help them move towards a job may need expert support and advice to manage existing financial difficulties, which can be a barrier to further progression;
- those who are close to moving from worklessness into employment often need 'better-off calculations' (to determine their income and expenditure in employment against their income and expenditure whilst out of work), and help to identify the costs involved with issues such as transport, equipment, and clothing for work;
- those entering into employment may need support to develop budgeting and saving skills – to help them learn how to manage their salary/wage. This can be particularly important for some veterans if they have had limited need for these skills whilst in the Forces;
- individuals entering work may also need support and advice to ensure that they are able to access any in-work benefits to which they are entitled.

6.78 Consequently it is essential that employability activity undertaken with veterans includes the recognition and provision of support to help address these key issues. This is particularly important given

the apparently high level of veterans who have experienced financial difficulties acting as a barrier to employment.

Substance misuse

Nature of the problem amongst veterans

- 6.79 The research identified that problems with drug or alcohol misuse can act as a barrier to employment for some veterans in Scotland.
- 6.80 In terms of the prevalence of alcohol misuse problems amongst veterans, a 2007 study by the Academic Centre for Defence Mental Health found that excessive alcohol intake is far more common amongst members of the Armed Forces than amongst the general UK population. The survey made the following key findings:
- 67% of men and 49% of women in the UK Armed Forces were defined as hazardous drinkers, compared to 38% of men and 16% of women in the total population;
 - binge drinking in the military was more common amongst those who were younger, single, white, a smoker, and who were in the Army; and
 - heavy drinking in the military was more prevalent amongst those who were younger, single, a smoker, in the Army or Navy, held a lower rank, had been deployed to Iraq, held a combat role, did not have children, and had a parent with an alcohol or drug problem.
- 6.81 Given these findings it is unsurprising that stakeholders from veterans' organisations believe that alcohol problems remain with individuals after they leave the Armed Forces – and can even worsen as ex-service personnel use alcohol to help them make the often difficult adjustment to civilian life. This qualitative feedback is supported by data from the veterans' survey, where just over a fifth (21%) of respondents indicated that they had experienced alcohol or drug misuse difficulties at some point since leaving the Services, and that this had been a barrier to them finding employment. The Regular Forces Employment Association has also seen an increase in the number of clients using their services who have problems with alcohol, whilst a UK-wide survey by the National Audit Office of people leaving the services between October 2004 and October 2006 found that 5% had experienced alcohol problems within the first two years of being discharged.

- 6.82 Poppyscotland has just commissioned the Scottish Association for Mental Health to undertake an action based research project in Inverclyde addressing the needs of veterans with alcohol issues.
- 6.83 The topic of drug abuse is more complex. The Armed Forces have a firm policy on the use of illegal drugs – which includes regular, random drug tests, and usually leads to individuals who are found guilty of taking illegal drugs being discharged from the Forces with immediate effect. A 2007 research report by the Royal United Services Institute found that there had been an increase in the number of positive drug tests in the Forces between 2003 and 2006, with a particular increase in the number of positive tests for cocaine. However the Ministry of Defence indicated that even taking these figures into account the proportion of Service personnel testing positive for illegal drugs was less than 1%, representing a far lower figure than those returned by drug testing programmes in civilian organisations.
- 6.84 There is recognition amongst stakeholders, supported by anecdotal evidence from research participants, that some veterans in Scotland do suffer with difficulties from drugs misuse and that, as with alcohol, drugs are often used by ex-service personnel to help them cope with the adjustment to civilian life.
- 6.85 In addition, as described elsewhere in this chapter, there appears to be a strong link between substance misuse issues and other problems veterans might experience, including mental health difficulties, homelessness, and criminal behaviour.

Links to employment problems

- 6.86 The impact that substance misuse can have on an individual's employability, and their capacity to access and sustain employment, is significant. The report from the Workless Client Group workstream of the Scottish Government's Employability Framework again provides a succinct overview of the particular nature of the difficulties that individuals with these problems can have in seeking to engage with the labour market:
- stigma or negative attitudes from employers;
 - an assumption that they are 'unemployable';
 - concerns about making the transition from benefits to a wage/salary;

- pressure from members of their peer group, who are likely to have similar substance misuse issues;
- low self-confidence and self-esteem, and a lack of ability to motivate themselves;
- the possibility of relapsing into harmful behaviours;
- low or neglected skills and a poor work record; and
- higher than average likelihood of having a criminal record.

Criminality

Nature of the problem amongst veterans

6.87 In 2008 Napo (the trade union for probation officers in England and Wales) undertook research to identify the extent to which ex-services personnel were becoming engaged with the criminal justice system. The study concluded that:

“the number of ex-armed service personnel involved with the criminal justice system has reached alarming levels”.

6.88 The key findings from the study were that:

- over 9% of all those in prison in the UK had an Armed Forces background;
- this equates to more than 8,000 ex-service personnel who were in prison;
- a total of 24,000 veterans are in prison, on parole or are serving community punishment orders;
- the fact that an individual has served in the Armed Forces is not necessarily identified in the early stages of the criminal justice process;
- there appears to be a high prevalence of post-traumatic stress disorder, combined with drug and alcohol misuse, amongst the ex-service prison population; and
- if counselling and support had been provided to the individuals concerned when they were discharged from the Forces and/or when they first came into contact with the

criminal justice system then it is likely that many of the individuals involved could have avoided prison.

- 6.89 The quantitative data from the Napo survey is similar to that gathered through our own survey with veterans, which identified that 11% of veterans had experienced difficulties finding a job because they had a criminal record.
- 6.90 Feedback from research participants suggests that the reason why veterans commit criminal activity is often due to a combination of some of the other issues and problems highlighted in this chapter. For example, problems adjusting to civilian life, mental health issues associated with a traumatic experience in the Forces, and the regular abuse of alcohol or drugs, were cited as a combination of factors that can often lead to ex-service personnel getting into difficulties. The Napo report also highlighted the fact that veterans who are in prison often have mental health problems and it was when these were combined with substance misuse that troublesome incidents occurred.
- 6.91 It is noted the Ministry of Defence is leading a 'Prison In-Reach' project, which aims to help prison staff work with ex-service personnel who are in jail. The project seeks to make veterans who are in prison aware of the range of veterans' services and organisations that available to them both before and after they are released, and help them engage with these services. It also offers support to the families of veterans in prison.

Link to employment problems

- 6.92 The prevalence of a relatively high level of engagement with the criminal justice system for veterans is concerning, because there are clear links between having a criminal record and difficulties in accessing employment. The report from the Workless Client Group workstream of the Scottish Government's Employability Framework once more provides an accurate summary of the nature of these links. It states that re-offenders and ex-offenders tend to suffer from the following barriers to work:
- a restricted number of opportunities that they can apply and be considered for, due to restrictions placed on certain jobs and strict disclosure procedures;
 - stigma and lack of trust/understanding from employers;
 - low levels of literacy and numeracy;

- low self-confidence;
- substance addiction problems;
- mental health issues;
- debt; and
- few appropriate labour market skills.

Early Service Leavers

Nature of the problem amongst veterans

- 6.93 Although being an Early Service Leaver (ESL) is not itself a form of vulnerability evidence from the research suggests that this group of veterans is perhaps more at risk than most of experiencing some of the problems and difficulties set out in this chapter.
- 6.94 For example, evidence from our survey shows that since leaving the Forces:
- 51% of ESLs have had family/relationship problems, compared to 42% of all respondents;
 - 34% of ESLs have had substance misuse problems compared with 21% of all respondents;
 - 26% of ESLs have been engagement with the criminal justice system compared to 11% of all respondents;
 - 21% of ESLs have had problems with homelessness compared to 14% of all respondents;
 - 60% of ESLs have identified having a lack of training or skills compared to 40% of all respondents;
 - 57% of ESLs have felt socially isolated compared to 35% of all respondents;
 - 48% of ESLs have had mental health difficulties compared to 34% of all respondents;
 - 46% of ESLs have had anger management problems compared to 34% of all respondents; and

- 42% of ESLs have had financial difficulties compared to 40% of all respondents.
- 6.95 According to the MOD 24,000 people left the Forces in 2008, around 9,000 of whom are ESLs. The nature in which ESLs leave the Services is often difficult, and can be for a variety of different reasons including medical discharge or as a result of disciplinary procedures.
- 6.96 When ESLs leave the Services for these reasons then it is clear that they already have significant vulnerabilities that they will take with them into civilian life. There were particular concerns from research participants that the number of ESLs who are leaving the Forces with mental health problems or substance misuse problems may be increasing, and these individuals are clearly particularly vulnerable.
- 6.97 However, as explained in the next chapter, ESLs receive a far more limited resettlement service than those who have served for six or more years. In addition, when someone leaves the Services early the period of time between the discharge decision being made and the person formally being discharged is often very short – and this gives the individual concerned little time to adjust to and comprehend the major change that is about to take place in their life. Therefore these potentially vulnerable individuals receive only a very small amount of support and advice to help them cope with the sudden and significant cultural and social change of leaving the Forces and moving into ‘civvy street’.
- 6.98 The shock at the sudden change and the lack of support to cope with this, combined with the vulnerabilities that the individual is likely to be experiencing, can clearly leave them in a potentially highly troublesome situation.

Link to employment problems

- 6.99 There is data to suggest that ESLs are more likely to experience unemployment than other veterans.
- 6.100 A UK-wide survey by the National Audit Office (July 2007) of 5,000 people leaving the services between October 2004 and October 2006 found that 6% of respondents were unemployed and seeking work, but that this rose to 16% amongst ESLs.
- 6.101 The NAO report also provides some statistics gathered by DWP on ESLs. Post-discharge employment statistics were collected for 1,530 early service leavers discharged between 1 April 2006 to 30 September 2006 (this corresponds to 40% of all ESLs during this

period). Individuals were surveyed six months after they had been discharged from the armed forces, and at this juncture 34% were claiming Job Seekers allowance, whilst only 61% were in employment.

6.102 Among young service leavers aged under 25 who took part in the NAO survey (many of whom are likely to be early service leavers), 42% found the transition to civilian life more difficult than expected.

6.103 It is clear the research feedback and from the figures above that some form of additional service provision is probably required to help these individuals make the transition to civilian life – including moving into employment.

6.104 However, in considering this provision it is important to bear in mind that there are two specific reasons why services provided through veterans' organisations or by other veterans may not be accessed by ESLs:

- firstly, due to the nature in which they left the Armed Forces many ESLs can have a negative view of the military and therefore may be reluctant to engage with veterans' services; and
- secondly, because of the fact that an individual left the Services early there may be a minority of ex-service personnel who are reluctant to provide help and support to this individual.

6.105 The situation is made more complex by the fact that ESLs should not be considered a homogeneous group, and although all have left the Services early the length of time they spent in the Forces and the nature of their service will vary considerably.

6.106 For example, some ESLs will only have spent a few days undergoing basic training before leaving. It is likely that these individuals will have had significant issues before they joined the Services, and will certainly still be vulnerable after they leave – but it has to be questioned to what extent their short time in the Forces has contributed to these vulnerabilities and whether the Armed Forces or veterans' organisations should have any responsibility for helping to meet their needs.

6.107 Other individuals who are ESLs however may have served for three or four years and undertaken several tours of Iraq or Afghanistan, perhaps in very difficult circumstances. They are likely to have complex multiple needs and would benefit from support in a number of different areas.

6.108 Therefore when services for veterans are being designed and delivered it is important that the needs of ESLs are appropriately taken into account and carefully considered.

7 Existing employment services for veterans

Introduction

- 7.1 In this chapter we examine the various services, organisations and programmes that exist to support veterans to gain access to employment.
- 7.2 We firstly provide a detailed description three distinct types of employment services:
- Support provided by the Armed Forces
 - Government employment initiatives
 - Support provided by veterans' organisations
- 7.3 Having described these services we then highlight what works well about these and what factors contribute to them providing a useful service for veterans. We then identify some of the limitations or difficulties with services in relation to the needs of disabled and vulnerable veterans.

Support provided by the Armed Forces

Overview

- 7.4 Employment advice and support for veterans and for those leaving the Armed Forces is provided by the military through the Career Transition Partnership (CTP). The CTP is the name given to a partnership arrangement between the Ministry of Defence and Right Management, an international careers company.
- 7.5 The Regular Forces Employment Association (RFEA), the Officers' Association (OA), and the Officers' Association Scotland (OA Scotland) are part of the CTP and deliver the job-finding element of the CTP's work. The RFEA provide this service for non-commissioned ranks from the regular forces whilst the OA and OA Scotland provide a similar function for officers.

7.6 The aim of the CTP is:

“to help eligible personnel leaving the Armed Forces to make a successful transition to civilian employment in a suitable second career, which is appropriate to their skills, knowledge and experience and/or in accord with their aspirations”.

7.7 Service personnel who are in the process of leaving the Forces register for support from the CTP via the resettlement adviser at their base, and receive further information on the services offered by the CTP from a Service Resettlement Adviser who operates at regional level. The CTP estimates that about 90% of those leaving the Forces do sign up for their services.

7.8 The level of service that the CTP provides to those leaving the Forces is determined by how long individuals have served. The different levels of provision are described below.

Full Resettlement Service

7.9 The Full Resettlement Service is provided by the CTP to those service leavers who have completed six or more years in the Forces. Engagement with this service can begin up to two years before an individual leaves the Forces and is also available for up to two years after they have been discharged.

7.10 The service includes:

- access to a personal Employment Consultant (employed by the RFEA, OA or OA Scotland) who can provide advice and information about suitable job opportunities in the region where the service leaver intends to relocate to. There are 24 RFEA Employment Consultants based in local areas across the UK, three of whom are based in Scotland – one in Edinburgh, one in Glasgow, and a post in the Highlands;
- a Scotland has two Employment Consultants based in Edinburgh but providing a Scotland-wide service. Employment Consultants usually have military experience, have been employed in “civvy street” for three or four years, and are experts on the employers and industries in their local area. Veterans can access Employment Consultants for an unlimited period of time after leaving the Forces;

- a comprehensive jobs database, managed by the Employment Consultants, which provides information on up to 30,000 job opportunities;
- access to a range of workshops, such as the Careers transition Workshop, on jobhunting skills, including CV preparation, interview techniques, and job applications;
- career specific training in a selected/relevant area – which might include management, engineering, or building trades and which can be undertaken at the Resettlement Training Centre at Aldershot or through preferred civilian training organisations. The cost of this training is usually covered by the Individual Resettlement Training Costs grant which those receiving the Full Resettlement Service are entitled to. The length of training course provided depends on the number of years that the service leaver has been in the Forces. Those who have served between six and 16 years receive four weeks training, whilst those who have served for longer than 16 years receive seven weeks; and
- information on housing and accommodation, delivered by the Joint Service Housing Advice Organisation (JSHAO).

Employment Support Programme

- 7.11 The Employment Support Programme is available to service leavers who have been in the Armed Forces for at least four years, but for less than the six years required to receive the Full Resettlement Service.
- 7.12 The programme provides access to an Employment Consultant for up to six months before an individual leaves the Forces and any time after they leave. It also allows service leavers to access the jobs database. It does not however include job hunting workshops or careers specific training.

Early Service Leavers

- 7.13 In recent years the Ministry of Defence has sought to improve the resettlement service that it provides for Early Service Leavers (ESLs) – that is, those who leave after less than four years service, or who have served more than four years but have been dishonourably discharged.

- 7.14 Prior to 2004 ESLs received no resettlement package. In 2004 basic advice was introduced for ESLs, which included
- signposting to services and advice available from other government departments and veterans' organisations;
 - a resettlement interview with an officer at unit level, to explore specific issues for that individual and signpost them to the Department for Work and Pensions and Jobcentre Plus;
 - support to contact the Joint Service Housing Advice Organisation, the Single Persons Accommodation Centre, and veterans' organisations to help address accommodation issues; and
 - the possibility of a referral to a Service Resettlement Advisor or to an Employment Consultant for a one-off interview, to discuss specific issues further and to signpost to specialist civilian support services.
- 7.15 In autumn 2008 this provision was extended with the introduction of a new ESL project, through RFEA, which employs two Employment Consultants dedicated to providing advice for ESLs.
- 7.16 ESLs are able to register for this service, and the consultants, who are centrally based, provide individual advice and support on employment issues via telephone and email. Although the ESL consultants do not provide face-to-face advice they can refer ESLs to an Employment Consultant in their local area for a one-off face-to-face meeting.
- 7.17 This project is still in the early stages. Demand is expected to be high and will be closely monitored over the coming months.

Service leavers who are Medically Discharged

- 7.18 Service leavers who are medically discharged are entitled to the Full Resettlement Service, regardless of the length of time that they have spent in the Forces. A 'fast-track' resettlement programme is also available because the elapsed time between the medical discharge decision being made and the date when the individual leaves the services is often brief.
- 7.19 Of course many of those who are medically discharged will be unable to take up a resettlement package at the time when they leave the Forces due to the illness or injury they have sustained. In these situations the resettlement services can be deferred for up to

two years after the individual leaves the military, and in some cases can be transferred to the service leaver's spouse.

Government employment initiatives

- 7.20 There are a wide range of government employment initiatives being delivered in Scotland which are aimed at getting people back into work.
- 7.21 None of these initiatives is specifically targeted at veterans, but many are relevant to veterans and should be accessible for them. Some government initiatives are general programmes, designed to be used by anyone who is out of work, but there are a number of programmes that are focused on the specific needs of particular disabled or vulnerable workless groups. These groups include people who have a disability and people returning to work after a period of absence due to ill-health.
- 7.22 Table 5 provides a comprehensive overview of these programmes, describing the initiative and highlighting the particular disabled or vulnerable group that it targets.

Table 5: Government employment initiatives

Initiative	Target Group	Description	Location
New Deal for Disabled People	People claiming Incapacity Benefit and other disability related benefits – including a War Pension with an Unemployability Supplement	<p>This service is delivered by employability providers on behalf of Jobcentre Plus. In Scotland the programme is delivered by Working Links, the Wise Group, A4E and Shaw Trust Employment, each operating in different areas.</p> <p>Job Brokers employed by these providers help the client group to move into sustained employment. The Job Broker offers a range of employability and job hunting services tailored to individual needs. They also work with local employers and provide support to clients in the workplace setting (during the first 6 months of employment). There is help with the costs associated with moving into work e.g. travel costs and special equipment.</p>	Job Brokers are based in Glasgow, Aberdeen, Inverness, Greenock, Paisley, Dumfries, Saltcoats, and Alness
Access to Work	<p>Individuals who have a long-term disability or health condition that impacts on how well they can do their job, or limits the extent to which they can do certain parts of a job.</p> <p>Those who are working, unemployed and about to start a job, or self-employed are eligible</p>	Access to Work can provide funding to pay for equipment needed to do a job; adapting workplace premises; a support worker; the costs of getting to work if public transport is not viable; and for a communicator at job interviews.	Available across Scotland, but contact is based in Glasgow
Pathways to Work	Those with a health condition or disability claiming: Incapacity Benefit, Income Support, or Severe Disablement Allowance	<p>People who sign up for these benefits for the first time are automatically considered for suitability for Pathways to Work. Those who have been claiming these benefits previously can choose to apply.</p> <p>This programme is delivered by JCP, the private and the voluntary sectors.</p> <p>The programme involves a series of work-focused interviews, looking at the individual's ability to work, the types of jobs they might be able to do, and the support available to them. It also includes the Condition Management Programme, where health professionals use Cognitive Behavioural Therapy to help the individual learn how to better manage their condition and function more effectively. Pathways to Work also provides additional financial rewards for clients who enter into employment.</p>	Across Scotland, organised according to Jobcentre Plus district areas – delivered by Jobcentre Plus in 4 areas and by private/voluntary providers in 2 areas
WORKSTEP	Disabled people, especially those facing complex barriers to employment	This initiative provides employment opportunities for people with complex disabilities and needs, in a supportive and appropriate environment. Disability Employment Advisers (DEAs) based at Jobcentre Plus offices determine if individuals are eligible.	Across Scotland, through Jobcentre Plus offices where DEAs maintain contact

Initiative	Target Group	Description	Location
		Public, private and voluntary sector providers are contracted by Jobcentre Plus to deliver WORKSTEP. This includes identifying suitable job opportunities, agreeing individual development plans for clients, and providing additional information and support to employers. Participating employers have to provide a job with equivalent pay and conditions to non-disabled people and provide support to help the individual implement their development plan to enable them to progress.	with contracted providers
Flexible New Deal	All unemployed claiming jobseekers allowance	<p>The New Deal programme has been in place for the last 10 years and in 2008 the Government announced plans to introduce a flexible New Deal which replaces New Deal 18-24 and 25+ and Employment Zones programmes. The new programme aims to give more rights and responsibilities to jobseekers to encourage a more active approach; increase the focus on the skill needs of clients and employers; involve public, private sector organisations; support area-based regeneration; and provide jobs that offer opportunities for further progression and development.</p> <p>The new programme involves higher levels of support for clients, through personal advisers who will assess skills and employment needs and signpost to other services. The level of employability activity that clients must take part in increases the longer they are unemployed. The procurement exercise for Phase One of the flexible New Deal commenced in April 2008.</p>	Across Scotland, accessed through Jobcentre Plus
New Deal 50 plus	Over 50s claiming: Pension Credit, Income Support, Jobseekers Allowance, Incapacity Benefit and Severe Disablement Allowance	New Deal is a compulsory programme for people claiming Jobseekers Allowance. This scheme - New Deal 50 plus offers training and help especially to those who have had difficulties in finding work that pays a reasonable wage. Areas addressed include: review of CV, skills review and training reviews.	Across Scotland, accessed through Jobcentre Plus offices
Work Preparation Programme	Returners to work after a long period of sickness or unemployment	A flexible and tailored programme that aims to prepare people for work. Activities include: identifying suitable work, provision of work experience, updating existing and learning new skills, and building confidence. This programme last from 6 -13 weeks and is locally based (sometimes at a local workplace). Once the programme is completed an action plan is agreed with the Disability Employment Adviser (DEA).	Across Scotland, accessed through Disability Employment Advisers
Job Introduction Scheme	Disabled people whose disability affects the type of work they can do	This scheme pays a weekly grant to employers for the first 6 weeks to help towards wages and other employment costs.	Across Scotland, accessed through Disability Employment Advisers

Initiative	Target Group	Description	Location
Residential Training	Disabled adults and long-term unemployed disabled people	When there are no suitable government employment programmes available in an individual's local area then this initiative offers a residential option. Courses are based in residential settings and run by staff members with specialist knowledge of disability issues. They run programmes to assist trainees in gaining suitable employment through guidance, work experience, vocational (work-based) training and qualification.	Based in England but accessed by Scottish adults with disabilities. The programme is accessed through Disability Employment Advisers
Work Trials	Unemployed people claiming benefits	Based on an actual job vacancy with an employer. Voluntary position and during the trial period the individual continues to receive benefits, along with travel expenses and a meal allowance.	Scotland-wide, and can be arranged through Jobcentre Plus offices or by individual clients in liaison with Jobcentre Plus
Travel to work interview scheme	Unemployed people receiving benefits	Pays for individuals to attend a job interview if: it is an interview for an exact job and they have been living in their local area for at least 4 weeks but the interview is outside this area (and in the UK).	Scotland-wide, accessed through Jobcentre Plus
Job Grant	Unemployed people in receipt of benefits	Pays a lump sum to those starting work, if they have been receiving benefits continuously for more than six months.	Scotland-wide, accessed through Jobcentre Plus
Fairer Scotland Fund	Unemployed individuals experiencing poverty and disadvantage	The Scottish Government has provided funding to all 32 local authorities in Scotland for 2008 to 2011 to tackle poverty in their local area – and has specified that the focus of this work should be on supporting individuals to access employment. The Fairer Scotland Funding replaces a number of different government funding streams which aimed to improve employment opportunities for a range of vulnerable groups and areas. The new funding is being used by many areas to co-ordinate their local employability activity, to support existing initiatives and to develop new services.	Across Scotland, but with significant variations in each local authority area depending on the issues identified as priorities in those areas
Veterans First Point	Veterans	The Scottish Government has recently provided funding to NHS Lothian to establish a new pilot service in Edinburgh that will deliver a coordinated one-stop shop advice service for veterans. A number of veterans' organisations are involved in the management and strategic direction of this project. The aim of the project is to be a single point of contact for veterans in the Lothians to find out about a range of services and organisations that can help them meet their needs. Health will obviously play a major role, but veterans will also be signposted to and supported to access other services they might require – including Jobcentre Plus and other employability programmes.	Edinburgh and Lothians

Initiative	Target Group	Description	Location
<p>New Futures Fund</p> <p>(this ran from 1999 to 2006)</p>	<p>Vulnerable groups who found mainstream support services unsuitable for their needs. This included homeless people; those with drug and alcohol addiction problems; those with a background of offending and anti-social behaviours; “chaotic” young people; those suffering from mental health problems; disabled people; those with learning difficulties; and a number of other groups</p>	<p>The New Futures Fund ran from 1999 to 2006. It has now been mainstreamed and no longer exists, but the model used in this scheme may be of interest to Poppyscotland and other veterans’ organisations. The NFF provided money to local projects to deliver holistic support to help vulnerable groups tackle the full range of barriers to employment they might be experiencing. The key difference between the NFF projects and normal employability programmes was that these projects were not delivered by employability providers but by specialist organisations with an in-depth knowledge of their specific client group. These specialist organisations worked closely with their clients to build their skills and confidence. They also pulled in expertise from other organisations to help clients tackle the range of different problems that they faced, and when necessary also brought in employment focused organisations to use their expertise and help identify positive destinations for clients. The project model supported by the NFF was seen to be extremely effective and the Employability Framework for Scotland highlighted it as a best practice approach for improving employability amongst the most vulnerable groups.</p>	<p>Fund no longer in operation</p>

Support provided by veterans' organisations in Scotland

RFEA and OA Scotland

- 7.23 As described previously, the RFEA and OA Scotland are part of the Careers Transition Partnership, providing employment support and advice to service leavers. Both the RFEA and OA Scotland are registered charities and therefore can continue to provide this service to their respective client groups for an unlimited period of time after these veterans have been discharged or retired from the Service.
- 7.24 The RFEA is based on a 'local footprint' model, with Employment Consultants based in different geographical areas, offering advice and support to ex-service personnel in their area. In Scotland there are three RFEA Employment Consultants – one in Glasgow, one in Edinburgh, and a vacant post in the Highlands. Stakeholders noted that this resource has been reduced in recent years, as there used to be six consultants across Scotland, covering particular geographical areas. OA Scotland has two Employment Consultants, based at its offices in Edinburgh, but who provide a service across Scotland.
- 7.25 The RFEA and OA Scotland provide similar types of services for their clients, though these are delivered in different ways to meet the specific needs of the different client groups who they support. The services that these organisations can offer veterans include:
- support with job hunting and identifying appropriate opportunities (including networking);
 - CV writing;
 - interview skills;
 - self-awareness and motivation; and
 - confidence building.
- 7.26 Both organisations also have high levels of awareness of relevant sectors, industries and employers in their respective geographical areas. RFEA and OA Scotland also have links with other employment service providers, including public, private, and voluntary sector providers and relevant recruitment consultants.
- 7.27 The nature of the two client bases, ie RFEA catering for the majority of Forces personnel who are non-commissioned ranks, and OA Scotland providing services for the minority of Forces personnel who are officers, means that RFEA sees far more clients than OA Scotland. OA Scotland consultants are seeking to develop the

services that they offer into a more structured, 'coaching' model of delivery, and become accredited to deliver coaching to clients. It is hoped that this approach will also better enable the organisation to support clients with a wider range of problems that they might be experiencing, including mental health issues.

- 7.28 There is also an increasing demand on the RFEA for support with some of the personal barriers which hinder the ability of some ex-Forces personnel to find work.
- 7.29 OA Scotland is also building a network of members, who are ex-service personnel and who are employed in different sectors and roles, usually in management positions. It is not intended that this network will produce jobs for veterans, but will be able to provide an advice, information, guidance and potentially mentoring role.

Service Personnel and Veterans Agency

- 7.30 The Service Personnel and Veterans Agency (SPVA) (formerly the Veterans Agency and the War Pensions Agency) was established by the Ministry of Defence in 2007 to improve personnel, pensions, welfare and support services for ex-service personnel and for those still serving in the Armed Forces.
- 7.31 The SPVA administers all claims for the War Pensions Scheme and the Armed Forces Compensation Scheme. It also provides welfare and support to all veterans receiving monies through these schemes, or in the process of applying to them.
- 7.32 The welfare support is delivered by Welfare Managers with four regional offices, Edinburgh, Glasgow, Aberdeen and Inverness. These Welfare Managers undertake home visits and provide telephone advice on the full range of welfare issues that veterans might be experiencing, and refer these individuals to other veterans' organisations that provide help in specialist areas. In terms of employment, the welfare staff make veterans aware of the supported employment opportunities available through Erskine, Lady Haig's Poppy Factory and the Lord Roberts Workshops, and also help ex-service personnel to make contact with Jobcentre Plus.

Scottish Society for Employment of Ex-Regular Sailors, Soldiers and Airmen

- 7.33 The Scottish Society for Employment of Ex-Regular Sailors, Soldiers and Airmen is a charity run by RFEA Edinburgh. It provides some employment-focused courses for veterans, including:
- a 'Careers Transition Workshop' which provides similar services to those covered in the CTP workshops on CV writing, interview skills and so on;
 - 'A Boost into Civvy Street', which is particularly aimed at potentially vulnerable service leavers suffering from a medical problem or from a lack of confidence;
 - "Financial Self Defence or Budgets, Benefits, Borrowing and Banking", which is aimed at Service leavers who may not have the skills to deal with their finances.

Civvy Street

- 7.34 Civvy Street is a website resource operated by the Royal British Legion. Poppyscotland participates in this initiative where it relates to Scotland. Civvy Street provides advice and information to veterans across the UK on a range of issues to do with employment, learning and housing.
- 7.35 In terms of employment the website provides basic advice, information and links in relation to a number of key issues, including:
- job hunting, CV writing, and interview skills;
 - volunteering, home-working, self-employment or working abroad; and
 - overcoming barriers to work such as disabilities, financial problems, childcare, and expenses.
- 7.36 The information provided on the website is useful and can serve as a starting point and self-help tool for veterans.

Lady Haig's Poppy Factory, Lord Roberts Workshop and Erskine

- 7.37 Specific supported employment opportunities for veterans are provided by Lady Haig's Poppy Factory, Lord Roberts Workshop and Erskine.

- 7.38 The services provided by these organisations are described and considered in more detail in the next chapter, which focuses on supported employment in the broader context.

Royal British Legion Industries (RBLI) Employment Support

- 7.39 The RBLI does not deliver employment services in Scotland, but it does provide them in a number of areas in England and therefore the information below is included.
- 7.40 The RBLI is a registered charity and a limited company that provides employment, training and support for people with health conditions and disabilities, including the provision of care and support for ex-service men and women and their families.
- 7.41 It delivers Department of Work and Pensions (DWP) voluntary programmes in several local areas in England, aimed at individuals in receipt of incapacity benefits. This is done through 'back to work' programmes that assist around 2,000 people on an annual basis and also provide in-work support. Programmes delivered by the RBLI in the areas that it operates in include Pathways to Work, WORKSTEP and Work Preparation.
- 7.42 Support is provided regardless of clients' service connections, but clearly ex-military personnel are a major target group for the organisation. Partnership work is undertaken with the Royal British Legion and other ex-service organisations to provide welfare activities for the ex-service community in the UK.

Factors contributing to successful employment services for veterans

- 7.43 Research participants whom we consulted with as part of this research study highlighted certain factors that were useful and attractive about the different employment services available to veterans in Scotland.
- 7.44 These factors are set out below, according to the three types of employment service described in this chapter.

Success factors of support provided through the Armed Forces

- 7.45 Surveys of service leavers undertaken by the Ministry of Defence and the National Audit Office have found that around 94% of those who use the CTP services find employment within six months of leaving the Forces, and this is clearly a positive result.

- 7.46 The key elements of the CTP model that lead to it delivering a successful service for many veterans are that it:
- covers a range of relevant issues including job hunting, the development of new skills, and relocation;
 - uses Employment Consultants who have a Forces background and therefore have a detailed understanding of the needs and experiences of service leavers; and
 - is based on a local model of delivery, with Employment Consultants working in a defined geographical area, with in-depth knowledge of employers and industries in that area.

Success factors of government employment services

- 7.47 The main advantage of government employment services is that these are generally provided by high quality expert providers who understand the concept of employability and whose raison d'être is to support people into employment. This may be Jobcentre Plus or other contracted public, private and voluntary sector providers.
- 7.48 In addition, because these are government funded services there are many options and programmes for individuals to participate in, catering for different needs and levels of support. These programmes are also likely to have recognition and legitimacy with employers.
- 7.49 The delivery structure and organisation of government employability services means that there is a Scotland-wide 'footprint' through which these services are delivered. Programmes and initiatives are offered by locally-based providers in each geographical area, which ensures that individuals have access to a service in their own area.

Success factors of support provided by veterans' organisations (not including supported employment services)

- 7.50 The main benefit of the employment focused support offered by veterans' organisations is that because these services are provided by fellow veterans, ex-service personnel feel comfortable using this provision and trust those who are delivering it to understand their issues and experiences.
- 7.51 In addition, because ex-service organisations are charities they are less restricted than public sector organisations in terms of the

services they can offer to their clients, and can therefore be more responsive the demands and needs of different client groups.

Limitations or problems associated with the current provision

- 7.52 In addition to the success factors set out above, research participants also reported limitations or problems associated with the different employment services described in this chapter, which can hinder their ability to provide high-quality services to disabled and vulnerable veterans.
- 7.53 These barriers and problems are described below, again according to the three classifications used in this chapter. However there are some general points that apply across all the employability services.

General issues and limitations

- 7.54 Firstly, employability providers in the UK – in all sectors – often do not have enough links with specialist organisations who work with clients dealing with the range of multiple and complex problems described in Chapter 6. This applies to both ex-service personnel and those who do not have a military background. Although significant steps have been taken to improve links between the employability services and specialist support services, and the DWP has pushed the agenda through its commissioning processes for employability services, more can still be done to tackle the needs of these veterans through a holistic and comprehensive approach.
- 7.55 There are a significant number of expert voluntary and public sector organisations in Scotland who provide clients with advice and support on issues to do with disability, mental health, homelessness, offending and re-offending, financial exclusion and substance misuse. Although few of these organisations have activities that focus on veterans per se, they are experts in their respective fields and have resources to deliver services to individuals suffering specific difficulties. Therefore, when identifying how veterans with some of the problems described in Chapter 6 can be helped towards the labour market it is worth considering the role that these specialist support organisations might be able to play.
- 7.56 Secondly, employability organisations face a dilemma when encouraging employers to give jobs to veterans in terms of disclosing to employers the particular issues or difficulties that veterans might have – such as mental health issues or difficulties adapting to a new working culture.

- 7.57 The general opinion amongst stakeholders was that whilst employers might have a role to play in helping veterans whom they employ to deal with these issues, it is probably more appropriate for employability organisations to positively promote the transferrable skills of veterans rather than to focus on any potential limitations they might have. Employment services should help veterans to address and tackle these problems before, and possibly after, they move into employment.
- 7.58 Thirdly, the nature of most employability services is that they require individuals to come forward to engage with them – although some outreach services are offered. For those veterans who either do not know about the services that are available or do not have the confidence to access these services this can be problematic. It may be useful for organisations to consider how they can ‘take services to veterans’, and increase awareness and understanding amongst ex-service personnel about the services on offer. There are a wide range of different veterans’ organisations in Scotland, offering an array of services to disabled and vulnerable veterans. It is likely that these organisations are the most appropriate route through which veterans can be engaged.

Issues and limitations of support provided through the Armed Forces

- 7.59 The National Audit Office report found that 94% of veterans who used the CTP were in employment six months after leaving the Forces. However people responding to surveys such as these tend to be self-selecting, and very often are those who have had positive experiences. There is also limited information on the extent to which service leavers sustain the jobs that they find within six months of leaving the Forces, although the CTP is taking steps to address this issue by introducing surveys of leavers 12 months after they leave.
- 7.60 The CTP is an employment service, not a welfare service and there will naturally be limitations on the service’s ability to support those who are most vulnerable, and who have multiple and complex needs. It is estimated that approximately 10% of service leavers have no contact with the CTP. It may be, and it is highlighted in the Poppyscotland ‘Meeting the Need’ report, that veterans who do not take up these services are particularly vulnerable and are more likely to experience worklessness and other social and economic difficulties. ESLs and service leavers who are medically discharged also tend to have less contact with the CTP, and as highlighted in Chapter 6 these groups may be more likely to experience unemployment and worklessness than other groups of veterans.

- 7.61 Other potential difficulties or limitations with the CTP service that were highlighted by research participants are that:
- the RFEA only has three Employment Consultants in Scotland, whilst in the past it had six – and there were therefore concerns that consultants had too large an area to cover and would not be able to provide expert knowledge and understanding of employers and industries for veterans in some areas;
 - the ESL pilot is welcomed and needed, but there are some concerns that because it is not locally based it will lack knowledge and expertise of employers and industries in local areas;
 - resettlement training courses that people undertake do not always closely correspond to their specific skills, experiences, or preferred employment options;
 - the transition programme does provide in-depth advice to service leavers on complex but important issues such as the changed working culture in civilian organisations, and helping service leavers to change their cognitive behaviour in order to deal with this is not always covered.

Issues and limitations of government employment services

- 7.62 The main criticism made of government employment services in relation to the services they provide to veterans is that these services do not have a deep enough understanding of veterans' specific needs and experiences – which are often very different from those with a civilian background.
- 7.63 It is indicative of this problem that Jobcentre Plus and other agencies delivering government employment programmes do not as a matter of course record whether or not an individual has been in the Services. This information is likely to emerge during the course of a veteran's engagement with these organisations, but there is no systematic approach for identifying veterans, considering the implications of a Service background for future employability, and tracking veterans' progress into sustained employment.
- 7.64 Some of the issues specific to veterans that government employment services may lack knowledge and understanding of include:
- how veterans' wide range of skills and experience translate into civilian employment opportunities;

- how ex-service personnel can be helped to accurately make this interpretation themselves, and then sell themselves to employers as appropriate;
- the diverse and often difficult experiences that veterans may have had in the Forces and the impact that this can have on the type of employment activity they are able to engage in; and
- the way in which work in the Services is organised and directed, and how this differs from how veterans will need to interact in civilian employment.

7.65 In addition, the significant range of different government services and programmes available can be highly confusing, particularly for individuals who have complex multiple vulnerabilities.

Issues and limitations of support provided by veterans' organisations (not including supported employment)

7.66 There are a significant number of veterans' organisations in Scotland but few of these outside of the RFEA and OA Scotland (which form part of the CTP) deliver significant levels of activity to support veterans into mainstream employment – particularly veterans who are vulnerable or disabled.

7.67 Clearly there are a number of organisations offering supported employment opportunities to veterans, and the importance and role of these services are considered in detail in the next chapter.

7.68 Most veterans' organisations in Scotland undertake essential and varied work to improve the welfare, wellbeing and lifestyles of the ex-service personnel community. However there are few, if any services, which take a holistic approach to addressing the often complex multiple needs of disabled and vulnerable veterans and supporting these individuals towards mainstream employment opportunities. Given the policy emphasis on employment as a means to tackle poverty and develop sustainable lifestyles there is clear potential for further work.

7.69 In taking forward activity in this area one of the issues which veterans' organisations need to consider is who they should count as a 'veteran'. There are obviously resource limitations and therefore organisations need to determine if there is minimum cut-off in terms of length of service for veterans to be eligible for their services. This cut-off may be determined in terms of weeks, months, or whether the individual entered into productive service.

8 Supported employment in Scotland

Introduction

- 8.1 This chapter considers the supported employment sector in Scotland, and examines current supported employment opportunities provided by veterans' organisations and the challenges associated with this provision. It places these findings in the context of the government's proposed reform to the Workstep Programme and in the context of the White Paper on welfare reform¹.
- 8.2 It also considers the nature of supported employment offered by veterans associations in the context of the broader social enterprise movement, considers the opportunities for development in that area, and sets out some possible next steps.

Supported Employment

- 8.3 The Supported Employment Model adopted by the Scottish Union of Supported Employment is based on the belief:
- that no-one should be assumed to be unemployable;
 - that every adult or adolescent, regardless of their personal circumstances, should have the opportunity to obtain and sustain meaningful work.
- 8.4 This is not to say of course that there will not be individuals who, because of their particular circumstances simply cannot work, but we should not **assume** that they cannot. Similarly "employment" can be voluntary work, or part-time work – it is the denial of the opportunity to engage in meaningful activity and to contribute to society which frustrates a great many individuals with disabilities or who are vulnerable.
- 8.5 In a recent briefing paper on "Supported employment and mental health issues", for the Scottish Development Centre for Mental Health, Sheila Durie offered a general definition of supported employment as follows:

"Supported employment is a means of placing people into employment without an extended preparation phase,

¹ White Paper: "Raising expectations and increasing support: reforming welfare for the future", laid before Parliament December 2008

although the exact parameters of the definition have historically been different in different European countries.

The European Union of Supported Employment defines supported employment as 'providing support to people with disabilities or other disadvantaged groups to secure and maintain paid employment in the open labour market'.

- 8.6 The Scottish Government definition of 'supported employment' focuses on:

"real work, of over 16 hours per week, in an integrated setting with on-going support."

Supported Employment in Practice

- 8.7 "Supported employment" can be understood to cover a range of activities offered through public or third sector agencies.
- 8.8 This can vary from sheltered workshop provision through to mainstream employment, with individual support as needed, and can include a variety of degrees of support and learning, training, employment counselling, and work placement/experience, depending on the organisation providing the employment support and the needs of the individual.
- 8.9 There is a substantial amount of provision of supported employment provision in sheltered workshops, or in other public or third sector workplaces where most if not all the employees have support needs of one sort or another – very often physical and/or learning disabilities but increasingly also people with mental health issues.
- 8.10 The workplaces are usually characterised by offering a supportive, caring and encouraging environment and usually although not always, as offering work which involves manual, semi-skilled or low skilled, production work.
- 8.11 In many instances individuals are given support and encouragement to progress on into mainstream employment with or without continued support but it is recognised that this is not always an option for everyone.

Veterans and Supported Employment Provision

- 8.12 It is into the above model of supported employment that much of the employment offered by veterans' organisations falls, in settings such as Lady Haig's Poppy Factory, Lord Roberts Workshop, and Erskine. (Since carrying out this research a decision has been made that Lord Roberts Workshop will close on 9 June 2009).
- 8.13 This provision currently receives funding through the DWP Workstep Programme, formerly the Supported Employment Programme. Whilst the percentage of funding from Workstep varies in different organisations, with some having access to other income sources, it is nevertheless a significant source of income for all of them.
- 8.14 In Lady Haig's Poppy Factory there are 22 veterans employed through Workstep, and an additional 11 supported in open employment. In Lord Roberts Workshop there are 11 employees, all veterans apart from one, all employed through Workstep. In Erskine, there are 37 employees employed through Workstep, seven of whom are veterans, and 38 in open employment, 11 of whom are veterans.
- 8.15 In our research interviewees from veteran organisations recognised the need for many individuals to have a substantial degree of employment support to enable them to progress into mainstream employment, and saw supported employment workshops as helping to provide this.
- 8.16 Some of these interviewees were also of the view that for those ex-forces personnel who were not likely to be able to find or cope with work with mainstream employers, having the option of supported employment is essential.
- 8.17 It was felt that until more employers are willing to adapt premises and working practices – for example allowing adequate time off for hospital appointments - and to be better informed and less prejudiced about people with disabilities, then a safety net of provision will continue to be necessary.
- 8.18 In the survey of veterans respondents were generally of the view that supported employment for veterans who need it is helpful and necessary, although some offered caveats about the form of support that might be offered. Some typical comments are:
- “Disabled veterans who find difficulty obtaining gainful employment benefit strongly from such opportunities, albeit there are some who cannot fit in anywhere.”

- “I feel this environment would help veterans come to terms more easily with their disability as well as providing a social network to help integrate them back into civilian life.”
- “They’re owed at least that much. However, the line between supportive and smothering can be a fine one.”
- “For a disabled vet nothing can feel worse than not feeling useful anymore. If there is something out there that will assist them to feel like they are still able to contribute to society that will go a long way.”
- “Without Lord Roberts Workshops I would not be in employment due to the fact that other employers would see me as a liability with all my medication and need for time off.”

8.19 Whilst recognising the need for supported employment, the majority of survey respondents were of the opinion that disability should not of itself be a barrier to mainstream employment for those who wanted that. Typical responses include:

- “I think, depending on the disability, that people should be encouraged to seek other employment. I think confidence is the greatest attribute however.”
- “Whenever their disability isn’t a direct barrier to doing the job, and assuming they are otherwise well suited they should be encouraged to apply to all “mainstream” opportunities.”
- “Ex-forces should be encouraged to join mainstream employment. As they are the same as everyone, but have lived in a different world so to speak and must be helped to adjust to civvy street.”
- “They are disabled not dead, they should be encouraged and supported to find employment in the mainstream.”

8.20 In interviews with representatives from veterans organisations which run workshops or factories, and from focus groups with current employees, it is clear that for some people there is and will continue to be a need for the sort of support offered in these settings.

8.21 There is a value, recognised by staff and workers, in having somewhere, for ex-service personnel to be able to make the transition from military to civilian life, to adapt to their disability, and to recover from and/or deal with mental trauma. For some individuals this opportunity may be temporary and they may move

on into mainstream employment but for others mainstream employment may not be a realistic option.

- 8.22 The findings in this research are that some people face very real challenges in adapting to the changed working culture and practices which they find in civvy street and this can be particularly true for people who have been in the forces for a long time and/or who leave because of injury, or who have suffered trauma during their time in the military. For people in these situations having the opportunity, at least initially, to share a workspace with other veterans who can understand and share a common bond and understanding with them can be a positive factor in assisting their re-integration into civil society.
- 8.23 Our findings are that there continue to be individual ex-service personnel who required the sort of support which is currently provided by workshops and the factory.
- 8.24 A slightly tangential but nevertheless important finding is that the level of support from DEAs at Jobcentre Plus is variable, as is their level of awareness of the existence of veteran organisation run workshop and factory provision. Their ability to match ex-Forces personnel to suitable workshop provision is further hindered by the fact that at present individuals using Jobcentre Plus are not asked whether they have been in the Forces. There has been a recent guidance note to DEAs that they should record disabled veterans under "Category H", but there is anecdotal evidence that very few DEAs are aware of this guidance and so are not asking about prior experience in the Forces.
- 8.25 Given that many respondents to our survey did not think they received the help they needed from Jobcentre Plus it might be that training for staff in the needs of veterans, allied to a requirement to at least ask whether people have spent time in the forces would enable a more tailored response to be offered.
- 8.26 Although there is a broad acceptance of the usefulness of workshop and factory provision, the research findings show that change, arising from a number of factors, is foreseen by workshop and factory providers:
- there are severe financial challenges facing current workshops, for a range of reasons – from lack of sales to anticipated reduction in subsidies;
 - there is a need to provide a Scotland-wide service for veterans and opportunities are currently restricted to the central belt. It is unlikely that people would relocate in order to work in a workshop;

- there are relatively few spaces across the factory and workshops; staff turnover is low; and therefore there are limited opportunities for new veterans to take up employment;
- marketing and product development/diversification is hindered by a lack of available capital and expertise;
- younger ex-service personnel are more likely to want to find mainstream employment, with support as necessary, than to work in a sheltered environment; and
- recent Government policy may threaten the continued existence of workshop or factory provision as it currently exists.

8.27 It seems to us from the interviews with staff that in response to all the above, the need for change is accepted. The model of a sheltered environment offering a limited range of employment opportunities is seen as one which is probably not sustainable in an age when government policy, and personal aspiration, is more focused on people with disabilities and vulnerabilities being integrated into mainstream society.

8.28 However, the transition from the status quo to whatever may come next needs to be handled carefully and sensitively – it is after all the livelihoods of vulnerable people, injured in the service of their country, which is at risk.

8.29 One positive note is that the current political context offers an opportunity for highlighting the needs of veterans. The Iraq and Afghanistan conflicts mean that the issue of returning veterans and their treatment is attracting a significant amount of press and public interest and concern.

The Changing Policy Context

8.30 In addition to the internal and external factors which are putting pressure on supported employment providers to make change, there is a certain urgency now coming into play as a result of the government's proposed changes to support for people with disabilities, and people who need additional support to gain employment.

8.31 Probably the most pertinent of these is that the Department for Work and Pensions (DWP) is proposing to tender a new specialist disability programme to replace the existing Workstep, Work Preparation and Job Introduction Scheme programmes.

- 8.32 This new programme has a working title of IDEAS and will be subject to a two stage tendering process starting in late March 2009. The British Association for Supported Employment (BASE) is extremely concerned that the current proposals for this programme will not meet the needs of customers or employers.
- 8.33 BASE is concerned² that unless the current government proposals are substantially modified then it could lead to:
- “a reduction in the resources available for customer support
 - a significant disinvestment in employment support by local authorities
 - the loss of up to 5,000 jobs, mainly those of disabled workers
 - widespread cherry-picking whilst marginalising those most at risk of exclusion
 - a transfer of the greatest risk burdens on to subcontracting organisations leading to market failure, and
 - widespread confusion and distress for customers and employers”
- 8.34 The Scottish Union of Supported Employment (SUSE) is similarly concerned that if local organisations lose their Workstep contracts, or become sub-contractors to another organisation, then this could have a significant impact on the employment of many disabled people currently employed through the Workstep Programme.
- 8.35 In addition to the threat to the funding of people employed through Workstep, and to the funding of workshop provision, the government’s welfare reform White Paper also proposes significant change to the rights and benefits available to people who are disabled or who have continuing or fluctuating health conditions.
- 8.36 Although it is proposed to focus the Employment and Support Allowance on people who cannot work, the government clearly sees this as a temporary condition in most cases. The White Paper is proposing to introduce a requirement on individuals receiving the Employment and Support Allowance to attend interviews with Pathways to Work providers to get back to health and back in to work. It is yet to be seen of course how willing employers will be to recruit people who are disabled, or who may need time off work because of underlying and chronic illnesses.

² See <http://www.base-uk.org/news/IDEAS/index.htm> for the BASE response to the DWP proposals

- 8.37 Taken together, all the above require a speedy response from veterans' organisations.

Social Enterprise

- 8.38 Within Scotland there is an active and dynamic social enterprise community. There are a range of interesting and successful organisations trading successfully, for the benefit of their local communities (of geography or of common interest) rather than for private shareholder profit. In many cases, social enterprises deliberately focus their recruitment on those in society who face the greatest barriers to finding employment.

Social Firms

- 8.39 Probably the most similar structure of social enterprise to that of the workshops or factories run by veterans' organisations is Social Firms. Social Firms are a type of social enterprise that focuses on work integration for severely disadvantaged people. They are commercial businesses driven by the social purpose of creating employment opportunities within a supportive working environment for people who are severely disadvantaged in the labour market.
- 8.40 Social Firms aim to generate at least 50% of their income from sales of goods and services. They are non-profit distributing, with any surplus being shared by employees or re-invested in the business or community in order to meet the social purpose.
- 8.41 At least 25% of a Social Firm's workforce is people who are severely disadvantaged in the labour market. Social Firms have a 'family business' atmosphere, providing an environment where team working and participation in the business are paramount.
- 8.42 Social Firms values are embedded in creating enterprises that provide equal access to employment which results in the empowerment of severely disadvantaged people.
- 8.43 The umbrella body for social firms is Social Firms Scotland, www.socialfirms.org.uk, a membership organisation which offers networking, resources and support to new and existing social firms.
- 8.44 This organisation may be able to offer assistance with some future thinking to veterans' organisations.
- 8.45 The other significant umbrella and support organisation which may be useful for veterans' organisations to contact and open up discussions with is SENSCOT, www.senscot.net, which is a member

organisation for entrepreneurs, and which has a wealth of knowledge and experience on developments in the sector.

- 8.46 It seems to us that it might make sense at this juncture for the veterans organisations which are active in the field of supported employment to open up discussions with social enterprise support organisations such as Social Firms Scotland and SENSCOT, to explore the potential for finding a sustainable and positive solution to the challenges that veterans organisations are currently facing.
- 8.47 The current provision offered through Lord Roberts Workshop or Lady Haig's poppy factory for example, has advantages of having equipment, staff, materials, and a customer base. It may therefore be possible with advice and support in areas of diversification, product development, marketing support, capital investment and so on, to sustain these establishments. Alternatively, joining forces with another social enterprise operating in a similar product area and in a similar geographical area may be a possibility.
- 8.48 It may be too, that social firms or social enterprises operating outside the central belt could, with encouragement, begin to market their opportunities more pro-actively to ex-Forces personnel.
- 8.49 At the very least, becoming part of a larger group of like minded organisations would help reduce some of the isolation currently felt by some veterans' organisations.

9 Priorities for future action, conclusions and recommendations

Introduction

- 9.1 The research study has gathered a wealth of evidence about the needs of disabled and vulnerable veterans in Scotland, and the barriers and problems that these veterans can experience to accessing and sustaining employment. The research has also raised a number of questions about how the needs of these veterans can best be addressed in the future, and what the role of different organisations should be in doing so.
- 9.2 This chapter sets out the key issues identified through the research, identifies priority areas for future action and provides recommendations as to how these actions should be taken forward.

Research conclusions

Levels of worklessness amongst veterans in Scotland

- 9.3 There is a lack of comprehensive data available on the level of unemployment and economic inactivity amongst ex-service personnel in Scotland and in the UK. This information is not routinely collected by the Department of Work and Pensions (DWP), or by Jobcentre Plus and other employment service providers.
- 9.4 This is a significant gap, as this data is required in order to build an accurate picture of the scale of the workless population amongst veterans, and to identify the nature of this client group – i.e. what benefits are they receiving, what are their prospects of returning to work, etc. Furthermore if activity to support disabled and vulnerable veterans back to employment is to be properly tracked and assessed then this data is essential.
- 9.5 In the absence of robust government data on the size of the workless veteran population in Scotland other data sources can be used to try and build a picture of this group.
- 9.6 It is estimated that there are 189,000 veterans of working age in Scotland. Of these approximately 28,000 may be out of work. This figure is based on numbers claiming benefit, and previous research studies on levels of worklessness amongst veterans. It may be an underestimate as the rate for veterans claiming incapacity and other non-work related benefits is potentially higher than the rate for the general population.

- 9.7 It also recognised that not all veterans who are out of work are vulnerable and in need of additional support, whilst it is also the case that some of those on incapacity and other non-work benefits have a limited capacity to move towards employment or other positive outcomes.

Barriers to employment for veterans

- 9.8 The study revealed that whilst many veterans make a successful transition from life in the Forces to civilian life, a minority find this change extremely challenging and encounter significant difficulties and problems in doing so.
- 9.9 In terms of making the adjustment from being in the Services to finding and sustaining civilian employment veterans often encounter a number of problems. Some of these problems are directly related to how the civilian labour market operates and veterans' ability to adapt to and function in this environment. These barriers include veterans' awareness of how to identify and access appropriate job opportunities; their ability to interpret the skills they have developed in the military and sell these to an employer; their capacity to identify and acquire new skills they may require; and employers' knowledge and understanding of the attributes and approach to work that veterans can bring.
- 9.10 Difficulties such as these are experienced by many veterans, and not only those who are disabled or vulnerable. However those veterans are experiencing significant problems in their other areas of their lives are likely to find these labour market barriers particularly challenging, and their capacity to address these barriers is likely to be reduced.
- 9.11 The significant problems referred to above that a minority of veterans experience are complex, inter-related and wide-ranging. They encompass varied and difficult issues including social isolation, disability, mental health issues, homelessness, financial problems, substance misuse, and engagement in criminal activity.
- 9.12 For each of these issues the research study found compelling evidence of the significant and specific impact that these can have on veterans. The reasons why some veterans may be susceptible to such problems appear to be closely linked to negative experiences they have had in the Forces alongside major difficulties in adjusting to civilian life. The evidence suggests that the prevalence of mental health difficulties appears to be increasing amongst ex-service personnel, whilst it is also evident that Early Service Leavers can be particularly susceptible to many of the problems listed above.

- 9.13 Central to the understanding of the difficulties that vulnerable veterans experience is that each issue rarely exists in isolation. Veterans who are suffering one of these difficulties are usually experiencing multiple problems. There are no clear rules or patterns as to which problems may occur first, and the emergence of any one of these problems can often trigger or exacerbate other issues. It should also be noted that whilst these issues act as major obstacles to individuals finding work, the experience of losing a job can itself also cause or lead to some of these problems developing.
- 9.14 Given that these issues do not exist in isolation it is clear that they cannot be tackled in isolation. Therefore a holistic, joined-up approach is needed to help vulnerable veterans address the range of difficulties that they might have and support them towards employment and the labour market.

Current employment services available to veterans

- 9.15 There are a plethora of employment services currently available to service leavers and veterans in Scotland. These include the packages of support offered through the Ministry of Defence by the Careers Transition Partnership (CTP), government employment programmes and initiatives, and services offered by veterans' organisations.
- 9.16 This range of services and programmes is useful, and clearly there are services there that can be accessed by disabled and vulnerable veterans to help them move towards employment.
- 9.17 However the research identified that the gaps or difficulties do exist in relation to this service provision, particularly in relation to disabled and vulnerable veterans, which can limit the extent to which the services can help these veterans to tackle the wide-ranging barriers to employment that they might be experiencing.
- 9.18 Generic gaps across this provision include:
- There are a limited number of services which take a holistic and all-encompassing approach to addressing veterans' needs in order to help them access employment – although it is encouraging that the new Veterans' First Point pilot Edinburgh will seek to link veterans' in with the range of service providers they might require.
 - Few services are available to support veterans to understand and adjust to the significant cultural shift from life in the Forces to civilian life.

- There is a lack of employability projects that specifically reach out and target vulnerable veterans, make them aware of the opportunities available and encourage them to access support.
- 9.19 There are also some specific limitations in relation to the different types of employment services available:
- There is insufficient preparation by the MOD, prior to service personnel leaving the Forces, to enable them to adjust appropriately to life in the community and to find employment.
 - The services offered through the CTP are important because they are delivered by locally based ex-service personnel who have a clear understanding of veterans' issues and of relevant employment opportunities in their geographical area. However, there are concerns that the most vulnerable veterans may not access the services provided by the CTP, whilst the local 'footprint' that the CTP has in Scotland has been reduced in recent years.
 - Government employment services are delivered Scotland-wide by expert employability providers. However it is suggested that these services do not fully understand the specific issues and needs that veterans' have, whilst the range of different programmes on offer can be particularly confusing for vulnerable veterans.
 - Veterans' organisations are heavily involved in the delivery of employment support to service leavers through the CTP, and a number of organisations deliver specialist supported employment opportunities for ex-service personnel. However, few veterans' organisations deliver or coordinate programmes or activities that seek to address vulnerable veterans' complex and multiple needs with the intention of supporting them into mainstream employment.

Supported Employment

- 9.20 Supported employment for veterans is currently available through Lady Haig's Poppy Factory, Erskine, and the Lord Roberts Workshops.
- 9.21 It is generally agreed that the types of employment opportunities available through these organisations are useful and important. This service provision allows vulnerable ex-service personnel to work in an environment that takes account of their

disability/vulnerability, enables them to work with colleagues with a shared or similar Forces background, and can ease a veteran's transition back into civilian life. For some veterans, supported employment can act as a stepping stone to mainstream work, but for others progressing to mainstream employment is unlikely to be feasible.

- 9.22 However it is recognised and accepted that a variety of factors mean that changes will be required as to how this provision is organised over the coming years. Factors influencing this include financial challenges facing existing services, the need for Scotland-wide provision, and the need to provide support and opportunities that are suitable and attractive for younger veterans as well as older veterans.
- 9.23 In addition, government policy is now increasingly focused on supporting disabled and vulnerable people into appropriate mainstream employment opportunities. Consequently the way in which the government funds employment support and programmes for these client groups and provides rights and benefits that these individuals is changing accordingly.
- 9.24 Veterans' organisations therefore need to work quickly to ensure that the needs of the most vulnerable veterans can be met. The concept of social enterprise and within that the social firm model, is one that may warrant further consideration.

Priorities for future action and recommendations

- 9.25 It is clear from the research findings summarised above that there are a number of areas where future action is needed and where activity can be undertaken. We set out below our recommendations for these activities and how these can be taken forward.

Improving current MOD provision

- 9.1 Many of the difficulties and challenges facing veterans have resulted from their experiences in the Forces. In our survey 41% of respondents suffered an injury or illness that has since made it more difficult for them to get work, or has limited the type of work that they have been able to get. And since leaving the Forces, respondents highlighted family or relationship problems, lack of relevant training or skills and financial problems as making it difficult for them to find or keep a job.

Recommendation 1: We suggest that Poppyscotland with Veterans Scotland might press for more careful and intense

preparation and support by the MOD prior to personnel being discharged. This could help reduce or prevent some of the difficulties faced by veterans when they are seeking employment.

Employment Counsellor support

- 9.2 The number of RFEA Employment Counsellors in Scotland has reduced at a time when the number of veterans coming forward with welfare support needs is increasing.

Recommendation 2: We recommend that Poppyscotland with Veterans Scotland press the MOD might to provide appropriate levels of support throughout the country for veterans who need additional support to access employment. In the current economic situation, when unemployment is rising, this is particularly relevant.

Piloting a new approach to improving access to employment for disabled and vulnerable veterans

Recommendation 3: The research has found that veterans with disabilities and vulnerabilities have quite specific welfare needs and need a resource which has the time and capacity to understand and meet these needs. We recommend that Poppyscotland considers establishing a new pilot project in an agreed local area to take a holistic approach to addressing disabled and vulnerable veterans' barriers to employment, and to support these individuals towards positive outcomes. The project may be based on a similar model to that used through projects previously funded through the New Futures Fund in Scotland.

Recommendation 4: We recommend that in taking forward this project the following key issues are taken into consideration:

- the overarching aim of the project should be to support veterans to access and sustain mainstream employment;
- the project should engage clients for an agreed period of time, likely to be several months, and should provide these individuals with intensive and sensitive support, designed to tackle the full range of issues that may prevent them from accessing employment;
- when clients first register with the project they should be assessed to determine the particular issues and barriers they are experiencing, and a plan should be drawn up to set out how each of these barriers will be tackled;

- the project should employ a small number of staff who are specialists in working with veterans, but should also use a range of relevant services and organisations – including other ex-service charities – to deliver expert support to clients to address or help manage the full range of complex difficulties or issues that the client may be experiencing;
- as standard, the project should offer veterans support, training and advice on how to adapt to civilian life, and in particular on the nature and workings of the civilian labour market;
- the project should also as standard provide support to veterans to help them develop their core employability skills – such as confidence building, job searching, job applications, CV writing, and interview skills – with particular emphasis on how military skills can be interpreted and then sold to civilian employers;
- the project should bring in expertise as appropriate from existing employment services such as the Regular Forces Employment Association and Jobcentre Plus to help veterans participating in the course move towards positive employment outcomes;
- vulnerable veterans who may benefit from participating in the project should be engaged and recruited through Veterans Scotland member charities and other appropriate routes;
- given the extent of difficulties experienced by Early Service Leavers, it is essential that mechanisms are put in place to engage ESLs in the project – for example by developing close links with the ESL pilot project operated by the CTP;
- different opportunities to secure funding to support the project should be investigated – for example the Scottish Government, the DWP, MOD's Challenge Fund for Veterans, and the CTP;
- the pilot project should be based in Edinburgh, where it can link into with the new Veterans First Point service, or in Glasgow or Fife where the evidence suggests there are also large numbers of vulnerable veterans;
- the pilot should run for an agreed period of time (we suggest two to three years) and should be evaluated;

- if the model is successful the consideration should be given for how it could be rolled-out Scotland-wide.
- 9.26 It is important to note that although elements of what this project offers are provided by different organisations and services, what this project does is to bring all of these different elements together and offer them as a single package, co-ordinated on behalf of the veteran by a trusted ex-service organisation.
- 9.27 Veterans First Point, the new pilot project in Edinburgh has a similar rationale, and is a one-stop shop providing information and support to veterans on a range of different issues, including signposting and help to access existing employment services.
- 9.28 However the nature of the proposed employment project is different in that it aims to deliver a structured, planned set of services to vulnerable veterans over several months, with clear and specific focus of helping these veterans into employment.
- 9.29 Therefore if the proposed employment project were to be based in Edinburgh it is envisaged that there would be a close working relationship with Veterans First Point – with for example Veterans First Point referring potential clients to the project, and the employment project using the specialist health services provided by First Point to address specific barriers to employment experienced by project participants.

Helping veterans to access government employment programmes

- 9.30 It is recognised that a single project will not be able to cater for the employment needs of all vulnerable veterans, and it is likely that not all veterans would wish to access such a project in any case. Furthermore, there are many government employment programmes and initiatives with a remit to provide services to all workless individuals, including disabled and vulnerable veterans and it would be inefficient to duplicate these resources.
- 9.31 However at present mainstream employment services are not sufficiently geared up to address the needs of disabled and vulnerable veterans and some specialist provision is needed to bridge the gap until mainstream services can adequately respond.
- 9.32 Work is needed to help these organisations recognise when a veteran comes forward for services and understand the particular needs and experiences of veterans.

Recommendation 5: We recommend that Poppyscotland, in association with other veterans' organisations, lobbies the

Department of Work and Pensions to begin collecting and reporting on data to indicate whether those claiming benefits and accessing government employment services have ever served in the Forces. It would also be useful to collect data on how long these veterans served for, and how long ago they left the Services.

Recommendation 6: We recommend that a short training course is developed and is offered to Jobcentre Plus staff through the DWP, to explain to them the specific needs, mindsets, and experiences of veterans, to enable Jobcentre Plus to provide a better, more tailored and more understanding service for disabled and vulnerable veterans.

Help for employers to understand the needs and merits of veterans

- 9.33 One of the key issues highlighted through the research was that employers often do not realise the attributes, skills and experiences that veterans can offer, and also sometimes struggle to deal with the particular issues that employing vulnerable veterans might present. Further work in this area would therefore be beneficial.

Recommendation 7: We recommend that through Veterans Scotland, the ex-service organisations in Scotland draw up and agree a plan for how they can work together and market to employers the particular skills and attributes that veterans can bring to a business. It is envisaged that the RFEA and OA SCOTLAND would play a lead role in taking forward this recommendation. It is likely that a suitable starting point might be to develop a short presentation highlighting the benefits of employing veterans, and consider suitable audiences to whom this might be presented – for example Chambers of Commerce, local branches of the Federation of Small Businesses, CBI Scotland, Institute of Directors and Rotary clubs.

Recommendation 8: We recommend that funding is made available and work commissioned to develop a short training course for managers working in a range of employment sectors on best practice approaches to adopt when employing individuals with mental health difficulties. Poppyscotland, other veterans' organisations and the specialist mental health organisation commissioned to develop the training should then work together to identify suitable employers to whom this training might be delivered. The identification of employers could potentially be done in conjunction with the marketing activities undertaken to promote the benefits of employing veterans.

Making veterans aware of services

- 9.34 The research study showed that veterans are often not aware of the full range of different services that exist in “civvy street” that they need to deal with, or that they might be able to receive support from, in order to access employment or help them tackle barriers to work.

Recommendation 9: We recommend that consideration is given to developing a Scottish Veterans’ Directory. This directory would provide information on all veterans’ organisations in Scotland including their name, contact details, and a description of the services they offer. The directory should also, as a minimum, include details of local Jobcentre Plus offices across Scotland and basic descriptions of what programmes are available through Jobcentre Plus. Details of local housing offices in each area, and information about how to register on the housing list should also be included. It is important that the Directory provides information about local services so that veterans know what they can access in their own area. Consideration should also be given as to what information can be included on other important local services – such as substance misuse projects, financial inclusion services, disability support groups, and organisations providing support with mental health issues.

Recommendation 10: We recommend that consideration is given to other formats that the Scottish Veterans’ Directory could be made available in – for example through a dedicated website and/or telephone helpline. There may be potential for Poppy Scotland or another relevant organisation to employ a member of staff with responsibility for providing a helpline service, managing a website, and distributing the Directory – including through veterans’ organisations, the CTP, including the ESL pilot project, and the SPVA.

Recommendation 11: We recommend that the possibility of developing a ‘buddying’ network across Scotland is considered. The purpose of the network would be to provide new veterans with a ‘buddy’ in the form a veteran who has previously left the Forces and can provide information and advice about employment services and projects, and other key information that ex-service personnel need to know if they are to be in a position to enter the labour market. This can include information about how to get access to a house, where to get advice and information about debt, and so on. Options should be explored for how potential ‘buddies’ might be identified, and how new veterans should be made aware of the system and paired up with a ‘buddy’ in their local area. It may be that the individual employed to manage the Directory could also play a role in managing the ‘buddy’ network.

Volunteering opportunities for veterans

- 9.35 For some of the most vulnerable veterans entering mainstream employment is not a realistic goal. However volunteering can provide a positive outcome for these individuals and can help them feel as though they are making a positive contribution to society.

Recommendation 12: We recommend that all veterans' organisations in Scotland are asked to review the links and relationships that they have with voluntary sector organisations (such as the link that Poppyscotland has with Citizens Advice Bureaux in Glasgow) and identify if there may be opportunities for vulnerable veterans to become volunteers in these organisations. This is a potentially 'win-win' situation, where voluntary sector organisations gain a new set of volunteers and vulnerable veterans achieve a positive employment outcome. There may be potential for these volunteering opportunities to be taken up by veterans participating in the proposed employment project, described above.

Supported employment

Recommendation 13: We recommend that veterans' organisations involved in the delivery of supported employment begin to have discussions with social enterprise support organisations to explore if this is a route or model that would be appropriate for them to move towards. However before opening up discussions with social enterprise support organisations it would be advisable for all veterans' organisations in Scotland which currently provide supported employment to come together to develop a shared strategy for the way forward for their community of interest. This is not to say that all organisations should follow exactly the same path, as that is unlikely to be appropriate, but rather that there is likely to be more strength in working together to face common challenges than to try to face them singly. It may be that a working group could be set up under the aegis of Veterans Scotland to take forward this issue.

Overall co-ordination and management

- 9.36 The findings and recommendations set out in this report require discussions, activity and action from a number of different organisations and groups. In order to ensure progress is made, and that different parties work together in a coherent and coordinated fashion, close monitoring and management will be required.

Recommendation 14: We recommend that Veterans Scotland considers establishing an employment sub-group to take forward the actions and issues highlighted in this report. At minimum Veterans Scotland should ensure that the issues and activity set out here are included as a specific agenda item at its regular Board meetings.

Developing Partnerships and Linkages

Recommendation 15: We recommend that Poppyscotland and Veterans Scotland consider developing partnerships and linkages with other organisations which are involved in working with veterans. Amongst these might be RBLI in England which has successfully won government contracts for employment support, and the Scottish Prison Service, which is interested in cooperating with veterans organisations to ensure that it can optimise its support for ex-Forces prisoners, and can point them towards relevant support organisations on release.

Appendix 1

Questionnaire to Veterans' Organisations

Definitions:

1. The definition of **employability** we are using in this research is the one used in "Workforce Plus: An Employability Framework for Scotland" Scottish Executive 2006:

"Employability is the combination of factors and processes which enable people to progress towards or get into employment, to stay in employment and to move on in the workplace."

2. We are using the following definition of **vulnerability** for this research:

"Veterans who are experiencing one or more of the following potential risk factors to the extent that it acts as a barrier to their employment:

- *Factors associated with pre-service (e.g. being in care)*
- *Social isolation, e.g. living alone/without family/family breakdown/rural setting*
- *Mental health and wellbeing*
- *Incapacity, e.g. physical illness/physical disability*
- *Substance misuse*
- *Criminal behaviour*
- *Poverty/financial problems*
- *Homelessness/vulnerability to homelessness*
- *Lack of training and skills*
- *Member of black and minority ethnic community."*

Section 1: Your Organisation

Name of organisation	
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Please provide a brief description of your organisation's main activities

Please write below which geographic area(s) your organisation operates in

Does your organisation provide any employability support or training to veterans?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<p>If yes, please provide details below of the type of support you provide and the numbers receiving it:</p> <p>Can you meet the current demand for this support in your area?</p>				

If you don't provide employability support are you aware of any veterans who use your organisation who might require employability support?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<p>If yes, please provide an estimate of the number of veterans you are aware of who might require employability support and what type of support they require:</p>				

Section 2: Employability Support Needs

Below is a list of potential employability support needs that veterans might have.

Please tick the boxes to indicate:

- a) If you agree that this is an important employability need for veterans
- b) If you provide support in relation to this issue

	<i>a) I agree this is an important employability need for veterans</i>	<i>b) My organisation provides support to veterans on this issue</i>
Gaining new skills		
Employment/careers guidance		
Help with childcare		
Confidence building		
Training		
Work placements		
Workplace adaptations (eg to improve accessibility for disabled people)		
Support to adapt to changed working culture		
Workplace mentoring		
Assistance with work-related equipment/clothing		
Assistance with travelling to work		
Other (please specify):		

Please rank these different types of support needs in terms of how they might impact on the employability of vulnerable veterans. Please rank the issues from 1 to 8, with 1 being the most important/relevant for veterans and 8 being the least relevant.			
Support with housing/homelessness		Support with alcohol or drug issues	
Support with mental health issues		Support with physical disabilities or illness	
Support with anger management		Support with family breakdown or social isolation	
Support with managing finances		Support with training and skills	

Section 3: Gaps in Services

Do you feel there are any gaps in employability support and training for veterans in Scotland in the following areas?			
Gaps in geographic coverage (eg where services are provided)	Yes		No
<p>If yes, please provide details</p> <p>How should these gaps be filled?</p>			
Gaps in type of employability service (e.g. identifying veterans in need of assistance; helping veterans to find the jobs they are interested in; helping veterans to develop new skills and confidence; supporting veterans as they move into a job; and helping veterans to maintain their job and to progress in it)	Yes		No
<p>If yes, please provide details</p> <p>How should these gaps be filled?</p>			

Gaps in employment services' understanding of veterans' issues	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<p>If yes, please provide details</p> <p>How should these gaps be filled?</p>				
Gaps in accessibility (eg opening hours, physical accessibility etc)	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<p>If yes, Please provide details</p> <p>How should these gaps be filled?</p>				
Other gaps	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<p>If yes, please provide details</p> <p>How should these gaps be filled?</p>				

Section 4: Employability Programmes

There are various employability programmes provided by public and voluntary sector organisations in Scotland which aim to support people to access and sustain employment.

The following list provides some of these programmes – please indicate whether you are aware of these programmes and if you feel they meet the needs of vulnerable or disabled veterans.

<i>Programme</i>	<i>Are you aware of this programme?</i>	<i>Do you feel this programme meets vulnerable veterans' employability needs?</i>	<i>Do you have any comments on this programme?</i>
Pathways to Work			
Training for Work			
Access to Work			
Workstep			
Work Preparation Programme			
Progress to Work			
Action Teams for Jobs			
New Deal for Disabled People			
Job Introduction Scheme			
Work Trials			
Career Transition Partnership			

<i>Programme</i>	<i>Are you aware of this programme?</i>	<i>Do you feel this programme meets vulnerable veterans' employability needs?</i>	<i>Do you have any comments on this programme?</i>
Tri-Service Resettlement			
Reemploy			
Questionline			
Forces Recruitment			
Regular Forces Employment Association			
Employment Opportunities			
Project Compass			

Are there any other relevant programmes that you are aware of but which are not included on this list? How do these programmes meet the employability needs of vulnerable or disabled veterans?

Section 5: Future employment provision

In future, do you feel employment provision for vulnerable or disabled veterans should focus on mainstream or sheltered employment opportunities?

Mainstream	<input type="checkbox"/>	Sheltered	<input type="checkbox"/>	Both	<input type="checkbox"/>
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Please comment further:

Do you feel there are particular circumstances where vulnerable or disabled veterans should be encouraged to access mainstream employment opportunities?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
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If yes, what are these?

Do you have any other comments?

Section 6: Assistance with the Research Study

As part of this research study we are also keen to speak to veterans themselves to gather their views on their employment needs and on the employability services currently available to them.

We would greatly appreciate any assistance that you might be able to offer in reaching veterans who we can speak to. Please tick below if you think you might be able to assist in any of the following ways:

Distribute paper-based questionnaire to veterans who you are in contact with	<input type="checkbox"/>
Post a link to a questionnaire for veterans on your website	<input type="checkbox"/>
Identify veterans who might be willing to take part in a focus group	<input type="checkbox"/>
Identify veterans who might be willing to take part in an interview	<input type="checkbox"/>

We have attached a list of the recipients of this questionnaire. We would appreciate it if you could indicate to us below any relevant organisations that we have missed.

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Section 7: Your Details

If you are able to help us further then please enter your contact details below:

Name	
Position in Organisation	
Email Address	
Phone Number	

Appendix 2

List of Interviewees from Veterans' Organisations

Poppyscotland	Gary Gray
Regular Forces Employment Association	Peter Johnson
Officers' Association Scotland	Adrian Peters
Service Personnel and Veterans Agency	Stewart Robb
Lord Roberts Workshops	Chris Denny
Lady Haig's Poppy Factory	Charlie Pelling
Erskine	Keith Taylor
Royal British Legion Scotland	Douglas MacKenzie and Jim Warnock
Combat Stress	Peter Poole
Scottish Veterans' Residences	Ian Ballantyne
Scottish War Blinded	Heather Arni
Veterans First Point	Claire Fyvie

Are you ex-Forces? Help us to help you and your mates!

Fill out our employment survey and you could win a £100 Christmas Hamper!

Poppyscotland has commissioned research to find out what help ex-Forces personnel need to find work – and how that help can be best provided.

The report and its recommendations will go to the Government, the Heads of the Forces, and to all other veterans' organisations.

We are keen for as many veterans as possible to tell us about their experiences of looking for and getting a job outside the forces – and in particular about any hurdles you may have had to overcome.

This survey – which should only take 5 minutes to complete – is also your chance to tell us about how job-finding services should be improved.

Everyone who completes the survey will have their name entered into a prize draw – with the winner receiving a Christmas Hamper worth £100!

The survey is **anonymous** and all responses can be **confidential**. If you have any queries about the survey then please contact Jenny Eaves on jenny@blakestevenson.co.uk.

The deadline for submitting completed surveys is **Friday 12 December**. A stamped addressed envelope is enclosed.

Many thanks for your help.

Section 1: Where do you live?

Do you live in Scotland?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
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If you answered 'yes' then please tick the box to tell us which area of Scotland you live in:

Aberdeen City	<input type="checkbox"/>	Highland	<input type="checkbox"/>
Aberdeenshire	<input type="checkbox"/>	Inverclyde	<input type="checkbox"/>
Angus	<input type="checkbox"/>	Midlothian	<input type="checkbox"/>
Argyll and Bute	<input type="checkbox"/>	Moray	<input type="checkbox"/>
City of Edinburgh	<input type="checkbox"/>	North Ayrshire	<input type="checkbox"/>
Clackmannanshire	<input type="checkbox"/>	North Lanarkshire	<input type="checkbox"/>
Dundee City	<input type="checkbox"/>	Orkney	<input type="checkbox"/>
Dumfries and Galloway	<input type="checkbox"/>	Perth and Kinross	<input type="checkbox"/>
East Ayrshire	<input type="checkbox"/>	Renfrewshire	<input type="checkbox"/>
East Dunbartonshire	<input type="checkbox"/>	Scottish Borders	<input type="checkbox"/>
East Lothian	<input type="checkbox"/>	Shetland	<input type="checkbox"/>
East Renfrewshire	<input type="checkbox"/>	South Ayrshire	<input type="checkbox"/>
Eilean Siar	<input type="checkbox"/>	South Lanarkshire	<input type="checkbox"/>
Falkirk	<input type="checkbox"/>	Stirling	<input type="checkbox"/>
Fife	<input type="checkbox"/>	West Dunbartonshire	<input type="checkbox"/>
Glasgow City	<input type="checkbox"/>	West Lothian	<input type="checkbox"/>

Section 2: Your Service

Which of the Armed Forces did you serve in?	
British Army	<input type="checkbox"/>
Royal Air Force	<input type="checkbox"/>
Royal Navy	<input type="checkbox"/>

How long did you serve for?	
Less than 3 years	<input type="checkbox"/>
3 – 5 years	<input type="checkbox"/>
5 – 10 years	<input type="checkbox"/>
10 – 15 years	<input type="checkbox"/>
15 – 20 years	<input type="checkbox"/>
More than 20 years	<input type="checkbox"/>

How long ago did you leave the Forces?	
Less than 6 months ago	<input type="checkbox"/>
6 months to 1 year ago	<input type="checkbox"/>
1 to 3 years ago	<input type="checkbox"/>
3 to 5 years ago	<input type="checkbox"/>
5 to 10 years ago	<input type="checkbox"/>
More than 10 years ago	<input type="checkbox"/>

Section 2: Your employment

Do you have a job at the moment?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
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If 'yes' is your job full-time or part-time?	
Full time	<input type="checkbox"/>
Part time	<input type="checkbox"/>

Is your job a permanent or temporary job?	
Permanent	<input type="checkbox"/>
Temporary	<input type="checkbox"/>

Section 3: What happened when you left the Forces?

When you left the Forces how long did it first take you to find a job?	
Less than 3 months	<input type="checkbox"/>
Between 3 months and 6 months	<input type="checkbox"/>
Between 6 months and 1 year	<input type="checkbox"/>
Between 1 year and 2 years	<input type="checkbox"/>
More than 2 years	<input type="checkbox"/>
Haven't been employed since leaving	<input type="checkbox"/>

How did you go about finding a job when you left the Forces? Can you tell us a bit about what happened?

When you were in the Forces did you suffer an injury or illness that has since made it more difficult for you to get work, or has limited the type of work that you've been able to get?

Yes

No

If 'yes', can you tell us a bit about the injury or illness that you suffered, and what problems this has caused?

Since leaving the Forces have you been affected at any time by any of the following issues, to the extent that it has made it difficult for you to find or to keep a job?

	Yes	No
Family or relationship problems		
Problems with drug or alcohol misuse		
A criminal record		
Homelessness		
Lack of relevant training or skills		
Social isolation		
Mental health difficulties		
Problems with anger management		
Financial problems		
Other (please specify):		

Section 4: What support do veterans need to help them find employment?

Which of the following things do you think veterans need support with when they leave the Forces to help them find and keep a job? (please tick all that apply)	
Support to adapt to changed working culture	<input type="checkbox"/>
Employment/careers guidance	<input type="checkbox"/>
Help with childcare	<input type="checkbox"/>
Confidence building	<input type="checkbox"/>
Training	<input type="checkbox"/>
Work placements or trials	<input type="checkbox"/>
Workplace adaptations (e.g. to improve accessibility for disabled people)	<input type="checkbox"/>
Gaining new skills	<input type="checkbox"/>
Workplace mentoring	<input type="checkbox"/>
Assistance with work-related equipment/clothing	<input type="checkbox"/>
Assistance with travelling to work	<input type="checkbox"/>
Information about employment opportunities	<input type="checkbox"/>
Information about welfare benefits	<input type="checkbox"/>
Other (please specify):	<input type="checkbox"/>

<p>When you left the Forces did you receive support from any organisation or group linked to the Forces (e.g. the Career Transition Partnership) to help you find a job?</p>	Yes		No	
<p>If 'yes' please tell us a bit about the support you received. Was it useful? What did you like about the help you received and what did you not like? Did it help you to find a job?</p>				

<p>Have you received support from any government organisation or initiative (e.g. Jobcentre Plus or Workstep) to help you find a job?</p>	Yes		No	
<p>If 'yes' please tell us a bit about the support you received. Was it useful? What did you like about the help you received and what did you not like? Did it help you to find a job?</p>				

Have you received support from any voluntary organisation or programme (e.g. Remploy) to help you find a job?	Yes		No	
<p>If 'yes' please tell us a bit about the support you received. Was it useful? What did you like about the help you received and what did you not like? Did it help you to find a job?</p>				

<p>If you have not received any assistance from an employment support service to help you find a job then please tell us why not? (please tick all that apply)</p>	
I found a job easily and didn't need any help	
I didn't know about the employment support services available	
I didn't think the services would understand my needs	
I couldn't get to a support service easily from where I live	
Employment support services weren't open at times that were convenient for me	
I tried to use a support service but I didn't find the staff helpful	
I was worried that I would be pushed towards a job that I didn't want or didn't feel ready for	
The premises of the services were inaccessible for me	
Other (please specify):	

What do employment support services need to provide in order to deliver a good service for veterans?

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Section 5: Sheltered or mainstream employment

Are sheltered employment opportunities (job opportunities for disabled people in a distinct and supportive environment) useful and appropriate for disabled ex-Forces personnel?	Yes		No	
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Please comment further on your answer:

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Do you feel there are particular circumstances where disabled ex-Forces personnel should be encouraged to access mainstream employment opportunities?	Yes		No	
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Please comment further on your answer:

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Do you have any other comments?

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Section 6: About You

Are you:	
Male	
Female	

What age are you?	
16-24	
25-34	
35-44	
45-54	
55-64	
65 or over	

What is your ethnicity?	
White	<input type="checkbox"/>
Asian Indian	<input type="checkbox"/>
Asian Pakistani	<input type="checkbox"/>
Asian Other	<input type="checkbox"/>
Chinese	<input type="checkbox"/>
Black	<input type="checkbox"/>
Mixed	<input type="checkbox"/>
Other (please specify):	<input type="checkbox"/>

Do you currently receive benefits or support from any of the following sources?	
War Pension Scheme	<input type="checkbox"/>
Armed Forces and Reserve Forces Compensation Scheme	<input type="checkbox"/>
Incapacity Benefit	<input type="checkbox"/>
Disability Living Allowance	<input type="checkbox"/>

Section 7: Opportunity to Take Part in Further Research

Many thanks for completing the survey.

Your help is much appreciated and your contribution will help Poppyscotland and others to provide more support to veterans in Scotland.

If you have more you would like to say on the issues covered in this questionnaire, we are interested in speaking to you. We will be carrying out focus groups and individual interviews with veterans in Scotland to hear more about what they think on employment support for veterans. The focus groups/interviews are likely to last around one hour and will be held in local venues that are easy for veterans to get to.

If you are interested in taking part in an interview or focus group, please tick the box and fill in your name and contact details below.

If you would like more details about the interviews/focus groups, please contact Jenny Eaves at Blake Stevenson on 0131 335 3700 or email jenny@blakestevenson.co.uk.

Yes, I would be interested in taking part in an interview/focus group

No, I would not be interested in taking part in an interview/focus group

Name	
Address	
Phone number	

This form will be separated from the questionnaire so the answers that you have given in the questionnaire will be anonymous.

Section 8: Prize Draw

All veterans responding to the questionnaire are being given the opportunity to enter into a Prize Draw for a chance to win a Christmas Hamper.

If you have already filled out your contact details above then please tick the box below if you would like to be entered into the prize draw:

Yes, please enter me in the prize draw

If you do not wish to take part in an interview or focus group but would like to be entered into the prize draw then please fill in your name, address, and phone number in the box below. Your responses to the survey will be treated anonymously.

Name	
Address	
Phone number	

Veteran Survey Results

Table 1: Respondents by country (n=383)

In which part of the UK do you live?	Percentage	Number
Scotland	54%	207
Other	46%	176
TOTAL	100%	383

Table 2: Respondents by area – Scotland only (n=206)

Which area of Scotland do you live in now?	Percentage	Number
Aberdeen City	1.5%	3
Aberdeenshire	1.9%	4
Angus	2.9%	6
Argyll and Bute	2.9%	6
City of Edinburgh	15.5%	32
Clackmannanshire	0.0%	0
Dundee City	2.9%	6
Dumfries and Galloway	1.5%	3
East Ayrshire	3.4%	7
East Dunbartonshire	0.5%	1
East Lothian	3.4%	7
East Renfrewshire	0.5%	1
Eilean Siar	0.0%	0
Falkirk	2.4%	5
Fife	9.7%	20
Glasgow City	6.3%	13
Highland	5.3%	11
Inverclyde	1.0%	2
Midlothian	3.9%	8
Moray	2.4%	5
North Ayrshire	0.5%	1
North Lanarkshire	3.4%	7
Orkney	0.0%	0
Perth and Kinross	6.3%	13
Renfrewshire	4.4%	9
Scottish Borders	2.4%	5
Shetland	1.0%	2
South Ayrshire	1.5%	3
South Lanarkshire	3.4%	7
Stirling	1.9%	4
West Dunbartonshire	0.5%	1
West Lothian	6.8%	14
TOTAL	100.0%	206

Table 3: Service with Armed Forces (n=354)

Which of the Armed Forces did you serve in?	Percentage	Number
British Army	75%	266
Royal Air Force	12%	43
Royal Navy	13%	45
TOTAL	100%	354

Table 4: Length of Service (n=359)

How long did you serve for?	Percentage	Number
Less than 3 years	4%	14
3-5 years	14%	49
5-10 years	24%	85
10-15 years	20%	74
15-20 years	8%	28
More than 20 years	30%	109
TOTAL	100%	359

Table 5: Time since Leaving Forces (n=357)

How long did you serve for?	Percentage	Number
Less than 6 months ago	8%	29
6 months to 1 year ago	5%	16
1 year to 3 years ago	11%	40
3 to 5 years ago	7%	24
5 to 10 years ago	12%	42
More than 10 years ago	57%	206
TOTAL	100%	357

Table 6: Employment Status (n=357)

Do you have a job at the moment?	Percentage	Number
Yes	70%	249
No	30%	108
TOTAL	100%	357

Table 7: Employment Status – full-time/part-time (n=243)

Is your job full-time or part-time?	Percentage	Number
Full-time	90%	218
Part-time	10%	25
TOTAL	100%	243

Table 8: Employment Status – permanent/temporary (n=243)

Is your job a permanent or temporary job?	Percentage	Number
Permanent	93%	225
Temporary	7%	18
TOTAL	100%	243

Table 9: Time Taken to find Employment (n=323)

When you left the Forces how long did it first take you to find a job?	Percentage	Number
Less than 3 months	58%	188
Between 3 months and 6 months	17%	54
Between 6 months and 1 year	7%	24
Between 1 year and 2 years	7%	21
More than 2 years	4%	12
Haven't been employed since leaving	7%	24
TOTAL	100%	323

Table 10: Injury or Illness (n=314)

When you were in the Forces did you suffer an injury or illness that has since made it more difficult for you to get work, or has limited the type of work that you've been able to get?	Percentage	Number
Yes	41%	129
No	59%	185
TOTAL	100%	314

Table 11: Issues Affecting Employment (n=307)

Since leaving the Forces have you been affected at any time by any of the following issues, to the extent that it has made it difficult for you to find or to keep a job?	Yes	No	Total
Family or relationship problems	42% (122)	57% (164)	286
Problems with drug or alcohol misuse	21% (58)	79% (217)	275
A criminal record	11% (28)	89% (236)	264
Homelessness	14% (38)	86% (228)	266
Lack of relevant training or skills	40% (111)	60% (167)	278
Social isolation	35% (99)	65% (180)	279
Mental health difficulties	34% (96)	66% (189)	285
Problems with anger management	34% (95)	66% (184)	279
Financial problems	40% (111)	61% (171)	282

Table 11a: Issues Affecting Employment by Length of Time Taken to Gain Employment

Since leaving the Forces have you been affected at any time by any of the following issues, to the extent that it has made it difficult for you to find or to keep a job?	Time taken to gain employment after leaving the forces		
	Less than 3 months	3 months to a year	1 year or longer
Family or relationship problems	34%	53%	50%
Problems with drug or alcohol misuse	14%	32%	25%
A criminal record	6%	18%	18%
Homelessness	8%	23%	25%
Lack of relevant training or skills	27%	56%	48%
Social isolation	21%	50%	55%
Mental health difficulties	23%	41%	53%
Problems with anger management	24%	42%	52%
Financial problems	26%	55%	62%

Table 11b: Issues Affecting Employment Amongst those who had Suffered an Injury or Illness in the Forces.

Since leaving the Forces have you been affected at any time by any of the following issues, to the extent that it has made it difficult for you to find or to keep a job?	Total Respondents	Suffered an Injury or Illness
Family or relationship problems	42%	63%
Problems with drug or alcohol misuse	21%	38%
A criminal record	11%	19%
Homelessness	14%	27%
Lack of relevant training or skills	40%	58%
Social isolation	35%	60%
Mental health difficulties	34%	58%
Problems with anger management	34%	54%
Financial problems	40%	65%

Table 12: Support when Leaving the Force (n=307)

Which of the following issues do you think veterans need support with when they leave the Forces to help them find and keep a job?	Percentage	Number
Work placements or trials	76%	234
Employment/careers guidance	79%	242
Help with childcare	20%	60
Confidence building	31%	96
Training	69%	213
Gaining new skills	76%	232
Workplace adaptations (e.g. to improve accessibility for disabled people)	39%	121
Support to adapt to changed working culture	68%	209
Workplace mentoring	33%	102
Assistance with work-related equipment/clothing	29%	88
Assistance with travelling	28%	87
Other		
- information about employment opportunities and/or welfare benefits	15%	45
- adjusting to civilian life	4%	12

Table 13: Support from Organisations linked to Forces (n=304)

When you left the Forces did you receive support from any organisation or group linked to the Forces (e.g. the Career Transition Partnership) to help you find a job?	Percentage	Number
Yes	22%	67
No	78%	237
TOTAL	100%	304

Table 14: Support from Government Organisations (n=305)

Have you received support from any government organisation or initiative (e.g. Jobcentre Plus or Workstep) to help you find a job?	Percentage	Number
Yes	19%	57
No	81%	248
TOTAL	100%	305

Table 15: Support from Voluntary Organisations (n=303)

Have you received support from any voluntary organisation or programme (e.g. Remploy) to help you find a job?	Percentage	Number
Yes	4%	12
No	96%	291
TOTAL	100%	303

Table 16: Not Received Employment Assistance (n=233)

If you have not received any assistance from an employment support service to help you find a job then please tell us why not?	Percentage	Number
I found a job easily and didn't need any help	56%	131
I didn't know about the employment support services available	38%	88
I didn't think the services would understand my needs	17%	39
I couldn't get to a support service easily from where I live	13%	30
Employment support services weren't open at times that were convenient for me	4%	10
I tried to use a support service but I didn't find the staff helpful	20%	45
I was worried that I would be pushed towards a job that I didn't want or didn't feel ready for	22%	51
The premises of the services were inaccessible for me	4%	9
Other		
- unable to work due to health issues or disability	3%	7

Table 17: Sheltered Employment Opportunities (n=246)

Are sheltered employment opportunities useful and appropriate for disabled ex-Forces personnel?	Percentage	Number
Yes	79%	195
No	21%	51
TOTAL	100%	246

Table 18: Accessing Mainstream Employment (n=250)

Do you feel there are particular circumstances where disabled ex-Forces personnel should be encouraged to access mainstream employment opportunities?	Percentage	Number
Yes	82%	204
No	18%	46
TOTAL	100%	250

Table 19: Gender (n=298)

What gender are you?	Percentage	Number
Male	97%	288
Female	3%	10
TOTAL	100%	298

Table 20: Age (n=300)

What age are you?	Percentage	Number
16-24	3%	8
25-34	9%	26
35-44	32%	98
45-54	31%	94
55-64	19%	56
65 or over	6%	18
TOTAL	100%	300

Table 21: Ethnicity (n=286)

What is your ethnicity?	Percentage	Number
White	98.6%	282
Asian Indian	0.0%	0
Asian Pakistani	0.3%	1
Asian Other	0.0%	0
Chinese	0.3%	1
Black	0.0%	0
Mixed	0.7%	2
TOTAL	100.0%	286

Table 22: Receipt of Benefits (n=134)

Are you currently in receipt of benefits or support from any of the following sources?	Percentage	Number
War Pension Scheme	62%	84
Armed Forces and Reserve Forces Compensation Scheme	6%	8
Incapacity Benefit	13%	17
Disability Living Allowance	19%	25
TOTAL	100%	134

Focus Group Schedule

Introduction

Researcher to:

- Explain the purpose of the research
- Conduct round table introduction

Background

Can we go round the group and each of you tell me a bit about yourself –

- how long ago since you left the forces;
- which of the forces you served in; and
- how long you served for?

Employment

Have you been employed since leaving the Forces?

What types of work have you done?

How long did it take you to find a job when you left the Forces?

How did you go about finding a job? Can you tell me a bit about your experiences and what happened?

Did anyone or any organisation (e.g. Jobcentre, Remploy, a veterans' organisation, Workstep, the Forces themselves) help you to find work?

If so, then can you tell me a bit about the support they gave you? Was it useful? What did you like/dislike about it?

If you didn't get support then was there a reason why you didn't or couldn't get help? What sort of help would you have found useful?

Barriers to Employment for Veterans

When people leave the Armed Forces what types of difficulties or challenges can they face that can make it difficult for them to find work?

What particular things do employers and organisations that provide help to veterans need to think about when working with veterans? What do they need to do to provide a good service?

To what extent are any of the following issues important or significant challenges for veterans?

- A lack of relevant skills or training?
- Family/relationship problems?
- Problems with drug or alcohol misuse?
- A criminal record?
- Homelessness?
- Social isolation?
- Mental health problems?
- Problems with anger management?
- Financial difficulties?

What would particular types of help be most important for veterans when leaving the Forces to help them towards employment?

- Work placements or trials
- Employment/careers guidance
- Help with childcare
- Confidence building
- Training
- Gaining new skills
- Workplace adaptations (e.g. to improve accessibility for disabled people)
- Support to adapt to changed working culture



- Workplace mentoring
- Assistance with work-related equipment/clothing
- Assistance with travelling

Supported Employment

What are your views on the provision of supported employment opportunities for veterans? What is it about these opportunities that are particularly appealing to veterans?

What works well about supported employment, and what are drawbacks?

In what circumstances do you think veterans should be encouraged to seek mainstream employment?

Interview Schedule – Key informants working with vulnerable people

Interview Schedule for:

- Key Informants for Vulnerable People

The Consultant will provide a brief overview of the study, including defining who we mean in terms of a client group when we use the word 'veteran'. The Consultant will explain how the data will be used and will provide their contact details to answer any questions that the participant may have following on from the interview.

Contact with Veterans

Please tell me a little about the support and services that your organisation offers to its clients/beneficiaries/service users?

Do you have much contact with veterans as part of your work? Do you have a sense of what proportion of your service users are veterans?

Which of the services that you offer do you find that you are most likely to provide to veterans?

Do you use any specific approaches or methods for helping veterans to find out about your services?

Do you have any particular methods that you use to provide services to veterans (e.g. outreach provision)?

Do you work in partnership with any other organisations to provide support to veterans? Do these organisations also work with veterans as part of a wider service that they offer, or are they dedicated to working only with veterans?

Are there different groups of veterans that you work with? e.g. older veterans, younger veterans, etc? What proportions of your overall work with veterans do these different groups represent?

What differences exist between the services that you provide for these different groups?

Other Services for Veterans

What other services are you aware of that your clients may seek to access if they are wishing to move towards training or employment?

Are there areas where veterans seeking to move into training or work need particular support?

Do other service providers offer any particular services to veterans?

If not, then to what extent do you think these services are geared up to meet the specific needs of veterans?

Are there any gaps in the provision of services that meet veterans' particular needs?

What is your view on how these gaps could best be filled?

Next Steps

[Question only to be asked if informant indicates that they do carry out work with veterans].

We are keen to consult with veterans themselves as part of this research study, through a questionnaire survey and through focus groups and individual interviews. Would you be able to help us either by distributing surveys to the veterans who you work with, or by inviting the veterans who you work with to take part in a focus group or interview?

Source List

DASA (Health Information)

Breakdown of individuals in receipt of a war pension and a breakdown of individuals that have received compensation in Scotland

The European Journal of Public Health

What happens to British veterans when they leave the armed forces?

poppyscotland

Annual Review 2008

Scottish Executive

Review of Employment Related Education and Skills Programmes

Sally Reynolds – The Guardian

Firm action needed to remove stigma

Julian Paget

No Problem too difficult – a history of the Forces Help Society and Lord Roberts Workshops