

# **STATES OF JERSEY**



## **STRATEGY FOR INCLUSIVE VOCATIONAL DAY SERVICES AND EMPLOYMENT**

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**Lodged au Greffe on 17th June 2008  
by Deputy I.J. Gorst of St. Clement**

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**STATES GREFFE**

## **PROPOSITION**

**THE STATES are asked to decide whether they are of opinion –**

to receive the Strategy for Inclusive Vocational Day services and Employment for people with a learning disability and people on the autistic spectrum as set out in the Appendix and –

- (a) to request the Ministers for Social Security, Education, Sport and Culture, and Health and Social Services to review and consider this Strategy and take all necessary steps to support its implementation in order to find solutions to reduce pressures on existing services in providing appropriate work and vocational day service opportunities for people with learning disabilities and people on the autistic spectrum; and
- (b) to request the Chief Minister to incorporate funding arrangements within the 2009 Annual Business Plan to enable any solutions that are identified to be implemented.

DEPUTY I.J. GORST OF ST. CLEMENT

## **REPORT**

It gives me great pleasure to be able to present this Strategy to the States.

It is the result of over 2 years' work by the authors. I hope that members will be able to find the time to read the full report, however there is included a comprehensive executive summary to give members an understanding of both the problems faced by people with learning disabilities and people on the autistic spectrum, together with proposed solutions.

I recognise that it is not usual for private members to lodge or present strategies to the States, however in this case it seemed to be the only solution to a problem which falls within the remit of 3 or 4 States Departments (Social Security, Education, Sport and Culture, Health and Social Services and to some extent Economic Development). It will certainly fall within the remit of the recently formed Skills Executive. Two years ago I met with Senator Routier to discuss the issue and it was agreed at that time that it was important to have an independent arm's length oversight of the issue, and that I should take the lead on this matter as members are no doubt aware that Senator Routier is not only Minister for Social Security, but is closely associated with the authors of the report. He has asked me to declare his positions: President of Jersey Mencap, Chairman of Les Amis Incorporated and Trustee of Jersey Employment Trust. I would like to stress that this Strategy is brought in my capacity as a private member.

This has been an eye-opening piece of work and one which goes to the very heart of what it means to be a fair, caring and socially concerned civil society. The way that a society treats those who are less able to defend and protect themselves is a mark of the extent to which that society can wear the badge of 'civilised'. This strategy proposes mechanisms of help and self-help for one of those very sections of our Island.

Much academic research provides evidence that work is 'good for us'. The Social Security Department only last year commissioned a review of its incapacity benefit which reiterated that fact. Therefore if work is good for able-bodied members of society then the same must be true for persons with disabilities.

I have worded the proposition as written to give as much flexibility to departments as possible. They will be able to either take the strategy as it is and implement it, or redesign existing services and provisions to provide solutions more effectively and efficiently. The only thing I can say for certain is that the problem exists and appears to be growing and I ask that members acknowledge this by supporting this Strategy.

I would like to give a special thank you to all those who gave of their time and effort to produce this excellent document.

### **Financial and manpower implications**

The financial and manpower implications of this Strategy are outlined in the Strategy itself; however I would hope that these numbers might be able to be reduced by maximising joint working. I had initially hoped that this Strategy could have been incorporated into the Business Plan by the Council of Ministers, however for various reasons that was not possible. Any monies expended on this strategy would add to the bottom line of States annual expenditure unless departments felt able to reprioritise current expenditure.

**A Draft Strategy for  
Inclusive Vocational Day Services and Employment  
for People with a Learning Disability and  
People on the Autistic Spectrum**

**Joint Secretariat Executive Board  
for People with Special Needs.**

*2008*



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*A Draft Strategy for Inclusive Vocational Day Services and Employment for People with a Learning Disability and People on the Autistic Spectrum*

*1. Executive Summary*

The aim of this strategy is to ensure that no person with a learning disability or on the autistic spectrum wishing to work is excluded from pursuing employment opportunities with appropriate support, due to a lack of appropriate employment options.

The report was commissioned by the Joint Secretariat Executive Board for People with Special Needs and takes into account relevant strategic plans and is coherent with the key objectives within the Social Policy Framework for Jersey 2007.

The report indicates, based on UK extrapolated figures, that there could well be 1500 people with a learning disability and 900 on the autistic spectrum living in Jersey. However, approximately only a third of these people are known to services and are subject to the recommendations of this report.

Although Jersey has a good base line and some exemplar services that support this client group, the level of resource has simply not kept pace with the growing demands and increased aspirations of this client group.

The report identifies main gaps in service:

- The growing number of people who have either no or limited access to day time services that provides them with the means to progress their ambitions towards gaining meaningful employment / day time occupation. Over 100 people have stated that their level of service does not meet their expectations or requirements.
- The numbers of young people with a disability who currently receive additional support in schools and college but do not have provision / resource allocated for them when they leave full time education. In the 2006 (academic year) 355 people with disabilities were reported to have a Record of Need and of these 211 were either diagnosed as having a learning disability or on the autistic spectrum.

- The lack of provision for people with a disability that find it difficult to compete in the open employment market. Over 90 people are reported to require an alternative form of sheltered employment support.

The report identifies a number of service developments that will assist in resolving these issues. The services proposed in this report have been divided into three service delivery areas, Employment Support, Preparation for Employment and Sheltered Work, with each section incorporating a range of services summarised below.

#### Employment Support

- a dedicated transition service that starts in year 9, providing seamless transition from full time education into vocational training and employment;
- vocational guidance / action planning, job training, work experience; individually tailored job search, job analysis; job application/ interview support and advocacy; initial intensive on the job training through to on going support, maintenance, monitoring and review;
- Capacity building for employers, to help them see beyond perceptions of a person's disability and help them focus on abilities and strengths; delivering disability awareness training, adapting tasks or training procedures to facilitate employing people with more significant disabilities.

#### Preparation for Employment

- Social and life skills / independent living skills training;
- confidence building, personal support and capacity building;
- helping with an aspect of their home life that is adversely affecting their ability to find and sustain employment;
- therapeutic and or voluntary opportunities and meaningful day time activity;
- Vocationally based education training courses that develop vocational and generic employability skills including CV and interview preparation.



### Sheltered Work

- Provide work opportunities in administration, wood recycling and reclamation for people who cannot compete in the open labour market;
- vocational and general employability skills training in a safe and sheltered environment;
- Exploration and feasibility of future projects and sheltered work options.

The table below sets out the costs (net of income) and funding requirements of each service area and the associated outputs. In terms of the outputs these have been linked to the relevant section within the body of the Strategy document.

Service Category	Year 1 £'000	Year 2 £'000	Year 3 £'000	fte	Outputs (from 2010)
Employment Support	77	177	242	7.50	<p>20 young people will have access to dedicated transition services Up to 60 people will receive support to access vocational training, work experience and employment</p> <p>100 employers will be assisted in building their capacity to employ people with disabilities</p> <p>Publicity materials re services and support will be available to employers and people with a disability in appropriate languages and formats</p> <p><b>Link to Strategy</b> -Pages 29 - 31, Paragraphs 8.1.0 -8.1.7</p>
Preparation for Employment	-	246	375	10.70	<p>75 people will have access to Social and life skills and will have access to voluntary work and therapeutic opportunities.</p> <p>60 people will have access to vocation training courses</p> <p><b>Link to Strategy</b> - Pages 32 - 34, Paragraphs 8.2.0 -8.2.6</p>

Service Category	Year 1 £'000	Year 2 £'000	Year 3 £'000	fte	Outputs (from 2010)
Sheltered Employment	-	106	204	4.10	<p>Up to 30 people will have access to sheltered work / vocational training in administration.</p> <p>Up to 30 people will have access to sheltered work / vocational training in wood recycling and reclamation.</p> <p>A project development project worker will investigate additional/ alternative sheltered work opportunities.</p> <p><b>Link to Strategy - Page 35, Paragraphs 8.3.0 – 8.3.1</b></p>
<b>Total</b>	<b>77</b>	<b>529</b>	<b>821</b>	<b>22.30</b>	

This strategy recognises the ongoing vitally important role of employers towards the long term sustainability of employment provision for those with learning difficulties and on the autistic spectrum. This together with the resolution of issues around therapeutic earnings are critical to restraining future funding requirements for the gaps outlined in this document.

## 2. Introduction

This Employment Strategy seeks to promote choice through the provision of a wider range of employment options to meet the needs of people with learning disabilities and people who are on the autistic spectrum in Jersey. The aim is to ensure that no person with a learning disability or on the autistic spectrum wishing to work is excluded from pursuing employment opportunities with appropriate support, due to lack of appropriate employment options.

The strategy was formulated at the request of the Joint Secretariat Executive Board for People with Special Needs. A sub group was formulated to undertake the research and draft this strategy. This group consisted of :-

The States of Jersey	Deputy Ian Gorst (Chair)
Health and Social Services	Chris Dunne
Le Geyt Services	Fiona Mc Laughlin
Jersey Mencap	Stewart Mourant
Autism Jersey	Philip Le Claire
Les Amis	Carl Blackmore
The Jersey Employment Trust (JET)	Jocelyn Butterworth
Jersey Employers Network on Disability (JEND)	Sally Gallichan

Consultation has also taken place with the Learning Disability Partnership Board and the Autistic Spectrum Partnership Board who have representation from all agencies / services that have a vested interest in this report.

### *2.1 Objectives & Priorities*

The following priorities and objectives have been set to guide the implementation of the strategy. Identified priorities / objectives are:

- To develop a continuum of employment support, vocation and prevocational training provision that meet the varied needs of people with learning disabilities and people on the autistic spectrum.
- To be proactive in the planning for employment for young people in transition and ensure that data is collected for strategic planning purposes and used to develop appropriate services.

- To raise awareness of employment options and the range of services available to people with learning disabilities and people on the Autistic Spectrum and their carers.
- To develop more sheltered employment options that encourage / enable social inclusion and support progression into open / supported employment; this should include the investigation into the creation / use of social firms.
- To develop existing and investigate the development of new day services which encourage the development of life and social skills and independent living skills.
- To be proactive in raising awareness and building capacity amongst employers with a view to enlisting their participation in employment of people with a disability and assistance in vocational training.
- To address the employment needs of people who currently receive no form of day support service.

## *2.2 Monitoring & Evaluation*

The Learning Disability and the **Autistic** Spectrum Partnership Boards will have the role of monitoring and evaluating the success of this strategy and this information will be reported to the Joint Secretariat Executive Board for people with Special Needs.

The full implementation of the strategy will be measured against the following key performance indicators:

- ✓ Increased number of people with learning disabilities and people on the autistic spectrum accessing employment or work opportunities; with specific targets set and monitored within the States of Jersey
- ✓ Reduction in the number of people with learning disabilities and people on the autistic spectrum who have no day support service.
- ✓ There is effective transition planning and adequate provision for young people between the ages 16-25 years of age.
- ✓ Increased involvement of employers in the employment and delivery of vocational training to people with learning disabilities and people on the autistic spectrum.

### *2.3 Partnership Working*

The success of this Strategy depends on the effective working of all agencies involved in the delivery of employment and other supports to people with learning disabilities and people on the autistic spectrum.

The key agencies involved in the delivery of the employment strategy are:

#### *States of Jersey Via:*

Education Sports and Culture	}	
Health and Social Services	}	via the Skills Executive
Social Security Department	}	

Economic and Development Department  
Human Resources (Chief Ministers Office)

#### *Voluntary / Non Statutory Sector*

Autism Jersey  
Jersey Mencap  
The Jersey Employment Trust (JET)  
Jersey Employers Network on Disability (JEND)

All agencies involved in the delivery of services must agree on the following:

- ✓ There is established information sharing protocol
- ✓ Identification of priorities
- ✓ Pooling of resources
- ✓ Monitoring and evaluation
- ✓ Delivery of the strategy
- ✓ Agreeing a quality assurance framework

### 3. Jersey in Context

#### *3.1 Links with Other Strategies in Jersey*

This employment strategy seeks to build on existing initiatives and strategies to ensure coherence and the best use of existing resources. It also takes into account the States of Jersey's Policies and Laws and best practice elsewhere that relates to employment and services for people with a disability.

The employment strategy has taken on board the following plans:

- The Strategy for people on the Autistic Spectrum
- The Community Living Strategy for people with a Learning Disability
- The Community Living Strategy for people on the Autistic Spectrum
- The Social Policy Framework for Jersey (2007)
- Jersey Employment Law (2003)
- Valuing People - A new Strategy for learning disability in the 21<sup>st</sup> century (DoH UK 2001)
- And the pending Jersey Anti - Discrimination Law

#### *3.2 Social Policy Framework*

The States of Jersey launched A Social Policy Framework for Jersey in May 2007. In his foreword the Chief Minister stated:-

*Helping individuals to help themselves, their families and neighbourhoods is central to this approach. Everyone has a stake in the outcome. It is not government's job to tell people what to do. Its duty is to challenge ingrained social attitudes and ensure an understanding of individual lifestyle decisions and the implications of them for both the individual and the wider community.*

*Government has a key role in addressing the economic and social conditions that are beyond the control of any single individual; intervening to provide support to people at critical transition points in their lives, and providing protection for those in need.*

The above foreword would have been equally as appropriate for this document. The framework sets an Aim and Key Principles against which all major policy initiatives that impact upon social policy in Jersey should be assessed against.

The Key Principles are:-

- Promoting independence
- Supporting those at risk
- Protecting those in need

It can be clearly seen that this policy initiative has been built around these principles and has the aim of the Social Policy Framework at its heart.

### *3.3 Jersey in Context – Demographics*

#### *3.4 Demographic Data*

There is no reliable data collection system of the prevalence of disability in Jersey. Some disability services have strategy documents that extrapolate statistics from UK National data of known occurrences and of people known to services.

#### *3.5 People with a Learning Disability*

National MENCAP (UK) claim that 2.2% of the UK adult population have a learning disability; Jersey Figures 2006, published by States of Jersey Statistics Unit, states that there are 71520 adults (16+) living in Jersey, which would suggest that there are approximately 1500 adults with a learning disability in Jersey.

The Joint Secretariat for people with Special Needs Community Living Strategy Plan for Adults with a Learning Disability reports that 500 people with a learning disability are known to the Special Needs Service within Health and Social Services and that:-

Transition information for Year 9 – 14 in 2006 (supplied by Education Sports and Culture) informs us that the following numbers of people may require supported living within the next 5 years:

- 26 young people diagnosed with a severe learning disability
- 3 young people with multiple-profound disabilities
- 54 young people with a mild – moderate learning disability
- Total of 83 young people moving in to adult services

(Extract Special Needs Community Living Strategy Plan for Adults with a Learning Disability 2006/11)

### *3.6 People on the Autistic Spectrum*

Based on the United Kingdom Government's official statistics that 1 person per 100 has an Autistic Spectrum Disorder, it is believed that there could be as many as 900 people in Jersey with some form of the condition.

In 2006 Gillian Baird and her colleagues published a report of a prevalence study which surveyed a population of children aged 9-10 years in the South Thames region. All children who either already had a diagnosis of autism spectrum disorder or were known to child health or speech and language services as having social and communication difficulties were selected for screening. Children considered to be at risk of being an undetected case because they had a statement of special educational needs were also selected. Diagnoses were based on ICD-10 criteria. The results showed a prevalence rate of 38.9 in 10,000 for childhood autism, and 77.2 in 10,000 for other autism spectrum disorders, giving an overall figure of 116 in 10,000 for all autism spectrum disorders (Baird et al 2006).

In this study very few children were identified with Asperger syndrome. The authors acknowledged that some children in mainstream schools who did not have a statement of special educational would have been missed, because of the selection criteria. The authors note that the prevalence estimate found should be regarded as a minimum figure (Baird et al 2006).

### *3.7 Estimated Population of Autism Spectrum Disorders in Jersey*

The estimated numbers are based on the resident population of Jersey as given in the 2001 census, which was 87,186.

Since the previous Census (10 March 1996) the Island's resident population increased by 2,036 persons. This increase constitutes a rise of almost 2.4% over the five-year period, and represents an average annual growth rate of 0.47% per year. This therefore gives us an estimated projected population for the year 2008 as a little over 90,000.

Given that there is no prevalence rate for Autistic Spectrum Disorders (ASD) in adults, the figure for the whole population is a very rough guide, but we estimate that there are over 900 people who have an ASD.

Estimates of the proportion of people with ASD who also have a learning disability, (IQ less than 70) vary considerably, and it is not possible to give an accurate figure. It is likely that over 50% of those with ASD have an IQ in the average to high range, and a proportion of these will be very able intellectually. Some very able people with ASD may never come to the attention of services as having special needs, because they have learned strategies to overcome any difficulties with communication and social interaction and found fulfilling employment that suits their particular talents. Other



people with ASD may be able intellectually, but have need of support from services, because the degree of impairment they have in social interaction hampers their chances of employment and achieving independence.

The Special Needs Community Living Strategy Plan for Adults on the Autistic Spectrum further states that it is known that there are 90 children and young people in full time education who have already been diagnosed and a further 20 more people who are awaiting diagnosis.

### 3.8 Young people in Education

Education Sports and Culture collate data on young people within education who require additional support based on pupils Record of Need (formally known as Statements of Need). The table below taken from academic year 2006/07 indicates the large number of young people within the education system that have support needs. The cohorts of pupils that are pertinent to this report are highlighted; and indicate that there are currently 211 pupils currently within the education system that are likely to require some form of support with employment on leaving full time education. These figures are analysed further in the gaps in service section of this report.

Education Sports and Culture Figures for Pupils with a Record of Need by year group in 2006 Academic Year

Year Group	ASD - Autistic spectrum disorders	SLD - Severe Learning Disability	PI - Physical Impairment	HI - Hearing Impairment	VI - Visual Impairment	SpLD - Specific Learning Disability	S & L - Speech and language	PMLD - Profound and Multiple Disability	EBD - Emotional Behavioural Difficulties	MLO - Mod Learning Disability	Totals All Groups	Sub Total LD and ASD Pupils
Pre	-	1	4	2	1	-	-	-	1	1	10	2
0	-	1	7	1	-	-	4	1	2	-	16	2
1	1	-	4	-	1	-	4	-	1	2	13	3
2	3	2	5	3	-	-	-	2	2	5	22	12
3	7	2	4	1	1	1	2	-	1	2	21	11
4	9	1	4	1	-	1	3	-	1	-	20	10
5	3	3	2	-	-	-	4	-	8	1	21	7
6	4	6	4	1	-	2	-	1	3	3	24	14
7	12	2	7	-	-	2	2	1	5	4	36	19
8	9	3	2	1	-	-	-	-	2	2	19	14
9	13	5	2	1	-	-	-	-	2	7	30	25
10	4	7	1	-	2	1	-	1	3	6	25	18
11	6	6	2	-	1	1	1	1	4	10	32	23
12	3	1	5	-	-	-	-	1	1	8	19	13
13	4	2	2	1	-	1	-	-	2	8	20	14
14FE	4	5	2	1	-	-	-	-	1	15	28	24
	82	47	57	13	6	9	20	8	39	74	355	211

It should also be noted that the way these statistics on Records of Need (RoN) are calculated changed in September 2007. Pupils with Moderate Learning Difficulties or Specific Learning Difficulties no longer have a Statement/RoN as more funds have been directly given to mainstream schools to support these students, rather than being centrally funded by the Department for Education, Sport and Culture. These students

will still receive support at school and at college, and may have Individual Learning Plans (ILP's) and be described as being at School Action Plus level (SA+). Schools may use the criteria of CAT scores (Cognitive Ability Tests) to identify those students who need support.

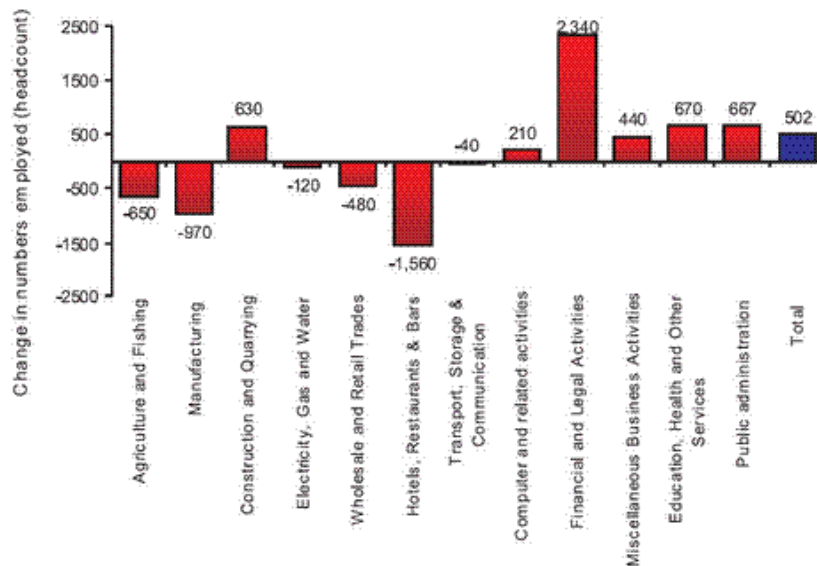
Although these students should be identified by the Educational Needs Co-ordinators (ENCo's) at Y9 transition workshops, statistical information from Education, Sport and Culture will no longer provide adult services with an accurate picture of people who are likely to require support in the future. For example changes between 2006 and 2007 figures show a reduction of 35 people with a mild learning disability, whilst the diagnosis and the support requirements for these young people have not changed; this makes planning adult services more difficult. For this reason 2006 Education, Sports and Culture figures have been used throughout this report.

### 3.9 Jersey in Context – Industrial and Economic Forces

#### 3.10 The Jersey Employment Market

The profile of the Jersey employment market has changed significantly over the last 10 years although there has been a growth in jobs, overall these have tended to be in high skilled professions and administration whilst there has been a significant decline in low to medium skilled jobs.

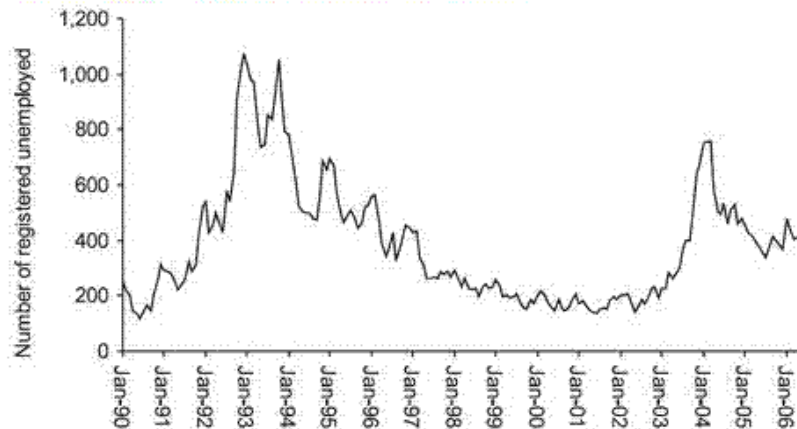
Figure 14.3 Change in employment by sector, 1996-2006



Source - Jersey Figures 2006, published by States of Jersey Statistics Unit

The reduction in medium to low skill industries will certainly have had an impact on the number of job opportunities available to people with a learning disability and some people with a disability who found it difficult to achieve recognised qualifications in the education system. This is further compounded by fluctuations in the unemployment rate.

**Figure 14.4 Registered Unemployment, 1990-2006**



*Further reading: Jersey Labour Market, biannual report by the States of Jersey Statistics Unit.*

Source - Jersey Figures 2006, published by States of Jersey Statistics Unit

The diagram above shows the fluctuation in the number of people registered as unemployed in Jersey. Although it is generally accepted that the unemployment rate is much lower in Jersey than in the UK and other European countries; it is also recognised that there has not been any obligation to register as such. This could mean a relatively small fluctuation in registered unemployment could potentially have a significant effect on people with a disability who find it difficult to compete in the employment market. Over the last four years there does seem to have been a small overall increase in unemployment and this correlates with the perceptions and experiences of services that support people with a disability to find work on the island.

With the new income support system, more accurate centralised information should give a more accurate unemployment figure.

## 4. Definitions of Employment

There is much confusion as to what the terms employment, work and valued / meaningful occupation mean. It is a recommendation of this strategy that Jersey accepts the definitions set out in the Employment Framework document produced by the UK Valuing People Support Team, as below:

### *4.1 Employment*

- Relates to work where the rate for the job is paid. An employment contract - formal or informal - and job description may formalise arrangements.
- The period of employment can be with or without a time limit, full or part-time with or without benefits, such as a pension.
- Income sources for people in employment will be wages from the job and LTIA (Long Term Incapacity Allowance), if eligible. They may also be paid at or above the minimum wage under the Therapeutic Work Scheme or in sheltered employment e.g. with the Jersey Employment Trust.

(As covered by Jersey Employment Law 2003)

### *4.2 Work*

- Can be carried out in a number of ways, always in a voluntary capacity.
- Voluntary work is not attached to a formal or informal employment contract and it may offer to reimburse genuine expenses.
- Work can be used as a 'springboard' - to gain experience, develop skills and test out capacity and capability.
- Participants retain eligibility to appropriate benefits.

### *4.3 Valued / Meaningful Occupation*

- Likely to be carried out in day centres or linked to outreach activities from a base.
- Activities are designed to provide occupation, increase participation in the community, make friends, and expand life skills.
- Day centre activities, attending advocacy groups and use of community facilities, such as leisure centres, with support are examples. Entitlement to benefits is retained.

The clarification of these terms has become increasingly more important with the advent of the Jersey Employment Law (2003) and the introduction of the minimum wage which now sets the minimum hourly rate of pay deemed acceptable in Jersey. People who are employed also have certain rights such as the right to a statement of terms and conditions and are protected under the right not to be unfairly dismissed. It is anticipated that these rights will be increased when additional laws are introduced, such as antidiscrimination / equal opportunities legislation.

#### *4.4 Therapeutic Earnings*

There is no doubt that for most people, being engaged in some form of work is beneficial to their mental well being and work is deemed to be therapeutic. Historically, some people with a disability who undertake work for therapeutic purposes have been paid hourly rates that would fall in some cases well below the accepted minimum wage. This reduction in pay was deemed acceptable due to the persons being unable to work at the same productivity level of their co-workers or justified in some cases the maximum pay as determined by the amount the person is allowed to earn whilst still able to claim Disability / Invalidity benefit (up to 50% of the incapacity benefit) under the Therapeutic Work Scheme (TWS) within Social Security.

There are still some work schemes for people with a disability in Jersey that continue to pay therapeutic wage which is below the minimum wage. These schemes are currently working within the Therapeutic Work Code of Practice which is meant to “supplement” the law and provide advice to services that wish to continue paying a therapeutic wage. However these are purely advisory guidelines and the position and status of therapeutic workers is unclear in the law. A further issue is that under the code of practice therapeutic workers would be classed as being exempt from all the protection that the Employment Law offers. This precludes people with a disability on such schemes from the other protections of the law, such as right to claim unfair dismissal and later when antidiscrimination / equal opportunities laws are introduced the right not to be discriminated against whilst at work. This clarification is currently being sought with the States.

The UK mainland decided not to take this route as it was thought to compromise equal opportunities and human rights laws and disadvantage people with a disability by leaving them potentially open to exploitation. To enable people with a disability who were unable to compete in the open labour market, the UK endorsed a wage subsidy scheme which is now administered under the Workstep program; whereby the disabled person is paid the going rate for the job (always minimum wage or above) and the employer is compensated for reduced productivity of the disabled employees. This is linked to a structured developmental program that seeks to enable the disabled person to be as independent/

productive as possible, with the aim to eventually no longer require a financial subsidy. As people are earning a living wage the money saved on paying disability benefits and income support funds the Workstep program. This solution is quite progressive / inclusive and further affords the disabled person full protection under the employment law.

#### 4.5 Current Vocational Day and Employment Services

The diagram below gives a snapshot of current service provision for who have been diagnosed with having a learning disability and or on the autistic spectrum

Type of activity	Le Geyt		Autism Jersey		Les Amis		Jersey Employment		Workwise		Total
	No of People Involved	Full Time Equivalent	No of People Involved	Full Time Equivalent	No of People Involved	Full Time Equivalent	No of People Involved	Full Time Equivalent	No of People Involved	Full Time Equivalent	Full Time Equivalent
Employment	0	0	1	0.16	1	0.83	33	27.69	41	0	28.68
Work	47	32	12	1.5	11	7.9	62	23.6	10	0	65
Vocational Training	0	0	0	0	0	0	84	22.47	44	0	22.47
Personal Development	1	0.8	0	0	31	7.3	0	0	0	0	8.1
Meaningful occupation	27	18	0	0	0	0	0	0	0	0	18
<b>Totals</b>		<b>50.8</b>		<b>1.66</b>		<b>16.03</b>		<b>73.76</b>		<b>0</b>	<b>142.25</b>

The figures above reflect the agencies involved in present provision of employment, work, vocational training, personal development and meaningful occupation. The table displays the crossover of services delivered between agencies and demonstrates that some agencies are delivering types of services not in their funding remit, for example Autism Jersey and Les Amis provide employment.

The figures mirror current opinion and feedback from clients and families that little personal development and meaningful occupation is being provided to people with a learning disability and those on the autistic spectrum.

It should be noted that the figures given under the heading of “Number of People Involved” may count specific individuals more than once as a person may participate in more than one of the 4 different types of activities and the hours of attendance vary significantly; consequently those columns have not been totalled as the information could be misleading. The “Full Time Equivalent” totals provide the most accurate and significant information.

## *5. Needs Analysis - Gaps in Service*

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### *5.1 Background*

This strategy is largely due to growing concerns within the Joint Secretariat Executive Board regarding the increasing number of people with a learning disability or people on the autistic spectrum who are known to not have an appropriate day service. There seems to be consensus that there is a growing gap in vocationally orientated day services and employment support services in Jersey. This section attempts to analyse how this has occurred.

### *5.2 Analysis of how we reached this position*

In times of limited resources it is understandable that services become more and more entrenched in focusing or refocusing their priorities. This scenario is true of what has happened to learning disability / employment services in Jersey; as services have refocused their activities, a growing number of people have fallen through the net resulting in them having limited or no appropriate day service / employment support service. For people on the autistic spectrum the position is simple; specialist services have never existed and people on the spectrum have had to fit in with services that were designed to cater for other client groups or have no service at all in many cases.

The services that are required for both groups seem to fall between different States departmental priorities which have culminated in a situation where no department seems to have overarching responsibility for those people who fall through the net.

### *5.3 Health and Social Services - Le Geyt Service*

The main day service provision for people with a learning disability through Health and Social Services is the Le Geyt Service, which was set up in 1974 with the principle aim being to train adults with a learning disability in a variety of work skills, including printing, box making, gardening and handicrafts.

Over the years Le Geyt developed a number of vocationally based services known as sheltered small businesses. These included Co-operative Crafts (needlework and soft furnishing), Workforce (industrial packing), Cakes N' Bakes (supplying cakes to cafes etc), Crafty Corner (arts & crafts), Sunflower Nurseries (Horticulture and Gardening) and Interwork (which negotiated industrial and domestic cleaning contracts and provided support for small groups of people with a learning disability to undertake the work).

More latterly, Health and Social Services Special Needs Department gradually moved away from providing vocational skills training and Co-operative Crafts and Sunflower Nurseries have since been closed down. Interwork which had formed close links with JET was transferred in 2005 to this service and is now managed through a SLA (service level agreement) to deliver supported employment to a number of people who were previously under Interwork's remit. Further, over the last five years a local residential service, Les Amis has been subcontracted by Health and Social Services to provide COGS (Community Opportunities Guaranteed Service) an alternative day service with a vocational bias, because of shortage of provision within Le Geyt Services. More recently Crafty Corner has had to close on a temporary basis while new premises are identified; this may result in some modification of how this service is provided.

In a review of Le Geyt Services (June 2007) it was made clear that the main aim of this service was no longer vocational training but to provide essential respite to families and provide life and social skills; with the formation of a service called "Changing Days". This has been met with mixed responses from the people who attend and carers. Health and Social Services now view JET as the main point of referral for all people within a learning disability **or an autistic spectrum disorder** who wish to explore vocational opportunities.

#### *5.4 Les Amis – COGS*

COGS (Community Opportunity Guaranteed Service), was established in 1998 in response to increasing numbers within Le Geyt Services, at the request of Health and Social Services. COGS was initially funded by Lloyds TSB Foundation for the Channel Islands, until Health and Social Services were able to take over funding. The service was originally set up for up to 8 permanent residents of Les Amis.

COGS attempts to provide meaningful opportunities in community settings to residents to develop their lifeskills, basic skills in the form of literacy, numeracy and other educative subjects, as well as building confidence and self esteem. COGS is delivered either in small groups or through one to one staffing where a particular skill or activity is able to be demonstrated to be of value and meaning to enhance the future quality of a resident's life.

At the time of writing the service provides support to 45 residents of Les Amis. Eighteen are full-time with the other 27 also using either Le Geyt Services or JET; of these 27, 11 have one day or less in other services – most having one or two sessions per week. Three full-time support workers assist in running COGS with the rest of the provision coming from the existing support staff in Les Amis houses.



In addition, COGS Gardens functions as a separate entity, maintaining the gardens of Les Amis' 27 residential settings as well as outside work. They also manufacture 'one-off' items of garden furniture. 9 residents currently work in this service.

Les Amis also operates a Basic Skills programme co-ordinated by a specifically trained adult education teacher who works for 16 hours per week. Twenty-three people access this service in any given week on a sessional basis. Les Amis receives funding based on the original service requirements only and the issue of funding needs a resolution in 2008 as the service has had to grow to accommodate new residents coming into Les Amis who have little or no outside daytime support.

### *5.5 Social Security - Workwise*

Social Security has always recognised its responsibility for those who can work and meet the demands of open employment by funding Workwise and JET to provide employment support. Workwise is a service operated within the Social Security Department and was formed in 1998. This service was initially developed to support people with a disability to access open employment and in the initial stages of development people with a learning disability were one of the primary group of people supported by Workwise.

However over the years as demands have grown to provide services to other disadvantaged non-disabled groups, there has been a need to spread the resources allocated to Workwise to cover all disadvantaged groups and inadvertently reduce the level of provision available to people with a disability. This reduction in services has probably effected people with a learning disability the most with the introduction of selection criteria which many fail to meet. Currently, Workwise estimate that 1.5 (whole time equivalent) staff members are working with people with a learning difficulty or people on the autistic spectrum.

### *5.6 The Jersey Employment Trust (JET)*

JET is a charitable trust that provides employment support to all people with a disability. JET was constituted in 2000 by the States of Jersey and given the remit of coordinating / providing employment training and support to people with a disability in Jersey. As part of its formation JET incorporated two existing schemes Oakfield Industries and Acorn Enterprises under its umbrella. These schemes remained largely unchanged until recently, bar the introduction of new client groups and of training and development courses.

Up and until recently JET relied solely on the services of Workwise to move people on into open employment and as Workwise brought in more and more stringent selection criteria this increasingly excluded more and more people within JET from having access

to support into open employment. On average 3-4 people moved out of JET each year. This resulted in JET's services being bottlenecked and both Acorn and Oakfield became in the main static. This coupled with a mandate from Social Security to change direction away from sheltered provision, were the key drivers for a review of JET's strategic direction.

In 2005 the JET Board of Trustees signed up to a radical change in strategy which brought about a total restructure of resources and new approach to service delivery; JET developed its own supported employment service and education / training service to enhance the skills of people who access the service. Over the last two years JET has increased the number of people with a disability it can provide a service to from approximately 60 to over 150 and with an average of 20 people a year moving into open employment.

Over the last two years, 11 people in JET's sheltered employment provision have moved into open employment which proves that with the correct training and support, people who require high levels of support can progress and enter the open employment market. However, JET is unable to expand or replace the people who have left its sheltered provision as there is currently no further funding at present to finance replacements or additional places in sheltered work schemes. JET currently has 25 people in sheltered employment who are all paid the minimum wage or above. These include 12 people with a learning disability and 1 person on the autistic spectrum.

Although JET has made progress over recent years in increasing the number of people with a disability entering the labour market, its development is hindered by the lack of long term employment provision for some of its clients. The employment market on Jersey is restricted and very competitive. The majority of people with a disability and particularly those with a learning disability find it difficult to find the niche opportunities for their skills; and people on the autistic spectrum find it difficult to compete in a workforce which is not only highly trained but able to cope more readily in the social context of employment.

This has resulted in a growing number of people remaining in JET, with JET providing ongoing services to maintain people's skills and to provide them with some form of day provision as there is no alternative provision for them to go to. This is obviously not without consequence as numbers have increased; JET has had to reduce the number of sessions people could attend to the minimum level of sessions they require to maintain their skills, further adding to the problem of people who receive minimal services during the day.

### *5.7 Jobscope*

Jobscope is run by the Mental Health Occupational Therapy Services and provides therapeutic work opportunities for people with mental health problems.

People are referred to Jobscope from within the Mental Health Services. The therapeutic placements are provided either, for long term support and relapse prevention, or as part of a person's recovery to return to work.

Jobscope has a broad range of therapeutic placements both within The States of Jersey departments and private commercial employers. It has three sheltered work areas ; Island Wood products, Valerie Band Gardens and The Organic Farm and also offers prevocational skills training at Skillbase, using computer / administrative training to develop work skills and behaviours.

Jobscope is a service for people with a primary diagnosis of mental illness, however, it does support people with dual diagnoses, such as a learning disability and mental illness and also works collaboratively with other agencies such as Workwise and Jersey Employment Trust.

### *5.8 Joint Referral System*

In 2006 it was agreed by the three agencies on the island (JET, Jobscope and Workwise, known collectively as Skills Solutions) that a joint referral system be set up to streamline the process for people with disabilities who wanted / needed support to find work. This saved any confusion as to which agency they should approach or any feelings of rejection if they applied to the wrong agency and had to be referred on. The system has now been simplified with one common application form that is submitted and the three agencies meet fortnightly to discuss who the appropriate agency to support any given individual is. This process is administered by JET and the database which has been set up is a useful resource as it records all disability referrals on the island.

During 2007, 128 people were referred via the Joint Referral system. Of these 27 people were diagnosed with having a learning disability; 22 people with a learning disability were allocated to JET, 4 to Workwise and 1 to Jobscope because they had associated mental health issues. Twenty people on the autistic spectrum were referred; 19 of these people were subsequently allocated to JET and 1 person was allocated to Workwise.

## *6. Young People Leaving Fulltime Education*

### *6.1 Growing Expectations*

The expectations of young people, their parents, and carers has increased and has resulted in people with more significant needs aspiring towards an ordinary life and wanting to gain employment. For instance, there are 7 young people (5 of whom receive one to one support to attend) due to leave Mont a L'abbe school this year (July 2008) all of whom would have traditionally transferred directly into Le Geyt Service but due to increased expectations and change in service provision are now requesting services from Highlands and JET.

Capturing young people at this stage of their development is essential as it has been proven once people enter traditional services, their expectations and skills start to decline. Young people in transition are probably one of the most resource intensive groups. Young people with disabilities have had limited experience and exposure to work environments. It takes time to explore the options to find their niche in work and this is compounded by a prolonged period of maturation with many typical adolescent behaviours often continuing through to their mid to late twenties. Young people with a disability require an intensive program of experiences and individualised support in order to achieve the best possible chance of success.

However, if success is achieved and these young people are able to enter the employment market this has enormous benefits not only to their personal development and sustained social inclusion; but they contribute to society and are no longer a burden to the taxpayer; it is well documented that people who are in employment are less likely to require support from Health and Social Services. Young people in transition are a priority and need to be provided with a service which addresses their needs.

### *6.2 Changing Patterns in Provision*

Highlands College have been committed to provide courses for students with a learning disability and those on the autistic spectrum for many years; and when possible have delivered the UK awarding body certification across multi levels if that suited the students learning, along with different levels of student support. Students with a learning disability and those on the autistic spectrum have accessed the course appropriate for them at Highlands, which have generally and traditionally been from the following selection: the Foundation Certificate in Workplace Skills (or Level 1 equivalent), Certificate in Skills for Working Life (Entry Level), Entry 3 course or the Entry and Life Skills course. Obviously a small number of students have progressed to Level 2, 3 courses or University qualifications.

The majority of students with moderate/severe learning difficulties will apply to come onto the full time Entry and Life programme. The criteria for entry is that students have a realistic expectation of employment either full or part time at the end of the three year period. If this is not the case then they are offered a part time programme of up to two days so that they can access the parts of the programme that meet their needs. Students have access to a range of vocational options including developing skills in catering, painting and decorating, IT and horticulture. The development of social, interpersonal and independent living skills are an important element of the programme. To cope with the various special needs of this group a high level of additional support is provided and group sizes are small, typically no larger than six. In addition the College offers a range of short life skills modules run throughout the year in the evenings.

Highlands have been flexible in its delivery and has worked in partnership with other agencies including Le Geyt Centre and the Jersey Employment Trust to deliver education alongside employment training. Students who have left the full-time course often return part time to continue their education and to back up the skills learnt at work.

Highlands has been successful in the past in helping with the transition of this group and helping many young people gain employment, although this has become more difficult in recent years because of changes in the employment situation and the lack of meaningful work opportunities.

Highlands College have been subjected to the same funding restraints that each States Department has had over recent years, which has stretched their resources and at times prevented them from being able to deliver a course for each young person with a learning disability and those on the autistic spectrum wishing to attend. Some student's needs are so specific due to the very nature of their disability, that no certificated course could be altered to be achievable for them. An added complication is the small numbers of students in Jersey, which can prohibit delivery of a streamlined course that may be more suitable to some students, though is economically unviable. Highlands have been flexible in delivering courses for a varied number of years, depending on the needs of the students and have worked in partnership with other agencies such as Le Geyt and JET to deliver joint provision of education alongside employment training and respite.

### *6.3 Young People who have a Record of Need in Education*

The Education Service keeps track of the number of young people who are within the education system that have a record of need. These young people are deemed to require specialist / additional support to maximise their potential in school or further education. The figures below represent the number of young people in the education

system during the academic year 2006-2007 who have a diagnosis of either autism or a learning disability and are eligible to leave full time education in the next five years.

Year Groups	ASD - Autistic spectrum disorder	SLD - Severe Learning Disability	PM/D - Profound and Multiple Disability	MLD - Mild Learning Disability	Sub Total LD and ASD Pupils
7	12	2	1	4	19
8	9	3	-	2	14
9	13	5	-	7	25
10	4	7	1	6	18
11	6	6	1	10	23
12	3	1	1	8	13
13	4	2	-	8	14
14FE	4	5	-	15	24
	55	31	4	60	150

Source - Education database of Statements of Need academic year 2006/07.

There are over 208 young people in total with a Record of Need who are eligible to leave full-time education in the next five years (years 7 – 14); of which 150 have a diagnosis of either learning disability or autism (as demonstrated in the above diagram). If the people with profound and multiple disabilities and those with complex needs are discounted as they are less likely to be considered for employment (although there has been an increase recently of parents and young people who would have traditionally entered day services wanting to access employment support); it would be reasonable to estimate the 115 people either on the autistic spectrum or with a learning disability will require employment training and support into employment in the very near future.

This has been borne out by the increased number of young people still in full time education requesting services from JET; who have already had 27 requests for a service from young people who are due to leave full time education in the summer of 2008, of these 27, 7 will require one to one support to access the service. To date there is no resource that has been identified to meet the needs of these young people when they leave school in 6 months time.

## 7. What is the size of the problem?

### *7.1 Residential Services that provide day services*

There are currently 18 people with a learning disability within residential services (Les Amis) who receive full time day service from their residential support staff. This is either because there is limited capacity within day services or at present there is no suitable day service to meet their needs / preferences. It is not ideal or indeed appropriate for a person to receive both day and residential services from the same provider and this situation should not be sustained for prolonged periods of time. There has been no formal assessment of this group of people's employment / vocational requirements but a recent survey was undertaken where residents of Les Amis were asked to state their preferences regarding suitable day / vocational and employment opportunities.

### *7.2 Day Occupation Survey*

In June 2007 a survey was sent out to all residents of Les Amis regarding their current daytime support service and day occupation preferences. Of the 71 surveyed, 61 people responded. 58 people (3 people were retired) received a day time service / support (30 fulltime, 28 part-time); of these only 9 people (5 fulltime, 4 part-time) were actually in open employment that paid the minimum wage or above.

Twelve people were solely supported by COGS the day service provision at Les Amis. Forty-four people out of the 61 respondents wanted more day time occupation and 17 people said they were happy with their current provision. The majority of people (37) said they would prefer a mixed provision of leisure, voluntary work and employment. With Horticulture, office work, computing, shop work catering, woodwork, working with animals and arts and crafts being the most popular interests.

The same survey was undertaken with people who are not in receipt of residential services at Les Amis and include both people with a learning disability and on the autistic spectrum. These questionnaires were not filled out as consistently as those from Les Amis. 108 non Les Amis residents responded of these 10 people were in full time education and 16 people (mainly JET clients) said they were happy with the type and level of their current provision. Of the remaining 82 respondents, 48 had either no daytime occupation or attended 2 or fewer sessions at Le Geyt or JET. Fifty-six of the 82 stated they wanted more of the same paid work or some form of paid work. The majority of these questionnaires were from people attending Le Geyt and view the incentive payment they receive as being a wage. Horticulture, shop work, office cleaning, woodwork arts and crafts and working with children were the most popular types of occupations requested.

### *7.3 Service User Consultation*

A conference for people with a learning disability named “Making Good Things Happen in Jersey” took place over a period of 3 days in June 2007. This conference provided a forum for people with a learning disability, their carers and professionals to express their opinions of what things are priorities to them. Employment was in the 3 top priorities on the agenda and it was evident that people felt that services should provide the support they require to access vocational training needed to meet their goals.

### *7.4 Lack of Social Skills Training*

There are currently no day or residential services for people on the autistic spectrum except for those who have an associated learning disability or dual diagnosis; and the needs of people with autism are very different from those of people with a learning disability.

For people on the autistic spectrum it is often not the lack of vocational skills that creates barriers to employment but the ability to cope in the workplace with relationships and understanding the everyday hidden codes of living that we all tend to take for granted. There is a desperate need for a life and social skills training program; even people with Asperger Syndrome who can attain the highest academic achievements often struggle in ordinary surroundings. For this group of people support is required for long periods of time after someone is placed in employment and this support often involves mediating with managers and work colleagues, raising their awareness and problem solving. Further, it is not uncommon for people on the autistic spectrum who have seemingly coped in work for a number of years to have an episode of disenchantment and require intensive support to restore their confidence and skills prior to re-entering the labour market.

### *7.5 Lack of referral pathways once within JET*

JET comment that there are a number of people either awaiting placement into employment or are unable to progress due to lack of alternative services or support systems. These people continue to be supported by JET albeit at a minimal level to maintain their skills because there is no alternative service for them to be referred to and the only option is for them to receive no service at all. It is useful to review the types of provision this group of people require to free up JET to continue to provide the employment support they are currently funded to offer.



JET state that of the 165 people receiving a service (based on December 2007 figures) 157 had been fully assessed and at that time 64 people were assessed as being able to achieve open employment (and work to a standard to achieve the minimum wage or above) provided the right job could be found and the correct level of support was provided; but there were 93 people who would struggle to compete in the open market and are now effectively stuck within JET with little hope of progressing without some alternative service. JET estimate of these 93 people, 34 of them could move into the competitive labour market if some form of wage subsidy existed that would compensate for their lack of productivity. Thirty-four people would require at this present time some form of sheltered employment of a similar nature to Acorn but focusing on a different skill set; such as office / administration skills. Others (25 people) would require an alternative day service providing some form of meaningful day occupation. These figures are constantly increasing as the number of referrals to JET rise and there being no alternative exit strategy in place.

### *7.6 Transition*

There are currently large numbers of young people with a disability coming through the education system, with expectations for an appropriate service to support them to enter work once they have left full time education. JET is the main referral point for these young people but is struggling to provide them with the level and consistency of service they require to progress. This is both in terms of the resource to ensure successful transition from full time education to JET, and once in JET to have the resources to provide a structured program over a number of years which will give them the best possible chance of success. JET is providing a service to 14 young people who left education in July 2007 and already have 27 people who have been identified as requiring a service when they leave full time education in June 2008. JET has no identified funds to meet the needs of the 2008 leaver group or to meet future demands.

Currently there is no mechanism that uses the data collected at Year 9 school transition reviews to assess the level of need / resource that will be required when these young people leave full time education. If this information was subsequently used and fed into the States strategic planning / budgeting mechanism we could ensure that adequate resources are available for young people when they leave full time education.

## 8. What is missing? – Filling the Gaps

There are a number of gaps in current provision that this report identifies, these can be summarised under the following headings: -

- Employment Support – Incorporating a transition service for young people who are due to leave full time education; additional support to enhance existing employment services; and a service that develops the employers' capacity to accept people with a disability into the workforce.
- Preparation for Employment -Alternative day services that place pre-vocational / employability skill development at the forefront
- Sheltered Work - A scheme that meets the needs of people who cannot compete in the competitive labour market and require some form of sheltered support, and further investigation into alternative solutions to this issue.

### *8.1.0 Gaps in Service - Employment Support*

#### *8.1.1 Transition*

In order to meet these demands and manage transition of young people effectively, it is essential that a service be developed that can engage with young people from the age of 14 and work closely with them as they progress through the education system. Close links are important to ensure transition is effective and the correct preparation is given in those final years of education. JET has reported receiving an increasing number of requests from schools and colleges to provide work experience places or assistance in setting up work experience places for young people.

There needs to be a system where the data collected at Year 9 school transition reviews, that assesses the level of need for the year group, is subsequently fed into the States strategic planning / budgeting mechanism to ensure that adequate resources are identified on a group (and individual basis for those people with most need) by the time they leave full time education and require alternative provision.

#### *8.1.2 A Dedicated Transition Service*

To provide this Transition Service, there needs to be a dedicated service that can wholly focus on this group of people. This team would work closely with schools ensuring links with the students and parents develop from an early age and assist with placements and also provide the necessary information to the service so that it could prepare the appropriate placement for when a young person leaves education.

Once the person has left full time education, the Transition Service would provide the intensive support needed for skill development and plan the work experience programs and education / training program; providing the best possible route and experiences to meet the needs of these young people. Support at these early stages is crucial as it is known that young people with a disability leaving school require structure and continuity from 2- 5 years post leaving full time education if their potential to succeed is to be maximised.

JET currently does not have the capacity to deal with the needs of this group and with a further 27 people requesting a service in 2008 urgently require resources to meet this demand.

### *8.1.3 Additional Support*

It is evident that existing employment services such as JET are currently stretched and struggling to meet growing demands, with more people entering the service each year. It has been identified that with the correct level of support a minimum of 64 people within JET's current caseload could move into employment; this figure has grown significantly over the last few years and there is no indication of a reduction in referrals. It is proposed that additional support workers be appointed to enable greater throughput and ensure that long term/ ongoing support is available to maintain people in employment.

### *8.1.4 An Employers Perspective*

#### *8.1.5 Background*

Historically it has proven difficult to attract a large number of employers to consider employing candidates with special needs. The work of Jersey Employers Network on Disability (JEND) has helped in this respect but in reality only a small proportion of employers on the island actively offer employment opportunities to this pool of potential employees.

From JEND's experience the usual concerns of employers are:

- Anxiety regarding the unknown
- Misconceptions of the impact or significance of certain conditions
- Fear of failure and subsequent employment law issues
- What to say or not to say to the client and how to present the client to the existing workforce

What is important to note is that many employers express:

- A desire to help
- An ability to recruit into vacancies
- Time available to train and educate

### *8.1.6 A Proposal for an Integrated Approach*

Employers need to be part of the initiative from day one, not placed on the receiving end of the final product. With this in mind early involvement can perhaps be accomplished via a direct approach to an influential employer to join the group. Initial research should ideally be conducted into what skills and opportunities exist for our typical candidates. This could be accomplished via an email survey which is promoted via local press. The information collected could be used to influence the content of training programmes as well as immediately assist the Skill Solutions team in finding suitable placements. The more early involvement and interaction employers have with the candidates and vice versa the better. This can be achieved by: arranging visits to businesses, linking into existing community partnership initiatives that employers already sponsor, running guest tutor/speaker sessions whereby an employee tells our clients what “a day in the life of a ... is”, designing training sessions and programmes that use the language of employment and reflect current processes, systems and jargon.

### *8.1.7 An Employers' Champion*

The Human Resources Department (HRD) within the States of Jersey have agreed to work towards the States becoming an exemplar employer of people with a disability. In a recent meeting held between JET and a senior Human Resource Manager, the HR Manager stated that they are unable to specifically target people with a learning disability or people on the autistic spectrum but are more than willing to promote the employment of all people with a disability and support a number of training initiatives.

To start this process off on a positive footing the HRD have agreed to host a similar training session that was presented at JEND in July where the three agencies (JET, Jobscope and Workwise) updated employers on their services and a number of employees with a disability and their employers shared their experiences, what benefits they had gained and how they had overcome their mutual problems. It has been agreed that this event will take place early this year; all States HR managers would be invited with the aim that each HR manager brings along a section manager involved in recruitment. **Furthermore**, a number of positive actions / steps will be presented at this meeting.

- A more formalised way of arranging work experience placements through emailing personal profiles to all HR managers.
- A proposal that all people with a disability who meet a job person specification will be guaranteed an interview.
- An agreement on how to assess people who cannot meet the full requirements of a job and how an appropriate pay grade could be reached.

## *8.2.0 Gaps in Service - Preparation for Employment*

### *8.2.1 Alternative Vocationally Based Day Service*

The broad principles should be that the service is meaningful, purposeful, and valued by the people who attend. It should provide structured, organised developmental activity that is culturally and age appropriate and people should be able to contribute to the community and it should be community based where possible.

The core components should be personal development, social and life skills development, prevocational training and opportunities for therapeutic work / volunteering opportunities. For the purposes of this report and to make clear how a scheme could operate, a possible scheme called STEPS is proposed.

### *8.2.2 STEPS – (Supported Training Employment Preparation Scheme)*

STEPS would aim to provide people with the skills and confidence to gain meaningful employment or daytime vocational occupation. A fundamental component of STEPS would be tailored support which would be to individuals or small groups of people with the same interests and support needs; yet recognises that the barriers that deny access to different disability groups are quite different and diverse, and that the supports and services they require need to reflect these differences.

STEPS involves a number of components which provide the flexibility to meet multiple needs and address many of the issues that prevent people from moving towards employment goals. These components would be delivered through a variety of training activities and experiences that individuals could access. This would include, voluntary placements, community access placements, education based courses and most importantly tailored life and social skills training, which has been an identified gap in service for many years.

### *8.2.3 Community Volunteer Service*

Community volunteering encourages and enables people to be a valued member of the community by providing services within the community. People with disabilities often have things done for them and hence value the opportunity to be able to do things for others or to contribute to their community.

Volunteering can provide people with the opportunity to give their time and services to others and can build confidence and self esteem and equip people with new skills as well as provide a structured routine; these fundamental personal development skills that need to be gained in order to make the transition into paid employment.

There are many opportunities that exist within our community that either provide services to people or to worthy causes and charities where people with disabilities could contribute and there are other valued services that could be developed with a consistent and reliable workforce.

For example:

- Meals on Wheels
- Hospital and care home visiting
- Luncheon Clubs and day centres for the elderly
- Community Shopping – home delivery service for the elderly or disabled
- Good neighbour scheme
- Gardens for the elderly or the disabled
- Charity shops
- Conservation Groups
- Durrell Wildlife Trust
- Jersey Heritage Trust
- The National Trust - Jersey
- Animal Shelters
- Community Centres
- Churches

#### ***8.2.4 Life and Social Skills Training***

Personal Development is about the maintenance and continuing development of essential skills. Ensuring people become as independent as possible and are encouraged and supported to make choices: these skills are essential for work and greatly reduce the level of support if some preparation is undertaken prior to people being referred for employment. This can also help people prepare for the time when they leave home and could mean that their level of independence may reduce the level of support they require in group homes.

For example:

- Personal appearance and hygiene
- Health
- Independent transport training
- Budgeting
- Basic cooking skills – cooking on a budget
- Communication Skills
- Advocacy
- Confidence building
- Goal planning
- Basic Skills – numeracy / literacy in natural environments
- ICT skills

A Life and Social Skills Co-ordinator could be appointed to develop and enable access to training for those who require personal development programmes. This person could also act as a part time Voluntary Placement Co-ordinator who would give continuity and economy in cost in the early development of the project. A pool of support hours could be made available to provide the essential support for people to undertake individual programs. It would be more appropriate if this co-ordinator was specific to each disability group as the needs and requirements are quite specialised.

#### *8.2.5 Vocational Training (Skills for work)*

A “Skills for Work” education programme would need to be developed that complemented and enhanced the above training and possible community based experience. This programme would encompass many of the components listed below.

For example:

- Confidence
- Stamina and concentration
- Work orientation, understanding work and its commitments
- Work ethic / work culture, what is expected from employers?
- Vocational skill development
- Working as a team member
- Working with and without supervision
- Getting the job and keeping the job
- Responsibilities at work

#### *8.2.6 Who would run this Service?*

This service could be offered through a partnership arrangement between various charitable organisations such as Autism Jersey, Jersey Mencap and JET. It has been suggested that JET co-ordinate this partnership to ensure that progression through to JET for all individuals is constantly kept under review.

### *8.3.0 Gaps in Service - Sheltered Work*

#### *8.3.1 Sheltered Opportunities*

It needs to be recognised that not all people with a disability can cope in an open employment environment because of additional / complex needs or the type of work they could undertake is extremely limited on the island. For these clients, there is a requirement for sheltered employment. Traditionally, this type of provision has been offered through sheltered workshops that provide work opportunities either temporarily or on a long term basis for people who could not cope / compete in the open labour market. The cost of this type of activity is high as not only are the wages subsidised but all the overheads and supervisory costs need to be met. An alternative sheltered employment scheme which is far more cost effective and encourages greater progression is in discussion below.

JET currently has 25 people in sheltered employment who are all paid the minimum wage or above. A further 68 people who currently access JET will require some form of sheltered provision in the future if people are to be given the option to reach their ultimate goal of paid employment. JET estimate of these 68 people, 34 of them could move on into the competitive labour market if some form of wage subsidy existed that would compensate for their lack of productivity. The remaining 34 people would require at this present time some form of sheltered employment of a similar nature to Acorn but focusing on a different skill set; such as office / administration skills.

Obvious benefits of a wage subsidy scheme instead of traditional sheltered employment workshops is that people would be working in the commercial world alongside colleagues from other walks of life and further they have been proved in the UK and many other European countries to be far more cost effective.

Whichever direction Jersey decides to take sheltered work should not be seen as an end in itself; it must be part of an integrated continuous education program for the clients, and provides a framework for those clients with more intense and profound needs to start on the employment training ladder earlier. If the decision was to continue with the more traditional segregated sheltered work schemes, the current provision at Acorn could be expanded and diversification into other areas such as woodwork and wood recycling (which are existing training areas within JET). Further, Links could be made with the Community Recycling Officer within the States to look at opportunities to develop schemes that could involve people with a disability improving the environment. These schemes have proved successful in the UK and provide excellent work preparation and meaningful, valued occupation for many people with a disability who find it difficult to access mainstream employment. this would provide better value for money as they would provide a community service at the same time as providing employment opportunities.



## *9. Experiences and Good Practice Elsewhere*

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### **9.1 UK mainland**

Since the early 1960's the UK Government through the Department of Work and Pensions (DWP) has been investing in specialist employment services / supports for people with a disability. Over the years they have tried and tested a wide range of options; from Sheltered Industrial Groups (SIGS), which were the early sheltered workshops and the forerunner for Remploy (large factories employing people with a disability in manufacturing); to the Sheltered Placement Scheme (SPS) (in the early 1980s) which was the first individual placements that enabled people with limited productivity to access commercial employment via a wage subsidy scheme.

In the last ten years three key schemes have been developed: Work Preparation, Access to Work, and Workstep. Work Preparation is a scheme that provides the essential elements to give an individual the confidence and skills to enter the employment market. Access to Work is a program that can fund work-based support or adaptations to enable disabled people to start and/or retain paid employment; such as specialist aids, adaptations, and further covers the cost of and individual support for people who require long term support either due to their physical, sensory or cognitive capacity. The Workstep program was borne out of the original SPS Scheme and combines a wage subsidy scheme with the essential elements of Supported Employment i.e. specific training and support on the job often on a one to one basis. The emphasis of Workstep is to provide a developmental program that enables people to progress and move into open employment.

In December 2007 the UK government announced that all Remploy factories will be closed and the DWP has released a consultation document that proposed the way forward. (Helping People achieve their full potential: Improving Specialist Disability Employment Services, DWP 2007). This document looks to combine / streamline a number of disability employment support services including Workstep and Access to Work. The extensive research that underpinned this document found that wage subsidy schemes were far more successful in moving people forward and progressive if paired with long term support and intervention from support and training agencies.

The report recognises the broad range of disability and the need to provide the flexibility to meet the very varied needs of people. The scheme proposes to combine provision into a single integrated programme with three clear support functions, offering a more integrated support package that can be more easily tailored to meet the needs of customers. These functions are:-

## 1 Work Entry

## 2 Transitional Supported Employment

## 3 Longer-Term Supported Employment

Examples of how these arrangements would work include:

- A person who required intensive support to prepare for and get a job and would most likely require some transitional supported employment would be signed-up for the first and second elements of support; and
- A person with a long-term or deteriorating condition who required intensive support to prepare for and get a job and would require longer-term supported employment would be signed-up for the first and third elements of support.

Crucially, each person would experience the service as a single package not as a movement from one programme to another and there would be inbuilt flexibility for people who have changing needs or whose needs have been redefined. This document accepts that for the time being some smaller sheltered workshop provision will need to be maintained.

### 9.2 Guernsey

Clearly the UK has a large population of people with a disability and some may not feel that models developed in the mainland UK are applicable to Jersey; for this reason we have looked at other models in the Channel Islands.

Guernsey have a sheltered employment scheme that offers a range of services. They have the traditional sheltered workshop providing work akin to the fulfilment industry. This scheme is mainly used for older clients and they try to limit access to younger people to what they consider to be an “institutional protective setting”. The preference is for people to access a more progressive scheme similar to the Workstep model that provides wage subsidy to employers who take on people with a disability who cannot meet the level of productivity required. Approximately 100 people access this scheme.

Both Guernsey and the UK mainland have chosen to adopt similar schemes that are proposed in this report; that of a wage subsidy which is monitored and fully supported by an individual development plan to maximise progression. Both areas see this as the way forward rather than traditional sheltered workshops but also recognise the specific type of resource is required.

## *10. Financial/Service Outputs & Outcomes for People*

### **10.1 Introduction**

People with a learning disability and those on the autistic spectrum have complex needs which are often compounded by their limited life experiences. The services and resources requested in this report are specifically designed to deliver the diversity of support that will enable people to progress towards employment. Although important, to purely measure these services based on outputs, such as the number of people placed into open employment and cost per head, does not do justice to the intensity of the support and detailed planning that is required to reach these goals and more importantly the qualitative outcomes.

### **10.2 Outcomes for People**

Gaining employment is often said to be the most influential factor in changing/improving the lives of people with a disability. Employment heightens the person's sense of identity and promotes self confidence in having a particular role; enabling people to contribute to and be an active part of the community; it promotes social status and provides structure and routine to people's lives, and more fundamentally it offers real opportunity for social inclusion, to mix with groups of people they would not have had access to previously.

Social and Independent Living Skills training develops functional skills and can enable people with disabilities to achieve milestones which were possibly previously discounted due to their needs, such as living independently, being in a relationship, becoming independent in getting to places, or just simply making their own decisions. These skills are fundamental to a person's personal development, and all add to the person's skills package that provides the basic building blocks in the progression towards employment.

The outcomes of personal dignity, self esteem, and self worth, that the services proposed in this report will give to a person with a disability, maybe qualitative and often difficult to measure but the benefits are immense.

### **10.3 Financial and Service Outputs**

The services proposed in this report have been divided into three service delivery areas, Employment Support, Preparation for Employment and Sheltered Work, with each section incorporating a range of services summarised below.

### Employment Support

- a dedicated transition service that starts in year 9, providing seamless transition from full time education into vocational training and employment;
- vocational guidance / action planning, job training, work experience; individually tailored job search, job analysis; job application/ interview support and advocacy; initial intensive on the job training through to on going support, maintenance, monitoring and review;
- Capacity building for employers, to help them see beyond perceptions of a person's disability and help them focus on abilities and strengths; delivering disability awareness training, adapting tasks or training procedures to facilitate employing people with more significant disabilities.

### Preparation for Employment

- Social and life skills / independent living skills training;
- confidence building, personal support and capacity building;
- helping with an aspect of their home life that is adversely affecting their ability to find and sustain employment;
- therapeutic and or voluntary opportunities and meaningful day time activity;
- Vocationally based education training courses that develop vocational and generic employability skills including CV and interview preparation.

### Sheltered Work

- Provide work opportunities in administration, wood recycling and reclamation for people who cannot compete in the open labour market;
- vocational and general employability skills training in a safe and sheltered environment;
- Exploration and feasibility of future projects and sheltered work options.

The table below sets out the costs (net of income) and funding requirements of each service area and the associated outputs. In terms of the outputs these have been linked to the relevant section within the body of the Strategy document.

Service Category	Year 1 £'000	Year 2 £'000	Year 3 £'000	fte	Outputs (from 2010)
Employment Support	77	177	242	7.50	20 young people will have access to dedicated transition services Up to 60 people will receive support to access vocational training, work experience and employment 100 employers will be assisted in building their capacity to employ people with disabilities Publicity materials re services and support will be available to employers and people with a disability in appropriate languages and formats <b>Link to Strategy</b> -Pages 29 - 31, Paragraphs 8.1.0 -8.1.7
Service Category	Year 1 £'000	Year 2 £'000	Year 3 £'000	fte	Outputs (from 2010)
Preparation for Employment	-	246	375	10.70	75 people will have access to Social and life skills and will have access to voluntary work and therapeutic opportunities. 60 people will have access to vocation training courses <b>Link to Strategy</b> - Pages 32 - 34, Paragraphs 8.2.0 -8.2.6
Sheltered Employment	-	106	204	4.10	Up to 30 people will have access to sheltered work / vocational training in administration. Up to 30 people will have access to sheltered work / vocational training in wood recycling and reclamation. A project development project worker will investigate additional/ alternative sheltered work opportunities. <b>Link to Strategy</b> - Page 35, Paragraphs 8.3.0 – 8.3.1
<b>Total</b>	<b>77</b>	<b>529</b>	<b>821</b>	<b>22.30</b>	

The build up of these service costs are described more fully at Appendix A. These set out the phasing of expenditure, pay and non-pay analysis, together with manpower and projected income.

## 11. Conclusion

A growing gap in services has developed for people with a learning disability and those on the autistic spectrum. This in the main is due to levels of investment in services not keeping pace with the number of young people leaving full time education.

This report identifies the numbers of people who have been affected and the growing demands through the transition of people leaving full time education and what services need to be developed or extended to meet this demand.

The report identifies main gaps in service :

- The growing number of people who have either no or limited access to day time services that provides them with the means to progress their ambitions towards gaining meaningful employment / day time occupation. Over 100 people have stated that their level of service does not meet their expectations or requirements.
- The numbers of young people with a disability who currently receive additional support in schools and college but have no provision / resource allocated for them when they leave full time education. In the 2006 academic year 355 people with disabilities were reported to have a Record of Need and of these, 211 had either a diagnosis of a learning disability or on the autistic spectrum.
- The lack of provision for people with a disability that find it difficult to compete in the open employment market. Over 90 people are reported to require an alternative form of sheltered employment support.

The report identifies a number of service developments that will assist in resolving these issues and recommends that further research and investigation into other areas is undertaken, particularly in the area of sheltered employment.

These developments if implemented should meet the key objectives of this report as highlighted below.

- To develop a continuum of employment support, vocation and prevocational training provision that meet the varied needs of people with learning disabilities and people on the autistic spectrum.

- To be proactive in the planning for employment for young people in transition and ensure that data is collected for strategic planning purposes and used to develop appropriate services.
- To raise awareness of employment options and the range of services available to people with learning disabilities and people on the autistic spectrum and their carers.
- To develop more sheltered employment options that encourage / enable social inclusion and support progression into open / supported employment; this should include the investigation into the creation / use of social firms.
- To develop existing and investigate the development of new day services which encourage the development of life and social skills and independent living skills.
- To be proactive in raising awareness and building capacity amongst employers with a view to enlisting their participation in employment of people with a disability and assistance in vocational training.
- To address the employment needs of people who currently receive no form of day support service.

These developments, in the first instance would have a cost implication of £529K in 2009 rising to £821 in 2010 when the program of developments are fully implemented. Full costings can be found in Appendix A of the Report.

Year	Year 1 (6 months) 2008				Year 2 2009				Year 3 2010	
	fte	Pay £'000	Non Pay £'000	Total £'000	fte	Pay £'000	Non Pay £'000	Total £'000	fte	Pay £'000
<b>EMPLOYMENT SUPPORT</b>										
Transition co-ordinator	1.00	17		17	1.00	35		35	1.00	36
Support worker	4.00	48		48	5.00	125		125	6.00	154
Occupational Therapist									0.50	23
Advertising Posts			2	2			2	2		
Office Set-Up (PCs/Desks)			5	5			2	2		
Employer's Publicity Material										
Travel			2	2			7	7		
Staff Training			3	3			6	6		
<b>Sub-Total</b>	<b>5.00</b>	<b>65</b>	<b>12</b>	<b>77</b>	<b>6.00</b>	<b>160</b>	<b>17</b>	<b>177</b>	<b>7.50</b>	<b>213</b>
<b>PREPARATION FOR EMPLOYMENT</b>										
<b>Social and Life Skills</b>										
Project Co-ordinator					2.00	53		53	2.00	72
Occupational Therapist					1.00	34		34	1.00	46
Support Worker					5.00	75		75	6.00	154
Administrative Support					0.10	3		3	0.20	5
Activity Expenses							7	7		
Advertising Posts							3	3		
Office Rental							11	11		
Travel							3	3		
Staff Training							6	6		
Office Set-Up (PCs/Desks)							14	14		
<b>Vocational Skills</b>										
Tutors					1.00	35		35	1.50	54
Advertising Posts							2	2		
<b>Sub-Total</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>9.10</b>	<b>200</b>	<b>46</b>	<b>246</b>	<b>10.70</b>	<b>331</b>
<b>SHELTERED WORK</b>										
<b>Administration Project</b>										
Project Co-ordinator					0.50	13		13	0.50	10
Support Worker					1.00	19		19	1.00	26
Client Expenses							10	10		
Advertising Posts							1	1		
Staff Training							2	2		
Office Set-Up (PCs/Desks)							2	2		
<b>Wood/Reclamation Project</b>										
Project Co-ordinator					0.85	7		7	0.85	31
Support Worker					1.00	6		6	1.00	26



Year	Year 1 (6 months) 2008				Year 2 2009				Year 3 2010	
	fte	Pay £'000	Non Pay £'000	Total £'000	fte	Pay £'000	Non Pay £'000	Total £'000	fte	Pay £'000
<b>SHELTERED WORK CONT'D</b>										
Client Expenses							5	5		
Advertising Posts							1	1		
Staff Training							1	1		
Telephones, office running costs										
Vehicle fuel, Maintenance							1	1		
Project insurance							1	1		
Utilities							2	2		
Machinery renewal and maintenance										
Materials, health and safety and chemicals							2	2		
Waste disposal and Tipping							2	2		
<b>Project Set-Up</b>										
Office Set-Up (PCs/Desks)							3	3		
Shed Heating and Fit Out							5	5		
Heating/air extraction installation							12	12		
Vehicle Purchase							15	15		
Health & Safety Equipment							3	3		
<b>Business Development</b>										
Project Worker									0.75	31
<b>Sub-Total</b>	-	-	-	-	3.35	45	68	113	4.10	132
<b>TOTAL EXPENDITURE</b>	<b>5.00</b>	<b>65</b>	<b>12</b>	<b>77</b>	<b>18.45</b>	<b>405</b>	<b>131</b>	<b>536</b>	<b>22.30</b>	<b>676</b>

INCOME	Year 1 (6 months) 2008		Year 2 2009		Year 3 2010
		Total £'000		Total £'000	
<b>SHELTERED EMPLOYMENT</b>					
Skilled Employment		-		6	
Wood/Reclamation Project		-		2	
<b>TOTAL INCOME</b>		-		7	
<b>NET COST</b>		77		529	