Research Report No 70

Supply and Demand for Supported Employment

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ISBN 0 85522 812 1
July 1998

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Executive Summary

Introduction (Chapter 1)

This report presents the results of a study commissioned by the Department for Education and Employment (DfEE), and Employment Service (ES), of the supply and demand for Supported Employment.

The aims of the research were to:

- identify the extent to which the current supply of Supported Employment opportunities matches actual and potential demand on a geographical basis;
- provide a detailed profile of demand for Supported Employment in terms of the types of jobs and levels of employment;
- devise a model for estimating local demand that can be aggregated to produce forecasts for regional and national demand; and to
- assess any problems practitioners encounter in matching demand and supply locally.

The research consisted of:

- mapping the current supply of and demand for Supported Employment places;
- case study interviews with Employment Service personnel in four local areas across the country; and
- developing a model to predict likely future demand for Supported Employment places at a local, regional and national level.

Estimates of the eligible population for Supported Employment (Chapter 2)

In chapter 2, estimates of the number of people who are eligible for Supported Employment are presented, based on three definitions of eligibility.

A **narrow estimate** of potential demand for Supported Employment - those people who felt they were less productive than a non-disabled person, and were unemployed and actively seeking work.

A **medium estimate** of potential demand. This included those in the narrow estimate, plus individuals whose productivity was not lower, but who may nevertheless be eligible for Supported Employment. They were unemployed and actively seeking work.

A **broad estimate** which includes everyone in the middle estimate, plus all individuals who may be eligible for Supported Employment, and who may seek work in the future, but who were inactive at the time of the survey.

These estimates of the eligible population, used throughout the report, are over and above the current numbers of people in Supported Employment.

According to our narrow definition of eligibility, there are 40,000 people eligible for Supported Employment and likely to express a demand for it. This group represents 0.8 per cent of the total disabled working age population.

According to the medium estimate, there are 74,000 people who may be eligible for and may demand Supported Employment. This group represents 1.5 per cent of the total disabled working age population.

There are 179,000 people eligible for Supported Employment, according to the broad estimate of eligibility. This represents 3.5 per cent of the total disabled working age population.

The South East and the North West have the largest eligible populations, while East Anglia has the smallest. At a county level, the largest eligible populations are found in outer London, Greater Manchester and Strathclyde.

Supply of Supported Employment (Chapter 3)

This chapter provides an overview of the supply of Supported Employment places.

Overall, the Supported Employment Programme provides around 22,000 places. These are split fairly evenly between factories and workshops, and placements with host employers. By region, the South East has the largest number of places, followed by Scotland and the North West, while East Anglia has the smallest. By county, the largest numbers of places are found in West Yorkshire, Greater Manchester and outer London.

The majority of places are taken up by men. When looking at the age breakdown of people in Supported Employment, there is a marked split between factories and workshops on the one hand and placements with host employers on the other. Employees in factories and workshops are predominantly aged 40 or over, while around one half of people in placements are aged under 30. Around one-third of people in Supported Employment are people with learning difficulties.

Balance of demand and supply (Chapter 4)

This chapter examines the extent to which the supply of Supported Employment places matches the demand the places at a national, regional and local level.

Overall, the potential additional demand for Supported Employment is almost double the current supply of places, using the narrow estimate of potential demand. Using the broad estimate there are potentially 180,000 who could be in Supported Employment, compared with only 22,000 places. Although around 3,000 placements a year become available through people leaving the programme, this can in no way match the maximum potential demand.

The regions with the closest match of supply of and demand for Supported Employment places, are Wales, the South West, the North and Scotland. It is in these regions that the potential demand for places, over and above the current supply, is smallest in relation to the supply of places. By contrast, London, the West Midlands and the North West have the greatest mismatch between the supply of and demand for places.

Future demand for Supported Employment (Chapter 5)

This chapter looks at how the demand for Supported Employment is likely to change in the future, and presents national, regional and local forecasts of changes in demand.

Nationally, the demand for Supported Employment is likely to increase by around 4% between 1996 and 2001. This increase in demand is not uniform across all the regions, with Greater London and East Anglia having the largest projected increases of over 6%. It is in these regions that there is the biggest mismatch between the current supply of places and likely demand for them. By county, the largest increases in demand were projected for Cambridgeshire, Bedfordshire, and London, while the smallest increases were expected in Essex, Strathclyde and Warwickshire.

1. Introduction

1.1 Background and research objectives

The aim of the Supported Employment Programme (SEP) is to ensure (within available resources) an appropriate level of job opportunities for people who are unable to be fully productive in work because of their disability, but who can significantly contribute to the economy. This is achieved by providing subsidised work a supportive environment, and by encouraging and supporting employers and others to provide work, and any appropriate training, a commercial environment.

The Supported Employment Programme (formerly known as Sheltered Employment) is provided under the Disabled Persons (Employment) Act 1944 as amended by the Disability Discrimination Act 1995.

Supported Employment can be broadly divided into two categories: supported workshops and factories, and placements with a host employer. We look at these in more detail below.

1.1.1 Supported workshops and factories

Local authorities and voluntary organisations run supported factors, workshops and businesses: Remploy operates supported factories. Their main objective is to provide real employment in a competitively managed business for people with severe disabilities, who account for the majority of employees in such establishments. There are Supported Employment businesses and workshops in addition to those run by Remploy. Supported Employment employees will have a productivity output of 30% to 80% of that of a non-disabled person doing the same or similar work. Local authorities and the majority of voluntary organisations involved in supported employment, make a significant financial contribution to the provision they offer under contract to ES.

Remploy is a government-sponsored private company set up in 1945 under the Disabled Persons (Employment) Act, to provide employment and training for people with severe disabilities. The company has 94 factories throughout Great Britain, manufacturing a variety of products. It also supports around 2,500 Interwork placements with host employers.

1.1.2 Supported Placements and Interwork

‘Supported Placements’ refers to those situations where the disabled person works in open employment, as opposed to a factory or workshop, but is supported by a sponsor. Local authorities and voluntary organisations sponsor Supported Placements, while host employers provide the work and contribute to the costs of the placements. People in Supported Placements may be directly employed by the host employer or may become employees of the sponsoring organisation. ES makes payments to the sponsors in accordance with its supported employment contracting arrangements. Supported Placement workers receive the same wage as the host's direct employees doing the same or similar work.

Remploy runs its own version of Supported Placements called Interwork which also aims to place people on contract with commercial and industrial companies.

1.2 Research objectives

The Department for Education and Employment (DfEE) commissioned IES to assess the degree to which the current provision of Supported Employment matches demand from people with disabilities. The aims of this research, therefore, were to:

- identify the extent to which the current supply of Supported Employment opportunities matches actual and potential demand on a geographical basis;

- provide a detailed profile of demand for Supported Employment in terms of the types of jobs and levels of employment;

- devise a model for estimating local demand that can be aggregated to produce forecasts for regional and national demand;

- assess any problems Disability Employment Advisers (DEAs) encounter in matching demand and supply locally.

1.3 Research methodology

1.3.1 Demand for Supported Employment - mapping the potential pool

This part of the study mapped the potential pool of people with disabilities eligible for Supported Employment, either currently working or wanting to work. Initially this was done at a national level, since the available data was more comprehensive.

In order to measure the demand side of the equation, we drew on two sources of information:

- **The results from a survey of individuals with disabilities conducted by IES for the DfEE.**[1] This survey was designed to provide a nationally representative picture of the incidence of disability within the working age population from a sift of 26,000 households. It also provides information on a representative sample of 2,000 individuals who have (or have had) long-term health problems or disabilities.

- **The latest quarter (Summer 1996) of the Labour Force Survey (LFS).** The disability survey was designed to be compatible with the LFS so that the data from both can be compared.

At an early stage in the research, and during the case studies, other sources of information were investigated, but it was felt that these were not as comprehensive or as useful as the combination of the LFS and the recent Disability Survey data.

Regional estimates

The Disability Survey was intended to provide a national view of disability and employment. However, with a sample of 2,000, this data was not sufficiently robust to produce estimates of demand for Supported Employment at a geographically desegregated level. Since the survey was designed to be compatible with the LFS, it was possible to apply the proportions of eligible disabled people in various categories at a national level to the same groups of LFS data at the regional level. This is discussed in more detail in Appendix A and chapter 2.

1.3.2 Supply of supported employment places

In order to match the demand side picture, a profile was developed of the number of places available, the type of provider and the sorts of occupations offered. This data proved difficult to obtain by any regional desegregation. In order to do this, we used a number of data sources:

- Data on the Supported Employment Programme provided by ES for the National Advisory Council on Employment of People with Disabilities (NACEPD). A statement is produced annually for the Council's information and is also presented to the Supported Employment Consultative Group (SECG).

[1] Throughout this report, this survey is referred to as the 'Disability Survey'.

- *The Supported Employment Earnings Survey*, 1995 undertaken by the Employment Service. This survey is the latest in the series reporting earnings in Supported Employment. The survey is conducted at three-yearly intervals and the latest data refers to April 1995.

- Information from providers themselves regarding the number and regional spread of placements.

By using this range of information on the supply side of Supported Employment we were able to build up a comprehensive picture at a county and regional level. More detail on how the information was gathered and used is provided in chapter 4.

1.3.3 Case studies

The data analysis component provided some insight into the demand and supply side trends on a national and regional level. However, because of the possibility of different sources of information being available at the local level, and there being the possibility of local variations in the types of provision, it was felt to be important to conduct a number of case studies to flush out what the potential variations may be.

This also provided an opportunity to assess comparability of local information sources, with a view to developing a demand and supply model.

It was felt that four case studies was an adequate number since it should allow the research to cover areas with an adequate range of characteristics. This is discussed below.

1.3.4 Choice of areas

It was decided at the beginning of the research that the case studies should be based on county areas. Counties were selected to cover as broad a range of characteristics as possible, based on the following criteria:

- size

- urban and rural

- economic characteristics

- proportion of eligible people with disabilities, and

- types of Supported Employment provision available (including one area with a Remploy factory).

1.3.5 Interviews

In each case study we interviewed both ES Placing Assessment and Counselling Team (PACT) managers and Disability Employment Advisers (DEAs). These interviews looked at both the factors affecting demand for Supported Employment, and the provision of places.

All the in-depth interviews were conducted by IES researchers who have considerable experience in conducting this type of interview and had an understanding of the issues involved. The interviews used a semi-structured interview guide, developed in conjunction with the DfEE, to provide the opportunity for in-depth discussion between interviewer and interviewee.

1.3.6 Modelling

One of the aims of the project was to begin to develop a local area model for predicting demand for Supported Employment and so allow providers to adjust their supply accordingly. There were a number of options available for modelling expected demand for places. At this stage we did not feel it would be necessary to develop a complex econometric model. We proposed to identify the key factors likely to affect demand and supply and apply these to projections of the disabled population. This process is discussed more fully below.

1.3.7 National and regional projections

Using the datasets currently available, it was possible to make forecasts of future demand at a national and regional level. These were based on the working age population projections regularly produced by the Office for National Statistics (ONS). These are broken down by age, gender and region. Details of methodology are given in chapter 7.

1.3.8 Forecasts based on local information

The case studies confirmed that the detailed data required to produce such forecasts is not held either locally or centrally by the ES. It was also felt that this method was impractical since any errors in forecasting at a local level would be amplified, as the data is aggregated to regional and national levels.

1.4 Report structure

The first part of the report estimates the demand from disabled people for Supported Employment. In chapter 2, the actual size of the disabled working age population at a national, regional and county level is estimated using data from the LFS.

In chapter 3 we summarise the available data on the supply of Supported Employment places in both factories and workshops, and placements with host employers.

Chapter 4 brings demand and supply together, and looks at the variation in balance by region.

In chapter 5 we outline our favoured method of forecasting and present the data from that method.

In chapter 6 we draw together the key points from the study.

2. Estimates of the eligible population for Supported Employment

In this chapter, estimates of the number of people who are eligible for Supported Employment are presented for the regions of Great Britain, and for each county. The estimates are based on three definitions of eligibility - which estimate demand over and above the current supply of places - and on responses to the DfEE Disability Survey. The full methodology is given in Appendix A, but briefly the definitions are:

- **The narrow estimate** - this is based on the proportion of people responding to the Disability Survey, who indicated that they felt their productivity was between 30% and 80% of the output of a non-disabled person, and were unemployed and actively seeking work.

- **The medium estimate** - this is based on the narrow estimate, plus those people with the same characteristics as individuals who were in Supported Employment, but who felt their productivity was not lower than that of a non-disabled person, and who were unemployed and actively seeking work.

- **The broad estimate** - this is based on the medium estimate, plus those who met the productivity criteria or who had the same characteristics as individuals in Supported Employment, who were inactive, but who may rejoin the labour market ie students, those looking after the family or home, or those temporarily not working due to illness.

The estimates for the eligible populations were calculated using the eligibility rates for the five age groups, as set out in Appendix A. These were applied to the disabled population in each age group, for each region, to obtain the estimate for the population who may be eligible for Supported Employment. Thus the estimates take into account the age structure of the working age disabled population in each region. Unfortunately, the profile of types of disabilities in the disabled population cannot be taken into account, as the data on disability from the Disability Survey was recorded in a multiple response format, with respondents able to list as many problems as affected them. Therefore, to use the eligibility rates for each type of disability would lead to 'double counting' and so produce erroneously high estimates of the eligible populations.

2.1 Regional estimates[1]

Table 2.1 shows the estimates of the numbers of people eligible for Supported Employment for Great Britain, and for each region, according to the three estimates of the eligible population. These estimates are over and above the numbers currently in Supported Employment. Looking first at the totals for Great Britain, it is estimated that the numbers of people eligible for Supported Employment are between 40,000 (by the narrow definition of eligibility) and 180,000 (by the broad measure), with the middle estimate standing at just under 75,000.

Table 2.1: Regional eligible populations

	Working age population	Disabled population	Eligible for SE: Narrow	Eligible for SE: Medium	Eligible for SE: Broad
GB	34,597,300	5,044,100	39,900	73,500	179,000
North	1,867,300	344,500	2,710	4,930	12,020
Yorks & Humber	3,050,200	506,400	3,980	7,390	18,080
East Midlands	2,526,000	332,100	2,590	4,820	11,810
East Anglia	1,287,200	172,200	1,360	2,510	6,100
London	4,423,700	571,600	4,380	8,120	19,400
South East	6,643,900	727,900	5,890	10,960	26,810
South West	2,849,800	387,100	3,070	5,650	13,790
West Midlands	3,213,400	502,600	4,000	7,340	17,880
North West	3,863,300	664,400	5,190	9,560	23,330
Wales	1,723,900	342,200	2,730	4,950	12,080
Scotland	3,148,600	502,300	3,970	7,230	17,680

Source: IES estimates from DfEE Disability Survey 1996, and Summer 1996 LFS

Looking now at the eligible populations among the regions of Great Britain, the South East (excluding Greater London) has the largest number of eligible disabled people, reflecting its status as the largest region in terms of working age population size. Behind the South East comes the North West which, despite having a smaller working age population than Greater London, has a larger population of disabled people generally, and of those eligible for Supported Employment in particular. East Anglia has the smallest number of people eligible for Supported Employment.

Table 2.2 shows the eligible population in each region as a percentage of the total eligible population in Great Britain. The South East accounts for around 15% of all eligible disabled people, the North West for around 13% and Greater London for around

[1] These standard regions are for Great Britain and include Scotland and Wales but exclude Northern Ireland.

11%. Behind these three regions come Yorkshire and the Humber, the West Midlands, and Scotland, each of which accounts for around 10% of the total eligible population.

Table 2.2: Regional breakdown of the eligible population - as a percentage of the total

	Eligible for SE: Narrow	Eligible for SE: Medium	Eligible for SE: Broad
North	6.8	6.7	6.7
Yorks & Humber	10.0	10.1	10.1
East Midlands	6.5	6.6	6.6
East Anglia	3.4	3.4	3.4
London	11.0	11.0	10.8
South East	14.8	14.9	15.0
South West	7.7	7.7	7.7
West Midlands	10.0	10.0	10.0
North West	13.0	13.0	13.0
Wales	6.8	6.7	6.7
Scotland	9.9	9.8	9.9

Source: IES estimates from DfEE Disability Survey 1996, and Summer 1996 LFS

2.2 County estimates

Having looked at the regional estimates of the eligible populations for Supported Employment, estimates for each county are now examined. These county estimates were derived in the same way as the regional estimates ie applying age-specific eligibility rates to the numbers in each age band for each county.

Table 2.3 shows the county in each region with the largest eligible population, while Table 2.4 shows the county in each region with the smallest.[1]

Table 2.3: Counties in each region with the largest eligible population

Highest Counties	Region	Narrow	Medium	Broad
Outer London	Greater London	2,500	4,601	11,008
Greater Manchester	North West	2,142	3,923	9,524
Strathclyde	Scotland	2,123	3,885	9,442
West Midlands MC	West Midlands	1,960	3,589	8,745
West Yorkshire	Yorks & Humber	1,639	3,063	7,514
Tyne & Wear	North	1,098	2,015	4,884
Essex	South East	968	1,804	4,410
Devon	South West	748	1,379	3,390
Mid Glamorgan	Wales	675	1,222	3,019

[1] Details of the size of the eligible population in each county are presented in Table 1 in Appendix A.

Nottinghamshire	East Midlands	659	1,216	2,975
Norfolk	East Anglia	506	946	2,275

Source: IES estimates from DfEE Disability Survey 1996, and Summer 1996 LFS

Table 2.3 shows that for each region there is a county with at least 500 eligible people according to the narrow definition of eligibility, and at least 2,000 eligible people according to the broad definition. The counties with the largest eligible populations are outer London, followed by Greater Manchester and Strathclyde.

Table 2.4: Counties in each region with the smallest eligible population

Lowest Counties	Region	Narrow	Medium	Broad
Inner London	Greater London	1,876	3,520	8,391
Cheshire	North West	592	1,097	2,680
Northern & W Isles	Scotland	36	64	156
Shropshire	West Midlands	317	582	1,401
North Yorkshire	Yorks & Humber	366	687	1,664
Northumberland	North	263	474	1,181
Isle of Wight	South East	81	152	369
Wiltshire	South West	287	533	1,300
Northamptonshire	East Midlands	255	486	1,196
Powys	Wales	85	143	347
Suffolk	East Anglia	405	728	1,794

Source: IES estimates from DfEE Disability Survey 1996, and Summer 1996 LFS

Table 2.4 shows that there is significant variation across the regions in the sizes of the eligible populations among the smallest counties in each region. For example, Cheshire has over 500 eligible disabled people, while Powys, the Isle of Wight and the Islands in Scotland have fewer than 100. East Anglia has the smallest variation between the numbers of eligible people in the largest and smallest counties, with the eligible population in Suffolk standing at around three-quarters of that in Norfolk.

2.3 Conclusion

Using the proportions established from the Disability Survey, it is estimated that the additional number of people eligible for Supported Employment stands at 40,000 using the narrow definition, and 179,000 using the broad definition.

The numbers likely to demand Supported Employment vary by region, with the greatest demand in the South East and the smallest in East Anglia. By county, the greatest demand will come from outer London, followed by Greater Manchester and Strathclyde. Areas of lowest demand are Powys, the Isle of Wight and the Islands in Scotland.

3. Supply of Supported Employment

The key objective of the study was to assess the overall demand and supply for Supported Employment in terms of types of jobs and level of employment demanded and available at a national to regional and local level. It was therefore necessary to undertake some overview of the current supply of Supported Employment places at a national, regional and county level.

This chapter provides this overview and discusses some of the problems encountered in gathering this information and the drawbacks of the data presented here.

3.1 National supply

In order to develop a detailed picture of the supply of places, we have used a number of data sources. The main source for information about Supported Employment is the NACEPD Annual Statement. Much of the data in this annual statement is a snapshot of Supported Employment provision at 31 March the statement year. In addition, for some of the deadline data, average figures are provided for a whole 12 month period.

The NACEPD data shows that on 31 March 1996 there were 21,793 disabled people in Supported Employment. Throughout 1995-96, the programme provided on average 21,840 places.[1]

As shown in the introduction, there are two main forms of provision:

- workshops and factories run by local authorities, voluntary organisations or Remploy; and
- placements with employers (referred to as hosts) which covers Supported Placements and Remploy's Interwork scheme.

3.1.1 Workshops and factories

Remploy has 94 factories employing 7,144 people with severe disabilities, accounting for nearly two-thirds of the workshop and factory places.

In addition to Remploy there are a number of special workshops run by both local authorities and voluntary organisations. Last year, local authority workshops provided, on average, 3,365 places,

[1] These figures are based on the number of people paid on the last day of each month.

whilst those run by voluntary organisations provided 1,105 during 1995-96.

3.1.2 Placements with host employers

In 1995-96 voluntary organisations were the largest provider of supported placements, accounting for 4,205 or 41% of the total (including Interwork). Local authorities sponsored, on average, a further 3,831 or 38%, whilst Remploy had on average 2,190 Interwork employees on contract with commercial and industrial companies. Details of the broad distribution by type of provision and provider are given in Table 3.1.

Table 3.1: Supported Employment places by type of provision and provider: 1995-96

	Factories & Workshops		Placements with host employer		Total	
Provider	**N**	**%**	**N**	**%**	**N**	**%**
Remploy	7,144	61.5	2,190	21.4	9,334	42.7
Local authorities	3,365	29.0	3,831	37.5	7,196	32.9
Voluntary bodies	1,105	9.5	4,205	41.1	4,310	24.3
Total	11,614	100.0	10,226	100.0	21,840	100.0

Source: NACEPD Annual Statement 1995-96

3.2 Age and gender

The gender breakdown of people in Supported Employment also varies by type of provision. The NACEPD data shows that approximately one-third of those working in Remploy factories, or on supported placements with host employers, are female. For workshops run by local authorities or voluntary bodies, the proportion was down to one-fifth.

Table 3.2: Supported Employment by gender (per cent)

	Factories & Workshops		Placements with host employer		Total
Gender	**Remploy %**	**LA & VB %**	**Interwork %**	**LA & VB %**	**%**
Male	68.8	78.3	72.7	67.1	70.4
Female	31.3	21.8	27.3	32.9	29.6

Source: NACEPD Annual Statement, 1995-96

Table 3.3: Supported Employment by age (per cent)

Age	Factories & Workshops		Placements with employer		Total
	Remploy %	Local authorities and voluntary bodies	Interwork	Local authorities and voluntary bodies	%
Under 18	0.2	0.1	0.9	0.1	0.2
18 to 24	7.0	5.5	29.4	16.8	12.6
25 to 29	10.0	10.0	20.1	25.6	16.8
30 to 39	22.8	28.0	21.8	30.4	26.7
40 to 49	28.0	28.2	15.2	17.8	22.7
50 to 59	23.5	20.9	11.1	7.8	16.0
Over 60	8.5	7.3	1.5	1.5	5.0

Source: NACEPD Annual Statement, 1995-96

The NACEPD data indicates that there is a clear difference in ages between disabled people in factories and workshops and those on placements with host employers. Those in factories or workshops are predominantly in the older age bands. Around two-thirds of disabled people working in Remploy factories and over half of those in workshops are 40 or over. People on placements, on the other hand, tend to be much younger, with around half under 30 years of age. This reflects the higher turnover and flows of people onto placements, and the relative newness of Interwork. It also reflects the presence of many older people in workshops and factories who have been employed there long-term, and that younger entrants to Supported Employment are more likely to want integrated forms of provision such as placements with host employers. Details are given in Table 3.3.

3.3 Types of disability

The NACEPD data provides detailed figures on the disabilities of those in Supported Employment. This data shows the type of provision and provider and is based on a snapshot view at 31 March 1996. Details are given in Table 3.4 overleaf.

The table shows that for both workshops, factories and placements with employers, whether sponsored by Remploy, local authorities or voluntary organisations, people with learning difficulties predominate. For all Supported Employment provision, people with learning difficulties account for just under one-third of placements. For Supported Placements this figure is just under a half.

In Remploy factories, places were more evenly spread. This provision had the largest proportion of people with organic nervous disease, diseases, injuries and deformities of limbs, ear defects and diseases, injuries and deformities of the spine.

Table 3.4: Types of disability of Supported Employment participants: 1995-96 (per cent)

	Factories and workshops		Placements with employers		Total
Type of disability	**Remploy**	**Local authorities & voluntary bodies**	**Remploy**	**Local authorities & voluntary bodies**	
People with learning difficulties	15.4	23.4	34.0	48.1	31.2
Organic Nervous disease including epilepsy	13.8	3.9	13.1	8.6	9.8
Diseases, injuries and deformities of limbs	10.8	7.6	4.5	7.0	8.0
Ear defects	11.5	8.7	6.6	4.4	7.8
Eye defects	2.8	19.6	4.0	5.6	7.3
Diseases, injuries and deformities of spine	9.6	6.2	6.8	5.7	7.1
People with mental health problems	6.5	6.0	11.0	4.8	6.2
Diseases of the heart and circulatory system	4.7	3.6	2.1	1.3	2.9
Arthritis and rheumatism	3.5	3.0	2.3	2.4	2.8
Injuries to the head, face, neck, thorax, abdomen, pelvis and trunk	1.6	2.2	3.0	2.2	2.1
Diseases of the respiratory system (not TB)	4.2	1.6	0.8	0.6	2.0
Other diseases and injuries	15.8	14.4	11.8	9.4	12.7

Source: NACEPD Annual Statement, 1995-96

In local authority and voluntary body workshops, after learning difficulties, visual impairments (eye defects) were most common, accounting for just under one-fifth of participants.

The disabilities of participants varied very little for placements with employers, whether provided by Remploy under Interwork, or by local authorities and voluntary bodies under Supported Placements. Interwork had a larger proportion of participants with organic nervous diseases and mental health problems.

Table 3.5: Type of occupation of Supported Employment participants excluding Remploy (per cent)

	LA and VB workshops	**Supported Placements**	**Total**
Manual	93.5	71.4	80.2
Non-manual	6.5	28.7	19.8

Source: ES Supported Employment Earnings Survey 1995

3.4 Occupations

The NACEPD data does not contain information about occupation. Some indication of the manual and non-manual split is available from the Supported Employment Eearnings Survey 1995 undertaken by the ES. This contains data from local authorities and voluntary organisations representing just over 70 per cent of the disabled employees in workshops and Supported Placements. Remploy provided ES with summarised information separately on its employees within Supported Employment.

This survey has data on the manual and non-manual split of participants in Supported Employment excluding those in Remploy. Details are given in Table 3.5.

The table shows that, excluding Remploy, four-fifths of Supported Employment participants are in manual occupations. These are concentrated in workshops where 94 per cent of participants are said to be working in manual jobs, compared with 71 per cent of those in Supported Placements.

3.5 Regional spread

3.5.1 Data sources

The supply data at a regional and local level was not available from a single source, but had to be collated from a number of different sources. Before presenting the data that was available, we outline below the sources explored and issues relating to each.

Remploy
Remploy provided information on the number of workers in each of its factories, and these were aggregated up to the relevant counties and regions. Remploy also provided information on the geographical distribution, by county, for Interworkers, as at the end of April 1997.

NACEPD database
The NACEPD database was used to build up a complete picture (as far as possible) of the numbers in supported workshops, and on supported placements.

Sponsoring bodies
To overcome the lack of the geographical distribution of placements sponsored by national bodies, the two largest sponsors in terms of numbers of placements (Shaw Trust and SCOPE) were contacted directly, and both provided information on the number of placements by county, as at April 1997. Shaw Trust and SCOPE

account for around three-quarters of all placements sponsored by national and regional bodies.

ES Supported Employment Earnings Survey 1995

The Earnings Survey had data at a regional level, by individual sponsor. This information was used as a guide for the regional distribution of places sponsored by some of the other national and regional sponsoring bodies, with at least 100 placements in 1995-96.

3.5.2 Distribution by region

Details of the regional distribution of Supported Employment places are given in Table 3.7.

The table shows that the South East has the largest share of places, accounting for 15% of the total. This is followed by Scotland, the North West and Wales, each with around 11% of total places. East Anglia has the smallest share of Supported Employment places, accounting for just over 3% of the total.

Table 3.7: Regional distribution of Supported Employment places (per cent)

Region	Remploy Factories	Interwork	LA and VB workshops	Supported Placements	Total
South East	10.5	10.7	11.5	22.0	14.9
North West	15.1	12.5	4.5	10.2	11.0
Scotland	10.2	8.8	16.6	9.5	11.0
Wales	15.5	13.7	8.7	6.3	10.6
South West	5.2	7.2	17.1	11.7	10.1
Yorks & Humber	11.1	9.4	9.9	8.1	9.5
North	11.4	14.9	6.0	5.7	8.7
West Midlands	7.6	8.8	5.7	8.6	7.8
Greater London	6.4	3.7	10.6	5.8	6.6
East Midlands	6.0	5.5	4.6	8.3	6.5
East Anglia	1.1	4.8	4.7	3.8	3.2

Source: IES estimates from data supplied by Remploy, Shaw Trust and SCOPE

The distribution varies slightly by type of provision and provider. Wales has the largest proportion of workers in Remploy factories, while the North has the largest proportion of Remploy Interworkers.

Table 3.8 presents information on the actual number of places in each region.[2]

Table 3.8: Numbers of Supported Employment places by region

Region	Remploy Factories	Interwork	LA and VB workshops	Supported Placements	Total
South East	767	306	499	1,858	3,430
North West	1,108	357	196	864	2,525
Scotland	744	253	716	803	2,516
Wales	1,134	393	377	536	2,440
South West	383	206	740	988	2,317
Yorks & Humber	810	269	426	682	2,187
North	834	427	258	479	1,998
West Midlands	557	253	248	723	1,781
Greater London	469	105	459	492	1,525
East Midlands	440	158	198	700	1,496
East Anglia	79	138	205	318	750
Total	7,325	2,865	4,322	8,443	22,955

Source: IES estimates from data supplied by Remploy, Shaw Trust and SCOPE

3.5.3 Distribution by county

Having looked at the distribution of Supported Employment places by region, we now go on to look at the country distribution. (The full list of places by county is presented in Appendix C, Table C2.)

Table 3.9 shows the ten counties with the largest numbers of Supported Employment places. West Yorkshire has the largest number, accounting for just over 4% of all places in the country. The largest counties in terms of Supported Employment places

[2] These figures differ slightly from the totals presented earlier in the chapter. This is due to the different time periods the data covers. Thus, the numbers in Remploy Interwork, Remploy factories and SPS are overstated compared to the NACEPD figures for 95/96, while the numbers in LA/VB workshops are understated.

were predominantly former Metropolitan Counties, although Hampshire, Mid Glamorgan and Lancashire all appear among the top ten.

Table 3.9: Numbers of Supported Employment places by county - ten largest counties

County	Region	Total	%
West Yorkshire	YH	992	4.3
Greater Manchester	NW	987	4.3
Outer London	GL	963	4.2
Hampshire	SE	953	4.2
Tyne and Wear	N	893	3.9
West Midlands	WM	868	3.8
Strathclyde	S	831	3.6
Mid Glamorgan	W	790	3.4
Lancashire	NW	696	3.0
South Yorkshire	YH	600	2.6

Source: IES estimates from data supplied by Remploy, Shaw Trust and SCOPE

Table 3.10 shows the ten counties with the smallest number of places. They are predominantly remote rural counties in Scotland and Wales, although the large, shire counties of Bedfordshire and West Sussex also appear on the list.

Table 3.10: Numbers of Supported Employment places by county - ten smallest counties

County	Region	Total	%
Bedfordshire	SE	137	0.6
Suffolk	EA	132	0.6
Gwynedd	W	131	0.6
Highlands and Islands	S	124	0.5
South Glamorgan	W	116	0.5
Powys	W	100	0.4
West Sussex	SE	96	0.4
Dumfries and Galloway	S	59	0.3
Isle of Wight	SE	44	0.2
Borders	S	20	0.1

Source: IES estimates from data supplied by Remploy, Shaw Trust and SCOPE

3.6 Conclusions

The Supported Employment Programme is providing around 22,000 places at any given time. These are split fairly evenly between factories and workshops, and placements with host employers. Places are filled predominantly by men, and there is a split in the age distribution. Placements with host employers are taken up mainly by younger people, aged under 30, while employees in factories and workshops are predominantly those aged 40 and over. Overall, just under one-third of places are taken up by people with learning difficulties. The occupations of people in Supported Employment are largely manual jobs. The South East has the largest number of places, accounting for 15% of the total, while East Anglia has the smallest.

4. Balance of demand and supply

In this chapter we review the data on the demand for Supported Employment and the supply of Supported Employment places presented in the two previous chapters, and examine the extent to which the supply of places matches the demand at a regional level.

4.1 The balance of demand and supply at a national level

In chapter 2 we developed our estimates of the additional demand for Supported Employment, and produced the following three figures:

- 40,000 based on the narrow estimate
- 74,000 based on the medium estimate and
- 179,000 based on the broad estimate.

Chapter 3 presented information on the current supply of Supported Employment places, which totalled around 22,000 in 1995-1996.

Thus, the narrow estimate of the demand for Supported Employment suggests that there are twice as many people eligible for Supported Employment and actively seeking work as there are currently in the Programme. The medium estimate is over three times as high as the current supply of places, and the broad estimate is over eight times as high as current supply.

4.1.1 Gender

Chapter 2 showed that demand for Supported Employment was likely to be higher amongst males. The breakdown by sex of those actually in Supported Employment indicates that places are taken up by far more men than women, with over two-thirds of places being filled by men.

4.1.2 Age

The estimates show that demand for Supported Employment is likely to be highest amongst those aged between 16 and 24, and between 45 and 54. However, this older group is more significant in numerical terms, as the younger age group accounts for only 10% of all disabled people of working age, while those aged between 45 and 54 account for over a quarter of the total.

The age breakdown of those in Supported Employment shows a split between placements with host employers, which are mainly filled by people aged below 30, and employees in factories or workshops, who were predominantly aged 40 or over.

Evidence from the case studies suggested that younger people do not generally appear on DEAs' caseloads as requiring Supported Employment because there are often other options available such as training or college courses. The DEAs felt that demand is greatest from those people in their late 20s and in their 30s.

4.1.3 Type of disabilities

Appendix A indicated that the potential demand for Supported Employment was greatest amongst those people with learning difficulties. The data on supply indicates that just under a third of places are taken up by people with learning difficulties. This was also confirmed by the case studies. The majority of the DEAs suggested that people with learning difficulties need more support and so find it much harder to obtain open employment than people with other types of disabilities.

4.1.4 Occupations

This was an area where it was particularly difficult to estimate the balance of demand and support because detailed data on the occupations of those in Supported Employment was not available. The information we were able to gather suggested that provision is dominated by low skilled manual and clerical occupations. This was also confirmed by the case studies, where demand also seemed to be concentrated in these occupations.

Those individuals who met the 30% to 80% productivity criteria, but were working in open employment, had a larger proportion in higher level occupations compared with those actually in Supported Employment and the former occupations of those currently not working.

4.2 The balance of demand and supply at a regional level

Table 4.1 shows the three estimates of additional potential demand, over and above the current supply of places, as a proportion of the current supply for the different regions.

Table 4.1: Additional demand for Supported Employment places and current supply by region

	Current Supply	Additional demand for SE-Narrow	% of current supply	Additional demand for SE-Medium	% of current supply	Additional demand for SE-Broad	% of current supply
GB	22,955	39,870	174	73,460	320	178,980	780
Wales	2,440	2,730	112	4,950	203	12,080	495
South West	2,317	3,070	132	5,650	244	13,790	595
North	1,998	2,710	136	4,930	247	12,020	602
Scotland	2,516	3,970	158	7,230	287	17,680	703
South East	3,430	5,890	172	10,960	320	26,810	782
East Midlands	1,496	2,590	173	4,820	322	11,810	789
Yorks & Humber	2,187	3,980	182	7,390	338	18,080	827
East Anglia	740	1,360	184	2,510	339	6,100	824
North West	2,525	5,190	206	9,560	379	23,330	924
West Midlands	1,781	4,000	225	7,340	412	17,880	1,004
London	1,525	4,380	287	8,120	532	19,400	1,272

Source: IES estimates from DfEE Disability Survey 1996, and data supplied by Remploy, Shaw Trust and SCOPE

Looking at the narrow estimate of potential demand - people who meet the eligibility criteria and are unemployed and actively seeking work - Table 4.1 shows that the supply of places would need to increase by at least 100% in each region to meet this demand. This varies from an 112% increase in Wales, to an increase of 287% in Greater London.

4.3 The balance of demand and supply at a county level

Following on from the regional analysis of the balance between supply and demand for Supported Employment, the analysis is now repeated at a county level.

Table 4.2 shows the additional potential demand, over and above the current supply of places, as a proportion of the current supply for ten counties with the smallest relative additional demand, and the ten with the largest. The positions of the counties are very similar to those in the previous table. That is, in those counties with a concentration of supply of places, the additional potential demand is relatively smaller.

Table 4.2: Additional demand for Supported Employment places and current supply by county (selected counties)

	Current Supply	Additional demand for SE-Narrow	% of current supply	Additional demand for SE-Medium	% of current supply	Additional demand for SE-Broad	% of current supply
Fife	411	240	58	435	106	1084	264
West Glamorgan	453	333	74	600	132	1418	313
Powys	100	85	85	143	143	347	347
Mid Glamorgan	790	675	86	1222	155	3019	382
Gloucestershire	354	327	92	616	174	1515	428
Northamptonshire	268	255	95	486	181	1196	446
Hampshire	953	927	97	1683	177	4142	435
Tayside	249	245	99	437	175	1063	427
Grampian	262	265	101	474	181	1151	439
East Sussex	385	410	107	803	209	1956	508
Humberside	287	740	258	1369	477	3403	1186
Kent	340	879	259	1637	481	4040	1188
Outer London	963	2500	260	4601	478	11008	1143
Leicestershire	208	597	287	1109	533	2773	1333
Suffolk	132	405	307	728	552	1794	1359
Borders	20	62	308	103	514	252	1261
South Glamorgan	116	358	309	667	575	1643	1416
Inner London	562	1876	334	3520	626	8391	1493
Essex	269	968	360	1804	671	4410	1639
West Sussex	96	349	364	637	664	1553	1618

Source: IES estimates from DfEE Disability Survey 1996, and data supplied by Remploy, Shaw Trust and SCOPE

4.4 Conclusion

Overall, the potential additional demand for Supported Employment outstrips the current supply of places by almost twofold, using the narrow estimate of potential demand. Using the broad estimate there are potentially 180,000 who could be in Supported Employment, compared with only 22,000 places. Although around 3,000 placements a year become available through people leaving the Programme, this can in no way match the maximum potential demand.

Men have a greater potential demand for Supported Employment, and they also have a greater share of the places available. Whilst demand is likely to be highest among the youngest age group (16 to

24 year olds) and those aged between 45 and 54, places are predominantly filled by people in their 30s and 40s.

Demand is estimated to be the greatest amongst people with learning difficulties and it is people with these disabilities that have the greatest share of places.

By region, it is estimated that Wales has the closest match of supply and demand, followed by the North and Scotland. Greater London has the biggest mismatch. There is considerable variation by county in terms of the balance between supply and demand, although those counties with the closest match are predominantly in Wales and Scotland.

5. Future demand for Supported Employment

Having looked at current levels of demand for and supply of Supported Employment, and the balance between the two, this chapter looks at how the demand for Supported Employment is likely to change in the future.

The key determinants of the demand for Supported Employment are the size of the population of people with disabilities, and their characteristics, particularly in terms of age and type of disability. Thus, changes in the numbers and characteristics of people with disabilities will affect the demand for Supported Employment. However, we saw in chapter 2 that the information on types of disability contained in the Disability Survey was not in a compatible format with that from the LFS to be used in the analysis. The data on disability from the Disability Survey was recorded in a multiple response format, with respondents able to list as many problems as affected them, and so to use the eligibility rates for each type of disability would lead to ‘double counting’ and thus produce erroneously high estimates of the eligible populations. As a result, the forecasting exercise had to be based solely on the age profile of people with disabilities and does not forecast the types of disabilities that are likely to increase.

5.1 National projections

The starting point for projections of the demand for Supported Employment is the working age population projections produced by the Office for National Statistics (ONS). The projected population changes by age for Great Britain between 1996 and 2001 are presented in Table 5.1.

Table 5.1: Projected changes in the working age population

	1996	2001	Change	% change
16-24	6,353,500	6,332,900	-20,600	-0.3
25-34	9,080,900	8,112,400	-968,500	-10.7
35-44	7,850,000	8,816,000	966,000	12.3
45-54	7,395,800	7,639,800	244,000	3.3
55-64	4,228,600	4,646,300	417,700	9.9
All 16-64	34,908,800	35,547,400	638,600	1.8

Source: Office for National Statistics (NOMIS) © Crown copyright

The table shows that the overall working age population is expected to grow by 1.8% over the five years to 2001, although there is considerable variation in the changes by age group. The younger working age population is expected to fall, particularly those aged between 25 and 34, where the drop is predicted to be almost 11%. The largest increases are expected in the 35 to 44 year age band, and in those aged 55 and over.

The next stage is to apply the population growth rates for each age band to the numbers of people in each band who we have estimated to be eligible for Supported Employment, in order to produce forecasts for the eligible population in the year 2001. Again, we have used the three different estimates of the eligible population as in the previous chapters:

- the **narrow estimate** - this is based on the proportion of people responding to the survey who self-assessed their productivity as between 30% and 80% of the output of a non-disabled person, and who were unemployed and actively seeking work;

- the **medium estimate** - this is based on the narrow estimate, plus those people with the same characteristics as individuals who were in Supported Employment but who do not assess their productivity as being lower than that of a non-disabled person, and who are unemployed and actively seeking work;

- the **broad estimate** - this is based on the medium estimate, plus those who meet the productivity criteria, or have the same characteristics as individuals in Supported Employment, who are inactive but who may rejoin the labour market ie students, those looking after the family or home, or those temporarily not working due to illness.

Table 5.2 shows the projected increases for the three estimates of the eligible population.

According to the narrow definition of eligibility, demand for Supported Employment is projected to increase by 4.6% between 1996 and 2001. This is above the 1.8% increase projected for the

Table 5.2: Projected changes in demand for Supported Employment

	1996	**2001**	**Change**	**% change**
Narrow	39,860	41,700	1,840	4.6
Medium	73,470	76,120	2,650	3.6
Broad	178,970	186,440	7,470	4.2

Source: Office for National Statistics (NOMIS) © Crown copyright working age population. Appendix A, Table A3, shows that the age profile of people in the narrow definition of eligibility was markedly less concentrated among those aged between 25 and 34, the age group which is expected to experience the largest decrease in numbers between 1996 and 2001. Projected increases in demand are less marked for the medium and broad definitions of eligibility, as the age profile changes and becomes rather more concentrated among the younger age groups, those aged under 35. Thus, if we use the broad definition of eligibility, and assume that all those who are currently not working decide to return to work, the demand for Supported Employment places would increase by just under 7,500 to stand at just under 186,500.

The case studies revealed that most DEAs and PACT managers had witnesses little change over the previous two or three years in relation to demand and could not predict how demand was likely to change, if at all, in the future. As shown in chapter 6, DEAs did not approach Supported Employment in terms of a traditional demand and supply relationship. Demand was controlled by the supply of places: the more places that were provided, the more people they could find to fill them. However, we feel we have made some attempt to tackle this using the three differing estimates for demand.

5.2 Regional projections

A similar exercise was undertaken for each region of Great Britain to obtain regional forecasts for changes in the demand for Supported Employment. Percentage changes in population by age band are available for each region from the ONS population projections. These percentage changes were then applied to our estimates of the eligible population for each region.

Table 5.3 shows the projected increases in demand for Supported Employment by region, for each estimate of the eligible population. The table shows that the largest increases in demand are expected in Greater London and in East Anglia, while the smallest increases are projected for Scotland and the West Midlands. Chapter 5 shows that London was the region with the greatest shortfall in the supply of Supported Employment places, while the supply in Scotland was more balanced with the level of demand.

Thus, the analysis suggests that not only does London need the largest increase in current provision to redress the current balance between supply and demand, it will also need the largest increases in supply in the future to keep pace with rising demand. By contrast, the situation in Scotland is the reverse, with current balanced provision of places coupled with small projected increases in demand for Supported Employment.

Table 5.3: Projected percentage increases in demand for Supported Employment by region, 1996-2001

	Narrow	Medium	Broad
Base	4.6	3.6	4.2
Northern	4.3	3.3	3.9
Yorks & Humber	4.1	3.0	3.6
East Anglia	4.8	3.9	4.3
London	6.9	5.5	6.5
South East (excl London)	4.4	3.3	3.9
South West	5.2	4.3	4.8
West Midlands	3.3	2.4	3.0
North West	3.9	2.9	3.6
Wales	4.0	3.3	3.8
Scotland	3.1	2.1	2.4

Source: IES calculations from ONS Population Projections 1996-2001 and DfEE Disability Survey 1996

5.3 Local level projections

One of the aims of the project was to devise a model for estimating local demand that could be built up to show regional and national demand. However, local based forecasting is likely to be problematical in terms of accuracy because any errors in forecasting at a local level will be amplified as the data is aggregated to regional and national levels.

An alternative would be to go through the same process as for the national and regional data, but using county level data to estimate likely changes in demand for Supported Employment for each county. The results of this exercise are shown in Table 5.4, which presents the changes in demand for Supported Employment for the ten counties with the largest projected increases in demand, and the ten with the smallest projected increases. (The full list of changes in demand by county is presented in Appendix C.)

The county patterns to some extent match the regional patterns, with large increases in demand for Supported Employment expected in Cambridgeshire in East Anglia, and in London. However, Grampian is expected to experience a large increase in demand for places, despite Scotland having the lowest projected demand of all the regions, due to an increase in the population overall in Grampian, compared to projected population falls in most other Scottish regions.

Table 5.4: Projected percentage increases in demand for Supported Employment by county, 1996-2001 (selected counties)

	Narrow	Medium	Broad
Cambridgeshire	9.2	8.0	8.4
Bedfordshire	7.4	6.2	7.1
Outer London	6.8	5.5	6.5
Inner London	6.8	5.2	6.3
Wiltshire	6.7	5.3	5.6
Northamptonshire	6.5	5.4	6.1
Buckinghamshire	6.3	5.3	5.8
Powys	6.3	6.2	6.4
Grampian	6.3	5.3	5.4
Berkshire	6.3	4.9	5.4
Kent	2.6	1.7	2.1
West Glamorgan	2.6	1.9	2.5
Surrey	2.4	1.3	2.0
Gwynedd	2.0	1.4	1.8
Hereford & Worcester	2.0	1.6	1.5
Central	2.0	1.0	1.4
Isle of Wight	1.9	2.4	2.5
Essex	1.8	1.2	1.2
Strathclyde	1.5	0.4	0.8
Warwickshire	1.2	0.6	0.8

Source: IES calculations from ONS Population Projections 1996-2001 and DfEE Disability Survey 1996

The patterns at the bottom end to some extent match the regional patterns, and small increases in demand are projected for Strathclyde, and Warwickshire in the West Midlands.

5.4 Modelling by type of disability

Ideally, the model should incorporate changes by type of disability. However, as mentioned in the introduction to this chapter, there were incompatibilities in the data between the DfEE Disability Survey and the Labour Force Survey, the main source of information on the number of people with particular types of disability in the population. In the case studies, the DEAs could not predict how demand was likely to change by particular types of disability. Furthermore, analysis of recent trends in the number of people with particular types of disability from the Labour Force

Survey shows very large changes over relatively short periods of time. Thus, between Summer 1996 and Winter 1996/97, the number of people with mental illness problems increased by 14%, while the number of people with skin conditions or allergies decreased by 5%. To extrapolate these trends over a five year period is likely to lead to very misleading conclusions. Because of the problems and incompatibilities with the data sources, it was felt that it would be unreliable to try to model changes in demand for Supported Employment by type of disability.

5.5 Conclusions

At the outset of the project, the intention was to look at the possibility of building a forecasting model that would work at a local level. However, given that estimates of demand could only be made at a national level from the DfEE Disability Survey, a national model was adopted which was disaggregated to a regional and county level.

The model uses national projections of population by age combined with our estimates of the eligible population by age band. It would have been preferable to take into account types of disability amongst the eligible group but this proved difficult to model because of incompatibilities in the data.

On the basis of age related population projections, we estimated that the demand for Supported Employment is likely to grow by around 4% between 1996 and 2001, depending on the definition of eligibility. At the regional level, the largest increases are expected in Greater London and East Anglia, while the smallest increases are projected for Scotland and the West Midlands.

6. Conclusions

6.1 Overall demand and supply

The main aim of this project was to assess the balance of demand and supply. From the estimates made, there is a substantial potential demand for Supported Employment, over and above the current supply of places.

If estimates are based on the **narrow definition** of potential demand, including only those who self-assess their productivity to be between 30% and 80% of that of a non-disabled person doing the same work, and who are unemployed and actively seeking work, the potential additional demand is likely to be 40,000 places. If this definition is broadened to the **medium estimate**, to include those whose disability and its effect on their ability to work may make them eligible for Supported Employment and who are unemployed and actively seeking work, the potential additional demand is likely to be 74,000 places. Using the **broad estimate** of those who are inactive, but who may seek work in the future, the potential additional demand could stand at 179,000. This compares with the current supply of around 22,000 Supported Employment places.

6.2 Balance by sex

There are a number of imbalances in terms of sex, age and occupation between demand and support. Potential demand is higher for males than females, and over two-thirds of places are taken up by males. Thus the current balance of supply in terms of gender matches the potential demand for places by women were: women were more able to get into open employment; the jobs offered in Supported Employment were perceived by women as being less suitable; or that not as many women apply for Supported Employment as men.

6.3 Balance by age

The estimates suggest that there may be some imbalance by age. Potential demand is likely to be greatest amongst people with disabilities in the youngest age groups, those aged under 25, and among those aged between 45 and 54. Data on supply show that workshop and factory places are predominantly filled by people aged 40 and over, while placements with hosts were more likely to be filled by those aged under 30.

6.4 Balance by occupation

Although comprehensive data on the occupations of those in Supported Employment was not available, the evidence we did collect pointed towards a concentration in lower skilled jobs. The estimates of demand seem to match this supply as it also seemed to be concentrated in lower skilled occupations. There are a number of factors at work here. Admittedly, a number of the DEAs said that many of the people applying for Supported Employment, and especially people with learning difficulties, were looking for lower skilled jobs. This would appear to be borne out by the data. However, the estimates of occupational demand are based on the types of jobs people with disabilities have previously had, or are now doing, under Supported Employment. They are not based on what the potentially eligible population would want to do. Thus, estimates of demand in terms of occupations are influenced by supply. Unfortunately, there is no means of assessing the difference between what the eligible population have done and what they want to do.

There was also a small proportion of people looking for Supported Employment in higher skilled jobs. All DEAs had one or two examples of people wanting higher level jobs. Low skilled jobs suitable for Supported Employment, however, were becoming harder to find with the increased pressures on the private and public sector to be more efficient. In general, jobs now require multi-skilling and flexibility. These are attributes which many people looking for Supported Employment do not have, particularly those with learning difficulties.

6.5 Improved progression

The pressure of excess demand over available places was unlikely to be eased by improvements in progression. Even if improvements could be achieved, these are likely to be fairly small because of the nature of the disabilities of people in Supported Employment.

6.6 Regional balance of demand and supply

There were regional variations in the balance in demand and supply, with some regions being much closer to meeting demand than others. In particular, Wales, the North and Scotland appear to have a closer balance between the supply of places, and likely current and future demand. By contrast, Greater London, the West Midlands and East Anglia appear to have the greatest mismatch between supply and demand.

Appendix A. Estimating demand for Supported Employment

This appendix focuses on establishing the likely proportion of disabled people who could be eligible for Supported Employment and potentially would be interested in a place.

In order to assess the numbers of people in the working age population who could be eligible for Supported Employment, there were a number of key groups to be identified. These are:

- the proportion of working age population with a disability;
- the numbers currently in Supported Employment;
- the potentially eligible who do not want to work;
- the potentially eligible who are in open employment;
- the potentially eligible not in Supported Employment but who want to work;
- the numbers flowing out of Supported Employment.

In the following sections we estimate the size of these groups using information from the Disability Survey in the main, but supported by data from the LFS.

Data from the Disability Survey used in this appendix refers to respondents who are compatible with the LFS definition of disability, ie people with a disability or health problem that limits the amount of work they can do and which is expected to last for a year or more. There were 1,264 respondents who were disabled according to the LFS definition.

A.1 Proportion of working age population with a disability or health problem

Both the LFS and the Disability Survey contain information on the proportion of the working age population with a disability or health problem.

The Disability Survey involved a sift survey of approximately 26,000 households to identify people with a disability among the working age population, to build up the sample of people with disabilities for the main survey. Some households included in the sample were screened out, either because they were obviously vacant or non-residential; there was no contact after at least four calls; the residents refused to participate; or there was no one of working age in the household. In total, some 12,700 households, containing 24,700 individuals, were screened during the sift part of the survey.

Of the 24,700 individuals of working age interviewed as part of the sift survey, 4,230 had a disability or health problem which had lasted one year or more, representing 17% of all individuals. Of the 4,230 people with a long-term health problem, 2,825 said that their impairment had a substantial effect on their ability to carry out normal day-to-day activities, and this group represents 11.4% of all individuals covered in the sift survey.

The latest figures from the Labour Force Survey (Summer 1996) show that 5.45 million people had a health problem or disability which affected the kind of amount of paid work they could do, out of the total working age population of 34.6 million. Of these, 5.04 million said that their health problem or disability had lasted for at least a year. Thus according to the LFS, 14.6% of working age people have a long-term health problem or disability lasting (or expected to last) for more than a year.

A.2 Eligibility for and involvement in Supported Employment

Having looked at the proportion of people with disabilities in the working age population, we now go on to look at the productivity of the working age population, a key criterion for eligibility for Supported Employment and the characteristics of those in Supported Employment.

A.2.1 Productivity of disabled working age population

The eligibility criteria for Supported Employment are based on an individual having a level of productivity of between 30% and 80% of the output of a person without a health problem or disability doing the same or similar work, and not being able to obtain and hold down a job in open employment.

The Disability Survey asked individuals who were able to work, or expected to work either now or in the future, (908) the ways in which their disability or health problem affected the kind or amount of paid work they may be able to do. 246 respondents, or 27%, said that their disability or health problem made them less productive that they would be without it. This represents 19% of all working age people with a disability according to the LFS definition.

These respondents were then asked to assess what their level of productivity would be, and 90 responded that they could do between 30% and 80-% of the work that someone without a health problem or disability could do. These 90 individuals represent some 7% of working age people with disabilities.

A.2.2 Those in Supported Employment

Turning now to the numbers of people actually in Supported Employment, the survey asked the following two questions about Supported Employment:

> Are you working in Supported or Sheltered Employment? Note to interviewer (always explain as follows to the respondent, EVEN IF NO CLARIFICATION IS REQUESTED): Supported and Sheltered Employment are terms in common use to describe a variety of employment provision for severely disabled people who can work but who are unlikely, because of their limited productivity, to get and keep jobs in open employment without some support. Employment is in supported placements with firms, or in special workshops or factories. It is important to distinguish Supported or Sheltered Employment where a severely disabled person is earning a wage on the one hand (this may be a very small wage), from therapeutic employment or day care on the other.
>
> If you are in Supported or Sheltered Employment, what kind of organisation are you employed by? (Interviewer note: Supported or Sheltered Employment is sponsored through voluntary bodies and charities, local authorities and Remploy [a government-sponsored private company. Interwork is Remploy's supported placement initiative.)
>
> Remploy factory
> Supported or sheltered workshop
> Interwork placement or supported or sheltered placement in an ordinary firm
> Private supported employment agency
> Some other kind of organisation

A total of 14 respondents indicated that they were working in Supported or Sheltered Employment. However, when looking more closely at the characteristics of these individuals, it appeared that two of them may not have been in receipt of ES funding for a Supported Employment place. One of these individuals responded that they were employed by 'some other kind of organisation; without specifying further what kind of organisation, and the other responded that they were on a temporary, seasonal contract with training and working 12 hours per week with some shifts - employment patterns not usually associated with Supported Employment places.

Looking now in more detail at the 12 respondents who were felt to be in receipt of ES funding for Supported Employment places, only two of these assessed their productivity to be between 30% and 80% of someone without a disability or health problem, and eight said that their problem affected their ability to work in ways other than reducing their productivity. Examples given included difficulty in doing heavy physical work or lifting, which applied to people with disabilities affecting their back, arms heart, blood pressure or circulation, help needed to carry out the job, mentioned by people with a learning or visual impairment; travel to work difficulties and restrictions in driving, mentioned by people with visual impairments and people with epilepsy; inability to work in dusty or noisy environments, affecting people with chest or breathing difficulties such as asthma or bronchitis.

A.2.3 Types of provision and occupations of those in Supported Employment

The Disability Survey also provides data on the types of provision and occupations of those in Supported Employment. As only a very small number of respondents in the survey were in Supported Employment, the results are indicative of the respondents to the survey, not representative of all people in Supported Employment.

Looking first at the different types of Supported Employment, two were working in Remploy factories, five were in supported workshops, and five were in Interwork or supported placements with host firms.

The occupations of those in Supported Employment were concentrated in manual occupations, and at the lower end of the occupational scale. Three respondents said they were in the low-level 'other occupations' category, such as cleaners and domestics, while two worked as plant and machine operatives, and three were in craft and related jobs. Among the non-manual occupations, two respondents worked in clerical and secretarial jobs, and in the higher level non-manual occupations. One respondent said they were in an associate professional position, and one said they worked as a manager or administrator.

A.3 The potentially eligible not in Supported Employment

A.3.1 The total pool

We now go on to develop a picture of the total pool of people likely to be eligible for Supported Employment and likely to demand such provision. Figure A.1 illustrates this.

The first step is to look at those individuals who claimed that their health problem made them less productive compared with a non-disabled person doing the same or similar work. There were a total of 246 such individuals in the Disability Survey (top row of Figure A.1).

Of the individuals who claimed their productivity was reduced, 121 claimed that their productivity was 80% or more of that of a non-disabled person, 90 claimed that their productivity was between 30% and 80% of that of a non-disabled person and 35 said that productivity was below 30% (second row in Figure A.1).

The third row of Figure A.1 looks at the number of people in the Disability Survey who were actually in supported Employment. This shows that there were two individuals whose productivity was 80% or more of that of a non-disabled person, two individuals whose productivity was between 30% and 80% of that of a non-disabled person, and eight individuals who said that their disability affected their ability to work in a way other than reducing their productivity.

Looking firstly at those individuals who said that their productivity was between 30% and 80% of that of a non-disabled person, there are 88 such individuals who were not in Supported Employment but who would potentially be eligible for Supported Employment (fourth row, middle column of Figure A.1).

Looking now at the eight respondents who were in Supported Employment who said that their problem affected their ability to work but did not indicate that their productivity was lower than someone without a health problem, we reported on their disabilities and the effects on their ability to work in section 2.2.2. To build up the wider group of such people not in Supported Employment but who may potentially be eligible for it, we undertook two steps:

- firstly we looked at the numbers of respondents who were not in Supported Employment but had similar characteristics in terms of their disabilities and the effect on their ability to work; and
- secondly we took into consideration the severity of the impairments by looking at the individuals' scores on the combined severity scales. These severity scales were developed by OPCS as an objective measure of the severity of a disability or health problem, based on the effects on certain day-to-day activities[1]. However, we took as a minimum cut-

[1] The conceptual framework underlying these scales, and the methodology of their construction are described in detail in: Martin J, Meltzer H and Elliot D, The prevalence of disability among adults, OPCS surveys of disability in Great Britain, Report 1, London HMSO, 1988.

off point the mean combined severity score for those people whose productivity level was between 30% to 80%. This minimum severity score was four.

Thus, the wider groups consisted of those people who, in comparison with each of our individuals listed above in section A.2.2, matched both the type of disability and the effects on ability to do work, and whose combined severity score was at least as high as that of the individual, or the mean combined severity score of four, whichever was highest.

In total, this group consisted of 69 individuals (fourth row, far column of Figure A.1), with the largest group being those with mobility problems who found it difficult to do jobs involving heavy work or lifting.

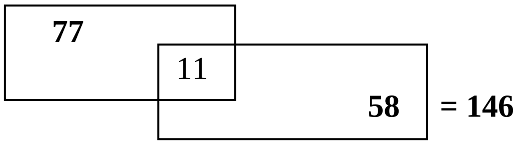
There was some overlap between this group and the group of respondents who indicated that their productivity fell between the 30%and 80% criteria (excluding the two in Supported Employment). Thus there were 58 individuals who said that their productivity was not reduced in comparison with a non-disabled person but who had the same type of disability and effects on ability to do work as the group of eight individuals in Supported Employment who did not claim that their productivity was reduced. In addition, there were a further 11 individuals who matched the type of disability and the effects on ability to do work of this group of eight individuals in Supported Employment, and who also claimed that their level of productivity was between 30% and 80% of that of a non-disabled person (bottom row of Figure A.1).

This, the data from the Disability Survey suggests that there were 146 individuals in the survey who may potentially be eligible for Supported Employment, in addition to the 12 individuals who were actually working in Supported Employment.

Figure A.1: Eligibility for Supported Employment

Disability makes respondent less productive		**246**		
Level of productivity	**80% +** **121**	**30% to 80%** **90**		
In SEP	**80% +** **2**	**30% to 80%** **2**	30%-80%	**Effects other than reducing productivity** **8**
				same characteristics
Not in SEP		**88**		**69**

Potentially eligible



Source: DfEE Disability Survey 1996

A.3.2 Potentially eligible people who do not want to work

Having identified the groups of individuals who may potentially be eligible for Supported Employment, we now go on to examine their labour market status to assess how many would not express a demand for Supported Employment, either because they do not want to work, or because they are in open employment.

Of the 146 people potentially eligible for Supported Employment, 37 said that they were economically inactive, ie not working or looking for work, and of these, 20 said that this was because they were long-term sick or disabled, or because they were retired from paid work. These individuals can therefore be excluded from the eligible population as they would not want employment.

The remainder of the economically inactive group were either full-time student, looking after the family or home or not working because they were temporarily sick or injured and these individuals may seek work in the future.

A.3.3 Potentially eligible people in open employment

The second group who would be excluded from the eligible population for Supported Employment are those individuals in the potentially eligible group who are working in open employment.

Of the 126 people potentially eligible for Supported Employment and who may want to work, 81 said that they were working as an employee or were self-employed. These individuals can therefore be excluded from the eligible population for Supported Employment as they are already in open employment.

The occupational profile of those potentially eligible for Supported Employment but in open employment was more concentrated at the higher end of the scale than that of those actually in Supported Employment. The most common occupations were clerical and secretarial jobs (17 respondents) and craft and skilled manual jobs (13 respondents). There were 18 respondents working semi-skilled and unskilled manual jobs; while at the top of the occupational scale, 13 respondents were working in managerial or professional positions.

A.3.4 Potentially eligible, not working but may want to

Once those already working in open employment, and those who are unable or not wanting to work, are removed from the pool of potentially eligible, we are left with 45 respondents. These comprise:

- 25 respondents who were unemployed and actively seeking work;
- 17 respondents who were economically inactive but may seek work in the future, eg students, people looking after the family or home, and people temporarily sick or injured;
- two respondents who were on a government training scheme; and
- one respondent who was temporarily laid off from work.

Table A.2: Occupations of those in Supported Employment or likely to demand Supported Employment

SOC group	Occupations of respondents in SE (%)	Past occupations of respondents likely to demand SE (%)
1. Managers and administrators	8	8
2. Professional occupations	0	0
3. Associate professional & technical occupations	8	5
4. Clerical and secretarial occupations	17	10
5. Craft and related occupations	25	21
6. Personal & protective service occupations	0	5
7. Sales occupations	0	5
8. Plant and machine operatives	17	23
9. Other occupations	25	18
N =	12	39

Source: IES estimates from DfEE Disability Survey 1996

The Disability Survey collected data on some aspects of work history and found that a number of this group had worked in the past although they were now out of work. 39 of the 45 provided details of previous occupation, either as an employee or self-employed. Of these the most common occupations were semi-skilled and unskilled manual jobs (16 respondents), and craft and skilled manual jobs (eight respondents). Clerical and secretarial jobs accounted for four respondents. At the top of the occupational scale, five respondents had worked in managerial or associate professional positions. Table A.2 looks at the spread of occupations for this remaining group and those in Supported Employment.

A.4 The total eligible population

We saw above that there were 146 people who were potentially eligible for Supported Employment. This was either because they assessed their productivity to be between 30% and 80% of that of someone without a health problem or disability, or because their health problem was as severe, and affected their ability to work in the same way, as individuals in the survey who were in Supported Employment. However, 20 of these were economically inactive and unlikely to look for work, and 81 were already in open employment.

Thus, in the Disability Survey there were 45 people who were defined to be eligible for Supported Employment over and above the numbers already in Supported Employment, made up of the following groups:

- 14 individuals who self-assessed their productivity to be between 30% and 80% of a non-disabled person and were unemployed and actively seeking work.

- 11 individuals who had the same disabilities, which were at least as severe and which affected their ability to work in the same way, as people in Supported Employment, and were actively seeking work.

- 9 individuals who self-assessed their productivity to be between 30% and 80% of a non-disabled person and were economically inactive, temporarily laid off from work, or on a government training scheme, but may seek work in the future.

- 11 individuals who had the same disabilities, which were at least as severe and which affected their ability to work in the same way, as people in Supported Employment, and were economically inactive temporarily laid off from work or on a government training scheme but may seek work in the future.

Looking at these groups, and the respondents who report they are in Supported Employment, in more detail, the results presented below refer to re-weighted data from the Disability Survey. The survey deliberately over-sampled economically active individuals, and to allow comparisons with the population of people with disabilities overall, the survey data was re-weighted to ensure that the breakdown between the economically active and inactive in the survey is the same as the breakdown from the relevant quarter of the Labour Force Survey (Summer 1996).

Looking first at those individuals who report that they are in Supported Employment (12 respondents), these comprise 0.7% of all people with disabilities in the population. This estimated proportion is substantially higher than that derived from the national figures for the supply of Supported Employment places and the total disabled population from the LFS. We shall see below that there are around 22,000 Supported Employment places currently supplied, which represent 0.4% of the total disabled population from the LFS. This suggests that the Disability Survey has over-sampled participants in Supported Employment. However, when dealing with such small numbers, this apparent over-sampling may be accounted for by a very low number of respondents.

Looking now at the potential demand for Supported Employment, for the purposes of the analysis the four categories have been grouped together into three estimates for the proportion of people with disabilities who are eligible for Supported Employment and may potentially express a demand for it.

We built up a **narrow estimate** of potential demand for Supported Employment, which consisted of those people who felt they were less productive than a non-disabled person, and were unemployed and actively seeking work. This comprises of 14 respondents, and accounts for 0.8% of all people with disabilities in the population.

A **medium estimate** of potential demand was developed, which included those individuals in the narrow estimate, plus those whose productivity was not lower but who may nevertheless be eligible for Supported Employment, and who were unemployed and actively seeking work (25 respondents in total), and accounts for 1.5% of all people with disabilities in the population.

Finally, our **broad estimate** of potential demand includes everyone in the medium estimate, plus all individuals who may be eligible for Supported Employment, and who may seek work in the future but were inactive at the time of the survey. This third group consists of all eligible individuals (45), and accounts for 3.5% of all people with disabilities in the population.

A.5 Characteristics of eligible population not in Supported Employment

Having defined these three eligible groups, the characteristics of eligible people in terms of age and type of disability can be examined in relation to the total disabled population.

Table A.3 presents these groups as a proportion of people with disabilities by age group. The table shows that eligibility for Supported Employment is highest amongst the youngest age group (those aged between 16 and 24) and lowest amongst those aged between 25 and 34, and for the oldest group (those aged 55 and over).

The high proportion of eligible people in the youngest age group is a reflection of the high unemployment rate among this group, and also the high proportion who are inactive but may enter the labour market, eg students. Thus, 36% of 16 to 24 year olds in the Disability Survey were eight unemployed and actively seeking work, or inactive but may seek work in the future, compared with 27% of 25 to 34 year olds, and only 13% of those aged 55 and over. The low proportion of people aged between 25 and 34 who are eligible for Supported Employment is due to a combination of: smaller proportions of respondents meeting the productivity criteria, or matching the characteristics of individuals in Supported Employment, than in the other age groups; and lower than average incidences of actively seeking work, or possibly seeking work in the future, among those that were potentially eligible for Supported Employment.

Table A.3: People eligible for Supported Employment as a percentage of all people with disabilities - by age (weighted data)

	Narrow	**Medium**	**Broad**
16 to 24	1.2	2.5	7.2
25 to 34	0.3	1.0	1.6
35 to 44	0.8	1.4	3.5
45 to 54	1.2	2.0	4.6
55 to 64	0.5	0.8	2.2
All ages	0.5	0.8	2.2

Source: IES estimates from DfEE Disability Survey 1996

Table A.4 shows the proportion of people with each type of disability who fall into the three eligible groups. It shows that eligibility for Supported Employment, according to the broad definitions, is highest among people with specific or severe learning difficulties[1] , although important points to note are:

- Some of the rows are based on very small cell sizes, particularly: speech impediment, severe disfigurement, specific learning difficulties, and severe learning difficulties.

- Respondents could report more than one type of disability, and so the table may indicate some disabilities which may not be the main reason for eligibility for Supported Employment, eg

[1] Specific learning difficulties include dyslexia and dyscalcula.

speech impediment or severe disfigurement, where the individuals has multiple disabilities.

- As the definition of eligibility becomes broader, it may be the case that no new individuals with a particular type of disability enter the eligible group. Thus, looking at people with diabetes, there are some individuals who fall into the narrow definition of eligibility (ie meet the productivity criteria and are actively seeking work) although there are no individuals who become eligible for the medium definition as the group is expanded to include those who share the same characteristics as individuals in Supported Employment and are actively seeking work. Similarly, there are some individuals with visual problems who fall into the medium definition of eligibility, but as this group is expanded to include people who are inactive but may seek work in the future, there are no new people with visual problems who become eligible in the broader group.

Table A.4: People eligible for Supported Employment as a percentage of all people with disabilities - by type of disability (weighted data)

	Narrow	Medium	Broad	N=
Problems with arms or hands	0.5	2.2	5.5	276
Problems with legs or feet	1.1	2.3	3.6	350
Problems with back or neck	0.5	1.6	5.0	426
Difficulty in seeing	0.0	1.0	1.0	74
Difficulty in hearing	0.0	0.0	1.9	74
Speech impairment	3.4	3.4	3.4	22
Severe disfigurement	0.0	7.0	7.0	11
Skin conditions, allergies	0.7	0.7	3.5	102
Chest or breathing problems	0.5	1.0	3.7	288
Heart, blood pressure or circulation problems	1.0	1.7	5.2	223
Stomach, liver, kidney or digestive problems	0.5	0.5	3.0	145
Diabetes	2.1	2.1	4.1	70
Depression, bad nerves, anxiety	2.4	2.4	7.0	153
Epilepsy	0.0	1.5	1.5	50
Specific learning difficulties	6.3	9.5	18.7	23
Severe learning difficulties	0.0	0.0	15.0	14
Mental illness	0.0	1.2	4.6	63
Progressive illness	0.0	1.3	1.4	57
Other problems	1.9	2.8	4.6	158

All people with disabilities	0.8	1.5	3.5	1,264

Source: IES estimates from DfEE Disability Survey 1996

A.6 Movement from Supported Employment into open employment

There will be a certain number of people each year who were eligible for Supported Employment but become ineligible because of improving productivity. In order to estimate these numbers we have used the NACEPD Annual Statement 1995-1996.

In 1995-1996 there were a total of 2,985 people leaving the Supported Employment Programme, which represents 13.7% of the average number of workers in the programme during the year. Turnover was highest for those in Interwork, at 26%, and lowest for those in supported workshops, at 9%. The turnover rates for Remploy factories and for Supported Placements were close to the overall average.

Looking now at progression from Supported Employment to open employment, Table A.6 presents progression rates for the different types of Supported Employment provision, and for the programme overall. In 1995-1996 there were 309 people progressing from Supported Employment, representing 10.4% of all leavers, and 1.4% of all people in the programme. Progression rates were higher for those in Interwork and Supported Placements than for those in factories or workshops.

Table A.6: Progression from Supported Employment to open employment (including Interwork and Supported Placements for those in factories or workshops)

	Remploy factories	Remploy Interwork	Supported workshops	Supported Placements	Total
Percentage of leavers	5.0	12.9	5.0	16.2	10.4
Percentage of all people in programme	0.2	3.6	0.01	0.7	1.4

Source: NACEPD Annual Statement 1995-1996

A.7 Conclusions

On the basis of the Disability Survey three different estimates of the likely potential demand for Supported Employment have been established, **over and above the current supply of places**, which account for 0.4% of the disabled population. The narrow estimate suggests that an additional 0.8% of the working age population with a disability may be actively seeking work and be eligible for a Supported Employment place. The medium estimate suggests this proportion could be 1.5% and the broad estimate accounts for 3.5% of the working age disabled population.

The data from the survey shows that a slightly larger proportion of males are likely to be eligible for Supported Employment than females. By type of disability, it is those with specific and severe learning difficulties who have the largest proportion potentially eligible.

We have also been able to provide information on the current occupations of those in Supported Employment and previous occupations of those who are now inactive but wanting to work. These are concentrated in the lower skilled occupational groups, with over half in low skilled manual or clerical and secretarial jobs.

Appendix B. Case studies

Part of the project methodology was to undertake a small number of case studies which, while not providing statistically representative results, would collect detailed contextual information on local variations in the types of provision and the sorts of problems encountered when matching demand and supply. Details about the selection of case study areas are given in chapter 1.

The case studies interviewed ES Placing, Assessment and Counselling Team (PACT) managers, and Disability Employment Advisers (DEAs) in four areas. PACT refers to the team of DEAs under its PACT manager, and covers the whole of Great Britain. DEAs generally work from Jobcentres and cover more than one Jobcentre. This chapter presents their views about operating Supported Employment.

The services offered through PACTs and DEAs cover in-depth assessments, work trials and rehabilitation (or work preparation). DEAs carry out more specialised placing activity (job broking) for those ready for jobsearch; they also administer the Access to Work programme and the Job Introduction Scheme (JIS). Advisory support is provided to those already in work but facing difficulties due to a disability. PACTs also work with employers to encourage them to be more favourably inclined towards employing disabled people.

Where a disability is so severe that a person cannot work in open employment, DEAs assess whether individual jobseekers are eligible for entry to the Supported Employment Programme. This role covers all types of Supported Employment provision.

DEAs submit disabled jobseekers to local and voluntary body contractors for workshop and Supported Placements vacancies, and to Remploy for factory and Interwork vacancies. They are encouraged to develop good working relationships with Supported Employment providers in order to enhance the opportunities available to disabled jobseekers n their caseloads.

Although DEAs do not have a formal role in setting up Supported Employment placements with host employers, they may advise providers, from the local job market information they hold, of potential hosts in their area who may be able to offer an appropriate placement in the type of work the jobseeker wants.

As the case studies progresses, it quickly became apparent that DEAs have no way of assessing overall demand for Supported Employment in their area. As their primary responsibility is to get people into jobs, they only have contact with disabled people who are looking for work. They are, therefore, in no position to provide any statistical estimates of the size of the group who are potentially eligible for Supported Employment.

The case studies did provide a good opportunity to obtain local confirmation of the findings gleaned from the statistical data. The main issues that were raised are summarised below.

B.1 Local level data

Most people who see the DEA have been referred from a number of sources, including Jobcentre staff dealing with mainstream clients, GPs, occupational therapists, mental health consultants, rehabilitation centres, the Careers Service, voluntary agencies, social workers, and probation officers. Few people actually walk into the Jobcentre and ask for a Supported Employment place.

However, although PACT managers and DEAs do not think of Supported Employment in terms of supply and demand because the process is driven by the availability of places, they believed that demand outstrips supply.

All interviewees agreed that there was probably a large number of people with disabilities who could be eligible for and benefit from Supported Employment, but do not apply. One of the main reasons for this was said to be that a large proportion of people with disabilities do not know about the services available generally and would not be aware of Supported Employment in particular.

None of the DEAs in the areas visited felt that there was anything particularly different about their area which influenced the types of geographical concentrations of the disabilities that were prevalent in the area.

The common influence mentioned by about half of the DEAs was the increased incidence of clients with mental health problems in areas where large psychiatric hospitals had recently closed.

B.2 Age

Supported Employment was considered to be dominated by people in their late 20s and 30s, which is consistent with the national data discussed in chapter 3. Those in the younger age groups were often attending training or college courses which are available for people with disabilities and which enhance their changes of getting into Supported Employment.

B.3 Disability

Those potentially eligible for Supported Employment were felt by interviewees to be predominantly people with learning difficulties who tend to have little or no prior work experience in open employment. It was felt that the nature of their disability generally necessitates a lot of personal support, and needs someone to work on their behalf to set things up.

The proportion of people with learning difficulties suggested in the case studies was much higher than the national supply figures, which show that people with learning difficulties account for around a third of all Supported Employment places. The demand data also suggests that people with learning difficulties is the larger group, although again not such a high proportion.

People with physical disabilities or progressive illnesses were more likely to have had prior work experience, which was seen as a considerable advantage in gaining open employment. If they were already employed before becoming physically disabled or developing an illness, then the employer was more likely to be fairly sympathetic and try and keep them on without needing Supported Employment. They were also more likely to be able to look for jobs themselves without support.

With such physical disabilities there is often some form of assistance or adaptation available to enable the individual to work with little or no effect on their efficiency. One DEA said that people with physical disabilities did very well getting jobs using programmes like the Job Introduction Scheme (JIS) and Access to Work.

B.4 Occupations sought

The occupations sought varied depending on the person's background and disability. It was suggested that the view that the occupations sought were rarely highly skilled reflected the fact that the majority of people with disabilities potentially eligible for Supported Employment were people with severe learning difficulties.

Most DEAs felt that in the last two years there had been little significant change in the nature of demand from Supported Employment. A few DEAs had noticed some general trends which included, as well as an increase in mental health problems, a greater number of young people coming in than in the past, and a move towards service jobs from manufacturing, and from manual to non-manual, as a result of general labour trends.

The need for Supported Employment to provide highly skilled places was thought to be very unusual. In terms of skill level there were some exceptions, but these were in the minority. These tended to be people with progressive illnesses or physical disabilities looking for more skilled manual or clerical jobs. One example was given of a women with Multiple Sclerosis (MS) needing support in her secretarial job. Another woman had worked at a Remploy factory for 20 years operating a jig sawing machine. She had retrained as a receptionist and typist and was now looking for a placement outside Remploy. Another DEA had a client with a learning difficulty who was looking for work as a joiner, and had Level 2 NVQ. He needed Supported Employment because, although his work was of high quality, his output was much lower than non-disabled workers.

A small number of DEAs had one or two clients looking for work at professional or technical level. None of the DEAs interviewed were able to think of examples where someone was looking for highly skilled work and needed the kind of support that Supported Employment offered. It was argued that if someone was looking for highly skilled work, they probably would not be eligible for Supported Employment because they could obtain open employment in something less skilled or ‘trade down’.

There was also a financial consideration. If someone wanted a higher skilled, and therefore higher paid job, they would not be able to get a placement because sponsors would not take that cost on board.

It was suggested that the type of jobs a large proportion of people eligible for Supported Employment were looking for were on the decline. With an increased emphasis on multi-skilling and pressures on businesses to be more efficient and flexible, there has been a loss in low skilled and single activity jobs. In terms of sectors, placements tended to be concentrated in retail and services. Domestic work is also an area where placements are offered. Despite the reduction in low skilled jobs, most DEAs felt that there were quite a number of host employers who would be prepared to offer employment opportunities for placements. These were generally thought to be larger employers as it was easier for them to provide the support needed.

B.5 Progression

DEAs suggested that, in their experience, progression into open employment was unusual. A number of reasons were given for this. Many people in Supported Employment would never be able to progress into open employment as their disability would not allow them to exceed the 80% productivity output level.

Some, but not all, DEAs felt that the rate of progression into open employment could be improved but this would only be in terms of one or two more a year. The only way to achieve this would be to make it very clear at the beginning of the placement that it would be reviewed. DEAs admitted that it was difficult if an employer was uncertain about taking someone on.

B.6 Other reasons for leaving Supported Employment

Once people were in Supported Employment they tended to stay. The main reasons for leaving were redundancy, restructuring, ill health or death. Turnover for these reasons, although not as low as progression into open employment, was still low and patchy across the country. This reflects the national figures shown in chapter 2, which indicate that around 2,500 left for reasons other than progression.

Appendix C. Tables

Table C.1: Estimates of the additional numbers eligible for Supported Employment - by county

County	Disabled working age population	Current supply	Narrow estimate	Medium estimate	Broad estimate	Region
Outer London	317,250	963	2,500	4,601	11,008	GL
Greater Manchester	272,684	987	2,142	3,923	9,524	NW
Strathclyde	276,315	831	2,123	3,885	9,442	S
West Midlands	250,285	868	1,960	3,589	8,745	WM
Inner London	254,035	562	1,876	3,520	8,391	GL
West Yorkshire	207,583	992	1,639	3,063	7,514	YH
Merseyside	169,551	526	1,328	2,465	6,011	NW
South Yorkshire	162,729	600	1,231	2,275	5,503	YH
Lancashire	144,620	696	1,131	2,079	5,114	NW
Tyne & Wear	140,226	893	1,098	2,015	4,884	N
Essex	116,991	269	968	1,804	4,410	SE
Hampshire	111,352	953	927	1,683	4,142	SE
Kent	106,712	340	879	1,637	4,040	SE
Staffordshire	104,441	378	825	1,503	3,645	WM
Devon	90,649	565	748	1,379	3,390	SW
Humberside	88,753	287	740	1,369	3,403	YH
Mid Glamorgan	81,697	790	675	1,222	3,019	W
Nottinghamshire	86,024	437	659	1,216	2,975	EM
Derbyshire	84,067	381	629	1,174	2,835	EM
Leicestershire	71,677	208	597	1,109	2,773	EM
Avon	72,611	286	596	1,100	2,678	SW
Cheshire	77,522	316	592	1,097	2,680	NW
Durham	69,863	264	551	1,004	2,424	N
Surrey	66,180	446	526	989	2,423	SE
Hereford & Worcester	61,260	204	522	967	2,374	WM
Norfolk	65,735	245	506	946	2,275	EA
Lothian	60,283	372	503	935	2,337	S
Hertfordshire	61,149	231	480	897	2,152	SE
Cleveland	59,766	316	475	853	2,094	N
Lincolnshire	55,938	202	449	840	2,027	EM
Cambridgeshire	57,973	363	447	839	2,031	EA
Dorset	53,237	376	439	807	1,976	SW
Gwent	52,287	342	420	755	1,830	W
East Sussex	52,864	385	410	803	1,956	SE
Suffolk	48,449	132	405	728	1,794	EA

County	Disabled working age population	Current supply	Narrow estimate	Medium estimate	Broad estimate	Region
Clwyd	46,253	269	389	714	1,759	W
Warwickshire	45,026	155	380	698	1,713	WM
North Yorkshire	47,295	308	366	687	1,664	YH
Berkshire	44,850	183	358	659	1,580	SE
South Glamorgan	46,884	116	358	667	1,643	W
West Sussex	43,937	96	349	637	1,553	SE
Cornwall	44,222	312	346	617	1,502	SW
Bedfordshire	41,650	137	337	623	1,562	SE
West Glamorgan	43,314	453	333	600	1,418	W
Gloucestershire	40,206	354	327	616	1,515	SW
Somerset	41,909	192	324	597	1,433	SW
Cumbria	41,907	281	323	586	1,434	N
Shropshire	41,619	176	317	582	1,401	WM
Dyfed	38,998	239	300	544	1,317	W
Oxfordshire	36,538	182	290	537	1,316	SE
Wiltshire	35,293	232	287	533	1,300	SW
Buckinghamshire	35,789	164	285	537	1,310	SE
Grampian	32,182	262	265	474	1,151	S
Northumberland	32,718	244	263	474	1,181	N
Northamptonshire	34,367	268	255	486	1,196	EM
Central	31,740	188	247	457	1,113	S
Tayside	30,745	249	245	437	1,063	S
Fife	29,767	411	240	435	1,084	S
Highlands and Islands	21,661	124	182	324	808	S
Gwynedd	23,001	131	171	308	744	W
Dumfries & Galloway	12,130	59	98	176	428	S
Powys	9,715	100	85	143	347	W
Isle of Wight	9,852	44	81	152	369	SE
Borders	7,515	20	62	103	252	S

Source: IES estimates from DfEE Disability Survey 1996, and Summer 1996 LFS

Table C.2: Estimates of the supply of Supported Employment places - by county

County	Remploy Factories	Interwork	LA and VB Workshops	SPS	Total	Region
West Yorkshire	420	78	169	325	992	YH
Greater Manchester	595	105	57	230	987	NW
Outer London	304	105	186	368	963	GL
Hampshire	538	29	120	266	953	SE
Tyne & Wear	289	245	150	209	893	N
West Midlands	314	90	116	348	868	WM
Strathclyde	292	63	289	187	831	S
Mid Glamorgan	581	76	44	89	790	W
Lancashire	170	170	26	330	696	NW
South Yorkshire	242	126	73	159	600	YH
Devon	38	15	283	229	565	SW
Inner London	165	0	273	124	562	GL
Merseyside	343	45	34	104	526	NW
West Glamorgan	202	68	84	99	453	W
Surrey	84	24	91	247	447	SE
Nottinghamshire	160	10	121	146	437	EM
Fife	168	33	47	163	411	S
East Sussex	0	36	78	271	385	SE
Derbyshire	239	44	3	95	381	EM
Staffordshire	243	43	58	34	378	WM
Dorset	76	8	18	274	376	SW
Lothian	64	24	181	103	372	S
Cambridgeshire	16	64	132	151	363	EA
Gloucestershire	40	47	151	116	354	SW
Gwent	158	51	103	30	342	W
Kent	100	34	83	123	340	SE
Cheshire	0	37	79	200	316	NW
Cleveland	177	41	43	55	316	N
Cornwall	131	33	48	100	312	SW
North Yorkshire	69	31	114	94	308	YH
Humberside	79	34	70	104	287	YH
Avon	98	11	99	78	286	SW
Cumbria	111	42	22	106	281	N
Clwyd	100	26	79	64	269	W
Essex	45	13	5	206	269	SE
Northamptonshire	0	33	70	165	268	EM
Durham	154	46	5	59	264	N

County	Remploy Factories	Interwork	LA and VB Workshops	SPS	Total	Region
Grampian	59	40	71	92	262	S
Tayside	91	27	70	61	249	S
Norfolk	63	64	21	97	245	EA
Northumberland	103	53	38	50	244	N
Dyfed	40	51	36	112	239	W
Wiltshire	0	33	92	107	232	SW
Hertfordshire	0	40	53	138	231	SE
Leicestershire	41	18	0	149	208	EM
Hereford & Worcester	0	50	56	98	204	WM
Lincolnshire	0	53	4	145	202	EM
Somerset	0	59	49	84	192	SW
Central	70	40	38	40	188	S
Berkshire	0	15	30	138	183	SE
Oxfordshire	0	26	17	139	182	SE
Shropshire	0	46	0	130	176	WM
Buckinghamshire	0	40	22	102	164	SE
Warwickshire	0	24	18	113	155	WM
Bedfordshire	0	15	0	122	137	SE
Suffolk	0	10	52	70	132	EA
Gwynedd	0	62	16	53	131	W
Highlands and Islands	0	17	19	88	124	S
South Glamorgan	0	34	15	67	116	W
Powys	53	25	0	22	100	W
West Sussex	0	23	0	73	96	SE
Dumfries & Galloway	0	3	0	56	59	S
Isle of Wight	0	11	0	33	44	SE
Borders	0	6	1	13	20	S

Source: IES estimates from data supplied by Remploy, Shaw Trust and SCOPE

Table C.3: Balance between supply and demand of Supported Employment places - by county

County	Disabled working age population	Proportionate demand across country	Supply	Total	Region
Fife	29,767	130	472	362	S
West Glamorgan	43,314	190	453	239	W
Powys	9,715	43	100	235	W
Mid Glamorgan	81,697	358	790	221	W
Cumbria	31,907	184	349	190	N
Hampshire	111,352	488	910	186	SE
Grampian	32,182	141	262	186	S
Tayside	30,745	135	249	185	S
Oxfordshire	36,538	160	293	183	SE
Isle of Wight	9,852	43	79	183	SE
Northamptonshire	34,367	151	268	178	EM
Northumberland	32,718	143	244	170	N
Tyne & Wear	140,226	615	975	159	N
Surrey	66,180	290	446	154	SE
Wiltshire	35,293	155	232	150	SW
Gwent	52,287	229	342	149	W
North Yorkshire	47,295	207	308	149	YH
Devon	90,649	397	565	142	SW
Lothian	60,283	264	372	141	S
Dyfed	38,998	171	239	140	W
Cornwall	44,222	194	264	136	SW
Clwyd	46,253	203	276	136	W
Central	31,740	139	188	135	S
East Sussex	52,864	232	307	132	SE
Highlands and Islands	21,661	94	124	132	S
Gwynedd	23,001	101	131	130	W
Dumfries & Galloway	21,130	53	65	122	S
Cleveland	59,766	262	316	121	N
Lancashire	144,620	634	696	110	NW
West Yorkshire	207,583	910	992	109	YH
Buckinghamshire	35,789	157	164	105	SE
Somerset	41,909	184	192	105	SW
Derbyshire	84,067	368	378	103	EM
Shropshire	41,619	182	176	96	WM
Berkshire	44,850	197	183	93	SE
Cheshire	77,552	340	316	93	WM

County	Disabled working age population	Proportionate demand across country	Supply	Total	Region
Avon	72,611	318	286	90	SW
Cambridgeshire	57,973	254	221	87	EA
Durham	69,863	306	264	86	N
Hertfordshire	61,149	268	231	86	SE
Norfolk	65,735	288	245	85	EA
South Yorkshire	162,729	713	600	84	YH
Nottinghamshire	86,024	377	316	84	EM
Staffordshire	104,441	458	378	83	WM
Lincolnshire	55,938	245	202	82	EM
Gloucestershire	40,206	176	144	82	SW
Greater Manchester	272,684	1,195	971	81	NW
Warwickshire	45,026	197	155	79	WM
Outer London	317,520	1,392	1,085	78	GL
Hereford & Worcester	61,260	269	204	76	WM
West Midlands	250,285	1,097	804	73	WM
Kent	106,712	468	340	73	SE
Merseyside	169,551	743	526	71	NW
Strathclyde	276,315	1,211	844	70	S
Leicestershire	71,677	314	208	66	EM
Suffolk	48,449	212	132	62	EA
Borders	7,515	33	20	61	S
South Glamorgan	46,884	205	116	56	W
Humberside	88,753	389	217	56	YH
Essex	116,991	513	272	53	SE
West Sussex	43,937	193	96	50	SE
Dorset	53,237	233	114	49	SW
Inner London	254,035	1,113	358	32	GL
Bedfordshire	41,650	183	43	24	SE

Source: IES estimates from DfEE Disability Survey 1996, Summer 1996 LFS, and data supplied by Remploy, Shaw

Table C.4: Projected percentage increases in demand for Supported Employment - by county, 1996-2001

County	Narrow	Medium	Broad
Cambridgeshire	9.2	8.0	8.4
Bedfordshire	7.4	6.2	7.1
Outer London	6.8	5.5	6.5
Inner London	6.8	5.2	6.3
Wiltshire	6.7	5.3	5.6
Northamptonshire	6.5	5.4	6.1
Buckinghamshire	6.3	5.3	5.8
Powys	6.3	6.2	6.4
Grampian	6.3	5.3	5.4
Berkshire	6.3	4.9	5.4
Highlands and Islands	6.1	5.4	5.6
Borders	5.9	5.8	5.9
Oxfordshire	5.6	4.6	4.9
Cleveland	5.4	4.3	5.0
Suffolk	5.3	4.8	5.1
West Sussex	5.2	4.5	5.1
East Sussex	5.0	3.4	4.6
Hampshire	5.0	4.1	4.6
South Glamorgan	5.0	4.5	4.3
Devon	4.9	4.2	4.7
North Yorkshire	4.9	3.9	4.4
Leicestershire	4.7	3.9	4.0
Shropshire	4.6	4.1	4.3
Gloucestershire	4.6	3.5	4.1
Northumberland	4.6	4.2	4.2
Somerset	4.6	4.0	4.1
Cornwall	4.4	4.3	4.6
Tyne & Wear	4.3	3.3	3.6
Greater Manchester	4.3	3.3	4.1
Nottinghamshire	4.3	3.4	3.8
Fife	4.2	3.5	3.8
Dorset	4.2	3.7	3.7
West Yorkshire	4.1	3.0	3.5
Humberside	3.9	3.2	3.6
Lancashire	3.8	3.0	3.6
Derbyshire	3.8	2.8	3.3
Durham	3.8	2.8	3.5

County	Narrow	Medium	Broad
Lincolnshire	3.8	3.2	3.5
Norfolk	3.7	2.9	3.2
Staffordshire	3.6	2.8	3.4
Gwent	3.5	2.5	3.4
Dyfed	3.5	2.9	3.5
Clwyd	3.5	2.7	3.3
Cumbria	3.4	2.5	3.1
Mid Glamorgan	3.3	2.8	3.2
Avon	3.3	2.3	2.7
Cheshire	3.2	2.4	2.8
Dumfries & Galloway	3.2	2.3	2.9
Tayside	3.1	2.4	2.7
Hertfordshire	3.1	1.9	2.6
West Midlands	2.9	2.0	2.7
South Yorkshire	2.9	1.8	2.5
Merseyside	2.9	1.9	2.4
Northern & Western Isles	2.8	2.2	2.2
Lothian	2.6	1.6	1.5
Kent	2.6	1.7	2.1
West Glamorgan	2.6	1.9	2.5
Surrey	2.4	1.3	2.0
Gwynedd	2.0	1.4	1.8
Hereford & Worcester	2.0	1.6	1.5
Central	2.0	1.0	1.4
Isle of Wight	1.9	2.4	2.5
Essex	1.8	1.2	1.2
Strathclyde	1.5	0.4	0.8
Warwickshire	1.2	0.6	0.8

Source: IES calculations from ONS population projections 1996-2001 and DfEE Disability Survey 1996