

**A NATIONAL EVALUATION OF THE INCLUSIVENESS
PROJECTS**

**Interim Report to:
Scottish Executive Enterprise and Lifelong
Learning Department**

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SQW Limited
economic development consultants with Inspire Scotland & NFO Social Research

19 Alva Street
EDINBURGH
EH2 4PH

Tel: 0131 225 4007
Fax: 0131 225 4077
Email: dhenderson@sqw.co.uk
Website: www.sqw.co.uk

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Executive Summary

Background

1. The Beattie Committee was established in April 1998 with a remit to review the needs and provision of services for young people with additional support needs. The Committee identified the lack of ‘joined-up’ service provision for 16-24 year olds as a fundamental weakness of the existing infrastructure and argued the need for a more inclusive approach which placed client needs at the centre of service provision. In response to the Beattie Report the Scottish Executive Enterprise and Lifelong Learning Department (SEELLD) allocated just over £15m in April 2001 to implement a programme of Inclusiveness Projects in each of the then 17 Careers Service areas. This Executive Summary highlights the main conclusions and recommendations arising from the National Evaluation of the Inclusiveness Projects.

Added value

2. The Inclusiveness funding has been a catalyst for significant change in service provision. It has led to the establishment of Key Worker teams across the country. This simply would not have been possible were it not for the availability of funding made available by the Scottish Executive following the Beattie Report. As a result of the establishment of the Inclusiveness Projects a range of value added outcomes have been achieved. These include:
 - a. the development of local partnership networks aimed at improving service provision for young people who would otherwise have been at significant risk of ‘falling through the gaps’ in the existing agency infrastructure
 - b. the development of a wide range of tools, systems and products designed to assist young people making the transition from school or care
 - c. a sharper focus on employability within existing services.

Development issues

3. The Projects have faced significant challenges in their relatively short lifespan. Considerable time and effort has been invested in the establishment of structures, partner-networks and staff recruitment and development processes. This has taken place against a backdrop of the original bids being prepared within a relatively tight timescale and, more significantly, the establishment of Careers Scotland, given responsibility for managing the Projects, less than a year into the life of Inclusiveness.



4. In most instances Projects underestimated the scale of the task and have not achieved all that they intended within the time given. In spite of this, most Projects have laid solid foundations for the further development of the Inclusiveness approach. These were all fundamental tasks without which subsequent progress would not have been made. These foundations include:
 - a. new structures
 - b. Key Worker teams and induction processes
 - c. solid inter-agency networks and referral systems.

Assessing different approaches

5. The Inclusiveness Projects are highly diverse. They are locally determined responses to locally defined priorities. Diversity arises from the relative freedom the local Careers Services and their partners had, when submitting bids, in terms of targeting specific client groups. The result of all this is that each area has developed its own distinctive approach. These approaches seek to address gaps in local service provision and related systems and processes. Each model brings with it its own advantages and disadvantages.

Meeting national objectives

6. The Inclusiveness Projects support a number of the Scottish Executive's Social Justice targets regarding the transition of school leavers. In particular they contribute towards the milestone of '*halving the proportion of 16-19 year olds who are not in education, training or employment*'. In order to assess the extent to which the Inclusiveness Projects are helping to achieve this objective solid monitoring data is required. At present this type of information is only partially available. The data on clients, for example, is based upon client interventions which could be multiple in the case of a single client while information on positive outcomes is based upon *uptakes* rather than individual *clients*. Careers Scotland is aware of these issues and has taken steps to address them.
7. **The figures available show that Inclusiveness clients have made 7,611 entries into employment, training and educational outcomes during the first year of operation.** This provides a baseline against which to measure future activity levels. The Careers Scotland statistics go on to examine positive outcomes sustained beyond a three-month period. These figures are less likely to be affected by individual clients being recorded on more than one occasion. The figures show that Inclusiveness clients have made **sustained entries (beyond three months) into employment, training and educational outcomes in 6,550 instances.** This would suggest that the Inclusiveness Projects are succeeding in achieving a high proportion of sustainable outcomes – 86% of all entries – for their clients.

An Inclusive Approach

.... for clients

8. The intended outcome of the Beattie Report was to develop more inclusive service provision for vulnerable young people making the transition from the school and care environments. The survey of Inclusiveness clients provides evidence that the Key Worker role is providing a different type of relationship from that the clients have experienced with other agencies. **Over 70% of clients rejected the statement that their Key Worker was ‘just another worker they had to see’.** This may be due, at least in part, to the flexibility and intensity of support offered by the Key Worker. **Three quarters of the clients see their Key Workers at least once a fortnight and over 40% see them even more regularly than this. Over 70% of clients are ‘very satisfied with the support received from the Key Worker**
9. Establishing a positive relationship at this stage will provide a basis for employability support delivered by or co-ordinated through the Key Worker. **Almost 90% of clients have discussed employability issues with their Key Worker and of these, nearly 95% agree or agree strongly with the view that they ‘felt involved in deciding on their education, training and employment choices’.** This is a positive basis on which to build. The follow-up surveys of Inclusiveness clients should help reveal whether the support received through the Projects is having an impact upon client’s employability characteristics.

.... for services

10. The baseline survey of Projects and case study follow-ups identified a great deal of new and improving partnership working around the needs of vulnerable young people at the transition stage. Inter-agency information and referral systems are improving and more effective transition processes have been established. In turn a number of existing partner organisations, such as colleges and throughcare teams are benefiting from a sharper focus on employability than they would have previously provided. The partners consulted with during the case studies were generally very positive about the Key Worker role and able to evidence improved service provision by reference to examples of new or enhanced partnership working and/or improving knowledge and awareness of the client groups concerned.

Further Development

11. Overall, the consultants in the National Evaluation Team were impressed by the progress that had been made by the Projects and the obvious commitment of the Key Workers and partners. Two clear conclusions emerged:
 - a. the Key Worker role is adding value to existing services



- b. the partners are responding to the Inclusiveness challenge and working with the Inclusiveness Projects to create more cohesive and client-centred systems and processes.
- 12.** The Key Worker role is central to the activities of the Inclusiveness Projects. We found strong support for the role at a local level and evidence, from the baseline survey of clients, that the role is making a major contribution towards more joined-up service provision for excluded and vulnerable young people. The role is characterised by its flexibility, intensity and responsiveness to need. These characteristics are vulnerable, however to poor caseload management. A key issue here is the need to strengthen inter-agency support mechanisms for clients to ensure that the respective roles of *all* agencies are clarified and delivered.
- 13.** Good progress had been made in some areas in terms of developing tools and products, particularly in terms of information sharing and client assessment. More emphasis is needed, however, on the processes and tools that will help clients move towards employability. Three important areas we would highlight include:
 - a. the need to develop effective action planning tools
 - b. the importance of on-going training and support mechanisms for Key Workers beyond the induction phase – currently being addressed by Careers Scotland
 - c. the move-on process and associated tools e.g. vocational profiling.
- 14.** The final issue that we would highlight is that of mainstreaming. A more strategic approach is required on the part of both the Scottish Executive and Careers Scotland. There are some interesting developments at a local level but the Projects need greater direction. Guidance is needed to help Projects think through:
 - a. what is meant by mainstreaming
 - b. the need to assess what has worked and what has not in terms of the Inclusiveness Projects and Key Worker role
 - c. what the actual options are in terms of mainstreaming.
- 15.** The issue of mainstreaming goes beyond Careers Scotland. The case studies identified a number of interesting developments in terms of other partner organisations including colleges, local authorities and voluntary sector organisations amongst others. An important opportunity will be lost if mainstreaming is not considered in this wider context.

1 Introduction

Background

- 1.1 The Beattie Committee was established in April 1998 with a remit to review the needs and provision of services for young people with additional support needs making the transition from compulsory education to post-school options. It reported late in 1999¹ with a response from the Scottish executive in early 2000. The Beattie Committee took a wide-ranging view of what constituted ‘clients with additional support needs’ and included young people achieving low levels of educational attainment within its remit. The Committee identified the lack of ‘joined-up’ service provision for 16-24 year olds as a fundamental weakness of the existing infrastructure and argued the need for a more inclusive approach which placed client needs at the centre of service provision.
- 1.2 In response to the Beattie Report the Scottish Executive Enterprise and Lifelong Learning Department (SEELLD) allocated £15m from April 2001 up to March 2004 in order to implement a programme of Inclusiveness Projects in each of the then 17 Careers Service areas. Bids were invited, drawn up by the Careers Services, and submitted to SEELLD. The decision was taken by SEELLD to fund all of the proposals, in each case at a lower level of funding than that sought, except in Dumfries and Galloway where further work on the proposed Inclusiveness Project was requested and in the Highlands and Islands where a single integrated bid was approved rather than the five Careers Service proposals.

Study Objectives

- 1.3 The SEELLD sought, at the same time, to put in place a National Evaluation framework which would allow it to assess the influence and impact of the Inclusiveness Projects. The objectives of the framework consisted of the following:
- identifying the added value obtained as a result of the funding
 - identifying the key issues which arose in the development, planning, negotiation and implementation of the additional provision
 - assessing the relative effectiveness of different approaches in addressing these issues and for the achievement of particular national or local objectives
 - looking at how effectively the programme met national objectives

¹ Implementing Inclusiveness – Realising Potential



- considering the extent to which the programme could be said to have achieved greater inclusiveness for clients and service providers
 - considering how the programme could be further developed to achieve greater benefits for clients.
- 1.4 In addition it is intended that the outcomes from the evaluation programme should contribute to the development of Careers Scotland as a national, all age guidance service. Careers Scotland was established, following the Duffner Committee Report, in April 2002 and delivery of the Inclusiveness Projects now takes place through the Careers Scotland structure.
- 1.5 *SQW Ltd*, leading a consortium of research agencies, was commissioned to implement the National Evaluation. The other research partners included NFO Social Research and Inspire Scotland. A Scottish Executive steering group for the study was established and an inception meeting was held during January 2002.

Methodology

- 1.6 The evaluation was to take place over a 27-month period from January 2002 through to March 2004. Originally, four main sources of information were identified in order to inform the research. These consisted of:
- a baseline survey of Projects to help capture the characteristics of each and to provide a context for describing subsequent change at a local level – to be undertaken by *SQW*
 - the Local Area Toolkits – monitoring data from each of the local Projects
 - a longitudinal survey of 280 Inclusiveness clients to explore client perceptions of the programme – undertaken face-to-face by NFO Social Research
 - case studies, over the 27-month period, of all of the Inclusiveness Projects, to explore the extent to which the Inclusiveness Projects have fulfilled the principles of the Beattie Report – carried out jointly by *SQW* and Inspire Scotland.
- 1.7 The Inclusiveness Projects were originally managed by individual Careers Service Companies but since April 2002 they have been under the collective management of Careers Scotland. Since the establishment of Careers Scotland it has developed a regional structure consisting of five areas across the whole of Scotland. The Inclusiveness Projects, each managed by a co-ordinator, are delivered through this regional structure. There is also a national manager in Careers Scotland – in the Scottish Enterprise and Highlands and Islands areas respectively – with responsibility for inclusion.

- 1.8 The establishment of Careers Scotland and their inclusion within the study steering group resulted in a revised approach to the study. Changes were necessary to reflect the new agency's role in providing an all age guidance service and the development of its own internal systems in order to deliver the Projects. The key changes are summarised below (Table 1.1)

1.1: Methodology; key changes	
<i>Information source</i>	<i>Changes</i>
Baseline survey of Projects	Proposed approach scaled back and simplified as a result of need to ease burden on staff during important, early development phase
Local Area Toolkits	Careers Scotland introduced its own Performance Management framework incorporating all of the individual Projects
Longitudinal survey	Proposals largely unchanged although suggestions of a control group were dropped when it became clear that this would not be feasible
Case study programme	Number of case studies cut back to make resources available for related evaluation of All Age Guidance Projects

- 1.9 As a result of the need to make changes to the original proposals the research programme was delayed and did not begin until August 2002. Following approval of the proposed research tools SQW and NFO Social Research were able to pilot the questionnaire and report back on this to the study steering group in September 2002. The compilation of a database of clients for the longitudinal study formed a major component of the research development phase. Key Workers were contacted across Scotland and asked to provide the names and details of clients willing to take part. Clients signed a consent form signifying their willingness to be interviewed both for the baseline survey and in subsequent follow-up interviews. A small incentive was offered to clients in order to encourage their involvement. Care was taken to ensure that the sample provided was representative of geographical areas and specific client group types.
- 1.10 Following this developmental phase the client survey took place between December 2002 and March 2003 with the initial results being made available in May 2003. Five case studies were undertaken during the same period with a sixth currently underway and expected to be completed before the end of August for inclusion in the final, interim report. In addition the postal survey of Projects has been completed. This interim report is based upon the findings from these pieces of work.

Interim Report Structure

- 1.11 The following chapters present our study findings:



- Chapter two includes a short account of the Beattie Report and the inclusive inter-agency approach it sought to encourage – it also sets out some of the key targets towards which the Inclusiveness Projects contribute
 - Chapter three looks at the lessons emerging from the Projects in terms of practice issues, the Key Worker role, the influence of the Projects upon partnership working and other developmental issues
 - Chapter four contains the findings from the baseline longitudinal study and what this tells us of the client perspective – the key focus at this relatively early stage is upon the Key Worker role and how this is viewed by the clients
 - Chapter five contains our conclusions and recommendations.
- 1.12 Appendix A contains the full case study accounts for Ayrshire, Fife, Glasgow, Grampian and Highlands and Islands.

2 Background

Introduction

- 2.1 The purpose of this chapter is to highlight the context within which the Beattie Inclusiveness Projects take place. Firstly we summarise the findings of the Beattie Report and highlight the implications of this for the National Evaluation. We then go on to summarise some of the key national targets towards which the Inclusiveness Projects are expected to contribute.

Beattie Report

- 2.2 The Beattie Report set out a clear vision of what it sought to achieve in terms of support for vulnerable young people at a key transition stage in their lives. Remitted to consider service provision for clients with 'additional support needs' Beattie adopted an 'inclusive' approach recognising that there are many reasons why many young people make poor post-school transitions resulting in the loss of contact with the agencies that might support them upon leaving compulsory education (Figure 2.1).

Figure 2.1: Implementing Inclusiveness (the client)

There is a group of young people who leave school with few or no qualifications and do not enter education or training. Many of these young people will enter a cycle of short term, low paid, low skill jobs, and unemployment. It is difficult to obtain an exact figure for the numbers of young people who are not participating in education, training and employment as many "disappear" from the system. The Scottish Executive estimates that around 6000 - 8000 16 and 17 year olds may not be in any form of education, training or employment. The number may be almost double if 18 year olds are included.

- 2.3 The report recommended the establishment of a National Action Group (NAG) to take forward and monitor the recommendations in Beattie. It also recommended the establishment of local partnerships to implement proposals and work to improve inter-agency links and information-sharing systems. The Beattie Report set out at an early stage the key principles underpinning its approach (Figure 2.2).

Figure 2.2: Implementing Inclusiveness (underpinning principles)

The single, unifying principle at the core of all the Beattie Committee's proposals and recommendations is Inclusiveness. It is central to our vision that all young people on leaving school - whatever their circumstances - should have access to adequate and appropriate learning provision within a learning environment matching their needs, abilities and aspirations. The principle of Inclusiveness is essential for an effective transition from school to further education or training and for later transitions. It should encompass personal development as well as more formal skills and qualifications. Inclusiveness should also underpin the policies and practice of the agencies and institutions which offer guidance, education and training. The Committee believes that Inclusiveness is essential to help young people reach their full potential.

- 2.4 Accounts of the Beattie Report often focus on the role of the Key Worker. It is indeed a central, unifying component within the Report. The concept of a Key Worker, someone who will support the young person before, during and after the critical transition stage and ensure relevant support to meet the young person's needs, is seen as a means of addressing the issue of lack of joined-up service provision for young people (Figure 2.3).

Figure 2.3: Implementing Inclusiveness (Key Worker role)

The issue is how to ensure that young people and their parents/carers are able to get to the right person at the right time without being passed around a number of different agencies and individual professionals. In our view, this would be a major step towards creating an Inclusiveness approach.

- 2.5 Although central to the proposals contained within the Beattie Report, it in fact contains a great deal more of importance than the Key Worker role alone. The Report also highlights the value of:

- improved **inter-agency information sharing** around the needs of young people
- **assessment** which takes a rounded view of client needs and contains the views of relevant carers
- **guidance** and support at each critical stage in the transition process
- an **Individual Action Plan** setting out clear objectives for the client, the role of support agencies, and which is 'owned' by the client
- **staff training and development** to raise awareness of the learning and support needs of excluded and vulnerable young people

- **client tracking systems** which go beyond the first ‘positive’ outcome achieved by a client but continue to monitor them in case they ‘fall back’.

2.6 The Beattie Report set out a very clear description of where it wanted service provision to go and how it might get there. The establishment of a multi-agency approach, held together and made client-focused through the introduction of client Key Workers, was a central component of the proposals contained within the Report. The Report also set out a range of ‘good practice’ guidelines that it sought to test out through the multi-agency, Key Worker approach. It is important that the National Evaluation focus on these areas in order to assess progress made in developing the systems described and the effectiveness of these once developed.

Targets

Opening the door to a better Scotland

2.7 The Scottish Executive published a keystone report in 2000² setting out its commitment to tackling what it described as social exclusion. The report describes the Executive’s programme of action to promote social inclusion in Scotland, and the principles underlying that programme. The Scottish Executive and the Scottish Social Inclusion Network agreed a vision of social inclusion and the principles through which this might be achieved. A number of the objectives set out within the report are relevant to the Inclusiveness Projects including the need to:

- increase participation in the labour market
- reduce, if possible to zero, the number of children who leave school unqualified or ill equipped to cope with life
- widen participation in and demand for lifelong learning
- tackle specific barriers to participation including ill health, low self esteem, homelessness and drug misuse
- eliminate discrimination and inequality on the grounds of gender, race or disability
- support and encourage the contribution of business to the well being of communities.

² Social Inclusion - Opening the door to a better Scotland, Scottish Executive 2000

Social Justice/Building A Better Scotland

2.8 Social Justice³ took forward the work of the Social Inclusion Network and set out how progress was to be measured in meeting the objectives contained within the Social Justice report. Ten targets and twenty-nine milestones were identified to enable progress to be measured. Following the publication of the report, the Annual Scottish Social Justice Report is produced each year presenting a picture of the progress made towards the longer-term targets and shorter-term milestones. Each of the target areas has milestones identified to measure progress. The following are some of the targets and milestones relating to the Inclusiveness Project client groups.

- **targets;**
 - every young person leaves school with the maximum level of skills and qualifications possible
 - every 19 year old is engaged in education, training or work.
- **milestones;**
 - halving the proportion of 16-19 year olds who are not in education, training or employment
 - all our young people leaving local authority care will have achieved at least English and Maths Standard Grade and have access to appropriate housing options
 - reducing by a third the days lost every year through exclusion from school and truancy.

2.9 Key targets, including that regarding the proportion of 19 year olds in employment, education and training (NEET), have since been incorporated into Building A Better Scotland⁴ which outlines the Scottish Executive's strategy to improve the lives of people in Scotland and how resources will be allocated in order to achieve the Executive's priorities. The target regarding the reduction of NEET outcomes for 16 to 19 year olds is rolled forward to 1996. In addition, Building a Better Scotland introduces another target which is to *increase support to 16-19 year olds from low income families to stay on at school and/or FE college, thereby raising the participation and retention rates of this group by at least 5% by 2007-08.*

³ Social Justice – A Scotland Where Everyone Matters, Scottish Executive, 2000

⁴ 'Building A Better Scotland; Spending Proposals 2003 to 2006' – Scottish Executive, 2003



Lifelong Learning Strategy

2.10 In February 2003 the Scottish Executive published its lifelong learning strategy for Scotland⁵. The report identifies what it terms as five people-centred goals in terms of lifelong learning. These include:

- giving people the confidence, enterprise, knowledge, creativity and skills they needed to participate in economic, social and civic life
- raising learner's expectations and delivering a high quality learning experience
- seeking to ensure that people's knowledge and skills are recognised, used and developed to best effect in the workplace
- giving people the information, guidance and support they need to make effective learning decisions and transitions
- providing people with the chance to learn, irrespective of their background or current personal circumstances.

2.11 Arising out of these targets a number of spending priorities are identified of relevance to the Inclusiveness approach. Support for literacy and numeracy, enterprise education in schools and the widening of access to learning and education are three examples. The policy document recognises the importance of raising the skills levels of those not in work, 35% of whom hold no qualifications. There is also a recognition that for many of those with no or limited qualifications motivation for learning is a barrier which must be addressed and non-traditional approaches are required.

2.12 The Lifelong Learning Report also focuses specifically upon the transition processes for those leaving compulsory education. The analysis will clearly be recognisable to those involved in the Beattie report (Figure 2.4)

Figure 2.4: Lifelong Learning Strategy (transitions)

Transitions are very significant in the lives of individual learners. A good experience, supported and grounded by good advice and, where appropriate, by good personal and financial support, breeds confidence and further success. Poor experiences can have the opposite effect. Problems can arise through systems failures, such as a lack of information or inarticulation between different kinds and levels of qualifications, and transactional failures where institutions fail to work well together.

⁵ The Lifelong Learning Strategy for Scotland, Life Through Learning; Learning Through Life – Scottish Executive, February 2003

2.13 One of the key actions emerging from the strategy which will have a bearing on the Inclusiveness Projects, and the roles of those organisations subsequently playing a role in terms of mainstreaming, concerns the sharing of information between agencies. The report sets out the Scottish Executive's commitment to pilot a Personal Lifelong Learning Plan with school leavers in 2004 to record their achievements and plan future learning. The Plan would not be based solely on academic qualifications, but could also help people record and plan on-the-job learning and experience with a view to acting as a CV. The Plan would link with current developments on Personal Learning Plans for all schoolchildren and also provide signposts to, for example, Learndirect Scotland and Careers Scotland, to help individuals identify what learning they need and where they can do it.

Smart Successful Scotland

2.14 Smart Successful Scotland set out the then Minister for Lifelong Learning's ambitions for the Enterprise Network. A Joint Performance Team with members from the Scottish Executive, Scottish Enterprise and Highlands and Islands Enterprise was set up in order to develop progress measures for Smart Successful Scotland. Proposed measures are set out in the consultation paper 'Measuring Scotland's Progress towards Smart Successful Scotland'⁶. Priorities from Smart Successful Scotland are:

- Global connections
- Growing Business
- Learning and Skills.

2.15 The Learning and Skills priority is most directly related to the work of the Inclusiveness Projects. A key indicator of progress here is to reduce the proportion of 16-19 year olds not in education, training or employment with training.

Careers Scotland Objectives

2.16 Careers Scotland has an important role to play in supporting or delivering many of these objectives on behalf of Scottish Ministers. Careers Scotland operates in a policy environment shaped by the framework of Smart Successful Scotland and the Social Justice Strategy.

⁶ 'Measuring Scotland's Progress towards Smart Successful Scotland' Scottish Executive, Scottish Enterprise and Highlands and Islands Enterprise, 2001

2.1: Careers Scotland targets relating to Inclusiveness

<i>Objective</i>	<i>Indicator</i>
Careers Scotland should help, encourage and support disadvantaged young people actively to engage in learning and education	By the end of academic year 2004/5, increase the number of young people with additional support needs continuing in post-compulsory education or training
Careers Scotland should help provide young people with a realistic and mature approach to the world of work and engender a positive approach towards it	By the end of academic year 2004/5, school leavers will understand the world of work, their place in it, and have a positive approach towards it
Careers Scotland should focus on the need to stimulate and support a culture of lifelong learning	By 31 March 2004, increase the number of disadvantaged or disengaged adults (19+) actively engaged in learning and training by a minimum of 35,000
Careers Scotland should help to reduce the number of young people who are not in education, employment or training	By 31 March 2004, reduce the number of young people for whom being NEET (not in education, employment or training) is a negative experience by 25%

2.17 We now go on to consider the work of the Inclusiveness Projects in this context.

3 The Inclusiveness Projects

Introduction

- 3.1 In this chapter of the report we consider the early development phase of the Inclusiveness Projects. The findings draw heavily upon the findings from the case study element of the National Evaluation. Five of these have been completed and written-up to date with one other, Edinburgh and Lothians, underway and due for completion by the end of August. Where relevant, information from the baseline survey of Projects is used to provide a wider context. It should be recognised, in this respect, that completion of the Project questionnaire requires, in some instances, a subjective interpretation of responses and as a result provides a guide to developments rather than a robust means of comparison between local areas.
- 3.2 Six Inclusiveness Projects were identified by the steering group as early priorities for visits. These Projects were identified on the basis that there were indications that good early progress had been made thus providing more valuable learning for other Projects at an earlier stage in development, or because of local characteristics which made them of particular interest such as Glasgow's partner focused delivery structure. The focus of the consultations was upon the initial development phase, the role of the Key Worker and early influences in terms of the local partnership infrastructure. The case studies carried out to date and attached in the appendices include:
- Ayrshire
 - Edinburgh and Lothians (ongoing)
 - Fife
 - Glasgow
 - Grampian
 - Highlands and Islands Unified Project (is a combined Project incorporating both the All Age Guidance and Inclusiveness pilots).
- 3.3 In each case study area, consultants from either SQW or Inspire Scotland met with the Project Manager or Co-ordinator, a selection of Key Workers and partner organisations involved in the Project. Each consultant worked to an aide memoire agreed with the study steering group. The results of the case studies and other research are set out below. Findings are grouped into three stages consisting of:

- the early development phase
- delivery
- mainstreaming and other forward looking issues.

3.4 We now look at each of the above issues in turn.

The Early Development Phase

Award of funding

- 3.5 In January 2001 the Careers Service Companies were invited to bid for £15m of resources released by the Scottish Executive to support the recommendations contained in the Beattie Report. Ministers announced on 11 April 2001 that funding would be available over three years up to March 2004 to fund the Inclusiveness projects.
- 3.6 Eight of the projects started in June – Ayrshire, Dumbarton and Lomond, Fife, Forth Valley, Grampian, Lanarkshire, Renfrewshire and Tayside. The Borders Project started in July while Edinburgh and the Lothians and Glasgow became operational in October. These later start date reflect the complexity of the infrastructural arrangements in different localities.
- 3.7 A different approach is being piloted in the Highlands and Islands. The Careers Services representing Argyll and Bute, Highland, the Moray part of Grampian, Orkney, Shetland and the Western Isles were invited to work together to produce a joint proposal which also incorporated funding for an All Age Guidance pilot. The rationale for this was to achieve economies of scale through a more collaborative approach. The Highlands and Islands Unified Project started in October. Dumfries and Galloway was subject to the longest delay in getting started as a result of discussions with the Scottish Executive about the most appropriate approach to adopt in that area. The Project in Dumfries and Galloway eventually became operational in June 2002.

Nature of the bids

- 3.8 The Inclusiveness Projects bids were developed in partnership by Local Careers Services. One of the features of the Beattie report was that it sought locally determined solutions to locally identified priorities. This diversity is reflected in the focus of the initial bids submitted (Table 3.1).

3.1: Case study Project bids – some key features

<i>Project</i>	<i>Example features</i>
Ayrshire	<ul style="list-style-type: none"> aimed to establish a core team of KWs managed through Careers Scotland supported by a network of KWs employed by other agencies client focus on 14-24 age group identified as chronic non-attenders client focus on those at 16 facing most severe barriers to employment mentoring component
Edinburgh and Lothians	<ul style="list-style-type: none"> small core KW Team with majority dispersed and managed through partners significant voluntary sector focus in terms of delivery mentoring component
Fife	<ul style="list-style-type: none"> core team plus dispersed college KWs client focus on off-school campus clients client focus on special needs groups in transition from college mentoring component
Glasgow	<ul style="list-style-type: none"> dispersed KW model three strands – geographic, city-wide and early intervention significant community/voluntary sector focus in terms of delivery
Grampian	<ul style="list-style-type: none"> core team managed through Careers staged client focus – clients in ‘looked after’ support in year one moving through to those diagnosed as autistic in year three strong emphasis on assessment and cross agency staff development mentoring component
Highlands and Islands	<ul style="list-style-type: none"> highly decentralised approach central co-ordinator provides support rather than supervision line management of KWs through locality offices client focus varies in localities

3.9 In spite of the diversity of approaches contained in the proposals however the bids still demonstrate the relevance of the Beattie Report in terms of gaps in service provision. The description of the ‘pre-Inclusiveness Projects situations’ contain a number of themes consistent with the Beattie analysis of service provision. The Grampian Project provides a good example of this (Table 3.2).



3.2: Beattie findings replicated in Grampian

- variations in practice between agencies – even within agencies
- assessments did not seek to identify all potential barriers to learning
- lack of information from school to post school providers
- lack of formal arrangements for the transfer of information between agencies
- over-assessment of young people by different agencies without recognition of progression
- all agencies who could contribute to assessment are not involved – and vital information omitted
- lack of regular monitoring and review

3.10 In most of the case study areas the process of becoming operational did not change the nature of the original proposals to any great extent. Ayrshire took the opportunity arising from establishment of Careers Scotland to re-focus its Project moving from a centralised to a more dispersed team structure.

3.11 A number of the case study Projects, however, did note considerable delays in getting started. In Glasgow the engagement of partners in what is a very complex Project structure took longer than originally envisaged. The Care Leavers Project, for example, absorbed a prior employability initiative called Launchpad into its structure. In the Highlands, which brought six distinct proposals into one without a pre-existing delivery structure, progress was also slower than anticipated. The establishment of Careers Scotland (Highlands and Islands) provided a vehicle for taking forward the development of the Project. Fife, with a relatively well-developed infrastructure, was able to progress as had been anticipated but the results would suggest that the development phase for multi-agency partnership approaches, such as this one, need to allow for a considerable lead in time which, in most instances, was underestimated.

Key Point: *Many of the local Projects underestimated the development time required to appoint staff, establish partnership networks and systems and establish structures to take forward their bids*

Needs assessment

3.12 The Beattie Inclusiveness funds challenged local partners, particularly Careers Services, to engage with client groups that were, to some extent, new to them. One Project, Dunbartonshire and Lomond, described its Inclusiveness clients as being *completely* new while the remainder, with the exception of Edinburgh and Lothian and Grampian, described their clients as a *mixture of existing and new* clients.

3.13 The bidding process had required local partnerships to come together and identify local needs within a relatively tight time-scale. Assessment of local needs, and target setting, in these early stages, was therefore quite varied. In most instances Careers Services coordinating local bids carried out a review of their own databases in order to assess local needs (Table 3.2). Eight of the Projects had also engaged with other partners to assess needs. A smaller number of Projects had commissioned their own primary research with Renfrewshire carrying out both survey and focus group research into client demand.

Table 3.3 Needs assessment

	Ayrshire	Dumfries & Galloway	Dumfriesshire & Lothians	Edinburgh & Lothians	Fife	Forth Valley	Glasgow	Gwent	Highlands & Islands	Lanarkshire	Renfrewshire	Scottish Borders	Tayside
Review of Careers Service client database	X	X	X	X	X	X	X	X	X	X	X	X	X
Review of Careers Service/Other partner client databases			X	X	X		X		X	X	X	X	
Commissioned primary research e.g. client survey		X		X							X		
Commissioned primary research e.g. focus group work	X		X								X		
Pro rata'd figures from national estimates	X				X		X		X				X
Other					X		X				X		X

3.14 The early developmental phase of the Inclusiveness Projects was therefore concerned with learning about the level and type of demand that the Key Workers were liable to face. In Glasgow, for example, there is an emerging view that some clients will never be able to secure and maintain a job while others need two or three years support to become employable. This view is by no means unique to Glasgow. In many instances the original targets set at the bidding stage no longer provide realistic assessments of what the Projects are likely to achieve.

Key Point: A key feature of the initial development phase for the Inclusiveness Projects has been learning about the level and type of demands that the Key Worker approach must respond to

Delivery

Structures

3.15 The establishment of Careers Scotland in April 2002 might have been expected to disrupt the progress of the Inclusiveness Projects at a crucial juncture in their early development. Careers Scotland assumed responsibility for the delivery of the Inclusiveness Projects at a



time when it was still developing its own priorities, structures and systems. Partnership forums established to take forward the Inclusiveness Projects in some areas had to adjust to the creation of Careers Scotland and its new responsibilities. New structures were established within Careers Scotland to *implement* the Projects.

- 3.16 This is only part of the story however. New, or adapted, structures have also been established in most areas in order to incorporate the views of wider stakeholders and partners in the development and implementation of the Project. In most instances these structures take the shape of a *consultative* forum, or fora. These fora play a particularly important role in some areas, such as Edinburgh and Lothians and Glasgow with their devolved and dispersed structures involving a wide set of partners in the actual delivery of the Project requiring a co-ordinated partnership approach.
- 3.17 The role of Careers Scotland in delivering the Projects has led some partners at a local level to question their involvement in the Inclusiveness Projects. In some cases this resulted from a feeling that their contribution was to assist in getting the Project up and running and that they could now concentrate on other roles. In other cases there was a frustration that they could no longer influence the development of the Project in the way they had anticipated when first becoming involved. In spite of this, all of the Projects responding to our survey reported a strengthening of partnership working in their area as a result of becoming operational.
- 3.18 Less activity is evident in terms of consultative structures to incorporate the *views of clients*. Seven of the Projects reported having forums in place to hear the views of clients and incorporate them into the ongoing development of the Project. Dunbartonshire and Lomond, Glasgow and Renfrewshire had pre-existing forums or were able to adapt existing ones. Ayrshire, Lanarkshire, the Borders and Tayside, however, had all developed forums of some kind for incorporating the views of clients. Given the need to establish basic delivery mechanisms, the fact that four areas have developed new structures to incorporate the views of users can be viewed as a positive achievement for the Beattie Inclusiveness initiative. Some examples are provided below (Table 3.4).

3.4: Examples of involving clients in the development of the Project

- Dunbartonshire and Lomond feed into the local youth strategy plan to work with the Excite Youth Senate Project
- client focus groups have been held to inform the Glasgow project and there is also a young person on the Care Leaver Steering Group
- after having tried a 'Client Jury' model the Renfrewshire Project is now exploring the possibility of on-line consultation via the Dialogue Youth initiative

3.19 The baseline survey of Projects asked the Inclusiveness Managers to identify the key partners engaged in the structures (Table 3.5). Other than Careers Scotland the most frequently represented partner organisations include local authorities, further/higher education institutions and JobCentre Plus. The private sector were only represented in three Projects. The local Business in the Community is an active member of the Ayrshire Project and the case study contains details of how the private sector role might be developed. JobCentre Plus was not strongly represented. Two of our case study areas, Ayrshire and Grampian, identified this as a barrier and were at the point of considering JobCentre Plus involvement.

Table 3.5 Partners involved in steering Projects

	Ayrshire	Dumfries & Galway	Dunbartonshire & Lomond	Edinburgh & Lothians	Fife	Forth Valley	Glasgow	Grampian	Highlands & Islands	Lanarkshire	Renfrewshire	Scottish Borders	Tayside
Further/ Higher Education	X		X	X	X	X	X		X	X	X	X	
Local Authority	X	X	X	X	X	X	X		X	X	X	X	
Local Enterprise Company	X	X	X			X	X		X	X	X	X	
Private sector	X		X				X						
Employment Service	X	X			X	X	X		X	X	X	X	
User Groups									X	X	X	X	
Voluntary Sector	X		X		X	X	X		X	X	X	X	
Other	X	X				X	X		X				

3.20 A great deal of time and effort has been invested by the Projects and their partners in establishing the structures to make Inclusiveness work. It is not surprising therefore that most of the Projects feel that further work and time is required to consolidate the structures established and obtain full value from them. The Projects were asked to assess the progress that had been made in terms of establishing structures fit for the purpose of delivering support. The majority of Projects felt that some degree of improvement could still be obtained:

- two Projects – Lanarkshire and Renfrewshire – felt that appropriate structures were in place and functioning effectively
- five – Ayrshire, Dunbartonshire and Lomond, Fife, Glasgow and Tayside – felt some minor changes were still required to deliver effectively
- the remaining Projects felt more significant work was required in terms of their structures.



Key Point: A great deal of activity has been required in order to establish effective structures to take Inclusiveness forward and the efforts of the Project, Careers Scotland and other partners in making the progress they have should be recognised – an area of potential development in the time remaining to the Projects is that of client participation in influencing delivery

Delivery models

3.21 The case studies provide a good indication of the variety of Key Worker models that have been developed through the Projects (Table 3.7).

3.7: Delivery models

Project	Features of role
Ayrshire	<ul style="list-style-type: none"> geographic KWs working on an outreach basis with the local community/voluntary sector from local Careers Scotland offices thematic KWs specialising in specific areas e.g. substance misuse
Edinburgh and Lothians	<ul style="list-style-type: none"> generic KW based in Careers Scotland Office range of KW supervised by local partners e.g. LAs, colleges, voluntary sector mentoring officer
Fife	<ul style="list-style-type: none"> centrally based KW team – each KW responsible for a particular off-campus education centre functional KWs e.g. mentoring, tracking – although these roles have moved closer to those of other client-focused KWs college based KWs focusing on transition on from college
Glasgow	<ul style="list-style-type: none"> geographic KWs based in LEDCs KWs supervised by joint SWD/Careers Scotland project focusing on care leavers city-wide thematic KWs providing support for specific groups such as homeless young people, vulnerable young people outwith SIP areas etc
Grampian	<ul style="list-style-type: none"> central 'Linkworker' team – term Linkworker preferred to distinguish role for partner organisations KW based with young single person's housing project
Highlands and Islands	<ul style="list-style-type: none"> decentralised KW role operating in individual localities according to locally identified priorities

3.22 As illustrated above the range of models is diverse. A number of core themes are apparent, however, each of which pose their own dilemmas:

Centralised v Decentralised – the benefit of having a centralised team is that the Key Workers draw on the knowledge and experience of their peer workers which is an evident strength (Fife) while a more dispersed structure can result in a degree of isolation (Edinburgh and Lothian) in spite of efforts to build support mechanisms.

Careers Scotland v Partner employed – Careers Scotland provides a very clear delivery structure within an employability focused agency (Grampian). While hosting the KW can lead to a lack of clarity over supervisory responsibility, the partner model provides a greater diversity of mainstreaming options (Edinburgh and Lothians).

Generic v Themed KW – the generic Key Worker can provide flexible support in light of the existing agency infrastructure (Ayrshire geographic KWs) while the thematic KW can offer a specialist approach which complements other Key Workers (Ayrshire substance abuse). The thematic worker runs the risk, however, of cutting across the role of specialist support agencies running counter to the Beattie principle of inclusiveness.

The Key Worker

3.23 There is no obvious career progression route into the Key Worker role. The skills needed are varied and any one person is unlikely to possess them all. Key Workers, to differing degrees, are likely to require:

- a knowledge of *community development* approaches when working in excluded communities
- *guidance* skills in order to assess clients' training, education and personal and social development needs
- *counselling* skills in order to support clients with various personal and social difficulties
- a good knowledge of the *agency infrastructure* from health and psychological to social work and probationary services
- the *employability* focus of careers advisers and a knowledge of the training and education infrastructure
- and, in some instances, the awareness and knowledge to work with employers.

3.24 Key Worker support is delivered in a various ways. It can include confidence building, facilitating barrier removal, acting as an advocate on behalf of the client, referring to other agencies and training providers and ongoing support to clients undertaking learning opportunities. The Ayrshire case study provides an example of the various forms of support the Key Worker can offer:



- advocacy – accompanying clients to interviews
- motivational training and confidence building – delivered through Pacific Institute Breakthrough to Excellence
- linking client to other agencies – community practice nursing, social work etc
- accessing the relevant strands of the Key Worker Fund to remove client barriers – there are three strands which include;
 - support for relationship building e.g. tea/coffee vouchers
 - practical items such as alarm clocks, bus passes, clothing etc
 - support for barrier removal not covered by the New Deal Gateway e.g. team building or aggression management.

3.25 The Key Worker role, with its client-centred, service co-ordination and employability aspects, is unique. It is easy for Key Workers to feel isolated – a view which emerged clearly from the interviews and focus groups undertaken with the Key Workers. This was particularly the case in rural areas but was far from being exclusively so. Key Workers located within Careers Scotland offices, for example, reported feeling isolated. Key Workers within partner organisations often had access to support within their host organisations but would have liked more contact with their colleagues in other parts of the Inclusiveness Project. Support and development of the Key Worker is a critical success factor. Careers Scotland is currently piloting a support and supervision system for Key Workers and other staff working with clients with additional needs. During the case studies we identified seven ways in which the Key Worker can be supported (Table 3.8).

3.8: Seven ways to support the Key Worker

<i>Project</i>	<i>Example</i>
Clear definition of role	In the Highlands and Islands at the end of the first year of the Project the KWs themselves helped put together a definition of their role based upon their experience to date – this provides comfort that in spite of their different approaches in different localities the KWs remain part of a common function and also helps more recently recruited staff
Promoting the role to partners	It is important the wider agency network with which the Key Worker must engage understands the KW role – in Grampian the term Linkworker was adopted to avoid confusion and significant emphasis was placed upon involving partner organisations in the initial induction process
Induction	Time must be allowed for an intensive induction process. In Fife for example the KWs did not see any clients for the first two months but took part in a range of induction activities, including a two-day teambuilding exercise, and spent time developing interagency networks. In Glasgow new Key Workers shadow existing ones.
Peer support	Perhaps the single most important critical success factor identified by the Key Workers. The background of the KW teams is diverse. In Glasgow for example the KWs include: <ul style="list-style-type: none"> • care leaver workers • community education • staff from alternatives to custodial sentence projects • equalities. KWs found support in the knowledge of colleagues. In Edinburgh and Lothians, for example, the availability of KW specialising in Aspergers Syndrome provides a source of advice to other KWs who might come across clients with similar needs
Ongoing supervision	As well as the support of their peers KWs also need supervisory support from someone that understands their role. In Fife the KWs meet individually with the Inclusion coordinator at least once a month to discuss caseload and other support issues. In the Highlands and Islands, in an effort to overcome isolation, the Key Workers meet regularly with their Careers Scotland locality manager although this is not always as helpful as might be hoped as a result of the distinctive role of the KW
Ongoing training and development	Ongoing training was identified as a weakness in several of the case study areas. In Glasgow KW have received training on the Rickter Scale, Pacific Institute, motivational interviewing, BME issues and Breakthrough to Excellence – the KWs now feel that it is time their own skills and experience was fed into the training programme for Careers Advisers
Opportunities to focus on Key Worker role	The KW role is still developing. The KWs appreciate efforts to focus on the role itself and address common issues. In the Highlands and Islands the Inclusion Co-ordinator facilitated a structured conference exploring various aspects of the KW role. It was an intensive two day event with a number of practical outcomes

3.26 The feedback we received from *partner organisations* on the role of the Key Workers was extremely positive. This was the case in each of the case study areas. There was a very strong feeling from the partners that the Key Worker role added real value to existing services. In some instances it was clear that there had been a degree of wariness initially regarding the Key Worker role with some partners fearing duplication with their own services and others failing to appreciate the nature of the Key Worker contribution. In most cases the suspicions of existing workers ‘in the field’ had been overcome through the networking activities of the Inclusiveness Projects and the Key Workers themselves. Failure to fully appreciate the Key Worker role remains an issue in some areas and can result in:

- inappropriate referrals (schools were cited in a few instances as making referrals based upon criteria other than those agreed by the Project) – no statistical evidence is available on actual numbers and this is an issue Careers Scotland may wish to consider as the Projects are rolled out
- support from other agencies being withdrawn from clients on the assumption that the Key Worker will fulfil these tasks instead (social work services were cited in a number of instances).

3.27 This poses a real risk to the work of the Key Workers. One of the defining characteristics of the Key Worker role is the ability to provide both an intensity and flexibility of support that other organisations cannot offer. Caseload management is therefore an important matter. Most Key Workers now have an understanding of the number of clients they can support at any one time but this can come under pressure. There are three ‘points’ within the Key Worker support model where careful management is required, each with its own set of issues:

- **Referral stage** – Having a tight definition of the target client group with agreed referral channels, as is the case in Fife, can provide Key Workers with a degree of protection. Effective supervision is also needed. The Key Workers based at Panmure House, an educational support organisation in Edinburgh, discuss and agree on referrals as a team before accepting new clients.
- **Ongoing support** – Some Key Workers are unclear whether it is appropriate for them, having an employability focus, to continue working with clients who they feel are unlikely to ever achieve a positive outcome. In most cases they will continue to work with clients in the absence of other support but the question must be asked whether Key Workers in such instances are not adopting a ‘social work’ role? There is also some evidence from the case studies that, in a small proportion of cases, support from other agencies is withdrawn once Key Worker support is in place. This may result naturally from decreasing access to statutory support as young people leave compulsory education but it may also represent a resource decision by some agencies or a lack of understanding regarding the role of the Key Worker.

- **Move-on stage** – Move-on is a difficult issue. Key Workers are under pressure to take on new clients and there is a temptation therefore to ‘close the books’ on clients who have moved into a positive outcome. In practice however many Key Workers are reluctant to do so in case clients ‘drop out’ which was, of course, one of the gap areas identified in the Beattie Report. More attention is required to this issue if resources are to be used effectively.

Key Point: *The Key Worker role is adding value to existing services and this is recognised, in the main, by the partner organisations they work with – ongoing support and training is important and this is an area that requires attention in the remaining period of the Projects*

Influence on partners

- 3.28 One of the key aims of the Beattie Report was to encourage a more ‘joined-up’ approach to service provision amongst the partner agencies working with vulnerable and excluded young people. The baseline survey of Projects would suggest that the Inclusiveness Projects have led to *new* partnership links in all but one of the Project areas. Similarly, the Project Managers reported *enhanced links with existing* partner organisations in all instances except one. Only one Project, Forth Valley, indicated that the establishment of the Project had also weakened links with existing partners.
- 3.29 The case studies would suggest that the Inclusiveness Projects have had a significant influence on many partner organisations within the relatively short period of their existence. The partners themselves identified many examples of effective collaboration which did not take place prior to the establishment of the Inclusiveness Projects. Two broad categories of influence are discernible (Table 3.9).

3.9: Influence on partners

Examples

<i>Projects</i>	Existing partners working in new ways	New partners refocusing on disengaged young people
Ayrshire	<ul style="list-style-type: none"> • South Ayrshire Council has reviewed and developed its own employability support for young people in light of its involvement in the Project 	<ul style="list-style-type: none"> • Ayrshire Business in the Community has been engaged in order to provide a link to employers • local SIPs have now been engaged

3.9: Influence on partners (continued)

Examples

<i>Projects</i>	Existing partners working in new ways	New partners refocusing on disengaged young people
Edinburgh and Lothians	<ul style="list-style-type: none"> improved links between Careers Scotland and voluntary sector organisations like Fairbridge Scotland leading to more effective support packages for young people 	<ul style="list-style-type: none"> colleges, such as Stevenson's, have developed greater awareness of the needs of client groups such as young people with Aspergers Syndrome which is leading to more supportive practices for young people leaving school
Fife	<ul style="list-style-type: none"> improved information sharing mechanisms with regard to Skillseekers, New Deal and GrFW involvement of Key Worker in FNAs has strengthened school transition processes 	<ul style="list-style-type: none"> colleges now focusing upon employment as a post-learning option in a way that would not have taken place previously
Glasgow	<ul style="list-style-type: none"> effective collaboration between the Glasgow Alliance and Careers Scotland to develop a strong area focus to the Project 	<ul style="list-style-type: none"> improved information sharing between the Project and the LA SWD closer links between Careers Scotland and LEDCs thus sharpening the employability focus of the Project
Grampian	<ul style="list-style-type: none"> the Health Board is now involved in discussions about support for the clients which would not have happened previously small voluntary organisations in rural communities are now engaged 	<ul style="list-style-type: none"> links have been strengthened with the Young Single Persons Housing Project within the City Council thus providing support to an often disengaged client group
Highlands and Islands	<ul style="list-style-type: none"> links with various voluntary sector organisations, such as NCH, have been enhanced providing stronger transition links for those leaving probationary services 	<ul style="list-style-type: none"> the development of links between Moray Youthstart SIP and the Project

- 3.30 There is, in fact, a third type of partnership influence discernible in the Highlands and Islands. The Inclusiveness Project has played an influential role in developing pan-Highland approaches to improve service provision for vulnerable young people. The best example of this is with regard to the SHIRLIE Project which has provided training to all of the Key Workers on vocational profiling and is now working with the Inclusiveness Project to roll-out the Supported Employment initiative, funded by the Scottish executive, to provide a supported employment option for clients exiting the Inclusiveness Project.
- 3.31 The Ayrshire Project provides an interesting model of practice in terms of partnership working area. The Project has established a system of **Interagency Client Liaison Meetings** based upon a referral model developed by Rathbone/CI and STEP. These were established as a means of improving information sharing and client transition processes. Each meeting is led by one of the geographically-focused Key Workers and referrals are discussed in a multi-agency forum. Some examples of early benefits include:
- Hansel Village (for individuals with physical and mental disabilities) outlined their Job Coach Scheme providing a work placement and job coach. A Key Worker later followed this up for a client and a place set up even though the client did not attend Hansel Village.
 - Connect applied for money from the partnership fund for a breakfast club for young people aimed at promoting a healthy lifestyle and providing nutrition. Ayrshire Business in the Community had been previously been approached by Greggs the bakers about breakfast clubs and was able to connect the organisations together.

Key Point: *Although at an early stage in their development there is good evidence to suggest that the Inclusiveness Projects are resulting in a more 'joined-up' approach to service provision, thus fulfilling one of the major aims of the Beattie Report*

Systems, tools and products

- 3.32 The Projects are at a relatively early stage in their development. Much of the emphasis has been on the appointment of staff and the development of systems and networks. The case studies conducted for this Interim Report have focused on these developmental issues relating to the Projects becoming operational.
- 3.33 The Beattie Report, however, identified a number of principles regarding service provision. It is clear that in spite of the relatively early stage the Projects were at when the baseline survey and case studies were carried out there is a great deal of activity either taking place or planned with regard to many of the issues raised in the Beattie Report. The range of activities under development is considerable (Table 3.10).



3.11: Tools and products (continued)

Activity	Example
Vocational profiling	<ul style="list-style-type: none"> • Employability Gauge and Matchpoint (Ayrshire) • training provided to all KWs by specialist agency, SHIRLIE (Highlands and Islands) • manual systems (Glasgow)

- 3.35 The case studies would suggest that considerable activity has taken place within the Projects in terms of information sharing and client assessment. This is perhaps not surprising given the need to focus at an early stage on client engagement and all that entails in terms of the referral process. In terms of client tracking and vocational profiling less activity was evident. The reason given for this by many of the consultees was the establishment of Careers Scotland and its intention to introduce Insight, its own client management database.
- 3.36 It is surprising, however, that more activity was not evident in terms of action planning. Especially given the importance of the Individual Action Plan within the Beattie recommendations. Current practice in this area is sometimes ad hoc with a lack of consistency even within Projects. This can in part be explained by the need to work with different client groups often with very different assessment needs. It also results from the degree of variety apparent in the backgrounds of the Key Workers themselves.
- 3.37 Our concern is that without a more consistent approach to client action planning and the diversity of backgrounds from which the Key Workers come, there is a danger that the employability focus of the Inclusiveness Projects may be diminished. We accept however that the development of the assessment framework⁷ by Careers Scotland may go some way to addressing this issue.

Key Point: Many new tools and products have been adapted or developed to meet the needs of the Inclusiveness Projects – client action planning, however, requires further attention in the time remaining to the Projects

Monitoring systems

- 3.38 Monitoring is important because it provides the data upon which the Inclusiveness initiative, both as a whole and at a local area level, needs to be judged. The case studies would suggest that there are some significant weaknesses within the current monitoring framework.

⁷ Recognising, Identifying and Meeting the Needs of Young People: An Assessment Framework – Careers Scotland Consultation Document

- 3.39 The first problem is that of the collection of data for the Careers Scotland Performance Management system. Feedback from a significant majority of those consulted would suggest that the data which is being fed into the Performance Management system provides an inconsistent picture of actual activity, outputs and outcomes. Many of the Key Workers are not clear on the definitional judgements which require to be made in completing return forms. Careers Scotland has recognised this and has made changes to assist the operation of the system but difficulties are still apparent. The Projects themselves are aware of these issues and Glasgow has recently carried out a manual count exercise to try and establish current activity levels.
- 3.40 The second issue is that of the nature of the Projects themselves which is not reflected within the measures contained in the current Performance Management Framework. Much of the work of the Key Worker is concerned with the ‘small steps’ which clients make towards employability. Encouraging and assisting a client with negative experiences and a fear of formal education to take part in a college taster is an important breakthrough for that client but is not an achievement recognised within the current performance framework with its emphasis on harder outcomes. The Projects clearly desire a more ‘reflective’ performance measurement process than the one they currently operate within. This needs to be balanced, of course, with the need to minimise the administrative requirements of the Key Workers in what are essentially pilot initiatives. Careers Scotland has now developed the Client Achievement Summary which records softer client progressions and will, ultimately, be linked to the Insight Client Management System.
- 3.41 A third issue, if we consider monitoring and evaluation from a national rather than a local perspective, is that even if the definitional issues were successfully addressed the current performance framework does not contain the type of information needed to answer important questions about the contribution of the Inclusiveness to some of the targets identified in chapter two. The basic difficulty is that the framework is based upon interventions rather than clients which makes it difficult to establish a picture of actual caseload as well as the level of positive outcomes.

Key Point: *There are important monitoring issues which need to be addressed by Careers Scotland in regard to the development of the Insight Performance Management system – currently it is not possible to provide an assessment of the number of clients supported or the number of individual clients entering positive outcomes*

Forward Look

3.42 The Projects are realistic about what has been achieved to date and what still needs to be done. When asked about progress towards their original milestones in the baseline survey most Projects felt there was still a significant level of work required before their systems and processes were established (Table 3.12). This reinforces one of our earlier points on the tendency to underestimate the time and resources required to set-up multi-agency initiatives such as the Inclusiveness Projects.

Table 3.12 Progress towards initial milestones

	Ayrshire	Dumfries & Galloway	Dumfriesshire & Lothian	Edinburgh & Lothians	Fife	Forth Valley	Glasgow	Gairloch	Highlands & Islands	Lanarkshire	Renfrewshire	Scottish Borders	Tayside
Have met all of our milestones to date									X				
Have met most of our milestones to date					X	X	X	X			X	X	
Have met around half of our milestones to date		X	X	X						X			
Have met a few of our milestones to date	X					X							
Have met none of our milestones to date													

3.43 One of the key issues that the Projects must address between now and March 2004 is that of mainstreaming. We have interpreted this as meaning:

- the adoption of tools, products and processes by Careers Scotland or other agencies involved
- the dissemination of lessons regarding policy and practice with regard to supporting clients, specific client groups or joined-up working
- the continuation of the Projects, or elements within the Projects, through alternative funding sources
- the adoption of the Key Worker role itself within Careers Scotland and/or the other agencies involved.

3.44 What lessons may be learned regarding mainstreaming from the case study Projects? In Glasgow where 40 percent of the funding comes from partner organisations, sustaining the initiative is a particularly complex issue. The Careers Scotland, West Region is currently considering how services may be integrated within the activities of Careers Scotland. The first stage in this process involves the mapping out of existing services and initiatives to

identify which are concerned with 'employability', a core function of Careers Scotland, as opposed to social inclusion. This will help to identify priorities for possible integration. How this is carried through in practice will require detailed consideration given the agency's limited resource capacity.

- 3.45 The Highlands and Islands have approached the issue through a staged process. The emphasis in the early stages of the Project have been on identifying the skills and competencies which are required by Careers Scotland to work with a new set of client groups. Attention will now switch to how these skills and competencies may be built into the Careers Scotland (Highlands and Islands) all age guidance services.
- 3.46 One of the barriers to these approaches is the gap between the existing Careers Scotland Careers Adviser role and that of the Key Workers which was evident in most of the case study areas. There are significant differences in expectations of Key Workers and Careers Advisers. A key characteristic of the Key Worker role is the emphasis upon flexibility and relationship building which is quite different from that of the more volume driven services delivered by mainline Careers Advisers. Reconciling these roles presents a significant challenge although there was evidence in each of the case studies that efforts were now being made to bridge the gap through joint training, staff meetings and client assessments.
- 3.47 Ayrshire in particular has made significant efforts to bridge the gap between Key Workers and Careers Scotland Careers Advisers. The Key Workers are now located within the local offices of Careers Scotland working with that office and a range of other local partners. In addition, 12 Careers Advisers are being trained to take on the role of *Integrated Key Workers* and will be required to commit around ten percent of their time to the Key Working role. In another development, the Careers Adviser role in schools is being re-focused to provide greater attention towards those with higher needs.
- 3.48 None of the case study Projects has, as yet, taken a structured approach to mainstreaming in terms of the non-Careers Scotland partners involved in Inclusiveness. In Edinburgh one of the voluntary sector participants, Fairbridge, a UK-wide charitable organisation working with excluded young people, has recognised the added value of the Key Worker role in terms of assisting young people make the transition from the support they offer and is now exploring how to incorporate the role in other parts of the country. It is clear, however, that a more structured approach is required, particularly with regard to the colleges involved. The role of the Scottish Further Education Funding Council and Association of Scottish Colleges, amongst others, need to be considered.
- 3.49 The issue of mainstreaming requires further consideration. If not addressed there is a risk that a great deal of learning and valuable activity might be lost. The Projects need help to think through:

- what mainstreaming means for them
- identifying what has worked and what has not
- how they might address mainstreaming, and;
- how they encourage other partner organisations to address the issue?

Key Point: *As the Projects begin to consider issues related to mainstreaming there is scope for greater central direction*

3.50 This chapter is based very much on the views of the Project staff and partner organisations involved at a local level. We turn now to the results of the Inclusiveness client baseline study to provide a user perspective of progress to date.

Key Point Summary

- Six case studies were carried out of Inclusiveness Projects between January and July 2003 – the remaining seven projects will be the subject of further case study visits
- Nine of the Projects started between June/July 2001, Glasgow, Edinburgh and Highland Islands started in October the same year while Dumfries and Galloway did not become operational until June 2002
- The original bids were extremely diverse reflecting local infrastructures and priorities
- Almost all of the Projects experienced delays in getting started – in most cases the time required to appoint and induct staff, and develop partnership networks and referral systems took longer than anticipated
- Considerable time and effort has been invested in the establishment of structures to incorporate the viewpoints of wider stakeholders – an important task given the need for joined-up working and the increasing prominence of mainstreaming issues
- Inclusiveness has led to the establishment of new structures to incorporate the views of clients – there is scope for further development in this area
- Private sector and JobCentre Plus involvement has been relatively limited to date
- A wide variety of delivery models have been established providing a range of alternative approaches – each bringing its own advantages and disadvantages
- All the Projects have, to differing degrees, found themselves working with client groups that are new to them
- The early stages of the development process have been concerned with identifying the needs of the clients, levels of demand for support and developing an understanding of the agency support infrastructure 'around' clients
- The Key Worker requires a wide range of skill sets – induction, ongoing support and staff development systems are fundamental and require greater attention
- Caseload management is a growing issue but can be assisted by well-defined referral mechanisms/criteria, firmly promoted to partners – greater clarity regarding the employability focus of Inclusiveness is needed
- Much progress has been made in terms of information sharing and client assessment but more attention is needed in terms of client action planning and client 'move-on' processes
- There is a lack of clarity amongst Key Workers/Careers Scotland staff regarding the definitions contained in the Careers Scotland Performance Management framework - measuring client distance travelled continues to present a challenge
- There is good evidence, in every area, that the Inclusiveness Projects are facilitating a more 'inclusive' approach by other partner organisations around the needs of the clients – and injecting a stronger focus on employability into existing services
- The Projects require greater assistance to think through and plan adequately for mainstreaming.

4 Client Perspective

Introduction

- 4.1 A longitudinal client survey approach was agreed with the study steering group in order to incorporate the views of clients and assess the influence of the Projects. A baseline questionnaire was designed by SQW and approved by the study steering group. The survey was carried out by NFO Social Research who piloted the questionnaire, refined it and implemented the survey between December 2002 and March 2003. Respondents were identified by working with selected Key Workers and in most cases, interviews took place on a face-to-face basis within the Key Workers' premises.
- 4.2 Our target number of interviews was 280 of which 271 was achieved. It should be noted, however, that arranging interviews with clients is a challenging task, particularly with regards to those leading chaotic lifestyles. The clients interviewed were those who also happened to be meeting their Key Worker. Those clients with the most erratic behaviour patterns, those least likely to attend a pre-arranged interview, were therefore less likely to be interviewed by our team. As a result the sample is likely, to some extent, reflect the experiences of those less distanced from the labour market than might be the case with the actual population.
- 4.3 The questionnaire was designed to provide a baseline picture of clients against which progress might be measured. All those contacted were asked if they would be willing to take part in a follow-up survey and were offered, as agreed with the project steering group, a small incentive. A total of 250 clients agreed to take part in the follow-up interviews at six months and 12 months duration. The follow-on questionnaires will consider changes in client attitudes in terms of:
- barriers to employability and progress in terms of 'distance travelled'
 - progress more specifically in terms of employability criteria
 - influence upon education, training and employment choices or planning.
- 4.4 The relationship established with the Key Worker is a fundamental component within the Inclusiveness approach. This relationship provides the basis for future progress. The emphasis of the baseline is upon this relationship although the results do include an account of the barriers to employability and employability criteria upon which the Inclusiveness Projects might be expected to impact. The report sets out the baseline findings from the survey in terms of:

- the characteristics of our sample with emphasis on some of the features which might influence outcomes in the follow-up surveys
- services and career planning
- an account of the barriers faced by the clients
- the employability characteristics of the clients upon which the Inclusiveness Projects might be expected to impact
- the developing relationship between Key Worker and client
- hopes for the future and anticipated outcomes.

Sample Characteristics

Demographic characteristics

- 4.5 A total of 271 clients were interviewed during the baseline survey of Inclusiveness clients. Eighty percent (n218) were from the Scottish Enterprise Network (SEN) area while the remainder (53) were recruited from within the Highlands and Islands Enterprise (HIE) area. A disproportionate number of clients were interviewed in the HIE area in order to ensure a large enough sample for analysis at this geographic level. However, the data was weighted so that the final proportions reflected the actual balance of clients between HIE and SEN areas.
- 4.6 Almost two thirds (65%) of those surveyed were males (n173) while 35% (n98) respondents were female. Thirty-five percent of the sample were 16 years old or younger, a further 35% were 17 years old and 30% were 18 years or older. Almost all of the respondents (99%) gave their ethnic background as white with 94% describing themselves as Scottish and 5% 'other British'. The proportion of 'non-white' clients is less than that for Scotland as a whole (2%) based upon the 2001 census.

Working status

- 4.7 The baseline characteristics of our sample show that almost a third of our respondents (29%) are not in education, training or employment (table 4.1). At a Scottish level, around 19% of school leavers enter NEET outcomes each year⁸. This is of course a key Scottish Executive Social Justice target area. A fifth (22%) of the sample is unemployed although the results were significantly different for SEN clients (23%) as compared to those of HIE (8%). The remaining 7% of those not in employment, education or training being unable to do so due to ill health, being in voluntary work or looking after family members. Forty percent of our respondents are either still at school or in college on a part or full-time basis.

⁸ school leaver destination data 2001/02 – Futureskills Scotland

- 4.8 Excluding those clients no longer in school, the percentage of NEET clients rises to three-quarters (77%). Of these, 60% are unemployed. The remainder (17%) are looking after family, engaged in voluntary work or unable to work due to long-term sickness, ill health or permanent disability.
- 4.9 Over 80 percent of the clients (n222) were no longer at school although a higher proportion of school attendees could be found in the HIE area (28%) compared to that of SEN (16%). Under a third (28%) are on a training programme of some kind including 11 percent who are involved in Get Ready for Work. Only three percent of our respondents are currently in employment, providing a baseline against which progress might be measured.
- 4.10 The figures can also be looked at in terms of type or category of client. The numbers involved are relatively small (see bases) and any conclusions drawn must be tentative ones. Three quarters (74%) of those clients with learning difficulties are liable to be in education, either at school or college. This is significantly higher than the average for the sample. Looked after clients would appear to be most likely to be in unemployment. The base here (n34) is small but still significant.

Table 4.1: Working status

Status	Total (%)	by client categories (%)*			
		Emotional / Behavioural	Learning disability	Looked after	Other%
College (full time or part time)	23	13	41	14	14
Unemployed	22	22	10	41	29
School	17	17	33	7	6
Training scheme	17	26	3	22	16
Get Ready for Work	11	15	8	16	9
Employed	3	4	4	0	4
Unable to work	3	0	0	0	12
Voluntary work	2	0	1	0	8
Looking after home/family	2	3	2	0	2
Other/Not stated	0	0	0	0	0
Base (n)	271	88	68	34	55

*may not total 100% due to rounding

Educational experience

- 4.11 The baseline survey of Inclusiveness clients sought information on the educational attainment of those involved in the programme. Of those who had left school over forty percent (42%) had not sat any Standard Grades at all (Table 4.2). A similar proportion, however, had sat for four or more suggesting a relatively wide range in academic abilities. Fifteen percent of those at school had sat for one or more Access Level Grades as had a similar proportion (16%) of those who had left school.

Table 4.2: Standard grades sat

<i>Number</i>	<i>%</i>
None	42
One	3
Two	4
Three	4
Four or more	43
<i>Base (n) - all respondent who have left school</i>	<i>222</i>

- 4.12 Over forty percent (45 %) of those who had left school (n222) had received help at school from a Learning Support Teacher. In practice this figure is likely to be slightly higher as some clients (7%) had received support but were unsure as to who had provided this. This excludes the proportion of the sample (4%) who had attended a special school for whom the question was not relevant.
- 4.13 The Inclusiveness clients were also asked about their general attitudes to schooling. A majority (62%) of our sample reported liking or having liked some or most of their subjects at school. A quarter had only liked a few subjects while only 36 (13%) had not, or did not, like any.

Client type

- 4.14 We asked the Key Workers to tell us about the *type* of client interviewed in terms of the client definitions used in Careers Scotland's own Performance Measurement Framework. It would not have been appropriate to ask the client directly and unlikely in anycase that they would have known. Almost a third of the clients (31%) might be described as young people with behavioural or emotional problems (Table 4.3).
- 4.15 Young people with learning disabilities comprised almost a fifth (18%) of the sample while looked after young people were also a significant group (13%). No details were available for those clients recruited during the pilot phase.

Table 4.3: Client category

<i>Status</i>	<i>All (%)*</i>	<i>SEN (%)*</i>	<i>HIE (%)*</i>
Behavioural & emotional difficulties	31	30	42
Learning disabilities	18	19	6
Looked after young people	13	13	11
Other Learning difficulties	7	7	4
Young homeless	5	6	0
Mental health problems	5	5	6
Physical disabilities	4	4	4
Drug & alcohol problems	3	3	0
Young offenders	3	3	9
Autistic spectrum disorder	2	2	4
Pilot respondents	6	6	15
Other/Missing	3	3	0
<i>Base (n)</i>	<i>271</i>	<i>218</i>	<i>53</i>

*may not total 100% due to rounding

Motivation

- 4.16 Included in the questionnaire were questions regarding the respondents' attitudes towards attendance at school. These questions provide an indication of how motivated the young people were prior to meeting their key worker. Clients who never truanted (n97) might be described as *motivated* while those who frequently truanted (n78) might be considered *less well motivated*.
- 4.17 On this basis, those who might be classified as less well motivated were more likely to find themselves not in employment, education or training (Table 4.4). Clients less well motivated at the outset of the programme were more likely, for example, to be unemployed. On the other hand, those more motivated at the outset were more likely to find themselves at college. The numbers in the survey are too small to allow analysis of other work status options.

Table 4.4: Truancy and working status

<i>Status</i>	<i>% unemployed</i>	<i>% in college</i>
Never truanted	12	36
Frequently truanted	33	18

Services and Career Planning

Existing services

- 4.18 The sample population was asked whether they had any contact with various agencies in the past two years. The results demonstrate the ‘complexity’ of the service environment in which many of the clients exist (Table 4.5). Many of the respondents had experience of several service providers. The most frequently cited service provider was Careers Scotland (62%) perhaps reflecting the employability and service focus of the Key Workers. Social Work was a key contact for almost half (49%) of the population. Educational services also featured prominently with 20% mentioning contact with a Pupil Referral Unit and 6% with an Educational Welfare Officer.

Table 4.5: Contact with services

<i>Status</i>	<i>%</i>
Careers Scotland	62
Social Work	49
Pupil Referral Unit	20
Homelessness Services	15
Youth Offending Team	13
Drug/Alcohol Services	12
Mental Health Services	10
Youth Services	7
Probation Service	6
Educational Welfare Service	6
Not had contact	8
Other	4

Careers advice and planning

- 4.19 The baseline survey sought to establish the extent to which the sample had been given assistance regarding employment, education and training while at or on the point of leaving school. Only half of those surveyed who had left school reported that anyone had helped them decide what to do when they leave school. The proportion of those receiving some form of help drops further with regard to those who are frequent truants.

4.20 While over two-thirds (67%) of school leavers who had never truanted reported receiving assistance, less than a third (30%) of those truanting frequently received similar support. Seventy-two percent of those still at school reported receiving help in deciding what to do when they leave, compared with just 50% of leavers.

4.21 The questionnaire then went on to explore the extent to which the Inclusiveness clients had a clear idea of the employment outcome they hoped to achieve. Around two-thirds (68%) agree or strongly agree with the statement ‘I have a clear idea of the job or career that I want’ (Table 4.6). A fifth (20%) disagreed or strongly disagreed with this statement. This provides a backdrop against which to measure the influence of the Inclusiveness Projects in terms of:

- assisting clients to identify clear employment goals
- influencing clients to change their career goals to aim for realisable outcomes
- whether these identified outcomes are achieved or not.

Table 3.6: I have a clear idea of the job or career that I want

<i>Description</i>	<i>%</i>
Strongly agree	23
Agree	45
Neither	11
Disagree	14
Strongly disagree	6
Don't know	2
<i>Base (n)</i>	<i>271</i>

4.22 The clients were then asked for their response to a number of attitudinal statements regarding career planning. The responses to these statements in the follow-up surveys will, it is anticipated, provide evidence of the effect of the Inclusiveness Projects on attitudes towards career planning. Awareness of the importance of and need for training (86%) and qualifications (87%) appeared to be high although a smaller proportion of the clients (68%) agreed with the statement that they had a particular job or career in mind (Table 4.7). This might suggest that training or education is a more tangible option than employment at this stage for many of the young people involved. Over a quarter (27%) of the sample identified with the view that they were not worried about having a job. These results will provide a baseline for analysis of the influence of the Inclusiveness Projects at the six and 12 month follow-up stages.

Table 4.7: Forward planning

	<i>Percentage*</i>	<i>Agree / Strongly agree</i>	<i>Disagree / Strongly disagree</i>	<i>Neither</i>	<i>Don't know</i>
I have a clear idea of the job or career I want		68	20	11	2
It's better not to look too far ahead, so I'll wait and see where I end up		57	29	15	0
I am not worried about having a job – other things in life are more important		27	61	12	0
It is important for me to get training		86	5	6	1
It is important for me to get qualifications		87	6	6	1

Base (n) = 271

**may not total 100% due to rounding*

Barriers to employability

- 4.23 Respondents were asked to what extent they thought various issues⁹ might affect how they would progress in terms of their future learning and employment options. The answers suggested a number of potential barriers to employment and other positive outcomes.
- 4.24 Educational issues featured highly. Sixty one per cent thought that qualification levels might affect how they got on in the future ‘a lot’ or ‘quite a lot’ (Table 4.8). Over half (54%) thought reading and writing skills might affect them ‘a lot’ or ‘quite a lot’, compared with 44% for counting skills. The degree of stigma attached to these issues, such as lack of literacy for example, would suggest that the results are likely to underestimate the depth of the barriers. Recruitment and employment experience are also major hurdles to employability as are relatively practical, and often overlooked, barriers such as lack of proper clothing for interviews.
- 4.25 Those aged over 18 were more likely to think that their literacy skills would affect them in their future. More than two thirds (69%) of those aged 18 years or older thought reading and writing skills would affect them ‘a lot’ or ‘quite a lot’, compared with 47% of 17 years olds and 48% of those aged 16 or under.
- 4.26 Reading and writing skills also appeared to be a bigger issue for young men compared with young women. Over 60 percent (61%) of male clients identified reading and writing skills as a barrier compared to less than a third (32%) of the women.

⁹ Examples taken from work by Sheila Semple of Strathclyde University

Table 4.8: Barriers to employability

<i>Issues which affect clients a lot or quite a lot</i>	<i>%</i>
Qualification levels	61
Reading and writing	54
Having the right clothes for interviews	50
Knowing how to get job interviews	47
Lack of work experience	42
Counting	44
Looking after children or other family members	30
Alcohol or drug use	23

- 4.27 Clients were also asked for their views on a number of statements referring to ‘soft’ employability skills and their importance with regard to achieving future employment and educational outcomes. These are the skills frequently identified in employer surveys as lacking in the labour market. The Futureskills Scotland Employer Survey¹⁰, for example, identified communication, planning and organising and team-working skills amongst the top five deficiencies in terms of soft skills in the labour market.
- 4.28 The results suggest that the Inclusiveness clients do currently recognise the importance of most of these criteria. Over eighty percent describe taking instructions (85%) and good timekeeping (81%) as being ‘very important’ to achieving their future career and education outcomes at the current time (Table 4.9). Being methodical and neat and controlling your emotions were considered less important with less than two-thirds of the sample viewing these as very important. These results will provide a baseline for analysis of the influence of the Inclusiveness Projects at the six and 12 month follow-up stages.

¹⁰ Futureskills Scotland – Skills in Scotland, the Employers View 2002

Table 4.9: Soft skills

	<i>Very important</i>	<i>Quite important</i>	<i>No strong feelings</i>	<i>Not very important</i>	<i>Not at all important</i>	<i>Don't know</i>
Being confident	66	26	4	4	0	0
Being able to work in a group	59	30	5	6	0	0
Listening to instructions	85	13	1	1	0	0
Being a good timekeeper	81	16	2	1	0	0
Being methodical and neat	53	42	3	1	0	0
Being polite	79	20	0	1	0	0
Being honest about things	79	19	2	0	0	0
Being able to control your emotions	64	28	4	3	1	0

Base (n) = 271

Baseline Employability Criteria

- 4.29 The Inclusiveness Projects are part of an approach to test out new approaches to employability for young people considered to be excluded from the labour market. An employability initiative of this sort cannot be judged on ‘hard outcomes’ alone. We attempted, as part of our approach, to define the concept of employability and interpret this in ways which might be meaningful to clients, an approach we adopted with an earlier study in England¹¹. The nine employability criteria we identified included (Table 4.10):

Table 4.10: Employability criteria

self-esteem	communication	motivation
confidence	leadership	emotional control
teamwork	time management	openness to new experiences

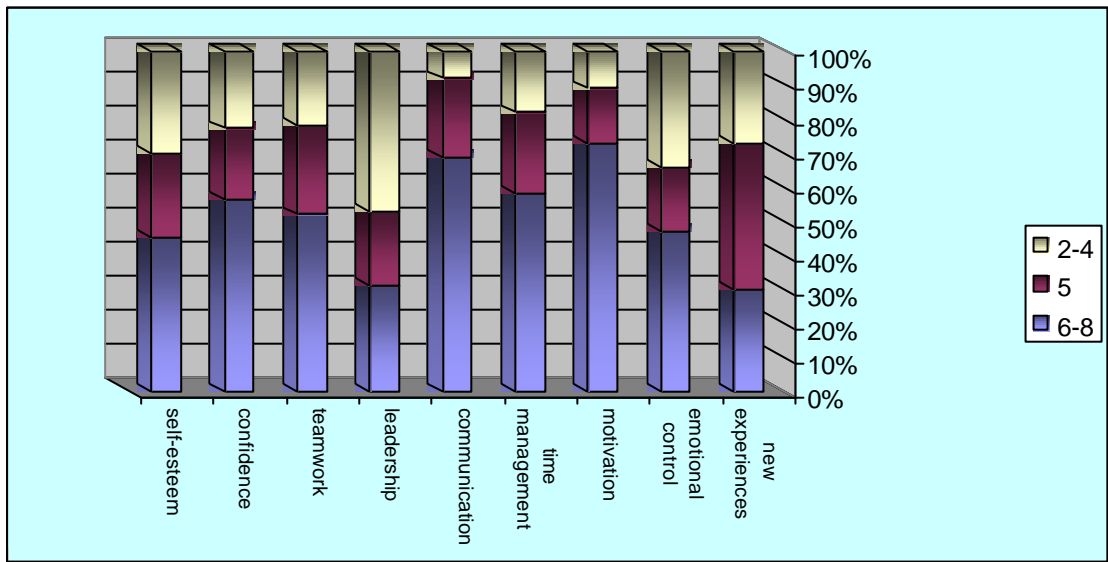
- 4.30 Three statements were presented to the interviewees relating to each of the nine criteria above. Clients were then asked to indicate the extent to which they agreed or disagreed with the statements. Two questions were phrased *positively* e.g. ‘you enjoy working with others’ while a third was phrased *negatively* e.g. ‘when working on a task you don’t worry about

¹¹ An evaluation of round 2 of the Summer Activities Programme for 16 year olds on behalf of the DfES <http://www.dfes.gov.uk/research/data/uploadfiles/RR341.pdf>

getting the detail right'. The scores for each of the three questions were 'scored' in such a way to provide a combined score for each of the nine employability criteria.

4.31 Client responses having been 'scored' were grouped into three categories. Those scoring between six to eight were those responding most positively with regard to the statements presented. Positively in this sense means those tending to agree with the positive statements or disagree with the negative statement in regard to each of the employability criteria. Leadership, for example, would appear to be the employability criterion that the largest proportion of clients feel themselves to lack – around 50% falling in the two-to-four group. The results of this exercise will provide, we anticipate, a means of assessing 'distance travelled' by clients during their time with the Inclusiveness Projects. If the Inclusiveness Projects are effective interventions we would hope to see a shift in percentages from the lower score categories into the higher scoring ones (Figure 4.1).

Figure 4.1: Baseline employability criteria



The Key Worker

4.32 The survey explored respondents' views of their Key Worker. This relationship is clearly an important defining feature of the Inclusiveness Projects. The Key Worker provides a means of 'holding' the client within a support framework and helping to ensure that services are responsive to client needs.

4.33 Establishing a solid relationship between the client and Key Worker is a fundamental 'first step' upon which future progress might be built. It might be anticipated, therefore, that at this relatively early stage in the process the real achievements of the Inclusiveness Projects will reside in the relationship which has been formed by client and Key Worker.

Referrals

- 4.34 The respondents were asked as to how they had come into contact with their Key Worker (Table 4.11). Over a third (33%) had come into contact with their Key Worker while at school. Almost a quarter (23%) had come into contact with their Key Worker via Careers Scotland. These were the most significant sources of referral although just under one in ten clients had met their Key Worker through a Social/Youth Worker (9%) or a college (9%).
- 4.35 The wide variety of referral sources achieved through the Inclusiveness Projects is suggested by the proportion of clients who met their Key Worker through housing or homelessness staff or housing associations (5%), training providers (4%) and probation services (1%). A small proportion of clients (6%) met their Key Worker through family and friends. This suggests that the Inclusiveness Projects have been innovative in terms of the referral links which have been established to date.

Table 4.11: How respondent first met their Key Worker

<i>Status</i>	<i>%</i>
School or Guidance Teacher	33
Careers Adviser Worker	23
Social or Youth Worker	9
College	9
Family or friend	6
Through housing/homelessness organisation	5
Training Provider	3
Medical professional or agency	2
Probation Officer	1
Other	8
Don't know	2

Length and of contact and employability

- 4.36 The survey respondents were then asked about how long they had known their Key Worker. Over a third (36%) had been in contact with their Key Worker for less than six months of whom just under half (48%) were aged 16 or less. Under a quarter (23%) had been in contact for between six months and a year. Over a third again (38%) had been in contact with their Key Worker for over a year.

- 4.37 The length of time spent with the Key Worker raises a number of issues for the evaluation. Our objective was to establish a baseline against which progress could be measured. It was intended that the survey would capture the views of those at a relatively early stage in the Inclusiveness intervention. It is surprising, therefore, that over a third of the respondents have been in touch with their Key Worker for over a year. There are a number of possible reasons for this including:
- there was a concern at the setting-up stage of our evaluation that the baseline interview process may have had a negative impact upon the initial relationship building process between client and Key Worker – this may have led Key Workers to encourage more established clients to come forward for survey
 - the retention of a high proportion of clients by the Inclusiveness Projects – if this latter is the case it raises important questions about the ‘move-on’ of clients; to ‘hold-on’ to clients raises concerns about the creation of a dependency relationship as well as a major resource challenge while ‘forced’ move on of clients might result in clients ‘falling out’ of the system resulting in a ‘lost investment’.
- 4.38 The respondents were then asked as to whether they had discussed education, employment or training with their Key Worker. Almost 90 percent (88%) said they had emphasising the importance of employability within the programme. The figure rising from just over 80 percent (81%) for clients who had known their Key Workers for less than six months to over 90 percent for those who had known their Key Worker for longer. This would suggest that the Key Workers are careful to establish a relationship with their clients before going on to consider employability issues with them.
- 4.39 The Beattie principles emphasise the importance of client focused assessment and action planning. Clients must feel involved in and take ownership of that process. The survey therefore examined the extent to which respondents felt involved in determining the education, training and employment decisions they had reached in conjunction with their Key Worker.
- 4.40 Only those clients who had discussed these issues with their Key Worker were asked. The results were positive. Almost all clients (94%) agreed or strongly agreed that they felt involved in deciding on their education, training and employment choices, suggesting that they do feel a sense of ownership over decisions taken (Table 4.12). Only four percent of clients agreed with the statement that they had felt pushed into the education, training and employment choices which had been made. This commitment provides an important platform on which the Key Workers can help clients progress towards employability.

Table 4.12: Agreement with statements about employability work

	<i>Strongly agree</i>	<i>Agree</i>	<i>Neither</i>	<i>Disagree</i>	<i>Strongly disagree</i>	<i>Don't know</i>
I felt involved in deciding my education, training and employment choices	42	52	4	3	0	0
I feel my education, training or employment choices will help me in the future	32	61	4	1	0	1
I felt 'pushed' into the education, training or employment choices that were made	1	3	4	48	45	0

Base (n) = 238 (all who have discussed future plans with key worker)

Frequency

- 4.41 The Beattie principles emphasises the importance of the Key Worker role and the need for a responsive form of support in particular. In many instances this will, given the chaotic lifestyles of some clients, require a great degree of flexibility and intensity of support. Stabilisation of lifestyles is a pre-requisite of enhancing client employability. The survey therefore sought to capture the degree of intensity of support in terms of the frequency of meetings between the client and their Key Worker.
- 4.42 The results of the survey show the level of intensive support which is invested through the Key Worker (Table 4.13). Three-quarters of the sample meet with their Key Worker at least once a fortnight. In fact, the single biggest response to this question was in terms of clients seeing their Key Workers at least weekly (42%). It is apparent from the case study work that the clients are frequently in touch with a wide range of agencies. It is also clear from the case studies, however, that few other agencies are in a position to offer this flexibility or intensity of support.

Table 4.13: Contact with Key Worker

<i>Frequency</i>	<i>%</i>
Once a fortnight or more frequently	75
Once a month	13
Every few months	7
Every six months	2
Varies/Don't know	4

- 4.43 The clients were then asked for their response to a number of attitudinal statements regarding their relationship with the Key Worker. The purpose of these questions was to tease out the nature of the relationship with the Key Worker and how this was viewed by the clients. Is it, for example, qualitatively different from other relationships they might have with existing agencies?
- 4.44 The respondents were asked to comment on a number of statements regarding their relationship with their Key Worker. The results would suggest that the frequency, duration and nature of support offered by the Key Worker is ‘paying-off’ in terms of how they are viewed by their clients. Over 90 percent of clients see their Key Worker as being a positive and helpful influence in their lives (Table 4.14).
- 4.45 In order to test further whether clients really viewed their relationship with Key Workers as being qualitatively different from those they might have with other forms of support we asked them whether the Key Worker was simply ‘another person they had to see’. Less than a fifth (19%) agreed or strongly agreed that this was in fact the case. These figures are broadly in line with early research into the Connexions Pilots in England¹² which found that 77% of clients felt that the Key Worker was an improvement on prior forms of support which they had experienced. Clients who were frequent truants and might therefore be considered less well motivated were less likely to support the view that the Key Worker was ‘just another person to have to see’.
- 4.46 Only 12 percent of those who frequently or occasionally truant were inclined to view their Key Worker in this light compared with 31% of those who had never truant. It should be remembered that clients are being asked about relationships with Key Workers who, based upon the earlier results, they have met with frequently and over a period of some time. The clients are therefore in an informed position to comment.

Table 4.14: Agreement with statements about the Key Worker

	Strongly agree	Agree	Neither	Disagree	Strongly disagree	Don't know
My Key Worker is there to help me	53	44	1	1	0	0
My Key Worker has made things easier for me	46	46	5	1	1	1
My Key Worker is just another person I have to see	3	16	9	41	30	1
<i>Base (n) = 271</i>						

¹² Lessons Learned From The Connexions Pilots – DfES, October 2001

- 4.47 The survey went on to examine what the Key Worker had done which was of most value to the client at this stage in their relationship (Table 4.15). There is clearly a strong focus on experience of training (36%) and employment activities such as assisting clients to get work experience (18%), interviews (9%) or simply to focus on employment as an option in their lives (9%). Assistance with ‘intermediate’ stages to employability, such as confidence building (16%) and advice about future options (11%) also feature.
- 4.48 What is perhaps most marked, however, is the sheer range of activity covered by the Key Worker. Issues identified by clients but not featured below, for example, included help with housing issues, financial help, advice on addiction issues and assistance with specific learning needs. This reflects the fact that for many, if not most clients, employability can only be addressed once other learning and lifestyle issues have been tackled first. It should also be noted that the question asks the client to identify the activity of *most* value. In practice clients will have received assistance on a number of the above issues.

Table 4.15: Activities valued by client

<i>Activity</i>	<i>%</i>
Got into training or helped to get back into training	36
Helped with problems	22
Provided practical help e.g. clothing or transport costs for interviews	18
Helped to gain employment experience e.g. placement	18
Helped with confidence and social skills	16
Offered advice on future options	11
Focused client on employment	9
Helped to get interviews	9
Helped with forms	6
Don't know	5

Satisfaction

- 4.49 Finally, in this section of the report, survey respondents were asked about their overall satisfaction levels with their Key Worker. Over seventy percent (71%) of clients were very satisfied while another quarter (25%) were quite satisfied. This would suggest that in the first year of the Inclusiveness Projects, a solid basis upon which to build has been established by the Key Workers.

Anticipated outcomes

- 4.50 The respondents were asked what they would hope to be doing in a years time, if they could choose. Employment is the main objective of two-thirds (67%) sample (Table 4.16). When compared to their current situation it is clear that those currently unemployed hope to attain employment status in the future as do those currently in training or education. This provides a useful backdrop against which to examine developments at subsequent interview stages.

Table 4.16: Hopes for the future

<i>Status</i>	<i>Current (%)</i>	<i>Hoped for (%)</i>
School and college	40	17
Training scheme	28	13
Unemployed	22	0
Employed	3	67
Looking after home/family	2	1
Other/Not stated/Don't know	0	4

Future Developments

- 4.51 The cohort of young people who took part in the baseline survey of Inclusiveness participants will be followed up at two stages. Follow-up interviews will take place at six months and one year after the initial interviews in order to provide the National Evaluation with a perspective on progress made by clients during their time with the Inclusiveness Projects. The six-month follow-up is currently taking place with the results expected by October. In addition, a second cohort of Inclusiveness clients will be interviewed by in January 2004. It is anticipated that the second cohort of young people passing through the Inclusiveness Projects will benefit from a more established set of systems and processes. The survey should therefore provide a means of comparing the effect of the Inclusiveness Projects at a later stage of development.

Key Point Summary

- Our target number of interviews was 280 of which 271 was achieved
- 80% were from the SEN area while the remainder were recruited HIE
- 65% of those surveyed were males 35% were female
- 27% of our respondents are not in education, training or employment; 22% are unemployed – of those who have left school, over three-quarters (77%) are unemployed
- Of those who had left school 42% had not sat any Standard Grades while 43% had sat for four or more suggesting a relatively wide range in academic abilities
- 54% of those surveyed reported that someone had helped them decide what to do when they leave school
- 68% agree or strongly agree with the statement 'I have a clear idea of the job or career that I want' while 20% disagree or strongly disagree
- 57% agree with the view that 'it is better not to look to far ahead and better to wait and see where you end up'
- 61% thought that 'qualification levels' might affect how they got on in the future 'a lot' or 'quite a lot' and a significant proportion thought literacy/numeracy skills might affect future progress - highlighting the extent to which clients are distanced within the labour market
- Those over the age of 18 years were more likely than those aged under 18 years to think that literacy skills would affect their future progress while 60% of male clients identified reading and writing skills as a barrier compared 42% of the women
- 38% had been in contact with their Key Worker for over a year
- 75% are in contact with their Key Worker at least once a fortnight - 42% weekly
- Less than one in five view their Key Workers as 'just another person they have to see'
- 71% percent of clients were very satisfied with the help or advice they received from their Key Worker
- 88% said they had discussed employability issues with their Key Worker
- 94% of clients agreed or strongly agreed that they had felt involved in deciding on their education, training or employment choices
- Employment is the hoped for outcome for 67% of clients in the longer term.

5 Interim Conclusions and Recommendations

Background

- 5.1 The Beattie Committee was established in April 1998 with a remit to review the needs and provision of services for young people with additional support needs. The Committee identified the lack of ‘joined-up’ service provision for 16-24 year olds as a fundamental weakness of the existing infrastructure and argued the need for a more inclusive approach which placed client needs at the centre of service provision. In response to the Beattie Report the Scottish Executive Enterprise and Lifelong Learning Department (SEELLD) allocated just over £15m in April 2001 to implement a programme of Inclusiveness Projects in each of the then 17 Careers Service areas.
- 5.2 The SEELLD sought, at the same time, to put in place a National Evaluation framework which would allow it to assess the influence and impact of the Inclusiveness Projects. The objectives of the framework consisted of the following:
- identifying the added value obtained as a result of the funding
 - identifying the key issues which arose in the development, planning, negotiation and implementation of the additional provision
 - assessing the relative effectiveness of different approaches in addressing these issues and for the achievement of particular national or local objectives
 - looking at how effectively the programme met national objectives
 - considering the extent to which the programme could be said to have achieved greater inclusiveness for clients and service providers
 - considering how the programme could be further developed to achieve greater benefits for clients.
- 5.3 In the final chapter of this report we consider each of the above study objectives in turn.

Added Value

- 5.4 The Inclusiveness funding has been a catalyst for significant change. It has led to the establishment of Key Worker teams across the country. While the Key Worker concept has gained increasing recognition in recent years, through Connexions in England and Wales for example, the Inclusiveness Projects would simply not have been established without the Beattie funding support.



5.5 As a result of the establishment of the Inclusiveness Projects a range of other added value outcomes have been achieved. These include:

- the development of local partnership networks aimed at improving service provision for young people who would otherwise have been at significant risk of ‘falling through the gaps’ in the existing agency infrastructure
- the development of a wide range of tools, systems and products designed to assist young people making the transition from school or care
- a sharper focus on employability within existing services.

Finding: Considerable added value has been achieved through SEELLD funding – principally a new inter-agency focus on the on the employability needs of a vulnerable set of client groups at key transition stages in their lives

Development issues

5.6 The Projects have faced significant challenges in their relatively short lifespan. Considerable time and effort has been invested in the establishment of structures, partner-networks and staff recruitment and development processes. This has taken place against a backdrop of the original bids being prepared within a relatively tight timescale and, more significantly, the establishment of Careers Scotland, given responsibility for managing the Projects, less than a year into the life of Inclusiveness.

5.7 In most instances Projects have underestimated the scale of the task and have not achieved all that they intended within the time given. In spite of this, most Projects have laid solid foundations for the further development of the Inclusiveness approach. These foundations include:

- new structures
- Key Worker teams and induction processes
- solid inter-agency networks and referral systems.

5.8 This reflects, in the view of the evaluation team, the genuinely innovative nature of the Inclusiveness approach. In no area did pre-existing structures and systems exist onto which the Inclusiveness Projects could *easily* fit. Instead new structures were developed, or existing ones modified, to include a wide and diverse set of stakeholders in the shaping and delivery of the Projects. Customised induction and development processes were then developed for the

new Key Worker teams. These were all fundamental tasks without which subsequent progress would not have been made.

Finding: *The development of the Projects took longer than had been anticipated by those involved but overall solid foundations for the delivery of Inclusiveness have been laid in most areas*

Assessing Different Approaches

- 5.9 The Inclusiveness Projects are highly diverse. They are locally determined responses to locally defined priorities. Diversity arises from the relative freedom the local Careers Services and their partners had, when submitting bids, in terms of targeting specific client groups. A key shaping factor was the nature of the pre-existing agency infrastructure. The proposals generally sought to build on *some* level of existing activity, local projects or partnership working although, as we have noted above, no area had access to forums or structures which could readily provide a ‘home’ for the Inclusiveness Projects.
- 5.10 The result of all this is that each area has developed its own distinctive approach. These approaches provide a fit with the local agency architecture. They also seek to address gaps in that architecture and related systems and processes. Most Projects have refined their approach once the delivery phase was reached in light of experience. In some instances this has been the result of greater awareness of the needs and intensity of support required by specific client groups. In other instances it has been in response to organisational change. The establishment of Careers Scotland and the rolling-out of its systems and processes, for example, forced the Projects to rethink their approach to client tracking. In most instances changes have been relatively minor but in a few they have been more significant, as was the case in Ayrshire for example
- 5.11 Each model brings with it its own advantages and disadvantages. Across the various models some core themes emerge which are highlighted below (Table 5.1). In practice most of the Projects combine some or all of these approaches to greater or lesser degrees.

Table 5.1: Delivery models

<i>Approach</i>	<i>Description</i>	<i>Comment</i>
Centralised (Careers Scotland)	A core team of Key Workers managed by Careers Scotland operating from a single base	<ul style="list-style-type: none"> • The strength of this approach is that it establishes a solid team approach drawing on the strengths of the various Key Worker backgrounds • Risks becoming isolated and offers less value in terms of mainstreaming
Dispersed (Careers Scotland)	Key Workers employed by Careers Scotland but dispersed throughout local offices	<ul style="list-style-type: none"> • Provides a geographic focus to the KW role which can foster improved community linkages • Offers potential mainlining value in terms of how local Careers Scotland offices operate • Risk of isolation for KWs • Risk that clients fail to differentiate KW from agency itself
Dispersed (College)	Key Workers managed and based with local colleges	<ul style="list-style-type: none"> • Adds value by providing stronger employment focus to supported learning work of colleges • Improves links between further education and other services • Risk of isolation • No structure to consider mainstreaming issues at present
Dispersed (Other)	Key Workers managed and based with local partner organisations – might include LAs or voluntary sector organisations	<ul style="list-style-type: none"> • Builds on expertise and often strong client group focus within partner organisations • Often adds new employability focus to existing support services • Management through Inclusiveness Project is difficult • Risk that learning and mainstreaming potential is lost

Finding: *Some distinctive models are emerging but each brings its own positives and negatives – the important issue for the Projects to consider is how they minimise the effect of weaknesses arising out of the model being delivered*



Meeting National Objectives

- 5.12 The Inclusiveness Projects support a number of the Scottish Executive's Social Justice targets regarding the transition of school leavers. In particular they contribute towards the milestone of *'halving the proportion of 16-19 year olds who are not in education, training or employment'*. In 2002¹³ this figure stood at 14% across Scotland but with significant variations across the country. In addition the Projects support Careers Scotland's own targets which include *'increasing the number of disadvantaged or disengaged adults actively engaged in learning and training by at least 35,000'* and *'reducing the number of young people for whom being NEET (not in education, employment or training) is a negative experience by 25%'* - both to be achieved by March 2004.
- 5.13 In order to assess the extent to which the Inclusiveness Projects are helping to achieve these objectives solid monitoring data is required. This needs to show, at very least, the number of clients supported and the outcomes achieved for individual clients. It should show the number of new and existing clients within the system and the number of clients progressing through each stage of the support process. At present this type of information is only partially available. The data on clients, for example, is based upon client interventions which could be multiple in the case of a single client. This issue is being addressed by Careers Scotland in two ways:
- a retrospective manual count (April 2002 to March 2003) of clients is being undertaken by the Projects within the Scottish Enterprise area giving a more accurate picture of the actual number of individual clients engaged in the system – the results of this, which are not fully collated as yet, would suggest that around 8,000 to 8,500 clients have been assisted (over 35 clients per Key Worker)
 - the introduction later in the year of Insight, a new client database, with the capacity to track individual clients through the Inclusiveness system.
- 5.14 A summary of the Careers Scotland Performance Management data in relation to the targets identified above is provided here (Table 5.2). Data on training and employment is not separated out within the Careers Scotland figures although we are aware that this is being addressed. Supported outcomes refer to those where an individual is in education, training or employment but with some form of specified support e.g. job coaching. **The figures show that Inclusiveness clients have made 7,611 entries into employment, training and educational outcomes during the first year of operation.**

¹³ 2002 Labour Force Survey



5.15 The figures include an element of double counting where a client has entered two or more positive outcomes during their time with the Inclusiveness Project. In the Highlands and Islands 30 clients also progressed into voluntary work. The figures provide a baseline against which to measure future activity levels.

Table 5.2: Careers Scotland data on client entries into training, education and employment

April 2002 – March 2003	<i>Employment/Training</i>		<i>Education</i>		Total
	<i>supported</i>	<i>un-supported</i>	<i>supported</i>	<i>un-supported</i>	
Scottish Enterprise	2,488	2,004	1,445	1,062	6,999
Highlands and Islands	273	147	109	83	606
Total	2,761	2,151	1,554	1,145	7,611

5.16 The Careers Scotland statistics go on to examine positive outcomes sustained beyond a three-month period. These figures are less likely to be affected by individual clients being recorded on more than one occasion. **The figures show that Inclusiveness clients have made sustained entries into employment, training and educational outcomes in 6,550 instances.** This provides a useful baseline against which to assess future progress. This would suggest that the Inclusiveness Projects are succeeding in achieving a high proportion of sustainable outcomes, 86% of those entering a positive outcome sustaining this beyond three months. Important research issues for the National Evaluation to consider are the quality of these outcomes and their attribution to the work of the Inclusiveness Projects.

Table 5.3: Careers Scotland data on sustained outcomes

April 2002 – March 2003	<i>Employment/Training</i>		<i>Education</i>		Total
	<i>supported</i>	<i>un-supported</i>	<i>supported</i>	<i>un-supported</i>	
Scottish Enterprise	1,676	1,733	1,578	978	5,965
Highlands and Islands	200	142	181	62	561
Total	1,876	1,875	1,759	1,040	6,550

Recommendation 1: In implementing its new client tracking system, Insight, Careers Scotland will address the issues identified above regarding the recording of client data in order to provide a more focused picture of the influence of support on individual clients.

An Inclusive Approach

- 5.17 The intended outcome of the Beattie Report was to develop more inclusive service provision for vulnerable young people making the transition from the school and care environments. To what extent have these objectives been achieved in the early stages of the Inclusiveness Projects?
- 5.18 The survey of Inclusiveness clients provides evidence that the Key Worker role is providing a qualitatively different type of relationship from that the clients have experienced with other agencies. **Over 70% of clients rejected the statement that their Key Worker was ‘just another worker they had to see’.** This may reflect the employability focus of the Key Worker role. It may also be due, at least in part, to the flexibility and intensity of support offered by the Key Worker. **Three quarters of the clients see their Key Workers at least once a fortnight and over 40% see them even more regularly than this. Over 70% of clients are ‘very satisfied with the support received from the Key Worker.’**
- 5.19 Establishing a positive relationship at this stage will provide a basis for employability support delivered by or co-ordinated through the Key Worker. **Almost 90% of clients have discussed employability issues with their Key Worker and of these, nearly 95% agree or agree strongly with the view that they ‘felt involved in deciding on their education, training and employment choices’.** This is a positive basis on which to build. The follow-up surveys of Inclusiveness clients should help reveal whether the support received through the Projects is having an impact upon client’s employability characteristics.

***Finding:** Early evidence suggests that the Key Worker role provides a qualitatively different relationship for clients and provides a basis for further employability activity – the longitudinal survey of clients will help to reveal the impacts of this upon clients*

- 5.20 The baseline survey of Projects and case study follow-ups identified a great deal of new and improving partnership working around the needs of vulnerable young people at the transition stage. Inter-agency information and referral systems are improving and more effective transition processes have been established. In turn a number of existing partner organisations, such as colleges and throughcare teams are benefiting from a sharper focus on employability than they would have previously provided. The partners consulted with during the case studies were generally very positive about the Key Worker role and able to evidence improved service provision by reference to examples of new or enhanced partnership working and/or improving knowledge and awareness of the client groups concerned.

***Finding:** The evidence from the National Evaluation would confirm that the Inclusiveness Projects are facilitating a more inclusive approach on the part of the partner organisations*



Further Development

5.21 Overall, the consultants in the National Evaluation Team were impressed by the progress that had been made by the Projects in the case study areas and the obvious commitment of the Key Workers and partners. Two clear conclusions emerged:

- the Key Worker role is adding value to existing services
- the partners are responding to the Inclusiveness challenge and working with the Inclusiveness Projects to create more cohesive and client-centred systems and processes.

5.22 Much has been achieved in a relatively short period and yet most of the Projects do not feel that they have reached their potential. On the basis of the National Evaluation, we feel that the Inclusiveness Projects should continue to be supported.

Recommendation 2: *The Scottish Executive should seek to continue with the Inclusiveness programme on the basis of the solid progress made to date.*

5.23 The Key Worker role is central to the activities of the Inclusiveness Projects. We found strong support for the role at a local level and evidence, from the baseline survey of clients, that the role is making a major contribution towards more joined-up service provision for excluded and vulnerable young people. The role is characterised by its flexibility, intensity and responsiveness to need. These characteristics are vulnerable, however to poor caseload management. Issues that require further consideration are:

- the extent to which the Inclusiveness Projects are delivering an *employability programme* – should Key Workers continue to support clients who after some time within the system show no signs of making any progress towards greater employability?
- *adding value* rather than substitution – there is some anecdotal evidence that, in a small proportion of cases, support from other agencies is withdrawn once Key Worker support is in place; there may be a need to strengthen inter-agency support mechanisms as has been the case in the Highlands and Islands, for example, with the establishment of a joint working protocol with the Social Work Department
- *moving clients on* – do the Key Workers require greater assistance to ‘close’ cases and invest time resources in new clients?

Recommendation 3: *That Careers Scotland give the above issues consideration and works with the Projects to provide greater clarity over the Key Worker role and the targeting of resources.*



5.24 Good progress had been made in some areas in terms of developing tools and products, particularly in terms of information sharing and client assessment. Careers Scotland has been testing some of these approaches and is introducing a number of common assessment tools and processes in line with its own assessment framework. More emphasis is needed, however, on the processes and tools that will help clients move towards employability. It is understandable that at this early stage the focus has been on client engagement processes but further development work is required in a number of key areas. Three important areas we would highlight include:

- the need to develop effective action planning tools
- the importance of on-going training and support mechanisms for Key Workers beyond the induction phase (which is currently being addressed by Careers Scotland)
- the move-on process and associated tools e.g. vocational profiling.

Recommendation 4: *Careers Scotland should seek ways to encourage the Projects to address the development issues highlighted above.*

5.25 The final forward looking issue that we would highlight is that of mainstreaming. It is our belief that to maximise the undoubted mainstreaming potential of the Projects a more strategic approach is required on the part of both the Scottish Executive and Careers Scotland. There are some interesting developments at a local level but the Projects need greater direction. Guidance is needed to help them think through:

- what is meant by mainstreaming
- the need to assess what has worked and what has not in terms of the Inclusiveness Projects and Key Worker role
- what the actual options are in terms of mainstreaming
- how partners other than Careers Scotland can be encouraged to address the issue.

5.26 The issue of mainstreaming goes beyond Careers Scotland. It needs to be considered within a wider context. The case studies identified a number of interesting developments in terms of other partner organisations including colleges, local authorities and voluntary sector organisations amongst others. An important opportunity will be lost if mainstreaming is not considered in this wider context.

Recommendation 5: *That SEELLD and Careers Scotland consider how to develop a strategic and staged approach to mainstreaming in order to maximise the benefits resulting from the Inclusiveness pilot.*

