

**A NATIONAL EVALUATION OF THE INCLUSIVENESS
PROJECTS**

APPENDIX A: CASE STUDIES

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

Appendix A – Inclusiveness Project Case Studies

1 Ayrshire Inclusiveness Projects Case Study

A Original Bid Background

1. In January 2001 a bid was submitted by Ayrshire Careers Partnership Ltd. (now Careers Scotland) on behalf of Ayrshire Implementing Inclusiveness Task Group. The Task Group was made up of representatives from Ayrshire Careers Partnership, North, East and South Ayrshire Councils, Scottish Enterprise Ayrshire and the Further Education.
2. The Task Group identified a significant number of initiatives in Ayrshire designed to target exclusion among the most disadvantaged young people. However, it became clear to partners that although there were many good practices already in place, there were also significant and often inter-related issues concerning effectiveness of provision. When assessing area needs in line with Beattie recommendations gaps were identified at strategic and operational levels and objectives set to address the gaps as seen in figure 1.

Figure 1: Gaps in provision and project objectives

Gaps in Provision	Project Objectives
<ul style="list-style-type: none"> • Limited cohesion between strategic partners, services and initiatives • Limited strategic planning and implementation at an Ayrshire level • Limited focussing of core services and continuity of support for those young people with the most significant and/or sustained, in particular careers guidance and associated activities • Communication and sharing of information and experiences between appropriate organisations and initiatives • Provision of relevant, specialist support and initiatives often determined by area or district of residence rather than individual need including sharing of information on each young persons background, needs and progress towards personal goals • Little consistency and limited capacity existed among both core services and potential projects to effectively assess the needs of young people relevant to sustaining learning and employment 	<ul style="list-style-type: none"> • Set up an Area Strategy Group to develop a strategy to complement existing activity and enable services and initiatives to be developed, expanded and/or modified accordingly • Establish a Local Implementation Group with responsibility for ensuring that the Ayrshire strategy is effectively and consistently implemented in relation to local need • Establish a network of around 100 key workers across a range of Ayrshire organisations concerned with the inclusion and specifically employability of young people • The establishment of a core team of key workers (funding for 8 requested and 6 granted), to work with those who have either greatest need for in-depth support, and/or for whom there is no other appropriate individual to provide the level of support at a given time • The identification and/or development and effective use of standardised, quality assessment • The development and implementation of an effective, electronic tracking system

3. Initially the team of 6 core key workers (including the existing special needs careers advisor post) led by a project co-ordinator was based centrally at Ayrshire Careers Partnership Head Quarters operating across Ayrshire on an outreach basis with geographical responsibilities and one with an Ayrshire wide remit for young people with special needs. It was anticipated that the core key workers would support a total of around 500-600 young people per year and the network of key workers would support around 1825 young people over the duration of the project.
4. It was envisaged that the key worker support would be targeted at the 14-24 age group identified as chronic non-attenders and/or at most risk of failing to make an effective transition and those from age 16 plus with the most complex range of needs and facing the most significant barriers to employment.
5. A clear focus on early intervention aimed to reduce numbers falling out the education system, increase levels of educational attainment and decrease the numbers of those accounted for on leaving school. This was intended to increase those who successfully access and sustain appropriate employment and training and decrease in the long term those who need in-depth support and intervention post school.

B From Bid to Delivery

6. The Project was developed and implemented on the basis of the original bid until the establishment of Careers Scotland in April 2002. Key aspects of the original bid and progress made to August 2002 are set out in Figure 2.

Figure 2: Bid Update	
Original Bid	Progress to August 2002
500 core key worker clients by end of year 1 with initial case loads of around 40 – 60 (based on original bid for 8 key workers plus 1 existing staff member).	From November 2001 to March 2002 - 258 key worker clients accounting for 51% of the year 1 target. Just under 70% of clients engaged were with young people with learning difficulties.
1 project co-ordinator and 6 Key Workers to be appointed including special needs careers advisor to be integrated to the team.	At full complement, centrally located and delivering on an outreach basis to an allocated geographical area. Started to engage with clients from November 2001.
Network of 100 Key Workers in agencies across Ayrshire. One recognised individual in an agency to have responsibility for continuity of support for each young person at any given time. Estimate of 1825 young people targeted each with a caseload of 5-7.	Not taken forward in year 1.
Establishment of Strategy Group and Implementation Group	Established but did not meet
Enhance local partnerships in terms of joint protocols – particularly identification, referral and tracking	Taken forward in schools through joint Assessments Teams. Under development with post school services.
Training in assessment techniques, Pacific	Training was a strong feature of the original

Figure 2: Bid Update

Original Bid	Progress to August 2002
Institute Breakthrough Programme and implement joint training with partners	<p>project with training delivered to Key Workers in:</p> <ul style="list-style-type: none"> ➤ Richter scale ➤ MAAP – Measuring Aptitude, Attitude and Personality assists with confidence and self esteem ➤ Level A Psychological Society ➤ Matchpoint and careers interest guides ➤ STEPS ➤ Pacific Institute Breakthrough to Excellence ➤ Informal training on children’s rights, Group work, children’s panel <p>Training with partners:</p> <ul style="list-style-type: none"> ➤ Snakes and Ladders – Bernardos training ➤ Impact training
Identification and/or development of standardised quality assessment	Under development – Richter scale and MAAPS used by key workers.
Development and implementation of electronic tracking system	Not developed – existing system FOCUS used. Insight being taken forward nationally by Careers Scotland.

7. One of the most successful features of the project was the extensive training programme for key workers aimed at equipping them with skills and competencies needed to support the target group. The Pacific Institute Breakthrough to Excellence Programme was highlighted by key workers as particularly helpful for confidence building and motivational techniques that can be used in groups and on an individual basis. Key workers reported that habitual school non-attenders attended the programme every day and started to attend appointments.
8. Although the target group ranged from 14-24 year olds the implementation of the project in year one had a narrow focus on early intervention in schools and did not embrace the wider target group originally identified in the bid. This has now been rectified in the refocused strategy outlined below.

C Objectives

9. When the new Project Manager was appointed in August 2002 the project was reviewed with new aims and objectives set out. At this point it became apparent that the project should be refocused to take account of:
- The introduction of the new Careers Scotland regional management structure



- Careers Scotland overall aims, objectives and targets
- An integrated model of delivery
- Change of focus from early intervention in school to post school
- Focus on employment outcomes for clients supported.

10. While maintaining some of the elements of the original bid key changes are shown in Figure 3.

Figure 3: Positive Futures Ayrshire Refocused Project	
Revised Objectives	Implemented
Establish and support the Implementation Group envisaged in the original strategy to help develop and deliver the approach in partnership with key agencies.	Reformed and met in October 2002. Original partners and new partners represented.
Establish a more integrated process of key working including the wider network of key workers (detailed in the original strategy), a refocused role for existing key workers and the expansion of the key worker role to mainstream Careers Service staff.	Key workers moved from central locations to a geographical base. Each key worker allocated geographical or thematic responsibility. 12 integrated key workers identified and training commenced. Wider network of key workers not yet taken forward.
Adopt a new key worker process to include client differentiation, assessment, co-ordinated barrier removal, measured progression and sustained EET	Differentiation matrix under development. Employability gauge now used in preference to Richter scale (all GRFW clients undergo this). Other areas under development.
Introduce greater private sector participation in the delivery of the Inclusion agenda aiming to engage private sector partners in supported recruitment activities and client mentoring.	Ayrshire Business in the Community a new partner – joint working under development.
Introduce a new Inclusion Fund for use by key workers (both internal and external) to provide buying power to help build relationships, remove identified barriers and fill gaps in existing local provision.	Implemented and used by key workers to support clients. 3 categories: Enabling, Physical and Support Intervention.
Develop further the use of the existing electronic client management system (currently FOCUS but to be replaced by Insight) to more effectively track clients and share information with partners through the innovative iTrack System.	iTrack system under development.
50 clients per dedicated key worker per year - 350 clients supported. 70% (245 clients) are expected to achieve positive outcomes. 12 Integrated Key Workers 10% of time to key working role – 60 clients per year and 42 positive outcomes. Key worker full-time equivalent – 8.25	From August 2002 – January 2003 target surpassed with 412 clients engaged with core Key Workers. This gives an average caseload of 69 clients.

11. This approach was presented to a newly formed Implementation Group and taken forward from October 2002. The project was also launched at an event attended by around 40 partner agencies. In addition, individual visits were made to partner agencies by the Project Co-ordinator and Key Workers to raise understanding of the role of Key Workers and to explore ways of working together.
12. Partners consulted in this study welcomed the new approach as they did have concerns that the original project implementation did not address the needs of the 16-24 year old cohort particularly as the extended network of key workers had not been developed. Some concern was expressed, however, that the revised aims and objectives were presented to the Group without consultation. Partners would like to see greater involvement in shaping and influencing project development.
13. Consultees expressed concern that schools expectations of the new service were raised with schools welcoming the additional support provided by Key Workers. It is the intention that the integrated Key Worker model delivered to school pupils will focus on those with greatest need and will continue to provide an enhanced level of service than was delivered prior to the introduction of the project in April 2000. This approach will continue to support early intervention and to some extent allay the concerns of teachers.
14. At the review stage it was also recognised that Careers Scotland employees did not fully understand the role of the Key Worker. This issue was addressed through an event for staff where the new strategy and the role of the Key Worker were presented and by locating Key Workers in Careers Scotland Centres across Ayrshire. Key Workers reported that this has greatly improved understanding of their role and the referral process amongst Careers Scotland staff.

D Local Conditions

15. The two largest industries in Ayrshire are Manufacturing and Wholesale/Retail Trade, which accounts for 35 per cent of all employees in Ayrshire compared to 29 per cent at Scottish level. There has been a decline in traditional industries such as mining and agriculture; greatest growth is expected in financial services, public services and other services and the greatest decline is forecast in manufacturing.
16. There were 10,700 unemployed claimants in Ayrshire in April 2001 this represents a claimant unemployment rate of 7.3%, against 5.4% for the West of Scotland. The age group with the highest rate was the 18-24 year olds at 10.1% and is also higher than the West of Scotland rate. The refocusing of the project will start to address the needs of the 18-24 year old group.
17. The original bid estimated that some 7% or around 315 young people would benefit from a key worker relationship. This is in addition to the 200 young people who would normally be

identified as having special educational needs. This number was further supplemented with an estimated 1,825 young people aged between 16-24, who it is anticipated would be, in receipt of support from a wider network of key workers.

18. As part of the project refocusing process the target group was reviewed based on the initial operating period and it was found that that the original estimate was conservative. The revised estimate of demand for the service was identified as being some 650 young people per year falling into the 'given' category (natural transition from school) and a further 2000 young people falling into the 'found' category (through better partnership working).
19. Many of these young people live in localities, primarily, although not exclusively, SIP areas, where external factors such as poor image, geographical isolation, high levels of unemployment and lack of positive role models can add to the degree to which young people are potentially excluded.

E The Key Worker Role

20. Each Key Worker has a caseload of clients and under the new structure for delivery is allocated a specialised role with clear responsibilities. This approach is intended to provide a structured way of improving partnership working and improving the knowledge and expertise of key workers to meet client needs.
21. Three Key Workers have been allocated geographical responsibilities in each of the Local Authority areas: South Ayrshire, East Ayrshire and North Ayrshire.
22. The geographical key workers have responsibility for:
 - Contact with area voluntary sector, Local Authority, SIP's, Social Work and other partner agencies.
 - Co-ordinating Interagency Client Liaison Meetings (CLM's) in their areas
 - Providing support to integrated key workers in the area..
23. Three thematic Key Workers are based in one of the three geographical areas and have responsibility for an Ayrshire wide specific theme:
 - Substance misuse
 - Offending including behaviour
 - Looked after children, accommodated and homeless.

24. Their role is to:
- Seek out partners related to the theme.
 - Seek to keep up to date with legislation/strategy and policy related to the theme
 - Share information with colleagues and partner agencies
 - Provide expert knowledge to others.
25. One Key Worker has an Ayrshire wide remit for young people with special needs including physical, sensory, medical and mental health issues.
26. The thematic responsibilities will be reviewed and redefined to accommodate the Supported Employment Pilot Project staffing complement.
27. In addition, 12 mainstream Careers Advisers are being trained and will take on the role of Integrated Key Workers committing about 10% of their time to the key-working role. The number of integrated key workers is set to increase over the remainder of the project as the key worker approach is integrated into the role of all mainstream Careers Scotland staff.
28. It was reported that it was believed that not all Careers Advisers had an interest in and motivation for work with inclusion clients. If this is found to be the case, Careers Scotland managers will need to be aware of these issues when introducing the Integrated Key Worker role to all Careers Advisers with training likely to be a priority.
29. Key Worker support is delivered in various ways including confidence building, facilitating barrier removal, acting as an advocate on behalf of the client, referring to other agencies and training providers, on going support while on an learning opportunity.
30. This support can involve:
- Advocacy – accompanying client to interviews with other agencies such as housing, social work, training providers, benefits agency
 - Motivational training and confidence building– delivered through Pacific Institute Breakthrough to Excellence in groups. Techniques learned by key workers are also used on a one-to one basis
 - Links client with other agencies to provide specific support and practical help e.g. Social Work, Community Practice Nursing, SIPS
 - Accessing the Key Worker Fund to remove client barriers. The fund has three strands:
 - Enabling – enables relationships to be developed with KW and client – funds for tea/coffee/vouchers incentives.

- Physical – to buy something for the YP – alarm clock, bus pass, lying time payment (would follow up the provider), suit, clothes.
 - Support Intervention – support removal of a barrier not covered by Job Centre and Gateway/ New Deal Fund – such as aggression management, team building, 1-1 counselling.
31. It was reported by Key Workers that it is often practical assistance, enabled by the key worker fund and other agency initiatives that can make a real difference to an individual accessing EET.
32. It was also reported that a fundamental factor of success is building up a relationship with the young person to gain trust and mutual respect and can only be achieved over a period of time. Key Workers operate on an outreach basis to ensure they meet the client in their home environment familiar to them which is less threatening.

F Partner Input

Partner Roles

33. Partners are engaged in the project at a strategic level through the Implementation Group and at operational level through newly formed Interagency Client Liaison meetings.
34. Partners welcomed the opportunity to attend Steering Group meetings, which were re-established in September 2002 and in general are very supportive of the project particularly welcoming the refocus of the project to work with the post school group.
35. In some cases partners have introduced their own initiatives to address the needs of the client group within their own organisations. An example of this is the South Ayrshire Council representative who promotes within council departments three areas of support for young people: work experience; choosing a career including work tasters; work experience and mentor support.
36. It is acknowledged by the Project Co-ordinator that initial representatives from Local Authorities were from the education department. Now that the project has changed focus to the post school group there is a need to gain representation from other council departments including social work. This will enable the project staff to enter a dialogue with senior people in Local Authorities in decision-making positions to agree ways of sharing information and assessments and agreeing protocols for this.
37. The involvement of Ayrshire Business in the Community (ABC) as a project partner has great potential of adding value to the project by introducing greater private sector participation in the delivery of the inclusion agenda. ABC's has a role to make links with community and businesses with a focus on involving business in social inclusion. The ABC partner represents



the Chamber of Commerce and Industry and Ayrshire Business in the Community and can provide relevant information to both organisations to keep them better informed of project developments.

38. ABC welcomed involvement in the project as mutual objectives were recognised and benefits identified as follows.

- ABC is developing a framework linked to company social responsibility similar to iIP and Health at Work. The aim is to promote social responsibility within SME's and will be based on company involvement in the community in areas such as social inclusion and the environment. An award scheme will be introduced in relation to a company's progress towards achieving standards in the framework.
- Increased awareness of the private sector of project objectives will allow the private sector to be at the sharp end of this work and find appropriate ways of supporting the client group. The ABC Board now understand issues and social inclusion agenda and have a better understanding of how they can contribute.
- Through working directly with the project the private sector will be able to judge when it is appropriate to be involved and have an input. When ideas for involvement are identified by businesses the Implementation Group can be consulted and their expertise used to assess if and how the ideas can be taken forward.
- It can be difficult for employers to understand the area nature of agency support to inclusiveness e.g. there are 4 SIP's and various local projects in Ayrshire. The strategic Ayrshire wide project set up enables them to engage with initiatives through a one-door approach and allows a structured way of getting business involved.
- ABC already operate a number of initiatives and through working with the project at a strategic level will be able to open up access to key worker clients to these initiatives in a planned way. Examples of current initiatives that have the potential for expanding to key worker clients are as follows:
 - E-mail mentoring – The aim is to provide individuals with a greater understanding of employment opportunities and conditions to build up their knowledge base before attending interviews. This will involve e-mail mentoring whereby a client can contact a company for basic information such as employment opportunities within the company, conditions of employment, business the employer is involved in. The client will be provided with a named person within the company to contact and will have anonymity. Through involvement with the project any pitfalls and type of questions/who to partner/briefing of employers can be considered. This is still at the planning stage and will be open to a wider client group than the inclusiveness project.

- NEST – non-employee supported training – this assists in making available internal employee training courses to unemployed Ayrshire residents. ABC manages a database of available training places and liaises with organisations within SIP areas to identify and match people with training opportunities.
39. Since the change of focus to the post school client group, key workers are now working with an older range of clients and are finding difficulties when dealing with older clients claiming income support. In some cases Key Workers have experienced attitudinal barriers and rules/regulation constraints within JobCentre Plus e.g. JobCentre Plus insist clients attend interviews with Key Workers every 2 weeks even when on part-time training provision and problems have been experienced by clients on higher levels of income support attending GRFW programmes. It is suggested that consideration should be given to inviting a representative from the JobCentre Plus to attend Implementation Group Meetings as a useful way to engage with Benefits Agency/Job Centre Plus at a strategic level to overcome these barriers.
40. The Partnership Fund was introduced and aims to provide funding to support innovative approaches to deliver gaps in provision identified. At the time of interviews 5 proposals for funding had been received. The Regional Inclusion Development Manager and Project manager approve funding bids.

Interagency Client Liaison Meetings

41. At the stage where the original project was being reviewed it became apparent that protocols and procedures relating to communication between partners, exchange of information and assessments and interagency working to provide continuity of support to young people was still problematic.
42. To address this Interagency Client Liaison Meetings (CLM) were introduced based on a referral model developed by Rathbone/CI and STEP in Ayrshire. Each of the key workers with a geographical responsibility will take this forward in each of the 3 areas they represent.
43. The aim of the meetings are:
- To share knowledge and understanding of the services each agency provides
 - To share information of specific clients with agencies that can provide the support required to meet individual needs.
 - To improve referrals to key workers and training and employment programmes

- To provide a forum where issues can be raised and solutions explored at agency level. A specific area of priority is agreeing client information/assessment sharing and confidentiality agreements.
44. These meetings are in the early stages and at the time of interviews one had taken place. Already benefits were identified:
- One partner Hansel Village (for individuals with physical and mental disabilities) attended the CLM and at the meeting 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. The CLM opened up an existing programme to a new client group.
 - Connect applied for money from the partnership fund for a breakfast club for young people aimed at promoting a healthy lifestyle and providing nutrition. ABC had been previously been approached by Greggs the bakers about breakfast clubs and was able to connect the organisations together. This would not have happened without involvement in the project.
45. Working with and linking in partners who may not necessarily have worked together prior to the project set up is being addressed with much progress made in a short period of time.

Priorities

46. There are some priorities that should be addressed to make partnership working even more effective. Priorities identified by the partners that need to be addressed are as follows:
- There is general understanding of the overall objectives of the project, however, there is not consistent understanding of the service delivered and the role of the key worker.
 - Invitations to Key Workers to attend the Implementation Group on an ad-hoc basis to present operational activity and examples of cases would overcome this issue.
 - In addition there is not a consistent view from partners of the role of the Implementation Group and the individual contributions that partners can make.
 - Discussion at the Implementation Group on its role followed up with a written statement would clarify this and should be considered by the Project Co-ordinator.
 - There was concern expressed that Management Information was not being shared with partners at Implementation Group meetings. There was a desire to know:
 - Key worker caseloads



- Types of support interventions delivered to clients by Key Workers
- The number of ‘found’ and ‘given’ clients
- The number of clients progressing and sustaining EET
- Numbers of Key Worker clients placed on GRFW and other training programmes
- Any gaps in provision that can be identified
- It is suggested that information of the above nature should be reported at Implementation Group meeting providing partners a good platform to consider the difference the project is making. This would enable them to have a real and valuable contribution to the project using their expertise and area of responsibility to address gaps in provision and other issues identified.

G Assessing Needs

47. Key Workers have been trained in a variety of assessment techniques previously described. Initial assessment is conducted on a one to one basis and an appropriate tool identified and used to meet individual needs. Each of these clients will have different support needs and a new way of differentiating need will be introduced, to better match the skills and flexibility of specific key workers (internal and external) with the needs of the client.
48. Joint Assessment Team meetings were already in place in schools to discuss behavioural and family issues of pupils. The pupil, parents, Educational Psychologist, Social workers and teachers attend and provided an existing structure for the Key Worker to utilise. Where possible the Integrated Key Worker will attend such meetings though time is an issue. Where it is not possible for the Integrated Key Worker to attend they will receive meeting notes to assist with their long-term involvement with the individual. Service level agreements are in place with each school that identifies the level of service that can be expected of each Integrated Key Worker and Careers Adviser.
49. From October 2002 Key Workers were trained in the Employability Gauge and all young people progressing to GRFW complete this. Some concern was expressed by key workers that this tool is not as holistic as Richter Scale and such arrangements are too prescriptive. This process should be monitored to ensure the assessment process is client centred and not supply driven.
50. Some agreements are in place with specific agencies to share assessments such as the Richter Scale. It is the intention to build on this practice using CLM’s as the means of achieving this with a broad range of partners.

H Structures

51. All Key Workers are employees of Careers Scotland though not all come from a Careers Service background. As previously mentioned each Key Worker has a caseload of clients and under the new structure for delivery is allocated a specialised role with clear responsibilities.
52. The refocused strategy seeks to take forward and develop a wider network of key workers, which will involve front line practitioners from partner agencies undertaking the key worker role for excluded clients. Over the next phase of the project the development of this network is a priority.
53. At the time of the consultations the project had received notification that two further posts would be funded through the Supported Employment Initiative. It was agreed that this project would be integrated with Positive Futures and the thematic specialisms of Key Workers will be redefined and reallocated to take account of these developments.

I Systems, Tools and Products

54. A range of systems, tools and products have been introduced to address gaps identified early on by initial project partners. Figure 5 illustrates the progress, which has been made in some of these areas.

Figure 4: Systems, Tools and Products

Area of activity	Comment
Referrals	Initially referrals came from school guidance teachers and assistant head teachers. Referrals currently come from careers advisers – more since the awareness raising event with Careers Scotland staff was delivered - and from a variety of other agencies including social work, SIP's and other projects.
Information sharing and protocols	At the first meeting an initial contact form is completed and clients asked what other agencies provide them with support. The client sign's a declaration to agree to share information with other agencies. So far all clients have agreed to this.
Client assessment tools and systems	Various assessment tools are used by Key Workers with usage dependent on the needs of the individual. All clients referred to GRFW complete the Employability Gauge. Some arrangements are in place with individual agencies to share assessment information; however there is yet to be a consistent approach across the region.
Action planning	Action Planning is not undertaken as a matter of course with all clients. Key Workers often work with an individual over a period of time before an action plan is developed. All clients being referred to GRFW have an action plan completed.
Client tracking systems	Focus is currently used to record client interventions though this is limited and supplemented through manual systems. Careers Scotland is moving towards use of INSIGHT package. The piloting of I Track is being made more difficult as additional software is required that is not currently part of Insight. The process involves getting a fingerprint of the client to allow information to be shared by agencies. This is an Internet based system to enable all

Figure 4: Systems, Tools and Products

Area of activity	Comment
	agencies access.
Job and vocational profiling	Various tools are used including Employability Gauge, Matchpoint and other career interest guides.

55. Initial good practice identified will be extended to Integrated Key Workers and partner agencies.

J Monitoring & Evaluation

56. Key workers report on performance indicators (PI's) each month to the Project Co-ordinator. Performance measures are recorded on FOCUS. The tracking of clients for PI's involves telephone follow up with clients and training providers at 3 months after leaving school or last contact.
57. Concern was expressed that PI's do not record distance travelled though Key workers are able to identify individual cases where interventions and interagency working have benefited a client. Key Workers reported that recording of current PI's is already a time consuming process. Careful consideration should be given before introducing a system of recording distance travelled to ensure the burden of the process does not outweigh the benefits. Case studies of individual clients would be an alternative method of highlighting distance travelled, good practice in Key Working and interagency approaches.
58. The new evolving approach also highlights an increasing awareness of the distinction between clients who have been '*given*' to the service through a natural transition from school and clients who are now being increasingly '*found*' through better partnership working.
59. Current reporting mechanisms do not have the capacity to codify the 'found' and 'given' groups making it difficult to identify clients in these two distinctive groupings. Consideration should be given as to how systems could be adapted to differentiate between the clients to enable monitoring and reporting to take place.
60. It is information of this nature and management information previously highlighted that partners believe would be helpful in monitoring the project through Implementation Group meetings.
61. Monitoring of Key Worker case loads is undertaken by the Project Co-ordinator and includes:
- Individual supervision meeting with each key worker every 6 weeks
 - Team meetings every 4 weeks where issues discussed and practice shared
 - Informal networking and support between key workers

62. Key Workers found these arrangements to be helpful and supportive and now feel more involved as a team with other staff.

K Barriers & Achievements

63. The team have adapted quickly to the revised objectives and changing role of key workers introduced half way through the project.
64. The revising of the budget to introduce a Key Worker Fund and a Partnership Fund has been successful in assisting key workers to remove specific barriers, small and large, experienced by the client group and strengthening partnership involvement by introducing an innovative approach to addressing gaps in provision.
65. The introduction of the private sector through Ayrshire Business in the Community has already proven to have benefits. The structure of engagement with employers already in place, through ABC, has the potential of adding considerable value to the project by accessing employer support in various forms at stages when clients are deemed ready to move on.
66. The introduction of CLM's has so far strengthened partnerships with existing and new partners and has shown some early wins. This approach will be fundamental in tackling one of the main barriers – sharing information, developing protocols between partners and ensuring agencies work together to provide the most appropriate service to meet individual needs of the clients in a consistent and streamlined way.

L Mainstreaming

67. The structure of core key workers and the integrated key worker role to be extended to all Careers Adviser staff provides a strong foundation for the future. This approach, coupled with developing a network of key workers in partner agencies across the region, should provide a robust and coherent structure for the long-term sustainability of the service.
68. This approach has required a refocusing of the work of Careers Advisers in schools by ensuring that existing resources are directed at clients with the greatest need. By taking this approach the function of key worker support is at the very heart of the overall Careers Scotland service in the area rather than an add on service delivered only through the project.
69. Through the development of an integrated approach at an early stage mainlining and sustainability issues have been considered and structures put in place that should allow the key worker role to be embedded in the work of Careers Scotland and extended out to partner agencies.

M Overview

70. The establishment of Careers Scotland and appointment of a new Project Co-ordinator provided an opportune moment to review project progress at the half way stage. This has enabled a refocusing of objectives and introduction of new structures that will have a significant effect on taking forward an integrated key worker service.
71. The initial training and development of key workers has provided the project with a strong foundation to build upon and take forward the revised approach.
72. Through the development of a Partnership Fund and Inter-agency Client Liaison meetings partnerships have already strengthened and will provide the basis for taking forward priority areas of information sharing, and developing interagency protocols to support client needs.
73. The involvement of the private sector through ABC provides the project with the opportunity to take forward innovative approaches that will support clients.
74. At the strategic level there is potential to clarify the role of the Implementation Group and utilise expertise and knowledge to assist in monitoring the project in a developmental way. The collection and sharing of useful management information in a format that will assist the monitoring of progress and the identification of trends and gaps in provision would be a positive step forward. This will assist partners making key decisions about shaping their own provision and accessing the Partnership Fund to pilot innovative approaches to addressing gaps.

Note: This draft report is based on background documentation and consultations undertaken in January and February 2003.

Consultees:

Thomas Moan – Project Co-ordinator, Positive Futures, Careers Scotland
Janis Mitchell – Team Leader, Skills and Learning, Scottish Enterprise Ayrshire
Shirley Boyle – Executive, Skills and Learning, Scottish Enterprise Ayrshire
Anne Phillips, Key Worker, Careers Scotland
Fiona Kerr, Key Worker, Careers Scotland
Chrissie Quinn, South Ayrshire Council
Jan Hay, Ayrshire Business in the Community

The cooperation and hospitality of all the above was much appreciate



2 Edinburgh & Lothians – the 15 to 24 Project

A. Original Bid Background

1. The Edinburgh and Lothians Inclusiveness Project – named the 15 to 24 Project – was prepared in January 2001 by a very wide range of partners led by the then Careers Service. Preparing the proposal was a challenge in itself. The Careers Service had promoted awareness of the Inclusiveness funding across Edinburgh and Lothians. Between 30 and 40 organisations indicated an interest. The Careers Service, as co-ordinating agent, sought to structure the Project around local services but to ensure that the Key Workers would not only add value to existing client services but also benefit from a supportive infrastructure.
2. The Edinburgh and Lothians proposal has been shaped, in part, by the vibrant voluntary sector which operates in Edinburgh. This offers a strong, pre-existing, client group focus. Other features include the involvement of several local authorities and a number of local colleges. Partners include:
 - Careers Scotland, SE Edinburgh and Lothians
 - City of Edinburgh, East Lothian and Midlothian Councils
 - Lead Scotland, Capability Scotland, Enable, Fairbridge Scotland, Cyrenians, Apex Scotland and a variety of other voluntary sector organisations
 - Napier University, Jewel and Esk, Donaldson, Stevenson, West Lothian and Telford Colleges
 - Standard Life and Edinburgh Compact.
3. The Key Worker service was to be delivered by partners at a local level. These partners would employ their own Key Workers and were given the scope to define the nature of delivery, localised partnership links and client group focus of the services they would provide within the confines of the Inclusiveness remit. This was to be underpinned by a central team of Key Workers providing a co-ordinating focus with a particular emphasis on:
 - assessment and tracking of clients through the transition phase
 - the development of a mentoring component to Inclusiveness
 - Key Worker development and support.

B. From Bid to Delivery

4. The bid has rolled out largely as initially envisaged. Some of the key aspects of the bid and progress to date are summarised below (Figure 1).

Figure 1: Bid Update	
Proposal	Current
Appointment of a central support team of Key Workers	Established and operational (4KWs) – central Key Workers also have client responsibilities
Establishment of Key Workers hosted by partner organisations	Established and operational (24 KWs) although uncertainty over longer-term future of Project has resulted in a small number of staff departures
Establishment of central steering group and local multi-agency delivery groups	Established and operational
Key Worker development and support	Training and development has been ad hoc but becoming more formalised through monthly team sessions. Key Worker supervision systems in place but complex and autonomous structure can lead to difficulties and some Key Workers feeling unsupported.
Mentoring strand	Development work undertaken including promotion, training and mentor recruitment – limited work with Inclusiveness clients to date
Assessment and tracking	Established but has come across barriers in terms of lack of fit between partner information systems – progress also limited by establishment of Careers Scotland and the taking forward of the agency's own client management database

C. Assessing Needs

5. The Project proposal aimed to build on the existing work of statutory and voluntary organisations across Edinburgh and Lothians. Filling 'gaps' in provision was a less marked feature of the original bid. Target numbers were identified in the bid and client groups were to be tracked on a geographic basis. Client tracking targets include:

- in Midlothian the target population - based around special schools, social work and college provision - is around 170 in total. The total estimated population of clients who could benefit from the Project is estimated to be around 100 per annum.
- in East Lothian the target population - based around special schools, social work and college provision - is just over 50 in total. The total estimated population of clients who could benefit from the Project is estimated to be over 100 per annum.
- in West lothian the target population - based around special schools, social work and college provision - is almost 400 in total. The total estimated population of clients who could benefit from the Project is estimated to be around 200 per annum.

- in Edinburgh the target population - based around Pupil Support Groups referrals, special schools, social work and college provision - is around 170 in total. The total estimated population of clients who could benefit from the Project is estimated to be over 400 per annum.

D. Objectives

6. The objectives of the Project remain unchanged from those agreed in the bid document. Key objectives included:

- developing a more holistic and joined-up approach towards the transition process for vulnerable young people
- providing a single 'point-of-contact' for the young people involved
- helping young people to own and take control of their transition process
- encouraging young people towards greater independence and reduced reliance upon professional support
- facilitating greater employer input into the development of employability skills amongst the young people concerned
- the evaluation and redesign of training and support mechanisms for the client group.

7. The client groups are largely determined at a local level within the overall confines of the Inclusiveness guidance. The intention has been to develop stronger pathways into post-school education and training. These pathways should also enable the young people involved to access employability skills in areas such as, for example;

- communication and teamwork
- leadership, decision-making and problem-solving
- ICT
- literacy, numeracy and other basic skills
- job search, application and interview techniques.

E. Local Conditions

8. The Edinburgh and Lothians area is diverse. The Edinburgh economy has seen continuous growth since the 1990s, particularly in the service sector where 85% of jobs are located. Growth sectors, until very recently, have included telecommunications, retail, distribution, hotel and catering, financial services and the health sector. The West Lothian economy has also seen considerable growth in terms of finance and IT. Many of these sectors however, particularly IT, finance and telecommunications have been hit by the economic downturn in the last year and are shedding jobs.
9. East Lothian and Midlothian have seen slower economic growth but are still very much affected by the growth of Edinburgh and its influence on the local labour markets. Significant pockets of social and economic exclusion remain. The result is that many younger people, living with the consequences of multiple deprivation, are not well placed to take advantage of labour market demands. The reduction in uptake of Skillseekers might also suggest that those young people failing to enter the labour market upon leaving school are particularly distanced in terms of employability and in need of intensive intervention.
10. The local economy and infrastructure also presents opportunities. Edinburgh City has a strong and vibrant voluntary sector on which the 15 to 24 Project has built. The nature of the labour market, and the opportunities inherent within it, is evidenced by the city-wide employability strategy, Joined Up for Jobs, which is a demand-led strategy focussing upon growth sectors such as IT, Health and Construction amongst others. It is surprising, in fact, that the Joined Up for Jobs Strategy does not feature more prominently than it does in the 15 - 24 project. This may be an opportunity in terms of the further development of the Inclusiveness approach in Edinburgh and the Lothians.

F. The Key Worker Role

11. The four central Key Workers are employed by Careers Scotland while the 25 local delivery Key Workers are employed by their local, 'host' organisations. The Key Workers employed come from a very wide range of backgrounds. Most of those employed as Key Workers had *some* experience of the client groups concerned but being involved in the Project is different from their previous roles in a number of ways. Those Key Workers from a careers background, for example, reported being able to:
 - work with a broader age range of clients
 - work more intensively with them
 - see clients in a more 'rounded' sense – incorporating the other support agencies and often family and friends too.

12. The Key workers have found their roles extremely challenging. In most cases they have had to adapt to new ways of working although experience differs according to the nature of the 'host' agency and the Key Worker's previous experience. The Edinburgh and Lothians agency infrastructure in which the 15 to 24 Project operates is very complex. The Key Workers feel that it has taken a considerable degree of time to promote themselves to partners and make the necessary links. Continuity within the partner organisations can be an issue with personnel or structural changes proving disruptive to emerging links. Networking is an ongoing task, particularly within Edinburgh itself where the variety of organisations operating in the city is particularly complex.
13. Problems continue to exist for some Key Workers in terms of links with partners. This can manifest itself in two ways:
 - inappropriate referrals because partners fail to perceive the nature of the Key Worker Service
 - support packages for clients which break down.
14. The view of the Key Workers is that some of the difficulties they have encountered might have been lessened as barriers had a more delineated 'development phase' been allowed for within the rolling-out of the Project. The induction period might, for example, have been followed by a more intensive 'promotional phase' where Key Workers could engage with partners, and potential partners, without working with clients. This took place in some aspects of the Project (e.g. the Panmure House service, following induction, had a six-week phase to enable the Key Workers to learn about their 'host' organisation) and had been seen to work well.
15. Another difficulty experienced by the Key Workers is that of isolation. The Key Workers, excluding those based within Careers Scotland, are very dispersed. Many operate on their own within, or attached to, a wider team within their 'host' agency but carrying out a very specific, and in most instances new and emerging role. Isolation is a serious barrier as has been made clear to us in other case study areas. It is important because:
 - it affects the Key workers' confidence which is so important in their dealings with clients and partners alike
 - it affects the flow of information between Key workers – other Key workers are the most important source of advice, support and information within the Projects and by drawing effectively on the different professional backgrounds and knowledge sets of those involved individual Key Workers move up the 'learning chain' both faster and higher than they otherwise would.

16. These difficulties, experienced by other Projects across Scotland, should not detract, however, from what has been achieved. The Key Workers feel that in most instances they have been able to establish effective links to most of the partners they need to work with. The Key Workers were able to cite improving partnership links with social work departments, community education staff and various special interest groups amongst others. As Key Worker confidence has grown so has their ability to refuse what they see as being inappropriate referrals.
17. In spite of the isolation, information sharing within the team is improving. Key Workers cited examples of phoning colleagues with a good knowledge of Benefits issues. The specialised client group knowledge of some Key Workers, e.g. on Aspergers Syndrome, has been used by other Key Workers coming across clients with the same condition or with similar characteristics. This has been assisted by monthly team meetings with the Project Co-ordinator and, more recently, the introduction of less formal team meetings where the Key Workers get together to share their experiences.
18. Training and development, which some Key Workers felt could have been a more prominent feature of the programme to date, are also being given greater attention. The Key Workers can raise training and development needs through their own immediate line manager but the monthly team meetings are now used as a means of flagging up information and training needs generic to the Key Worker role. Underpinning this, 15 to 24 Project has introduced two features which might be of interest to other Inclusiveness Projects:
- a training needs analysis process for staff new to the Key Worker role
 - a Key Worker Training and Staff Development Plan.
19. Now that the Key Workers have over a year of solid experience behind them, many feel it would be a good opportunity to review their role and formalise it. This might help in terms of promoting greater clarity about the role of the Key Worker to partners and stakeholders. More importantly, it was felt that formalising the role would provide existing workers with greater confidence and help those new to the post. A quote by one worker captured the feelings of many of the Key Workers in terms of the progress made to date:

“Its been hard learning but I've really become a far more rounded worker and I don't want to go back to what I did before”



G. Partner Input

20. More effective co-ordination of services, focused around client needs, is one of the cornerstone principles of Beattie. What influence has the 15 to 24 Project had upon agency efforts to address the needs of the target client groups? What emerged quite clearly from the consultations was the added value brought by the Key Worker role almost regardless of the nature of the statutory or voluntary sector ‘host’ organisation.
21. One of the key achievements of the 15 to 24 Project to date has been the sharper focus on employability it has brought to bear on organisations that already work with vulnerable young people at the transition stage from compulsory education. There were many good examples of this, some of which are identified below (Figure 2):

Figure 2: Partner Engagement

'Host' agency	Inclusiveness influence
Panmure House	<p>Panmure House provided a support service for young people struggling in school. Prior to 15 – 24 service provision beyond 16 years was quite fragmented. The result was that whenever training, education or employment outcomes were achieved for clients they were often unable to sustain these due to the loss of support. The Key Worker provides a means of achieving more sustained move-on outcomes.</p> <p>Another benefit has been that staff within Panmure House are also building-up their own awareness of employability issues as a result of the Key Workers. Examples of this include:</p> <ul style="list-style-type: none"> • greater awareness of Careers Scotland • awareness of need to plan for transition at an earlier stage than was previously the case • better knowledge of options available now.
Cyrenians & Fairbridge Scotland	<p>Cyrenians and Fairbridge Scotland are voluntary sector organisations with established track records in working with young people who have chaotic lifestyles. Having a Key Worker focusing on employability has ‘filled a gap’ in existing services providing a more seamless approach to client transition. Being involved in 15 – 24 has created new agency links and strengthened existing ones including:</p> <ul style="list-style-type: none"> • Careers Scotland • Telford College • drugs agencies • Turning Point • local authorities. <p>The Key Worker provides a on-stop shop which clients are looking for. It is a more ‘client-facing’ approach to transition than previously existed. Careers Scotland staff, for example, now deliver careers days to clients on the premises. This has “... <i>changed how young people view Careers Scotland... it is no longer seen as just a provider of 20 minute interviews for ‘sorted’ kids</i>”. Fairbridge, at a UK level, are seeking to mainstream the Key Worker function.</p>

Figure 2: Partner Engagement

'Host' agency	Inclusiveness influence
Stevenson College	<p>The 15 – 24 Project supports young people making the transition to college who have Aspergers Syndrome or Augmented Alternative Communication (AAC) needs. In both instances each client group has very specific needs which parents felt were not being catered for within the existing college infrastructure in Edinburgh and Lothians. The AAC clients in particular are virtually an 'unknown' client group for the college.</p> <p>The Key Workers work intensively with clients:</p> <ul style="list-style-type: none"> • while at school in order to assess their needs prior to transition • at college • from college into further training, education and employment outcomes. <p>The college has learnt a great deal about the strategies needed to integrate and support the target client groups at and beyond transition. Work has taken place to promote greater awareness of the clients' needs amongst staff in the college at all levels. This is important as it is easy to forget that non-teaching personnel e.g. janitorial staff, also have a role to play. Much of this work is about helping staff to understand why an individual might behave in certain ways and respond accordingly. Other achievements and benefits include:</p> <ul style="list-style-type: none"> • greater awareness of scale of needs e.g. circa 30 Aspergers Syndrome clients per annum and 2/3 young people with AAC requirements • improved links with schools. • Improved links with social work which has been particularly valuable • development of a peer support model which they are now seeking to extend • a needs assessment proforma to use in schools • Passport Model – containing information the client is happy to share with other partners • Improved employability focus through strengthened links with Moving Into Work.

22. The 15 to 24 Project has not been without its difficulties. The dispersed structure can result, on occasion, in a lack of clarity over line management responsibilities. Line managers within the 'host' agency might be responsible for Key Workers located in other organisations. A small number of Key Workers also raised this as a difficulty leading, in some instances, to a lack of clarity over supervision or even an absence of proper supervision.

H. Structures

23. The 15 to 24 Project structure is a complex one. It consists of:
- an overseeing steering group involving all of the key partner agencies (over 24 organisations)
 - small sub-groups led by specific partners take forward specific areas of work e.g. assessment processes, multi-agency tracking mechanisms, confidentiality issues
 - Careers Scotland provide Project co-ordination, administrative and financial administrative support – a Project Co-ordinator and four Key Workers provide cross-cutting support for the 15 to 24 Project

- local delivery steering groups consisting of local partners provide stakeholder input at a localised level
 - 24 Key Workers located within local delivery partners deliver the Inclusiveness Service
 - Key Workers are also involved in specific issue groups looking at tools, systems and processes.
24. One issue identified by a number of partners was the scale of the steering group which is significant and can make it ‘unwieldy’. The partners were, however, on the whole, positive about the role of the steering group. Most viewed it as a means of sharing information and learning about elements of the Project outwith their specific focus. There was some evidence that the steering group had improved knowledge and awareness of employability issues and the roles of some agencies within that process. A number of partners, for example, commented that they were more aware of Careers Scotland services as a result of their involvement. Others felt that it was the first time local colleges had become involved in multi-agency discussions focusing on employability issues for this type of client group.
25. The steering group meets quarterly which most felt was appropriate. One consultee raised an issue regarding the extent to which the structures engaged similar initiatives in Edinburgh and the Lothians. It was felt that a more strategic approach was needed which would incorporate the Lothian Transitions Programme, which is a European funded project sharing some aspects in common with the Inclusiveness approach and other identified local initiatives. This was felt to be more pressing now that mainstreaming was higher up the agenda for the 15 to 24 Project. Some joint work was evident, for example between the Transitions Programme and 15 to 24 over tools for measuring client progression.

I. Systems, Tools and Products

26. The Beattie Report identified certain principles which were to underpin the Inclusiveness Projects beyond the role of the Key Worker such as inter-agency information sharing protocols, client-centred assessment, action planning and tracking systems. Practice across different parts of the Project varies but Figure 3 below illustrates the progress which has been made in some areas.

Figure 3: Systems

Area of activity	Comment
Information sharing and protocols	East Lothian Council has produced a paper on this identifying common principles – Key Workers and partners reported continuing barriers particularly in terms of social work and Careers Scotland. Localised activity e.g. Stevenson College Passport containing client data approved by client. Joint referral mechanisms in place in most areas.
Client assessment tools and systems	No common assessment tools developed – initial work delayed as a result of the establishment of Careers Scotland and the consultation exercise on the principles underpinning client assessment. Localised activity e.g. Panmure House has adapted Bridges Project tool.
Action planning	No common tools adopted. Localised activity e.g. Fairbridge has trained staff in use of ‘Spirit Level’ which takes a rounded look at client needs, abilities and feelings as they progress through the support programme.
On-going caseload management	Guidelines on client engagement and caseload management have been drafted.
Staff supervision, training and development	Training needs analysis proforma for new Key Workers and a training and development programme now developed – needs largely identified by Key Workers themselves. The programme is reviewed at monthly team meetings. The Project is also able to access Careers Scotland’s own training programmes.
Client tracking systems	Initial work delayed after the establishment of Careers Scotland and proposed development of the Insight client database – significant barriers had been identified in terms of lack of compatibility across partner recording systems.
Job and vocational profiling	Work is underway through two Supported Employment Pilots. The four central Key Workers provide a link to mainstream Careers Scotland services. Lack of follow-on opportunities identified in East Lothian where work is taking place to explore options around art, sport, IT etc.

J. Monitoring & Evaluation

27. Monitoring statistics, defined by Careers Scotland as part of their performance measurement framework, are collected and passed on by the Key Workers through the 15 to 24 central team in Careers Scotland. As with the other case study areas, there is, in some instances at least, a lack of clarity over definitional issues. The concern was also expressed that the data collected did not reflect the nature of the work undertaken by the Key Workers. This results, at least in part, from the absence of a ‘distance travelled’ performance mechanism to reflect the numerous ‘small steps’ which might be achieved through more effective co-ordination and linking up of services through the Key Worker.
28. A ‘soft outcome’ measurement tool is currently being piloted and evaluated. This is based upon the Bridges Project model. Joint work in this area has taken place with the Lothian Transition Programme.

K. Barriers & Achievements

29. The Edinburgh and Lothians Inclusiveness Project incorporates a wide and varied range of partners. Nor does it conform to any natural administrative barriers cutting across four local authority areas which are, in themselves, very different from one another. Managing the partnership under such circumstances has been a more demanding process than in many other areas and it has been a significant challenge to:
- prepare a cohesive bid
 - establish structures to steer and deliver the Project
 - roll out the Key Worker function across this infrastructure.
30. The agency infrastructure in Edinburgh and Lothians offers some particular opportunities. The strength of the voluntary sector is one of these. The Project has successfully added value to a number of existing voluntary sector initiatives with a pre-existing client focus. In such instances 15 to 24 has brought a much sharper focus on employability issues. A similar picture emerges with the local authority and further education partners. The Inclusiveness approach is distinctive because of its employability objectives. The end result is a more rounded and seamless service, or package of services, for vulnerable young people during key transition stages.
31. The Key Worker approach would, after a slow start, appear to be working well. Many of the Key Workers feel that it is now beginning to gain real momentum. The Key Workers themselves are gaining in confidence and beginning to define role and level and type of support needed to fulfil it. The dispersed nature of the Project is a barrier to peer group support within the Project but one which has, in part, been addressed by the establishment of regular informal team meetings. Further work is probably required however. A lack of clarity over supervisory responsibility is a related issue which was identified during the consultations.
32. Good links with partners have been established by 15 to 24. Referral systems are in place and understanding of the Project is increasing. There have been difficulties however. Inappropriate referrals, the mistaken perception of the Key Worker as another form of 'social worker' and the reduction of support by some agencies once a Key Worker is in place are issues in Edinburgh and Lothians as they have been in other parts of Scotland. Moving towards a more formalised care package for clients with agreed roles and responsibilities might be worth further consideration in this context.

L. Mainstreaming

33. Mainstreaming has been discussed within the 15 to 24 steering group. The initiative has, in a step which may be of interest to other Projects, established a sub-group to look at what has been learnt and how this might be mainstreamed. The issue is obscured by a lack of clarity as to what is expected in terms of mainstreaming. Does it for example mean finding space within Careers Scotland for additional staff or is the emphasis, rather, upon identifying products, systems, skills and processes which might be adopted or built into the mainstream careers guidance function?
34. The first stage must be to make clear what is meant by mainstreaming. Encouraging Projects to view the issue in its widest sense will help to maximise the sustainable influence of the Inclusiveness funding. Greater clarity will help give Careers Scotland and its partners more to aim for in terms of mainstreaming.
35. In Edinburgh and Lothians the issue is particularly complex because of the nature of the Project. The 15 to 24 Project demonstrates the need to think about mainstreaming in a wider agency context than Careers Scotland alone. How, for example, can we support voluntary sector organisations to mainstream learning and practice given the short-term nature of funding in the sector? The decision of Fairbridge, at a UK level, to build the Key Worker role into their core activities should be commended in this respect. It also demonstrates the very real value attached to the Key Worker role by partners. Can the Fairbridge commitment be used as a means of facilitating discussion with other partners concerning employability and the voluntary sector?
36. The work of 15 to 24 within the colleges and universities raises similar issues. The Stevenson College demonstrated mainstreaming in practice within the college. The Key Worker role has been used to:
- understand the scale and nature of particular client group needs
 - promote greater awareness of client needs within the college
 - influence the way courses are delivered
 - develop methods for helping clients adapt to the college system e.g. the use of 'behaviour cards' to help guide clients.
37. These are all changes which are sustainable. Others are less sustainable in the absence of continued funding. The Key Worker function has enabled colleges to give more flexible, additional support where needed e.g. work tasters, help with transport to interviews etc.

38. More importantly, there is a need to consider how the lessons learnt by Stevenson and the other colleges involved in 15 to 24 can be extended through the further and higher education sectors. Is there scope, for example, to test the possibility of shared Key Worker services across colleges where, as in the case of AAC clients, the numbers are relatively small?

M. Overview

39. Overall a great deal of progress has been made by the Edinburgh and Lothians Inclusiveness Project. After a difficult start Key Worker teams are in place and most aspects of the Project are now operating as intended. The value of the Key Worker role and the added value it brings is recognised by the partner organisations and there are many good examples of more integrated service provision around the needs of the young people involved.
40. The diversity of the 15 to 24 Project creates some particular barriers and opportunities. The isolation of the Key Workers has, to a degree, limited progress although there are clear signs that the Project has taken steps to counter this. Further work might be required in this area in order to obtain the full benefits from the Key Workers multi-disciplinary backgrounds and the considerable value this has to offer.
41. The structure has also, in a few instances, resulted in a lack of clarity over supervisory responsibilities. This is not surprising given the complexity of the model. The structure, however, now that it is operational, is producing some interesting results and helps to take discussions regarding mainstreaming beyond Careers Scotland. The potential role and value of the voluntary sector and further and higher education sectors has been demonstrated through the 15 to 24 Project. There are important lessons in this for the Scottish Executive with its overview of the employability agenda and the need to develop better integrated transition processes between sectors.
42. The emphasis of the Project to date has been on the establishment of delivery structures and partner links. This is understandable given the importance of these factors in terms of project delivery. Less progress has been made in terms of developing specific tools and projects although there is a good deal of piloting and testing going on. The Project is now moving into a new phase and may need to focus more attention on standardising or formalising some of the tools and products which have been developed and tested. Employability action planning tools may be an important area for further work given the lack of development in this area noted by the National Evaluation team in its account of the Projects across Scotland.

Note: This draft report was prepared during July 2003 and is based on background documentation and consultations with the following consultees:

Sean Bradley – Inclusion Co-ordinator, 15 to 24 Project

Anne Laurie – Mentoring Co-ordinator, 15 to 24 Project

Anne Chirnside – Student Support Manager, Stevenson College

Dave Simpson – Manager, Panmure House

Margaret Murphy – Director, Fairbridge Scotland

Ruth Donaldson – Key Worker (Telford College), 15 to 24 Project

Wendy Martin – Key Worker (West Lothian Council), 15 to 24 Project

Mart Timoney – Key Worker (Central team), 15 to 24 Project

Paul Treagus – Key Worker (Central team), 15 to 24 Project

Steven Nelson – Key Worker (East Lothian), 15 to 24 Project

The cooperation and hospitality of all the above was much appreciated

3 Fife Inclusiveness Project Case Study

A. Original Bid Background

1. In January 2001 Fife Careers submitted a project proposal to the Scottish Executive for funding to develop an Inclusiveness Project. The bid was characterised by two key features:
 - firstly, it was based upon a **‘gap analysis’** of existing service provision in Fife, resulting in a *Fife Social Inclusion Directory* containing over 70 entries, which mapped out existing provision and helped identify both gaps and opportunities
 - secondly, an **‘inclusive approach’** was adopted by Fife Careers and an attempt was made to involve an extremely wide set of stakeholders in the preparation of the proposal – an *Implementing Inclusiveness Conference* was organised following the initial gap analysis to consider how best to move forward and one outcome from this event was the establishment of the *Fife Inclusiveness Strategy Group (FISG)* to develop a longer-term strategy to social inclusion in Fife.
2. The analysis of existing service provision identified two specific gaps within the existing infrastructure. It was decided that the Inclusiveness proposal should focus on these two areas which included:
 - pupils in transition from *Behaviour Support Centres*, established by Fife Council Education Service, which offer support to young people with a range of emotional, behavioural and learning needs
 - students leaving *supported learning* provision within colleges – four colleges in Fife offer supported learning but find it hard to move-on young people on in terms of employment outcomes; Employment Services and Social Work do offer support but often not sufficiently intensive enough for the needs of those leaving the college environment.

B. From Bid to Delivery

3. The Fife Inclusiveness Project, now called *Involve*, submitted an application for funding to the Scottish Executive in January 2001. The Coordinator was appointed in May 2001 and by June nine support staff were in place. The posts were not advertised but circulated internally. Secondments were encouraged. The intention was to provide a team with broad-based skills. Some of the key aspects of the bid and progress made are set out below in figure 1.



Figure 1: Bid Update

Proposal	Current
A team consisting of a Project Leader and 5 Key Workers growing to 6 in year two – supported by workers with specific roles such as tracking, mentoring and administrative support	Rolled out as originally envisaged but specialist roles have been re-focused towards clients – need for functional development, such as tracking, overtaken by the establishment of Careers Scotland and the development of national tools
Development of a focus on two identified groups of young people including Key Workers and established network and referral systems	Both well progressed and functioning effectively
Intention to test a variety of assessment tools – one of the functional posts identified above specifically addressed this issue	A Fife model has now been developed, with input from psychological services, based upon a quality standards model - additional tools are also being tested
Development of an ICT based tool, based upon an approach piloted by the Youthstart Project in Fife, to aid assessment and action planning	ICT tool has now been developed using external support
Fife was one of only three Projects to offer an explicit mentoring component within their proposals – the intention being to appoint a mentoring co-ordinator to develop links between the Key Worker team and an existing Fife mentoring initiative	It has proved difficult to match clients through the mentoring initiative and the numbers have been lower than anticipated – INVOLVE has responded flexibly and a specific Key Worker role has responsibility for mentoring connections in addition to key their worker function
Implement joint training with partners	A significant induction and ongoing training programme has been implemented – support has been provided, for example, by On Track, in the use of the Rickter/Bridges assessment tools, Person Centred Planning, Get Ready for Work and various client awareness issues amongst others
Developing a mentoring focus to the work of the Project	Established although the numbers in need of support have been lower than anticipated
To develop the Core Plus tracking system of Fife Careers to incorporate Involve clients – a tracking developer was appointed as part of the staff team to develop this aspect of the Project	Superseded, in part, by the establishment of Careers Scotland, the Careers Scotland Performance Framework and anticipated development of Insight management system – the role has been re-focused as a Key Worker function with responsibility for networking and good practice

C. Objectives

4. Involve is adds value to existing services for pupils in transition from the behaviour support centres and young people with a range of emotional, behavioural and learning needs. The principles underpinning the original proposal are very much in line with those of the Beattie Committee and remain largely unchanged since the Project became operational. The objectives are to be achieved by:

- developing a rounded, person-centred assessment process which incorporates;
 - basic and key/core skills



- life skills
 - learning styles
 - vocational interests, aptitudes and abilities.
- an employability focused, action planning approach which includes;
 - support networks
 - education, training and employment
 - life skills, health care, housing
 - financial needs.
 - client tracking to prevent clients ‘falling out’ of the system
 - mentoring – for those who might benefit from it
 - a partnership approach – incorporating young people, their parents/carers and employers.
 - inter-agency working with good links between Involve, local colleges and schools and the Behavioural Support Service in particular
 - a recognition of the importance of Key Worker skills and the need for training and development as appropriate.

D. Local Conditions

5. The Involve Project builds upon a relatively advanced and connected infrastructure providing a very solid platform on which to build. The Project has been able to move quickly in terms of building the capacity of Key Workers and engaging with clients because of the strengths of the infrastructure. This may also help to explain why Fife is relatively advanced in terms of its testing, developing and implementation of a variety of tools and products – some of which had already been used locally and have been adapted for use by the Project such as the Youthstart ICT assessment tool.
6. Behaviour Support Services, of Fife Council Education Services, manage five *off-campus* support centres. The off campus centres provide part-time support to young people who have excluded themselves, or are at risk of becoming excluded, from the school environment. The off campus centres seek to address the barriers which prevent a young person from attending school on a regular basis.

7. The Behaviour Support Service also manages two *education centres*. These are for young people with more pronounced behavioural difficulties. Each centre supports around 35 young people. Again, each young person remains attached to a local school in order to prevent detachment from mainstream service provision. There is a strong focus on personal and social development within the education centres.
8. A Key Worker is attached to each of the seven centres above. Every fourth year student within the centres is therefore able to access support from a Key Worker. Targeting of support is less of an issue than might be the case in other Projects because Involve works with a relatively ‘tightly’ defined client group which has already been identified as being in need of multi-agency support. Involve adds value in two ways:
 - it can bring multi-agency support to bear in terms of the transition from school
 - it brings a much stronger emphasis on employability.
9. The other main strand of the Involve Project is that of support for clients with learning difficulties in supported learning. The local colleges include – Elmwood, Fife, Glenrothes and Lauder. Key Workers are currently located within three local colleges with plans for a fourth to be appointed this year. A key difficulty has been the lack of a consistent approach for those leaving college, particularly for those exiting life skills courses and general skills Skillseekers. Again, a good understanding of the target client group and the service gaps that require attention has provided the basis for the development of the Key Worker role.

E. The Key Worker Role

10. The Key Workers were recruited ‘internally’ from within the network of Fife agencies. A broad range of backgrounds and skills sets was sought. Career histories, amongst others, include:
 - careers adviser
 - social work
 - outdoor activities
 - teaching
 - community education
 - economic development.
11. The Key Workers operate largely as a team and are located within the Careers Scotland, Fife, offices. The learning support Key Workers, however, are located within the college to which



they are attached, but still managed through the Involve Project. A key strength of Involve has been the importance attached to the initial induction and marketing phases. In fact, although Key Workers were in place from June, contact with clients only really began to take place from August onwards. A range of induction and teambuilding activities took place which included contributions from many of the partners which would form an important component within the Involve network. Some example features of this initial development phase include:

- a two-day team-building exercise
- assessment tools and techniques delivered by On Track
- guidance on autism and aspergers syndrome.

12. The Key Workers were positive about the approach that had been adopted and the degree of forward-planning that had gone into the induction programme. The Key Worker role is complex and requires a range of skills and knowledge sets. It is a positive achievement that what was delivered was felt to be sufficiently broad without ‘swamping’ workers with too much detail at an early stage. The Key Workers were also assisted in these early stages by two other factors:

- a well-defined target group
- a pre-existing agency support infrastructure
- an existing partnership consensus regarding where the Key Worker role could add value.

13. The Key Workers have developed good links with a wide range of partner organisations and information sharing systems function effectively. There have been some difficulties with agencies not understanding the Key Worker role. Compared to other areas, however, the problem of inappropriate referrals has not surfaced to the same extent in Fife as it has elsewhere. Any problems arising out of lack of clarity over roles are easing as the positions become part of the established infrastructure. The Fife Key Worker role demonstrates a number of the principles identified by the Beattie Committee as being necessary to achieve a more inclusive approach. The Key Worker role is characterised by:

- a flexibility, responsiveness and, when necessary, intensity of support, that other services with different approaches and higher volumes of client activity cannot manage – (see figure 2)
- a qualitatively different relationship with the client upon which employability services can be built around

- an employability focus – both the Behaviour Support Service and colleges commented upon the extent to which the Key Workers had brought much greater awareness of employability and knowledge of transition options.

Figure 2: Examples of innovative approaches

Activity	Description
<i>Miscellaneous</i>	<ul style="list-style-type: none"> • use of community venues • work tasters • independent travel programmes • development of school-college link programmes
<i>Art Event</i>	Students from Elmwood and Lauder Colleges submitted entries to an Art Event to design an art cover for Nett Pointer, an interactive self-assessment CD, designed on behalf of Involve. The event, attended by 40 people, was used as a means of celebrating achievement by the young people involved.
<i>Music Project</i>	<p>The Key Workers had identified the influence of music in the lives of young people and organised a music programme and competition to enhance employability including:</p> <ul style="list-style-type: none"> • computing • problem solving and project completion • communication skills • teamwork. <p>The music event was planned and delivered by young people and there is an intention to deliver a similar event next year.</p>
<i>Summer Programme</i>	An eight-week programme of indoor and outdoor activities was planned and delivered by Involve with support from a range of local partners. A total of 42 pupils and students attended. Evaluation feedback from parents, carers and young people was positive with participants feeling more independent and able to work in a team as a result of the event.

F. Partner Input

14. More effective co-ordination of services focused around client needs is one of the cornerstone principles of Beattie. What influence has Involve had upon agency efforts to address the needs of the target client groups? The effect of Involve has been to support the work of existing services, add value by more effective co-ordination of services around the needs of clients and to introduce a focus on employability.
15. The partner organisations identified stronger links, for example, between services for clients and programmes such as Skillseekers, New Deal and Get Ready for Work (GrFW). Information sharing and referral systems were already effective but one partner consultee, for example, had noted increased confidence in those young people taking up GrFW who had access to a Key Worker. More generally, the mix of backgrounds and skills within the Involve Key Worker team was viewed as a strength.

16. The colleges in which Key Workers were located also commented upon the added value brought by the Key Worker role. The Key Worker has provided a link point to take clients through the transitions from school to further education through to post-learning outcomes. The Education (Scotland) Act 1980 requires education authorities to carry out a Future Needs Assessment (FNA) of children with support needs. The process begins when young people are 14 and involves two formal meetings in which the young person and his/her parents should be closely involved. The involvement of the Key Worker in the FNA provides a useful starting point from which to develop a more inclusive approach to service provision.
17. The Key Worker role is also important because it addresses a gap in terms of the existing system in that colleges have often lacked the resources or skills required to focus on identifying appropriate employment-related outcomes for learners with support needs. Some of the approaches introduced by used by Key Workers not previously available to most learners in a further education setting include:
- one-to-one job coaching
 - intensive support
 - support for independent travel
 - ability to access a greater number of job placements – of a more appropriate fit for the needs and interests of learners *and* more quickly than would otherwise have been the case
 - carrying out of risk assessments within prospective workplaces
 - connecting the young person with Careers Scotland in order to access guidance, attending with them if necessary, when previously a client might not have made an appointment or kept it
 - follow-up support which may be needed when, for example, a client drops out of Skillseekers – a gap which previously might have resulted in the young person losing contact with support services.
18. One area of partnership that requires further consideration is that of the Fife Link-Up initiative located within Fife Council Social Work Department. Link-Up fulfils a similar role to that of Involve but with a focus on clients within the social work and criminal justice systems. The main aim of Link-Up Fife is to assist clients find a route into further education, training or employment using assessment, action planning, one-to-one tuition group work approaches. Staff members are seconded from Apex Scotland, Careers Scotland, and Community Services.



19. Although Link-Up is involved in the steering group for the Inclusiveness Project there are few direct links between the initiatives in terms of cross referrals. The funding for Link-Up is temporary (New Futures Fund) and the future relationship between that project, Involve – and whatever succeeds the Inclusiveness Project – requires further consideration.

G. Assessing Needs

20. The Fife Project has, as we have noted, two distinct and well-defined target groups. There are now discussions between Involve and its partners to look at support for young people from Fife currently living in residential schools outwith the Fife area. In preparing the Inclusiveness bid Fife Careers sought to identify the volume of clients passing through some of the key referral sources including:

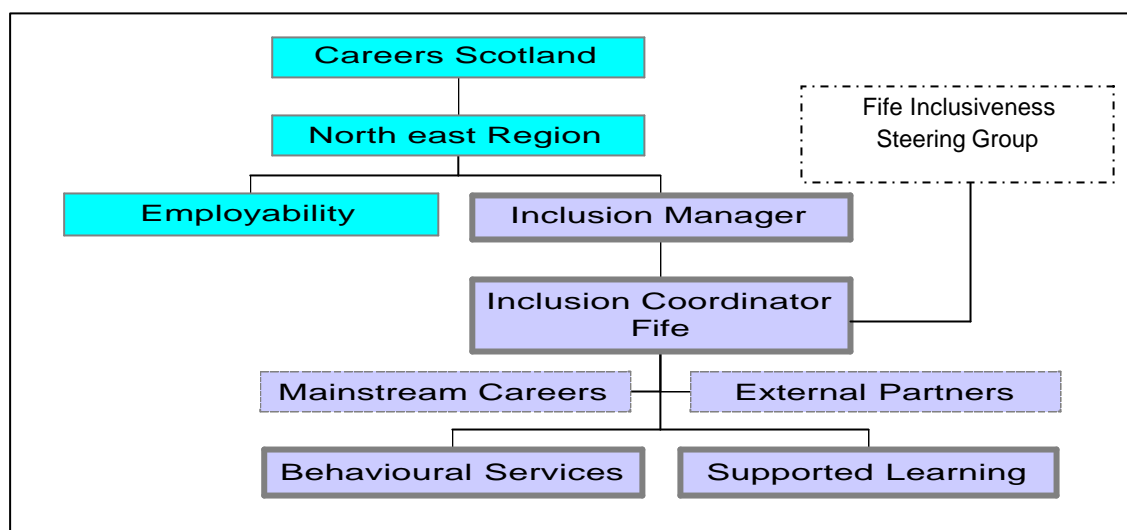
- supported accommodation and children in care through the social work department
- young person homelessness through the Housing Department
- the Criminal Justice system
- the level of mental health and substance abuse referrals through social work.

H. Structures

21. Involve is managed through Careers Scotland structures. The Inclusion Co-ordinator is responsible for the delivery of the project but also acts as a liaison point, within the Fife Locality of the North East Region of Careers Scotland (Figure 1). The Inclusion Co-ordinator is a key point of contact for FISG which was established to help steer the Project after the Implementing Inclusiveness Conference in May 2000. The FISG consists of Careers Scotland and a range of partners and wider stakeholders. Feedback from the partners would suggest that the structures have operated effectively until now and have provided a means of:

- developing links and networks – one consultee commented upon how much more integrated into the local employability agenda the local colleges appeared to be as a result of FISG
 - addressing issues involved in getting the Project up and running
 - providing feedback to wider stakeholders on the early progress of the Project
- identifying areas of commonality and potential joint action – such as the adoption of assessment tools and techniques.

Figure 1: Delivery Structure



22. An issue that has now arisen for a number of partners is whether FISG needs to continue in its present form. There is a view, amongst some partners, that now the Project is fully operational and that Careers Scotland is responsible for actual delivery that there is less value in retaining the FISG role, at least in its current shape.
23. The loss of FISG at this stage would seem premature. There are a number of information and networking benefits which have been achieved through FISG. It may be an appropriate time to review the role of the forum to determine what sort of role it can best play for the remainder of the project. There are, however, a number of important issues now arising which a forum like FISG is well placed to consider including:
- what has been learnt and how can this experience be rolled out beyond the Project itself e.g. specific client group needs, assessment tools, employability action planning systems for clients, client tracking systems etc
 - mainstreaming of the Key Worker role, or at least elements of it, should not be an issue for Careers Scotland alone but also the wider partners – this cannot be taken forward in isolation by individual partners but needs to be considered collectively.

I. Systems, Tools and Products

24. The early stages of Involve have been concerned with establishing the Key Worker Role, developing partner systems and learning how to work with the specific client groups. However, the Beattie Report contained certain principles which were to underpin the Inclusiveness Projects beyond the role of the Key Worker such as inter-agency information sharing protocols, client-centred assessment, action planning and tracking systems. Figure 3 below illustrates the progress which has been made in some of these areas.

Figure 3: Systems

Area of activity	Comment
Information sharing and protocols	Information sharing between partners is generally good – no specific tools have been developed
Client assessment tools and systems	A Fife model has been developed with input from a wide range of partner organisations – in addition support tools such as the ICT tool have also been developed
Action planning	A number of approaches are being tested including the Rickter Scale (which was found to have some value but less so for clients with learning difficulties) and Bridges to Progress
Client tracking systems	The Project had adapted the existing Careers database, Core Plus, for this purpose – will be superseded by Insight
Job and vocational profiling	No formal mechanisms for this although one of Key Workers was formerly a placement officer and has shared skills – can access Fife Council's Employability Team which provides a programme of placements

J. Monitoring & Evaluation

25. Monitoring statistics, defined by Careers Scotland as part of their performance measurement framework, are collected and passed on by the Key Workers through the Locality Manager. The concern was expressed that the data collected did not reflect the nature of the work undertaken by the Key Workers. This results, at least in part, from the absence of a 'distance travelled' performance mechanism to reflect the numerous 'small steps' which might be achieved more effective co-ordination and linking up of services through the Key Worker.
26. Involve has carried out a number of in-house evaluations of specific aspects of the Project. These were made available for the purposes of the National Evaluation and have proved extremely helpful. The evaluations cover a range of activities including mentoring and tracking, peer education, the Summer Programme and Art and Music events. There is also a clear link between the findings of the evaluations and future policy delivery, particularly in the development and re-focusing of the original mentoring and tracking roles and the increased emphasis placed upon client support. The views of the partner organisations on the benefits attributable to Involve have also been sought.
27. The issue of ongoing support and supervision for the Key Workers was also discussed during the case study. The Key Workers were positive about the induction and ongoing information, training and support processes. Each member of the team meets with the Inclusion Co-ordinator monthly to review progress. What was particularly marked however was that the Key Workers clearly obtain a good deal of both information and support from each other. There were two aspects to this:

- firstly, the Key Workers (other than those based in the colleges) are located in the same office and operate as a team although each is attached to their own particular referral source
- the range and diversity of backgrounds provides a valuable source of knowledge, learning and experience upon which individual members of the Key Worker team can draw.

K. Barriers & Achievements

28. One of the key barriers faced by the Fife Inclusiveness Project has been to establish the distinctive role of the Key Worker. The Key Workers operate in a cluttered landscape and nor is the term 'key worker' itself exclusive to the Inclusiveness Projects. The Beattie Committee envisaged that the Key Worker role would help the young person to 'navigate' this landscape. The implication being that the Key Worker sits within the existing infrastructure, whatever form that takes within specific localities, and does not replicate existing services. This can be difficult for professionals within the existing infrastructure to understand. The Key Workers did identify this as being an issue. The Key Workers in the college settings faced a particular challenge, sometimes being viewed as 'glorified auxiliary support' by other college staff. Such problems had eased over time however, a view supported by the partner organisations consulted.
29. Another challenge faced by Involve has been to manage 'access' to the Project. The range of client groups that could be supported through the Inclusiveness Project is considerably wider than the existing focus of the Project. There was a conscious decision agreed by the partners involved, at an early stage, to focus on the two specified 'gaps' within the existing infrastructure. Over time, as awareness of the client groups has developed, the focus of Involve has widened to incorporate young people from Fife in residential schools outwith the Locality. There has been pressure from other partners, such as the schools for example, to refer additional young people carrying the risk that Key Workers be 'swamped' by unmanageable caseloads. Involve has met this challenge by:
- carefully delineating from the outset the types of client it would work with and how they would be referred
 - using both FISG and the initial 'marketing' period to inform partners of the of the Project's aims, objectives and client focus
 - careful supervision of client caseloads through supervisory meetings.
30. A key achievement of Involve has been the establishment of FISG. The FISG essentially provides an advisory group for the Inclusiveness Project. It has, however, provided a Fife-

wide focus on service provision and employability for very excluded young people in Fife. It has helped improve local networks and increase awareness of practice issues across the partner organisations. The inclusion of the colleges was cited as an example of this. Partners are now ‘talking the same language’, for example, in terms of assessment, action planning and tracking. The FISG therefore provides a good basis upon which to discuss mainstreaming of learning and practice.

L. Mainstreaming

31. Scottish Executive funding for Involve runs out in March 2004. Although it seems early to be thinking about mainlining it is important that the Inclusiveness Projects across the country begin to address the issue. The Fife Project is, compared to most other initiatives, in a good position to begin to consider how to approach mainlining given the degree of progress made in establishing structures, processes and developing specific tools and products.
32. Mainstreaming may be thought of in terms of the Careers Scotland All Age Guidance service. There are significant differences in expectations and resources of the Key Workers and mainline 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 mainstream careers advisers and reconciling these roles presents a significant challenge. There are, however, some interesting lessons and issues which emerge for Careers Scotland:
- in terms of the of the tools and approaches which have been developed by Involve which could be adopted by the mainstream all age guidance service – sometimes relatively simple forms of support, such as a bus pass, can make a difference to a client’s willingness to engage
 - although the work of the Key Workers and mainstream careers advisers remain largely separate from one another a conscious attempt is being made to bring the two roles together, examples include;
 - Key Workers take part in Careers Scotland team meetings in Fife
 - Key Workers now attend client interviews conducted by the careers advisers.
33. Mainstreaming must be considered, however, in a wider context than that of Careers Scotland alone. Fife has placed considerable emphasis on supported learning. An important question to ask is whether the employability focus which Involve has clearly added to the work of colleges is of sufficient value for further education institutions to adopt practices and/or the key worker role itself? Is there scope for the local colleges to collaborate and develop a shared key worker resource? There are clearly resourcing issues which must be considered

first. An initial action for Involve, however, might to 'audit' key worker practices within the colleges and identify a suite of core functions or tools as a basis of discussion with the college authorities in terms of mainstreaming.

34. Finally, mainlining must also be considered by the wider set of partners and stakeholders involved in the Fife Inclusiveness Project. Again structured discussion needs to take place on:
- the tools and approaches which have been developed through Involve which are of wider value
 - the value of the key worker role itself and the scope for importing such a role into other areas of activity – particularly those client groups not currently served by Involve.

M. Overview

35. The Fife Inclusiveness Project is at a relatively advanced stage of development within the Inclusiveness Project programme. Involve builds on solid foundations and has made good progress in developing the Key Worker role. A variety of professional backgrounds have been brought together within one team providing a rich source of experience on which to draw. A great deal of emphasis has been placed on the initial induction process and subsequent 'marketing' of the initiative to other partners. This development phase has served the Project well as it has embarked upon its client engagement activities.
36. Effective referral systems and networks have been established and quickly become operational. After some suspicion over the Key Worker role the key partner agencies have become engaged with the service and value the contribution it makes. There is good evidence to suggest that a more inclusive approach is emerging around the needs of the client as a result of the Key Worker function both within the Behavioural Support and Supported Learning strands of the Project.
37. Some good progress has been made in developing specific tools and projects. This is particularly the case in terms of assessment and action planning. Less development was noted in terms of client tracking or vocational profiling although there is an understandable wariness in placing too much emphasis on client tracking whilst Careers Scotland is developing its own performance and client management IT systems. As more clients 'pass through' the system and into employment options it will be interesting to see how tools and processes, such as those related to vocational profiling, develop.
38. Involve has invested time in evaluating its activities in order to identify what works. It has also been able to acknowledge where approaches have not worked as well as hoped and

respond accordingly. The Project is evolving based upon assessment of its own experience. Although beginning from a very tightly defined focus on clients and referral processes Involve is now beginning to consider working with new types of client and new partners. This is being carefully managed with the need to preserve the Key Worker approach in mind.

39. A key issue for Involve in the forthcoming period will be to consider mainstreaming. Discussions have already taken place at FISG but a more structured approach is now needed which incorporates:

- Careers Scotland
- the other partners and stakeholders
- the role of Involve alongside that of Fife Link-Up.

Note: This draft report was prepared on the 5/6 February 2003 and is based on background documentation and consultations with the following consultees:

Marrion Barron – Inclusion Coordinator and Involve Project Leader
Pat Stevenson – Team Leader Fife Council Vocational Training Centre)
Alison Gray – Curriculum Manager, Lauder College
Vivien Boyle – Throughcare Coordinator, Fife Council
Derrick Bruce – Behaviour Support Service, Fife Council
Adrian Vettese – Head of Centre, Glenrothes College
Graham Duncan – Key Worker
Mark Coates – Key Worker
Kathy Dunn – Key Worker
Tina Campbell – Key Worker
Laura Thom – Key Worker
Wendy Gillespie – Key Worker
Anthea Levin – Key Worker

The cooperation and hospitality of all the above was much appreciated

4 Glasgow Inclusiveness Project Case Study

A. Original Bid Background

1. In January 2001, the Glasgow Careers Service¹ and partners submitted their project proposal to develop a Glasgow-wide Inclusiveness Project. The partners were: Glasgow City Council; the Glasgow Alliance and Social Inclusion Partnerships (SIPs)²; Glasgow Employment Service; Greater Glasgow Health Board; the Glasgow Education Business Partnership; Glasgow Colleges Group. The operational context for the Glasgow project is complex and the proposal had been developed, therefore, to allow:
 - building on identified existing inclusiveness initiatives such as the Key Worker and Tracker model already operating in the Easterhouse area of Glasgow, the Glasgow Care Leavers' Project and the youth access and employability posts in the Drumchapel area
 - building on existing local service delivery mechanisms and structures such as Local Economic Development Companies (LEDCs)
 - linking of a *city-wide* strategy for inclusiveness through the existing Glasgow Alliance partnership to *local* delivery through the SIPs.
2. Funding sought from the Scottish Executive originally was in excess of £6 million. Partner funding was to include contributions from Glasgow City Council Education Services, Regeneration Services, and Social Work Services; Scottish Enterprise Glasgow; as well as from the Health Board, SIPs, and LEDCs. The funding approved by the Scottish Executive was £1.92 million. Other partners contributed £1.76 million. The actual funding split for the project is, therefore, 60% from the Scottish Executive and 40% from other partners.
3. The reduced budget led to the project being scaled down e.g. in the number of key workers appointed and the amount of early intervention activity planned for clients still at school. The original bid proposed that the priority client groups would be 14 – 19 year olds with specialist key workers having the flexibility to respond to the needs of young people up to the age of 24. The model shown in Appendix 2 reflects the original and now current strands of the project although the number of key workers originally envisaged has been reduced. The original proposal identified several strands:

¹ Glasgow Careers Service was managed by Glasgow City Council until formation of Careers Scotland

² Appendix 1 shows the range of geographical and “people-based” SIPs in Glasgow

Geographical Strand

- Focused on the *SIP areas* where levels of exclusion and poverty are well documented and acknowledged

City Wide Strand

- Specialist key workers offering support to young people from the following groups *throughout Glasgow*: young homeless, persistent young offenders, those with addiction issues, disabled, those with mental health issues and other vulnerable young people *from non-SIP areas* who are at risk
- Specialist key workers working in conjunction with Careers Advisers through the Care Leavers' SIP, "The Big Step" to fully support the complex needs of *young people leaving care*
- Specialist key workers, operating through the Glasgow Anti Racist Alliance (GARA) Employment Initiative, supporting vulnerable young people from *black and ethnic minority communities*.

Early Intervention Strand

- 12 key workers were to work with "lost" or "at risk" school pupils located as follows:
 - 1 key worker *per geographical SIP* to work with school guidance staff and Attendance Officers to re-engage pupils in education including Alternatives to Exclusion provision as well as mainstream
 - 1 specialist key worker to work with three schools that have significant *black and ethnic minority pupils* linking in to the Home Link Teacher Network
 - 1 key worker to work with the 6 schools for young people with *Moderate Learning Difficulties* through the "Bridges to Work Programme" offering early intervention and enhanced work experience
 - 1 social worker to provide to *the 5 social work day care centres* an intensive support service
 - 1 additional key worker to extend support offered through *the On-Track Programme*.

B. From Bid to Delivery

4. In October 2001, an overall Project Co-ordinator was appointed and the first clients to be registered engaged with the new inclusiveness services, branded "Positive Futures" in January 2002. The brand has now been adopted across the West Region of Careers Scotland. The



original bid anticipated a need for 8 “trackers” and 46 key workers operating at neighbourhood or specialist agency level. Where the original bid differentiated “tracker/finder” posts from key worker posts, in reality, the key worker posts encompass the tracker/finder role which was to have a focus on outreach work to re-engage young people who have left school and are currently lost to the system. Key workers carry out these roles as well as advocacy, signposting and referral support to enable transition to positive outcomes.

5. All of the partners identified in the original proposal are still involved in the project with the exception of the private sector involvement on the Inclusiveness Strategy Group. Whilst private sector involvement is still seen as desirable, and employers are involved in e.g. providing placements for the Bridges to Work programme, On-Track and through the Cardonald Employers’ Centre, other more pressing priorities took precedence over securing strategic level private sector commitment. Consultations suggest that key workers are keen to get employers more directly involved in supporting clients directly.
6. Some of the key workers are employed directly by Careers Scotland whilst others are employed by LEDCs where the key workers are based. (See Appendices 3-4) All of the eight geographical SIPs are now involved in the project with key workers and specialist careers advisers deployed in the areas they serve as shown in the diagram in Appendix 2.
7. With the variety of partners involved in delivering the inclusiveness services in Glasgow, a great deal of time has had to be spent initially by Careers Scotland on securing real partner buy-in. The needs for inclusiveness services in Glasgow are complex and a range of services to the client group already existed before establishment of the project. For example, in the Care Leavers Project, the initiative formerly known as “Launchpad” provided employability services for the client group and these have been absorbed into “Positive Futures”.
8. Whilst the first two strands, the citywide and the geographical strands have been implemented as planned, the early intervention strand has been curtailed due to the prioritisation required by the reduced funding. Only two key workers are dedicated to early intervention – one in the Bridges to Work Project and one in the On-Track Programme although in Castlemilk and the East End SIP areas an element of early intervention allows young people to be referred from the age of 14 years.
9. The Glasgow Anti-Racist Alliance (GARA) Employment Initiative has two specialist key workers supporting vulnerable young people from black and ethnic minority communities.
10. The following chart provides an up-date on the original proposal while the Appendices contain more detailed information on the deployment of key workers, the focus of their activities and more detailed information on policies, systems and practices in the various strands of the project:

Figure 1: Bid Update

Revised proposal	Current
29 Key Workers to be appointed (originally 46 Key Workers envisaged) and deployed across SIP areas with the city wide team addressing the needs of those clients outwith SIP areas	29 Key workers appointed including some qualified Careers Advisers – Breakdown on Key workers per area is shown in Appendix 3
1 overall Project Manager for the whole project	Appointed on 1 October 01. Careers Scotland West Region Inclusion Manager had overseeing role in the project whilst the project manager was on maternity leave till March 2003
3 Project Development Co-ordinators to be appointed to cover geographical SIP areas and the city wide inclusiveness team	3 in post at time of case study visits although two of the posts had only recently been filled and only one co-ordinator had been involved since the start of the project. There is some suggestion that this and the absence of a full-time dedicated replacement for the project manager whilst on maternity leave may have contributed to some variations in practice and service delivery
2 Joint Project Managers to be appointed to manage the Care Leavers Joint services between Careers Scotland and the Glasgow Social Services Department	In place
Establishing Initial Assessment and Action Planning through Transition Support Document	Careers Advisers currently complete a common Transition Support Document (TSD) confirming client should receive Key Worker Services although this process may change in the near future to allow key workers themselves to complete the TSD
ICT enabled tracking and progress monitoring	Recording of client data is conducted through Focus, the system used before establishment of Careers Scotland. However, the system is reported to be inadequate for the purposes of the project. The new “Insight” system of performance management, client recording and progress monitoring is not yet in place.
Enhance local partnerships in terms of joint protocols – particularly identification, referral and tracking	No documented protocols have been created as yet but local partnership working has been enhanced through collaborative working between key workers and other agencies e.g. Social Work databases accessed by Key Workers on the Care Leavers project and common confidentiality agreements are in use across all partner agencies. Referrals are made from various sources.

C. Objectives

11. The original key objective was to reduce the number of young people in negative destinations by 30-50%. Targets were set as follows:
- 790 young people in 14-18 years of age group in the education system participating in KW programme over 3 years

- 1750 immediate school leavers involved with the KW programme over the three years of the project (comprising 700 YP endorsed as having special training needs and 1050 YP excluded from the learning and labour markets)
 - 960 with multiple needs who are not immediate school leavers and not in the learning or labour market system involved with the KW programme in a full year of operation
12. These targets were affected by the reduction in budget necessitated by the reduced funding from Scottish Executive. A comprehensive review undertaken by the Project Manager and key workers addressing the performance information needs of the partner SIPs shows the Glasgow project performance for the period January 2002 to March 2003 to be as follows:

Figure 2: Glasgow Client Monitoring Statistics January 2002 – March 2003

Outcomes	Totals
Total number of clients referred to project	2317
Total engaged	1350
Total moved to a positive outcome	850
(of which) into Training	392
(of which) into Employment	183
(of which) into Education	214
(of which) sustained for more than three months	489
Referral Source	
• Education	397
• Education Initiative	51
• Psychology	25
• Youth Project	102
• LDC	63
• Social Work	360
• Careers Scotland	656
• Self Referral/Parent	122
• Key Worker	107
• Training Provider	1
Male	1425
Female	892

13. Generally, consultations with partners and key workers suggest that the broad objectives of the project are valid for the client groups engaging with the project. However, the original target of 790 young people in the education system aged 14-18 may not now be realistic given the reduction in the number of key workers working on early intervention.

14. Consultation with staff involved in the care leavers strand of the project suggests that the subsuming of Launchpad into Positive Futures has led to a greater emphasis on getting young people into employment and education which is clearly part of the rationale for the Beattie recommendations.
15. However, it was also noted that some of the project's clients might never be able to hold down a job. For other clients with the most extreme chaotic lifestyles, it was suggested that the time required to start breaking destructive cycles could be two-three years.
16. This serves to highlight the dilemma described by one member of staff consulted as whether, with scarce resources, the inclusiveness project should target intensive support to those who need it most or to those who would benefit most. Described by one member of staff as "the least, the lost and the last", the client groups being supported in Glasgow are clearly the very client groups of young people whom the Beattie Committee wished to be supported. In terms of numbers, severity and complexity of the difficulties they face, they are also amongst the most challenging. As was pointed out repeatedly by both key workers and management, the time, effort and resilience required to first stabilise and *then* start to help many of them move on towards employability and employment should not be underestimated.
17. Whilst the objectives of the project and the clients engaging clearly fit with those identified in the Beattie Report, there is some suggestion from the consultations that young people with disabilities should be priorities for support from the project. Likewise, a number of the consultations suggested that there should be, as originally planned, more early intervention support whilst young people are still in the education system. In the case of care leavers, it was suggested that the education system could do more to make meeting their needs a priority e.g. Through having link support teachers working with Positive Futures. Some key workers also highlighted the fact that there is now more focus on accommodated young people and those leaving care meaning that young people outside Glasgow are part of the client group.
18. Feedback from clients engaging with the project and from partners and stakeholders is reported to be very positive. This should be seen as very encouraging for project staff and managers. The positive feedback has also resulted in some people recommending that the key worker service should be made available to older clients also.
19. Whilst the provision of support to clients on the ground through local SIPs appears to be effective and appropriate, consultations also suggest the need for availability of intensive support on a city-wide basis as currently happens through the "Theme Team". This will clearly need to be a consideration for sustainability of the project's activities and funding after March 2004 since, by design SIP funding is intended to support needs in particular geographic/thematic areas and currently contributes a fairly large chunk of the overall project budget.

D. Local Conditions³

20. Glasgow's working population in 2000 was 388,000 with little change, a 2%, increase anticipated between 2000 – 2010. With Glasgow's population expected to age significantly with an 18% growth in the 50+ group between 2000 – 2010, bringing into economic activity of the 18-24 year old unemployed group (8%) and those who have become lost to the system takes on greater significance in meeting labour market needs and skills shortages and gaps. Replacement demand for workers in Glasgow by 2010 to replace those who retire or change occupations will be 137,000 or 5 times greater than the net change by that date.
21. The bulk of growth is expected to occur in the financial services with construction and the public sector also expected to expand to meet the needs of the Glasgow Housing Stock Transfer and the regeneration of the River Clyde. Unemployment in Glasgow at 11.8% of the workforce is much higher than the West of Scotland at 8.9% and UK at 5.2%.
22. A central concern of the original Glasgow proposal is the scale of young people whose destinations are unemployment, unavailable and unknown. At 29%⁴ of all school leavers, this amounts to 1500 individuals. The figure compares with a level of 16% across Scotland and that figure is swollen by the Glasgow data. The original proposal identified that similar levels have been apparent for some years, thus indicating that significant numbers of young people are living in Glasgow outwith the mainstream social and economic environment.
23. It is known in Glasgow also that these young people are not actively choosing to make contact with and use the mainstream services, particularly in relation to learning and employability options. The original proposal also identified that if the current pattern is maintained by school pupils into the future then the prospects for achieving the city's aspirations for long-term, sustainable regeneration and inclusion look bleak.
24. The problems of youth unemployment in Glasgow are naturally compounded for young people with often combinations of other needs including moderate learning difficulties, young people from black and ethnic communities, asylum seekers, those leaving care, those with health and addiction issues, persistent offending behaviour, homelessness, complex learning needs, communication disorders, emotional behavioural difficulties. In the most extreme cases where young people have perhaps been traumatised, abused and have extremely chaotic lives, it is reported by key workers and management that it can take months and months if not years to help them prepare for progression to education, training or employment.

³ The figures regarding local conditions in Glasgow are taken from the SLIMS Glasgow Labour Market Statement of November 2002

⁴ Figures taken from the original Glasgow Inclusiveness Project Proposal

E. The Key Worker Role

Recruitment

25. The diversity of the overall key worker team is clearly identified as one of the key strengths of the Glasgow project. Collectively, the key worker group are in possession of a whole range of extremely valuable, relevant and, importantly, willingly shared knowledge, skill and expertise. Key worker backgrounds include: specialist expertise in supporting care leavers, community education, social work, work with homeless units, YMCA projects, street worker projects, alternative to custody project with APEX Trust, Post Graduate Diploma in Equality and Discrimination, Degree in Psychology/Sociology.
26. The location of the key workers in the heart of the communities they serve is also perceived by partners and staff as a strength. However, the arrangements for employment of some of the key workers have led, at least in the early stages, to some difficulties which are explained below.

Training

27. As well as having a week-long induction on commencement, key workers have opportunities to shadow other key workers and receive information on policy and procedures. Guidelines for key workers on their role and the role of Careers Advisers and on home visiting are available.
28. Although the arrangement may have been hampered by the turnover of two of the project co-ordinator posts, key workers generally also have at least two-monthly supervision sessions for which guidelines on policy and procedures are available. The supervision sessions provide not only support and development planning opportunities for key workers but also provide an element of quality assurance on the services provided to clients.
29. In some consultations, there were suggestion that in different areas there are different referral outcomes indicating a need to share best practice more effectively and carry out a degree of self-moderation although monthly team meetings allow discussion of operational issues and sharing of effective practices, networks and new knowledge acquired.
30. Key workers have also had or will have training such as Rickter Scale, Pacific Institute Training, motivational interviewing, race equality issues etc. and in some cases, e.g. the specialist key worker for black and ethnic minority clients, specialist training in delivering Breakthrough to Excellence is to be provided to allow 10 young people to participate in a pilot programme.

31. Key workers interviewed individually and in the focus group believe that the growing expertise of the key worker group could be used more effectively for shared staff development e.g. sharing expertise in working with care leavers, black and ethnic minorities and with clients with mental health difficulties.
32. Those key workers who have already learned a lot about the issues faced by young people mental health difficulties, would still value more staff development in these issues. Staff of the Psychological Services Department of the Council have already provided some mental health training for key workers and more would be appreciated.
33. Team meetings for each Project Development Co-ordinator's group of key workers also provide networking opportunities and sharing of expertise and success stories. It was the strong view of one key worker that these meetings are an excellent vehicle for bringing out the individual and collective creativity of the key worker teams.

F. Role

34. The key worker role in Glasgow is intended to adopt a “whole life” approach to the young person's return/entry to the labour market or other agreed positive outcome.
35. There are common elements to the role of key workers and slight variations dependent on the particular strand of delivery. These are shown in summary in the table in Appendix 5. What the key workers share, irrespective of which strand of delivery they are located in is a collection of values that place the needs of young people at the heart of their work. The following are examples of the kinds of values and behaviours identified as critical to the success of the key worker role:
 - Don't judge or make assumptions and treat clients individuals
 - Be consistent and show “stickability”
 - Just be there for young people and build up relationships of trust
 - Give a bit of yourself, be welcoming, friendly, listen, encourage young people to talk
 - Nurture clients and provide constant reassurance, help to assure clients that they are more than capable, can get a job and have more to look forward to that a giro
 - Overcome parental influences suggesting unemployment is OK
 - Present opportunities, help fill forms
 - Show clients they can take part in things.

G. Deployment

36. Appendices 2, 3 and 4 show how key workers are deployed in the Glasgow area. The following sections provide additional information on how the various strands of the project work in practice.

Geographical SIPs

37. Key workers who are located in and work from the Local Economic Development Companies in the heart of the SIP areas, are, in the main employed and paid by the LEDC and have different terms and conditions from those who are employed by Careers Scotland although the role is the same as for other key workers. This has been the source of some cultural differences and a feeling of discontent for some key workers although every effort is being made by Careers Scotland to address these issues.

Care Leavers Project

38. The Care Leavers strand of the overall Inclusiveness Project operates almost as a “project within a project” with funding being provided by the Big Step Care Leavers’ SIP, the Inclusiveness Project and the Social Work Department of the Council. The distinct nature of the care leavers’ strand, therefore, warrants some detailed comments.
39. The emphasis on the care leavers group in Glasgow is entirely in keeping with the Beattie recommendations. With Glasgow having the highest level of accommodated young people in Scotland – around 400 young people in care and 100 leaving care – it would appear to be entirely appropriate to provide specialist support for this group. Support for the client group is part of the Glasgow Children’s Services Plan.
40. The establishment of the Care Leavers SIP and its earlier support for the predecessor Launchpad Initiative and now Positive Futures show the collective commitment of partners in Glasgow to meeting the needs of this most deserving client group.
41. The Care Leavers Project is jointly managed by Social Work Services and Careers Scotland Senior Officers and comprises of a team of 3 careers advisers, 3 key workers, a Senior Officer Leaving Care Services, 3 employment development counsellors and 1 dedicated administrator. Based on original Launchpad project, the care leavers strand the inclusiveness project operates a different delivery model with dedicated Careers Advisers and key workers for care leavers and accommodated young people.
42. This strand includes intensive key worker support and careers advisor input as well as a programme of personal and social development conducted in the premises refurbished by the Care Leavers’ SIP, the Big Step, which also now house the management team for the whole inclusiveness project.

43. For care leavers, referral meetings are held to allocate young people to key workers and initially the project had a waiting list as the earlier Launchpad could only deal with smaller numbers. Key benefits reported from the inclusiveness project is that support services for care leavers are now available on a city-wide basis and there is better integration of these services with other support services such as counselling. Staff consulted also reported that having Careers Advisers on site working together with key/social workers gives young people the benefit of seamless support through easier access to background reports that enhance understanding to young people's support needs.
44. For the 15plus group for non-attending summer leavers, key workers proactively track such clients through engagement with support units, residential schools, Careers Centres, Drugs Workers, and a range of very varied agencies. The care leavers strand also works with young people up to age 24 where other strands more generally work with clients aged up to 18.
45. The partnership approach to provision of support to care leavers appears to work well with the dedicated careers advisers providing guidance and ongoing careers support and providing links to Careers Centres and the Employers' Centre whilst the key workers work more on confidence building. Weekly job clubs are provided to give access to Careers Scotland vacancies, Job Centre Plus, New Deal Advisers and Get Ready for Work.
46. As noted above there are strengths reported in the approach currently used to provide intensive support to clients of the care leavers' strand and it was the earlier Launchpad had influenced the content of the Beattie Report in relation to Care Leavers.
47. A key feature of the care leavers approach is the ability to build up specialist expertise in dealing with the very complex needs of the target group. The conduct of joint training sessions with providers and linkages to the Scottish ThroughCare and Aftercare Forum bringing together carers, training providers, employers to address work experience and employment for clients are reported to be beneficial in meeting client needs.
48. The enhanced mutual understanding between Social Work, Careers Scotland and other agencies are also reported to be leading to better services for clients e.g. through Careers Scotland being better placed to support those who need support most through immediate access to knowledge about training providers and training provision. There is some suggestion, however, in the consultations that culture change is still needed to ensure the best possible seamless and client services to the target group.
49. Even although the current services for care leavers appear to have been enhanced through the inclusiveness project, there are key issues that need to be addressed. These include the joint management approach between Social Work Services and Careers Scotland which is different from other strands of the project and the reported feeling of isolation, on the part of some staff, from other strands of Positive Futures. There is also some concern that the current

model may change in future and services will be provided on a more integrated or dispersed basis.

50. It is understood that the earlier Launchpad initiative on which the care leavers' strand is based, was never independently evaluated and that it has been decided, amongst partners, that a full independent evaluation of the care leavers strand of the project is needed. This should clearly yield some indications as to how tensions between on the ground work of the care leavers project and the structure above can be reconciled and how mutual understanding between the care leavers element of the services and Careers Scotland can be improved. It should, perhaps, provide valuable information on the question of whether care leavers services should best be provided on the "project within a project" basis as they are now or whether the services to care leavers should be provided in a more integrated manner.
51. Notwithstanding this, priorities for the care leavers' strand for the coming year will be to continue to develop links and networks; to involve young people in decisions so that any gaps in meeting the needs of young people with the most chaotic lifestyles are identified and filled.

City Wide Services

52. The city wide strand of the project provides services across Glasgow through the "Theme Team" for those young people who have problems of homelessness, persistent offending behaviour, addiction issues, disabilities, mental health problems or other young people from non-SIP areas who are at risk and have problems that make them particularly vulnerable.
53. Services are also provided on a citywide basis for black and ethnic minority young people through specialist key workers located within the Glasgow Anti Racist Alliance (GARA) Employment Initiative.

Bridges to Work

54. The services to young people with mild learning difficulties in special schools are reported to be completely new and address gaps in provision for this client group. The specialist support for schools involved is provided through a specialist key worker who is also a Careers Adviser located at Parkhead Careers Centre.
55. A few young people are reported to have got jobs through this element of the project as it gives them the staying power to work their way through their barriers to employment. It is anticipated that this support at school level may also be extended to disaffected young people as well as continuing for those with mild learning difficulties. It is hoped that it will be extended beyond March 2004 and that it will be extended to young people with learning disabilities in mainstream schools.

56. It was reported that much greater flexibility in employment and recruitment policy would be beneficial to these target groups and that some clerical support available to the key worker would allow her to focus more on such development activities.

H. Partner Input

57. As noted in the introduction partner input to Positive Futures in Glasgow amounts to 40% of the funding to match the 60% funding received from the Scottish Executive. Clearly, therefore, partners in Glasgow have a large financial stake in the project and effective partnership working is crucial to ensure that the investment of time, money and people resources produces maximum results.
58. Consultation with three key partners representing the Glasgow Alliance, Social Work Services and the LEDCs and project staff suggests that initially there was considerable resistance to the establishment of the overall inclusiveness project under the leadership of the Glasgow Careers Service (now Careers Scotland) and that partnership relationships were difficult. Possible reasons for this were mistrust between partners and fear of existing roles in meeting client needs being eroded and change in structures and relationships.
59. However, the Glasgow Alliance played an active role in securing collaborative working. In addition, [Partners consulted were unanimous in their praise for the partnership working efforts and personal contribution of the Careers Scotland Project Managers and West of Scotland Inclusiveness Manager. These personal contributions were especially valued in the early stages of development before relationships of mutual trust and support had been formed. Relationships amongst partners are now viewed by all consulted as much more positive and productive.
60. In Glasgow, a key design feature for delivery of key worker services was to build on existing structures through the SIPs and LEDCs. Through this arrangement, key workers are, in some cases based in LEDCs and share premises and other local facilities. This clearly has benefits in terms of establishing close working relationships between partners and local on the ground delivery of services to clients. At least initially, there were difficulties associated with the terms and conditions and local management of key workers within LEDCs under these arrangements. Whilst “local determination” as it was described by one partner, caused tensions and a lot of time had to be spent on establishing relationships, these issues are, however, being addressed by Careers Scotland and partners. In addition, the staffing disruption that arose early in the project and probably contributed to the tensions, has now been resolved by having a full management and co-ordination capacity in place.

61. Feedback from partners suggests that there is now enhanced partnership working e.g. in the promotion of key worker services through education departments, social work services, LEDCs, SIPs as well as Careers Scotland and that there is now strong inter-agency locality working and reporting back to partners on progress.
62. Feedback from partners also suggests generally that the interests of their respective client groups are being met better through Positive Futures and enhanced partnership working whereby, for example, information contained in the Social Work database and the Careers Scotland Focus database is shared between Social Work staff and Careers Scotland staff. In addition, partners noted that Positive Futures adds value for clients because key workers do not give up on them due to lack of resources.
63. In the case of the care leavers' project which was based on the earlier Launchpad initiative, partner consultation suggests that care leavers services have definitely been enhanced through Positive Futures' improved partnership working. Progression routes to employment are reported to have been improved greatly through links to the LEDCs and to LECs as well as to corporate employment directly within the Council's own departments. Likewise, collaboration between John Wheatley College and the care leaver's strand has been enhanced through provision of three seconded college tutors to provide core skills input to prepare clients for work. It is reported that in the care leavers project, Positive Futures has formalised partnerships through Careers Scotland with employers, the Employment Services and further education, thus providing access to opportunities that otherwise would not be available to young people
64. Further examples of enhanced partnership working include key workers and careers advisers working out of an LEDC-based Cybercafe 3 days per week and closer working relationships between LEDCs, key workers and other agencies such as the Prince's Trust. In the words of one partner "People are more committed and there is more and better mutual understanding. There is a different tone of comments now and different values and attitudes amongst project co-ordinators and other partners".
65. A shared key area of concern amongst partners is the future sustainability of the key worker services since such a large percentage of the project funding comes from partners. At the time of consultation with partners, it was still unknown whether SIPs would be able to contribute funding post March 2004. Partners generally were of the view that the funding for the enhanced services delivered through Positive Futures will have to be mainstreamed.
66. A further shared partner concern relates to early identification of clients and early intervention, particularly in the context of New Community Schools, to address potential problems for clients as early as possible. Suggestions to address this include the introduction of mentorship programmes in schools so that the potential post school problems which many Positive Futures clients face might be prevented at an earlier stage.

I. Assessing Needs

67. A key issue in the Glasgow project raised on many occasions is the split between the role of key workers and careers advisers which requires that a careers adviser conducts the initial assessment of clients and completes the Transition Support Document (TSD). However, it is often the case that the key worker has already established a connection with the new client and, therefore, knows the issues faced. This approach to initial assessment may well be changed to allow the key worker to complete the TSD.
68. In some areas, there is also concern at the apparent lack of referrals to the key worker service from Careers Scotland which may be indicative of inconsistent practice in initial assessment or a lack of awareness of or support for the Positive Futures project.
69. In the care leavers strand of the project the dedicated Careers Advisers work collaboratively with key workers on assessment and provision of services and this appears to work very well.
70. A variety of assessment tools are used by Careers Advisers but there is some feeling that key workers could be involved in the initial assessment also. Assessment tools used include, FEATS, and Skill Scape but there is reported to be too little useful assessment material e.g. such as the Employability Gauge.

J. Structures

71. The structure of the overall inclusiveness project in Glasgow is as follows:
- Glasgow Inclusiveness Strategy Group and the Beattie Local Inclusion Teams in each area with membership including representation of the 8 LEDCs and all the other partners involved in submission of the initial project proposal
 - A pre-existing Steering Group for the Care Leavers strand of the project which was set under the auspices of the Care Leavers' SIP, the Big Step
 - A Project Management Team consisting of the Co-ordinator and 3 Project Development Co-ordinators acts as an implementation team.
72. As can be seen from the diagram in Appendix 3, the range of organisations involved in the delivery of key worker services makes the management structure of the Glasgow project fairly complex. However, this may have resulted from the desire to gain the confidence of the various partners early in the development stages, to engage them in support of the project and to ensure the interests of each key player's client groups would be served effectively.

73. Now that the project is well established, as suggested by some partners, and as perhaps signalled by less regular attendance at Strategy Group meetings by some partners, the time may be right to shift the focus of the steering group to one of monitoring and evaluating the implementation and performance of the project in meeting its planned outcomes. Difficulties in securing regular attendance at local Beattie Local Inclusiveness Team meetings may also suggest a need to review the function of the groups.
74. As noted by partners consulted the strategy group will continuously need to keep under review the specific client groups targeted for support e.g. those in need in non-SIP areas, those with disabilities so that as the project begins to demonstrate success and hit existing targets, resources can be redeployed to meet the needs of other client groups

K. Systems, Tools and Products

75. The Beattie Report identified certain principles which were to underpin the Inclusiveness Projects beyond the role of the Key Worker such as inter-agency information sharing protocols, client-centred assessment, action planning and tracking systems. Figure 3 below illustrates the progress which has been made in some of these areas in the Glasgow context:

Figure 3: Systems Tools and Products

Area of activity	Comment
Inter-agency collaboration	<p>A range of inter-agency collaboration has been extended including new partner agencies becoming involved with the project e.g. the Drumchapel Healthy Living Centre and better links being established between Careers Scotland, the LEDCs, the Glasgow Action Team for Jobs.</p> <p>In the case of the care leavers project, collaboration includes, SW, Criminal Justice, Housing, Careers, Training Providers, Addiction Services, Leaving Care Services, Vulnerable Young Women, Residential Services, SACRO, HALT (sex offenders), Benefits Agency, Job Centre, Employers, Big Step, Comm Ed, FE, Counselling Services, Voluntary Organisations</p> <p>In the case of city wide team and mental health collaboration now with Gartnavel Hospital, Mental Health, Day Care, SW</p> <p>Service Level Agreements between LEDC and the key worker service are in process of development at least in one LEDC area</p> <p>Effective move-on of clients from the project is also being addressed through collaboration between Positive Futures and LECs to ensure appropriate provision is available locally</p> <p>Joint training and staff development between Social Work Leaving Care Services and Positive Futures Careers Scotland staff leading to a valuable write-up of positive ways of engaging young people</p> <p>Supported Employment Pilot secured through collaboration between the Big Step SIP for Care Leavers and Careers Scotland together with additional literacy/numeracy support funding of £75K</p>

Figure 3: Systems Tools and Products

Area of activity	Comment
Information sharing and protocols	<p>There are examples of greatly enhanced sharing of information across agencies including shared careers adviser and social work access to both Focus and the Care First Database although formalised shared protocols do not yet exist. There is, however, a shared confidentiality agreement that is used by all partners and it is understood that a draft <i>National</i> Joint Protocol between Careers Scotland and Social Work Services is now in existence</p> <p>Inter-agency links have been strengthened through personal key worker relationships with e.g. psychological services, adolescent services, housing and voluntary sector providers rather than by official means</p> <p>Work remains to be done with some members of Careers Scotland staff to secure full understanding of the need for sharing information with key workers</p>
Client assessment tools and systems	<p>Key workers in the Glasgow project do not conduct assessment of clients. This is the role of careers advisers to whom each client has to be referred for completion of a TSD. Where a formal assessment is required, guidelines for Careers Advisers request that they make use of any existing needs assessment information such as FNAs and JATs rather than duplicating the assessment process.</p> <p>Specialist advice on assessment is available to careers advisers.</p>
Action planning	<p>All clients must have a TSD completed by the Careers Adviser before being “engaged” with the project although through the initial tracking/finding role, key workers can have been working with clients for some time before they see the Careers Adviser. It is likely that this system will change to allow key workers themselves to complete the TSD.</p>
Client tracking systems	<p>All key workers use Focus to record client information and as noted above both careers advisers and key workers share access to Social Work and Careers Scotland databases.</p> <p>One co-ordinator also uses Focus to record supervision notes and recommends further training in Focus to enable the key workers to use it better for client monitoring</p> <p>“Insight” the new electronic system has not yet been operationalised although it is anticipated it should be available from August 2003</p> <p>In the meantime, a manual input system to allow systematic tracking of each client, per key worker has been established by the Project Manager</p>

L. Monitoring & Evaluation

76. Almost without exception, consultees identified problems with the performance monitoring and measurement requirements for the projects suggesting strongly inconsistencies in data collection.
77. Whilst such difficulties should be resolved once the new Insight system is introduced, currently there are a number of concerns as described below.
78. A concern expressed frequently by partners, project staff and key workers is whether the performance measures currently being used really measure what the projects are currently achieving e.g. sustaining a client in an opportunity for 1 month is a great achievement for

some clients but the performance measure for sustainability requires that clients are in the opportunity for 3 months. Key workers noted that the clients are from very difficult groups and the time required to track them and get them engaged should not be underestimated. The clients are described by some as “the least, the last and the lost” indicating the complexity of their needs. The importance of considering softer outcomes was also noted by several consultees.

79. Whilst clearly these softer measures are important for *formative measurement purposes* as clients are on route to harder outcomes, it is suggested that such measures are perhaps of more value to key workers themselves, rather than to funding bodies. It is suggested, therefore, that in view of the apparent difficulties reported by some consultees in recording current performance information consistently across the services and in the relevance of client definitions to the clients actually referred to the services, any new softer measures that may be introduced and reported on should be considered very carefully for their value added.
80. A further key issue regarding the current performance indicators is that some partner agencies wish local performance information for SIP areas. A sub-group of the Inclusiveness Strategy Group has been formed to consider performance information needs. As a result of this work, the performance information on the project contained in earlier sections of the case study was produced.
81. It was suggested by one partner also that proper baselines from which progress could be measured had not yet been established and that this would cause problems in future both in terms of measuring progress in individual areas and also in comparing performance across areas. The same consultee suggested that key worker case loads ought to be reviewed continuously to measure flow and progression of clients and to identify whether referral characteristics are different.
82. Partners consulted recommend that there should be definite links from the inclusiveness project to community planning through analysis of project performance data and consideration of lessons learned through provision of key worker services. This would allow identification of trends, gaps in provision and targeting of support and services to those who need them in the local community.
83. Other performance information requirements suggested by partners included average lengths of time for clients to settle into the programmes and the ability to identify for the overall area percentages of clients in negative destinations; how many of them by age 18 are still in negative destinations; and whether these percentages are changed as a result of the key worker services through Positive Futures.
84. In order for the project to be able to demonstrate effectively the difference being made by the key worker service, clearly the above concerns will need to be addressed.

85. A range of activities to monitor and evaluate the project are undertaken by key worker teams across the various strands including:

- Team Away Days where successful approaches and problems are shared
- Suggestion Boxes
- Focus Groups with clients
- Case Load discussions.

M. Barriers and Achievements

Barriers – Service Integration

86. There is a range of barriers that have been or still need to be overcome in implementing the inclusiveness project in Glasgow. These include the volume of young people who need intensive support services and the complexity and range of the local Glasgow delivery organisations and partnerships. The initial suspicion on the part of LEDC staff about loss of or changes to jobs as a result of Careers Scotland's role in the project was also a concern. Staffing disruption through turnover in co-ordinators and absence of full-time replacement for the project manager whilst on maternity leave also led to some challenges.

87. Differences in terms and conditions of key workers, as noted elsewhere and issues associated with the transition to Careers Scotland led to some barriers to integration and some feelings of discontent on the part of some key workers employed by and located in LEDCs.

88. A further cultural barrier noted by Careers Scotland management, key workers and partners derives from the continued lack of understanding on the part of some Careers Scotland staff about the role of key workers. This lack of understanding was perhaps perpetuated by separation, in the main, of the key worker role and the careers adviser role meaning that the key workers are not allowed to complete the Transition Support Document (TSD)

89. However, this last-mentioned barrier may be resolved by a change in procedures that will lead to key workers themselves completing the TSD. If this change comes about it should also address some other barriers such as excessive waiting times for clients to have a TSD completed. It was reported that due to this lack of understanding, some Careers Advisers do not accept the possibility of key workers sitting in on interviews with clients. As noted elsewhere, however, Careers Scotland is working to ensure effective integration of all key workers within Careers Scotland.

90. Other barriers reported that relate to service integration include:

- Challenges associated with CPD, mentoring and management for key workers when they are part of remote teams
- Challenges in having a common operating system for IT in Careers Scotland and the LEDC-based key workers
- Different practice issues that need to be addressed to ensure cohesion, coherence and accountability
- Current performance information not giving information on which to plan provision better.

Barriers – For Clients

91. For clients, the lack of appropriate provision through Get Ready for Work or provision such as that provided through the Princes Trust is reported as a barrier to progression although this is now being addressed through closer collaboration with LECs.
92. Institutionalised barriers to recruitment, other forms of discrimination and access to appropriate provision for black and ethnic minorities is also reported as a barrier for some clients together with their own low aspirations and negative perceptions of learning provision. Breakthrough to Excellence training is being piloted to address this issue.

Achievements

93. Key achievements reported are the successful challenge that key workers are making to existing provision of services to clients and the successful pro-active reaching out of services to clients in their own communities as encouraged in the Beattie report. The continuity of service provided by one person in the form of the key worker, through a one-stop shop type of access to opportunities, and the holistic view adopted of individual needs are all reported as successes of the key worker service. Indeed that the service of intensive support is being delivered now and is understood by partner agencies, given the early difficulties in securing partnership buy-in is also reported as an achievement.
94. The Project has improved the way the Glasgow Alliance, LEDCs and SIPs work on specific issues and has definitely created more mutual trust and support amongst agencies operating in the social inclusion area in Glasgow.
95. As noted earlier the much-improved partnership working relationships of mutual trust and support have resulted in a range of benefits for multi-agency working and improved client services.
96. The following are examples of achievements quoted for clients as a result of the services:

- young people bullied at school now going out again with improved self-esteem and going on to do HNCs, Highers and becoming involved in voluntary youth projects
- Bridges to Work Project now getting young people from special schools into work experience placements and jobs
- Key workers challenging ways that Careers Services are delivered
- Better networking with social work, mental health other services
- Positive feedback about key worker services from young people in focus groups.

97. These achievements are being made through key workers having:

- Flexibility to make decisions about what is appropriate for clients
- Understanding needs
- Being passionate and persistent in securing successful result for clients
- Networking and personal links
- An inclusive approach to supporting clients.

N. Mainstreaming

98. A major concern of partners and Careers Scotland in the Glasgow area is the clearly the securing of funding for inclusiveness services post March 2004 when current Scottish Executive funding is completed. With 40% of project funds currently coming from partner sources this is a particular concern as Careers Scotland is reported to be unlikely to be able to increase its staff. Consideration is, therefore, being given to how services could be integrated within wider Careers Scotland resource planning

99. In order to plan for future provision of services, work is currently being carried out by the Scotland West Regional Manager to map the various services provided for clients. He is identifying value added by each service, considering whether they are really addressing employability issues (as that is a core element of the Careers Scotland business), and how they complement the portfolio of other Careers Scotland products and services.

100. The relationship between Get Ready for Work, Positive Futures, New Futures, the Careers Scotland Duty System and Supported Employment is also being considered at present. Some of them are deemed to be concerned with inclusiveness and others with employability.

101. Inclusiveness services are deemed to be:

- Supported Employment
- Positive Futures
- New Futures.

102. Employability services are deemed to be:

- Get Ready for Work
- Careers Scotland Duty System.

103. The volume and range of provision and services required in Glasgow are reported to be a particular problem. Although it is still unclear if the 40% contribution by partners in the Glasgow area will be sustained, discussions are currently going on with LEDCs and SIPs regarding strategic partnership agreements across Glasgow and operational ones at the level of each LEDC and SIP as preparation for changes in the Community Planning process.

104. At the time of the case study visits, it was still felt to be early days to be able to demonstrate the real value added by the inclusiveness services. It was felt that this would be essential to be able to plan for longer-term integration of the services and how they would be provided through Careers Scotland's multi-disciplinary team developments.

O. Overview

105. Although the original project proposal had to be scaled down drastically due to the reduction in funding awarded, inter-agency partnership working has now been greatly enhanced as a result of the early investment of time and effort of Careers Scotland Staff and partners. The key workers are establishing effective working relationships and influencing delivery of services to meet client needs in a positive way. There are definite success stories amongst the range of clients targeted. A number of small innovative programmes such as Score Goals and the All Sports Initiative have been tried out with clients and those that have been successful will be offered again.

106. Transferable lessons have been learned from the project and as a result, for example, mentors have been employed to support young people in Glasgow City Council's own pilot initiatives to bring clients into employment within the Council.

107. However, there are still issues to address including ensuring the performance information system is gathering appropriate and accurate data as the basis for measuring improvements and planning deployment of resources in future.

108. A lack of appropriate provision is reported as a challenge but this is now being addressed through closer collaboration with LECs.

109. Integration of the key worker service into mainstream Careers Scotland provision is still being addressed. There will need to be consideration given to whether integration means co-location of key workers within Careers Scotland or all Careers Scotland staff having a key worker/inclusiveness role. Some staff consulted suggested strongly that some careers advisers would simply not gravitate towards being nor be suitable to be a key worker.
110. It is clear that there are now services that really do support young people where there was neither the time nor the capacity before establishment of Positive Futures to meet the needs of the client group. Now services are customised to meet needs, build confidence through more in depth knowledge of the client and a more comprehensive and higher profile of the services. This is encouraging young people to self-refer to the service.
111. Priorities for the future identified by those consulted are:
- to look at staff shortages/mismatch of people to posts
 - to review deployment of key workers and consider carefully the meaning of employability and how the key worker services are contributing to this
 - to focus on more early intervention work with schools and collaboration with joint assessment team
 - to consider how continuous intensive support services can be sustained and exit strategies provided from one service in the “spectrum” to others to ensure progression
 - to secure mainstreaming of the services into Careers Scotland budgets
 - to focus on outcomes and the quality assurance of those outcomes and sharing best practice e.g. through the successful Professional Practice Days already held
 - to ensure the performance measurement systems provide relevant and accurate evidence of achievement, trends and gaps
 - to tidy up structures especially in relation to deployment of key workers
 - to address inclusiveness practices for staffing too
 - to ensure the key worker services fit within the new models of guidance currently being developed for Careers Scotland.

5 Grampian Inclusiveness Project Case Study

A. Bid background and details

1. In January 2001 Grampian Careers (now Careers Scotland)⁵ submitted a bid to the Scottish Executive for an inclusiveness project known simply as the Grampian Inclusiveness Project. Although Careers Scotland was the lead organisation in developing and implementing the proposal, a range of partner organisations was also engaged in the bid, notably local authorities, colleges of further education, enterprise companies, training agencies, and voluntary sector groups. This reflects the extent of partnership working that had already been established in the context of the New Deal Gateway (Aberdeen) and New Futures (Grampian).
2. Work done for the proposal confirmed the existence of a locally perceived gap in Skillseekers provision for young people with additional support needs. No other gaps in the ‘assessment’ market were found and it was not considered that the bid proposal should replace or displace existing agencies whether statutory or voluntary. However, it was concluded that the findings of the Beattie Committee were replicated in Grampian in terms of the issues at Figure 1.

Figure 1: 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. For the above reasons, emphasis was given in the proposal to improving the quality and effectiveness of assessment practices through focussing on cross agency staff development and training.
4. In addition, as envisaged by Beattie, the preparatory work for the proposal found that in Grampian the type of support envisaged for key workers was patchy in terms of age coverage, the type of additional support required, geography, duration, continuity and awareness of the range of learning opportunities available. It was, therefore, concluded that there was a need for particular categories of young people to have access to a long term key worker who could support them (and their parent/carer if appropriate) from the pre-school leaving stage through

⁵ With the establishment of Careers Scotland (CS) in April 2002 the Moray aspect of Grampian Careers was transferred to that element of CS located within the Highlands & Islands. For convenience, the rest of this case study report refers to Careers Scotland – rather than Grampian Careers.

to settled employment. Furthermore, the conclusion was reached that a multi-disciplinary and mixed experience team should be established of key workers to facilitate inter-agency cooperation as well as providing young people with a degree of choice of key worker.

5. The team was to be the vehicle for delivering the project's aims, namely to expand and improve current provision in Grampian in the five ways summarised in Figure2.

Figure 2: Aims of the Grampian Inclusiveness Project

To overcome the barriers that impede the participation in education, training, and employment of young people who are unlikely to function effectively in the labour market without intensive support in the following three priority areas, namely young people:

- Currently being "looked after" by the local authority (Year 1 of the project);
- With chaotic lifestyles – regardless of cause (Year 2); and
- Diagnosed as autistic and able to progress into employment (Year 3).

By expanding and improving current support provision by:

- *Providing key workers* (to be suitably renamed to avoid connotations with "social work") for young people identified as being most in need of continuity of personal support over an extended period;
- *Improving assessment* – through the key worker team by improving information sharing between agencies, by embarking on a comprehensive programme of cross-agency staff training, and by identifying gaps in assessment provision;
- *Tracking* progress and destinations of young people who have a key worker through each transition to ensure they get the support they need;
- *Mentoring* through the use of peer groups and businesses; and
- *Influencing* local training and support provision – indirectly through provision of information and advice on needs, advocacy, involvement of key players in cross agency training, and dissemination of research/evaluation findings.

6. It was proposed that a Project Advisory Group should be formed and merged with the New Deal Gateway and New Futures steering groups to provide the project with strategic direction within an overarching view of the inclusion agenda in Grampian. Careers Scotland was to take responsibility for managing the key worker team, for recording/reporting on the ongoing transitions made by individual young people, and for the financial reporting/accounting to the Scottish Executive. The team would report to the Careers Scotland Inclusion Manager who would also have responsibility for monitoring the quality of the service, the training of the key workers, and the cross-agency staff training programme.
7. The key worker team was to comprise 12 key workers (2 in Moray, 4 in Aberdeenshire and 6 in Aberdeen City). The workload of each was expected to rise from 15 to between 25-30 in the third year of the project with an anticipated total client base of circa 300 at any one time. The transfer of Moray into the Highlands and Islands component of Careers Scotland reduced the complement requirement to 10 and the client base to below 300 in Year 3.

B. From bid to delivery

8. The launch and implementation of the Grampian Inclusiveness Project progressed as intended. The Linkworker Team was set up in August 2001 and ten linkworkers appointed and located in the various offices of Careers Scotland in Aberdeen. The first referrals to the team were made in September 2001. The overseeing group was set up as planned and is referred to as the Inclusiveness Advisory Group.
9. A summary account of progress against the bid objectives is set out in Figure 3.

Figure 3: From bid to delivery	
Bid objectives and milestones	Current position (February 2003)
<ul style="list-style-type: none"> About 300 clients at a time by Year 3 with a focus on "looked after" in Year 1, "chaotic lifestyles" in Year 2, and autistic in Year 3 	<ul style="list-style-type: none"> 200 clients had been through the books by Year 2 – 48% classified as "looked after", 30% with learning disabilities and remainder dominated by those with mental health and drugs/alcohol problems. Currently, there are some 80 clients registered with the Project⁶.
<ul style="list-style-type: none"> Participation in education, training, and employment of young people who are unlikely to function effectively in the labour market 	<ul style="list-style-type: none"> 25% into education, training or employment of which 36% into supported employment/training, 29% into unsupported education, and 21% into unsupported employment/training⁷
<ul style="list-style-type: none"> <i>Providing keyworkers</i> 	<ul style="list-style-type: none"> 10 Linkworkers in Aberdeenshire with one now focused on supporting Project development
<ul style="list-style-type: none"> <i>Improving assessment</i> 	<ul style="list-style-type: none"> Linking with other agencies and cross-agency training featured strongly in the early days of the Project. But this – and more general communication with other agencies – is an aspect that now needs to be renewed and strengthened.
<ul style="list-style-type: none"> <i>Tracking progress and destinations</i> 	<ul style="list-style-type: none"> This has been done as part of the routine monitoring of progress. But as a mechanism for improved assessment needs to be strengthened.
<ul style="list-style-type: none"> <i>Mentoring</i> 	<ul style="list-style-type: none"> Peer mentoring has not been pursued to date but is now being developed. The Business Mentor scheme was not as positive as intended and is being reviewed.
<ul style="list-style-type: none"> <i>Influencing local training and support provision</i> 	<ul style="list-style-type: none"> This aspect has operated indirectly through the better identification of the needs of young people. It may need to be enhanced by more direct means – better communication and more cross-agency training.

⁶ These figures have been taken from the Annual Report 2001-2002

⁷ As above

C. Objectives

10. The objectives and methods of the Project have remained broadly as intended. The experience of the Linkworkers to date has confirmed that there are categories of young people with chaotic lifestyles (for a variety of reasons) that require open-ended and longer term support relationships and that might otherwise not have been caught adequately by the existing support infrastructure in Aberdeenshire. There are, however, three aspects of the Project's objectives that deserve further thought over the remaining period of its life and in any consideration of the potential for "roll-out" of the Project thereafter. These aspects are as follows:

- Focus and priorities: The priority of the Project in its first and second years (young people currently being looked after by the local authority and those with chaotic lifestyles) has been translated into an operational focus on those leaving school in the 16-17 year age group. This seems entirely appropriate as this is the point at which people in need are most likely to "fall through the net".
- However, some concern was expressed during the consultations carried out for the case study that the focus might have been interpreted too exclusively. Some isolated examples were given of young people in higher age groups whose reference to the Linkworker team had been declined. This was apparently a deliberate policy that reflected the need to be cautious about opening the referral gate too wide in case the Linkworkers became over-stretched and the caseload became too unmanageable. This was thought likely to be a particular issue for the second year of the Project with its broadly based target of young people with chaotic lifestyles. However, three points should be noted:
 - First, the situation should be monitored closely to test the level of need amongst higher age groups and there may be a case for examining whether the Project's resources could and should accommodate at least the more needy cases.
 - Second, if the operational focus on the 16-17 year age group is to be maintained, then it would be sensible to ensure that other agencies are clearly aware of this so that they can build it into their own procedures for handling cases from higher age groups.
 - Third, the issue of the need for Linkworker services for the 18 year plus group should be revisited when consideration is given to possible mainstreaming of the service.
- Finally on the Project's priorities, it should be noted that the Year 3 focus on autistic cases has not so far been fully considered in operational terms and, when this happens, account will need to be taken of the limited availability of appropriate

education/training provision and supported employment opportunities for such cases, especially in rural areas.

- **Communication:** Whilst the objectives and associated working methods of the Project seem to be well understood amongst the Linkworker team and those that work most closely with them, this cannot be said about the wider community of agencies and actors who did not seem so well versed in the operational purpose and methods of the Project. This has led to some misunderstandings at strategic but mainly at working levels. It would seem advisable for there to be a more active communication of the purpose and progress of the Linkworker team especially amongst partner agencies (including Careers Scotland) at working level and particularly in terms of referral and assessment practices.

This could be done, for example, by disseminating a summary version of the annual report with a quarterly or half yearly newsletter or progress report to partners and more widely. In addition, the Inclusiveness Steering Group could be revamped to take on a best practice development and transfer role across the range of inclusiveness programmes and projects in Aberdeenshire. But, there may need to be a more ambitious approach with some agencies through the mechanism of service level agreements.

- **Assessment and progression:** The point was made on a number of occasions during the case study consultations that progression by the Project clients was often a matter of small steps (two steps forward – one step back) on what could be a long route to engagement in the labour market. It should be noted that the existing formal monitoring returns required by the Scottish Executive for inclusiveness projects were not thought to be adequate in reflecting the “softer” outcomes that the Project sought (in part) to achieve.
- However, it was conceded by those consulted that more robust monitoring of the team’s performance needed to be developed. This was thought to be the case both at the individual client level (i.e. more systematic collation of assessments to develop the action plan and better tracking of progression) and at the aggregate level of the Project as a whole (for example, it was claimed that re-engagement by clients with the Project after dropping out was indicative of its need and success – and, yet, this was not currently monitored). Action was being planned on both these fronts.

D. Local conditions

11. The labour market in the catchment area for the Project falls into two broad categories – the Aberdeen City travel to work area and its rural hinterland. Conditions in the city’s labour market are generally buoyant (although there are high levels of unemployment in particular areas - in the Social Inclusion Partnership areas and Torry). The sense of exclusion is

probably exacerbated as a consequence amongst those young people that face barriers to employability. Thus, as well as the documented extent of drug use, offending, mental health and learning disabilities amongst young people⁸, there is also the less easily quantified sense of stigma associated with “failure” in a buoyant job market and in an area which houses the largest further education facility in Scotland (Aberdeen College had 45,000 enrolments last year).

12. The rural nature of large parts of Aberdeenshire poses problems of access to learning, to employment, and to support services. These are more acute for young people who already face barriers due to learning or physical disability or other forms of additional support need.
13. However, it is difficult to estimate the number of young people who cannot function effectively in the labour market without intensive support and even more difficult to estimate the proportion of these who might benefit from Linkworker support as compared with more traditional careers advice support and/or Skillseekers training provision. A review of the evidence from the Skillseekers Assessment and Support Service and from Special Needs Career Advisers led to the target figure of 300 clients at a time in the bid document for the Linkworker project. This is probably something of an under-estimate of the target population and, so far, the Project is some way off even this target. Nevertheless, it would seem to follow that the Project would have to demonstrate that whatever success it had managed to achieve by completion could be replicated at higher volumes of client numbers – but perhaps not significantly higher.

E. The key worker role

14. The key worker role is central to the operation of the Project and it was thought essential to be clear about its distinctive nature at the outset - through the choice of name (Linkworker), the recruitment criteria, and the cross-agency training that was carried out at the launch of the Project.
 - The Linkworker term was selected to differentiate the Project team from other care and support workers with statutory responsibilities (and, therefore, often seen by clients as authority figures) and to send a clear signal that the role of the Linkworker was to enable better links to be established between the needs of the clients and the appropriate service providers. This was designed to free up other agencies to concentrate on the delivery of their own services confident in the knowledge that a designated Linkworker, outwith their own organisation, was able to offer young people support as and when the need arose. The evidence from the consultations with partners was that this had worked very effectively with respect to the work of the

⁸ For example, it has been established that the extent of heroin use amongst drug users is higher in Aberdeen than in Glasgow, Edinburgh or Dundee.

Young Single Persons Housing Project in the City Council that has been able to concentrate more on supporting housing need.

- Recruitment to the Linkworker team was designed to provide a multi-disciplinary team with mixed backgrounds and experience whose members could learn from each other. This seems to have been successfully achieved with team members drawn from a variety of backgrounds (e.g. residential childcare, community education, social work, teaching, and young single parents) and with weekly meetings ensuring that there is common understanding of the portfolio of clients, clear allocation of current referrals, and sharing of expertise and experience.
 - Training at the outset of the Project was initiated that involved a wide range of agencies and topics. The courses were fully subscribed by staff from the agencies and were designed to increase awareness across all agencies in areas such as assessment, personal profiling, and issues/barriers facing young people. However, although this initial training was generally considered very helpful and had helped in the development of effective induction training, it had not been followed up by on-going training and professional development opportunities that were thought to be adequate in the view of some of those consulted (e.g. with regard to assessment methods). Similarly, it was suggested that support to the Linkworkers could do with strengthening on matters relating, for example, to child protection procedures and stress counselling.
15. There are three aspects of the way in which the role of the Linkworkers has been implemented that suggest both areas that have worked well and less well. The aspect that has been most effective concerns the working relationship with clients where the more face-to-face, longer-term and intensive nature of the relationship appears to be paying dividends. It is easier to get buy-in from the clients because they see the Linkworker as less confrontational and authoritarian and because they are offered support in “tasting” the services on offer (in further education) and in overcoming personal barriers to progression (e.g. funding for an anger management course). The individual face-to-face approach is now being supplemented with group and social events that need to be further developed.
16. The two aspects of the operation of the Linkworker role that are more problematic concern referrals and monitoring/tracking progression.
- Referrals: There remains a lack of clarity in some quarters about the circumstances in which referrals should be made to the Linkworkers. This is not necessarily an agency specific phenomenon although there seemed to be some evidence from the consultations that the referral procedures were better understood and applied within the City Council than within Careers Scotland and from the schools. In particular, the point was made during the consultations that the distinct contribution of the Linkworkers might be more readily understood and applied at the 18 plus age group

of young people than at school-leavers where there was already careers advice and social work cover. The point was also made that referral procedures might be more effective if Linkworkers were ‘attached’ to particular partner agencies – in the sense of being dedicated to potential referral of clients from that source (this was linked in some quarters with proposals for co-location of the dedicated Linkworker and the partner agency).

- **Monitoring/tracking progression:** It has already been noted that this is an aspect of the Project that needs to be strengthened. It is mentioned here again because how the Linkworkers track progression helps to define their distinct contribution. This needs to be further developed both in terms of formal recording by the Linkworker team of collated client assessments, action plans and progress and in terms of Linkworker engagement in progression review meetings. On the latter, for example, it seems that Linkworkers are not invited as a matter of routine to student reviews where the student is a Linkworker client (indeed, there seemed to be some uncertainty as to whether it would be known to a service provider which of its clients had a Linkworker).

F. Partner input

17. The Project has been successful in building on existing partnerships (the New Deal Gateway and New Futures) and in engaging new partners at the strategic level (the Health Board, community education within the Education Department, and the smaller voluntary organisations, especially in rural areas). However, two caveats should be entered on this matter.
18. First, the Inclusiveness Steering Group was an important strategic grouping at the outset of the Project in bringing partners together. But, it now needs to be refreshed to give it a new sense of purpose especially with regard to the development and dissemination of best practice and to promote more formal engagement of some partners (e.g. through service level agreements – Jobcentre Plus was mentioned specifically in the consultations).
19. Second, the operational engagement of partners has been focused in the main on establishing and developing referral and other interactions with the most likely sources of clients (e.g. Careers Scotland, the YSP Housing Project at the City Council, and the further education institutions). As already demonstrated in this report, there is work still to be done in clarifying and strengthening these relationships.

G. Assessing needs

20. It will have been evident from earlier comments in this case study report that more work needs to be done within the Project on improving assessment procedures and the monitoring/tracking progression amongst clients. The additional point that could be made

here is that this is required, not just to track Project performance more effectively and to declare the distinctive purpose of the Linkworkers, but also to offer a focus on client need rather than to allow the assessment procedures to be service provider driven.

21. If the latter point is accepted, it suggests that the Project should be developing a distinctive approach to assessment that integrates the assessments from other sources into an agreed overview of client needs and a specification of an appropriate action plan with baselines, targets, milestones and progress reporting arrangements.

H. Structures

22. The structure established for the Project is straight-forward in the sense that the Linkworker team operates through the Inclusion Coordinator (an integral member of the team), reports to the Regional Inclusion Manager within Careers Scotland (whose responsibility extends to the inclusion agenda in Fife and Tayside), and takes advice on strategic direction from the Inclusiveness Advisory Group.

23. Only one structural issue arose during the consultations for the case study. This was with respect to the location of the Linkworker team in Careers Scotland. Some consultees argued for devolution of the team into sub-units or individual team members dedicated to operating within partner agencies. Others were not prepared to go that far but suggested that the team should be located in a way that demonstrated its independence from Careers Scotland even if the responsibility for the Project remained within the CS. This is clearly an issue that will need to be addressed in any consideration of mainstreaming the Linkworker service.

I. Systems, tools and products

23. At this stage in the Project, the development of systems, tools and products for delivering the Linkworker services has been pragmatic and ad hoc with the emphasis on individual engagement with clients on a face-to-face basis. Near the end of the first year, it was decided that a programme of group activities should be developed in Aberdeen City through weekly Drop-in provision run in one of the Careers Scotland Centres – using this as a routing device to more focussed activities. To date, the take up of this provision has been slow but the evidence from other group activities (such as First Gear) has been positive and further consideration is now being given to the ways and means of enhancing group activities.

J. Monitoring and evaluation

24. As already noted, more work needs to be done on establishing baselines and monitoring progress at the level of both individual clients and for the Project as a whole. It is acknowledged by the team that the distinctiveness and effectiveness of its services will need to be demonstrated to clients and partners through the adoption of progression and

performance monitoring that more accurately depicts its contribution than allowed for by current systems. Some specific review and evaluation work is being carried out with respect to the peer and business mentoring services that have been introduced.

K. Barriers and achievements

25. The evidence from the documentation reviewed and the consultations carried out for this case study indicates that the Project has brought an additional and important input to the development of support mechanisms for young people in danger of being socially and economically excluded. In part, this has simply been through the provision of extra resources that has reduced the case load of existing service providers.
26. However, the contribution of the Project cannot be understood in these terms alone. It comes in three other forms as well. First, it has allowed service providers to concentrate their resources on their priority aims (the case of the YSP Housing Project is a particularly good example of this). Second, it has provided a longer-term, patient – and non-authoritarian - support service to young people who otherwise would have been daunted by the barriers facing their move into education, training or employment. Third, the service has provided improved linkage between clients and service providers and, to a lesser extent, between service providers.

L. Mainstreaming

27. Whilst it is early days yet to be considering the case for mainstreaming or mainlining the Linkworker Project, the issues that will need to be addressed are already acknowledged by the team and the evidence that will be needed for assessment of the case have been identified. The following are the main relevant issues:
 - Identification of the activities within the Project that have worked most effectively in moving young people onto education, training and employment – this will require some strengthening of the existing monitoring systems with respect to baseline assessments of need, action planning, and progression against agreed targets and milestones;
 - Examination of the case for changing or extending the focus of the Project to the higher age group (18 years plus) and for maintaining the focus on the existing priorities, especially with respect to autism – this will require some testing of levels of need in the various categories of young people using the Project’s monitoring and management information system and in partnership with service providers;
 - Review of the structural and management case for maintaining the Project within the Careers Service taking account of the changes that are being planned more generally in the CS (e.g. towards a matrix management structure that will include a customer

focus on “intensive need clients”) and of the claims made by some partners for Linkworker resources dedicated to their areas of service provision; and

- Appraisal of the case for scaling up the Project to meet the estimated level of need – this will require more evidence than currently exists on the magnitude and nature of the target population.

M. Overview

28. The Linkworker Project was launched as planned with a full complement of staff and with the agreed management structure within Careers Scotland and an overseeing advisory board constituted by the merger of the New Deal Gateway and New Futures steering groups. It worked closely with other agencies at the outset of the project (including some new agencies) both at strategic and working levels and instituted cross-agency training that was useful in defining the distinctive role of the Linkworkers.
29. Although the level of referrals and numbers of young people engaging with the Project have not been as high as was intended when the project proposal was submitted, there is evidence to suggest that those young people who do get involved gain from the service provided. There are also benefits to partner agencies in being able to focus their scarce resources on their primary purpose and priority clients. In addition, there have been gains in routing young people to appropriate service providers and increasing information sharing between agencies.
30. However, there are some aspects of the Project that need to be strengthened, most notably with regard to the support, training, and professional development opportunities offered to the Linkworkers, in the clarification and communication of the role of the Linkworkers, in improving the effectiveness of the referral mechanisms in some quarters, in strengthening the processes and procedures for assessments, and monitoring/tracking progression, and in setting up appropriate performance measures for the Project as a whole. The Project team acknowledges that action is need on a number of these fronts and developments are being planned to address them.

Note: This draft report was prepared on the 3d March 2003 and is based on background documentation and consultations in the middle of February with the following:

Moira Whyte (Careers Scotland – Regional Inclusiveness Coordinator)
 David Macdonald (Careers Scotland – Inclusion Coordinator – Grampian Inclusiveness Project)
 Catherine Wilson, Susan Ritchie, Andrea Snow, Angela McSorley (Careers Scotland – Linkworkers)
 Linda Marr, Susan Pirie, Steve Joss (Young Single Persons Housing Project – Aberdeen City Council)
 Pat Geddes (Student Development Centre and ACCESS Centre Manager, Aberdeen College)
 Susan Hooper (Aberdeenshire Council)
 Sandra Brown (Barnado’s)
 The cooperation and hospitality of all the above was much appreciated.



6 Highlands & Islands Inclusiveness Project Case Study

A. Original Bid Background

1. In January 2001 the six Careers Companies then operating across the Highlands and Islands submitted project proposals to develop both All Age Guidance and Inclusiveness Projects. These proposals had been developed at a local level by the Careers Companies with support from a wide range of local partners. The Careers Companies included:

- Argyll
- Highland
- Moray
- Orkney
- Shetland
- the Western Isles.

2. Following appraisal of the proposals by the Scottish Executive it was decided that the Highlands and Islands Careers Services should work together to re-submit a single proposal. The Duffner Report and the decision to establish Careers Scotland had created an impetus to build a pan-Highland Project. In July 2001 a revised proposal was re-submitted. This in itself was a significant achievement. The revised proposal was characterised by three key features including;

- a reconfiguration of the proposal to incorporate the 10 Careers Scotland H&I Localities (based upon LEC areas) rather than the original Careers Company areas
- a restructured approach based upon the original proposals but identifying a strategic framework within which delivery would take place building upon common areas of activity, the filling of gaps and the adding of value through collaboration
- a unique fusion of the All Age Guidance and Inclusiveness elements within one unified Project.

B. From Bid to Delivery

3. The Duffner Report and the intention to create Careers Scotland created a hiatus within which it proved difficult to make progress on implementing the Unified Project. Essentially, until



the establishment of Careers Scotland in April 2002, there was no management structure through which to take forward a Project based upon the proposed ten Localities in the Highlands and Islands. In spite of this the current structure of the Unified Project is broadly similar to that envisaged in the revised proposal document. Some of the key aspects of the bid (relating to Inclusiveness) and the current situation are set out below in figure 1.

Figure 1: Bid Update	
Revised proposal	Current
15 Key Workers to be appointed	Nearing full complement
Develop framework underpinning Key Worker responsibilities	Under development
Enhance local partnerships in terms of joint protocols – particularly identification, referral and tracking	Under development at a Locality level – many of the systems effective but not codified
Implement joint training with partners	Under development (SHIRLIE contribute to Key Worker induction through a one week programme on Job Profiling)
Establish a Mentoring Network	Discarded (a Highland Mentoring Project has been established outwith the Unified Project)
Establish a web based network to share good practice	Discarded
To develop a shared quality assurance framework	Under development
Develop a common measurement framework	Developed through Careers Scotland framework

C. Objectives

4. The objectives of the unified objective remain unchanged from those agreed in the revised bid document. The potential for integration of the All Age Guidance and Inclusiveness elements was recognised within the revised proposal. The strategy was to pilot an Inclusiveness service with the explicit intention to build learning into the mainstream All Age Guidance service.
5. At the heart of the Inclusiveness approach would be the role of the Key Worker. The Key Worker's role would be to provide intensive support and continuous tracking of clients in order to encourage progression or prevent regression. The concept of client progression was framed in terms of training, education, employment and lifelong learning potential. Although the Project was to be developed at Locality level, a range of core and common operating principles were identified which included:
 - personalised attention and the development of a client focused service
 - information sharing – more than this, the development of systems for identifying and sharing information of relevance

- open access to the service for clients
- service integration
- target setting and review for clients
- a partnership approach with an inter-agency approach to problem solving
- a consistency and continuity of service
- a focus on employability but not one which excludes progression in other areas of life where the client can play an active part within society.

D. Local Conditions

6. There is a population of 373,000 people in the Highlands and Islands. Density is very low and the region is one of the most sparsely populated in Europe. This makes service delivery challenging and often expensive. The economy is characterised by the continuing importance of primary industries.
7. Conditions vary significantly across the H&I area. Inverness and Nairn is a fast growing economic hotspot while other communities, such as the Western Isles, are experiencing a sharp population decline. A number of areas, such as Lochaber, have very low unemployment levels but experience significant seasonal fluctuations and are also characterised by low wage occupations. Argyll is one of the most geographically dispersed Localities with no clear population centre making service delivery particularly difficult.
8. The local infrastructure can also vary considerably. Relations between agencies tend to be very good. A relatively small number of people are involved in each area resulting in strong networks. Workers tend to be generalists and connections between programmes, such as the New Futures Fund, are often readily acknowledged and made. An approach that attempted to impose, rigidly, a fixed way of doing things would therefore be unlikely to meet with success in all Localities. Instead, the approach adopted has been to allow a considerable degree of local discretion whilst developing a set of core and common operational principles.

E. The Key Worker Role

9. Most off the Key Workers have only been in post since the early part of 2002 and are still in their first year of employment. The main reason for the delay in appointing staff was the



absence of an administrative structure to take the proposal forward. The establishment of Careers Scotland has filled this vacuum and hastened progress in delivery.

10. The appointment of Key Workers is similar to that envisaged in the revised proposal. Moray has lost two of its key workers after only six months in post but these posts have subsequently been filled. Argyll, because of the dispersed nature of its population, relies upon a team of sessional workers rather than discreet Key Workers.
11. One of Careers Scotland's (H&I) roles has been to develop an induction programme for the key workers. This has been an important means of developing a sense of belonging to a national initiative for Key Workers who, to a large extent, are operating in very isolated roles. The first four to six weeks of the Key Worker's employment is given over to the induction process. This has been welcomed by the Key Workers who have benefited from an initial period in which to make contacts and 'think through' what is a new type of role. There has been a very really effort to implement the principles of Beattie from the outset in that the induction process has incorporated a significant input from partner agencies, notably SHIRLIE with a week long component on vocational profiling.
12. In its initial phases the Key Worker role has been about building up links with a wide range of important partner organisations. As indicated, this has been relatively straightforward for most of the Key Workers because of their pre-existing profile within the local infrastructures in which they operate. The client focus has become increasingly prominent however. It was clear from our interviews with the Key Workers that they are aware that the relationship they develop with clients must be qualitatively different from that experienced by the young people with existing agencies. Key to this is:
 - a recognition that many young people may be in touch with a large number of agencies yet still lack trust in the individuals concerned
 - an awareness of family and peer group issues which may impact upon the young person's employability
 - the client focus – clients need intensive support which can only be achieved where caseload numbers are carefully managed
 - a willingness to meet young people on their own terms
 - flexibility – Key Workers need to be able to meet with clients at times and locations outwith a more structured office environment
 - an innovative approach to developing relationships with clients.
13. There has, to a large extent, been relatively little influence over how the Key Worker role has developed either from the wider Locality teams or via the central element of Careers Scotland

(H&I) itself. There have been benefits in this approach with the Key Workers being sufficiently committed and motivated to go out and implement the Key Worker role according to the Beattie principles without being constrained by an ‘imposed’ model. The unified Project has viewed local diversity as a strength and means of testing alternative methodologies. There may be some drawbacks to this approach. One Key Worker, for example, felt they had taken on so many clients that they were in danger of losing their client focus. Issues to consider in managing the client caseload include:

- some clients may never make much progress towards employability and yet require a considerable degree of Key Worker resource – to what extent should they be supported by an initiative which has employability at its heart
- some clients may move on to a non-supported outcome but then hit a crisis point and end up back in the system which may be difficult for a Key Worker to manage whilst there is pressure to accept new referrals – what balance needs to be struck between ‘aftercare’, support for existing clients and the acceptance of new clients?

F. Partner Input

14. More effective co-ordination of services, focused around client needs, is one of the cornerstone principles of Beattie. What influence has the unified Project had upon agency efforts to address the needs of the target client groups? What emerged quite clearly from the consultations - as a strength - was the nature of existing inter-agency links and networks. In the Highlands and Islands it was clear that agency personnel tend to undertake a broader range of functions and to move between roles and agencies operating within the same broad professional context. Many of the key workers, for example, were relatively well-established and known to partner organisations prior to commencement of their role. Thus the unified Project was in a good position upon commencement to develop the inter-agency awareness and links required to deliver effectively.
15. The effect of the Inclusiveness has, within this context, been quite marked within a relatively short period of time. The consultations provided evidence of three types of change taking place in local networks. These changes are summarised in figure 2 and then explained in greater detail below.

Figure 2: Partner Engagement	
Type of change	Progress to date
<i>New partners (new in the sense that they may not previously have been recognised as a core part of</i>	Some evidence of this taking place



Figure 2: Partner Engagement

Type of change	Progress to date
<i>the support infrastructure</i>) in terms of service provision at a Locality Level	
Existing relationships changed/strengthened at a locality level	Considerable degree of this type of change both in terms of links with statutory services and, in particular, voluntary sector organisations
Introduction of pan-Highland approaches	Early developments here notably through the SHIRLIE role – is being enhanced through the addition of the Supported Employment for Young People initiative

16. The Unified Project has changed relationships significantly at a Locality level. Two types of development have been noticeable:

- ‘new’ partner organisations have been introduced into the joint working relationships which exist to assist young people make the transition into a post school environment although in practice, partly because of the strength of pre-existing networks already described, this has not been a significant feature of development to date; examples include;
 - the emerging, complementary relationship between Moray Youthstart **SP** and the Key Workers in Moray which share common objectives and target client groups
 - the involvement of the Highland Mentoring Project, funded in part by Lloyds TSB, helping to provide life-skills through support for 20 mentors.
- the strengthening of existing relationships at a Locality level of which there is evidence of considerable activity – there are two broad categories of which some examples are provided below;
 - *statutory services*; such as education or social work, welcome the key worker concept and are increasingly coming to terms with what it means; there have been difficulties with, for example, schools making inappropriate referrals and some concerns from the agencies involved that the key worker role is duplicating their own, but on the whole progress has been made – one social work representative commented that there was a greater awareness within her own department of the value of careers advice than had been the case prior to the establishment of the Unified Project

- *non-statutory services*; such as the involvement of the NCH in Inverness and Nairn who, working with young people at risk, on intensive probation or intensive supervision, work closely with the Key Workers to strengthen the employability focus of their work with clients.

17. The Unified Project has also promoted a pan-Highland and Island approach or at least a greater degree of partnership working across administrative boundaries. The most obvious example of this lies in the developing role of the SHIRLIE Project based in Inverness providing a supported employment function primarily, until now, for clients with physical disabilities.
18. Previously concentrated on Inverness and the Moray Firth the initiative has developed both its *role* and *geographical reach*. SHIRLIE played a significant role in the induction of all the Key Workers with training on Job Coaching. Its role has developed as a result of the Unified Project. It now works with schools, for example, and has links with Careers Scotland that did not exist prior to the establishment of the initiative. As an organisation it now has a stronger focus on employment options, tapping into Careers Scotland's employer networks. SHIRLIE, as a result of the Supported Employment for Young People Initiative, is building on its existing experience to support excluded clients in the workplace as well as those with physical disabilities. SHIRLIE is also extending its work into other Highland and Island Localities filling gaps in services or working with local agencies to fulfil a similar role. This would probably not have occurred without the establishment of the Unified Project or the overarching Careers Scotland Highlands and Islands structure.

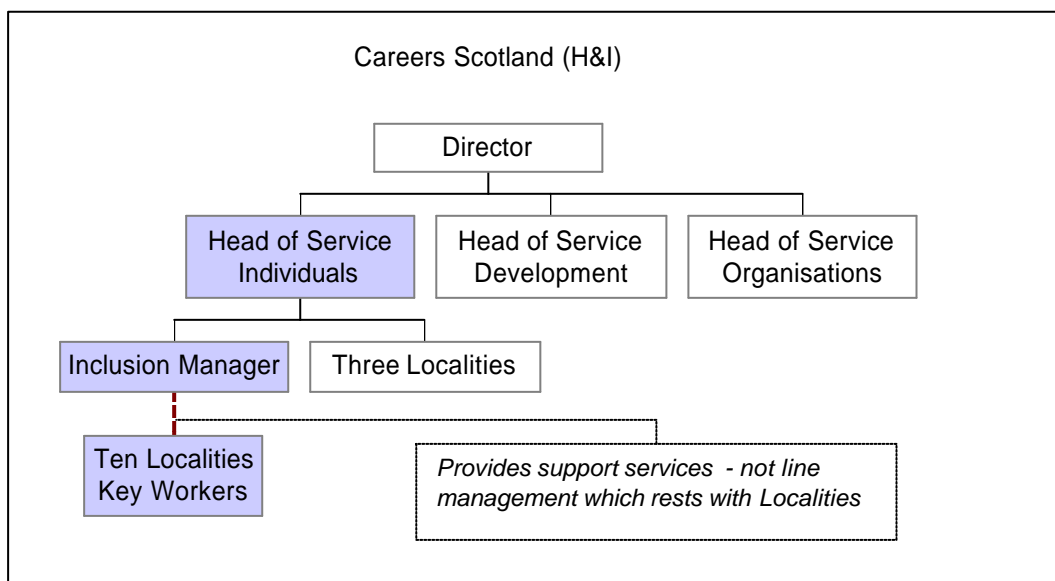
G. Assessing Needs

19. The Unified Project is based upon a number of localised, amalgamated bids. Each discrete area developed its own particular client group focus based upon a locally determined identification of need whether this be young people leaving care, within the criminal justice system, leaving school or those with learning difficulties.
20. It would appear, to some extent at least, that the client group focus has not emerged so much from an objective assessment of local needs or gaps in services but around pre-existing areas of activity where some degree of infrastructure is already in place. In Moray for example, there was already a strong focus on clients with learning difficulties which has been continued under the Unified Project. In Argyll the existence of Argyll Training, a training provider with a sound track record in supporting young people with learning difficulties, has influenced the nature of the service.

21. In rural communities with a limited agency and support infrastructure service delivery can be influenced by the existence of local agencies working with specific client groups. This may well be a sensible and practical approach. Given the challenging nature of the Inclusiveness programme and the Beattie agenda it is logical to build on what already exists. It should also be noted that the Unified Project is, as we have seen, succeeding in altering the roles, remits and practices of the agencies involved. There may be a lesson for the Scottish Executive, nonetheless, that if it seeks to develop initiatives which fill gaps in the provision of services to particularly under-served client groups that this is addressed more explicitly in its own guidelines and appraisal processes.

H. Structures

22. The Inclusion component of the Unified Project is located within the Careers Scotland (Highlands and Islands) structure. Service delivery takes place at a Locality level but a pan-Highland and Island, developmental approach is provided through the Inclusion Coordinator with administrative support. The Inclusion Co-ordinator provides guidance and assistance to the Localities on the development of the Inclusiveness aspect of the Unified Project and facilitates co-operative activity around the development of common tools and systems across Localities. This is carried out in a very collaborative manner. Specific Key Workers leading on the development of specific tools, being supported through the Inclusiveness funding to test out new approaches with a view to the rolling out of effective practice.
23. Strategic linkages within the Careers Scotland (Highlands and Islands) structure are maintained through the Head of Services for Individuals, one of three Heads of Service, who also has responsibility for a bloc of three Localities. The fit of the Unified Project within Careers Scotland (Highlands and Islands) is highlighted below.



I. Systems, Tools and Products

24. The Highlands and Islands Unified Project is characterised by its strong ‘bottom-up’ approach. There has been a recognition that to impose a centralised approach would not be appropriate given the very different infrastructures which exist in different localities.
25. However, the Beattie Report identified certain principles which were to underpin the Inclusiveness Projects beyond the role of the Key Worker such as inter-agency information sharing protocols, client-centred assessment, action planning and tracking systems. Figure 3 below illustrates the progress which has been made in some of these areas.

Figure 3: Systems

Area of activity	Comment
Information sharing and protocols	A major development has been the establishment of an information sharing protocol with Highland Council SWD (covering 6 Localities). In most areas systems are informal and very dependent upon good networks and ‘people contacts’ that exist in most places – there was a reluctance to establish protocols in some instances this seen as being unnecessary and even counter-productive. Some specific client group development work is going on to establish formal protocols e.g. work in Ross and Cromarty on a referral form for clients with learning difficulties.
Client assessment tools and systems	Again there was, in general, a reluctance to codify assessment practices. One concern was that the young people had already been assessed on a number of previous occasions. What appeared to work well was the involvement of the Key Worker in case review meetings with other partner agencies, particularly within a school setting. In a small number of instances, however, Key Workers did not want this involvement or level of detail about the client. They preferred to start with a ‘blank sheet’ and not pre-judge clients. At least three assessment tools are being piloted through the Unified Project at Locality level and learning will be rolled out although there is a wariness about progressing this area in advance of national developments.
Action planning	Ad hoc development across Highlands and Islands. Lack of employability focus Identified as an area of weakness by some Key Workers.
Client tracking systems	Numbers of clients involved were, at the time of the case study consultations, relatively small and client tracking did not appear to be an issue. Through Careers Scotland are moving towards use of INSIGHT package.
Job and vocational profiling	Expertise is being built into Key Worker skills sets through involvement of SHIRLIE in induction and the supported employment option. This is a significant step as vocational profiling is a new area for many of the Key Workers.

J. Monitoring & Evaluation

26. Monitoring statistics, defined by Careers Scotland as part of their performance measurement framework, are collected and passed on by the Key Workers through the Locality Manager. There would appear to be, in some instances at least, a lack of clarity over definitional issues. The concern was expressed that the data collected did not reflect the nature of the work

undertaken by the Key Workers. This results, at least in part, from the absence of a 'distance travelled' performance mechanism to reflect the numerous 'small steps' which might be achieved more effective co-ordination and linking up of services through the Key Worker.

27. On a different note, some Key Workers also felt that there was an absence of on-going supervision and support in terms of their role within Careers Scotland (Highlands and Islands). This reflects, to a large extent, the isolation that some Key Workers feel as a result of carrying out a discrete role, often on their own, with the Locality Offices. As a result, Paisley University has been commissioned to work with two groups of Key Workers to identify appropriate support for professional practice.
28. Opportunities for support through the peer workers in other Localities are relatively limited. Much depends, therefore, upon the level of understanding and support available through their line management structure within the Localities. Yet the Key Worker role is substantially different from that of mainline service Careers Workers. The demands are not the same. As a result it is difficult for Key Workers in the Highlands and Islands to receive the support which may be needed in what can be a demanding role.

K. Barriers & Achievements

29. The Head of Service for Individuals within Careers Scotland (Highlands and Islands) identified two fundamental objectives for the development of the Unified Project. These were to:
 - build up a picture of the clients and their needs
 - develop a Key Workers skills set which could be isolated and, where proven to be effective, assimilated within Careers Scotland mainline services where appropriate.
30. Good progress has been made in each of these areas. Firstly it is clear from the interviews with a selection of Key Workers that after the short initial induction period client, networks have been established and client referral mechanisms are now operational. Although in most cases actual numbers were below that anticipated at this stage in most instances Key Workers reported increasing referral activity and in some cases were close to the maximum level of activity envisaged. The Key Workers, in that time, had built up a good picture of clients, client needs and the agency infrastructure within which the young people were located. The absence of a core and common assessment framework, or at least a core and common component to the variety of assessment tools used, limits the ability of the Unified Project to build up an aggregate picture of the client base but good progress has been made nevertheless. The Unified Project anticipates that national work on the assessment framework will influence delivery at a future stage.

31. In November 2002 a Careers Scotland (Highlands and Islands) two day residential conference was held. The purpose was to bring the Key Workers together to share experience, explore common issues and identify developmental issues for the year ahead. The Key Workers consulted for this study found the exercise to be of considerable value. Two key benefits emerged:
- as we have noted, the Key Workers operate in relative isolation and sometimes lack support on a day to day basis – the opportunity to meet other Key Workers and discuss progress was of considerable value in this respect
 - the event enabled the Key Workers to review what had been learnt in the relatively short period of their appointments, to draw this together and reach some conclusions on what had worked and to identify some priority areas for development – it was a very ‘action focused’ event
32. One of the key outcomes of the event was a description and analysis of the skills sets required by Key Workers. It is a good example of the Unified Project consolidating its early learning. The analysis explored the objectives of the post and both the person and job specification. The event went on to explore what support mechanisms the Key Worker role required. This provided Key Workers with the confidence that what they had been doing in their own locality was in line with what had been anticipated. It also provides a clearer picture of what skills may need to be integrated into mainline careers services if Careers Scotland (Highlands and Islands) is to build its capacity to work with excluded young client groups.
33. The evaluation of the Key Worker event conducted in-house was very positive. It is anticipated that the Key Worker event will be again in 2003. It is also hoped that the agenda and outcomes of future Key Worker events will be owned and managed by the Key Workers themselves to a greater extent than this first event.
34. One of the key barriers that exists in terms of the Unified Project is the need to establish a balance between local diversity and central direction. It is clear that some Key Workers feel a sense of isolation and might naturally require greater central direction. An attempt to drive the Unified Project centrally, however, might stifle local diversity and lead to resentment. The consultations would suggest that, overall, a good balance has been achieved. There is clearly a willingness, at a central level within Careers Scotland (Highlands and Islands), to treat the Unified Project as a source of learning and to resource development activities at a Locality level which might produce future tools and systems for adoption.

L. Mainstreaming

35. The unified nature of Inclusiveness and All Age Guidance Project provides a sound basis from which to consider the issue of mainstreaming. The issue is obscured by a lack of clarity as to what is expected of the Unified Project and Careers Scotland (Highlands and Islands) in terms of mainstreaming. Does it for example mean finding space within the organisation's budgets for additional staff or is the emphasis, rather, identifying products and systems and the skills which might be adopted or built into the mainline careers guidance role? The issue has been treated with foresight by Careers Scotland (Highlands and Islands). The emphasis in the early stages of the programme has been on identifying the skills and competencies which are required to work with a 'new' set of client groups for the organisation. The focus of the Key Worker event is evidence of this. Some key barriers do exist however:

- at a Locality level the role of the Key Worker is, in a practical sense, relatively divorced from that of the mainstream careers advisers
- there are significant differences in expectations and resources of the Key Workers and mainline careers officers, 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.

M. Overview

36. Overall a great deal of progress has been made through the Careers Scotland (Highlands and Islands) Unified Project. After a slow start the Careers Scotland structure has provided a means of taking forward the project. This infrastructure did not exist in the Highlands and Islands prior to the establishment of the agency in April 2002. A pragmatic approach has been adopted balancing the need for flexibility at a Locality level whilst adding value at a pan-Highland level.

37. Some good early results have been achieved. Effective networks have been established and become operational relatively quickly. The client caseload is increasing. After some suspicion and confusion over the Key Worker role most key partner agencies have become engaged with the service and value the contribution it makes. There is good evidence to suggest that a more inclusive approach is emerging around the needs of the client as a result of the Key Worker function.

38. Less progress has been made in terms of developing specific tools and projects. This is understandable given the importance of the developmental activities described above. Some positive outcomes have been achieved such as the establishment of the joint information sharing protocol with Highland Council Social Work Department. An important step forward

has been the development of a Key Worker skill set 'model' identifying the core and fundamental tasks and functions of the Key Worker. This provides Key Workers, working in what often is an isolated role, with a degree of comfort that they are part of a national programme and that they are moving in the right direction.

39. In addition, a number of development initiatives, designing and testing new approaches, are underway at a Locality level assisted and monitored by the Inclusion Coordinator. The next two years are likely to see greater emphasis on tools, products and processes. Some possible priorities for action which emerge from the case study include:

- a more consistent approach to client assessment
- a stronger focus on milestone and outcome related action planning processes for Key Workers
- the need for greater emphasis on 'soft' outcomes and distance travelled measures in terms of evaluation.

Note: This draft report was prepared on the 14/15 January 2003 and is based on background documentation and consultations with the following consultees:

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Paul Garner – Inclusion Manager, Careers Scotland (H&I)

Gill MacLennan – Key Worker, Inverness and Nairn, Careers Scotland

Mary Cosgrove – Senior Reviewing Officer(SWD), Highland Council

Graham Cooper – Project Worker NCH Scotland

Susan Chalmers – Locality Manager, Moray Badenoch and Spey, Careers Scotland

Evelyn Rae – Special Needs Worker, Moray Badenoch and Spey, Careers Scotland

Angela Innes – Special Needs Worker, Moray Badenoch and Spey, Careers Scotland

Jeremy Akehurst – Youthstart SIP Co-ordinator, Moray

Don Toonen – SHIRLIE Project

Douglas Forbes – Key Worker, Ross and Cromarty Careers Scotland

Shirley Stephenson – Key Worker, Ross and Cromarty and Inverness and Nairn,,Careers Scotland

Graham Cooper – Project Worker, NCH Scotland

The cooperation and hospitality of all the above was much appreciated

