

Enterprise and Lifelong Learning



SCOTTISH EXECUTIVE

Mapping Employability and Support Services for Disengaged Young People



**MAPPING EMPLOYABILITY AND SUPPORT SERVICES
FOR DISENGAGED YOUNG PEOPLE**

**Eddy Adams Consultants Ltd
and
Smart Consultancy Scotland Ltd**

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2005**

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EXECUTIVE SUMMARY

INTRODUCTION

1. This report presents the findings from a study commissioned by the Transitions To Work team within the Scottish Executive. The focus of the work was on the range and quality of employability support services available to disengaged young people (aged 16-24) in three locations across Scotland.
2. The study was undertaken between November 2004 and February 2005 and involved an urban area (Drumchapel), a rural area (Lochaber) and a semi-rural area (East Lothian).

AIMS AND OBJECTIVES

3. The driver behind this study is the Short Life Working Group (SLWG) that was established to 1. Review local strategic partnership activity in relation to working with Careers Scotland (CS) and 2. Improve joint working to support excluded young people to 'step onto' CS or other employability interventions.
4. The specific objectives of the study were to:
 - Identify the key presenting issues/main barriers for this group of young people in each area
 - Provide a snapshot of current service provision in each locality
 - Highlight gaps in service provision
 - Present the strengths and weaknesses of the current partnership arrangements in each area
 - Recommend the required actions for establishing an effective service framework for the client group

POLICY AND DATA CONTEXT

5. The study focus was not on a homogeneous group, but on a diverse range of young people facing a variety of severe barriers to employability. These include poor mental health, physical disabilities, homelessness, drug/alcohol issues, teenage pregnancies, offending histories and family problems. It is not unusual for these young people to present with more than one of these issues. However, despite this diversity they often share a number of characteristics – including poor self-esteem, low qualification levels and basic skills problems.
6. Our primary focus for this study was on those young people who are at the front end of the employability pipeline. Their first steps in engaging with support services are often focused on stabilising their behaviours to create a platform for their personal development. Their pathway is rarely linear, and evidence suggests that at this front end they may experiment with a number of support providers, and so may dip in and out of our radar.

7. The available data for this group highlights its diversity but also clearly indicates the scale of the problem. Amongst other things it shows that, of the total population of the 16-24 year-olds, numbering 566,477:

- 178,004 (31%) are economically inactive (excluding students)
- 104,384 of them have never worked
- There is significant local area variation, with the position worst in Glasgow
- 65,634 of the target group have no qualifications
- 21,434 people in this age group were homeless in 2003/04
- 34,911 (6%) had a limiting long term illness in 2001
- 9,220 women aged 13-19 were pregnant in 2003 (701 of them were under 16)
- 665 16/17 year olds left care with no qualifications in 2003/04

At a national policy level, Closing The Opportunity Gap (CTOG) sets out a clear commitment to tackling the issues faced by these vulnerable groups. It places particular emphasis on supporting disadvantaged groups to move into sustainable employment, and makes particular reference to young people.

LOCAL AREA STUDIES – SHARED LESSONS

8. The study considered three very different localities. Drumchapel is a large post-war housing estate on the North West edge of Glasgow. It has a falling population of 13,700 and is one of the most deprived areas in the country, with an economic inactivity rate of 38%.

9. East Lothian lies between Edinburgh and the Borders and 16,200 of its 90,000 population commute to the capital's buoyant labour market. The area's prosperity masks pockets of deprivation, and data shows that almost 13% of 16-24s have no qualifications – higher than the national average – and that 20% of the S4 roll achieved within the lowest 20% educational tariff scores in Scotland in 2002/03.

10. The third locality, Lochaber, covers a large area (4,450km²) in the South West Highlands, although its population is only 18,470. Population decline, weak transport infrastructure, seasonal employment patterns and a prevalence of micro-businesses characterise the area. Although registered unemployment rates are low (2.5%) Lochaber faces a number of challenges which include the shortage of skilled labour, relatively high proportions of people on inactive benefits and a clustering of opportunities in the Fort William area.

What works well?

11. Each of these distinctive communities has its own unique aspects. However, despite their diversity there are strong shared messages about what works well -and what does not – amongst the three areas. From this we have can see that the features of effective engagement and support for this target group includes:

- Clear leadership and direction – at the local and national level
- Formal partnership structures with clearly defined shared targets – complemented by less formal networks which promote operational collaboration

- Written agreements and protocols which clarify roles and responsibilities and underpin joint working
- Approaches which support improved inter-agency working and shared understanding – these include co-terminus working, joint resourcing, shared assessment and training
- Trust and recognition around respective strengths and weaknesses – this includes clear recognition within the statutory sector of the added value contributed by the voluntary sector
- Effective use of keyworker provision – providing a pivotal link between services which bridge the ‘social’ and ‘economic’ divides
- Strong employer engagement from the earliest stages
- Proactive outreach approaches which adopt ‘youthwork’ type methods – out of hours work focused on those not in the system
- Effective use of case studies – useful for engaging influencers including parents and teachers

Weaknesses in the three areas

12. We have also seen shared weaknesses in all three of these localities, which are likely to be typical across much of the country. The most significant of these are:

- Evidence of a highly congested landscape where lack of leadership and direction adds to the challenge of developing a coherent approach
- Weak partnership structures with unclear objectives and confusion between strategic and delivery roles
- Misunderstandings around the ‘employability pipeline’ and the concept that interventions around homelessness, drugs and other issues are the vital front end of this transition
- Disengagement amongst key statutory partners in some areas – most notably Health and Social Work – and failure to establish a shared understanding of the mutual benefits in this sphere
- Lack of continuity amongst structures – constant structural change places focus on the structures themselves, rather than the problems they are designed to address
- Fragmented and compartmentalised funding streams – although there is more money in the system, it is diluted across a myriad of organisations and local authority departments – with little overall sense of how it connects
- Short term funding models which focus on ‘innovation’ at the expense of sustaining established approaches which have been proven to work
- A focus on young people who are already in the system
- Undervaluing of the keyworker role and a failure to retain good staff as a consequence
- Undeveloped role of the public sector as a potential employer of the targeted group
- Weaknesses in monitoring and data sharing

CONCLUSIONS AND RECOMMENDATIONS

13. We conclude that on the basis of the available evidence in these three locations, the picture is improving but we still have some way to go. In recent years more money has been made available to support employability, and there is a much wider recognition that no single agency can address these issues in isolation. From the Beattie projects, New Futures and interventions like Get Ready For Work we have learned the value of approaches which are client-centred, holistic and multi-agency.

14. However, at the local level we can see that this is a long term process where success will only be achieved through sustainable cultural and behavioural change. The Scottish Executive has an important role to play in promoting and supporting this, particularly through ensuring that policy drivers are aligned and funding is used to catalyse change and improve performance. The forthcoming Employability Framework provides an opportunity to take this change agenda forward.

15. To feed into this we make ten recommendations which we believe will contribute to supporting a more coherent and effective employability offer at the local level.

1. Support the development of appropriate local structures linked to Community Planning boundaries (authority wide or local sub levels).
2. Clarify the concept of entitlement for vulnerable young people.
3. The Scottish Executive should take the lead in reducing reliance on additional short term funding streams.
4. Partners should be encouraged and freed up to utilise client focused discretionary funding
5. The role of the public sector as an employer needs specific and immediate examination.
6. Support should be provided for the local structures to develop a comprehensive programme of staff training and development on employability based partnership working amongst all service delivery partners.
7. Local Social Work and Health Service Managers should screen all common assessment processes, and identify appropriate additions of questions related to employability.
8. Joint commissioning/procurement should be considered by key partners – local authorities; Jobcentre Plus, Health Boards, and the enterprise networks.
9. Local partnerships should encourage the integration of shared locations
10. Partners should assess the current information available across the partners, and establish a series of early action “fit for purpose” information protocols linked directly to the targets set.

CHAPTER ONE INTRODUCTION

1.1 INTRODUCTION

This report presents the findings of research commissioned by the Scottish Executive's Transitions To Work Team. The study was overseen by a short-life working group (SLWG) set up by the Beattie National Action Group (BNAG) and was undertaken between November 2004 and February 2005.

1.2 BACKGROUND

Following the publication of the interim evaluation of its Inclusiveness Projects, Careers Scotland proposed that key worker resources should be targeted on those young people deemed to be 'ready, willing and able' to engage with employability. This raised some concerns about the effect any such decision would have on the most disengaged young people who are deemed to be outside this category.

Although not yet able to engage, this group may be in a position to do so in the future and may, with appropriate levels of support, be able to move towards education, training and employment. However, questions have arisen about the pathway for these most disengaged young people if the CS keyworker focus is elsewhere. This is the issue which the SLWG was established to address, and the primary motive for commissioning this work.

1.3 AIMS AND OBJECTIVES

The aims of the SLWG, which underpin this study, are to:

- Make recommendations for engaging relevant local services in strategic planning with Careers Scotland in order to more effectively engage them in the process of identifying needs, current services, gaps in provision and priorities; and
- Identify practical ways of improving joint working in order to bring excluded young people to the point at which they can 'step onto' Careers Scotland or other mainstream employability services

This study has examined three localities¹ in Scotland – urban, rural and semi-rural – with the objective of:

- Identifying the key presenting issues/main barriers for this group of young people in each area
- Providing a snapshot of current service provision in each locality
- Highlighting gaps in service provision
- Presenting the strengths and weaknesses of the current partnership arrangements in each area

¹ Drumchapel in Glasgow, Lochaber and East Lothian

- Recommending the required actions for establishing an effective service framework for the client group

At the workshop held with the SLWG on 24th November 2004, the required output from this study was neatly described by a group member as ‘a recipe for success.’

1.4 PROCESS

Although the timescales for this project have been tight, our approach has been designed to be as inclusive and comprehensive as possible. The process has included:

- Desk research and analysis of existing data at the local and national levels
- Desk review of existing studies at each locality level
- A workshop held with the SLWG
- An initial local area stakeholder workshop in each locality
- Face to face interviews with stakeholders in each area, which have included commissioners of services, managers of services and front line staff
- A survey of provision in each of the three localities
- Focus groups with disengaged young people in each area
- A concluding local area stakeholder workshop in each area
- Analysis and reporting

In all three areas we are grateful for the contribution that has been made by agency staff and residents. Within the timescale it would not have been possible to have completed this work without their full involvement. Details of participating organisations are attached at Appendix 1.

1.5 STRUCTURE OF REPORT

The report has been designed so that each of the local area sections can stand alone. We hope that this will provide a useful output for stakeholders in these three localities. In the final section of the study we draw together the shared messages coming from the report, and provide our overall recommendations. The remainder of the report is laid out as follows:

- Section 2: Context and Background
- Section 3: Drumchapel local area study
- Section 4: East Lothian local area study
- Section 5: Lochaber local area study
- Section 6: Shared Messages, Conclusions and Recommendations
- Appendix 1: Participating organisations

CHAPTER TWO CONTEXT AND BACKGROUND

2.1 INTRODUCTION

In this section we set the scene for the local area studies by defining the study target group, reviewing the policy context and providing some analysis based on available data.

2.2 THE TARGET GROUP

The SLWG's primary focus is on those young people aged 16-24 who face the most severe barriers to employability. For these young people, the most appropriate support mechanisms may be far removed from the world of skills and qualifications, and may focus on stabilising their lives so that they can then move on to thinking about education, training and employment. This definition of employability support at the front end of the process therefore includes interventions which help them to:

- Stabilise drug use
- Break patterns of offending and risky behaviour
- Tackle homelessness
- Make the transition to parenthood
- Address mental health issues

Although we may discern frequently recurring characteristics – low self esteem, low qualification levels, basic skills problems – this is not a homogenous group. The young people in question face a wide range of barriers which include:

- Poor mental health
- Disability
- Drug/alcohol misuse
- Abuse
- Crime
- Housing problems
- Family problems
- Teenage pregnancy
- Literacy and numeracy problems

In order to better define the employability process, the SLWG has created a matrix of education, training and employment support services for disengaged young people. This establishes six stages in the transition from most disengaged (unemployed and unemployable) to engaged (employable and employed). The six stages are defined as:

1. Stabilisation, personal management and development and confidence building (our study group)
2. Lifeskills activities
3. Pre-vocational activities including opportunities for active citizenship
4. General training and education (unwaged)
5. Vocational training (waged), employment experience, supported employment

6. Mainstream employment programmes, secure paid employment

The matrix summarises the position of the group as follows:

Client Groups	Young people with current/recent experience of range of issues including drugs, offending, homelessness etc
Tracking and Keyworker support	Support – Voluntary/local authority services Tracking – Careers Scotland keyworker (likely)
Career Planning Continuum	Non-engagement
Activity	Literacy/numeracy, careers input/work experience, informal experiential learning, lifeskills, independent living, money management, health, leisure services, world of work – these activities in tandem with effective interventions to reduce destabilising behaviours including homelessness, offending, alcohol and drug use
Outcomes	Basic personal management skills, increased confidence and self esteem, greater clarity of focus on personal goals and plans
Method	Initial engagement, person-centred, planning & review, programme of user led social, recreational activity and informal learning
Reality Check	Helping strategies must recognise that progress will be in slow small steps. Effective help will be personal, person-centred and flexible, dealing with what is urgent to the client but staying focused on long-term progress Issues are as basic as getting out of bed in the morning, adopting a diurnal lifestyle, appearance and hygiene

Our study has confirmed that many of these young people present with multiple needs. This poses challenges for recording systems – and services – as we discuss below. Our work also indicates that those in this most disengaged group often display a pattern of dipping in and out of provision. All will have been through the education system and many will have experienced social work and other keyworker interventions at points. In small rural and semi-rural communities service providers will tell you that they can name all of the individuals and families at risk in their area, even though they may not be engaging with services at that point. These close networks can be very supportive for vulnerable young people, but in other cases the resulting stigma can drive them out of the community.

These issues are amplified in more detail in the individual local area sections.

2.3 THE POLICY CONTEXT

It is clear from the previous section that our definitions of employability support for this group are broad, and include interventions around barriers such as homelessness, offending, poor mental health and drug misuse. Across the policy domains there has been an increasing recognition of the value of employment as a key component of personal wellbeing. This is evidenced in the Scottish Executive's inclusion of employability issues in drivers such as the Homelessness Strategy, Throughcare and Aftercare legislation and the Children's Services

Act. In each of our target localities, these directives have shaped local area relationships and moved integrated approaches to employability in the right direction.

For the purposes of this study it would be inappropriate for us to examine the full range of relevant policy drivers, but in Closing The Opportunity Gap² (CTOG) Ministers have made clear their commitment to addressing issues for this – and other vulnerable groups – in a co-ordinated way.

CTOG is an expression of the Partnership Agreement which commits to interdepartmental activity to tackle the challenge of poverty. All six of its objectives relate to our target group, but the following three are of particular importance:

- To increase the chances of sustained employment for vulnerable and disadvantaged groups – in order to lift them permanently out of poverty
- To improve the confidence and skills of the most disadvantaged children and young people – in order to provide them with the greatest chance of avoiding poverty when they leave school
- To increase the rate of improvement of the health status of people living in the most deprived communities – in order to improve their quality of life, including their employability prospects

There is also a fourth objective around improving access to services in remote rural areas in order to improve access to opportunities and this clearly relates to Lochaber in our study.

These objectives are underpinned by targets which relate closely to the themes addressed in this study, and which link with some of our recommendations:

Target B: Reduce the proportion of 16-19 year olds who are not in education and training or employment by 2008

Target C: Public sector and large employers to tackle aspects of in-work poverty and provide opportunities and support for people who are economically inactive or unemployed

Target E: By 2008, ensure that children and young people who need it have an integrated package of appropriate health, care and education support

Target G: By 2007 ensure that at least 50% of all ‘looked after’ young people leaving care have entered education, employment or training

These targets provide a clear framework for joint working designed to promote employability. In the following sections we assess the extent to which the current arrangements in these localities are able to respond to this challenge.

² Closing The Opportunity Gap: Scottish Executive, 2004

2.4 THE STATISTICAL PICTURE

This section provides an overview of those young people in Scotland who might be disengaged from the labour market, education or training opportunities or who might be at risk of becoming so.

General information about the 16-24 year old age population and levels of economic activity within this group is drawn mainly from the 2001 Census. Additional data relating to some of the key client groups of young people is taken from a range of other, generally government based, sources. Together, whilst not wholly accurate, and, inevitably out of date, these can give an indication of the potential level of demand for employability and support interventions for young people in Scotland.

Population

In 2001, there were 566,477 young people aged 16-24 in Scotland, representing just over 15% of the total population aged 16-74³. Those aged 16-19 represented 44.5% of the group.

Table 2.1: Age and gender breakdown of the 16-24 year old age group in Scotland, 2001

Age	Males	Females	Total	% of total population
16-17	64635	62164	126799	3.4
18-19	63024	62267	125291	3.4
20-24	157116	157271	314387	8.4
Total 16-19 population	127659	124431	252090	6.8
Total 16-24 population	284775	281702	566477	15.2

Source: 2001 Census

Economic activity

Of the total 16-24 population, 388,473 (68.6%) were economically active and 178,004 (31.4%) economically inactive. This compares to an economic activity rate of 70% of the total population aged 16-74 in Scotland. Table 2 below gives a breakdown by age group and gender of economic activity and inactivity levels. In terms of the economically inactive, those who are classed as inactive for “other reasons” (i.e. not retired or students) are highlighted. This group includes those young people not working due to having caring responsibilities at home, or because they are permanently sick or disabled.

³ We have used the 16-74 age population as the base for the calculations relating to economic activity, based on the Census tables which tend to use this, rather than the narrower “working age” population aged 16-59/64

Table 2.2: Age and gender by economic activity, Scotland, 2001

All people Age	Economically active		Economically inactive	
	total	Unemployed	total	Other inactive
16-17	65771	8925	61028	4366
18-19	89397	11100	35894	8887
20-24	233305	21197	81082	33510
Total 16-24	388473	41222	178004	46763
Males Age	Economically active		Economically inactive	
	total	Unemployed	total	Other inactive
16-17	33350	5364	31285	1911
18-19	46945	7066	16079	3057
20-24	123369	14285	33747	10607
Total 16-24	203664	26715	81111	15575
Females Age	Economically active		Economically inactive	
	total	Unemployed	total	Other inactive
16-17	32421	3561	29743	2455
18-19	42452	4034	19815	5830
20-24	109936	6912	47335	22903
Total 16-24	184809	14507	96893	31188

Source: 2001 Census

Key points:

- A total of 87,985 young people aged 16-24 in 2001 were either unemployed, or were classed as economically inactive for reasons including caring responsibilities or sickness/disability. These accounted for 15.5% of young people in this age group in the country. Those who were unemployed accounted for 7.3% of the 16-24 age group
- Significant differences in the reasons for not working are apparent between young men and women, with 9.4% of the young male population being unemployed, and 5.5% inactive for other reasons, compared to 5.1% of young women being unemployed and 11.1% inactive for other reasons, most probably due to home or caring responsibilities
- Looking in further detail at those young people not working in 2001, a total of 104,384 had never worked⁴, accounting for 18.4% of the 16-24 age group. The majority of these were aged 16-19 years of age, although they will include all groups of economically inactive young people, including those classed as students

Unemployment

- 22,490 young people aged 18-24 were unemployed in Scotland and claiming JSA in December 2004 (rate not available), the majority of whom had been out of work for less than 6 months

⁴ 2001 Census Table S41 Sex and economic activity and time since last worked by age

Table 2.3: JSA Claimants by Age and duration, Scotland

	December 02	December 03	December 04
Age 18-24, > 6 months	2620	3140	2810
Age 18-24, < 6 months	20775	21245	19680
Aged 19 and under	10390	11345	10405

Source: NOMIS, claimant count by age and duration, December 2004

Young people Not in Employment Education or Training (NEET)

- The 2001 Census indicates that in 2001, 13% of 16-19 year olds in Scotland (32,770) were not in employment, education or training (14% males and 13% females)
- More recent data from the 2003 Labour Force Survey indicates that the level of NEET young people in Scotland is around 35,000 (13.7%)⁵
- Analysis⁶ indicates that there are significant differences in the levels of NEET young people across the country, from 7% in East Dunbartonshire, to 19% in Glasgow, and that there are also variations between urban, rural and remote areas, with higher proportions of young people not in education training or employment in urban areas. An interim evaluation of the Scottish Index of Multiple Deprivation also indicates that proportions of NEET young people in the most deprived wards can rise to 23%

School Leaver destinations

Table 2.4: Destinations of leavers from schools, Scotland: 2003-04

No of leavers	f.t. higher educ		f.t. further educ		Training		empl		Unemp seeking empl or training		Unemp not seeking emp or training	
	no	%	no	%	no	%	no	%	no	%	no	%
56,537	16395	29	11872	21	2827	5	14134	25	7350	13	1696	3

Source: Scottish Executive, Destinations of leavers from Scottish Schools 2003-04

- 56,537 young people left schools in Scotland in 2003/04. Whilst the majority (80%) of the group were either going on to further or higher education, training or employment, a total of 9,046 were unemployed, although most were seeking work or training opportunities. 1,696 unemployed young people leaving school were however not looking for employment or training at the time.

Young People with low educational attainment levels/no qualifications

- A total of 65,634 young people aged 16-24 in Scotland in 2001 (11.6% of the 16-24 population) had no qualifications⁷
- In terms of educational attainment levels of pupils at Scottish schools, 12,352 S4 pupils on the 2002/03 roll had tariff scores⁸ which were in the lowest 20% of all scores in Scotland. This number accounted for 20.2% of the S4 roll.⁹

⁵ Scottish Executive, Annual Scottish Labour Force Survey 2003/04

⁶ Scottish Executive Social Justice, Indicators of Progress 2003

⁷ 2001 Census Table S204 Sex and age by highest level of qualification

Young people who are homeless/at risk/leaving care

- In 2003/04, 51,195 families and single people applied to Councils in Scotland as homeless¹⁰. 42% (21,434) of these applications were from young people aged 16-24. 9,918 applications were from young males and 11,516 were from young women
- Of those applicants classed as priority homeless 2,252 were single persons under 18, 3,860 were single persons aged 18-24, and 2,207 were single parents under 25
- The number of 16 and 17 year olds leaving care in Scotland in 2003-04 was 1,146¹¹. 58% (665) of these young people left care with no qualifications

General Health/Provision of care

- From the 2001 Census, 83% of young people aged 16-24 in Scotland considered themselves to be in good health. 81,109 (14.3%) said they were in fairly good health, while a further 17,032 (3%) felt their health was not good. Of the total 16-24 population, 34,911 young people (6.2%) had a limiting long term illness in 2001.
- The Census also showed that there were 27,271 young people who provided some form of unpaid care, mostly between 1-19 hours a week, but 7,065 young people had caring responsibilities of between 20 and 50 hours a week
- There were 20,020 lone parents between the ages of 16 and 24 in 2001, representing 3.6% of the total population in that age group

Drugs Misuse

- In 2003, 11,472 new clients were reported to the Scottish Drugs Misuse database¹² for the misuse of drugs. Of these 40% (4,014) were under the age of 25

Teenage Pregnancies

- The number of teenage pregnancies amongst girls and young women aged 13-19 in 2002/2003 was 9,220 (a rate of 42.1 per 1,000 women in each year) 701 of these were among young women under the age of 16

Young people with learning disabilities, mental health problems, and with physical or sensory disabilities

- The Scottish Executive¹³ suggests that 3-4 people in every 1,000 have a profound or multiple learning disability and that 20 in every 1,000 have a mild or moderate learning

⁸ This refers to the count of points achieved through scoring exam results where the higher the results achieved, the higher the result – it identifies the poorest performing pupils and relates to SJM 9 “bringing the poorest performing 20% of pupils (Standard Grade) closer to the performance of all pupils

⁹ Scottish Executive, Scottish Neighbourhood Statistics 2004

¹⁰ Operation of the Homeless Persons Legislation in Scotland: National and Local Authority Analyses 2003-04

¹¹ Scottish Executive, Children’s Social Work Statistics 2003-04

¹² Scottish Neighbourhood Statistics

¹³ Scottish Executive “The Same as You”, 2000

disability. These prevalence rates would suggest that there may be around 2000 young people aged 16-24 with a serious learning difficulty and around 11,330 young people with a mild or moderate learning difficulty in Scotland

- Similarly, prevalence rates for people with mental health problems suggest that approximately 300 people in every 1,000 experience mental health problems every year, of whom 230 visit their GP, and from this group, around 102 are diagnosed as having a mental health problem. On this indication, there may be around 57,780 young people who have been diagnosed as having a mental health problem and a further 112,162 who have experienced a mental health problem

Young people who offend

- Criminal justice figures show that in 2004 a total of 18,658 social enquiry reports relating to young people under the age of 25 were submitted to the Courts. Of these, 3,034 related to young people under the age of 18

Young people claiming benefits

Table 2.5: Young people claiming key benefits, Scotland, 2003

JSA Claimants		IS claimants		IB claimants under 30 (2002)	IB/SDA claimants under 30
Under 20	20-29	under 20	20-29		
11,950	22,006	7,926	52,379	31,372	35,205

Source: DWP, Neighbourhood Statistics

- New data shortly to be published by the DWP will give a breakdown by age group of claimants of key benefits in 2004 at national, local authority and ward level in Scotland. Unfortunately 2003 data does not provide data for the 16-24 year old age group (other than JSA), but it indicates that almost 130,000 people under the age of 30 were claiming JSA, Income Support, Incapacity Benefit or Severe Disability Allowance benefits

CONCLUSIONS

Whilst it might not be possible to accurately assess the number of young people who are most disengaged across Scotland, it is clear that there are significant numbers who can be said to be vulnerable or at risk.

We have attempted to provide similarly structured “snapshots” of the target groups at the local study area levels. Again, these are at best, estimates of the levels of young people who might be most disengaged, and the same caveats relating to statistical reliability, accuracy and the fact that the available information will not be up to date, applies to the three areas profiled in this research.

CHAPTER THREE

DRUMCHAPEL, GLASGOW

3.1 INTRODUCTION

Drumchapel is a large post war housing estate on the north west edge of Glasgow, some 7 miles from the city centre.

It has a population of just over 13,700 which is in significant decline; falling by 8% since 2004. 40% of the population is under 25, considerably above the city average, but significantly for this study, the under 14 age group is falling at twice the rate of overall population decline.

Drumchapel has historically suffered from significant levels of social and economic disadvantage, recognised in its priority area status in the various generations of initiatives. In 1999 it was designated a Social Inclusion Partnership (SIP).

Evidence of Drumchapel's relative level of disadvantage is plentiful – and reviewed in the section below. For this study immediate headlines of relevance include: low educational attainment levels; high levels of economic inactivity and unemployment; poor health; and significantly higher than average incidences of young people with caring responsibilities.

Drumchapel is within the buoyant Glasgow travel to work area, which has reported significant job opportunities for a sustained period of time. In addition, the area itself has 3,300 jobs, and 200 local employers. 80% of these jobs are concentrated in public administration, distribution and manufacturing, and the 4 major employers in the area provide approximately 50% of the total. The recently completed Great Western Retail and Business Park has created 900 job opportunities; approximately 200 of these are filled by Drumchapel residents.

A final defining feature of Drumchapel is its sense of community, which is strong and reflected in higher satisfaction and loyalty ratings than perhaps could be expected given other statistics. This is to a degree fostered by its relative isolation from the city centre. A flipside of this is a level of insularity, recognised as particularly prevalent amongst young people by many of our consultees. There was some reluctance to travel to potential opportunities either elsewhere in Glasgow, or in the neighbouring town of Clydebank.

3.2 TARGET GROUP SNAPSHOT

Introduction

General information about the 16-24 year old age population in Drumchapel is drawn mainly from the Drumchapel SIP Baseline Study, most recently updated in 2003. Unlike Lochaber and East Lothian, which are recognised geographical boundaries in terms of Census and other government based statistics, it has not been possible to provide the same level of data as these two study areas at a Drumchapel area level.

In terms of being able to provide a roughly matching analysis of Census data however, information relating to the two wards that cover the area – Drumry and Summerhill, is given

where appropriate. It should be noted that this data will only be an indication of what the comparable Drumchapel analysis might be.

Where possible, additional data has been drawn from locally based sources, which might give an indication of the potential level of demand for employability and support interventions in Drumchapel.

Population

In 2003, the population of Drumchapel SIP stood at approximately 13,733¹⁴. It has a significantly younger age structure than Glasgow City as a whole, with 40% of the population under the age of 25 (compared to 31% in Glasgow).

In the wards of Drumry and Summerhill, the total 16-24 year old population in 2001 was 1,869, representing 21% of the aged 16-74 population, a significantly higher proportion than in Scotland or the other two study areas.

Table 3.1: Age and gender breakdown of the 16-24 year old age group in Drumry and Summerhill, 2001

Age	males	Females	Total	% of total population aged 16-74
16-17	270	277	547	6.1
18-19	227	215	442	4.9
20-24	428	452	880	9.8
Total 16-19 population	497	492	989	11.0
Total 16-24 population	925	944	1869	21

Source: 2001 Census

Economic activity

Of the total 16-24 population, 1,154 (61.7%) were economically active and 715 (38.3%) economically inactive. This is considerably higher than the economic activity rate of 49.2% of the total working age population (aged 16-74) of Drumry and Summerhill, but lower than the comparable national rate for the 16-24 population (68.6%). Table 2 below gives a breakdown by age group and gender of economic activity and inactivity levels. In terms of those who were economically inactive, those who are classed as inactive for “other reasons” (ie not retired or students) are highlighted. This group includes those young people not working due to having caring responsibilities at home, or because they are permanently sick or disabled.

¹⁴ Drumchapel SIP Baseline Study – Update Report 2003

Table 3.2: Age and gender by economic activity, Drumry and Summerhill, 2001

All people Age	Economically active		Economically inactive	
	total	unemployed	total	Other inactive
16-17	283	102	264	51
18-19	289	74	153	89
20-24	582	145	298	248
Total 16-24	1154	321	715	388
Males Age	Economically active		Economically inactive	
	total	unemployed	total	Other inactive
16-17	140	56	130	24
18-19	165	57	62	29
20-24	334	111	94	68
Total 16-24	639	224	286	121
Females Age	Economically active		Economically inactive	
	total	unemployed	total	Other inactive
16-17	143	46	134	27
18-19	124	17	91	60
20-24	248	34	204	180
Total 16-24	515	97	429	267

Source: 2001 Census

Key points:

- A total of 709 young people aged 16-24 in 2001 were either unemployed, or were classed as economically inactive for reasons including caring responsibilities or sickness/disability. These accounted for 37.9% of young people in this age group in Drumry and Summerhill, over double the national rate for this age group. 17.2% of the 16-24 population were unemployed in these wards compared to the national average of 7.3%
- A higher proportion of young women than young men were classed as inactive in the labour market, possibly because of home or caring responsibilities. Census data tells us that a total of 166 young people in 2001 were inactive due to this reason¹⁵ and a further 65 because they were sick or disabled
- Looking in further detail at those young people not working in 2001, a total of 572 (30.1% of the total 16-24 group) had never worked¹⁶ (18.4% in Scotland) the majority of these were aged 16-19 years of age, although these will include all groups of economically inactive young people, including those classed as students
- According to the 2003 Baseline study update, workless 16-24 year olds identified the need for training/additional skills and a lack of experience as their main barriers to employment

¹⁵ 2001 Census Theme table on Young People (does not give the gender split)

¹⁶ 2001 Census Table S41 Sex and economic activity and time since last worked by age

Unemployment

- 200 young people aged 18-24 were unemployed in Drumchapel and claiming JSA in December 2004 (rate not available), the majority of whom had been out of work for less than 6 months
- The Baseline Study also indicated in 2003 that significantly more 16-24 year olds gain their main source of income from JSA (22%) compared to an average of 8% across Glasgow

Table 3.3: JSA Claimants by Age and duration

	December 02	December 03	December 04
Age 18-24, > 6 months	35	45	35
Age 18-24, < 6 months	230	210	165
Aged 19 and under	150	155	105

Source: NOMIS, claimant count by age and duration, Drumchapel JC+ office area December 2004

Young people Not in Employment Education or Training (NEET)

- The 2001 Census indicates that in 2001, 19% of 16-19 year olds in Glasgow were not in employment, education or training, compared to a national level of around 13%
- More recent data from the 2003 Labour Force Survey indicates that the level of NEET young people in Glasgow is around 6,000 (19.0%)
- NEET data at the Drumchapel level is not available

School Leaver destinations

Table 3.4: Destinations of leavers from schools attended by Drumchapel residents: 2003-04¹⁷

School	leavers	f.t. higher educ		f.t. further educ		training		Emp		Unemp seeking empl or training		Unemp not seeking emp or training	
		no	%	no	%	no	%	No	%	no	%	no	%
Drumchapel	129	8	6	33	26	36	28	15	12	14	18	6	5
St Columba's	126	24	19	34	27	6	5	39	31	13	10	**	**
	leavers	f.t. higher educ		f.t. further educ		training		Emp		Other known		Un-known	
Knightswood	203	43	21	55	27	6	3	43	21	49	24	6	3
St Andrews	305	82	27	55	18	9	3	92	30	49	16	6	2
St Thomas Aq	137	38	28	23	17	**	**	36	26	30	22	**	**

Source: Scottish Executive, Destinations of leavers from Scottish Schools 2003-04; Scottish Schools Online

- Drumchapel is the only school within the Drumchapel (SIP) area, with just over half of the area's children attending. Amongst the schools attended by Drumchapel young people, the destinations of school leavers is quite varied, and while it is not possible to say from the statistics what the destinations of those young people who live in the area

¹⁷ The split in the table denotes different data collection categories – “other known” refers roughly to the categories of unemployed school leavers. Note also that Drumchapel pupils also attend Bearsden and Boclair Academies, but data was unavailable via Scottish Schools Online at the time of this report

are, it might be assumed that a higher than average percentage are unemployed on leaving school. It should be noted however that the rate of young people leaving St Columba's High School and being unemployed, at 10%, is lower than the national average of 16%

Young People with low educational attainment levels/no qualifications

- A total of 523 young people aged 16-24 in Drumry and Summerhill in 2001 (28% of the 16-24 population) had no qualifications¹⁸, compared to a national rate of 11.6%

General Health/Caring responsibilities

- From the 2001 Census, 72% of young people aged 16-24 in Drumry/Summerhill considered themselves to be in good health. 410 (22%) said they were in fairly good health, while a further 113 (6%) felt their health was not good. Of the total 16-24 population, 203 young people (11%) had a limiting long term illness in 2001. These figures suggest that young people in Drumchapel are almost twice as likely to be in poor health than in other parts of Scotland
- The Census also showed that there were 116 young people who provided some form of unpaid care, mostly between 1-19 hours a week, but 52 young people had caring responsibilities of between 20 and 50 hours a week
- A study commissioned by the Drumchapel SIP¹⁹ in 2002, suggested that there were likely to be around 300 young carers (aged between 7 and 18) living in the Drumchapel (SIP area), and that the largest group of these young people were likely to be in families experiencing drug/alcohol misuse, where they might be caring for younger siblings

Teenage Pregnancies

- Drumchapel has a particularly high rate of teenage pregnancies with a total of 218 events recorded in the G15 area over the 3 years to 2002²⁰, a rate of 21 for every 100 of the population in that age group, 60% higher than the national average
- The SIP Baseline study also indicates that Drumchapel has more than double the proportion of young women under the age of 20 giving birth than Glasgow as a whole

Lone Parents

- Census statistics for the Drumry and Summerhill wards indicate that in 2001, there were 210 lone parents in the area between the ages of 16-24, accounting for 11.2% of the total population of that age, significantly higher than the national average of 3.6%

¹⁸ 2001 Census Table S204 Sex and age by highest level of qualification

¹⁹ www.drumchapelpartnership.org

²⁰ Public Health Information System, Health data for the Drumchapel and Clydebank area

Young people with learning disabilities, mental health problems, and with physical or sensory disabilities

- The Scottish Executive²¹ suggests that 3-4 people in every 1,000 have a profound or multiple learning disability and that 20 in every 1,000 have a mild or moderate learning disability. These prevalence rates would suggest that there may be around 6 or 7 young people aged 16-24 with a serious learning difficulty and around 37 young people with a mild or moderate learning difficulty in Drumchapel (based on the Drumry/Summerhill wards)
- Similarly, prevalence rates for people with mental health problems suggest that approximately 300 people in every 1,000 experience mental health problems every year, of whom 230 visit their GP, and from this group, around 102 are diagnosed as having a mental health problem. On this indication, there may be around 190 young people in Drumchapel who have been diagnosed as having a mental health problem, and a further 370 who have experienced a mental health problem
- Anecdotally, there is evidence to suggest that mental health problems amongst young people in Drumchapel could be higher than the national prevalence rates. Similarly, Census data already highlighted, suggests higher rates of limiting long term illness and levels of young people who consider their health not to be good. Suicide rates amongst young people in the area are said to be a particular issue
- Other anecdotal evidence suggests that there are significant issues relating to young people and drug and alcohol misuse, although official statistics are unavailable at the Drumchapel level

Young people claiming benefits

Table 3.5: Young people claiming key benefits, Drumry/Summerhill, 2003

JSA Claimants		IS claimants		IB claimants under 30 (2002)	IB/SDA claimants under 30
Under 20	20-29	under 20	20-29		
125	170	85	490	250	NA

Source: DWP, Neighbourhood Statistics

- New data shortly to be published by the DWP will give a breakdown by age group of claimants of key benefits in 2004 at local authority and ward level in Scotland. Unfortunately 2003 data does not provide data for the 16-24 year old age group (other than JSA), but it indicates that over 900 people under the age of 30 were claiming JSA, Income Support, Incapacity Benefit or Severe Disability Allowance benefits in Drumry/Summerhill.

Conclusions and Distinctive Characteristics

Whilst not having access to particularly reliable data at the Drumchapel level, it is clear that there are higher than average numbers of young people who can be said to be vulnerable or at risk in the area, and likely to be disengaged from employment, education or training opportunities.

²¹ Scottish Executive “The Same as You”, 2000

On a more qualitative basis, and from considerable anecdotal evidence, some insight into particular local perceptions, attitudes and characteristics was gained during our fieldwork discussions with stakeholders and young people.

As mentioned, and mirroring some of the findings in the other areas of research, Drumchapel residents have a strong sense of neighbourhood and identity. Most of the young people we spoke to reflected this and said they wouldn't want to live anywhere else. The SIP Baseline Study undertaken in 2003 highlighted the fact that more than any other age group, 16-24 year olds liked living in Drumchapel because it was friendly.

A more negative aspect of what might be interpreted as insularity however, translated in some young people to a reluctance to take up, or consider employment or training opportunities outwith the area – travelling to the City Centre or neighbouring areas was considered by some to be “too much hassle” or “took too long”, although about a quarter of young people in the two groups we spoke to said that they would be happy to work or go to College outside of Drumchapel.

A “down side” to living in Drumchapel which was cited by young people related to the apparent lack of social/leisure facilities in the area for them – this was highlighted by those surveyed in the Baseline Study, and in our focus groups. In one of our groups, all of the young people present said that all there was to do at night and at the weekend was to “get together in friends houses and drink”.

Again in common with other areas, there are also “territorial” issues *within* Drumchapel amongst young people, with some saying they were afraid to go into certain areas on their own, although some of the young people in our focus groups said this wasn't nearly as bad as people thought.

3.3 KEY PLAYERS – ROLES AND RESPONSIBILITIES

Glasgow City Council

Local authority services are central to many aspects of the wider Drumchapel service offer. These often link, or are effectively sub contracted to, a range of local delivery organisations – often based in the social economy. But the importance of mainstream Council services, and how these relate to sub contracted activity and the services of other providers is key.

Social Work services, through a range of statutory and discretionary roles, are clearly a key point of engagement for many excluded young people. Priority groups include: looked after children; young people involved in the youth justice system; people with mental health issues; disabled people; people with addiction problems; and young carers. All of these groups have some level of service right or expectation which place demands on Social Work.

Within these demands have increasingly been requirements to consider broad “employability” based support. Generations of initiatives across the city were established in response, commonly funded through section 10 grants. A review of these in 2003, conducted by Glasgow University, concluded that they were often unconnected to wider activities and unclear in focus. The findings of this review were one of the main drivers for the Glasgow

“Equal Access” strategy, which at both a city wide and local level will now become a focal point of the employability response.

Social Work services in Drumchapel link to other interventions through co-ordinating structures in place through the SIP, integrated children’s services planning, and through a range of bilateral links with the other service providers and projects. Many of these initiatives list Social Work services as key referral points, but regularly report a sense that these links could often be stronger. Perhaps reflective of this, Social Work have not been significantly involved in the SIP youth employability group, and the nominated officer on the mailing list has now actually moved from the area. No replacement has been identified, and a city wide internal restructuring of Social Work provision will need to assess who is best placed to undertake this role. Given the nature of this, including the move of the community support function into Youth Justice, and the division of specific client group functions, it is likely that (a) either a number of staff are engaged or (b) a senior member of staff with an all service overview requires to become involved.

Issues regarding increased Social Work engagement and connections to the employability needs of young people were now likely to be critically linked to, and advanced by, the Equal Access strategy. This envisages an integrated service response across a range of agencies and other Council Departments. Its importance to Social Work services, and potentially Health, is arguably of greatest significance: Social Work is the key originating point of the strategy; which in itself signals something very different about how it may develop.

Other key drivers in the development of the Equal Access strategy require to be acknowledged:

- The need within both local and national agendas to address the high numbers of people on IB who may return to the labour market if appropriately supported
- Concerns within the health sector that the growing policy level understandings of the links between health and employability may not be translating quickly enough into practical service changes on the ground

Equal Access is not about new service delivery; rather it seeks to improve the coordination, understanding, and integration of the “employability” services already available, but not connecting to maximum benefit. Its aspirations in this regard are very similar to the thinking behind the forthcoming national employability framework.

It is an all age strategy, and young people will not be a high percentage of those targeted. But as way of working, which will combine integration with a large programme of front line and interagency training, it is likely to be very significant to changing the approach for the particularly disengaged young people focused on in this research.

Drumchapel Opportunities have now employed an Equal Access Manager to take forward local developments across the west area of Glasgow. Some further reflections on progress and aspirations for this post are considered in the Drumchapel Opportunities section.

The importance of **schools** in engaging and working with potentially disengaged young people cannot be underestimated. Like all study areas, but if anything more so in Drumchapel, early intervention as an effective response is echoed by all stakeholders.

Good work and linkages with schools are apparent, and there is a strong sense of a “win-win” in the opening up of schools to outside agencies – particularly for young people at risk of disengagement. Right Track’s interventions with pupils from as early as S2 offers an important and valuable service, and integrated children’s services have driven improvements in future needs assessment between education and social work staff.

The Key Workers are clearly active within the schools, as are the Council’s youth services and community education teams. A further important development is the concept of school focused learning communities across Glasgow – these provide another important focal point for working together. A final somewhat obvious point, but worthy of restating, is that engagement of vulnerable young people in the school setting is often the best way to attain the critical input of parents in the process.

A telling and positive observation to the relative connectedness of schools in the Drumchapel area, came in the initial workshop for this research. A senior manager in a school not based in Drumchapel but with a large number of Drumchapel pupils noted a significantly better and more joined up support service for them, than for pupils resident in other areas.

Culture and Leisure Services – contains the Council’s youth work team, which provides a potentially critical “front end” point of contact with some of the most disengaged young people. Key services include: traditional youth clubs; school programmes such as the Princes Trust Excel package; and street-work. Through the latter service in particular, youth services seek to retain contact with some of the most vulnerable young people.

Youth services report good links with other interventions involved in employability support, though note that these could be better, and are often based on personal contacts. The employability sub group is viewed as an important networking and information exchange vehicle. By way of example, the senior youth worker reflected that it was through these discussions that he had become far more comfortable in referring some of the young people from street-work to Right Track’s GRFW programme. This may be anecdotal, but is probably indicative of how it works at the delivery level.

The majority of youth work services are delivered by sessional staff, many of whom are Drumchapel residents.

The Community Education Service has a Youth Services Team working across three secondary schools in the area (including Drumchapel High), and engaging with marginalised young people through a team of streetworkers. The work in schools tends to focus on the development of softer skills/self confidence/motivation etc in older pupils who have been identified as becoming potentially disengaged, or because their behaviour could potentially result in exclusion. Sometimes this can involve intensive groupwork outside the school setting. One of the issues associated with this type of work was the difficulty in sustaining what a young person had gained through the intervention, once back in the school.

Groupwork with other young people is also carried out in a range of settings, including community centres/local bases and organisations, and there are well established operational linkages with agencies such as Careers Scotland, Drumchapel Opportunities, and specific support agencies dealing with issues such as addictions and caring responsibilities in young people.

Community Education also provides a range of community learning based services, coordinated within Community Learning and Development Plans.

Regeneration Services provide funding support to Drumchapel Opportunities on the basis of a Service Level Agreement for a range of specific services. They are not primarily a direct service delivery organisation in this context, but an important sponsor of some key programmes. As detailed below, in other parts of Glasgow they fund youth pilot programmes for 15-19 year olds who are "...unable for a variety of reasons to participate in mainstream employability programmes". The potential significance of this type of intervention is returned to in the Scottish Enterprise Glasgow section.

Drumchapel Opportunities

Drumchapel Opportunities (DO) is a well established local development company which has delivered employability services to disadvantaged groups since 1988. It is a very significant part of the Drumchapel landscape, and runs the pivotal Open Gate Community College.

In early 2005, DO employed 42 staff, a figure that varies dependant on funding and the dynamic nature of many activities.

The nature of DO support to employability provision for disengaged groups has a number of dimensions including: direct service delivery; part service delivery/inputs to other activities; a key inward and onward referral function; and as a landlord to other key services. DO has six operating themes, and three of these have close links to the issues addressed in this report: engagement; lifelong learning; and employability. Below we briefly summarise the key services that concentrate on activities closest to front end engagement.

Drumchapel Opportunities employ two **Key Workers** as part of the Positive Futures initiative. These staff are now jointly funded by the SIP and Careers Scotland. The staff undertake the traditional Key Worker link role as envisaged by Beattie, and endorsed in subsequent evaluations. They are central to most relevant activity, and cited as an important part of the jigsaw by virtually all other consultees.

The Key Workers provide a range of services *between* the various "front end" engagement agencies, and the onward labour market progression options. It is a critical role; the mortar between the bricks of what might otherwise remain a relatively disconnected infrastructure.

The Key Workers recognise that their role is dependant on the willingness of other agencies to share understandings and work together. In this regard, a significant investment in mapping key related interventions was made in the initial months of the role. This has revealed a "partially" joined up world, but one which is improving. KW experience would suggest that properly connected the service infrastructure is largely in place – there are no obvious gaps.

The employability sub group has been important in assisting the integration process, but for the KWs its role now may need some rethinking.

Links with schools are generally very good, but the diversity of schools that Drumchapel youngsters attend makes this a significant resource challenge.

Links with Social Work are mixed. Referrals are not always as significant as expected, and some sense of unwillingness, linked to outdated views of the labour market, were still prevalent. Likewise, links with mainstream health professionals are under developed.

Relationships with mainstream Careers Scotland staff were strong with good and clear two way referral mechanisms in place. There was some concern, however, as to whether these could be maintained at the current level if the local Careers Office was to close.

The delivery of Key Worker support by DO staff is generally viewed as a success. There is a strong sense of identity by young people with the staff, and a view that they have been able to link into networks already established by DO. Initial concerns on potential managerial and operational difficulties with CS have largely been unfounded.

But the nature of the model must not obscure the fact that the biggest success in the Key Worker role is the quality, knowledge and commitment of the Key Workers themselves. This was evident in stakeholder discussions, and in the focus groups with the young people.

This leaves the service somewhat vulnerable to staff changes, especially if the staff offer is not right. One of the Key Workers left during the course of this study because mainstreaming processes had left him feeling “second class”. Key Workers in Careers Scotland were given permanent contracts whilst those based in the LDCs remained on short term arrangements subject to annual funding negotiations. It is not ideal, and has resulted in the loss of a key part of the service in Drumchapel.

DO employ an **Equal Access Manager** as part of the city wide roll out of the strategy. This appointment, which dates from the autumn of 2004, covers the wider “west” area of the city. The approach reflects an understanding that the realistic application of Equal Access needs to be delivered at a sub city wide level.

The EA Manager will take forward a range of tasks related to improved co-ordination of services available to assist people with multiple labour market barriers to enter employment. A significant focus of the role is premised on raising understandings and changing cultures amongst key staff in agencies such as Social Work and Health about labour market access options for disadvantaged groups.

Equal Access in Drumchapel, as in other parts of the city, is in the early stages of development. The experience of the manager for the west of the city is that key messages have not fully filtered down to local managers, and that the sense of priority at a strategic level is not yet matched operationally. But the long haul is recognised, and significant local awareness raising is underway. Over time this will be an important driver of change in Glasgow: specific local responses to engaging disadvantaged young people, supported by the forthcoming employability strategy, should learn from, and connect to, the Equal Access framework.

The final element of direct DO services specifically worth highlighting is the range of activities which spin off “**Digital Drumchapel**”. This has developed innovative and accessible services to increase access to ICT for many people. Numbers using the service are impressive, and a high percentage of users are young. Imaginative use of ICT is now recognised as a way of engaging people often turned off by other methods.

Careers Scotland

Careers Scotland has an important role in the Drumchapel service infrastructure for the targeted group detailed in this study. This includes Key Worker support, specific support to the GRFW programme, and work in schools.

Key worker support in Drumchapel has locally been delivered through what the national interim evaluation termed the “dispersed model”. Local Key Workers are located within Drumchapel Opportunities, and are now funded by a mix of CS and local sources. These staff then link to a wider network of Careers Scotland Key Workers, including other geographically based staff, and “specialist” Key Workers supporting particularly vulnerable groups such as care leavers.

Careers Scotland maintain a close link to the local Key Workers, and regular reports on their activities are provided through the youth employability group.

Careers Scotland are the gateway to participation in GRFW, the national training programme for young people aged between 16 and 18 with additional support needs. To connect to young people disengaged from mainstream provision, Careers need to ensure good linkages to organisations likely to have some level of involvement with the targeted groups. These links are led by the Key Workers.

There is concern that Careers interpretation of GRFW rules are impacting on the programme’s ability to work with the most disengaged young people. This has been raised by the local provider in Drumchapel, and is acknowledged as a common issue with GRFW across Scotland. The section below on Scottish Enterprise Glasgow considers some bigger questions this raises for future GRFW development.

Careers Scotland also has close links with schools, and delivers some key programmes targeted at disadvantaged young people, such as Activate. These programmes and other contacts, in addition to offering key “downstream” interventions, should also be the basis to provide early intelligence on potential post school issues. Ways to collate and share this information are developing.

Careers Scotland has developed the InSight tracking system. Whilst it is still in the early stages of implementation, this has very significant potential to assist all partners to keep in touch with vulnerable young people – increasing service targeting, and a collective understanding and measurement of impact. There is a sense that Insight has “been a long time coming”, and some cynicism as to whether it will ever realise its potential. CS need to address this challenge.

Throughout the period of this research a major issue has been the proposed closure of the local Careers Office in Drumchapel. This has caused significant concern amongst partners, many of whom see the local Careers presence in this form as a key part of the integrated delivery infrastructure. It is beyond the scope of this study to suggest a way forward on this, and the issue is likely to be resolved in the near future. But one observation is important: the process of this decision was taken centrally and unilaterally by a single agency, limiting the real scope for local partnership deliberation and consensus. It is unlikely, that Careers

Scotland are the only organisation who would act in this way, local partnerships in this context need to clearly understand what they can realistically control²².

Jobcentre Plus

Jobcentre Plus has an office in the centre of Drumchapel. In common with other areas, JC+ staff report little contact with under 18s, which are primarily the responsibility of other agencies such as Careers. For 18-24 year olds the main intervention is the New Deal.

JC+ reports good working relationships with other local organisations, most notably with Drumchapel Opportunities and Careers.

The agency's future agenda is likely to be driven by the national policy to encourage IB recipients to return to the labour market. As the earlier figures indicate, this is likely to be a massive challenge in Drumchapel, and JC+ staff realise this will require a partnership response. Some contacts are already in place with Social Work, and drugs related projects, and at a city wide level JC+ are key partners in Equal Access. But, as reflected within other agencies, it is very early days in terms of the practical impact of this strategy at local level.

JC+ have some concerns on the 18 years of age division with Careers Scotland responsibilities. On occasions there is a sense of feeling debarred from helping the younger age group.

Scottish Enterprise Glasgow (SEG)

SEG's major input to this agenda is as the organisation which runs and manages the Get Ready for Work (GRFW) programme, which is primarily targeted at 16-18 year olds with additional support needs. Right Track is contracted to deliver all strands of GRFW in Drumchapel.

GRFW was introduced in 2002, and intended to offer a more flexible and customised training intervention. This included recognition that a more holistic approach to the barriers facing young people on the programme was required. In particular, the Life Skills strand was introduced to help young people with particularly "chaotic" lifestyles progress.

Across Glasgow, and Scotland as a whole, the realisation of these aspirations is varied, and GRFW is still evolving. But generally, concerns remain that the programme is still not suitable for the most disengaged young people, and that other interventions remain relevant. For example, Glasgow City Council's Regeneration Services are now supporting new employability focused interventions in four parts of the city (not as yet including Drumchapel), which appear to be targeted at young people not ready for GRFW.

Some fundamental questions arise for SEG and partners from this:

What are the flow mechanisms into GRFW? Whilst Careers Scotland are the sole formal assessment and referral source, it is accepted that a "good" GRFW intervention will tap into a network of other agencies who have contact with more disengaged young people. There is

²² It should be noted that Careers Scotland will continue to offer a level of service locally through Drumchapel Opportunities

evidence of this happening effectively in Drumchapel, for example Council detached youth workers have referred people to the programme.

Are there support/approaches required at the “front end” for certain young people that GRFW will not realistically provide? This is the main premise behind the new GCC sponsored programme: that ultimately GRFW remains labour market focused, and overly structured in a way that some young people simply will not connect to.

Is this gap “structural” in GRFW due to operating rules, or because of how these have been interpreted and applied? Tensions are inevitable in GRFW between a labour market demand focus, and the need to recognise and work with the starting points of young people intended to be engaged. This impacts on the relative flexibility of the interventions. In general, the theory of GRFW seems different from some of the delivery interpretations. Across the country the consultancy team has seen GRFW operated in ways which would negate the need for any earlier interventions - under the same operating rules. Further discussions between SEG, Careers Scotland, and key partners as to what is and is not possible within GRFW would be of value. These should also focus on whether gaps are addressed through new programmes, or through imaginative ways to integrate funding streams.

National Health Service

Direct involvement of health service professionals in the employability agenda is limited in practice. Whilst at a strategic level Equal Access may significantly change this, the health service consultees engaged in this study felt disconnected from local structures. The Drumchapel CHAT project, which is notionally a member of the youth employability group, had little involvement in practice. The Drumchapel Public Health Practitioner was not aware of its existence, but had other general links with Drumchapel Opportunities.

The growing importance of the links between health and employability for young people was recognised. And there was a willingness to consider further development of these. At an immediate and practical level, CHAT will shortly launch a health youth drop in service, which has potential to extend links to the employability agenda. At least, it may be another front line contact mechanism with the disengaged.

Longer term, Equal Access will be important, and the introduction of the new Community Health Partnerships will be significant. But, as in other areas, the demands of clinically based pressures placed on health by other Government directives will require prioritisation, and are often viewed as more immediate.

Providers and projects

Drumchapel has a wide and important range of other provision for disengaged young people which directly or indirectly impacts on their potential labour market engagement. These include specifically funded projects, and more traditional education and training interventions.

Further Education Colleges – given its location, young people from Drumchapel potentially have access to the city wide network of Colleges. But as mentioned throughout this section there are issues concerning young people’s preparedness to travel, which in practice limits the choice.

The two closest Colleges to Drumchapel are Anniesland and Clydebank. Both of these are represented on the youth employability forum. The Colleges offer a wide range of courses, and an approach which seeks to encourage wider access, linked to student support services to improve retention. Limited outreach work is also undertaken away from the main campuses to support this.

Colleges are increasingly significant in providing options for young people to finish their compulsory education years in a different setting. This is clearly a developing policy agenda, and significant national development work is underway by SQA to develop new programmes for 14-16 year olds.

Supported Training and Rehabilitation (STAR) project – is a new initiative covering the west of Glasgow which aims to integrate treatment and support to enter the labour market for former substance misusers. It will seek to create customised pathways for participants to move from chaotic lifestyles to open employment. A mixture of funding has been secured over the next three years, including support from the SIP, the Council, the New Opportunities Fund, the Robertson Trust, and ESF.

The STAR approach is based on recognition of the need to operate an effective intervention through partnership links. For example, Drumchapel Opportunities will deliver the supported employment and training elements, and a range of other agencies will act as initial referral points.

Quarriers Drumchapel Supported Youth Housing Project – seeks to support young people aged 16-25 to access accommodation, and within this increasingly recognises the need to connect interventions to the employability agenda. Two-hundred and twenty-five referrals have been made since the launch of the project in October 2002.

The project uses the development of individual tailored support packages, based on the establishment of strong links with a range of referral sources. This includes a series of formal working agreements (with for example service users and the Housing Association), and informal practices with other agencies. Protocols are in place for both inward and onward referral from the project. The Quarriers package normally lasts for at least a year in a tenancy, and handovers to other lead agencies are established as appropriate at the exit point.

The project is supported by the SIP and the Supporting People budget.

Drum Adventures - is a well established charity offering a range of flexible outdoor experiences in support of health improvement and drug rehabilitation objectives. It primarily targets people aged between 8 and 25, and receives referrals from a wide range of community groups. Within the package, links to employability are clearly understood, reflected in aspirations to improve self esteem and personal confidence in many programme participants.

Drum Adventures – which operates beyond Drumchapel – is supported by a cocktail of largely time limited funding. This has been the pattern over the years of operation, and is unsurprisingly not viewed as ideal by the project. Main current sources of support include: the Council; Restorative Justice; Living is for Everyone; the Key Fund; and the Changing Children's Services Fund.

Right Track - is a national charitable training organisation with a significant presence in Drumchapel. It is the only locally based provider of GRFW.

Right Track is also involved in some key early intervention work with Drumchapel High School for young people from the secondary 2 stage. This involves the provision of a part or full time alternative curriculum intervention for pupils identified as likely to get little out of a formal school setting in the last years of compulsory education. This is seen as an important way of potentially keeping some disengaged young people connected - avoiding them becoming lost to all service provision in their later teens. Funding for the education initiatives is mainly from the SIP and ESF.

GRFW is delivered from two bases, with the Life Skills element delivered separately from the rest of the programme. This is considered necessary for the smooth operation of differing types of interventions. Right Track endorse wider concerns on the rigidity of some elements of GRFW for more disengaged young people, and view this as primarily based on the interpretation of the programme by Careers Scotland referral staff.

The COPE project – provides an all age general counselling in Drumchapel which has increasingly recognised the importance of improving employability skills as part of the support package for many clients. COPE’s work in this area has now been extended through the creation of dedicated worker to support clients into work, training or further education. This element of activities is supported by the Council’s SIB budget. COPE’s approach is based on the establishment pathways from where a person starts in the process to their identified goal. Referrals to the access worker mainly come from other staff within COPE, JC+, Drumchapel Opportunities, and Right Track. But very few are from health service sources.

Spark of Genius – is a further alternative curriculum based intervention modelled as a “unique independent school”. One of five Scottish learning centres is based in Dalsetter Avenue, Drumchapel. It aims to assist secondary school age children with social, emotional and behavioural difficulties through building on their self esteem and worth. Teaching is heavily focused on the innovative use of information and communications technology.

Millennium Volunteers (MV) – seek to engage young people aged between 11 and 25 in voluntary work and recognise achievements within this by the award of a nationally recognised certificate. It has a specific Drumchapel base, linked to the city wide Volunteer Centre.

One of the well established benefits of the MV initiative is to act as a bridge for participants to employment. This can be particularly important for people with significant labour market barriers. Consequently the MV project has well developed inward and outward referral mechanisms with many of the other interventions detailed.

The Drumchapel project is currently funded by the SIP until 2006.

Drumchapel Momentum – is part of a Scottish wide network of centres supported by Rehab Scotland. It aims to help people with mental health problems who have not worked for many years to take the first step to economic and social independence. The Drumchapel base is currently pioneering the “Energiser” early intervention model, which is seen as a 12 week “entry level” programme for people particularly distanced from labour market activity. The

approach is rooted in partnership working, with other agencies involved in design and delivery.

Funding from the Energiser intervention is provided by the SIP, the Health Board, and ESF.

3.4 PROFILE OF LOCAL AREA PROVISION

The previous section has detailed a wide and varied range of relevant services in Drumchapel. This is to be expected given the scale of the challenges faced.

Within this complexity, there is a need to consider how well various service interventions are understood and co-ordinated. It is not a straightforward challenge:

- There is need for some level of understanding of the relationship between structures and policies at the Drumchapel, Glasgow West area, city wide, and Scottish level
- Precise interpretations of what are front end “employability interventions” are problematical, consequently it is difficult to define what we are trying to map
- The situation in Drumchapel is particularly dynamic. An accurate, up to date, and comprehensive picture of provision, and related linkages, is likely to represent an ongoing challenge

Youth employability group

The key co-ordinating mechanism is the youth employability sub group of the Social Inclusion Partnership. This is currently administered by SIP staff, and involves representation from most of the agencies and projects detailed in section 3.3. It meets on a monthly basis, to share information, discuss key development issues, and receive a formal feedback on Key Worker progress.

This group has been cited by consultees as a useful information exchange and networking opportunity, but a number of suggestions for future development have also been prevalent in the discussions:

- There is a need to review the group’s role and remit, which is unclear and perhaps somewhat dated. Attendance at meetings in recent months has tailed off
- In terms of addressing wider issues of disengagement for young people, a number of key agencies are not significantly involved – most apparently mainstream Social Work and Health. Knowledge of the group’s activities amongst consultees from these agencies was very limited
- In this context, there was a danger that the group’s discussions lapsed into a sense that issues were “sorted”, with discussions focusing on young people who were to a degree already engaged. Moreover, the group tended to be “preaching to the converted” in terms of the importance of employability. Other key inputs needed to be engaged

- There is no sense of a strong leadership role in the group – with no-one clearly identified as undertaking this function
- The changing wider post SIP structure now raised the geographic significance of a Drumchapel grouping. Early discussions on the potential link with the Glasgow West unit were now underway
- The relationship between the group and the emerging Equal Access strategy would merit further discussion

There is a wider youth issues group linked to the Community Forum which has undertaken some useful research and survey work. This also incorporates ongoing structures to engage and listen to young people in the community. For example, work from this group has informed the new drop in initiative being set up by the CHAT project. The relevant Community Forum officer is represented in the youth employability group, but there are opportunities for a more formal input from a representative structure of this nature.

Mapping

This research exercise has sought to identify the relevant interventions in Drumchapel which seek to encourage, enable access, and offer employability interventions for young people. It has not been a straightforward exercise. But in the end our conclusion is that ongoing work of this nature is essential to genuine progress.

Clearly the need to understand respective roles was not discovered by this research process. Shared knowledge is an essential prerequisite of working well together. It is therefore instructive what information of this nature was already in place.

- An “informal” knowledge of what is happening is strong amongst a range of key players – mainly those within the employability sub group
- The key workers, and now the Equal Access Manager, require to piece together some form of directory of interventions to assist their tasks
- A mapping study of interventions across Glasgow, commissioned as part of Equal Access, has recently reported – but information from this is only available at a Glasgow West level
- reports of projects supported by SIP funding provide an insight into the range of activities underway
- The COPE project has produced a simplified and accessible guide to the range of learning opportunities – laid out in A3 format and with contact numbers against a wide range of questions fronted “..I want to learn about..”
- Section 3.3 of this report provides further information on what is available, but this in itself is unlikely to be comprehensive and will quickly date. It also suffers from problems with definition.

Taken together, the above sources provide significant information. But a single composited document of appropriate interventions is not available. We return to this issue in the conclusions.

Overview of provision

Before detailing our list of what appears to work well in Drumchapel, and what requires development, a number of general messages from the local area research are recurrent and significant:

- Drumchapel is a particularly interesting area. The challenges of the data are daunting, but hardly new.
- There are lots of relevant new activities developed and delivered by a range of players. In the past few years, for example, the STAR project, the Momentum Energiser initiative, the local Millennium Volunteers project, and Quarriers supported housing intervention have all become established. Right Track's work in schools has also developed significantly. Whilst other initiatives will have disappeared in this period, overall there is a sense of more happening
- The importance of short term funding is unmistakable. Most significant is the SIP fund, which wholly or partly underpins a large amount of relevant activity, and often acts as match to ESF. For Drumchapel, both SIP and ESF are likely to reduce in scale in the coming years. We are very conscious of a comment made by one consultee that this may all begin to look like a "house built on sand"
- Drumchapel Opportunities is a big, central player. It is a part of the jigsaw not replicated in many other areas of Scotland. It also has a short term funding base, with only 11 of 42 staff "core funded"
- Drumchapel is a small, tightly knit community. The physical proximity of project/service bases is apparent, as is the close relationship of key staff across a range of agencies. This has many advantages, but as other developments begin to extend the "administrative" boundaries, some new challenges will emerge
- Defining what is meant by "service provision to people who are disengaged" is in practice very difficult. Repeatedly, and for understandable reasons, this was interpreted as young people "disadvantaged" but connected in some way. But in Drumchapel, as elsewhere, there is group beyond this definition. The problem will never be easily resolved; and the Drumchapel discussions suggest that a different way of viewing this may be a more practical policy response. This would distinguish front end engagement activities - the way young people connect to and engage in the system in any way - and activities supported past this point. We cannot underestimate the difficulties in Drumchapel and elsewhere in making this distinction. It also raises the more sensitive issue of young people who at times simply do not want to be engaged in any form by any agency; but for whom some door, somewhere, must remain open

3.5 STRENGTH OF THE AREA – WHAT’S WORKING WELL

The Drumchapel experience has many positive features which should be shared across wider networks. Some of these inevitably reflect the particular challenges of the area, but many reflect elements of generic good practice.

Through the SIP mechanisms, and linked to Beattie Local Implementation Team (BLIT) structures, there remains **a structure to share experiences** and network, and to share reports on Key Workers progress. Whilst we later make suggestions for improvements to this structure, the continued existence of a forum sharing experiences on these issues should not be underplayed.

Recent years have seen the successful development of a **range of new initiatives** directly linked to improving employability support for disadvantaged young people. These have been both generic and specific in nature. In the latter category, new activity has been established to address addictions, homelessness and mental health issues. These join a group of existing and popular projects. Many of these achieve remarkable things with very challenging people and circumstances.

The **success of the Key Workers** based in Drumchapel Opportunities is a key strength. They have realised in many ways the Beattie vision of linking varying policy domains, and providing a transition bridge for many vulnerable young people. The consultations amongst other agencies, and discussions with young people, clearly demonstrated the importance of this role, and the essential trust these workers have fostered.

Early interventions, recognising the importance of engaging and helping young people in the school years, are well established, and links between schools and “external agencies” are positive. Youth work focused services, Right Track and Drumchapel Opportunities have all developed activities to support transition. Again the role of Key Workers is widely praised.

The Drumchapel **campus delivery model** is a key ingredient in success; a range of interlinked initiatives are delivered in close proximity, with a cluster grouped in the Drumchapel Open Gate. This has two key benefits (a) clients can access services in a “one stop shop” model of delivery, and (b) staff work closely together and improve their knowledge of each other’s activities.

The Social Inclusion Partnership and priority area status has undoubtedly assisted the process of developing new interventions. Most apparently, this has provided a vital additional funding source, but it has also provided a partnership based strategic focus.

Linkages between front end contact and ongoing support services is apparent. As in most areas these could be improved, but some good work is underway. For example, streetwork based projects reference onward progression to training interventions, whilst the STAR project is designed as an excellent example of connecting the support pipeline – respecting and building upon agency expertise, and offering a joined up service to a particularly vulnerable client group.

Links to ICT support via Digital Drumchapel are important. Many young people can be engaged through innovative use of this medium, when other more traditional mechanisms have failed.

3.6 WEAKNESSES AND BARRIERS

There are some aspects of the Drumchapel review which suggest the need for further development work. A number of these are already recognised by local partners.

There is a need to **extend an understanding of the relevant inputs**. The current structures tend to underplay the importance of some key engagement points. Most apparent in this regard is the connection some of the most disengaged young people will have with mainstream social work and health services. Neither of these agencies are significantly engaged in the current co-ordinating structures.

This weakness is reflected in the membership of the Youth Employability Group, where some key mainstream services are not significantly engaged.

Linked to this, the local structures co-ordinating this activity have a number of apparent weaknesses. The Youth Employability Group has: limited membership; an unclear focus; no targets; and no immediate sense of leadership. It is a useful but narrow networking opportunity. But there is a need for something more than this.

Short term funding and “projectitis” are problems which hamper a long term strategic response. At one level, this can be justified, encouraging necessary innovation and change, but too many of the apparently indispensable ingredients of the Drumchapel response can not be guaranteed in the longer term. In a context of declining SIP funding and reducing European Structural Funds, this undoubtedly presents a future challenge for the area.

There is a need to more precisely **define the activities which constitute front end engagement** for disengaged young people. Throughout this study, we have been hampered by a focus on services that are available once participants are engaged, whilst neglecting the ways in which they become engaged. This demands mapping a different country from the one that many of the key players are immediately familiar with. If we are serious about the excluded, resolving this issue of interpretation must reverberate across the policy community.

Parochialism is a problem in Drumchapel. It is very apparent from our focus group discussions, but may also extend to delivery organisations. Wider developments suggest “Drumchapel” will reduce as a planning unit, and become part of a wider West Glasgow response. This will challenge the delivery of some services, although it should be noted that new initiatives such as Equal Access and the STAR project are already configured in this way. Parochialism is a significant barrier for the young people themselves who can be reluctant to travel beyond Drumchapel. This will limit their ability to gain from Glasgow’s wider economic prosperity.

Initial local development of the Equal Access strategy highlights the barriers this ambitious policy development will face. Few local stakeholders were particularly aware at this stage of its implications. The local EA manager has reported significant problems in even meeting relevant social work and health care staff. The strategy recognises that upping the priority of employability will be a long haul – the Drumchapel experience to date confirms this. At present, it is not immediately clear why employability will become more of a priority within local health and social work services.

The **personal experience of local key workers** in Drumchapel Opportunities suggests a problem. As indicated, one of these staff, widely respected within the local infrastructure, has now left because of his employment conditions. Within wider strategic considerations, these examples demonstrate the importance of getting the details right. Good people make it work; they must be retained and invested in. This does not appear to have happened in Drumchapel.

As in all our study areas, **leadership of this agenda is a gap**. It is not possible to understate the importance of this. In Drumchapel, the SIP has partially filled this void, but its role is far from defined, and this structure will in any event disappear in the near future.

3.7 PRIORITIES FOR CHANGE IN DRUMCHAPEL

Drumchapel is doing a lot of things right, and it is not our intention to suggest significant change for its own sake. But this research has indicated that there are some key and early developmental issues which partners should consider.

1. Review the role of the Youth Employability Group

As indicated earlier, there is merit in fundamentally reviewing the role of this group. Within this, consideration is required of:

- precise remit
- geographic coverage
- membership
- responsibilities for co-ordinating
- common targets

This must also consider the links between a future Drumchapel wide response within the context of a Glasgow West area framework.

2. Identify clear leadership roles in the post SIP era

Linked to the revised role of the Group, there is a need to identify and resource a leadership role. Partners must consider options linked to the revised remit of the Group, and the need to avoid any conflicts of interest between funding and delivery arrangements. The setting of targets in particular may clarify who is best placed to take on the leadership mantle.

3. Clarify key worker delivery mechanisms and their implications

The current imbalance in key worker status between Careers service delivery options and other mechanisms can lead to a two tier system which may be unsustainable. Recent experiences in Drumchapel demonstrate that this can have significantly adverse implications for service delivery. Partner discussions are required as to how this can be avoided in future.

4. Ensure ongoing mapping and allocate appropriate resources to this

This research study has indicated, and to a degree advanced, understandings of the range of interventions which could assist disengaged young people in terms of their employability

needs. But equally, it has demonstrated the complexity, lack of definition, and understanding of the various components. The importance of investing time on an ongoing basis to provide an accurate map cannot be underestimated.

5. Consider structural responses to the roll out of the Equal Access Strategy

Whilst at an early stage, the alignment of the principles behind Equal Access and employability interventions for disadvantaged young people is essential. Many of the cultural changes are similar, and the inter-agency training to raise awareness should be integrated as far as practicable. Both these agendas represent a step change in how Glasgow stakeholders need to view labour market engagement - parallel line developments would be a huge missed opportunity. But again Equal Access is premised on a West Glasgow response, demanding a review of Drumchapel focused solutions.

6. Build on opportunities to engage young people's views on service delivery

The Drumchapel Youth Network, supported by the Community Forum, has established a range of mechanisms to ensure some level of direct youth input to service delivery. This has the potential to add a new and valuable dimension to partnership deliberations. How this could work in practice merits further consideration.

Case Studies

1. Employment Case Study – Young person A: “Jim”

Contact was initially made with Jim by one of the Positive Futures Key Workers whilst doing outreach work at a local Community Centre in Drumchapel. An initial appointment was made with Jim in a locality he felt safe in to discuss the role of the key worker and future aspirations.

Following this, a referral was made to Careers Scotland for a “Transitional Support Document” to be actioned by the Careers Adviser. Jim then arranged a Careers appointment to complete the Transitional Support Document.

Jim's key worker met with him on a weekly basis to work towards achieving short term and long-term goals on the Transitional Support Document.

An appointment was then made with Drumchapel Opportunities to register with the Advice Centre.

Jim's name was put forward by his key worker for a modern apprentice opportunity via Drumchapel Opportunities and CITB with a construction company. On attending an interview, Jim secured a place on the modern apprenticeship programme. Two weeks lunch and travel expenses were secured through the Client Advisor from Drumchapel Opportunities.

Jim's key worker made contact with the college that Jim will attend and met with the course tutor who would be responsible for Jim while at college. This enabled the tutor to contact Jim's key worker in case any difficulties or issues arose whilst attending the college to prevent drop out.

Jim's key worker continued to keep contact, gradually pulling back once it had been established that Jim had successfully sustained employment and support was no longer required.

2. Training Case Study: Young Person B: "Claire"

Claire's details were passed to a Positive Futures key worker by her school Careers Adviser for tracking as she had been "lost" on the Careers database. A letter was subsequently sent asking Claire to contact the key worker.

No contact was made, and a 2nd letter was sent with an arranged appointment time for a home visit, which was then carried out with a fellow key worker

During the home visit, the key worker discussed Positive Futures, their role and Claire's future aspirations.

Claire decided that she would like to receive support and a referral/appointment was made with the local Careers office to action a vocational guidance interview.

Whilst meeting with the Careers Adviser, Claire agreed to attend a local Get Ready for Work training programme. Claire's key worker attended the interview for the course with her and explained his role to the training provider, ensuring contact if any issues arose whilst Claire attended the training centre.

Claire's key worker checked on her progress and situation on a weekly basis with either a face-to-face meeting or a call to her training provider.

When issues arose concerning Claire's attendance and behavior her key worker investigated the reasons and worked in partnership with Claire and the training provider to overcome these difficulties.

3. Further Education Case Study: Young Person C: "Andy"

Andy was only 15 and has been permanently excluded from school. He did not want to take up the offer of a place on an alternative education project or attend any other High School, but had said to a support worker at Drumchapel Opportunities that he would like to attend college and learn Garage Work.

Contact was made with the Integration Team at Andy's local school to discuss his case. After discussion with the community teacher, the schools Careers Adviser and the Deputy Head it was agreed that if Positive Futures could facilitate key worker support, Andy would be given permission to apply for a College place.

At an appointment with Andy and his parents, it was agreed that key worker support would indeed be given. A referral was then made for Andy to meet with the school Careers Adviser to action a Transitional Support Document. Following completion of an application form, a letter of permission was obtained from the school and submitted to the College for a place on the NC Automotive Engineering Level 11 Course.

Support for Andy throughout his college course was provided and weekly attendance sheets were e-mailed to his key worker to flag up any attendance issues to be investigated. He also secured funding to purchase his own tool set to work on cars.

CHAPTER FOUR EAST LoTHIAN

4.1 INTRODUCTION

East Lothian lies between Edinburgh and the Borders, and a large stretch of the county runs along the North Sea coastline. It has a population of over 90,000 people and rising, as its proximity to the capital makes it an attractive prospect for house buyers. As a consequence, property prices have risen sharply and this, combined with the Right To Buy process, has produced a shortage of affordable accommodation.

Over half the population of East Lothian live in five conurbations – Musselburgh, Prestonpans, Cockenzie, Tranent and Port Seton – although Haddington, which accommodates the local authority headquarters, is the administrative centre.

An estimated 16,200 East Lothian residents²³ travel to work in Edinburgh and a high proportion of local firms employ fewer than ten people. The local authority, which employs almost 4,500 people, is the largest single employer in the area.

The local economy is mixed, with a number of growth industries including Chemicals and Electronics, as well as a strong tourism sector, centred around facilities such as the golf courses and Musselburgh race track. Agri-business is another strong local sector offering seasonal employment.

Like many rural and semi-rural areas, East Lothian's public transport infrastructure could be improved. Travelling in and out of Edinburgh on public transport is easiest, but the connections within the area are less well developed. As we discuss below, this is one of the barriers our target client group faces.

Overall, East Lothian has an external air of prosperity which masks the fact that it contains several deprived communities and has numbers of young people who face difficulties accessing the labour market and obtaining appropriate levels of support.

4.2 TARGET GROUP SNAPSHOT

Introduction

Much of the data about the 16-24 year old age population and levels of economic activity within East Lothian is drawn from the 2001 Census. As with the national data, there is considerable information at a local authority level which has been used to put together a profile of the key client groups of young people in this study area. We have also been able to access some locally based sources to give an indication of the potential level of demand for employability and support interventions for young people in East Lothian.

²³ 2001 Census

Population

In 2001, there were 7,471 young people aged 16-24 in East Lothian, representing just under 12% of the total population aged 16-74, in line with the national demographic structure. Those aged 16-19 made up just over half of the group.

Table 4.1: Age and gender breakdown of the 16-24 year old age group in East Lothian, 2001

Age	males	Females	Total	% of total population
16-17	1088	1081	2169	3.4
18-19	808	852	1660	2.6
20-24	1831	1811	3642	5.7
Total 16-19 population	1896	1933	3829	6.0
Total 16-24 population	3727	3744	7471	11.7

Source: 2001 Census

Economic activity

Of the total 16-24 population, 5551(74.3%) were economically active and 1920 (25.7%) economically inactive. This compares to an economic activity rate of 67.8% of the total population aged 16-74 in East Lothian, and is higher than the national economic activity rate of 68.6% for the 16-24 year age group. Table 2 below gives a breakdown by age group and gender of economic activity and inactivity levels. In terms of those who were economically inactive, those who are classed as inactive for “other reasons” (ie not retired or students) are highlighted. This group includes those young people not working due to having caring responsibilities at home, or because they are permanently sick or disabled.

Table 4.2: Age and gender by economic activity, East Lothian, 2001

All people Age	Economically active		Economically inactive	
	total	unemployed	total	Other inactive
16-17	1202	145	967	55
18-19	1287	131	373	162
20-24	3062	206	580	416
Total 16-24	5551	482	1920	633
Males Age	Economically active		Economically inactive	
	total	unemployed	total	Other inactive
16-17	559	74	529	16
18-19	649	73	159	47
20-24	1629	144	202	127
Total 16-24	2837	291	890	190
Females Age	Economically active		Economically inactive	
	total	unemployed	total	Other inactive
16-17	1081	71	438	39
18-19	852	58	214	115
20-24	1811	62	378	289
Total 16-24	3744	191	1030	443

Source: 2001 Census

Key points:

- A total of 1,115 young people aged 16-24 in 2001 were either unemployed, or were classed as economically inactive for reasons including caring responsibilities or sickness/disability. These accounted for 15% of young people in this age group in East Lothian, much in line with the national rate
- Again reflecting the national picture, a higher proportion of young women than young men were inactive in the labour market for reasons that include home or caring responsibilities or sickness/disability. 433 young women (11.8% of the female aged 16-24 population) in East Lothian fell into this group. 7.8% of young men were unemployed and 5.1 inactive due to caring or illness/disability
- Looking in further detail at those young people not working in 2001, a total of 1,221 had never worked²⁴, accounting for 16.3% of the population in that age group (18.4% in Scotland). The majority of these were aged 16-19 years of age, although will include all groups of economically inactive young people, including those classed as students

Unemployment

- 325 young people aged 18-24 were unemployed in East Lothian and claiming JSA in December 2004 (rate not available), the majority of whom had been out of work for less than 6 months

Table 4.3: JSA Claimants by Age and duration

	December 02	December 03	December 04
Age 18-24, > 6 months	10	20	30
Age 18-24, < 6 months	165	225	205
Aged 19 and under	75	115	110

Source: NOMIS, claimant count by age and duration, December 2004

Young people Not in Employment Education or Training (NEET)

- The 2001 Census indicates that in 2001, 13% of 16-19 year olds in East Lothian (498) were not in employment, education or training (11% males and 15% females). Again this mirrors the national rate of 13%, but a slightly different gender split (14% males and 13% females in Scotland)
- More recent data from the 2003 Labour Force Survey indicates that the level of NEET young people in East Lothian is 500 (9.4%) (this data is below the reliability threshold and should be treated with caution)

²⁴ 2001 Census Table S41 Sex and economic activity and time since last worked by age

School Leaver destinations

Table 4.4: Destinations of leavers from schools in East Lothian: 2003-04

No of leavers	f.t. higher educ		f.t. further educ		training		empl		Unemp seeking empl or training		Unemp not seeking emp or training	
	no	%	no	%	no	%	no	%	no	%	no	%
933	299	32	177	19	28	3	252	27	140	15	19	2

Source: Scottish Executive, Destinations of leavers from Scottish Schools 2003-04

- 933 young people left schools in East Lothian in 2003/04. Whilst the majority (81%) of the group were either going onto further or higher education, training or employment, a total of 159 were unemployed, although most were seeking work or training opportunities. 19 of unemployed young people leaving school were however not looking for employment or training at the time.

Young People with low educational attainment levels/no qualifications

- A total of 956 young people aged 16-24 in East Lothian in 2001 (12.8% of the 16-24 population) had no qualifications²⁵. This is slightly higher than the national average of 11.6%
- In terms of educational attainment levels of pupils at schools in East Lothian, 216 S4 pupils on the 2002/03 roll had tariff scores²⁶ which were in the lowest 20% of all scores in Scotland. This number accounted for 20% of the S4 roll.²⁷

Young people who are homeless/at risk/leaving care

- In 2003/04, 892 families and single people applied to East Lothian Council as homeless. 6% (54) of these applications were from people under the age of 18 and 13% (116) were from applicants between the ages of 18-24.
- Less up to date, but with further information on young people, East Lothian's Community Care Housing Needs Assessment (CCHNA) 2001 reported that the number of homeless, single young people and young parents, aged 16-24 applying for housing was 311. This included 65 people under the age of 18, 152 single people aged 18-24, and 94 single parents aged 18-24. The CCHNA assumes that 100% of 16 and 17 year old and 75% of single parents and single people aged 18-24 also require some form of support, in addition to their need for housing
- It also assumed that there were another 31 young people (10% of applicants) who needed support to secure /maintain accommodation and live independently, but who are not included in the homes statistics. The numbers of young people leaving care are also added, and the final estimate for young people at risk or leaving care is 288

²⁵ 2001 Census Table S204 Sex and age by highest level of qualification

²⁶ This refers to the count of points achieved through scoring exam results where the higher the results achieved, the higher the result – it identifies the poorest performing pupils and relates to SJM 9 “bringing the poorest performing 20% of pupils (Standard Grade) closer to the performance of all pupils

²⁷ Scottish Executive, Scottish Neighbourhood Statistics 2004

- The number of 16 and 17 year olds leaving care in East Lothian in 2003-04 was 15²⁸. 4 of these young people left care with no qualifications

General Health

- From the 2001 Census, 84% of young people aged 16-24 in East Lothian considered themselves to be in good health. 990 (13%) said they were in fairly good health, while a further 195 (2.6%) felt their health was not good. Of the total 16-24 population, 432 young people (5.8%) had a limiting long term illness in 2001.
- The Census also showed that there were 349 young people who provided some form of unpaid care, mostly between 1-19 hours a week, but 82 young people had caring responsibilities of between 20 and 50 hours a week.

Drugs Misuse

- In 2003, 271 new clients from East Lothian were reported to the Scottish Drugs Misuse database for the misuse of drugs. Of these 44% (119) were under the age of 25, higher than the national average rate of 40%

Teenage Pregnancies

- The number of teenage pregnancies amongst girls and young women aged 13-19 in East Lothian in 2002-2003 was 133 (a rate of 36.3 per 1,000 women in each year). 9 of these were among young people under the age of 16. This rate is lower than the national rate of 42.1 per 1,000 women per year

Young people with learning disabilities, mental health problems, and with physical or sensory disabilities

- The Scottish Executive²⁹ suggests that that 3-4 people in every 1,000 have a profound or multiple learning disability and that 20 in every 1,000 have a mild or moderate learning disability. These prevalence rates would suggest that there may be between 23 and 30 young people aged 16-24 with a serious learning difficulty and around 150 young people with a mild or moderate learning difficulty in East Lothian
- Similarly, prevalence rates for people with mental health problems suggest that approximately 300 people in every 1,000 experience mental health problems every year, of whom 230 visit their GP, and from this group, around 102 are diagnosed as having a mental health problem. On this indication, there may be around 760 young people in East Lothian who have been diagnosed as having a mental health problem and a further 200 who have experienced a mental health problem

²⁸ Scottish Executive, Children's Social Work Statistics 2003-04

²⁹ Scottish Executive "The Same as You", 2000

Young people who offend

- Criminal justice figures for East Lothian show that in 2003 a total of 165 social enquiry reports relating to young people under the age of 25 were submitted to the Courts. 88 of these reports resulted in a Court Order

Young people claiming benefits

Table 4.5 Young people claiming key benefits, East Lothian, 2003

JSA Claimants		IS claimants		IB claimants under 30	SDA claimants under 30
Under 20	20-29	under 20	20-29		
100	145	100	655	400	25

Source: DWP, Neighbourhood Statistics

- New data shortly to be published by the DWP in February 2005, will give a breakdown by age group of claimants of key benefits in 2004 at local authority and ward level in Scotland. Unfortunately 2003 data does not provide data for the 16-24 year old age group (other than JSA), but it indicates that over 1,000 people under the age of 30 were claiming JSA, Income Support, Incapacity Benefit or Severe Disability Allowance benefits

Conclusions and distinctive characteristics

Overall, the proportions of target group clients in East Lothian are broadly in line with the national averages, and, similarly, whilst we cannot accurately assess the number of young people who are most disengaged in East Lothian, it is clear that there are significant numbers who can be said to be vulnerable or at risk.

Our statistics create a profile of the target population in East Lothian, however they tell us little about their attitudes and characteristics. Our fieldwork discussions with stakeholders and young people suggests that there are a number of ways in which young people in the area differ from their peers in some other parts of the country.

Many have commented on the insular and parochial attitudes prevalent amongst young people in East Lothian. Providers identify a reluctance to take up opportunities outside the area and remark upon the fact that the youngsters there are less street wise than their counterparts in Edinburgh. As a consequence, many vulnerable young people who gravitate towards the city are said to fare badly.

Having said this, territorial attitudes – as in other places – can also be about local rivalries. Some young people living in Musselburgh for example would travel to Edinburgh, before travelling to neighbouring Prestonpans.

Of the two groups of young people we spoke to, half wanted to remain in East Lothian, whilst the rest were keen to go elsewhere.

A more unusual feature of the area is the strong work ethic, even amongst the most disadvantaged groups. There was much talk of the stigma of being on benefits, and anecdotal evidence that young vulnerable people who one may not expect to be working were either in work or keen to work.

For example, during the fieldwork stage, half of the tenants living in the two supported accommodation projects were in jobs. Both projects described clients who had made great efforts to find and retain employment. There were examples of young people doing overtime and double time, and an instance of one tenant who was taking two buses every day to travel from Musselburgh to Granton in Edinburgh for work.

In our experience it is unusual to have such a high proportion of homeless young people in jobs.

This is a positive feature. However, the negative part is that young people tend to take any job offered to them, so they often have a series of negative work experiences. We heard many examples of cash in hand work in the mushroom picking and building industries, and the supported accommodation projects regularly have to advocate on behalf of their tenants with unscrupulous employers.

4.3 KEY PLAYERS – ROLES AND RESPONSIBILITIES

As in each of the three local areas we examined, the map in East Lothian is fairly congested. It presents a complex picture which raises questions about client navigation and overall *connectedness*. It also poses questions about co-ordination and leadership, to which we return at a later point in this section.

East Lothian Council

East Lothian Council is clearly a pivotal agency in relation to provision for our target client group. The cross-cutting nature of these young people's needs means that several departments are actively involved in providing services to them, and this presents challenges to the established structures within the Council.

Like other smaller authorities, East Lothian Council was faced with a wide range of additional responsibilities after local authority reorganisation. Under the previous system, economies of scale had allowed a number of support services – as well as core functions like Education – to be handled by the regional authority. Anecdotal evidence suggests that the new authority initially struggled to manage this enlarged role, and it also indicates that capacity in certain areas of the Council remain weak as a legacy of this restructuring. We discuss this in greater detail below.

In October 2004 East Lothian Council re-organised its structure – largely in response to the Children's Act – in order to provide a more co-ordinated set of services to young people. The consensus is that this restructuring was a move in the right direction, which has allowed for a more co-ordinated approach to service delivery, although there is still an awareness that the system is still bedding in.

However, this division between Children's and Adult services has perhaps not worked to the best advantage of young people post-16, who are at an important transitional stage.

Levels of engagement with and responsibility for the employability of the target client group vary across the organisation. The Central Assessment Team (CAT), which is responsible for young homeless people, has been instrumental in developing shared assessment procedures

and establishing strong working links with local area partners in the employability field, such as Jewel and Esk Valley College. Equally, within Children's Services there is some good work being undertaken which has a clear focus on the most marginalised young people within the community. Activities have included the facilitation of the Towards Independence Group (TIG- discussed below) and shared approaches developed by the Throughcare and Aftercare worker and Careers Scotland key workers.

Although it does not provide services directly, the Drug and Alcohol Action Team (DAAT) supports clients with drug and alcohol issues and its work includes supporting aspects of their employability needs. They work closely with the local Progress 2 Work provider and have recently received funding for a new initiative – Pathways Into Education Training and Employment (PETE) - which has been supported by NOF and is due to start later in 2005. This project will offer an integrated support package to clients with drug and alcohol issues who are outwith the P2W criteria. This could include clients who are under 18 or who are not in receipt of benefits.

Drug agencies working in the area, such as Mid and East Lothian Drugs (MELD) see effective work with schools as a key to early intervention and successful prevention work. They have participated in a number of cluster fairs, bringing groups of schools together, where they deliver awareness training to teachers and guidance staff. These sessions appear to have had mixed success, and there is consistent feedback from our study that working with schools is not easy, due to staff attitudes and competing priorities within the Education sector³⁰.

Although our target client group is aged 16-24, it is important to consider the role of schools and the Education Department, particularly when we know the importance of early intervention with young people facing barriers to employment. East Lothian Council has an integrated/inclusive approach to education, which means that all six secondary schools offer complementary support services to young people with additional support needs. There are no special schools in the county, and the specialist offer takes many forms – including:

- The Shed, Alternative Curriculum Centre in Tranent providing guidance and practical skills training to pre-16s
- Self-esteem programmes such as Activate, Lothian Step-Up and Excel 2000
- Interventions by voluntary sector agencies such as the Bridges Project in relation to the Staged Assessment Process

There is no shortage of activity in the schools. A recent audit of multi-agency approaches to Staged Intervention ran to ninety six pages, and feedback suggests that school staff can find it hard to keep track of what is available.

Within Community Services, the Community Care and Criminal Justice teams also provide employability support for the target group. Community Care co-ordinate the Supported Employment Development Group which has been working closely with Careers Scotland to widen provision in the area. This has included the management of the ELVOS supported employment workshop, discussed below, as well as plans to extend the craft training facility

³⁰ We have heard about successful work with schools in other areas, such as the Riever project in the Borders which works with under 16s facing alcohol problems.

later this year. This group has also had preliminary discussion with the local authority about its role as a socially responsible employer, which is discussed further below.

The Youth Justice team within Criminal Justice provides support for young people who have offended or who are at risk of offending. It funds a range of locally based interventions which include the Active Steps project, supported through the Big Lottery Fund. This national initiative supports a variety of provision, including:

- Fairbridge
- The Bridges Motorcycle Project
- Mobex – mobile arts and environmental project

The emphasis here is on promoting sport and outdoor activity as an alternative to crime for those who are showing signs of risky behaviour. The majority of clients are in the first half of secondary school. This early intervention approach had a slow start but has now taken off, although building the relationships with schools continues to require a lot of attention.

Finally, there is the Economic Development department. In East Lothian ED occupy a less important role in relation to employability than in many other authorities across Scotland. Their focus is on business growth, rather than on inclusion and employability, and their level of engagement in the structures we have identified is limited.

Although ED has commissioned a number of studies considering aspects of employability in the area, these have not been matched by follow up on the ground. The rationale for this appears to be that local employers, who are seen as their priority, have expressed little interest in this agenda. There is a general consensus across East Lothian that Economic Development should play a more integral role in the employability field.

Overall, this is a confusing picture. In the course of this study our team has struggled to identify which parts of the local authority do what. We know that the cross cutting nature of the target group's needs presents challenges, but this makes the case for clear co-ordination and leadership even stronger. In East Lothian Council there is a wide range of resources coming in to support the target client group, but it is currently somewhat compartmentalised.

There is no overall framework for employability and no joined up focus on the needs of people aged 16-24 with additional support needs. Communications between the various ELC players are patchy and in a complex environment it is hard for officers to keep track of what others are doing. Several of our stakeholder workshop participants commented that the session had been immensely helpful by informing them of their colleagues' activities.

However, there is evidence of good practice – for example in the CAT, DAAT and Children's Services teams – and provision in the area is improving, as we discuss below. There is also evidence of good networking activity led by the Council – for example in the Towards Independence Group, which is a sub-group of Children's Services Planning. However, our study has highlighted that the Employability sub-group currently being planned by the East Lothian Learning Partnership will be the third such partnership grouping in the county – indicative of the issues around duplication through lack of co-ordination.

A final underlying question is around the role of community planning. The challenges of co-ordinating services to the target group would seem well suited to the community planning

process, which emphasises joined up approaches from all key public sector stakeholders. The East Lothian CPP has two thematic forums³¹ which have relevant objectives:

- Ensure that services are centred on the needs of people and responsive to the needs of communities
- Ensure that services are integrated across providers and promote social inclusion
- Increase learning participation and attainment, and bring performance of all pupils closer to the level of the highest performers

From the evidence we have seen, there is scope within these objectives to improve the co-ordination and effectiveness of service delivery to young people aged 16-24 with additional support needs.

Finally, there is the role of East Lothian Council (ELC) as a socially responsible employer. We have seen that the Council is the area's largest employer with 4,480 employees. Like many authorities, it is facing recruitment shortages in a number of areas, and there is a case to be made for the Council developing programmes which provide pathways into work for disadvantaged residents. Other UK local authorities – such as Leeds City Council – have pioneered projects of this type, and we understand that although preliminary discussions are under way within ELC they have progressed slowly.

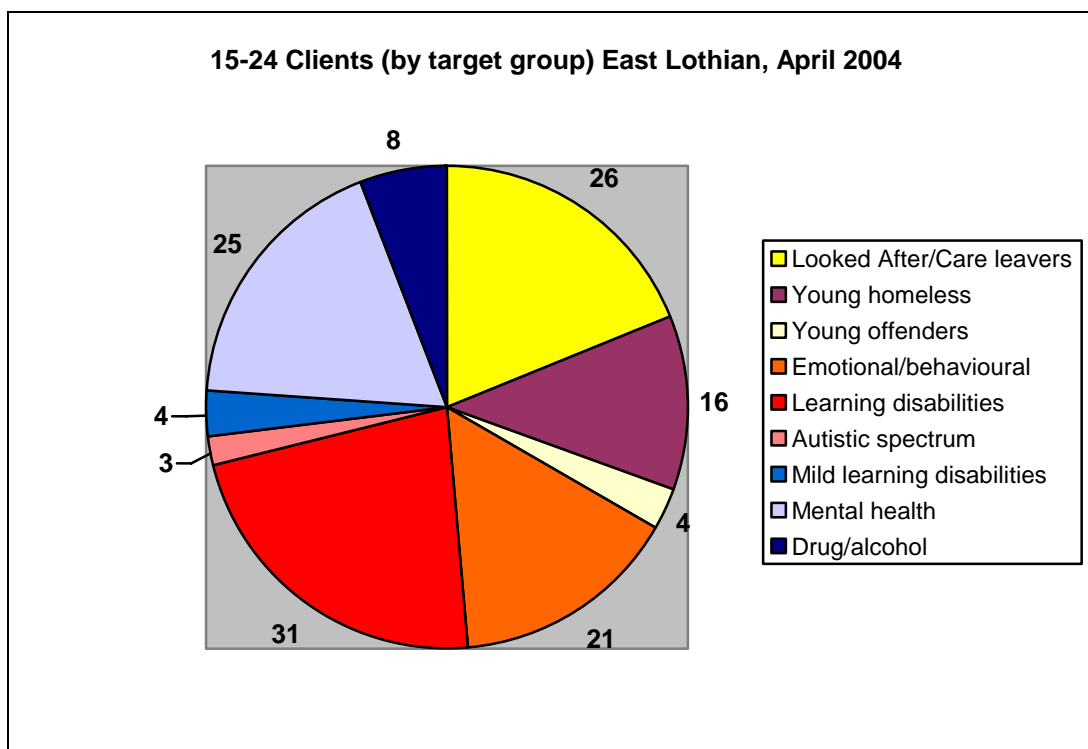
Careers Scotland

Careers Scotland occupies two principal roles in relation to our target group. The organisation employs three key workers (one part time) who work closely with other local stakeholders to provide support to the most disadvantaged clients. An example of this has been the co-operation between the key worker responsible for care leavers and the ELC Throughcare and Aftercare officer.

The second keyworker focuses on young people with disabilities, whilst the third, part time, adviser has a more generic role. Careers Scotland classify clients by their highest presenting issue, which blurs cases of multiple diagnosis, but their sense is that the mental health and drug/alcohol cases are growing. The introduction of unique reference numbers (URNs) for clients within their new INSIGHT tracking system should provide a clearer picture of the client base and their subsequent training and employment patterns.

The 15-24 team operates a caseload system and a recent snapshot of their client base is set out below.

³¹ Health, Well-being and Lifelong Learning & Enterprise and Skills



The data shows that at this snapshot point over half of the caseload of 135 clients was accounted for by young people facing issues around:

- Learning disabilities
- Leaving care
- Mental health

The second CS role is more catalytic and developmental, as within East Lothian the agency has worked closely with partners – most notably the local authority – to identify clients’ needs and to support the development of new provision. There is some frustration that although the Beattie funds were helpful in funding the keyworker team, this has created something of a bottleneck because there were few available resources to expand provision.

As we discuss below, lack of choice is an issue in this area. Feedback from keyworkers identifies examples of young people with high support needs who have either inappropriate or no provision at all. There are also examples – including case studies in this section – of young people who have experienced most of the available local options but who are struggling to make the final step into employment.

Clearly, although it has an important pivotal role, the keyworkers have struggled with the caseload and in particular have been frustrated by the limited options for moving clients on. Feedback from the keyworkers has highlighted other difficulties and areas of disappointment since the service was introduced. These included teething difficulties with equipment which initially impaired mobile working, confused line management structures and insufficient levels of training. There is a sense that the keyworker role – which has great potential – remains vitally important but its impact has been diluted due to organisational difficulties. One keyworker also commented on the low visibility of the service, and had expected to be working in an environment more akin to Connexions in England in terms of profile. The

growing uncertainty over the funding of the service is also becoming a factor in being able to retain experienced staff.

Scottish Enterprise Edinburgh and Lothians (SEEL)

SEEL has a very limited and diminishing role in relation to these clients in East Lothian. The primary area of responsibility is via the national training programmes and SEEL acknowledge that there is limited provision in the area, which is ascribed to lack of suitable local providers in East Lothian. Although there have been discussions between the LEC and some potential contractors, no developments have been taken forward.

The recent review of their Training For Work (TFW) contracts has led to the withdrawal of their support to SAMH (discussed further below) which has in turn also prompted that provider's planned closure of their Get Ready For Work (GRFW) provision in the same premises. Two externally based providers with a presence in East Lothian – Lauder College and Midlothian Training Services (MTS) – have LEC contracts and are working with local partners to recruit youngsters from the area. In the case of MTS this requires clients travelling by bus to their centre in Dalkeith.

Research³² has shown that the Lifeskills strand of GRFW offers the most appropriate access route into employability for those young people facing severe barriers. However, there has never been any Lifeskills provision in the area and there are currently no plans to introduce any. This has proved to be a source of tension between SEEL – who are meeting their GRFW targets and who feel under no pressure to introduce Lifeskills – and Careers Scotland, whose keyworkers have struggled to place the most disadvantaged clients due to shortage of appropriate provision.

This problem highlights the need for improved co-ordination and alignment between the LEC and Careers Scotland's priorities. At a national level it also raises questions about GRFW – in particular the Lifeskills strand – as an entitlement programme available to young people.

National Health Service

Like the Education sector, Health practitioners comment on the continuous waves of change and the challenges this presents for multi-sectoral working. Yet, although physical and mental wellbeing is clearly the priority of health professionals, there is an increased acknowledgement of the important role of employment, and an understanding of health's role in the employability process.

Within the PCT there are key players whose roles interface with the employability agenda. The Public Health Practitioner, for example, chairs one of the DAAT committees and has had an input to the development of the proposed PETE project.

The Manager of the Speech and Language Therapy Services has also led work that interfaces with the employability agenda, through the development of the Transitions Pathway, a tool designed to help young people to migrate from children's to adult services. Both of these are good examples of how local health practitioners are engaging with issues concerned with employability.

³² Interim Evaluation of the Get Ready For Work Programme: Smart and Adams 2004

However, feedback from the health sector endorses the point about service congestion and fragmented information streams. In some parts of the health sector, practitioners need at least a passing knowledge of what is available and who the key players are. For example, pressures on social work provision in the area mean that health visitors are working with families who in the past would have gone to social work. Advances in medicine also mean that children who would previously not have survived are living on until adulthood, although their complex needs can sometimes be beyond the skills and experience of a generic social worker.

In these situations, health practitioners are providing a more holistic service to patients, which may mean fielding enquiries relating to employability.

Outside the health sector, local stakeholders occasionally struggle to see where the connections are in relation to employability, and there are still issues related to professional silos. However, there are increasing examples of shared practice and joint approaches to professional development. There is also some optimism that the introduction of the Community Health Partnerships in April 2005 will promote this further, by giving more control at local level.

Job Centre Plus

Job Centre Plus's services to young people start at the age of 18. Although they occasionally receive referrals of younger people they will refer these to other partners such as the 15-24 project or The Bridges.

From the age of 18, JC+ can offer clients a range of services from confidence and job-search support through to the various New Deal options. There is limited New Deal provision in East Lothian itself, with most clients attending providers in Edinburgh such as EVOC. For some time now, the agency's focus has been shifting towards the harder to help, particularly those clients who are on Incapacity Benefits.

Job Centre Plus does not play a strong part in local area networks, although the Progress 2 Work programme has a high profile and its officer is well plugged into the activities of other organisations. Progress 2 Work has supported 32 clients with drug issues since its inception, and 80% of the under 24s have managed to find work. This approach is heavily focused on proactively working with employers, but for many clients it is easier to get into work than to sustain it. The proportion of them still in work at the thirteen week point is 15%.

This endorses the need for additional investment and focus on aftercare support, made elsewhere in this section.

During 2005 the Job Centre Plus office in Haddington will close as part of a rationalisation programme, meaning that claimants will have to travel from all over East Lothian to Musselburgh.

Providers

Obviously, providers' principal role is to deliver services to their target clients, and in the following section we discuss changing provision patterns in the area. However, providers interface with clients and their knowledge of their needs means that they are well placed to feed into developmental discussions with service commissioners.

A key feature of the area is the growth of the voluntary sector, and in particular the importation of agencies which have had established bases elsewhere – for example the Bridges Project which provides a range of pre-vocational services and supported accommodation providers like Blue Triangle and NCH. These organisations see benefits of working in a compact area where it is possible to access decision makers more easily than in large urban local authorities. However, there is also evidence that in parts of the Council this relationship with the not-for-profit sector is on a less sure footing. More traditionally minded officers with more limited exposure to the sector can be unsure of its strengths sceptical about its potential. In the words of one consultee, the voluntary sector are perceived by these officers as “well intentioned amateurs.”

As a consequence, there is some frustration within the social economy sector that their voices are not more listened to within the local authority – that they are expected to provide services without questions and without making any input to the bigger picture discussion.

Another related message from these providers is around the Council’s approach to monitoring, evaluation and contract management. In some cases we have heard of projects which have run for years with loose or no service level agreements and limited discussion around performance and outcomes. In others we have heard of newly established projects where there are stringent requirements around data returns, but little or no discussion about quality and development issues for the service. We have also seen that some services provided by the Council in this area run without targets or regular reviews, so even though provision may be good, there is little way of evidencing it.

This very hands off style contrasts strongly with approaches these providers are used to elsewhere, where the relationship is more of a partnership. In these cases provider and commissioner will come together at the end of each year to review progress and determine how things can be improved. In the words of one voluntary sector person, “It is not a customer/client relationship, because they (ELC) never tell us what they want.”

In an area where there are few large established providers, the FE sector also plays an important role, and both Lauder and Jewel and Esk offer a range of services, as well as being involved in some of the local network groupings. Although partners comment on the inflexibility of college provision, there are examples where they offer appropriate support for vulnerable young people. For example, tenants at NCH are taken to Jewel and Esk Valley by bus, where they undertake part time tuition in catering, beauty therapy, hairdressing and motor mechanics.

Jewel and Esk Valley College are also involved in the Social Care Academy, for which they will be providing some of the content and tuition.

4.4 PROFILE OF LOCAL AREA PROVISION

There is consensus that provision in East Lothian is improving and that connections between the various services are also getting better. It is now less likely than it was five years ago for young people with barriers to struggle to find appropriate levels of support. In recent years a host of new provision has been established – some driven at national, others at local level – which have included the establishment of:

- The 15-24 project with three key-workers located in East Lothian
- The Bridges project in Musselburgh
- The Blue Triangle supported accommodation project in Musselburgh
- The NCH supported accommodation project in Haddington
- The Progress 2 Work initiative in East Lothian

There are also plans in the pipeline to extend this further through the addition of the PETE project and the establishment of the Social Care Academy.

These new initiatives have strengthened the offer available to vulnerable young people in the area. The fact that this has coincided with positive steps within the Council³³ has helped make the picture more positive. It is notable that both of these initiatives were driven by national level legislation and resources.

However, as new projects have opened, so others have closed. Jewel and Esk Valley College has withdrawn as a Get Ready For Work provider and at the end of March SAMH will close its woodwork facility in Lammermoor. At the same time as projects are closing, discussions are under way to open new ones – with little evidence of discussion about economies of scale or possible assumption of staff and resources. This reflects an old style local authority ‘we know best’ attitude within some parts of the Council, but is also indicative of the lack of co-ordination and coherence within the authority in relation to employability.

Overall then, the map is patchy, with the majority of provision clustered around Haddington and Musselburgh. Inadequacies in the local transport system mean that coming into these towns from other parts of the county – for example Dunbar or North Berwick – means two bus journeys and a return fare in excess of £5. It was quite clear from our focus groups with young people that without being picked up by car they would be unable to travel to the project. Keyworkers and project staff have in some cases made good use of these car journeys to build their relationship with the young person. However, the point was made that if East Lothian Council issued free bus passes for our target client group many of the half empty buses would be full.

The CS keyworkers continue to be frustrated by the narrow range of provision, and have had several discussions with the Council about kick starting some new developments. To date, few of these have been taken forward, either through failure to secure resources or through lack of commitment. Several organisations commented on some departments’ weak performance in securing funds at a national level, ascribing this to lack of capacity and experience in the bidding area. For example, an ESF submission to ESEP was rejected last year and the Council is facing a 28% cut in its Supporting People budget for 2005/06 because it underbid.

Although there are good examples of partnership working – discussed below – there is also an undercurrent of competition which is exacerbated by the competitive funding models. In an area like East Lothian, where numbers are small, the financial framework does not always promote sharing and openness between providers – and there are cases where this works to the disadvantage of clients.

³³ For example the establishment of a Throughcare and Aftercare team and the development of the Central Assessment Team (youth homelessness team)

4.5 STRENGTHS OF THE AREA – WHAT’S WORKING WELL?

Looking at the snapshot of East Lothian there are a number of evident strengths in the area in relation to employability provision for vulnerable young people aged 16-24. At the local area workshop held on 15th December 2004, participant stakeholders identified the following headline strengths:

- Strong and accessible networks
- Good projects and committed people
- Willingness to respect young people’s preference to stay in their community
- Growth of quality service provision
- Some good formalised structures – e.g. Towards Independence Group - linking housing, health, employment etc
- Honesty and transparency around strengths and weaknesses
- In Education, growing recognition of the value of pre-vocational support
- Pre-vocational support now extending into the disability field
- Proximity to Edinburgh
- Small client base – easy to know those families and individuals who require support
- Sharing of information between partners is good

We would agree with these, and in particular would reinforce the following positive features in the local area:

Joint Working

There are some strong well developed joint working relationships in East Lothian. Many have commented on the area’s compact geography being an important factor in this, and many of the networks operate on a personal as well as a professional level. There is the risk that if someone’s face does not fit then it is harder to do business, and this has been an issue in the past, but overall people see this as a positive aspect of the area.

There are examples of good joint approaches at strategic and operational level. A good example of the latter is the Toward Independence Group which has five sub-groups one of which has a focus on employability and is chaired by Careers Scotland. At the operational level there are a number of good examples including:

- The joint assessment procedures developed by the CAT
- Joint development of resources and tools, as well as joint training initiatives
- Creative approaches to solving transport problems – including free bus passes, mini-bus services and lifts – to ensure that people needing support can get it

Committed people

It is a truism to say that people are the most important factor, but in the case of these clients it is true. This is challenging work, which requires patience, commitment and a flexible approach based on the principle of ‘whatever works.’ In both of our focus groups session with young people, the quality and commitment levels of staff (such as keyworkers and voluntary sector staff) were at the top of the list. They were particularly valued for not being

judgmental, for being open and easy to speak to and for their ability to solve problems. The following quotations are lifted from these sessions:

“They came out for me. I never had the confidence to come. If they hadn’t come and got me, I wouldn’t be here.” (Client A, female, 18 years old)

“Before I came here I was really lost. Now I know I’ve got people who can help me – and who won’t judge me.” (Client B, female, 18 years old)

“Before I came here I’d only been with adults who see young people as a problem. They think that you have nothing to say that’s of value.” (Client C, female, 20 years old)

4.6 WEAKNESSES AND BARRIERS

Our discussions with young people from our target group living in East Lothian identified several weaknesses which were widely recognised in the area. The most important one for them was the poor and expensive **transport infrastructure** which limits their access to opportunities.

At both of our focus groups young people were also highly critical of **the school system** and in particular the guidance staff within them. Two young women who had experienced mental health problems in secondary school spoke of the lack of support they had received and the inability of guidance staff to signpost them to other sources of help. One young woman, who was in care at the time, was told that it was impossible for a girl of her age to be depressed.

For those young people who had gone through the mainstream system, they talked about feeling stigmatised and being made to feel that they were a burden on the school. Staff’s attention was on the high achievers and the trouble makers, whilst those facing problems around family issues, mental health and drug use were given less attention. There was little confidence amongst these groups – some of whom have siblings still in school - that the situation has improved.

Lack of resources was another issue raised in these group discussions. This was discussed at an individual level – where these young people have little money and limited opportunity to earn it – but also in relation to the funding model. Two of the participants with basic skills problems are doing a driver theory course at the Bridges project. As well as providing them with an opportunity to have independent transport at some future point, it is a non-stigmatising way to improve their literacy levels. However, this project is due to end in June with the tutors being made redundant when the NFF ends – if they do not find other jobs before then.

The final issue which young people identified as a problem was the **lack of affordable housing** in the area. Council waiting lists are long – estimated to be 15 years in Musselburgh – and the private rented sector is small and expensive. NCH and Blue Triangle confirm the scale of this problem, which provides difficulties for them in helping tenants to move on. There is also stakeholder feedback which shows that where young people do access a property and start to live independently this often proves to be a hugely difficult point of transition for them. We heard of – and spoke to – several care leavers who had started

training or employment whilst in supported accommodation, but who were unable to sustain this once they started living on their own.

The reduction in support networks – for example someone to make sure that they have got out of bed in the morning – meant that they struggled to maintain the commitment to work or training. This reduced support, combined with the responsibility of maintaining a tenancy, is a tall order for many care leavers and the Throughcare officer has identified this as a key intervention point.

On a positive note, we heard from one care leaver that support from a local project and her social worker meant that she no longer had to worry about all the bills and official letters coming through the door – which had enabled her to continue in her training programme.

Interviews with the wider stakeholder community also identified transport as a key weakness, but it also underlined a number of other areas which require attention, as follows:

In relation to employability support services, the most consistent issue raised in East Lothian was the **lack of leadership and co-ordination**. Although stakeholders agree that there is more money circulating to support these clients, there is a widespread view that it is fragmented and could be used in a more coherent way. Strands of funding come into a range of departments within the Council, broadly aimed at improving the employability of the most vulnerable young people. However, it is difficult to gain a clear picture of the full extent of these resources and, critically, how they complement one another.

No single agency or department assumes responsibility for leading on this in East Lothian. The consequence is a lack of joined up thinking at a strategic level, and duplication of activity on the operational front. Within the Council, although several departments are now heavily committed to the employability agenda, the lack of Economic Development's involvement is notable. Although the department has commissioned a series of studies in recent years, no significant action has arisen from them, and unlike comparable departments elsewhere – including neighbouring Midlothian – the links between economic development and social inclusion are weak.

Although provision has improved, the **employability infrastructure remains weak**. The prevalence of insecure short-term project funding and East Lothian's difficulties in attracting large amounts of external money mean that many projects face an uncertain future – no matter how good they are. This insecurity, combined with the shortage of affordable accommodation, makes it hard for organisations to attract and retain staff, and this is as true of the ELC Social Work department as it is for voluntary sector projects.

There is little doubt that the **current funding model** presents problems for areas like East Lothian. The prevalence of short-term project funding inhibits investment in core funding and infrastructure, and means that the focus is always on developing new and innovative interventions – rather than refining and developing those which have been tested and found to work. The principle of piloting with challenge funding, followed by a process of mainstreaming has not helped to embed an employability infrastructure in East Lothian.

Another difficulty here is the focus on high volumes. In a place like this, numbers are always going to be modest – especially when compared to urban areas – and this is identified by stakeholders as being another brake on development. It is also seen as a failure to understand

the intensity and real costs associated with supporting clients in areas like this where weak transport links require a proactive service.

Finally, despite the strong work ethic and the burgeoning economy in neighbouring Edinburgh, young people facing the most severe problems often **encounter barriers finding work** within the local area. For the majority of businesses, micro-firms with fewer than ten staff, they are unable or unwilling to provide the necessary levels of support these young people need once in work. Within the public sector, although a major employer, there are limited opportunities. It is encouraging to see the proposed establishment of the Social Care Academy in East Lothian, which will respond to the Joint Future agenda and create pathways into social care and health for disadvantaged local people. However, unlike other authorities East Lothian Council has yet to establish a pathway programme which might support our target group to move into local authority positions.

4.7 PRIORITIES FOR CHANGE IN EAST LoTHIAN

We have identified four priority areas for change in East Lothian. On the basis of our review we believe that these will improve the quality and range of support options available to the target client group.

We are mindful that this change agenda combines issues which are national considerations with others that require action at a local level. We return to the bigger picture themes in our concluding section where we draw together the shared messages from the three areas under study and present our overall conclusions and recommendations.

We see the priorities for change in East Lothian to be as follows:

1. Clear and Consistent Leadership

We have identified the lack of co-ordination as a weakness of the current set up. This has been a consistent message from stakeholders in this process, and it is clear that in such a congested landscape the need for leadership and direction is vital. Currently, although there is more money in the *employability system*, it is fragmented across a wide number of agencies and Council departments. As a consequence it is difficult to ensure that funding strands are aligned and working in a complementary way.

Given the extensive involvement of East Lothian Council departments, and its strategic overview as co-ordinator of the Community Planning Partnership, we would see ELC being best placed to lead on this.

We are mindful that other authorities have faced similar challenges. For example, in neighbouring Midlothian corporate level action was taken to bring about the overall co-ordination of employability funding under Economic Development. This has had several benefits – including greater transparency, reduction of duplication and improved sharing of information. A tangible result has been the development of a more effective strategy for attracting external funds, underpinned by these new structures.

Similarly, in the Borders the local authority has been the driver for the establishment of a single Employability Forum bringing together all partners and now facilitated by the Progress 2 Work team.

It will be important that the East Lothian leadership role is agreed and developed at a corporate level, to ensure buy in and commitment across the various authority departments. This process will also provide a clear message to the other local area stakeholders. The principal benefits of such a move would be to:

- Signal that these young people are a priority for the authority and the wider partnership
- Provide a single transparent framework for supporting and developing employability services in East Lothian
- Align the wide variety of employability related funding streams in the area, reducing duplication of activity and creating economies of scale

We are mindful that the authority has recently undergone a restructuring process, and we are not advocating another. To do so would be beyond the remit of our study. However, within the existing structures it would be possible to review the established mechanisms – such as the Towards Independence Group’s Employability sub-group – to facilitate this process. In the first instance we would suggest that this item is considered by the Chief Officers Group, which focuses on Children’s Services.

At the same time we would stress the need for Careers Scotland and SEEL to have a more synchronised approach to employability. This links into our overall conclusion about the role of the Get Ready For Work programme – particularly the Lifeskills strand – which we address at a national level.

2. Promote the role of the public sector as a supportive employer

The public sector is the largest employer in East Lothian, and in some areas the local authority and the health sector struggle to fill vacancies. The establishment of the Social Care Academy in the area is a very positive step, but we believe that more should be done to create pathways into public sector employment for young people facing severe barriers. As we point out in this section, there are now several authorities in the UK which are pioneering work in this area, creatively developing opportunities for disadvantaged local people.

Part of this orientation may include a more active promotion of equality issues. For example, Council staff are currently offered an optional two hour session on Disability Awareness Training. Several stakeholders have suggested that this should be compulsory and should be in much more depth.

At the same time, we have heard that many small firms in East Lothian who would give these young people a chance are deterred by their support needs. The development of a stronger programme of aftercare could be developed and piloted, based upon the extensive experience of provider organisations in the area. This might also lead to the development of a shared placements database, which would avoid the present situation where businesses are contacted by several providers on behalf of their clients.

3. Build local area capacity and provision

We have identified good examples of shared activity and joint working across East Lothian. There is already a good deal of multidisciplinary training which is helpful in creating a shared language across the different professional sectors involved. A lot of this work is relatively new, but it is important because it helps break down the barriers to understanding what others do, and fosters trust. Our work suggests that some professional areas are better disposed to this type of working than others and that in certain key areas, for example in schools, there is a need for more meaningful joint activity.

The establishment of a more coherent approach to employability, recommended above, would support the development of these collaborative approaches.

There has been much comment about the capacity of provision in East Lothian. Externally, there is a perception that there is not much there, but although it is far from perfect we have shown that the picture has improved both in terms of quality and quantity since the early 2000s. We have also spoken about the emergence of a confident, informed voluntary sector, which has had experience elsewhere of being treated as an equal partner with huge value to add to the developmental process. Although some parts of the authority enjoy this type of relationship with the not-for-profit sector, others have a more traditional and limited view of what it can offer. This is a missed opportunity.

Having worked to develop the social economy sector in the area it is important for Council staff to nurture that relationship and to invest in its capacity. This is a win-win situation.

There are a number of ways in which this could be achieved, for example:

- Through ensuring that social economy organisations are involved as full and equal partners in any revised Employability partnership
- By developing a programme of work shadowing to provide Council staff with an opportunity to see how the voluntary sector operates at first hand
- By co-ordinating local area funding bids to ensure that there is read across between project proposals and that opportunities for involvement of other partners are not overlooked
- Developing more formalised monitoring and evaluation procedures – also applied to ELC projects – which form the basis for year on year service improvement

4. Review the Funding Models

The issue of funding is at the end not because it is less important, but because it is primarily a national consideration which we pick up in our overall conclusions. In East Lothian we have been told that there is now more money available to support these young people than in the recent past. However, we have seen projects – some of them delivering a high quality service to very marginalised and vulnerable young people – which are either closing or losing staff due to funding cuts.

We have heard a great deal about the flaws in the current funding models, which include the fact that they:

- Focus on numbers and volumes – which fail to take sufficient account of the levels of additional support required in semi-rural and rural areas
- Are short term and discourage strategic working
- Foster competition and mistrust between providers
- Make it difficult for social economy organisations to invest in their infrastructure

We return to the discussion about funding in our final chapter, where we make recommendations for the Executive to consider.

Case Study 1: John

John is a twenty one year old young man living with his family in Tranent, East Lothian. He has cerebral palsy which affects his mobility and he makes use of wheelchairs, a ‘rollator’ walking frame and walking sticks.

John was referred to the 15-24 project in 2002 by his social worker for ‘personal support over an extended period’ in order to access work experience, employment opportunities and leisure options.

Since being referred, John has taken part in a woodwork group and during 2003 he spent twelve months within an Employment Training Co-operative, where ELVOS provided workplace support. Prior to attending the 15-24 project John had attended two college courses including an Extension Course at Stevenson College. At Stevenson he also attended the Modern Office course (one day per week) and is involved in the Sensory Garden project at the BRITE Centre.

John is currently working through the European Computer Driving Licence via Open Learning and is learning woodworking skills at ELVOS.

Towards the end of 2004 he also had a five day work placement in the Pensions Department of Standard Life.

He has an active social life, including involvement in a local fishing group and membership of the Prestonpans Special Needs Youth Club. At the 15-24 project he has been supported by a mentor who has helped him to access a range of recreational activities.

John’s main issues in accessing future resources are related to continued funding for transport and activities and ongoing support to enable him to take up employment opportunities. He is very keen to work, but concerned about having to take a job which is unskilled and poorly paid.

Young person quote

“15-24 has helped me get out of the house, and stops me going stir crazy”

Parent quote

“Having someone else to speak to regarding his future and knowing which way to turn for their best interest. It is nice not to feel so alone and in the dark about where next to go.”

Case Study 2: Sarah

Sarah came to Bridges in January 2004, aged 17. She had dropped out of school in her third year due substance misuse. The whole family relocated from Prestonpans to Musselburgh to escape a growing drug culture there. This has left Sarah a little isolated with few social contacts. Sarah's father had left the home and had been staying in West Lothian but the relationship between him and Sarah's mother seems to have improved and he is about the home much more frequently lately.

Sarah left school with no qualifications. She persuaded her father to purchase an expensive distance learning course in Psychology which she then could not understand and did not pursue. She is working with Bridges to improve her confidence in order to look at doing a college course in office skills. However, during an assessment with Bridges, it became apparent that her literacy skills were significantly lacking and this has become a focus for a lot of the work she is now doing.

Sarah has taken part in several group activities which has led to a substantial increase in her level of confidence but her timekeeping and attendance have been raised as an issue with her. She is keen to get a job at some time in the future but is not yet able to demonstrate the necessary employability skills.

Issues:

- There is only one agency that deals with drug use in East Lothian and it is based in Midlothian.
- The 15-24 Key Worker in Careers Scotland was unable to take her on as her caseload was full.
- Realistically, there is only one college out of three local colleges that she could attend because of geography and transport issues
- Because she has no entitlement to benefits, her family are supporting her financially and this means that even though there is a regular bus service from Musselburgh, she cannot afford to travel into Edinburgh on a regular basis
- Whilst Sarah has expressed a desire to undertake training in office skills, she has much more aptitude for design, fashion and creative occupations. However, there is little scope for her to pursue this type of work in Musselburgh.
- Sarah has had support in the past from a Psychiatric unit but there is no follow up support because there is a minimal service for young adults in East Lothian.
- Because she is now 18 and not claiming any benefit, she is not registered as unemployed with Jobcentre Plus and therefore does not count in their statistics, which may be used to determine the level of local need for youth services.

Case Study 3: Tom

Tom, aged 18, was referred to Bridges by his grandparents who had heard about us through the local grapevine. Tom's mother had died when he was fifteen and there were problems between him and his younger brother. Tom has marginal learning difficulties and the family felt that they were losing control of him. The family live in a rural part of East Lothian and Tom's father is a farmer. Tom attended the local high school where he achieved English and Maths at foundation level. He had gone to Oatridge College to study animal husbandry but had not sustained this as he could not apply himself to the work.

The family home was on a farm outside Haddington with no bus service. Tom was dependent of his father or grandparents for transport into either Haddington or elsewhere. This has severely restricted his access to opportunities.

He came to Bridges primarily to look at changing his behaviour because his family were very concerned that he would get into trouble with the police for rowdy and anti-social behaviour. It was also thought that linking him to the preparation for the driver theory test would help to focus him on employability skills and would open up greater opportunities for him to be able to access East Lothian services. It was also felt that working with Bridges would enhance his level of self-esteem.

Tom got a job as an assistant joiner but could not attend regularly and demonstrated an inappropriate attitude so lost this job after a few months. He then took on some voluntary work in a charity shop sorting clothes but this again only lasted a couple of months. Soon after he started to work with a local fencing contractor as a labourer. He has managed to sustain this so far.

Issues:

- It was felt that Tom would have benefited from some bereavement counselling but, although Cruse has a limited local service, this was unavailable because there were not sufficient volunteers to give him a service.
- Tom's access to **any** services was extremely limited because of his rural home setting. Transport was non-existent and Tom's father was generally too busy on the farm to take him anywhere during the day when most service provision is available.
- Tom has taken on a low paid, low skilled job, which means he still cannot afford either his own transport or to move away from home so he is stuck now.
- Although Tom could have considered a move to Musselburgh if he had a job with an income that would have allowed it, he would not have done this as he wanted to stay in his home area. This is typical of many young people who want to stay in their own communities but either cannot afford this or cannot access affordable housing.

CHAPTER FIVE LOCHABER

5.1 INTRODUCTION

Lochaber is located in the south west of the Scottish Highlands. It is a large geographic area of 4,450 square kilometres, but with a population of only 18,470. It is dominated by the central town of Fort William, but incorporates a range of outlying communities, stretching to Mallaig in the north west, in the west to the Ardnamurchan peninsula and the islands of Mull, Eigg and Rum, the “industrial villages” of Ballachulish and Kinlochleven in the south, and the south western Morven Peninsula.

This geography plays a key part in understanding the nature and challenges of service delivery in the area. Whilst not an “island”, there is a sense of a similar disconnectedness, with the Glasgow conurbation over a 100 miles south, and Inverness approaching 2 hours travelling time north. This sense of remoteness understandably increases the further individual communities are located from Fort William.

In general, the population is in decline, another key issue in service responses, with a 3% fall recorded in the 2001 census. This varies considerably in the summer months, with a large influx of tourists, and approximately 1,200 incoming workers to meet the demands of this industry. This coincides with major concerns about the loss of young people to the larger urban centres.

In addition to tourism and the general service sector, the areas main employment sectors are in paper making, aluminium smelting, aquaculture, fishing, agriculture and quarrying. Whilst 4 main multinational companies provide significant employment, over 80% of local businesses employ fewer than 25 people.

Registered unemployment is relatively low in Lochaber at around 2.5%, and approaching 50% of school leavers enter jobs (twice the national average). But these apparently positive figures mask a number of underlying challenges:

- the shortage of skilled labour in some key private and public sector agencies
- the low skilled, low-waged, and seasonal nature of many available jobs – particularly for labour market entrants
- over 900 people of working age are on inactive benefits
- many of the jobs are focused in the Fort William area, with shortages in some of the more outlying communities.

All of these issues have considerable significance for this report.

Relative levels of deprivation were reflected by the award of SIP status to three areas in Lochaber – upper Fort William; Kinlochleven, and Ardnamurchan.

5.2 TARGET GROUP SNAPSHOT

Introduction

Most of the general information about the 16-24 year old age population and levels of economic activity within Lochaber is again drawn from the 2001 Census. Information available at a local authority level was not generally available at the Lochaber level, however data relating to some of the key client groups of young people is taken from a range of locally based sources. Again, the picture here is an indication of the potential level of demand for employability and support interventions in Lochaber.

Population

In 2001, there were 1,648 young people aged 16-24 in Lochaber, representing 12% of the total population aged 16-74. This is lower than the national average of 15% of young people. Those aged 16-19 made up just under half of the group.

Table 5.1: Age and gender breakdown of the 16-24 year old age group in Lochaber, 2001

Age	males	Females	Total	% of total population
16-17	247	207	454	3.3
18-19	164	163	327	2.4
20-24	469	398	867	6.3
Total 16-19 population	411	370	781	5.7
Total 16-24 population	880	768	1648	11.9

Source: 2001 Census

Economic activity

Of the total 16-24 population, 1,300 (78.9%) were economically active and 348 (21.1%) economically inactive. This compares to an economic activity rate of 69.4% of the total population aged 16-74 in Lochaber, and is significantly higher than the national rate of 68.6% of economically active young people across Scotland. Table 2 below gives a breakdown by age group and gender of economic activity and inactivity levels. In terms of those who were economically inactive, those who are classed as inactive for “other reasons” (ie not retired or students) are highlighted. This group includes those young people not working due to having caring responsibilities at home, or because they are permanently sick or disabled.

Table 5.2: Age and gender by economic activity, Lochaber, 2001

All people Age	Economically active		Economically inactive	
	Total	unemployed	total	Other inactive
16-17	263	23	191	13
18-19	280	34	47	28
20-24	757	61	110	97
Total 16-24	1300	118	348	138
Males Age	Economically active		Economically inactive	
	Total	unemployed	total	Other inactive
16-17	247	17	105	4
18-19	164	17	15	9
20-24	469	42	31	25
Total 16-24	880	76	151	38
Females Age	Economically active		Economically inactive	
	Total	unemployed	total	Other inactive
16-17	121	6	86	9
18-19	131	17	32	19
20-24	319	19	79	72
Total 16-24	571	42	197	100

Source: 2001 Census

Key points:

- A total of 256 young people aged 16-24 in 2001 were either unemployed, or were classed as economically inactive for reasons including caring responsibilities or sickness/disability. These accounted for 15.5% of young people in this age group in Lochaber, the same as the national average rate
- A higher proportion of young women (13%) than young men (4.3%) were classed as inactive in the labour market due to reasons which included home or caring responsibilities, or sickness/disability. Census data tells us that a total of 66 young people in 2001 were inactive because of home or caring responsibilities and 17 due to sickness/disability³⁴
- Looking in further detail at those young people not working in 2001, a total of 182 had never worked³⁵, accounting for 11% of the population in that age group (18.4% in Scotland). The majority of these were aged 16-19 years of age, although will include all groups of economically inactive young people, including those classed as students

Unemployment

- 65 young people aged 18-24 were unemployed in Lochaber and claiming JSA in December 2004 (rate not available), the majority of whom had been out of work for less than 6 months

³⁴ 2001 Census Theme table on Young People (does not give the gender split)

³⁵ 2001 Census Table S41 Sex and economic activity and time since last worked by age

Table 5.3: JSA Claimants by Age and duration

	December 02	December 03	December 04
Age 18-24, > 6 months	5	0	5
Age 18-24, < 6 months	60	70	60
Aged 19 and under	25	35	25

Source: NOMIS, claimant count by age and duration, December 2004

Young people Not in Employment Education or Training (NEET)

- The 2001 Census indicates that in 2001, 12 % of 16-19 year olds in Highland were not in employment, education or training, slightly lower than the national average of 13%
- More recent data from the 2003 Labour Force Survey indicates that the level of NEET young people in Highland is around 1,000 (7.3%) (this data is below the reliability threshold and should be treated with caution)
- NEET data at the Lochaber level is not available

School Leaver destinations

Table 5.4: Destinations of leavers from schools in Lochaber : 2003-04

School	leavers	f.t. higher educ		f.t. further educ		training		empl		Unemp seeking empl or training		Unemp not seeking emp or training	
		no	%	no	%	no	%	no	%	no	%	no	%
Lochaber	201	44	22	22	11	0	0	100	50	12	6	14	7
Mallaig	28	7	25	5	18	0	0	13	46	**	**	**	**
Kinlochleven	18	**	**	**	**	0	0	10	56	0	0	**	**
Ardnmurchan	**	0	0	**	**	0	0	**	**	0	0	0	0

Source: Scottish Executive, Destinations of leavers from Scottish Schools 2003-04

- Around 250 young people left schools in Lochaber in 2003/04, although because of the small numbers, much of the destinations data is suppressed due to confidentiality thresholds. However, we can see that whilst the majority of the group were either going on further or higher education, training or employment, at least 13 were unemployed, 6 of whom were seeking employment or training and 7 who were not looking for employment or training at the time.

Young People with low educational attainment levels/no qualifications

- A total of 210 young people aged 16-24 in Lochaber in 2001 (12.7% of the 16-24 population) had no qualifications³⁶ (11.6% in Scotland)

Young people who are homeless/at risk/leaving care

- In 2003/04, a total of 2,050 households applied to Highland Council as homeless., nearly a quarter of which (479) were from people under the age of 25.

³⁶ 2001 Census Table S204 Sex and age by highest level of qualification

- 14% (284) of applications were from households in Lochaber, and of these, 59 applications were from single people under the age of 25, representing 21% of Lochaber applications
- 40 young people aged 16-17 left care in the Highlands in 2003-04. Of these, 25% had no qualifications

General Health

- From the 2001 Census, 84% of young people aged 16-24 in Lochaber considered themselves to be in good health. 216 (13%) said they were in fairly good health, while a further 41 (2.5%) felt their health was not good. Of the total 16-24 population, 84 young people (5.1%) had a limiting long term illness in 2001.
- The Census also showed that there were 49 young people who provided some form of unpaid care, mostly between 1-19 hours a week, but 9 young people had caring responsibilities of between 20 and 50 hours a week.

Drugs Misuse

- In 2003, 85 new clients from Highland were reported to the Scottish Drugs Misuse database for the misuse of drugs. Of these 34% (61) were under the age of 25

Teenage Pregnancies

- The number of teenage pregnancies amongst girls and young women aged 13-19 in Highland in 2002/03 was 314 (a rate of 38.3 per 1,000). 25 of these were among young people under the age of 16

Young people with learning disabilities, mental health problems, and with physical or sensory disabilities

- The Scottish Executive³⁷ suggests that that 3-4 people in every 1,000 have a profound or multiple learning disability and that 20 in every 1,000 have a mild or moderate learning disability. These prevalence rates would suggest that there may be around 5 or 6 young people aged 16-24 with a serious learning difficulty and around 33 young people with a mild or moderate learning difficulty in Lochaber
- Similarly, prevalence rates for people with mental health problems suggest that approximately 300 people in every 1,000 experience mental health problems every year, of whom 230 visit their GP, and from this group, around 102 are diagnosed as having a mental health problem. On this indication, there may be around 170 young people in Lochaber who have been diagnosed as having a mental health problem and a further 326 who have experienced a mental health problem

³⁷ Scottish Executive "The Same as You", 2000

Young people who offend

- Criminal justice figures for Highland show that in 2003 a total of 492 social enquiry reports relating to young people under the age of 25 were submitted to the Courts. 259 of these reports resulted in a Court Order
- The Lochaber Area Development Plan 2004-06 refers to 40 persistent young offenders reported between April – September 2003

Young people claiming benefits

Table 5.5 Young people claiming key benefits, Lochaber, 2003

JSA Claimants		IS claimants		IB claimants under 30 (2002)	IB/SDA claimants under 30
Under 20	20-29	under 20	20-29		
5	15	25	125	60	80

Source: DWP, Neighbourhood Statistics

- New data shortly to be published by the DWP, will give a breakdown by age group of claimants of key benefits in 2004 at local authority and ward level in Scotland. Unfortunately 2003 data does not provide data for the 16-24 year old age group (other than JSA), but it indicates that around 250 people under the age of 30 were claiming JSA, Income Support, Incapacity Benefit or Severe Disability Allowance benefits in Lochaber in 2003

Conclusions and Distinctive Characteristics

Whilst data on young people at the Lochaber level is fairly limited it can be seen that although proportionately slightly lower than national averages in most groups, the relative levels of target group clients is not dissimilar to the overall pattern in Scotland.

Reflecting the conclusions relating to the other study areas, we can not easily quantify the numbers of young people who are most disengaged in Lochaber. There are however a considerable proportion of the population of young people in the area who are vulnerable or at risk.

Our process involved two group discussions with young people in Lochaber – recent recruits to the new GRFW programme now delivered by Lochaber College, and with two young people engaged by the Lifestyles housing project.

The former group reflected the nature of the labour market in Lochaber, and most had some previous experience of short term employment in low skilled and primarily low waged jobs. Most of the young people sensed it was relatively easy to get some kind of work, but a strong sense of the temporary nature of this was evident. Most of the group had not been active in any way over the previous few months, which had coincided with the mid winter period. In terms of future prospects, whilst the group were positive about their early GRFW experiences, a significant percentage (more than half) saw their future employment prospects outwith Lochaber.

The 2 young women involved in the Lifestyles project had experienced very significant housing difficulties – for one these had been resolved, but another had been living in B&B

accommodation for over a year. Encouragingly, with help from Lifestyles, the former had now accessed employment, and was positive this represented a major breakthrough.

Both discussions reflected, in different degrees, significant issues with housing, and this is reflected in statistics demonstrating a very serious problem with affordable accommodation. It is a very obvious threat in terms of further depopulation, particularly of young people.

Distances are another unsurprising issue in discussions with the young people with two dimensions (a) the remoteness from the major urban centres of lowland Scotland, and (b) the remoteness of some of the outlying communities from Fort William. On the latter, however, young people from these communities had a stronger sense that travelling large distances to services or jobs was simply a “fact of life”. It was notably contrast, for example, with the unwillingness of young people from Drumchapel to travel to the centre of Glasgow.

5.3 KEY PLAYERS – ROLES AND RESPONSIBILITIES

Highland Council

Lochaber forms one of six decentralised local service areas within Highland Council, which by some distance is the largest geographic area covered by any Council in Scotland. The overall issues in Lochaber, of large areas and relatively sparse population, are mirrored across all parts of the authority, with the exception of the significant urban conurbation around Inverness.

A wide range of Council services are central to the challenges addressed in our research. The most important of these are summarised below.

As a corporate identity the role of the local authority is different from all the other interventions detailed - the Council seeks to support the economic and social wellbeing of all of its citizens. It is of central importance that local authorities, more than the other partners, have to honour statutory entitlements in areas such as Social Work, Housing and Education. For many of these services, it is “where the buck stops”. Linked to this, the Council is also central to, and commonly the lead in, a range of partnership structures critical to the employability challenges for the young disengaged. As an organisation its importance to this agenda cannot be underestimated.

This section identifies six key Council or Council led interventions:

- Social Work
- Schools
- Community learning and leisure (incorporating youth work)
- The Highland Wellbeing Alliance (Social Inclusion Partnership)
- The Drug and Alcohol Action Team (DAAT)
- The “economic development” function – currently reorganising between the Chief Executive’s and Planning and Development Departments

Social Work is the lead Council Department in terms of supporting particularly disadvantaged children, young people, and their families. It is a pivotal part of the support infrastructure, and on occasions the sole point of contact for many disengaged people. In

addition to a range of statutory responsibilities for the client group, Social Work is also central to a range of related partnership strategies, and commissions key services – mainly from the social economy sector.

Within the department, the main section of relevance is Children's Services, which leads on responsibilities to looked after children, young people with disabilities, and on criminal justice. All of the interventions for these groups increasingly seek to address client employability support needs, recognising this is a main ingredient for many of a sustained improvement in the quality of life.

Much of the provision is now planned in partnership, and the focal co-ordinating point is increasingly the Area Children's Service Forum (ACSF). The precise role and nature of this is considered further in section 5.4.

The ACSF has been the key driver for the development of a new "off site" integrated service project for young people struggling to maintain a meaningful school experience in the latter stages of compulsory education. It is based closely on the "Bridge" project in Inverness, and will offer an integrated, full time alternative curriculum intervention for young people who previously had no option but to move to residential provision if excluded from school. The off site provision has been developed through a sub group of the ACSF with the key drivers Social Work, Lochaber High School, Careers, Health, and Community Learning and Leisure. The local Police are also involved. Resources have been accessed from Social Work, "Determined to Succeed", and Education.

The young people referred to the initiative will receive a balanced alternative programme, with a significant emphasis on employability skills, and labour market progression. Critically within this, work experience will be offered. It is acknowledged that many of the participants would commonly miss out on this type of opportunity in the mainstream school setting.

In addition to providing a key service, and filling a gap in local provision, the process of the development of the off site provision is important. It emerged, and will continue to be managed, by an interagency group of the ACSF – demonstrating a practical partnership based commitment to the needs of an excluded group.

Social Work also operate the Youth Action Team, based in Lochaber High School. This team's focus is on managing offending and substance misuse amongst young people aged 12-18. Links are established for the upper age cohort with the Careers Scotland Key Worker, and if appropriate to Get Ready for Work (GRFW) provision. Links between this team and the main "onward journey" agencies are developed, but as is the case across much of the Lochaber network, common understanding and information sharing activities could be strengthened.

Social Work is a partner in Lochaber and across the Highlands in a comprehensive good practice agreement with Careers Scotland. This is a significant document as it contains joint commitments to work together and offer a service to young people with disabilities, and care leavers. As the name suggests the agreement is "good practice" and covers in some detail:

- Common principles in approach and standards across Social Work and Careers staff
- Clear aims and outcomes, covering: the sharing of early intelligence; linked information systems; an agreed common assessment framework; networking between key staff; and joint review and training
- Processes for the identification and engagement of young people in both targeted categories
- Area based (Lochaber), and strategic level (Highland), reporting arrangements

Full application of all elements of the agreement are not in place, and the reporting processes are more evident strategically than locally.

The Social Work Area Children's Manager chairs the local Drugs Alcohol Action Team (DAAT), which in turn links to the Highland wide structure. The importance of employability is recognised in this interagency grouping, and is demonstrated in practical terms by the recent sponsorship of the new Pathways to Employment initiative, considered further below.

Social Work also link and sponsor some important elements of the social economy/voluntary sector infrastructure. Central to these links, and recognised by the Department as critical, are the Shirlie project, and the Lifestyles Housing project.

Social Work across the Highland Council area sub contract their statutory requirements to provide services to young people leaving care to Barnardos. This relatively new service represents a significant new investment by the Council, and is supported at present from the Changing Children's Services Fund. A dedicated Lochaber worker is now located in the same premises as the Streetwork project.

The Council's statutory duty is to provide "advice, guidance and support" to care leavers until the age of 19, and the authority has the option to extend this period of support until 21. A major issue for many supported is access to employment, training or education. The Scottish Executive requires that all young people supported are assessed through the recently introduced "Pathways" framework, from which action plans and review processes follow.

As a new service in the area, operating on a singleton worker basis, Barnardos recognise that good networking with other agencies will be central to effectiveness. Some good links are in place, but there is little evidence of a co-ordinated system.

Barnardos, with many other agencies in this field of work, are concerned at the statutory and optional age cut offs of 19 and 21. It notes that in England, support is now being developed up to age 24. The title of a seminal work on support to care leavers sums up the case for longer term support – "Still Weans".

A final issue of consequence in considering the Social Work contribution to the agenda is the very serious recurring problem with recruiting and retaining suitably qualified staff. This is hampering the service, and placing enormous pressures - acknowledged by department managers and noticed by partners. For example, in the course of this research the nominated contact from the Youth Action Team was relocated to "mainstream statutory provision". This could present problems for future employability work if it is viewed as somewhat on the fringes of wider Social Work provision.

A sub group of the ACSF has been established specifically to identify potential solutions to the staffing problems, these include a “grow your own” initiative to train local people.

The growing importance of **schools** to the youth employability agenda is widely recognised in Lochaber. Whilst the starting point of this study suggested a focus on the 16-24 year old age range, it is very apparent that this is potentially a false divide; current and future policies require to build on the importance of earlier intervention activity to reduce the “flow” of young people into the disengaged category in their late teens and beyond. The consensus amongst all consultees on this issue was very noticeable; it is an essential element of the future policy response.

Lochaber has four secondary schools – Lochaber High in Fort William, and at Kinlochleven, Ardnamurchan, and Mallaig. The former of these dominates numerically with over 80% of all pupils in the area, and this research concentrated on its activities.

The school rector is well informed and committed to the wider employability agenda, and in particular on the support needs of young people most at risk of exclusion, truancy, or failing to realise their potential. He has been actively involved in the development of the off site service, and confirms the importance of this to the local inclusion agenda. The school also lead on a Parent Partnership Project which works with around 20 young people and their families. This is targeted at young people who may be at risk of failing to progress in labour market terms, and recognises the importance of working within the family unit. The school also house and support the Youth Action Team.

At present, there is a group of habitual truants, perhaps 5-10. Some continued contact is attempted through home school tuition, but realistically at present they are mainly “lost” to the education system.

In terms of wider partnerships, the school recognises developing links with the Shirлие project, and contact with Voluntary Action Lochaber.

The Council’s Education Department also incorporates the **community learning and leisure** function, which has lead responsibility for youth work services. The core function of this service is the development of learning opportunities for people of all ages, but with a particular focus on young people. This service sponsors and delivers youth outreach services, including the Streetwork project, and runs a series of centre based services and youth clubs. Significant emphasis is placed on outreach provision, utilising local halls, and the College outreach centres.

Employability is a key focus – with links between this and other forms of learning key. In particular, it is recognised as a critical part of the package of keeping young people in Lochaber. Barriers to a better service offer include transport, and the need to recognise that not all provision can be delivered on an outreach basis. Ensuring equity of access for all Lochaber’s young people remains a problem.

Community learning and leisure is a key partner in the offsite service development, and endorses its relevance and importance.

The **Highland Wellbeing Alliance** is the local Social Inclusion Partnership (SIP), which like all SIPs, ends in its current format in March 2005. Three of seven areas in Highland were

designated in the late 1990s as eligible for SIP activity – Upper Fort William, Kinlochleven, and Arnamurchan. The SIP has been responsible for planning and funding a series of responses in these communities, and in each has sponsored key youth development activities which have included significant links to employment and training. In addition, the SIP match funded an ESF training and employment focused “Next Steps” intervention for young people. This has now been incorporated into the new Lochaber College employment division.

SIP support has been a key part of the service infrastructure, and disappears in March 2005. None of the Lochaber areas now qualify as within the 15% worst data zones calculation, and thereby will not have access to the successor Community Regeneration Fund. Discussions are underway as to the future of SIP supported activities, and there is optimism that the youth based services will continue in some form, and with an increased emphasis on contributing to a reduction in NEET levels. Within this package, which would place ongoing funding with Community Learning and Leisure, there is an aspiration to find a longer term funding solution for the Streetwork project. The future of funding to the Lochaber College employability programme is less certain, and further discussions are planned.

The new mainstream funding will not by itself enable the continuation of former SIP activities at current levels. But new and related funding for the area is also expected for integrated children services. It is not immediately apparent where discussions on these developments converge.

The final key Council player with regard to youth employability is the **economic development function**. This will be split from early 2005 between the Planning and Development and Chief Executive’s Department. This has potential implications for the future of Community Planning, and is returned to below.

The services delivered by economic development are somewhat remote from the needs of many of the young people prioritised in this study. Primarily they involve support work with employers, and grant based support at the point of engaging or seeking to sustain labour market engagement. These are not unrelated to the needs addressed elsewhere, and clearly have a part in the ongoing support continuum, but links will tend to be through traditional economic development structures.

One potentially more significant development led by Highland Opportunities (an economic development company owned by the Council) is the Working for Families Initiative. But at this time, Lochaber is not an area designated for the funds use in Highland.

Careers Scotland

Careers Scotland (CS) is widely recognised in Lochaber as a central part of the infrastructure to deliver a co-ordinated service package. Its services and staff connect to virtually all other elements and structures in some way, and probably more so than is the case for any other single intervention.

CS staffing in Lochaber is set to increase as part of the overall Highland new business model. These staff are based at Lochaber College in Fort William, but provide a wide range of outreach services from locally based learning centres and schools. Ensuring support to all young people, irrespective of location, is recognised as a significant challenge.

The CS service offer includes a range of: “mainstream” career planning support; a placing service to employment, training and further education; and intensive support to young people with additional support needs. The latter part of this service offer is led by a Key Worker, with additional staff resources now being focused further on young people with additional support needs. This involves identification of these young people, intensive work to support them into an opportunity, and ongoing tracking. The full introduction of the Insight system will be of use in supporting this latter element, but its potential is as yet largely unrealised.

CS has defined a clear service prioritisation profile. This recognises the importance of targeting service provision on the disengaged group. Listed as a “high priority” for support are:

- Young people out of work, under 19 and NEET
- 19+ out of work and NEET, with additional support needs
- The future workforce (school S2 – S6 and FE students) at risk of becoming NEET

CS continually track key data on the client groups. Most notably the NEET statistics. These average between 10 and 30, dependant on the time of the year. The type of issues identified as important presenting barriers for the group are the normal: poor school attainment; substance abuse; criminal records; family breakdowns; and care histories.

CS staff are involved in a range of important partnership activities. They are represented on all the key co-ordinating structures, have a formal agreements with Social Work on protocols for priority groups, and contract Lochaber College to deliver baseline careers support at outreach centres. This includes encouragement of the use of self help materials, website referrals, and some limited front line advice.

CS has established a wide network of referral points in recognition of the need to work closely with other agencies to both engage and progress clients. These are particularly important for the NEET group, recognising that many of these young people do not readily attend Careers on a regular basis. The agencies detailed elsewhere in this report form the key liaison points. A particularly strong piece of partnership working, which embeds the approach, is the joint training undertaken with the Shirlie project. This involves both information sharing, and the development of skills and understandings in the “Vocational Profiling” model successfully developed by Shirlie as part of its supported employment package.

CS are integral to GRFW as the key referral point. Delivery of this has recently changed in Lochaber, with the contract switching from Nevis Training to Lochaber College. In the transitional period, some difficulties have been encountered, and numbers have been low. For Careers this has resulted in less contact with a number of people in the NEET group. Future delivery arrangements are now resolved, but CS staff have some concerns that the proposed new College model will not cater appropriately for the more disengaged young people: it is potentially too structured, and job focused in the short term. This, for CS, has to be augmented by a more flexible approach for those further from labour market progression. Staff are attracted to the model of the “Right Directions” programme operated in Caithness

and Sutherland by Careers and SCVO, which combined: a facilitating support worker; social economy work placements; and use of a discretionary budget³⁸

CS consider the nature of the Lochaber labour market to be a very significant issue. Whilst the proportion of school leavers into jobs is high at around 50%, this disguises the type and nature of many of these jobs – seasonal, low skilled, and low paid. They offer limited scope for career development or training, and are seen as unattractive by many young people. Over time, there is a concern that this scenario will lead to further youth depopulation.

Like Social Work, Careers have experienced difficulties in recruiting suitably qualified staff: and trainees have had to be used more than is ideal in front line service delivery. This is being addressed at present by staff development initiatives, and a fully skilled staff complement is anticipated soon. This situation could of course alter if there are any retention issues.

Jobcentre Plus

Jobcentre Plus (JC+) operates from an office in central Fort William with 6 FTE staff. It has a limited role in supporting services to the under 18 age group, offering access to benefits on hardship grounds but viewing the main input for young people as coming from Careers Scotland.

The main programme for 18-24 year olds is the New Deal. This is viewed as having been successful in Lochaber. Participant numbers are now low (between 5-10 at any point), reflecting the general reduction in JSA claimants.

The major future challenge for JC+ is the Government drive to encourage significant numbers of people on IB to return to the labour market. This is in line with the JC+ overall aim of “work for those who can, support for those who can’t”

In early 2005, just over 900 people in Lochaber were on non active benefits. A trawl of records (based on such as the level of DLA), indicated that just over 400 of these may have realistic options/aspirations to work if the right support mechanisms were in place – 56 of this group were aged under 30. The targeted group was individually lettered and invited to a JC+ open day in early February. At this, individual aspirations would be matched with accurate benefit advice, and the options for a range of customised support packages delivered by partner agencies. This would then link to a jobs fair in March, and a Careers all age event in June.

This process is instructive. In many ways it demonstrates a good partnership model, grown from a practical requirement to act. JC+ recognised that by its own efforts alone few people would attend, and sought to engage partner agencies who may have contact/credibility with the group. These agencies were then encouraged to actively promote the open day, and where appropriate attend and offer appropriate ongoing support. JC+ built on the importance of key traditional partners such as Careers, the College, and Lochaber Enterprise, but recognised that a much wider range of contacts needed to be engaged across more socially based interventions in the public and social economy sectors.

³⁸ The experiences of Right Directions and other similar interventions, and their implications for future GRFW delivery, are currently being considered by HIE.

JC+ reflections on the experience are useful. Primarily they had to construct the wider range of contacts through internal brainstorming of individual staff knowledge, and were unaware of any structure or network which could immediately provide the information. As the process developed, they became increasingly aware of the much wider range of groups with connections to the targeted people. It reinforced that links with immediate partners were good, but that to engage with a new client group some of the current referral mechanisms required to be extended.

From this, and other developments, the JC+ manager sees the priority in moving forward further partnerships for the more disengaged as joint training and information sharing, with a strong emphasis on the use of case histories.

National Health Service

The importance of connecting employability and health for disengaged young people is now widely acknowledged at a policy level. The translation of this to practical local action and joint working is less apparent, and in this regard Lochaber is no exception.

Some good connections are in place:

- Health services are represented in the Area Children's Services Forum, they are involved in the new Lochaber High School off site provision, and represented in the new College Employability Advisory Group
- Good links are apparent between some health practitioners in mental health teams and addictions, and examples were cited where people engaged through these services had accessed ongoing employment services which had resulted in positive client progression
- The health sector is part of the DAAT, and was central to the process of establishing the Pathways to Employment initiative
- Some health practitioners sight good links with Voluntary Action Lochaber, recognising volunteering as a stepping stone to employment

But overall, the sense in Lochaber is of random health service input, and a limited commitment to funding employability interventions. Reasons for this seem to include a sense that it still remains "someone else's" agenda, and the demands of a wider change. For example, the role of GPs in the IB policy drive is recognised, but this does not immediately connect to their new contracts, and the range of other new targets set for health practitioners tend to remain clinically based – immunisation drives, sexual health clinics, cancer initiatives etc. In this context, employability can quickly lose priority.

The sense of "win-win" in working on employability issues with some medical practitioners is limited; whilst health gains are recognised these can be seen as longer term worries in comparison with other more immediate targets.

Structurally, Lochaber is now to be a part of the mid Highland Community Health Partnership. Based in Dingwall, this covers a much larger area, and may make the engagement of strategic staff at a Lochaber level more problematical.

Lochaber Enterprise (LE)

Lochaber Enterprise's main connection to the targeted groups covered in this research is its role in managing and funding the GRFW programme for young people with additional support needs. Since its introduction in 2002, GRFW in Lochaber has been problematical, with difficulties encountered in attracting suitable delivery capacity. An innovative approach involving CS was tested, and thereafter Nevis Training based in Aberdeen took responsibility for the contract. This responsibility has now transferred to Lochaber College's new employability division.

The historic issues of GRFW have largely been based on the small numbers on the programme, and the relative remoteness of the Lochaber area. It has simply not been seen by many providers as a viable financial option, especially given the historic unit cost payment structure. LE projections for 2004/5 estimated a total of 20 starts across the year, but by Christmas only about half of these had been realised³⁹.

The new delivery at Lochaber College seeks to address these problems by incorporating GRFW provision within a wider all age employability programme. This aims for economies of scale, whilst retaining an approach based on the development of customised individual packages. It is a sensible concept, and necessary in an area with Lochaber's demographics.

Some issues in the new delivery require to be monitored as the programme unfolds. Lochaber College are very clear the intervention is jobs focused, and that some level of structure is essential. For the right people this is the right approach. But for other more disengaged young people, other earlier interventions may be required if they are to reach the point where they can benefit from the College approach. This concern is echoed by Careers staff, and reflected in the historic experience of GRFW by other service providers detailed in this study.

This is a complicated issue: in short, who is GRFW for? HIE has recently undertaken detailed research on this issue which seeks to tease out partner responsibilities and the precise way in which the "guarantee" to NEET 16-17 year olds can be delivered in future. The outcomes of this work, which ties in closely with the Employability Framework development, may impact on future LE interventions. We return to these issues more generally in the concluding section.

Providers

Lochaber College is based in Fort William and has a network of 5 local outreach centres. The College is a part of the UHI rollout.

Established to create local delivery capacity, the College now holds a range of training contracts with Lochaber Enterprise (TFW and GRFW), and Jobcentre Plus (New Deal). It has also received funding for training from the SIP.

A significant recent development has been the establishment of an Employability Division to consolidate and further develop generic, all-age, job focused, and customised interventions.

³⁹ The change of contractor will have had some role in depressing this figure.

The division's approach recognises the need to work with clients, employers, and other agencies.

The Employment Division is supported by an emerging advisory group. Three meetings have been held to date, and the interagency membership is still growing. The group aims to provide some level of co-ordination across partners, and to establish integrated programmes which offer economies of scale and value for money. The role and nature of this group in the wider strategic context is returned to below.

Inverness College also offer a limited range of direct services from the Lochaber College base. These include a supported learning course – Skillsbuilder – aiming to assist people with mental illness problems to enter jobs in hairdressing and childcare.

The Lifestyles Project has been established for approaching 2 years, and is funded through Council accessed “Supporting People” funding. It aims to help homeless young people to manage the transition to independent living. Staff within the project work with young people to co-ordinate and sequence an integrated package of support covering finance, motivation, and access to employment and training opportunities.

Pathways to Employment was established in 2004, and developed from discussions within the DAAT. It is funded by the Big Lottery, the SIP, and Social Work to support people aged 20+ with drug and alcohol problems to engage with the labour market. It is line managed from the Social Work Department and its services are provided by a full time co-ordinator supported by a team of volunteer mentors.

Volunteering Highland Lochaber is the local part of a Scottish network of volunteering bureaux. It matches volunteers to appropriate volunteering opportunities. This approach recognises that for many disengaged people a volunteering placement can provide a bridge back to formal labour market engagement. VHL contracts with JC+ to provide a mentoring service for the New Deal – this is supported by a network of 12 mentoring volunteers. VHC is well connected to the wider infrastructure, and involved in some key interagency forums.

The Shirlie project is a social economy supported employment organisation active for some years in the Highlands, and recently engaged by Social Work to provide a specific service in Lochaber. Shirlie has developed a comprehensive package, with high quality support and guidance materials. Shirlie delivers the effective “Prospects for Work” programme as part of the Scottish Executive funded and Careers Scotland managed supported employment pilot initiative. This approach has the important dimension of building capacity across partner agencies, including interagency training on the “vocational profiling” process. In partnership with Careers, Shirlie is also cross referencing vocational profiling, the CS Client Assessment Framework, and the employability action planning process, and is keen to develop links to the school's National Record of Achievement framework. The Shirlie project approach is rooted in a self empowerment model which focuses on what people “can as opposed to can't” achieve. It cites very significant success levels in moving disengaged young people into sustained labour market outcomes.

Across the Highlands, the Shirlie Project relies at present on 13 different funding sources.

Streetwork – the Lochaber Streetwork project seeks to engage vulnerable and disengaged young people by means of detached street work on a number of evenings per week. From

this initial contact, a number of other interventions are offered aimed at developing the young people in a range of ways. Large numbers of young people are engaged through this process – sometimes up to 70-100 people a night. The Streetwork project links closely to a range of other initiatives, and recognises that progressing some of the young people engaged in terms of employability is a key part of the support package. Common to many projects, whilst there are a range of good links, Streetwork feels disconnected from some key structures, and has a limited sense of the “bigger picture”. Long term funding for Streetwork is being considered as part of the wider post SIP funding discussions.

Lochaber Rural Education Trust, another social economy organisation, plans to open the Lochaber Rural Skills Centre in May 2005. This development, which has received £150,000 in Scottish Executive funding, will seek to develop traditional skills in young people from disadvantaged backgrounds. It aims to connect young people to sustainable future labour market opportunities.

The list in this section is unlikely to be comprehensive: other initiatives have been mentioned in the course of our research which may be of relevance. Equally significant in terms of key messages are comments such as “I’m not sure if that still exists”. Practical mapping, as Lochaber and our other case study areas highlight, is an ongoing process that may never end. It is important, but it is far from clear, who is responsible for its ongoing application.

5.4 PROFILE OF LOCAL AREA STRUCTURES AND PROVISION

The previous section has summarised a busy local picture of considerable relevant activities, which all seek to address in varying degrees the employability needs of disengaged young people. These are provided by a wide range of agencies and organisations.

Before reflecting on the key messages, two obvious questions require consideration within this complex picture:

- How is support planned and co-ordinated across the various interventions?
- Is there any form of “map”/information mechanism which enables everyone to understand all the respective roles, and connections?

With regard to the latter, this study in itself is intended to help. But the issue of cross agency understandings is far from new, and self evidently joined up working has depended for some time on the sharing of fit for purpose information across the key players.

Co-ordinating structures

The Lochaber research found a general consensus that there was a need for the greater co-ordination and planning of inputs, and that there had been a sense of “drift” following the wind down of the post Beattie local implementation arrangements. But there were a number of grounds for optimism:

- New co-ordinating structures were emerging, and some existing ones were focusing more of the employability issues for the targeted groups

- There was a genuine sense of common agenda amongst all the stakeholders on the importance of joined up employability focused support
- There were many existing practical examples of practical partnership based linkages on the ground, and of new developments underway in response to considered, partnership based deliberations

With regard to structures, the following appear to be the most relevant:

- The Area Children's Services Forum
- The Lochaber College Employability Division Advisory Group
- Community Planning

The Lochaber **Area Children's Service Forum** (ACSF) is an interagency grouping led by Social Work, with other key inputs from Education, Health, community learning and leisure, Careers Scotland, and the police. Its agenda leads from the national strategy contained within "For Scotland's Children", which in turn has been translated into "For Highland's Children", these documents scope out the need to develop integrated children's services.

The ACSF has now developed a second phase development plan "For Children and Families in Lochaber" covering the period 2004 -2006. This details a series of activities consistent with an overall aim of "...planning, resourcing, monitoring and evaluating" better integration of services. The ACSF will also focus on those children whose needs "...are particularly complex or difficult to meet".

The targeted age range is notionally 0-24, but in practice much of the early effort has focused on the school years. This may be changing. The lead role of the ACSF in the development of the off site campus, whilst still developing a service for under 16s this has post school labour market transition as a major focus. A sub group of the forum will continue to oversee this development, and significantly an important role for Careers Scotland is anticipated within this.

At a more local level, the ACSF work will be supported by "associated school groupings" for all 4 secondary schools; these may migrate into local Community Planning mechanisms.

The ACSF is a key part of the potential co-ordinating structures for future employability interventions for disengaged young people. But it is recognised that the full realisation of its role is some way off, and a number of key players engaged in this research were unaware of its potential significance at this stage. Equally, connections between the ACSF and the wider Community Planning infrastructure are unclear.

The sub group developing off site provision has considerable potential, and its role in future leadership is considered further below.

Lochaber College Employability Division Advisory Group has been established over the past year to guide the new Division's development. This has wide and growing membership including inputs from most of the key agencies, and the social economy sector. A review of the minutes of the initial three meetings reflects the emergence of a forum which is jointly

sharing information about respective roles in employability interventions, and identifying new project ideas, such as the “Lochaber Hope” initiative based on models operating in Govan and Alness.

The advisory group also has close links to the Lochaber Employers Coalition, and the Head of the College chairs both groups.

This structure is important, and the College has understandably sought to fill a recognised co-ordinating gap in the local set up. Defining the longer term contribution of this group, and its linkages to the ACSF and Community Planning, is returned to in the final sections.

Community Planning is the statutory based framework which aims to improve the co-ordination of partner services and meaningfully engage local communities in their future planning. It is a Scottish wide development, and the leadership role is assigned to the local authorities. Amongst a range of other functions, it is where the successor SIP arrangements will now be co-ordinated. From the Highland wide level, a local Lochaber Partnership has now been developed. At present, this group has focused its efforts on promoting the area as the “outdoor capital of the UK”. But the remit of community planning will demand this expands to cover a wider range of issues related to community social, economic and environmental well being. Much work is required to fully realise the Community Planning vision, and the shift of some Council staff from Economic Development to become new Area Development Officers within the Chief Executives (one of whom will be base in Lochaber) recognises the resource implications implied.

Youth employability is a classic cross cutting issue demanding a meaningful community planning response; in the short run this is unlikely, but in the medium term all other local co-ordinating structures must find a fit with its evolving structures.

Overview of provision

This research study suggests Lochaber has a busy, complex, and multi dimensional range of service responses to the employability needs of disengaged young people. The previous section, which in itself is unlikely to be comprehensive, contains a longer list of interventions than many in the area may have expected.

Three factors account for this (a) partial knowledge amongst key players about everything that is happening, (b) the fact that a number of services are relatively new, and (c) our attempt to draw a wide net in terms of what we interpret as “employability” provision.

The Lochaber review suggests some mixed messages:

- New developments continue at a rapid rate, many of which are important and laudable. But these are advanced at a time when no-one has a complete picture of what is currently in place
- Co-ordinating structures are emerging, but there remains a strong sense that much of this remains uncoordinated and fragmented, and the links between these structures are far from clear

- There are some excellent examples of joint, often bilateral joint working, but it is still random and unpredictable
- Trust and common purpose on the importance of employability support are evident, and the need to co-ordinate widely understood. But few formal networks exist, and new providers to the area do not sense a well developed infrastructure to which they can connect

There are grounds for optimism. Overall there is a sense of things improving, and the service offer to the young people is undoubtedly better than a few years ago. In this period Lifestyles, Barnardos, the Shirlie project, the College generic employability programme, and Pathways to Employment are all new to the area. And Careers Scotland's resources to work with disengaged young people are increasing. Whilst it has been balanced by the loss of other initiatives, this has often been through a process of evolution and incorporation rather than service termination.

Importantly, a number of recurrent themes are evident in the area, these provide a solid foundation for future action:

- Further co-ordination and leadership are needed at two levels: strategically to plan, develop, and review future service delivery; and at an individual client management level to provide a seamless, supportive and cost effective package of support
- A need to look for integrated responses across partners – to provide a joined up service, and in certain circumstances to ensure volumes are sufficient to create capacity
- The importance of early intervention – a consistent message across partners was that a lower age cut off of 16 was not appropriate in looking at these issues. Many of the problems which needed to be addressed started much younger, and seeking to address them at “source” is normally easier than at a later stage
- The co-ordination is both across and within delivery organisations – the latter issue, not surprisingly, is more significant for larger organisations such as the Council and the health service
- Linkages to employers are important in all interventions, and need to be “front end” in terms of design thinking. This gives jobs focused activities much more credibility with participants
- The demands of service delivery require even further consideration of integrated models, and considerable imagination

5.5 STRENGTHS OF THE AREA – WHAT'S WORKING WELL?

A number of things are working well in Lochaber. Like in all areas there is scope for improvement, but it is important that the current strengths are recognised, many of these can be the springboard for further improvements.

Firstly, there is a **strong sense of common purpose** amongst all the key stakeholders. For the client groups identified, assistance to improve their employability skills was a consistent theme, and one which required priority.

This is linked to a strong sense of **willingness to work together** on these issues. The recent Jobcentre+ open day to encourage IB recipients to consider a return to the labour market is a good example of this. Whilst the development process highlighted some gaps in the mapping infrastructure, the Jobcentre reported no difficulties with agencies, once identified, being prepared to support this initiative.

Good networking is apparent, examples of joint working with clients and agreement of referral processes are numerous. To a degree this happens in “clusters”, for example links between Social Work and Education are strengthening due in large part to the integrated children’s services agenda, social economy projects such as Shirlie, Streetwork, and Barnardos have strong connections, Careers connect to a range of other services, and the College has emerged as a more central player through the employability division development. The health cluster is perhaps limited at present to a concentration on drug and alcohol provision.

Part of the future challenge is to join up these clusters to a more coherent whole. In this regard **co-ordinating structures are developing**. In different ways, and with different focus, the College Advisory Group and the ACSF are engaging wide partnership groupings, and both have translated talk into practical new service provision. In the longer term, Community Planning also has a potentially significant role to play.

The **range of service provision** whilst causing many of these co-ordinating challenges, is extensive, and supports the targeted groups in a variety of ways. It has developed fast, with new supported employment projects, and client group focused interventions for people with drug and alcohol problems, homelessness issues, and care leavers, all established in recent years.

Early intervention action has developed across all stakeholders. This increasingly recognises that many problems have to be addressed “downstream”, helping people in their younger years, and reducing the “flow” of problems into early adulthood. The off site provision forthcoming in 2005, will provide excellent new partnership based provision for a key disengaged group. Other developments suggest an “opening up” of schools to work with external partners, with the Shirlie project involvement with Lochaber High School a good example.

Joint training and information sharing amongst partners is growing. The best example of this mentioned in the study is the joint training and capacity building role of the Shirlie project in working with Careers Key Workers on the Vocational Profiling model; it is hoped to extend this to school staff in the near future (as has already happened in other areas of the Highlands). Lochaber College’s advisory group’s operation also grows common understandings. Considerable investment at the front end of this process has been made to improve knowledge on respective roles, and each meeting invites one partner or project to present and discuss the relevance of its activities with others. This is an essential building block of further and deeper partnership working in future.

Links to employers are recognised as important. Again the College led group showcases good practice by linking closely to the Lochaber Employers Coalition, and by recognising in its approach the core triangle of customers – clients, partner agencies and employers.

The Careers Scotland Good Practice Agreement with Social Work Department, which covers all of the Highland Council area, is a model document. It covers processes, standards and principles, client identification, and comprehensive reporting mechanisms for two groups of young people too often excluded – looked after children and young people with disabilities. It has not been possible to review the actual operation of this agreement in practice, but as a mechanism to ensure joint working it should be shared with other areas.

Ensuring **service provision to the large and sparsely populated outlying communities** of Lochaber, has been a major challenge. Imagination and a willingness to co-operate have been impressive in the response. In particular, joint use of premises has been widespread with College Learning Centres, and community halls utilised through interagency/service use. In Kinlochleven, for example, use and associated funding support by the SIP for youth work has helped keep the College outreach provision viable. A similar approach is evident in the Careers contracting of the College to offer some careers provision in their satellite bases.

Integration to make programmes viable is another good practice feature. The historic problems of Get Ready for Work in Lochaber, caused by low volumes and limited local provision, will now be addressed by incorporation of the programme into a generic employability interventions for people of all ages. It is far too early to assess if this will be successful, but as an approach it demonstrates a willingness to think imaginatively in response to a problem.

Common assessment is a tricky but important issue in most areas. It is not suggested that Lochaber has in any way resolved all of this. But the cross referencing of the Shirlie project's vocational profiling model and the Careers Client Achievement Summary recognises some level of distance travelled. Shirlie's aspiration to expand this principle to links with the schools NRA is a further exciting concept.

The use of volunteering – the importance of volunteering, and the significant input of the Voluntary Action Lochaber in local networks, is a positive dimension. This recognises the potentially significant bridge volunteering can play for some particularly disadvantaged people as they seek to return to or enter the labour market. The volunteering input also builds on Lochaber's strong existing voluntary sector/social economy infrastructure, which has been a key source of volunteering opportunities.

Local responses to skills shortages are apparent in both Social Work and Careers. These identify that problems in attracting incoming staff may remain, and are based on either extending the qualifications of existing staff, or training local people. This is viewed as a more sustainable long term solution.

5.6 WEAKNESSES AND BARRIERS

Alongside recognition of these strengths, there is also wide acknowledgement that there are weaknesses in the current set up, and barriers to delivering a comprehensive, accessible and fully integrated service offer. Before listing these, it is important to recognise that this

challenge in Lochaber, as elsewhere, is not easy. Identifying problems should not be a cause for collective defensiveness, rather the basis from which to identify the need for improvements.

The **complex, busy and only partially understood service delivery landscape** provides problems in planning and linking services, and must in certain situations confuse actual or potential clients. Lochaber, whilst large in area, is ultimately a small community of under 19,000 people – most services and delivery staff are based in Fort William. The number of excluded young people requiring help, though difficult to quantify, is relatively small. Co-ordination and better understanding should be a realistic aspiration. It is difficult to understand why this has to be quite so complicated.

The **geography and distances** of Lochaber clearly provide challenges, and these are linked to transport. Imaginative outreach work is apparent but not all provision is practically delivered in this way. Some outlying areas are over 2 hours travel time from Fort William, and transport options are often limited.

Labour market circumstances whilst at one level looking reasonable, disguise some serious challenges. Low skilled, seasonal, low waged employment options prove unattractive and sometimes unsuitable for some disengaged young people. In particular, the seasonal nature of much employment limits the extent that a job once accessed can provide suitable stability in the lives of some particularly vulnerable young people. For example, long winter periods of economic inactivity can make recovering drug or alcohol mis-users vulnerable to relapse.

The **shortage of affordable housing** for many disadvantaged young people remains a structural weakness throughout Lochaber. This is a key element of the employability jigsaw. The Lifestyles project in particular has made some important contributions, but cannot by itself create new housing units.

Different policy drivers originating from different sources can lead to confused and uncoordinated responses, and limited inter-agency partnerships. For example, there is no involvement in the Area Children's Service Forums from the LEC who operate the key national training programme for young people with additional support needs.

Co-ordinating structures lack definition and are unco-ordinated. This study has suggested three key potential co-ordination points – the ASCF, the College Employability Group, and Community Planning. All of these have a role to play, but the relationships between them, despite some common membership, are far from clear. It would appear they have never seriously been considered. There is a need to join this up.

There is no map. Full and effective integrated working must be based on shared knowledge and understanding. Whilst close working relationships developed over time ensure some of this, these processes are unsystematic and random. Moreover, they can be solely based on individual worker knowledge, and thereby vulnerable to staff changes. Without knowledge, it is not possible to work well together.

The shortage of skilled staff in some key services is clearly a significant problem, and most apparent in the pivotal delivery role of the Social Work department. It is self evident that services need people to deliver them, and that continuity of individual staff members assist all of the processes aspired to in this report.

The **limited engagement of health services** is apparent. Despite some good inputs from individual workers, health is not as yet as key a partner in these processes as wider policy documents would hope. Other policy priorities clearly predominate.

Joint understandings of individual client management require development. Whilst there is a recognition that some young people might fall between all interventions, this co-exists with situations where some young people could have numerous key/link worker supports at the same time. Ideally, lead support roles should be rationalised and identified.

5.7 PRIORITIES FOR CHANGE IN LOCHABER

From the Lochaber review, key priorities for action are suggested on the basis of the following:

- The need to try and keep it simple and understandable
- The need to build on the strengths that are already apparent
- The need to prioritise realistic short term action, as opposed to detailing an unrealistic wish list

1. Clarification of leadership roles and co-ordinating structures

Local partners require to quickly identify respective leadership roles, and these must be linked to co-ordinating structures. These structures should build and clarify the respective roles of the ACSF and the Lochaber College Employability Group, and the relationship between them. It is suggested that in investigating these roles in detail, a split is considered between groupings of key funding agencies, and of organisations primarily involved in service delivery. The current ACSF sub-group which is leading on the off-site provision may be best placed to undertake a NEET strategic funders role, whilst the college group could lead on co-ordinating discussions amongst service delivery agents. Both of these structures should track future linkages to Community Planning mechanisms. It is recognised that neither of these structures is yet fully developed for the suggested roles, and following definition of precise remits, some further development work will be required

2. Mapping and information provision

Local partners require to establish ongoing systems of mapping appropriate service interventions, providing critical real time intelligence on service gaps and the consequent need for further service delivery. This may require additional resource inputs. Both structures referred to above should be central to this, but the lead must lie with the strategic funding group.

3. Development of common partnership targets

Partners should theme through all discussions on new structures, the potential to identify, set, and review common service performance targets. These are likely to focus deliberations on the true “added value” of working together. The complexity of setting these targets is not underestimated, but the process of discussion will in itself advance partnership working.

4. Joint training

Partners should consider the introduction of a series of pilot joint training activities, building on the experiences of the Shirlie project, Careers Scotland and others. These sessions should focus on the practical development of client management protocols, and use case studies as a key learning aid. Linked to the training programme should be a series of information events, developed from the approach within the College's Employability Advisory Group, where individual services showcase their provision and invite partnership discussion. Information from the ongoing mapping work should also feed into these events.

Case Studies

Case Study 1: "Malcolm"

Malcolm was not a high achiever at school, with a poor attendance record, and left at the first opportunity he could. He registered at 16 with the Careers Service in 1999, but again his attendance was poor. He did realise however that he needed to get into a stable routine, take up locally provided training opportunities, and build up a consistent employment record.

Malcolm was in and out of employment, in jobs such as kitchen work, cleaning and labouring tasks. His interests lay in army catering.

He became homeless in 2001, but was actively seeking employment and training through the Careers Office and Jobcentre. He was provided with various forms of accommodation through Highland Council, ranging from B&B, supported accommodation, and bunkhouse, as well as some time in Inverness. A lack of a permanent address was clearly far from ideal in terms of Careers and the Jobcentre being able to contact Malcolm for appointments and interviews.

He became known to the project workers from Streetwork through personal contact and peer referral. They took an active interest in his welfare, offering support (at times daily), guidance, and mentoring, and signposting, when appropriate to other agencies able to offer specific support for problems relating to drug and alcohol misuse, and minor offending. He also participated in an Outward Bound weekend co-ordinated by partners.

Together, partner agencies offered various forms of support to Malcolm, physically accompanying him to meetings, helping with applications and forms, just at times, "being there" and providing trust.

Through good links and teamwork, agencies such as Streetwork, Careers, Community Learning & Leisure (Youth Development) were able to help Malcolm turn his life around. He was able to stabilise his life and has successfully completed a training course which will allow him to pursue a career in the army.

Case Study 2: "Anne"

Anne came into contact with various agencies while she was still at school, through Psychological Services, Careers (key worker), and Community Learning & Leisure (Youth Development), and the Children's Support Worker. There were also a number of incidents at the local youth club through which she became known.

Streetwork became involved with Anne when she was taken to the local casualty department for “self harm” through drug and alcohol related incidents. They built up a relationship with her, based on trust and confidentiality, offering support and signposting to other relevant agencies who helped her deal with particular issues relating to bereavement, sexual health/abuse and offending.

With assistance from other agencies to address all of these issues, Anne became active on a training programme through Careers Scotland, with additional involvement from the Youth Action Team, Lifestyles, Next Steps (no longer in existence) and Community Mental Health.

Anne’s outlook is more positive now and there is real hope of a successful outcome.

Case Study 3: “Steven”

Steven left school in the summer of 2002, and was homeless by September. He got temporary accommodation through the Housing Department, and with assistance from the probationary service, started a “venture” course which helped him put his life in perspective.

Streetwork became involved with Steven out and about on the streets of Fort William – he was usually under the influence of drugs or alcohol. They built up a relationship based on mutual trust and understanding, and were able to signpost him to appropriate sources of support. Lifestyles and the Youth Action Team helped address problems relating to housing, offending and substance misuse, and in time, he was able to participate in a training course through Careers Scotland.

After training and work experience, Steven chose to pursue a career in the army. He is now actively training with the Army Preparation Course and is successfully taking control of his life. He has also “mended fences” with his family and has a positive outlook for the future.

CHAPTER SIX SHARED MESSAGES, CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

Although we have examined three very different localities, the consultancy team has been struck by the number of shared issues that have emerged among them. Although we cannot assume that this is the case for every part of Scotland, there are sufficiently clear messages for us to draw some conclusions at the national level, and to make a number of practical recommendations for change.

The Beattie National Action Group, which operates as the steering group for this project, requested that an output from this work was a ‘recipe for success’ in working with young vulnerable people around employability issues. In this next section we offer some pointers by presenting the shared features of successful working in each of the three areas we have considered. We follow this by highlighting the shared barriers, before completing the section with our conclusions and recommendations.

6.2 SHARED FEATURES OF SUCCESSFUL WORK

The importance of **wider strategic drivers** came through strongly in each of these areas. We can see that at a national level, the Executive’s push in domains like Homelessness, Throughcare, Children’s Services and Drugs Prevention have provided a catalyst for change at the local level. These drivers have been instrumental in promoting cross cutting approaches that break down the established delivery silos.

We can also see **drivers at the local level**, for example Glasgow’s new Equal Access strategy. Critically, this originates from Social Work, and (less so) Health. It is very early days for the initiative and it is recognised to be a long haul – but as a framework from which signals and direction at a local level can be sent, this is likely to be very important in the longer run. There is an important emphasis on training and development of staff to change cultures and ethos – not easy - and recognition that identification of key staff needs to start at a local level – this is too “big” an issue to be managed from a distance.

It is clear that **leadership** is a vital ingredient in successfully supporting our target client group. The complexity of the landscape and the competing priorities at local and national level make sustainable success hard to achieve without clear direction. In Drumchapel the lead originally came from Drumchapel Opportunities and then transferred to the SIP. In Lochaber, the College has filled the gap by the recent establishment of its Employability Division linked to a wide interagency support group, and the Area Children’s Service Forum is significant. In East Lothian the leadership issue is much less clear.

Formal partnerships have been a feature of good working practices, involving players from the statutory and voluntary sectors in particular. Of the three areas, these structures are most apparent in Drumchapel via the SIP Youth Employability Group (part of economic implementation strategy). In Lochaber a framework is now emerging enabled by the new College Employability Division. In East Lothian there are a number of partnerships, but no single co-ordinating mechanism.

These structures are complemented by the presence of **less formal networks** – based on individuals, continuity, and client focus at an operational level. In all three localities the compact nature of the area helped, with people tending to know who did what.

We have found that working relationships are helped by the presence of **written agreements and protocols**. One of the best examples is Highland Council Social Work and Careers Scotland’s joint working agreement for care leavers which is a comprehensive statement of respective roles, and reporting requirements. We recognise that in some cases the agreement becomes an end in itself, but where it is effectively utilised it clarifies the respective partner roles and underpins collaboration.

The **joint resourcing of initiatives** remains an aspirational objective. Presently it is limited in incidence but important where it happens. For example, the STAR project in Drumchapel is a good example of the range of interventions for recovering drug users. There is an acknowledgement of the need to extend this to more structured joint commissioning and recruitment – but there is some way to go in all areas on this

Progress in this area requires recognition and agreement around who does what best, and respect for the voluntary sector from within the statutory agencies. Overall, it needs **high levels of trust and structural maturity**. In each of these areas not-for profit providers have a leading role. For example, Right Track has developed a strong reputation in Drumchapel whilst the Shirly project is now widely recognised for its expertise in Lochaber. In East Lothian the arrival of the Bridges project, Blue Triangle and NHC have boosted overall capacity and expertise in the employability sector. Things are moving in the right direction, but slowly.

Ideally, mature enabling frameworks will underpin processes for the **joint agency approval of local funding**. We have only seen this in Drumchapel where partnership mechanisms (including community representatives) allocate SIP funds. This has gone some way to screening out rogue/stand alone interventions and has reduced duplication. Nothing of this nature stands out as yet in Lochaber – but the College development may move in this direction. In East Lothian such mechanisms are some way off, but would help address problems around fragmented funding and lack of complementarity

Co-terminus working has proven to be another way of cementing relationships between stakeholders. Successfully breaking down barriers and preconceptions amongst agencies is a key component for delivering Beattie’s message of client-centred multi-agency working. We have seen good examples of this in practice, which is evident in the work of the 15-24 keyworkers in East Lothian and in the Open Gate in Drumchapel.

The importance and difference made by **Key Workers** was strongly endorsed in all three areas, although their profile varies. Clearly they are the critical bridge of the “social” and “economic” worlds – but are under big pressures and the security of their future funding is weak in places. The Drumchapel model involves two keyworkers based with Drumchapel Opportunities – which is generally viewed as good in terms of integrating provision, and getting closer to the disengaged. In East Lothian the co-working with Throughcare and Aftercare staff in the Council is widely seen as being effective. However, the quality of individual staff clearly is a key part of this success, and without greater certainty around funding (and improved levels of support in some areas) retaining good people will be difficult.

Joint, interagency training and development can help to support staff, as well as embedding shared practices. Effective training is often based on real life examples, emphasising definitions and outlining roles and limitations. This work is about linkages, transitions, common definitions and understandings. In Lochaber the Shirlie project is involved in joint training on job coaching with Careers Scotland, the Social Work Department and school staff – although there is an issue as to how this is resourced in the longer term. In East Lothian MELD has delivered joint training around drug awareness with schools and there are also good examples from the Health and Housing sectors

Co-terminus working in schools is another key area, and the importance of **early intervention** came through clearly in all three areas. Local stakeholders stressed the value of reaching potentially disengaging young people early – ideally at the age of 12/13. There is some good practice emerging through the keyworker role, within schools, and through dedicated projects in all three areas. There is also the development of an integrated “off site” alternative curriculum – especially in Lochaber where the school is now keen to take this forward with other agencies for the most disengaged young people. However, there are longer term issues around who funds what.

Enabling information flows and keeping people in the system at the critical point of school transition is another vital aspect of this work, although it is still seen as being one of the weak links in the chain. Although there are hopes that INSIGHT will improve tracking, there is a wider issue of resources and co-ordinated intervention at this stage. We can see the development of interagency backed alternative curriculum interventions in all three areas, although there are some concerns about what is becoming (another) congested landscape. Generally there is consensus that post school the key groups are very difficult (and expensive) to re-engage.

There are some examples of good **mapping work** informing and aiding processes. In East Lothian there has been extensive mapping, which has not always led to action on the ground. In Drumchapel some of this work has been undertaken via a community youth issues group, and the COPE mental health support project. In Lochaber it is not as good – although some work has been conducted via a street-work project

Streetwork is an important initial engagement tool for some of the most disaffected, although it can be unconnected to future stages of support. In Drumchapel, the Council’s youth services (culture and leisure) lead and are relatively happy with the connections – made in part via the Employability Group. Lochaber appears to have a very good Streetwork project but it is only randomly connected to other agencies. This type of approach – out of hours, proactive and influenced by youth work practices – is particularly effective for connecting with young people who are not in the system.

Information Communications Technologies projects also have a valuable role in this respect. The role of ICT access is very significant in two of these areas. Digital Drumchapel is very well used, as is Lochaber Communications Network Ltd. The latter is seen as being of particular importance in the more rural/remote areas

Links to employers are important – and not just at the back end of the transition process. However, our evidence suggests that engaging employers at the front end of the employability spectrum remains challenging. The new Lochaber College developments see links to employers as the key part of a three pronged approach (the other two are links to

young people and links to agencies). Direct links have been established with the Lochaber branch of the Highland Employer Coalition

There is also a growing recognition of the importance of **supported employment** – although some definitional issues remain here. The Shirly Project in Lochaber is there at the request of statutory agencies, and Glasgow Equal Access recently obtained new Scottish Executive money for more dedicated supported employment workers across the city. In East Lothian the supported employment model is also well established. The Shirly project claims high levels of sustained success with difficult groups. They see the key being to move from “a deficit to a can do” model.

Finally, the ongoing use of **case studies** is key – and accepted as an important element of the process and training packages. Critically they have to span the “disengaged to engaged to sustained progression” spectrum – not pick up the story when the young person is already in the engaged stage. In all three areas there are examples of organisations who make good use of case study materials. Maintaining a fresh stock of these is important as links are developed with employers and other less well-informed stakeholders such as teachers and parents.

6.3 SHARED WEAKNESSES AND BARRIERS

As is often the case, the weaknesses partially reflect the strengths, but again we see consistent messages coming through from all three areas.

Leadership is an issue, both at the national and local levels. In Drumchapel, there is no great sense of the leadership role beyond the co-ordination of meetings. Informally, Drumchapel Opportunities are in the box seat – but this is possibly due historical reasons. In Lochaber, the sense of a gap in who leads may now be filled by the College, although their delivery role causes some concerns. In East Lothian the picture is confused with two – soon to be three – forums looking at closely related employability issues. There is a leadership vacuum and no obvious contenders willing to assume this role. Lacking a clear steer from the Scottish Executive, leadership for employability issues at the local level is unclear in all three areas.

Linked to this, we believe that partnerships are weakened by **failing to distinguish between a delivery role and a funding role**. The latter grouping is probably a much tighter core of key players, with the former a wider network. However, in the interest of ‘inclusiveness’ some of these groupings have been unfocused and open to all. Although well-intentioned, this has ultimately been unhelpful.

In several cases this has led to a **lack of direction and purpose**. The group objectives and ongoing agenda are not especially clear and there are no common targets. In our experience, without this shape and coherence it is easy for groups to drift and lose momentum. We have seen examples of this in Drumchapel and East Lothian.

At a local level there can be a **limited sense of partnership** when it comes to some key decisions. For example, the proposed closure of the Careers Scotland office in Drumchapel is widely seen as a blow by all partners, but the local partnership structures were not consulted. Similar views were expressed in East Lothian about the closure of the JobCentre Plus office in Haddington. Both demonstrate the limits of local partnerships.

In Drumchapel, and to a lesser degree in Lochaber, there is a sense that some of the **big statutory agencies are distant** from some of the processes. Most commonly these are Health and Social Work. Engagement can be in a random way, based on the personal motivations of individual staff. The reasons for this general disengagement are a combination of: lack of knowledge; lack of priority/interest; “political” suspicion of the agenda; comfort zones; and hanging onto “their” clients. This is a big problem – which is strongly recognised in the Equal Access strategy. East Lothian is better placed in this respect – partly because it is a self-contained local authority area, but the degree of buy in varies there too, with Education, Health and Economic Development all less engaged than they might be.

Problems with the significant inputs of key players are also evident in their **internal operating systems**. Two obvious examples are (a) most of the Joint Futures originated joint assessment forms – while often very long – do not include any questions related to training or employment issues (b) it is very unlikely that employability based partnership working will be a part of staff workloads or referred to in performance reviews.

Some of these problems link back to the **notion of ‘employability’**. A shared understanding for this concept still has a long way to go. It is reflective of the long established culture of professional silos, underpinned by specialist terminology and jargon. However, it is exacerbated by the lack of policy alignment which overlook the need to embed the wider understanding of employability across the board. A good example of this is the absence of any reference to education, training or employment in the list of 21 activities eligible for Supporting People.

Consequently, there remains a **limited sense of “win-win”** by staff in the Health and Education worlds, and in some areas within Social Work too. There is still a view of doing jobs access services a “favour” by participating – consequently leading to this agenda being low priority. There are still very big challenges on developing an understanding of the gain in terms of social work, housing, health, substance abuse and criminal justice. This has implications for current practice, and for the supply of future professionals through the training systems.

We still see a **lack of trust** amongst some key partners, which impacts on the pipeline idea. Staff must have confidence in the next stage of the process – too often their views are based on outdated anecdotes rather than facts. Joint training, job shadowing, secondments and collocation of staff all help to break these misperceptions down.

Consequently, the **co-ordination of spend is still a long way off**. We have seen some good practice – and have experience of it in other parts of the country but too often it is at the edges of the big budgets. In the three study areas there are no serious moves to joint service procurement/commissioning, despite the community planning framework.

There is also a sense of a **lack of continuity in structures**. BLITs withered on the vine, and in Drumchapel the post SIP arrangements are awaited. There is also a tendency to look at the structures themselves providing solutions, which can be a distraction from the business of delivery.

A consistent structural weakness stems from temporary funding linked to what has been labelled **“projectitis”**. This is a common problem in all three areas, with many interventions

concerned about their long term futures, and aware that this affects their ongoing capacity and credibility in terms of “sticking with” the client group. But this is a complex issue – we need legitimate short term funding to encourage development and innovation. Ultimately the problem is back to ill thought out pilots, linked to the common failure of “mainstreaming”. Equal Access in Glasgow is very clear that this is part of the inheritance they must fix – although this is clearly a national issue.

A continuing legacy of these short term funding cycles is the difficulty in offering good staff job security and appropriate levels of support. We have seen that although the Careers Scotland keyworkers have been effective in all three localities, **staff retention presents a challenge**. Our process has suggested that levels of support have not always been appropriate and that amongst some workers there is disappointment that their profile has been low – say compared to the Connexions service in England.

Retention of committed, experienced staff appears to be an issue, although the people who leave do so reluctantly. For example, a widely respected Key Worker in Drumchapel left in late January because he felt insecure in his job and “second class”. As an LDC employee, he was on a short term contract unlike his Careers Scotland equivalents. Another keyworker in East Lothian recently left citing lack of supervision and feelings of isolation as key factors for her decision.

Beyond Careers Scotland, the **key worker concept seems to be a clear success**. But they are stretched, and there is a lack of a co-ordinated wider key or link worker approach. Young people can be swamped with these in certain circumstances leading to confusion and inefficient use of resources. There is still evidence of people inappropriately “hanging on” to clients, sometimes for “statutory reasons”, which are not always clearly explained.

Partnerships/networks can all too easily **focus on young people in the system** – this is linked to the issue of who is meaningfully involved. Groups of traditional job access focused agencies and associated projects can tend to concentrate on these groups, and their common areas of understanding. Widening inputs is a key part of sorting this. It also implies new ways of working which have a much greater emphasis on outreach activity and front end inputs designed to build the initial relationship with individuals. It is, by definition, client centred and resource intensive.

Information flows are getting better, but there is some way to go. Client confidentiality issues need to be bottomed out – separating fact from smokescreen. Partners must spend more time on this, rather than giving up on it as being too difficult. Simple “fit for purpose” information flows are needed. We still know less about these groups than is commonly admitted, and although tools like INSIGHT have been widely anticipated, we still await their impact on the ground.

Finally, the **role of the public sector as an employer is underdeveloped**, and its significance to assisting the client groups is underestimated. In areas such as supported employment or volunteering opportunities, this has led to too much pressure being placed on the voluntary sector. Agencies such as Councils and Health Boards are often considered difficult to deal with, although there are pioneering examples of good practice in other UK authorities.

6.4 CONCLUSIONS AND RECOMMENDATIONS

This study has underlined the continued need to define ‘employability’ in its widest sense. For too many people, the term implies near job readiness, but the starting point for many individual journeys is far away from the workplace. For those who have become disengaged, or who have never engaged, the point where that initial connection is made is where the transition starts, and this may be through support with finding a home or stabilising a drug condition.

At this front end of the process the outcome will not be work itself, although it is important that we can measure progress towards it. The lessons we have learned from the New Futures experience and from the Beattie funded initiatives are important here, in relation to approaches that are client-centred, holistic and multi-agency. We must also remember that employability works best as part of an integrated rehabilitation process, rather than as a bolt-on which service users access when they are ‘whole again’. Employability is one of elements that can help make them whole.

This study has shown that we are making progress. In these three localities there is a legacy from Beattie, New Futures and other experiences which is encouraging. However, although our evidence suggests that employability is higher up the agenda with increased resources it also shows clearly that embedded challenges remain. We have identified examples of good practice in relation to each of these, and below we set out our pointers for change. However, in doing so we are mindful that this is part of long term process, and we cannot achieve this level of turnaround overnight.

What does our work tell us about the experiences of the most vulnerable young people in these communities? In each area we have asked a simple question – “Are there young vulnerable people who are stuck at home because there is no appropriate accessible support available to them?” Our conclusion is that a snapshot at any given time will show that there are such young people, but they are likely to have been engaged in the past and may be again in the future. The nature of the group is that they will rarely all be engaged at the same time, however our challenge is to ensure that when they are ready, the appropriate interventions are there.

The young people we have spoken with have required different types and levels of support at different stages. At some points they have not known where to obtain that support from, but vital pivots like keyworkers are consistent reference points. What is clear however, is that stakeholders (understandably) are more comfortable dealing with young people who are seeking support and who are already in some part of the system. There is limited evidence of pro-active projects which are providing outreach activity to identify the ‘non-engagers’ in the community.

In terms of our recommendations, we have confined these to ten in order to provide a focus on priorities and to offer a foundation for the development of an effective service framework for the target group. We envisage that where the recommendations relate to the Executive they will be reflected in the forthcoming Employability Framework.

1. **Support the development of appropriate local structures linked to Community Planning boundaries (authority wide or local sub levels). This is an immediate priority which the Executive should address.**

We see the key issues in design as being:

- The need to distinguish between the funding/strategic role and delivery roles. The latter is likely to be wider and more of a network than formal meetings
 - The leadership role must be clearly identified at the outset – some level of resources to support this may be reasonable linked to a clear reporting requirement to the Scottish Executive. The option of a rotating annual lead role amongst key partners should be considered
 - Local partnership structures should establish a baseline of key information on defined targeted groups, and from this develop clear common performance indicators linked to a developed “entitlement” for the identified group of young people
 - Particular emphasis should be placed on the engagement of local management level staff in the strategic/funding grouping
2. **There is a need to clarify the concept of entitlement for vulnerable young people.** Although there is talk of their entitlement, there is little clarity about what this actually means, and even less around who is responsible for providing it. The Lifeskills strand of the Get Ready For Work programme is the most obvious example of this. Does any young person who meets the respective programme criteria have an entitlement to access the appropriate strand of this GRFW for them? This key question requires clarification between the respective programme stakeholders. Linked to this, as stated above, it is our view that in each locality the partnership determines what can be offered by way of entitlement.

This is identified as a short term priority which should be addressed by the Scottish Executive, the Enterprise Networks and Careers Scotland.

3. **The Scottish Executive should take the lead in reducing reliance on additional short term funding streams.** The first step will be to review and re-engineer all of its challenge budgets relating to employability – in its broadest sense. This will require co-ordination with colleagues throughout the Executive. At the local level, partnerships and agencies must initially be encouraged to review the use of existing resources, and how these contribute to achieving the targets detailed. Strict criteria should be applied to any additional short term funding. This must seek from the outset clear understandings of the longer term future of the intervention, and involve local partnerships in the process. The latter should, ideally, establish a clearing house for approving all local employability bids. Clear definitions of mainstreaming and the “pilot” nature of any support are essential.
4. **Partners should be encouraged and freed up to utilise client focused discretionary funding.** Local partnerships should consider pooling small levels of individual agency funding to create and pilot a joint discretionary funding pot - allocated in line with partnership targets. We have seen in other parts of the country – for example in Lanarkshire, Caithness, and the Western Isles – the rewards from this type of approach. **The Scottish Executive can provide a national platform for joint learning and transfer of good practice in these matters.**

5. **The role of the public sector as an employer needs specific and immediate examination.** This requires an increase in the number and variety of options in terms of work placements, supported employment, and volunteering opportunities for the targeted groups. Local employability partnerships need to take a lead role in co-ordinating access to these opportunities. **Again, there is an enabling role for the Executive at a national level to promote this agenda and to ensure that there is widespread dissemination of good practice where it already exists, in line with the CTOG targets.**

6. **Support should be provided for the local structures to develop a comprehensive programme of staff training and development on employability based partnership working amongst all service delivery partners.** This should include:
 - Recognition that a change in ethos and culture amongst both management and frontline service delivery staff is a key part of the process
 - The need to focus on the “win-win” of improving employability and delivering the guarantee for the targeted groups
 - The development of training materials based on real life case studies
 - The option of developing a formal level of professional certification linked to the training
 - National level support to promote the sharing and transfer of good practice
 - Promote the piloting of mechanisms to embed elements of employability support for disengaged young people into ongoing performance review processes for key staff in all related delivery areas – Health, Social Work, Criminal Justice, Education etc

7. **Local Social Work and Health Service Managers should screen all common assessment processes, and identify appropriate additions of questions related to employability.** This process should involve nominated advisors from the full partnership grouping and is identified as a medium-term priority.

8. **Joint commissioning/procurement should be considered by key partners – local authorities; Jobcentre Plus, Health Boards, and the enterprise networks.** The Scottish Executive’s review of funding sources should identify ways in which it can influence and encourage this which will involve building on best practice in areas such as Joint Futures, and being directly linked to performance indicators, and the entitlement agreed.

9. **Local partnerships should encourage the integration of shared locations** amongst related services as a key element of improving accessibility for clients, and increasing practical networking and understanding.

10. **Partners should assess the current information available across the partners, and establish a series of early action “fit for purpose” information protocols linked directly to the targets set.** At the local level Careers Scotland would be well placed to co-ordinate this work.

APPENDIX ONE LOCAL AREA PARTICIPATING ORGANISATIONS

Drumchapel

Careers Scotland
Scottish Enterprise Glasgow
Community Education, Glasgow City Council
Drum Adventure
Education Department, Glasgow City Council
Drumchapel Opportunities (Equal Access)
Drumchapel Opportunities (Key Worker)
Jobcentre Plus
COPE
Community and Leisure Services, Glasgow City Council
Right Track
Drumchapel SIP
Regeneration Services, Glasgow City Council
Social Work Department, Glasgow City Council
Drumchapel Community Support Team
CHAT
Public Health Practitioner
Social Work Department/Equal Access, GCC

East Lothian

SEEL
Careers Scotland
Children's Services, East Lothian Council
Economic Development, East Lothian Council
DAAT, East Lothian Council
Bridges Project
Community Care, East Lothians Council
East Lothian PCT
NCH
Blue Triangle
Community Care
ELVOS
Education, East Lothian Council
SAMH
Lauder College
Midlothian Training Services
East Lothian PCT
Progress 2 Work
Jobcentre Plus
CAT, East Lothian Council
Youth Justice, East Lothian Council
MELD

Lochaber

Careers Scotland
Lochaber High School
Lochaber Enterprise
Social Work Department, Highland Council
Community Learning and Leisure, Highland Council
Pathways to Employment
Streetwork Project
Lifestyles Project
Lochaber Rural Education Trust
Jobcentre Plus
Volunteer Highland Lochaber
Highland Wellbeing Alliance, Highland Council
Youth Action Team, Highland Council
Lochaber College
Shirlie Project
NHS Highland
Community Mental Health Team, NHS Highland
Planning and Development, Highland Council
Barnardos

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