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This report was produced by New Philanthropy Capital for Inspiring Scotland

New Philanthropy Capital

New Philanthropy Capital (NPC) helps donors understand how to make the greatest difference to people's lives. We provide independent research and tailored advice on the most effective and rewarding ways to support charities.

Our research guides donors on how best to support causes such as cancer, education and mental health. As well as highlighting the areas of greatest need, we identify charities that could use donations to best effect.

Using this research, we advise clients (including individuals, foundations and businesses) on issues such as:

- Where is my support most needed, and what results could it achieve?
- Which organisation could make the best use of my money?
- What is the best way to support these organisations?

Foreword

Inspiring Scotland is an exciting new undertaking that is being led by Lloyds TSB Foundation for Scotland.

It has been developed from the knowledge gained through our work and what we have heard from the voluntary sector over the last twenty two years, and learning from venture philanthropy models in Australia, the USA and Europe. This work seeks to address some of the challenges that face organisations who are working hard to make Scotland a better place, and more importantly to help them make the differences they are striving to achieve.

Inspiring Scotland combines the resources of investors from a number of sectors – private individuals, government, business and trusts & foundations - and focuses them on key social challenges that face Scotland today. We seek to meet these challenges through the skilled and knowledgeable delivery of the voluntary sector. To support these charities we intend to provide long term support over a 7-10 year period; just as importantly we will also be supporting them to grow their capacity to deliver a wider range and greater volume of high quality services.

The first challenge that we have chosen to tackle is the significant number of young people who struggle to make a successful transition into adulthood, and as a result end up in a situation where they are neither in work nor learning. This is a terrible waste, and an area in which Scotland fares particularly badly against other countries. Scotland needs to give all its citizens the opportunity to be engaged and actively contribute to society, but more importantly this is an issue of humanity. It is wrong that in the 21st Century so many young people end up disengaged from society and at risk of a lifetime of poverty, struggle and a lack of personal fulfilment. We are wasting people's talents and their lives.

This report forms the first step in Inspiring Scotland's response to this issue. It provides an overview of the current situation in Scotland, and gives pointers to how we might deliver investment to realise the ambitions and maximise the talents of the voluntary sector. It also guides us towards goals that we can seek for young people in our communities who are at risk of not having the opportunity to make the best of their lives.

The report provides a baseline for our work; the next step is Inspiring Scotland opening its 14:19 Fund to the voluntary sector and inviting proposals in order to meet these challenges over the next 7-10 years.

Inspiring Scotland is here to make a difference, and we intend to work with all sectors in Scotland to make that happen. We will set the bar high in our work, and aspire to challenge ourselves as much as others. This report sets the tone for our future delivery and I hope it inspires you to join us on this exciting new journey.

Andrew Muirhead
Chief Executive

"Inspiring Scotland is here to make a difference, and we intend to work with all sectors in Scotland to make that happen."

Summary

The challenge

The majority of young people in Scotland leave school and move on to college, university or employment. However, a substantial minority begin their adult life without anything constructive to do. One in seven young people aged 16 to 19 in Scotland are neither learning nor working – the third highest proportion of any developed nation.

These 32,000 young people are more likely to come from poor families; they are more likely to be persistent truants or to have been excluded from school; and they are more likely to have no qualifications. In addition, there are an estimated 95,000 young people between the ages of 14 and 19 who are at risk of joining them.

The need for action

Failing to make the transition from school to further education, training or employment has negative long-term consequences for the young people involved and for society. Young people who are neither learning nor working cost Scotland more than £340m a year through crime and missed labour market potential alone. The lost opportunities for young people also represent a waste of talents, significantly affecting their life chances. They are more likely to experience unemployment, poverty and depression in later life.

Scotland's future success depends on the skills, energy and enterprise of its young people. The Scottish Government is committed to reducing the proportion of young people who are neither learning nor working, through its 'More Choices, More Chances' strategy. However, the efforts of government alone are not sufficient. Charities, supported by donations from individuals, businesses and grant-makers, are doing work that the state cannot. Inspiring Scotland has a unique opportunity to support and influence this work.

What charities are doing

Charities offer a wide range of approaches to help vulnerable young people. This report discusses six different types of activities, including activities run in schools, activities that provide information, advice and guidance, and activities that address groups with specific needs (e.g. drug or alcohol dependency). Good projects are those that combine constructive activities with those that young people enjoy. Effective charities should be able to demonstrate their impact.

Building skills for success in employment

The aim of Inspiring Scotland's 14:19 Fund is to help young people at risk of disengaging from society to find a purpose and to go on to live happy and productive lives. Practically, this means helping them to find a pathway through education and training, which increases their skills and helps them to find a job.

This pathway can be thought of as a ladder of results, or 'outcomes' (see Chapter 4, Figure 4). Young people need to build a range of skills before they can succeed in employment: soft skills, such as self-confidence or the ability to develop relationships, and hard skills, such as the ability to read and write to a high standard.

Results matter

Measuring the results of charities' work is crucial to Inspiring Scotland. However, evidence about what is most successful for helping vulnerable young people is limited. Most charities do not have sophisticated systems to measure the value they add to young people's lives and struggle to demonstrate the long-term impact of their work.

Inspiring Scotland will work with charities to help them develop more reliable and consistent evidence of their impact on young people who are at risk of not making successful transitions into adulthood. Better evidence will benefit the charities as they develop a greater understanding of the work that they are doing and how they can increase their impact. It will also help charities to access other sources of funding, and enable Inspiring Scotland to demonstrate its value to investors.

Introduction

Robert's story

Robert was brought up on an estate outside Glasgow. His family were poor and his mum suffered regular bouts of depression, during which she would not leave the house. When Robert was ten, his dad left home.

Around that time, Robert started to misbehave at school. He got into fights in the playground because he got easily wound up. When he moved up to secondary school, he struggled to fit in and got in with the wrong crowd. Although Robert was a bright child, he spent as little time as possible thinking about school.

By the time he was 15, Robert was regularly truanting, hanging around street corners and smoking cannabis. The neighbours often complained about his behaviour. On leaving school, Robert applied to college but never took up his place. Instead he continued to live at home, staying out late and getting up late.

It was obvious to those who knew Robert when he was younger that he had the potential to do well, but success eluded him. Sadly, there are thousands of young people in Robert's situation, leaving school with few qualifications and little motivation to achieve.

In Scotland alone, there are 32,000 young people aged 16 to 19 who are not in any education or training or do not have a job.

Like Robert, they lack purpose and structure to their lives and face uncertain futures. Every one of these young people is a wasted talent.

Purpose of this report

This report examines the problem of young people between the ages of 14 and 19 in Scotland who are neither learning nor working and asks 'what can funders and charities do to help address this problem?'. It has been commissioned by the Lloyds TSB Foundation for Scotland as part of Inspiring Scotland. Inspiring Scotland is a new way of using venture philanthropy to co-ordinate investment into social issues in Scotland. It is being led by Lloyds TSB Foundation for Scotland, and is working with a range of investors, including trusts and foundations, individuals, businesses and the Scottish Government.

The report provides a starting point for Inspiring Scotland's work and is intended for both funders and charities. For funders, it introduces the issues underlying the problem of young people who are neither learning nor working and suggests what the fund might hope to achieve. For charities, it provides an indication of what Inspiring Scotland might expect from future applicants.

Structure of this report

This report is divided into four main sections:

- The first chapter looks at the problem of young people who are neither in education nor employment and identifies three groups within this that require support

- The second chapter describes the work of government in preventing young people from disengaging from education and training and helping them to find work

- The third chapter outlines the role that the charitable sector plays in this area and looks at what Inspiring Scotland can learn from its diverse offering

- The fourth chapter investigates what results Inspiring Scotland can hope to achieve and outlines how it might define 'success'.

The organisations mentioned in this report are used for illustrative purposes only and provide no indication of where Inspiring Scotland might place its investment.

Chapter 1: The missing 32,000

This chapter looks at young people in Scotland who do not attend school or college and do not have a job.*

It explains why we should care about this group and what causes their disengagement from education and work. We identify three groups of young people: young people who are seeking education, training or employment; young people who are *not* seeking education, training or employment; and young people who are deemed 'at risk'. We also identify seven areas of greatest need in Scotland.

More than one in seven young people leave school without a positive destination

The majority of young people in Scotland leave school and move on to college, university or get a job. However, a substantial minority fail to make this transition and begin adult life without anything constructive to do. Table 1 shows the destinations of young people after leaving school in 2007: 86% go on to further education, training or employment, but 13% do not. This means that more than one in seven young people leave school without a positive destination.

Consequences of young people neither learning nor working

Failing to make the transition from school to further education, training or employment has long-term consequences for society and young people.

The price to the economy is high. It is estimated that youth unemployment costs Scotland £8m a week in benefits and lost earnings.[2] Crime committed by young people aged between 18 and 21 costs around £92.3m every year. At the time of their arrest, 63% of young offenders aged 16-24 are not in education, employment or training.[3,4] Overall, we estimate that these young people cost Scotland more than £340m a year in crime and missed labour market potential alone, amounting to more than £10,000 per young person.[5]

Scotland's future success depends on the skills, energy and enterprise of its young people. Although many young Scottish people go to university, there are also many young people who underachieve.[6] Of all developed countries, Scotland has the third highest percentage of young people who are not in education, employment or training.[7] Scotland also has a relatively high rate of 16 to 19 year olds in low-skilled jobs.[8] As countries increasingly compete with each other to improve the skills of their populations, tackling the problem of this wasted talent is crucial to future success and prosperity.

The implications for young people themselves of not making a successful transition from school to work or further education opportunities are also profound. Young people who are out of education or work between the ages of 16 and 19 are more likely to be unemployed in later life.[9] They are also more likely to be in low-paid work and suffer from poor physical health and depression.[10,11] Over two thirds of young women between the ages of 16 and 18 who are not in education or work become parents by 21, compared with only one in seven of other women.[12]

32,000 young people are neither learning nor working

According to the 2006 Annual Population Survey, there are 31,800 young people in Scotland between the ages of 16 and 19 who are not in school, college or in work. This equates to 12.4% of all young people in that age group.[13]

Table 2 shows some characteristics of these young people. There are similar numbers of young people neither working nor learning in all age groups, but there are significantly more young men than young women.

A temporary or permanent problem?

Data is limited, but evidence suggests that for many young people neither learning nor working is just a temporary situation, while for others it is a more long-term problem. The Labour Force Survey shows that, of those young people who were not in education, employment or training in 2003, 44% had started a course or job the year after. The remaining 56% were not in education, employment or training in either 2003 or 2004.[16]

This mixed picture is reinforced by the 2003 survey of school leavers, which shows that only 7% of the survey group had been out of education or work for six months or more.[17] An analysis of the 2001 census suggests that 39% of those not in employment, education or training have never worked.[18]

The most recent figures come from the Scottish Government's analysis of the Annual Population Survey (see Table 3). This shows that two thirds of young people are unemployed but seeking work, whilst one third are inactive because they are sick, disabled or are caring for a member of their family.[19]

Table 1: Destinations of school leavers 2006/2007[1]

Destination of young people leaving school	Percentage
Higher Education	30%
Employment	28%
Further Education	23%
Unemployed and seeking employment or training*	11%
Training	5%
Unemployed and NOT seeking employment or training*	2%
Unknown	1%

Source: School Leavers Survey 2007. * Groups which are neither learning nor working.

Table 2: Characteristics of young people aged 16-19 not in education, employment or training in Scotland 2006[14]

	Young people not in education, employment or training	
	Number	**Percentage of relevant population**
By Gender		
Male (16-19)	18,400	14.0%
Female (16-19)	13,400	10.6%
By Age		
16	7,000	11.1% [15]
17	8,200	13.2%
18	8,000	12.2%
19	8,600	12.9%
Total 16-19	**31,800**	**12.4%**

Source: Scottish Government analysis of Annual Population Survey 2006.

* Until recently, the term 'not in education, employment or training' (often shortened to NEET) was commonly used to describe young people in this situation. However, this description is now regarded as derogatory so, wherever possible, we avoid using it in this report.

Young people 'at risk'

Equally as important as this group of young people who are neither learning nor working are those 'at risk' of joining them.

Many young people under 16 have a poor attitude towards learning, have low aspirations and do not have the guidance and support that they need at home or in school.

The experience of people who work with young people, combined with the statistics available, indicate that there are a number of 'risk factors' that can be used to predict the likelihood of young people failing to make a successful transition after leaving school. Box 1 describes some of the characteristics that can predict young people's education and employment outcomes.

All these risk factors are important influences, determining whether young people make a successful transition after school. However, whilst these factors can predict future problems, they do not necessarily follow. Studies show that most children who are 'at risk' survive without serious long-term harm.[21] But as risk factors combine to present multiple problems, young people's ability to overcome the obstacles is reduced and the probability of a negative long-term outcome increases.[22]

Defining the number of young people 'at risk' is difficult. Each risk factor listed in Box 1 has a different probability attached to it. Many of the risk factors also overlap, meaning that the population of young people affected by each risk factor cannot just be added together. However, we know that poverty and low income are closely related to all of the other factors so we can use this to indicate the likely size of an 'at risk' population. According to figures published by the Scottish Government, 24% of children live in poor households.[23] Applied to the population of 14 to 19 years olds, this equates to around 95,000 young people.[24] We use this as an indicative figure for the number of young people 'at risk'.

Table 3: Economic status of young people aged 16-19 not in education, employment or training in Scotland 2006[20]

	Number of young people not in education, employment or training	Percentage of young people not in education, employment or training	Percentage of total Scottish population
Unemployed seeking work	21,100	66.4%	8.2%
Sick or disabled	3,700	11.6%	1.4%
Looking after the family and home	3,800	11.9%	1.5%
Other	3,200	10.1%	1.2%
Total	**31,800**	**100%**	**12.4%**

Source: Scottish Government analysis of Annual Population Survey 2006.

Box 1: Risk factors

- Young people who live in **poverty** are much more likely to fail to make a successful transition to education, employment or training than young people from affluent backgrounds. A quarter of 16 to 19 year olds living in the 15% most deprived areas of Scotland were not in education, employment or training compared to 11% of those living in the rest of Scotland.[25] Poverty can also cause young people to choose a job over further education, as they may be worried about building up debt.

- **Low attainment** causes poor adult outcomes. A third of 18 year olds not in education, employment or training have no qualifications and 37% have low-level qualifications.[26, 27]

- Children who **persistently truant** or who are **excluded from school** are more likely to make unsuccessful transitions. A study in 2000 showed that a quarter of young people who persistently truanted in the final year of school were not in education, employment or training the following year compared to 3% of those who did not truant.[28] Young people who have been excluded from school are more than two and a half times more likely not to be in education, employment or training.[29]

- **Misusing drugs or alcohol** can make young people's lives so chaotic that they cannot stay on in education or get a job. Of the 1,100 people under 19 who are in touch with drug and alcohol teams in Scotland, 90% are unemployed.[30] Across Scotland, 23.5% of young people between 16 and 19 report having taken drugs (not including alcohol or tobacco) in the last month.[31]

- **Looked-after children** face a doubly difficult transition, often simultaneously leaving the education and care systems. In 2005, 59% of children leaving care whose economic status was known were reportedly not in education, employment or training. However, we do not know the economic status of 45% of care leavers.[32]

- 3,800 16 to 19 year olds not in education, employment or training are **caring for members of their family**.[33] Giving emotional and practical support to their parents or siblings can limit a child's ability to pay attention at school and do their homework, reducing their chance of success at school.

- **Young offenders** are more likely to be out of education or work. 63% of young offenders are unemployed at the time of their arrest.[34]

- Children and young people with **special educational needs** often struggle at school. This is particularly the case if their needs are not diagnosed or supported. Poor performance and dissatisfaction with school can make these young people less likely to go on to further education. In 2004/2005 the rate of exclusions for children with recognised special educational needs was more than three times that of other children.[35]

- **Parents' employment status** and **occupation** influence young people's attitudes to education. Young people from households where neither parent is employed are more than twice as likely not to be in employment, education or training at the age of 17 than those where at least one parent works.[36] Nine in ten children from managerial and professional families stay on in education, compared to only six in ten children from unskilled families.[37]

- Other diverse factors relating to the school environment, such as **bullying, peer pressure,** and **lack of pastoral support**, or personal circumstances, such as **stress** and **bereavement**, can all make successful transitions hard.

- **Becoming a parent at a young age** will mean that caring responsibilities are paramount. Eighty per cent of 18-year-old women who are living with their children are not in education, employment or training, comprising a third of all women this age in this group.[38] These young women are disproportionately drawn from poor backgrounds and have few qualifications.

- **Disabled or sick young people** represent 12% of young people who are not in education, employment or training.[39] Forty per cent of those not in employment, education or training reported a mental health problem. The figure is twice as high as for young people who are in employment, education or training.[40]

Three groups of young people need support

The evidence and discussion on the previous pages suggests that there are three groups of young people who need particular support. These are:

• **Young people who are at risk** – these young people are aged between 14 and 19 and display one or more of the risk factors identified in Table 3. New Philanthropy Capital (NPC) estimates that there are 95,000 young people in this group.

• **Young people who are seeking education, employment or training** – these young people will be predominantly between the ages of 16 and 19. They may have left school with some qualifications but have low self-confidence and a poor attitude towards learning. Their lives lack structure and they will spend periods of time in and out of education or work. This group comprises 21,100 young people who are unemployed but seeking work.[41]

• **Young people who are NOT seeking education, employment or training** – these young people will be predominantly between the ages of 16 and 19 and have been out of education, employment and training for six months or more. They typically have few qualifications, low self-confidence and poor personal skills. This group comprises 10,700 young people who are inactive because they have not looked for a job or do not believe that there is a job available for them, as well as young people who are sick, caring for their family or have other priorities.[42]

Figure 1 shows how these groups relate to each other. The arrows indicate the flows of young people between the groups.

Where are young people most at risk?

The population of young people not in education, employment or training is not spread evenly across Scotland. In some areas young people are at higher risk of leaving school without a positive destination.

To determine which areas these are, we compared information from all 32 Scottish local authorities on rates of participation in education and employment, as well as several of the risk factors that strongly affect young people's participation. For each risk factor, we marked those local authorities that were ranked in the bottom five of all local authorities. Those local authorities that were consistently in the bottom five were considered most at risk. Table 4 presents the data from the most 'at risk' local authorities. Those measures that come in the bottom five of all local authorities have been highlighted.
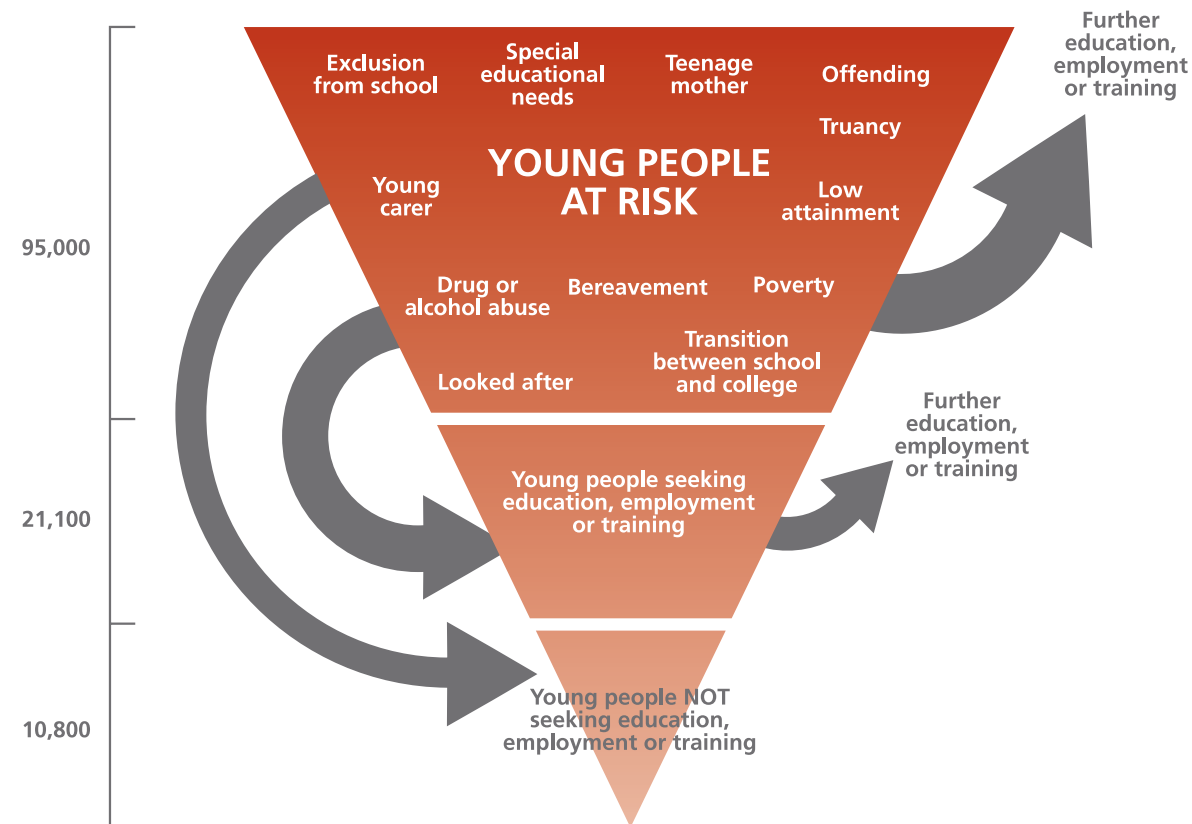
Table 4: Local authorities where young people are most at risk

|	Percentage of young people who are not in education, employment or training[43]	Children looked after as a percentage of the 0-17 population[44]	Percentage attendance in secondary schools[45]	Total exclusions per 1,000 pupils[46]	Percentage of people who are income deprived[47]	Percentage of 0-15 year olds who provide unpaid care[48]
Glasgow City	10.5%	2.1%	82.3%	106	24.7%	1.4%
Dundee City	11.3%	1.6%	83.3%	122	18.6%	1.2%
West Dunbartonshire	12.8%	1.6%	85.8%	111	19.5%	1.5%
North Ayrshire	12.8%	1.4%	85.4%	105	17.3%	1.3%
Inverclyde	9.7%	1.6%	87.1%	81	19.2%	0.9%
Edinburgh City	7.4%	1.5%	84.7%	48	11.4%	1.1%
East Ayrshire	12.9%	1.3%	87.0%	75	16.7%	1.5%
Local authority average	8.8%	1.0%	88.2%	54	12.7%	1.2%

Sources: School Leavers Destinations (2006); Children's Social Work Statistics 2004/05; Attendance and Absence in Scottish Schools (2006); Exclusions from Schools 2004/05; Scottish Index of Multiple Deprivation (2005); 2001 Census.

Four local authorities scored in the bottom five on five of the six indicators (Glasgow, Dundee, West Dunbartonshire and North Ayrshire). Three local authorities scored in the bottom five on two or three of the six indicators (Inverclyde, Edinburgh and East Ayrshire). Figure 2 shows the location of these areas.

Figure 1: Diagram showing young people neither learning nor working

Exclusion from school • Special educational needs • Teenage mother • Offending • Truancy

YOUNG PEOPLE AT RISK

Young carer • Low attainment • Drug or alcohol abuse • Bereavement • Poverty • Transition between school and college • Looked after

Further education, employment or training

Young people seeking education, employment or training

Further education, employment or training

Young people NOT seeking education, employment or training

95,000

21,100

10,800

Figure 2: Map of Scotland showing local authorities where young people are most at risk

The number in brackets after the name of the local authorities is the number of times they score in the bottom five on six indicators of disadvantage (see Table 4 for list of indicators).

Dundee (5)

West Dunbartonshire (5)

Inverclyde (3)

Edinburgh (2)

North Ayrshire (5)

Glasgow (5)

East Ayrshire (2)
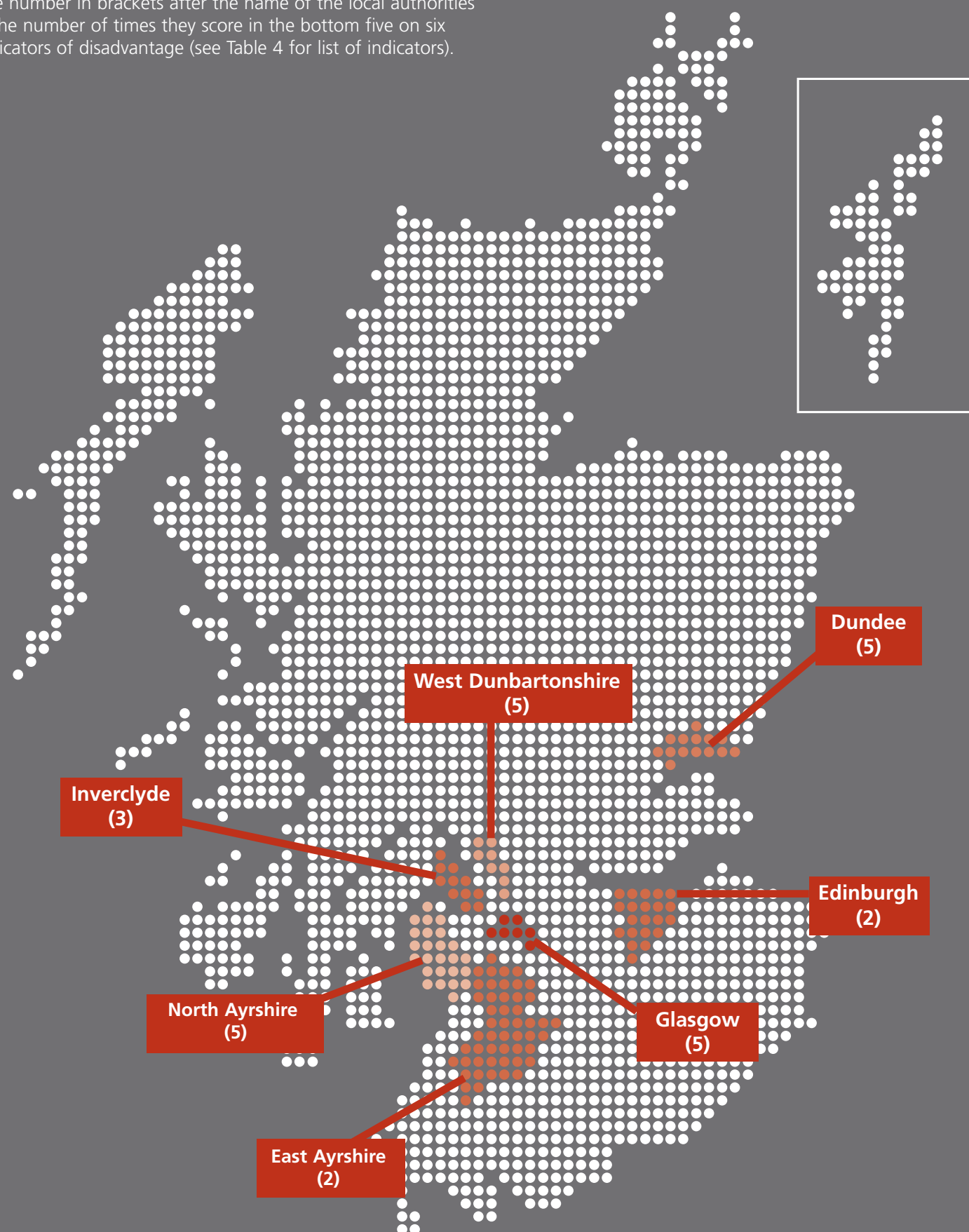
Young people in urban areas most at risk

There is a compelling case for Inspiring Scotland to focus its work in the first four areas highlighted by our analysis. The other three areas would also greatly benefit from greater investment.

Most of the areas are in Scotland's central belt and have suffered significant social problems. Glasgow, Dundee, North Ayrshire and Inverclyde all experienced a decline in heavy industry in the 1970s and 1980s, causing unemployment, poverty and other social problems. Glasgow, Scotland's largest city, has 48% of the most deprived wards in Scotland.[49] And whilst Edinburgh's economy is the second strongest in the UK, there are significant levels of poverty in neighbourhoods such as Craigmillar and Wester Hailes.

The areas that have been highlighted suggest that the problem is principally urban.

However, North and East Ayrshire also contain vast rural areas where a lack of jobs for young people and transport are a great local concern.

The Scottish Government's More Choices, More Chances strategy to address young people not in education, employment or training identified seven 'hotspots', based on its own choice of risk factors (see Chapter 2). These areas overlap very closely with the seven areas highlighted above. The only difference is our inclusion of Edinburgh instead of Clackmannanshire. This is because More Choices, More Chances used the levels of young people known to be neither learning nor working as its main determinant when choosing areas. Although Edinburgh has a relatively low 7.4% of young people who are neither learning nor working, it has a high proportion of looked after young people and high levels of truancy. This suggests that there are many young people 'at risk'. In our analysis, although Clackmannanshire was fourth in the list of local authorities with young people neither learning nor working (12.4%), it was not in the bottom five on any of our other indicators.

How much charitable activity is there in these areas?

Our analysis highlights the areas in Scotland where young people are likely to be most at risk. However, there are a number of other questions to consider when investing in these areas. Successfully tackling the problems facing young people requires the existence of charities or other organisations with suitable ability and experience.

We have not undertaken any detailed mapping of activities so it is unclear precisely what services exist in each area. However, we used information from grant applications to Lloyds TSB Foundation for Scotland, Scotland's largest independent funder, to infer levels of charitable activity. All of the areas highlighted in our analysis, apart from Edinburgh, show up as receiving less money in 2007 than their levels of disadvantage suggest they should do.[50] Moreover, charities in Inverclyde, West Dunbartonshire, North Ayrshire and East Ayrshire accounted for only 3% of applications to the Foundation, although they account for 13% of the disadvantaged population. This suggests that the charitable sector is not as developed in these local authorities. Figures from another major grant-maker in Scotland also confirm this impression. If Inspiring Scotland wants to help young people in these areas it may have to fund new charities or help existing charities to scale up.

Chapter 2: What the Scottish Government is doing

This chapter looks at the Scottish Government's response to helping more young people make the transition from full-time education to college, university or the workplace.

This response is placed in the context of the Government's overall strategy to make Scotland 'smarter', 'wealthier' and 'fairer', which includes a greater emphasis on local decision-making.

The Scottish Government's response shows that young people who are neither learning nor working is a problem that demands national action. However, it also shows that government response alone will not be sufficient.

The Scottish Government has five overarching priorities

The Scottish Government is responsible for the welfare and productivity of Scotland. Since the change of administration from a Labour Government to a Scottish National Party (SNP) led Government in May 2007, priorities have changed. In the Budget Spending Review, published in November 2007, the SNP Government identifies five overarching 'strategic objectives'.[51] These are:

- **Wealthier and Fairer** – Enable businesses and people to increase their wealth and more people to share fairly in that wealth

- **Smarter** – Expand opportunities for people in Scotland to succeed from nurture through to life-long learning, ensuring higher and more widely shared achievements

- **Healthier** – Help people to sustain and improve their health, especially in disadvantaged communities, ensuring better, local and faster access to healthcare

- **Safer and Stronger** – Help local communities to flourish, becoming stronger, safer places to live, offering improved opportunities and a better quality of life

- **Greener** – Improve Scotland's natural and built environment and the sustainable use and enjoyment of it.

These strategic objectives describe the purpose and responsibility of the Scottish Government. Fifteen 'national outcomes' outline this vision in more detail, setting the SNP's priorities for the next ten years. These include four priorities that directly relate to young people who are neither learning nor working:

- We realise our full economic potential with more and better employment opportunities for our people (Outcome 2)

- Our young people are successful learners, confident individuals, effective contributors and responsible citizens (Outcome 4)

- We have tackled the significant inequalities in Scottish society (Outcome 7)

- We have improved the life chances for children, young people and families at risk (Outcome 8).

Ensuring young people make successful transitions is an important part of fulfilling the first two strategic objectives and these four national outcomes.

To achieve this, the SNP Government is committed to giving a greater role to local government and continuing the previous administration's strategy for young people who are not in education, employment or training, 'More Choices, More Chances' (see next page).

More responsibility for local authorities

One of the most significant changes made by the SNP is the greater freedom and responsibility planned for local authorities. Under the previous administration, the Scottish Government retained a high degree of central control, restricting local authority budgets on agreed priorities. The SNP plans to lift many of these restrictions, instead giving local authorities greater freedom to spend how they see fit, whilst maintaining accountability.

How this will work is yet to be defined in practice but it aims to reduce bureaucracy, more effectively address local needs, and allow the Scottish Government to focus on providing strategic direction.

The Scottish Government will maintain accountability by insisting that each of the 32 local authorities delivers on a series of 'national indicators and targets', designed to show progress against the 15 outcomes mentioned previously. This includes Indicator 7: 'to increase the proportion of school leavers (from Scottish publicly funded schools) in positive and sustained destinations (further education, higher education, employment or training)'.

Each local authority will negotiate its own 'Single Outcome Agreement'. These Agreements will cover all local government services and show the contribution that the local authority makes to the overall success of Scotland under a common framework. They will be designed to take account of local priorities, as well as to meet national targets.

This approach to public spending gives far more responsibility to local authorities than they have had in the past. The proposals have been broadly welcomed although it is generally acknowledged that some local authorities will need to build their skills and capacity before they can take on this greater responsibility. Inevitably, there are likely to be some teething problems during the process of transfer to the new agreements, but the Scottish Government has committed to providing guidance where required.

More Choices, More Chances

The Scottish Government's strategy for reducing the number of young people not in education or work is set out in the report 'More Choices, More Chances', published in 2006. The emphasis of 'More Choices, More Chances' is on improving the educational experience of those young people most at risk of disaffection and underachieving and helping them to make a successful transition at the end of compulsory education. The strategy is divided between measures to help young people pre-16 and post-16. The report makes the following commitments:

For pre-16:
- to change the curriculum and qualifications framework, to allow teaching to be more tailored to the individual, whatever their circumstances

- to ensure recognition of wider achievements, including abilities and experiences not traditionally valued

- to give additional support to children who need it to ensure that they are better prepared for the world of work.

For post-16:
- to give young people guaranteed options to pursue routes in education, employment and training

- to work with employers to improve work-based training opportunities for young people

- to ensure that post-16 learning is a financially viable option and that young people are not put at a financial disadvantage by entering further education.

Central to the delivery of these commitments are 'key workers', first recommended by the Beattie Report in 1999.[52] Key workers are trusted adults who give young people one-to-one support before, during and after their transition from school. Key workers will be provided by Careers Scotland, the government-funded body responsible for providing careers advice and guidance to young people. Careers Scotland will provide follow-up services for all school leavers who do not move on to a positive destination. For more details on Careers Scotland, see Box 2.

These aims are brought together with an additional commitment to increase the focus on measuring outcomes and performance management to improve the quality of services. Schools, colleges, Careers Scotland and local authorities aim to work together to deliver a coherent and joined up service. Overall responsibility for the strategy is assigned to the Directorate for Education and Lifelong Learning.[53]

The More Choices, More Chances strategy has been accompanied by a £10m investment over 2006 and 2007. This includes additional funding for seven hotspot local authorities, which each received £400,000 to establish plans. These were Glasgow, Clackmannanshire, West Dunbartonshire, Inverclyde, North and East Ayrshire, and Dundee. All other local authorities in Scotland received £75,000.

Box 2: Careers Scotland

Careers Scotland is Scotland's national careers advisory service. It provides career guidance services for people of all ages to help individuals to develop career planning skills and make well-informed decisions about their lives.[54]

All young people receive a careers interview before they leave school to help them plan their future pathway. After this, young people can get further support by booking an appointment with a careers adviser in one of Careers Scotland's centres in towns across Scotland, or using its telephone helpline and website. Careers advisers are available to help young people with planning, applying for jobs or courses and preparing for interviews.

Careers Scotland also helps 16 to 19 year olds who are neither learning nor working by offering more intensive and targeted support.[55] Its 'key workers' have a caseload of young people who they see regularly and help to find work or stay in education. Young people are typically referred to key workers by social services. Between April 2004 and March 2005 over 2,000 young people were supported by workers into sustained education, employment or training.[56]

The 2007 report 'Careers Scotland: Demonstrating Impact' attempted to quantify the value of careers guidance to the Scottish economy. By calculating the increase in wages combined with an estimate of the reduction in health, crime and social security costs associated with lower unemployment, it concluded that career guidance was worth around £250m per year.[57]

Other government strategies

Preventing disengagement and reducing the number of young people who are not learning or working will not be achieved with a single government strategy. There are many reasons why young people fail to make a successful transition, and we need more than one approach to solving the problem. Some of the problems will be tackled with better universal services, whilst others will require a more focused approach towards vulnerable young people. The timeline in Figure 3 highlights some of the main strategies that support More Choices, More Chances.

Government funding for disengaged young people

Determining the total amount of public money spent in this area is very difficult. The large number of government policies and the complex mechanisms for devolving funding conspire to prevent any simple analysis.[58] Although central government has clearly defined budgets, little information comes back from local authorities that can be used to define exactly how this money is spent.

The Budget Spending Review 2007 shows spending plans from 2008, subject to approval in the Scottish Parliament.[59] The main funding for young people at risk or not in education, employment or training comes from the Education and Lifelong Learning portfolio. Overall, the Scottish Government spends £4.4bn on schools, most of which is distributed through local authorities; £527m is spent on further education and £925m is spent on higher education. Within these budgets there are several funding streams that are more directly targeted at young people at risk, or who are not in education or work. These include:

- £6.4m for carrying out the More Choices, More Chances strategy

- £1.2m for Careers Scotland

- £36.7m for the Educational Maintenance Allowance, a weekly payment for eligible young people to help them stay on in education

- £2.8m for Determined to Succeed (see Figure 3), and

- £16m for Skills Development Scotland – a new body that will improve training and skills across the country.

The specific funding streams listed in the bullets above add up to just over £63m, although only a portion of these funds will be spent directly on helping young people not in education or work. Elsewhere, the Finance and Sustainable Growth portfolio has the responsibility for creating jobs and stimulating economic growth. Some of the £465m for Scottish Enterprise and £103m for Highlands and Islands Enterprise will be spent on helping young people into jobs. The Health and Wellbeing Portfolio also has earmarked £145m to tackle poverty and to help people get back to work.

Overall, it is almost impossible to tell how much the Scottish Government intends to spend on helping young people who are neither learning nor working. We can outline the budgets but, as funding bridges many issues and is divided between many different agencies, it is easy to lose track.[60]

Given the complexity of the problem, it is clear that government action alone is unlikely to be sufficient. More Choices, More Chances acknowledges that the contribution of other stakeholders, including Scotland's business people and charitable sector, is vital to success. Chapter 3 looks at the role that Inspiring Scotland can play.

Figure 3: Timeline of government policy and strategy since 2002

June 2002

Closing the Opportunity Gap (CtOG): This policy details, by Ministerial portfolio, the objectives and resources committed by the Scottish Executive to ensure that every area of government addresses the needs of those living in Scotland's most disadvantaged communities. In July 2004, six CtOG objectives were announced, which are underpinned by ten specific CtOG targets launched in December 2004. Two of the targets particularly relate to young people who are neither working nor learning, with Workforce Plus and More Choices, More Chances directly linked in. The targets aim to reduce the proportion of 16 to 19 year olds who are not in education, training or employment by 2008 and the number of workless people dependent on benefits in Glasgow, North & South Lanarkshire, Renfrewshire & Inverclyde, Dundee and West Dunbartonshire by 2007 and by 2010.

Sept 2002

Dec 2002

Determined to Succeed: A strategy to prepare young people for work through enterprise learning, vocational training, and appropriate career education. It aims to help young people develop self-confidence, self-reliance and ambition to achieve their goals and is key to increasing positive post-school transitions. Feeds into More Choices, More chances.

Oct 2004

Management of School/College Partnerships and the Main Operational Issues Involved School/College Review: This looks at the range of collaborative initiatives in place across colleges/schools that operate successfully. There is a general consensus that colleges provide a stimulating and supportive environment for pupils. However, the findings show that there is a lack of consistency in terms of the management of collaboration. It is argued that, if further education provision for schools is to be expanded, then a more systematic approach to managing collaboration is required.

Nov 2004

Curriculum for Excellence: Aims to enable all children to develop their capacities as successful learners, confident individuals, responsible citizens and effective contributors to society. The National Debate showed that people want a curriculum that will fully prepare children for adult life. This strategy is central to the Scottish Executive's Ambitious Excellent Schools agenda.

Ambitious Excellent Schools: an agenda that recognises the strengths in schools and targets action on the challenges. It has five key themes: heightened expectations; stronger leadership and ambition; more freedom for teachers and schools; greater choice and opportunity for pupils; better support for learning; and tougher, intelligent accountabilities.

Jun 2005

Getting it Right for Every Child: A national approach to helping children and young people in Scotland. The approach sets out guidelines, and possible new legislation, which will help families and professionals to work together more effectively with children and young people, and to give children and families more say in the help that they get. Getting it Right for Every Child underwent two stages of consultation during 2004 and 2005 when professionals, organisations and children and young people were given the opportunity to give their opinions on the proposals. The Scottish Executive published the implementation plan in June 2006 and the draft Children's Services (Scotland) Bill is intended to support the implementation of the proposals.

Jun 2006

More Choices, More Chances: The strategy for young people who are neither working nor learning. More Choices, More Chances is an action plan to reduce the proportion of young people not in education, employment or training in Scotland.

Workforce Plus: Employability Framework: A strategy to get more people into work, particularly people that employers might not have considered before e.g. lone parents and disabled people. It works alongside More Choices, More Chances and embraces similar policies. Key workers will be used to coordinate services towards the needs of individuals.

Children's Services (Scotland) Bill: Drafted to reinforce Getting it Right for Every Child, which has recently gone through a period of consultation with the public. The three key principle aims are: to make sure that agencies work together to provide help for children and young people, creating clear plans for children with complex needs; to make sure the views of children and their families are taken into account when developing plans to support them; to change the grounds for referral so that children are only referred to the Children's Hearings system when it is absolutely necessary.

Feb 2007

National Youth Work Strategy *Moving Forward: A strategy for improving young people's chances through youth work:* Aims to enable all young people in Scotland to be able to benefit from youth work opportunities that make a real difference to their lives and a youth work sector equipped and empowered to achieve ongoing positive outcomes for young people now and in the future.

Mar 2007

SNP Manifesto 2007: Manifesto pledges affecting young people include 'work with education professionals to stretch every child to achieve their full potential, providing them with the individual attention and support they need to flourish' and 'particular attention to raising the achievement of the poorest performing 20 per cent of school pupils, with increased early intervention and support'.

Apr 2007

Skills for Scotland: A Lifelong Skills Strategy: Sets out to make sure that the skill set of the population rises to meet the expectations and opportunities of Scottish businesses. The strategy highlights the skills valued and required both by employers and individuals, demonstrates how sectors from Further Education/Higher Education to schools, community learning and workforce development can contribute to the skills agenda, and outlines the responsibilities of those involved in skills development. Skills for Scotland includes a commitment to encouraging young people to stay in education and training post-16.

Chapter 3: The charitable sector's response

This chapter looks at the work of charities that are helping young people who are at risk of disengaging from education, employment and training, and those who have already disengaged.

This is important because the main way that Inspiring Scotland aims to help vulnerable young people is by funding charities. We look at how the work of charities relates to the three groups of young people described in Chapter 1 and outline the kind of approaches that Inspiring Scotland could consider funding.

NPC has not undertaken a full survey of charities in Scotland so this chapter presents our impression of what exists. The organisations mentioned in this report are used for illustrative purposes only and provide no indication of where Inspiring Scotland might place its investment.

Shared responsibility

The distinction between the role of government and the work of charities can sometimes appear blurred. Formally, the state has a responsibility to provide educational opportunities to all, regardless of an individual's level of need. However, practically there is a limit to the state's power and there are some activities that it cannot or will never be able to undertake. For example, some young people will seek to evade government agencies because they associate them with their poor experience of the school or care system, or they are worried about being forced back into a system that did not work for them.

Furthermore, it could be argued that the structure of local authorities in Scotland is not best designed to tackle the problem of young people neither working nor learning. For most local authorities there are only small numbers of young people affected and so it has not been seen as a priority. At the national level, the problem appears much larger.

Despite state investment, the rate of young people not in education, employment or training has remained stubbornly stable over the last decade.[61]

Perhaps more importantly, there are some issues that are too great and too complex to be left solely to the state. Arguably, reducing the number of young people who are neither working nor learning is one of these. Charities, supported by donations from individuals, businesses and grant-makers, can fill these gaps.

The previous chapter outlined the government's strategy to tackle the problem of young people not in education, employment or training, looking at the More Choices, More Chances strategy and the proposals for the budget from 2008. In contrast to government, charities working with young people do not follow a grand strategy or plan. Each operates independently, often having been set up by local people in response to local needs. This makes it difficult to describe their work as a whole. However, the following section presents the work of Scottish charities based on the type of activity they undertake and the group of young people they are targeting.

Describing the work of charities

Charities offer a wide range of innovative and established approaches for helping vulnerable young people. Classifying these approaches is extremely difficult and could be done in many different ways. In this chapter we group the work of charities according to a combination of criteria: what they do, where they work and the group of young people they help. This classification is not intended to capture the work of all Scottish charities, but simply offers a convenient way to present the wide variety of charities discussed.

The six different types of activities we discuss are:

- Activities run in schools
- Activities run out of school hours
- Activities that provide information, advice and guidance
- Activities that involve the family
- Activities that help the most vulnerable and excluded young people
- Activities that address groups with specific needs (e.g. drug or alcohol dependency).

Activities run in schools

Often one of the first indicators that young people will experience problems is that they become disruptive in school. If they do not receive support and their behaviour deteriorates, this can lead to truancy and permanent exclusion. Although Scotland has a low level of exclusions compared to other OECD (Organisation for Economic Cooperation and Development) countries, the problem is still significant.

Schools are a good place to reach young people between the ages of 14 and 16. Charities offer programmes that are designed to prevent young people from 'switching off', reduce problem behaviour and build the confidence to become successful. The XL Programme, delivered by **The Prince's Trust**, provides an alternative to the normal school curriculum to re-engage young people in the last two years of secondary school. Teachers refer pupils who may be underachieving, lacking confidence or at risk of exclusion. Another example is **Skill Force** (see Example 1).

If they are to be successful, programmes in school require the support of management and teachers. Both parties must work together to reinforce the messages given to young people.

Example 1: Skill Force

Skill Force uses former armed forces personnel to offer skills-based courses to young people between the ages of 14 and 16. It offers a two-year course, run in school, which combines learning within a classroom with outdoor activities to motivate young people. They work towards qualifications including the Duke of Edinburgh Award, Young Navigator, St Andrew's First Aid and Junior Sports Leaders Awards.

Each class comprises around 20 young people, usually selected by the school because of lack of motivation, behavioural difficulties and expected low achievement. Around 70% of Skill Force students are male and a third have special educational needs.

The aims of this work are to provide young people who may achieve nothing with valued qualifications, and to build 'soft skills' such as team-working, problem-solving and the confidence and manners to cope in the adult world. During the course, young people participate in outdoor activities, such as hiking, camping and climbing. In 2006/2007, 84% of young people went on to further education, training or employment immediately after they finished the course.

The charity works all over the UK, engaging with around 700 young people in six locations in Scotland (Edinburgh, Stirling, Falkirk, Moray and North and South Lanarkshire).

Activities run out of school hours

In association with schools, charities often organise activities that run before and after the school day. They usually aim to increase young people's confidence, motivation and self-esteem as a means to engaging them in school. They also offer the opportunity to go somewhere safe and supervised, make new friends, learn new skills and get support and guidance from adults.[62]

Being linked to school may mean that these activities do not appeal to everyone. As attendance is voluntary, pupils who are most disengaged at school are unlikely to sign up to them. Those activities that are run on school property may not be open to young people who have been excluded from school. However, clubs that have a wider range of activities may appeal to more young people. **Granton Youth Centre** runs homework clubs and sports teams. **Ruchill Youth Project** runs activities including cooking and music for young people and their families. Activities that are based in the community have the added benefit of building community spirit and making young people feel proud of their area. A third example is **The Tullochan Trust** (see Example 2).

To be successful, out-of-school-hours projects have to give young people the opportunity to do activities that they enjoy. Giving young people a say in the design of new projects and activities is one way to ensure this.

Example 2: The Tullochan Trust

The Tullochan Trust provides activities to young people between the ages of 8 and 20 in Dunbartonshire. It works with 500 young people each year, aiming to develop a long-term relationship with each individual. Projects include:

'The Leadership Club', which gives young people aged 16 and above new experiences and advice with decisions on future education and employment. Activities include help with CV writing, outdoor adventures and a three-month community work course.

'Passport to Life' helps 12-16 year olds develop a positive attitude and build the skills necessary to progress towards learning, training and lifelong employment. Young people write personal action plans and are taken on visits to work places, colleges and universities.

Activities that provide information, advice and guidance

Beyond school there is a wealth of options available to young people. Receiving the right information and advice is an important way to help young people navigate these opportunities. For young people confused about their options, access to impartial information is crucial. The charity **Young Scot** provides information and advice across Scotland (see Example 3).

Information and advice comes from many sources, and all the activities mentioned in this report will provide young people with at least an element of advice. Often, this will take the form of a mentor. Mentoring is the support of one individual by another within a relationship developed through regular contact over a period of time. The mentor is the individual who offers support, advice and encouragement, and is usually a trusted adult. The adult can also act as a source of stability and present a positive role model, which may be lacking in young people's lives. For example, **Move On** provides mentoring to young people leaving care in Glasgow and Edinburgh to help them with the transition to independent living. It matches each young person with a volunteer mentor who shares interests, such as playing the guitar or learning to swim. It provides around ten hours of mentoring a month to young people.

Evidence suggests that mentoring can be successful at engaging young people in education, employment and training, reducing anger and violence, and improving confidence and self-esteem.[63] Mentoring may not fundamentally change the circumstances in which young people live, but by providing a listening ear and a role model, it helps them to cope better with the challenges that they face. Good mentoring schemes are those that invest in training and support for mentors and ensure young people have regular contact with their mentor and are not 'let down'

Activities that involve the family

Most young people get intense support from their families through the transition from school to further education, training or the workplace. Other young people do not get any support. For many vulnerable young people, activities that encourage the family to get involved in helping to make decisions about their future could be beneficial. However, most programmes NPC came across focus exclusively on helping the individual.

Of course, in some circumstances it might be best not to involve the family, for example, if there is violence in the home. However, as many issues have resulted from problems in the home, engaging the family can help to deal with an issue at its root.

NPC found that the work of charities helping young people *and* their families fit into three different models:

- Home-school link programmes, based in schools for young people (see Example 4).

- Mediation programmes, to encourage young people and their families to talk to one another. These are most often used in crisis situations such as when a young person has run away. For example, **Edinburgh Cyrenians**, the homeless charity, does mediation work with young homeless people and their families.

- Community projects, which bring the family together. They might not specifically aim to help young people through the transition from school but will aim to improve family life in general. **Family Action in Rogerfield and Easterhouse (FARE)**, which helps families in Glasgow by providing advice on benefits and offering support to find nursery and school placements, is an example of such an activity.

Activities that help the most vulnerable and excluded young people

There is a wide spectrum of need among young people who are at risk of becoming disengaged. Some of these young people will need more intensive support than others. The methods that work for the 'at risk' group will not be as effective for the most vulnerable people, who need intensive personal support as well as help getting into education, employment or training. The most obvious example of this is **Fairbridge** (see Example 5).

Other examples include **Columba 1400**, which runs a programme combining one-to-one personal support with outward bound activities based on the Isle of Skye. Columba 1400 likes to mix together people from different backgrounds so that they can work together. This is designed to provide vulnerable young people with role models and to help them learn from their fellow participants. The Prince's Trust runs **Gets Into**, a six-week course that provides training and experience to young people in particular sectors of employment, including retail or catering.

Activities that address groups with specific needs

Chapter 1 of this report noted that not making a positive post-school transition is often a symptom of other problems. Young people will need specific help with some of these problems, such as substance misuse or offending, before they can go on to work or education.

These services will vary considerably but all focus on a specific group of vulnerable young people. **Includem** provides intensive one-to-one support to youth offenders between 14-18 across East, West and Central Scotland. It provides each young person with a project worker and mentor. **Aberdeen Foyer** delivers a 'Lifeshaper' programme for young people aged 16-25 who have a substance misuse problem. 'Lifeshaper' offers a structured 12-week programme that helps young people establish routines and boundaries while providing them with basic living skills. Delivered in partnership with the local college, the programme provides educational opportunities, healthy living skills and advice on staying off drugs. Another example is **Street League**, which works with a high proportion of young people who are homeless (see Example 6).

Example 3: Young Scot

Young Scot is the national youth information and citizenship agency for Scotland. It provides young people between the ages of 12 and 26 with a mixture of information, ideas and incentives to help them become confident, informed and active citizens.

It provides information on a range of issues including college and university applications, personal finance and local activities. It runs a website, telephone information line and publishes a quarterly magazine, which has an estimated readership of over one million people.

Young Scot runs a scheme to provide young people with an incentive to participate in their communities. The 'Young Scot Card' is held by over 340,000 young people and provides discounts to shops and services such as leisure centres.

Example 4: Circle

Circle (formerly known as Family Service Unit Scotland) helps troubled and vulnerable children by providing a link between school and home. The charity trains school-home support workers, who are based in schools in Edinburgh, West Lothian, and North and South Lanarkshire. Workers help children, young people and their parents through one-to-one support. The service runs in nine different projects across primary and secondary schools.

Circle workers help children and young people with a variety of different problems including truancy, parents' alcoholism, domestic violence and sexual abuse. Circle also gives practical help to parents, for example, by helping them to manage their children's behaviour and create routines at mealtimes and bedtime.

Example 5: Fairbridge

Fairbridge supports young people between 13 and 24 who are not in education, employment or training or who are at very high risk of dropping out of school. They work in inner cities around the UK and provide a combination of one-to-one personal support, education in basic skills and challenging activities, such as making music or rock climbing. Fairbridge aims to give young people the motivation, confidence and skills to make the step to employment or back into education.

All Fairbridge young people have some sort of complex need. This may be mental health problems, low self-esteem or substance misuse, or it may be that they have been a victim of abuse, are homeless or have a history of offending. Two thirds have three or more complex needs. All share the fact that they cannot cope in mainstream education. Around half of the young people Fairbridge works with are between 16 and 24 and half are under 16.

The charity has three 'Fairbridge Centres' in Scotland (in Edinburgh, Glasgow and Dundee). Centres open all year round and young people attend an agreed timetable of sessions to suit them – this may be daily, or it may be once or twice a week alongside school.

Example 6: Street League

Street League uses football to improve the lives of people not in education, employment or training. Its clients come from a range of disadvantaged backgrounds, including homelessness, drug and alcohol abuse, displacement, unemployment, crime, learning difficulties and mental health. It runs weekly football coaching sessions and offers training and education programmes to help people build skills and eventually progress into employment.

Each week around 60 teams attend five-a-side coaching sessions, run by trained coaches. Motivated players, and those encouraged by their coaches, can also move onto Street League's 'Directions 2 Work' courses, which offer opportunities in careers education and planning and preparation for applying for work.

Another element of Street League's work is a 'twinning scheme' where teams from the community mix with regular Street League players. Twinning seems to be an excellent way of informally providing positive role models for Street League's players.

Street League runs in London and Glasgow, where it opened in 2005. At present, the charity's education work is less developed in Glasgow than in London. In total, 1,300 people participate each year, of which two thirds are between 16 and 24. Robust evidence for the success of Street League is limited but in a recent survey of 173 ex-players, 65% had moved into employment, education or training.

The previous section discusses the work of established charities. Inspiring Scotland could also use its funding to support new ideas and approaches. For example, it could fund the expansion of work with vulnerable young people that has been successful in other countries. Box 3 shows a number of options that Inspiring Scotland could consider funding.

Box 3: Funding options

Inspiring Scotland needs to consider the type of funding it might provide. Some of the opportunities are discussed below.

Funding innovation

Getting a good idea off the ground can be notoriously difficult. Inspiring Scotland may wish to consider funding brand new ideas, or small start-up charities that may apply with little more than a business plan. This is a high-risk strategy as many new ventures fail in their first few years. However, it also holds potentially high rewards as lasting social change may be created with a relatively small initial investment.

One way to reduce the risk is to fund projects that have been successful elsewhere but that have not been established in Scotland. For example, **Reading Recovery**, an approach to teaching children who are struggling to read, has been taken up by the KPMG Foundation in England and Wales. The approach is based on a model developed in New Zealand and has been successfully exported to English-speaking countries all over the world. Evidence and experience of setting up a project elsewhere can be enormously valuable in ensuring further success.

Inspiring Scotland could also consider funding charities to scale up their activities across a wider area of Scotland. Often this might require help with business planning and strategy. In NPC's experience, there is frequently a glass ceiling in the charitable sector that can only be breached when charities move from dependence on grants to contract funding, usually from local government. Inspiring Scotland could help excellent charities make this transition.

Funding collaboration

Inspiring Scotland could fund collaboration between charities or between charities and statutory services. During this research, NPC found few examples of collaboration. Given the wealth of expertise and skills in this sector, this seems like a missed opportunity.

A new type of funding?

Problems with the way that charities are funded are well known, but solutions have been elusive. Charities complain about the short-term nature of funding agreements, the refusal of grant-makers to provide adequate resources to pay for overhead costs and the emphasis on form-filling.

Inspiring Scotland's collaborative approach, harnessing contributions from government, grant-makers, companies and individuals, has an unparalleled opportunity to tackle these issues.

Improving research and data collection

A notable weakness in charities dealing with young people is the lack of a common and coherent approach to measuring results. This hinders Inspiring Scotland's goal to help reduce the number of young people out of education or work because there is no easy way of establishing which are the most effective projects or charities.

Inspiring Scotland could fund charities to develop better systems for measuring their results. This is discussed in more detail in Chapter 4.

What can we learn from these approaches?

Looking at this sample of charities, the variety of approaches and the way in which they work, we can learn a number of things that can help make decisions about funding.

- **There is no silver bullet**

  All the approaches listed above are different, all use different methods of engaging young people and reach young people at a different stage in their progression. There is no evidence that one single type of approach is uniquely good at sorting out the challenges. Often charities are set up to deal with problems in local circumstances by local people. Inspiring Scotland can learn from these approaches. What works in one community will not necessarily be effective in another.

- **Successful projects need to be engaging**

  Young people are not forced to be part of any of the projects listed above. Activities such as sport or music are likely to be effective in motivating attendance. Involving young people in the design of the project will ensure it is relevant to them.

- **Projects are dependent on skilled staff and one-to-one support**

  Much of the work is dependent on skilled staff and central to the relationship is building trusting relationships. The availability of one-to-one support, for example, through a key worker or mentor, is important when dealing with the most vulnerable young people. Ensuring that you are investing in good people is crucial – not only at management level but throughout the organisation. User satisfaction surveys can be a useful indicator of the relationship between project staff and young people.

- **Evidence is all important**

  Projects should be able to demonstrate their success. How else do we know that funding is going to have an impact?

The next chapter looks at how Inspiring Scotland might define success and what evidence it should look for from charities.

Chapter 4: Results matter

Inspiring Scotland aims to help young people make a successful transition to adulthood. Ultimately, this means helping young people who are neither learning nor working do something positive with their lives and make a productive contribution to society.

Two groups of questions underpin this basic aim:

• What specifically does Inspiring Scotland wish to achieve? What results might be used to define 'success' for the fund?

• How can Inspiring Scotland determine whether it has been successful? How can it measure the results of its investments?

This chapter directly addresses both of these groups of questions. It examines what 'success' means for young people and how this can be thought of in terms of progression to the job market. It then looks at how this progression might be measured, providing a number of examples from charities. Finally, it suggests how Inspiring Scotland might help to improve measurement, something which could benefit all charities working with young people in Scotland.

What does Inspiring Scotland wish to achieve?

The aim of Inspiring Scotland's 14:19 Fund is to help young people who are neither working nor learning to find a purpose in their lives and go on to live happy and productive lives. Practically, this means helping young people find a pathway through education and training that increases their skills and helps them to find a job. This coincides with the Scottish Government's aim to increase the proportion of young people in education, employment or training and increasing citizens' well-being.[64]

As the first chapter outlines, young people not in education, employment or training have a range of different needs. The implication of this is that 'success' means different things for different groups of young people.

Success for one young person might not necessarily be success for another—it depends on the individual's starting point and the barriers they have to overcome.

A useful way to think about this problem is to imagine a pathway from building basic skills through to formal qualifications, eventually leading to employment.

Young people need many skills to succeed

Simply to 'get by' in life we rely on a certain level of social skills: the confidence to talk to strangers, the awareness of social conventions when establishing relationships and the self-belief to pick ourselves up after we have suffered a setback. These 'soft skills', which most of us take for granted, are the foundation for all our social and economic activities.[65]

We also require more tangible skills to be successful in the labour market, for example, the ability to read, write and add up. Employers look for evidence of individuals' abilities through formal qualifications and experience gained elsewhere, for example, through work experience or voluntary work. These 'hard skills' are easier to define and measure.

Hard and soft skills can be seen as part of a pathway to employment and the ultimate aim of living a happy and productive life.

Young people are expected to accumulate these skills as they pass from childhood to adulthood. However, young people who are not in education, employment or training have usually failed to develop these skills and find themselves excluded from formal educational and work opportunities. Helping these young people to fulfil their potential requires building both groups of skills.

Charities often specialise in building the soft skills of individuals, as a step to re-entering school, college or the workplace. Although they are difficult to measure and demonstrate, the importance of soft skills should not be underestimated. They are a vital part of any progression.

This progression can be thought of as a ladder of results, or 'outcomes' (see Figure 4).

Figure 4: Outcomes ladder for measuring young people's progress

An outcomes ladder

The bottom rung of the ladder is the most basic step: improving confidence so that the individual is willing to participate in other steps. The top rung of the ladder is the final outcome: success in employment. The rungs in between represent intermediate stages in the journey to employment, such as achieving formal qualifications or gaining work experience. Young people may start on different rungs of the ladder but participation in education, training and other activities aims to move them up the ladder.

Often, charities will not be able to demonstrate that they can help young people find work or re-enter education. Looking at intermediate steps can act as an indicator of progression.

Education and training moves young people up the ladder.

Step 3 - Success in the labour market

• Sustainable employment that matches young person's skills and potential

• Start a job or training course

Step 2 - Hard skills

• Better attendance at school, college or training course

• Participation in work experience or voluntary work

• Academic or vocational qualifications e.g. Scottish Standard Grades or SVQs

• Basic literacy and numeracy skills

Step 1 - Soft skills

• Improvement in ability to form relationships with other young people and adults

• Better communication skills and ability to get on with people

• Increased self-control and ability to manage emotions

• Higher ambition, aspiration and motivation to succeed

• Greater self-confidence

Starting point

• Little or no skillbase

Figure 5: A model for describing young people's progress
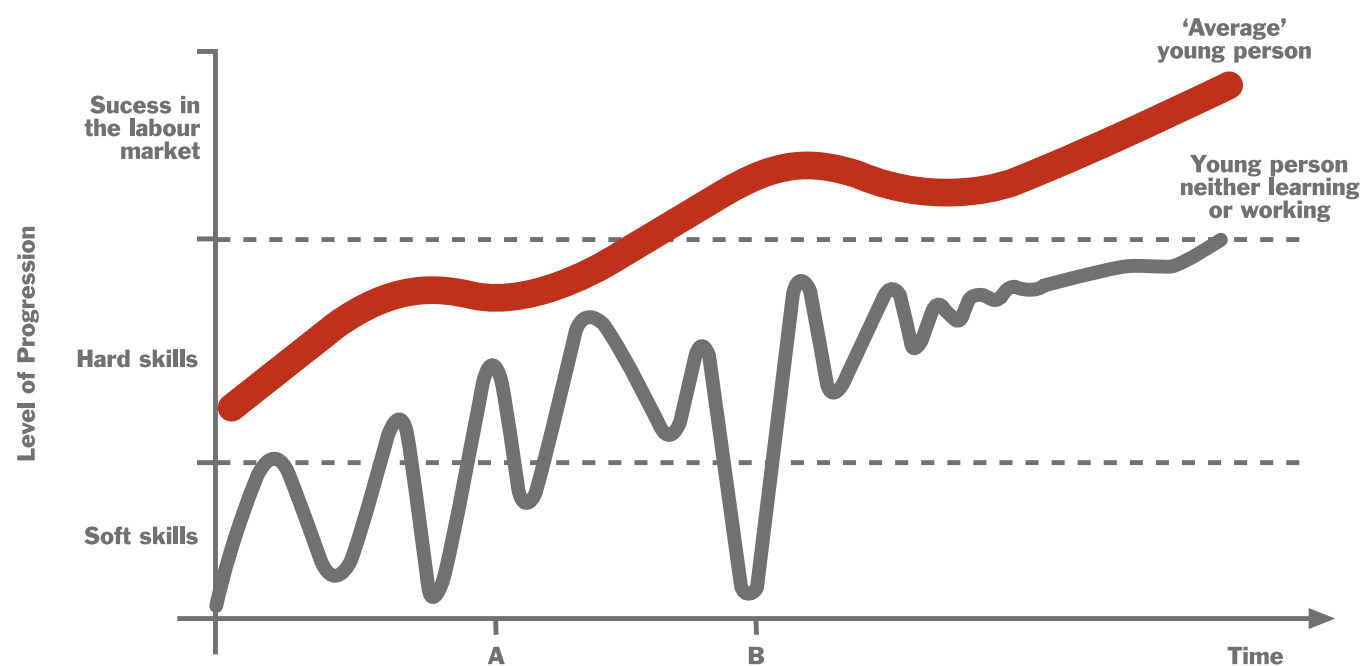
Progression is not smooth

The outcomes ladder is useful for understanding the different skills young people require to succeed in their lives. However, it gives no sense of the rate of progression that young people can be expected to make.

Figure 5 illustrates how we might think about young people's progression. It is based on anecdotal evidence of what we might expect from a 'typical' young person and a 'vulnerable' young person. The vertical axis describes the progression up the outcomes ladder. The horizontal axis describes the time that this takes.

The **red line** represents an 'average' young person, who makes a steady progression from building soft skills, through gaining hard skills, eventually leading to employment.

The **grey line** represents a typical 'vulnerable' young person who is not in education, employment or training.

Young people not in education, employment or training typically have chaotic lives, which may include periods of crisis where progress stops or declines.

The ups and downs in the graph indicate these periods, which may occur when young people temporarily disengage from activities or experience turmoil in their personal lives. However, over time young people make progress, raising their overall skills. Although this may not reach the level of the average young person, it still represents a successful outcome.

The fluctuations in the graph indicate that young people's progression may not be steady. This has important implications for measuring success. For example, if we measure the young person's progress from the beginning to point A then progress appears to be good. However, if we measure from the beginning to point B then there would appear to be no progress. The chaotic lives of young people make measurement difficult and show that to properly understand young people's progress, it is important to track them over a period of time rather than simply between two points in time. At present, we are not aware of any such studies in Scotland.

Outcomes are not well understood

Measuring the results of charities' work is crucial, not just as an exercise for investors who are keen to understand the impact of their money but in reflecting on successes and failures and making improvements to services. If a charity understands the common elements that lead to good results, it can repeat them. Similarly, failures can be spotted and eradicated.

However, at present, the body of evidence regarding what is most successful for young people not in education, employment and training activities is weak. Although most charities and statutory agencies collect some data, it is often not presented in a coherent way and is not comparable between projects. Charities often keep detailed individual records of young people but struggle to collate this information. Most charities do not have sophisticated systems to measure and describe the value of their work.

In particular, charities struggle to demonstrate the long-term impact of their work. During our research, NPC did not find any charities that could provide a systematic record of the effects of their services on young people's outcomes as they entered adulthood.

Box 4 provides three examples of charities that measure the results of their work. These examples illustrate the variety of ways that charities collect information.

The limited data makes it difficult to determine what a successful charity is, even where data collection is good. For example, if we find a project that helps 60% of its participants into work, without data to compare it to, how do we know this is good? Should we expect more? What if there are other projects that help 80% of participants into work? Until charities become better at measuring and recording the results of their work, this problem will remain.

Given the present lack of data, what information could be collected, and what is it reasonable to expect?

Box 4: Examples of charities and their outcomes measurement

Fairbridge

Fairbridge has a database for monitoring and evaluating its work. It records basic details about young people, along with achievements and where young people go when they leave the programme.

Fairbridge records the proportion of young people on its courses who find employment, return to education, achieve a qualification and continue with another programme. However, much of Fairbridge's initial work with young people is simply about building commitment, routine and stabilising young people's chaotic lifestyles, outcomes that are not easy to measure.

Like all charities working with young people who are neither learning nor working, Fairbridge struggles to understand the long-term benefits of its work. They have indicators of positive results from a study by the Charities Evaluation Service in 2003. Interviews with 30 young people, one year after completing the programme, showed that they had improved confidence, which led to a better position in finding housing, education and training.

As Fairbridge improves its database over the next three years, it wants to routinely follow up with young people at regular intervals of three, six and 12 months.

Skill Force

Skill Force works in schools and collects information on attendance, achievement and exclusion. It uses a number of indicators to determine its effect on young people's lives. Statistics are collected separately by each team and collated.

Each Skill Force team records the destination of young people immediately after they leave school. Skill Force also attempts to record 'soft skills' and psychological benefits gained by young people using a system known as PASS, or Pupil Assessment of School and Self. The results of this, applied across only a small number of teams, demonstrates overall increases in self-confidence, attitudes towards learning and work ethic before, during and at the end of the course.

Independent evaluations confirm that teachers believe that Skill Force is responsible for improving pupils' behaviour and reducing exclusions. Pupils also report that they believe Skill Force provides them with valuable experience and qualifications and has helped them to improve their other school work.

Street League

Street League is a young organisation so has limited evidence of its success. There are no robust overall figures on how many players find work or re-enter education. Its strongest evidence for helping young people back into education or work comes from an external source. Figures supplied by Jobcentre Plus show that people who have been Street League players are more successful in finding jobs than other people.

Street League conducts an annual survey of players to determine the effect on young people's lives and employment status. Street League has also recently undertaken a retrospective analysis of its impact by getting in touch with previous players.

Evidence of success

There are a variety of ways that charities can demonstrate the effectiveness of their work. Based on the outcomes ladder described previously, Table 5 suggests several sources of evidence that Inspiring Scotland could look for as evidence of success.

Table 5: Measuring soft skills, hard skills and success in the labour market

	Outcomes	Potential measures
Soft skills	• Improvements in ability to form relationships with other young people and adults • Better communication skills and ability to get on with people • Increased self-control and ability to manage emotions • Higher ambition, aspiration and motivation to succeed • Greater self-confidence	• Self-reported changes using questionnaire, including asking about number of friends. Anecdotal evidence of contact with adults • Changes reported by parents, teachers and adults in contact with young person. Ability to succeed in tasks such as an unscripted telephone conversation or presentation to peers • Standard tests of self-esteem and coping skills, such as the Strengths and Difficulties Questionnaire[66]
Hard skills	• Better attendance at school, college or training course • Participation in work experience or voluntary work • Academic or vocational qualifications e.g. Scottish Standard Grades or SVQs • Basic literacy and numeracy skills	• Attendance and participation data provided by schools, colleges or training providers • Number of weeks spent in voluntary work or work experience. Level of commitment reported by place of work • Qualifications gained and grades attained • Standard measures of literacy and numeracy
Success in the labour market	• Sustainable employment that matches young person's skills and potential • Start a job or training course	• Monitor the types of jobs young people go on to do (manual, semi-skilled or skilled) • Question the young person three, six and 12 months after finding a job. Is the young person still employed, or have they moved on?

What data should Inspiring Scotland expect from charities?

Inspiring Scotland should expect to invest in charities that demonstrate a genuine commitment to measurement and have a clear understanding of how they can use it to improve their work.

However, Inspiring Scotland should recognise that systems to monitor outcomes are not well-developed. Many charities will need support to improve the measurement and articulation of their results.

Box 5 describes NPC's framework for looking at the results of charities' work. The most effective charities should be able to demonstrate their success using systematic outcome measurement. Other charities may only be able to provide evidence from feedback or anecdote.

Inspiring Scotland should expect different levels of evidence at different stages of organisational development. For example, a young charity is unlikely to have evidence of its results until it has been working for a period of time. A mature charity, by contrast, should have developed an evidence base over time.

Inspiring Scotland should recognise the problem that charities face in attributing positive results to their own work. Vulnerable young people often receive support from a wide range of different agencies and so disentangling all these influences is difficult.

Given the difficulties of measuring results and the limited evidence that currently exists, NPC believes that there is a need to develop more tools to allow better monitoring of young people as they progress through services.

Better outcomes measurement

The outcomes ladder and table presented on pages 25 and 28 respectively could represent a first step towards designing a coherent system for recording the outcomes of work with vulnerable young people. Such a tool could help charities to record improvements in soft and hard skills, and the transition to employment.

The tool could allow charities to record the results of their work over a longer period, and better understand how their activities help young people. The tool could explore the use of modern technology to improve the reliability of data capture. For example, mobile phones, email and social networking sites, such as Facebook or MySpace, might open new opportunities for tracking young people's progress into adulthood.

Importantly, the processing of reporting should balance the benefits of understanding the impact of charities' work with the costs of recording them. Any system should not be onerous and should maintain the support of charities.

A tool could be linked to the Scottish Government's performance indicators and Single Outcome Agreements with local authorities to ensure that it simultaneously meets the needs of the Scottish Government.

The discussion in this chapter makes a strong case for more rigorous and consistent data collection. There is scope for Inspiring Scotland to take a lead in this area.

More reliable and consistent evidence on the work of charities that support young people will mean that investors can identify and support those that are achieving the best results.

Better evidence will also benefit all charities as they develop a greater understanding of the work they are doing and how they can improve.

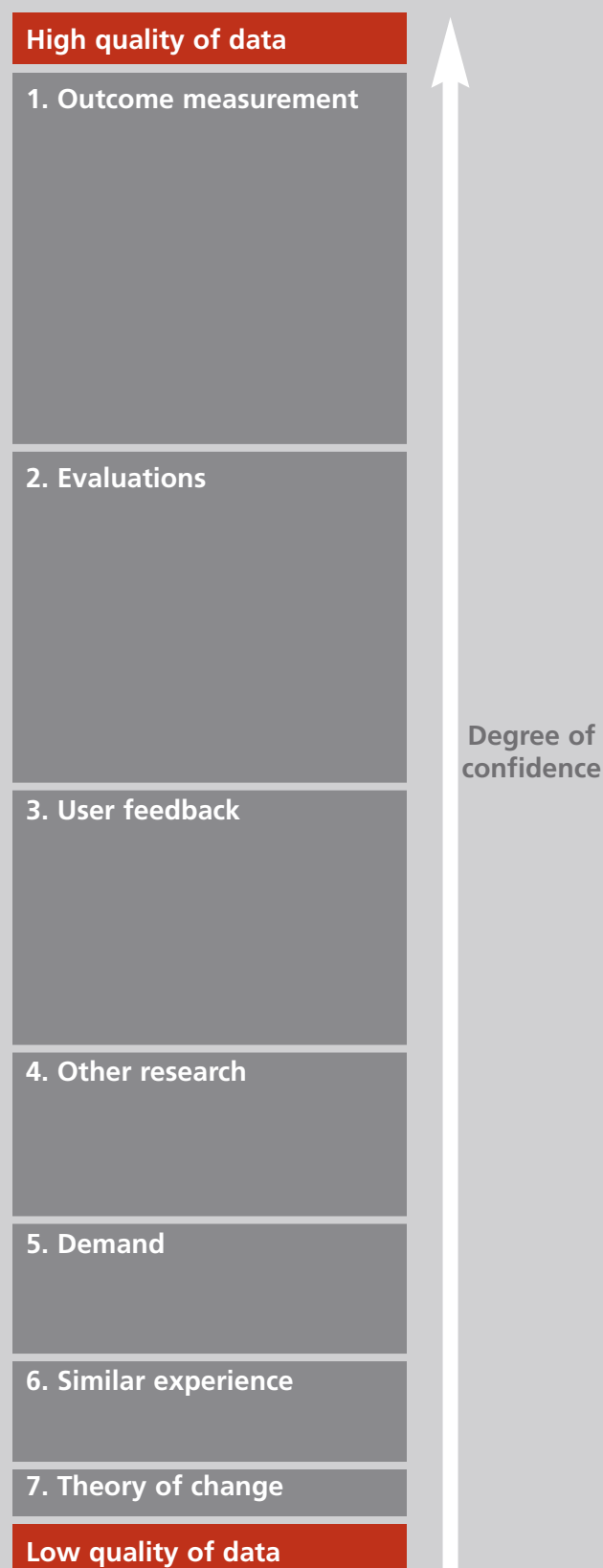### Box 5: How New Philanthropy Capital analyses charities' results

New Philanthropy Capital (NPC) analyses the impact that charities have on people's lives. Like Inspiring Scotland, NPC faces a great challenge in assessing the effectiveness of charities in an environment where evidence of results is not always readily available.

NPC addresses this challenge through a framework for looking at charities' results that allows for different sources of evidence.[67] Figure 6 shows the seven levels of evidence that NPC uses to support its analysis. These are ordered broadly in terms of the quality of data they contain, and therefore how confident we can be about the results they show. The framework suggests that the most compelling source of evidence is systematic analysis by the charities' own outcome measurement framework, for example tracking the academic achievement, destinations and personal develop of all participants using a bespoke database. This is followed by internal or external evaluations of specific projects. A logical model that demonstrates that the charity work should achieve results is the least compelling. Other levels of evidence include feedback from service users and research into similar projects.

NPC's framework is designed to help interpret the information charities provide and is a useful starting point for researchers and grant-makers. The framework is not designed to be prescriptive but to guide and inform. It is flexible and can vary with circumstance. For example, the ordering of the levels of evidence may change according to the charity being analysed: in some cases external evaluation of specific activities may be the most convincing evidence.

1. Data produced by charity's own outcome measurement framework

2. External or internal evaluation of the activity that funding is likely to support and grow

3. Feedback or anecdotal evidence (e.g. client feedback, external praise or awards)

4. Research on other organisations carrying out the same activities

5. Evidence of ongoing demand and popularity among service users

6. Internal evidence that the charity is effective at similar activities that make it natural for it to extend its work into this activity

7. A logical model showing that this activity should achieve results, describing the charity's theory of change.

Figure 6: NPC's seven levels of evidence

High quality of data

1. Outcome measurement

2. Evaluations

3. User feedback

4. Other research

5. Demand

6. Similar experience

7. Theory of change

Low quality of data

Degree of confidence

Source: New Philanthropy Capital, www.philanthropycapital.org

Conclusion

This report outlines a role for Inspiring Scotland in helping vulnerable young people who are neither learning nor working.

The young man, Robert, whose story we told at the beginning of the report is now 21 and he is still struggling to find his way in life. He is just one of many young people across Scotland whose potential is not being fulfilled.

In Scotland, there are 32,000 young people between the ages of 16 and 19 who are neither learning nor working. As we have seen, these young people are more likely to come from poor families, most likely to use drugs and more likely to have low qualifications. We estimate that there are a further 95,000 young people at risk of disengagement between the ages of 14 and 16.

Inspiring Scotland
The case for Inspiring Scotland is clear. Government cannot tackle this problem alone and the problem is too important to leave to the state. Charities, backed by voluntary donations, are already delivering some of the most important work in this area.

To help young people, Inspiring Scotland needs to focus on charities that tackle the root causes of disengagement and motivate young people to participate in education and training.

This might involve funding existing charities, funding new ideas, or scaling up projects that have been successful elsewhere. Good projects are likely to be those that combine constructive activities with activities that young people enjoy, have skilled and committed staff, and that can demonstrate that they are effective.

What to fund?
To have the greatest impact and help the maximum number of young people, Inspiring Scotland must support the most effective charities and approaches. However, limited data prevents us saying with certainty which charities are most effective. There is not yet a consistent way of measuring success and no robust long-term studies.

Chapter 4 goes some of the way to defining the sort of outcomes that might be expected for vulnerable young people and how these might be measured. However, by funding more rigorous evaluation and developing better measurement tools, Inspiring Scotland could have a wider impact beyond the charities it immediately helps.

By bringing together partners from all over the donor community over a 7-10 year period, Inspiring Scotland has an unparalleled opportunity to inspire young people in Scotland.

Acknowledgements

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