



Improving Scottish education

Making a difference in Scotland's communities
A five year review of community learning and development in Scotland



Commentary from HM Senior Chief Inspector

In May 2002, HM Inspectorate of Education (HMIE) published the first self-evaluation framework for community learning and development (CLD) in Scotland. HM Inspectors used *How Good is Our Community Learning and Development?* (HGIOCLD?) to conduct a programme of inspections of local areas within all 32 local authorities. A revised framework, *How Good is Our Community Learning and Development?*² (HGIOCLD?²) was introduced in March 2006 and since then a further nine inspections have been carried out, of which six have so far been published. The strategic leadership of CLD has also been inspected within six inspections of the education functions of local authorities. In the period from December 2004, follow-up inspections have been carried out in 28 authority areas. Since February 2002, HMIE has conducted reviews of 25 national voluntary organisations on commission from Scottish Executive departments.

This report is based on the evidence from these inspections and reviews. It also takes account of the legislative and policy changes that have impacted on this aspect of public service provision during this period. The intention is that the report illustrates good practice and identifies areas for development as a means of assisting local authorities and their community planning partners to secure further improvements.

CLD is a significant element of the Scottish education system. It has emerged in the new millennium as an area of practice that cuts across the boundaries of institutional provision and puts communities at the heart of the learning and development agenda. Its history has its roots in youth work, adult education, community work, informal further education, adult literacy, community education, community learning, and community development. What were previously different specialisms now find coherence within an approach that is uniquely Scottish. Its reach has also diversified. Whereas community education was primarily regarded as a discreet local authority service, sometimes working in partnership with the voluntary sector, CLD is a practice and an approach that is now used by an increasing range of practitioners in voluntary and community organisations, in community health and health promotion, community enterprise, housing, culture, sport, and further education.

The main findings of the report are that there is much good practice in CLD in Scotland. All authorities are endeavouring to implement the agenda set out in *Communities: change through learning* and the more recent guidance to community planning partnerships, *Working and learning together to build stronger communities*. CLD providers also have a significant role in implementing the community engagement elements of community planning in line with the *Local Government in Scotland Act 2003*. However, there is too much variation in the overall performance of authorities and their partners and also variation in performance within the CLD national priorities. There is still a way to go for some authorities to match the standards of the best. It is encouraging to find that most CLD partnerships are effective in working across council services and with other statutory and voluntary services to provide more integrated ways of addressing the needs of children, young people, adult learners and communities.

In the most effective CLD partnerships a clear vision and aims for CLD articulate closely with community planning priorities and are communicated well to those working in communities. Staff at local level are developing increasingly strong relationships with partner agencies that lead

to cooperation and synergy in meeting the needs of participants. Sound leadership, coupled with effective and enterprising management of resources provide the best possible opportunities for young people and adult learners. The quality of youth work and adult learning provision across Scotland is generally sound, but its range and extent varies too much from place to place. Community capacity building is the main element of CLD provision where impact still needs to be improved. Evidence from recent inspections suggests that this aspect of provision is improving.

Strategic planning for CLD has been very effective in a few authorities. However, others have experienced difficulties in implementing national guidance. The CLD sector has been required to respond to other strategic planning initiatives such as community planning and children's services planning. Sometimes, within the range of plans and priorities required of local authorities and their partners, CLD has received insufficient attention. At a time of such significant change, too little investment has been made in training and development to ensure that staff and volunteers are fully equipped to meet new challenges.

This report provides a broad summary of the context and impacts of CLD in Scotland. It is intended also to provide insights which may assist local authorities and their partners to further improve the quality of their services.

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Section One: Introduction

1.1 Inspection of community learning and development

National guidance identifies that it is the community planning partnership, led by the local authority, that has the key role in supporting CLD. Community planning partnerships, performing at their best, will want to discharge their functions in a consistently rigorous manner, setting themselves the highest standards. They will lead improvement and give direct and sustained support to those partners demonstrating innovation and creativity in providing excellent services in communities.

Independent external evaluation should assist and strengthen partnerships in their approaches to those tasks and will assist in the identification and pursuit of best practice to the benefit of young people, adult learners and communities.

Under the terms of the *Standards in Scotland's Schools Etc. Act 2000*, HMIE are charged with the inspection of the education functions of local authorities at the request of Scottish Ministers. CLD, as defined in the Scottish Executive Guidance, *Working and learning together to build stronger communities* is one of those education functions.

The first cycle of inspections of CLD in areas within all 32 Scottish local authorities, was undertaken from 2002 to 2005 using the self-evaluation framework, HGIOCLD?. Since then, a further nine areas within local authorities have been inspected using a revised HGIOCLD? framework. Each inspection team included two experienced CLD practitioners or managers from a different authority or partner agency to the one being inspected to act as peer assessors. In addition, in most inspections a lay member was deployed to provide an independent view of provision from the perspective of a member of the public. Since December 2004, 28 follow-up inspections have been carried out to evaluate the progress made by authorities in implementing the main points for action identified in initial reports.

1.2 The community learning and development sector

CLD refers to informal learning and social development work with individuals and groups within their communities. This diverse sector comprises three main educational activities:

- adult learning in the community (including community-based adult learning, literacy and numeracy provision in communities, English for speakers of other languages (ESOL), parenting education, and family learning);
- informal learning and development work with young people; and
- building community capacity.

In communities throughout Scotland, local authorities and partner agencies in the public and voluntary sectors provide a diverse range of mainly informal learning opportunities for young people and adults. They also support community and voluntary organisations to improve their communities and, where appropriate, to deliver local services. CLD provision is delivered in widely varying social, economic and geographical environments and in a wide range of community settings. Participation in CLD activities is voluntary. Learning programmes are developed through negotiation and dialogue between staff and participants in CLD programmes.

During the period covered by this report, strategic and operational management arrangements for the CLD sector had been changing as a result of a significant amount of legislation and guidance.

Activities included:

- developing partnership arrangements between providers to improve the coordination and delivery of local services;
- contributing to the delivery of the community regeneration strategy, *Better communities in Scotland: closing the gap* and, more recently, *People and Place*;
- delivering, in partnership with a range of learning providers, a new programme to improve levels of adult literacy and numeracy in Scotland;
- delivering, in partnership with other providers, learning support for migrant workers for whom English is not their first language;
- contributing to the community engagement aspect of community planning as set out in the *Local Government in Scotland Act 2003*;
- developing local strategies for CLD based on three national priorities set out in the guidance *Working and learning together to build stronger communities*;
- developing approaches to self-evaluation based on HGIOCLD?; and
- responding to the lifelong learning strategy for Scotland *Life Through Learning: Learning Through Life*.

Local authorities across Scotland adopt different service structures within which to locate their CLD services. These arrangements influence the priority given to aspects of CLD. As a result, the strength of the CLD contribution to wider initiatives such as integrated community schools, learning communities, early years initiatives, community regeneration, community safety and cultural, sports and arts developments varies from council to council.

1.3 Variations across local authority areas

The challenges facing the authorities in addressing their requirements in relation to CLD differ depending on local circumstances. Across Scotland, local authorities adopt different service structures. Community education and community development had grown in different ways across Scotland prior to local government reorganisation in 1996. For example, community development was a function within Social Work Services in the former Strathclyde Regional Council, but was a function of education services in almost all other councils.

Since reorganisation, councils have adopted quite different approaches to configuring services. Some still retain relatively traditional community education services and others have renamed these as CLD services. Others have adopted structures that reflect a CLD approach that embraces libraries, arts, museums and sometimes sports and leisure within single services. Others still, in response to community planning legislation, have aligned CLD more closely with Chief Executive's services. A few have aligned CLD staff with those responsible for community regeneration and community safety.

Funding for CLD is not simple to quantify because of the variety of funding sources that are used to fund services. Overall, in 2005/2006, the Scottish Executive allocated £124 million to local authorities in grant aided expenditure for community learning. In addition, £12.3 million was allocated to CLD partnerships towards the national adult literacies initiative. Local authority financial returns suggest that the 32 councils spent £163 million in that financial year. Councils reported average spending per head of population on community learning as £32. However, there is wide variation in council spending on CLD across Scotland.

CLD providers, including voluntary sector providers, have also attracted substantial additional funding from public and private sources. Effective use has been made of specific government funding for community regeneration and other, mainly education, initiatives. European funding has been secured for lifelong learning and rural development purposes, and charitable funding used for a wide range of youth and community development activities. Whilst it is not possible to quantify this additional funding overall, it is clearly significant as a proportion of overall spend. The negative impact of this enterprising approach to funding is that significant elements of provision are funded for the short term, raising serious questions about sustainability. A further factor in the funding mix was the significant, though unquantified, use of volunteers to deliver many CLD activities.

1.4 Community learning and development partnerships

The period of the first cycle of inspections of CLD coincided with the continuing development of strategic partnerships to integrate local authority services more fully with other providers such as further education colleges, local enterprise companies, police, libraries, health, careers services and voluntary and community organisations. Almost all councils now have in place cross-sectoral CLD strategies and associated plans. Increasing numbers of CLD plans are, or are being, integrated within local community plans. The youth work and family learning elements of CLD are increasingly

becoming included within children's services planning. CLD partnerships also bring together partners to deliver the national adult literacies initiative.

In the early stages of partnership development, new relationships had to be forged and trust and mutual confidence established. As the partnerships have matured, they have become increasingly focused on delivering improved services and outcomes for participants. Operational partnerships at local level have been particularly effective in most of the areas inspected by HMIE. However, the effectiveness of strategic partnerships show significant variation across Scotland.

Section Two: Main findings from inspections

The *Improving Scottish Education (ISE)* report published in February 2006 summarised inspection findings in schools, colleges, pre-school and CLD over the period 2002-2005 and was the first HMIE report to cover the full range of education sectors. The CLD section of the ISE report drew on the findings from the first round of CLD inspections using HGIOCLD?. The section below draws on the main conclusions in the ISE report.

Key strengths in the CLD sector included:

- strong commitment to inclusion with examples of innovative and effective work with disadvantaged individuals and groups;
- the overall quality of youth work and adult learning provision;
- learning programmes that were flexible and tailored to meet the needs of learners;
- the overall achievements of young people, adults and communities supported by CLD provision;
- the commitment of staff to the values of CLD work and their motivating and relationship skills;
- the good use made of youth awards to effectively engage with, assess and celebrate young people's achievements;
- effective partnership work with a wide range of agencies in almost all local authorities; and,
- effective operational leadership for CLD in most local authorities.

In many local authorities, CLD inspections focused on geographical areas with high levels of multiple deprivation as measured by the Scottish Index of Multiple Deprivation (SIMD). Many of the communities inspected were in urban areas and areas formerly characterised by mining, steel, fishing and textile industries. In the majority of CLD inspection areas, the levels of unemployment were significantly above the national average.

The outcomes for adults, young people and communities, outlined below increased the capacity of local communities to respond positively to industrial decline, high levels of unemployment and poor quality of life by providing new opportunities for participants and by raising aspirations and confidence. A majority of learners interviewed by HM Inspectors had few or no previous qualifications. These learners were often balancing considerable life issues relating to poverty, child care, difficult family circumstances, and poor health,

Main findings from inspections 2

particularly mental health, with involvement and achievement in CLD programmes. Given this context, the achievements against the national priorities for CLD are significant.

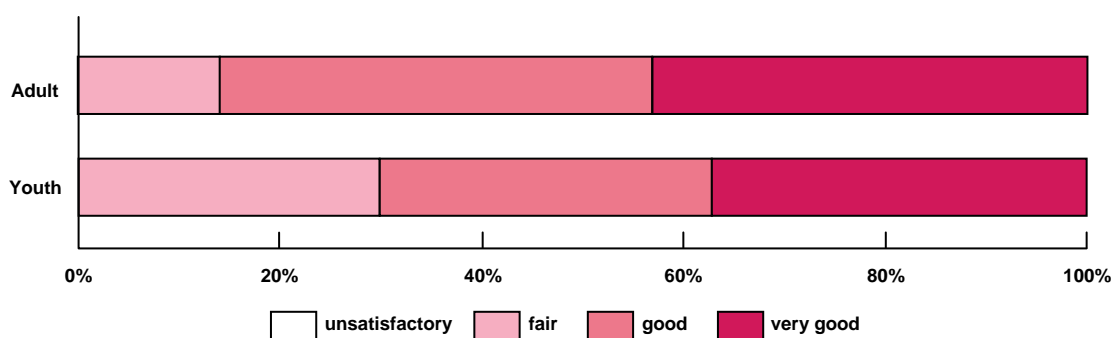
2.1 Outcomes for learners

Overall, effective practice in adult learning and youth work develops individual self-confidence and core skills such as working with others, communication and problem solving. It provides participants with opportunities to learn from experience in those areas of their lives where they choose to learn and often engages their enthusiasm and energy to very good effect. Particularly in youth work, and to a lesser extent in adult learning, the sector needs to use assessment processes more effectively to ensure that participants can identify and build on their learning experiences.

Adult learners in the CLD sector achieve well in a broad range of important outcomes. CLD experiences typically engender great enthusiasm and motivation for learning amongst participants. Staff are particularly effective in developing confidence and self-esteem in the majority of learners who are returning to learning, often following negative experiences of formal education. CLD provision successfully re-introduces them to learning, encouraging them to develop independently their own interests in their studies and at a pace, time and place which suits them. Family learning programmes are increasingly effective in developing interest and aptitude among parents, carers and children in early literacy activities and supporting the work of nurseries and primary schools. In literacy and numeracy work with adults, the majority of learners are developing important capabilities.

Participant achievement

Distribution of quality indicator evaluations in the CLD sector, 2002-2005.



For some, it is not an exaggeration to say that the impact can be life changing. A significant number of adults are gaining employment or progressing to further and higher education as a result of their involvement in adult learning programmes. For others, engagement in adult learning improves their self-confidence, relationships, parenting and other life skills. However, with the exception of the literacies programme, there is currently insufficient data on the outcomes of adult learning in the community to identify trends in achievement and progression. There were also a few areas of Scotland where adult learning provision was weak.

Main findings from inspections 2

Inspections of **youth work** involve meeting young people in traditional youth clubs and centres, on the streets with detached youth workers, in youth award programmes and in projects concerned with youth information, health, youth cultural activities, environmental awareness or citizenship and democracy. Young people are learning important core skills such as communication, working with others, and problem solving. Most participants experience improvements in their self-confidence and self-esteem. In some projects these core skills are supplemented with skills and experiences relevant to future employment.

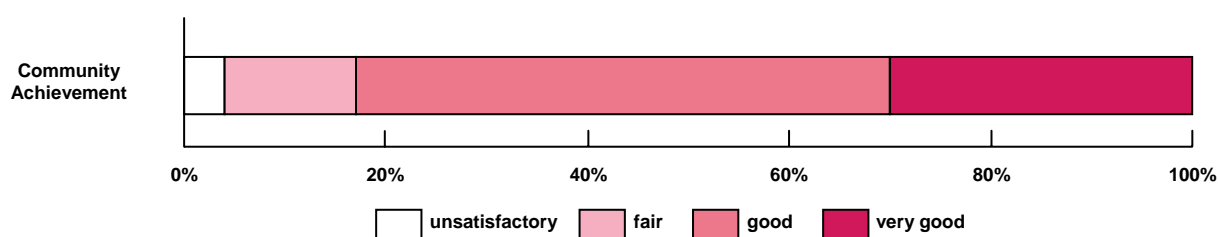
Citizenship activities, such as youth forums or youth conferences, often result in young people taking more active roles in their communities and advocating on behalf of other young people (see also *Citizenship in Youth Work*). Youth cultural activities build on young people's enthusiasms for music, art, drama and multimedia to develop further their skills in these areas. Youth award programmes provide particularly effective means of engaging young people in project work. These programmes provide effective assessment arrangements and enable young people to recognise and celebrate their successes. However, the availability of this impressive range of opportunities for young people varies considerably across Scotland and youth work was evaluated as weak in nearly a third of areas inspected. With the exception of some award programmes, there is insufficient data on the outcomes of youth work to identify trends in achievements and progression.

2.2 Outcomes for communities

Work in building community capacity is well developed in some of Scotland's more disadvantaged areas where specific funding has supported a mix of initiatives to enable local people to participate fully in programmes to improve their communities. Work remains to be done to improve monitoring and evaluation arrangements for community capacity building in a majority of local authorities.

Community achievement

Distribution of quality indicator evaluations in the CLD sector, 2002-2005.



Community capacity building normally involves programmes of training, information and support to enable local people to engage with local and wider issues and to deliver services. Since 2003, CLD providers have become increasingly involved in supporting communities to engage with community planning. It is too early to evaluate the impact of this. However, evidence from inspections identifies a range of community achievements arising from the work of community workers with local people, young and old. In some disadvantaged areas, local people are significantly involved in major regeneration initiatives. Through this involvement they developed their capacity to influence public

bodies and local decision making. The most significant outcome from this work is a sense of community ownership of new developments and considerable pride in their achievements. More generally, effective support for community and voluntary organisations resulted in vibrant and active communities. In many areas, community groups and voluntary organisations were being well supported to deliver important local services. However, in too many inspections, services and agencies with a responsibility for community capacity building were not working effectively together to make best use of resources and expertise and to secure maximum impact in communities.

2.3 Aspects for improvement

The ISE report identified a number of key themes as aspects for further improvement in the CLD sector.

Assessment:

- the use of assessment processes to ensure that young people can identify and build on their learning and development as a result of engaging in youth work.

Self-evaluation and planning:

- the use and impact of self-evaluation for quality improvement in a majority of local authorities;
- the effectiveness of processes to evaluate the impact of community capacity building work; and
- the quality of strategic, operational and improvement planning for CLD in about half of the local authorities.

Staffing:

- the effectiveness with which staff are deployed and provision for their continuing training and development in about half of the local authorities.

Accommodation:

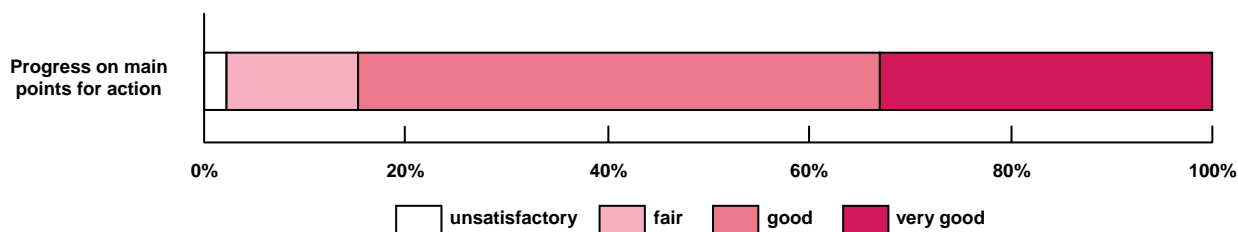
- the quality and appropriateness of accommodation and facilities for CLD work.

2.4 Inspection follow-up

Follow-up visits are a key aspect of HMIE review in which inspectors monitor progress made by local authorities and their partners in addressing the points for action identified during inspections. This usually takes place between 18 months and two years after the publication of the original inspection

Main findings from inspections 2

report. Inspectors have carried out 28 follow-up visits since December 2004. In doing this, Inspectors have evaluated progress made in relation to 149 action points arising from initial reports. More than 86% of action points were evaluated as having secured good or very good progress. Only 2% were evaluated as unsatisfactory. Where the evaluation of progress on any main point for action was unsatisfactory or fair, HMIE continued to engage with the authority and required authorities to produce a subsequent report to demonstrate satisfactory further progress.



2.5 Summary

The sector is slowly developing the professional self-confidence and infrastructure to emphasise and publicise the difference that CLD services and partners make to participants, particularly those from disadvantaged groups. It is also beginning to develop more effective approaches to self-evaluation and improvement. Strategic and operational planning for CLD is very effective in a few local authorities but much less so in around half. Overall, the CLD sector is particularly well developed in its partnership work between local authority services, agencies and community and voluntary organisations. There remains a challenge for the sector to gather and use performance information to evaluate provision systematically and to further improve services.

Section Three: National voluntary organisations

HMIE has reviewed a range of national voluntary organisations in the CLD sector on behalf of the Scottish Executive. These organisations receive an annual revenue grant from the Executive towards the running costs of their national headquarters. Twenty five reviews have been carried out in the last five years and reports of these reviews have been published on the HMIE website, www.hmie.gov.uk, since March 2006. The organisations encompass a wide spectrum of CLD activity, including work with children and young people, adult learning and community capacity building. They include direct service organisations, groups supporting volunteers and others with strategic and national development responsibilities.

Reviews of national voluntary organisations focus on three broad performance areas: the degree to which the organisations meet the terms of their revenue grant; their effectiveness in delivering programmes and services; and, strategic and operational management. Overall, the reviews showed that these organisations are generally effective, with a strong commitment of volunteers, staff and management. A key strength of the organisations was their effectiveness in involving users in the affairs of the organisation. Headquarters staff were usually small in number and had a wide range of management responsibilities, including the time-consuming and complex task of securing funding.

Recently, one key strategic body has been reviewed in the youth work sector and two others have been the subject of follow-up reviews to test their readiness to contribute to the new national youth work strategy, *Moving Forward*. These reviews point to the need for more effective coordination of effort by these bodies to maximise their contribution to improved outcomes for young people. Leading national adult learning bodies have also been reviewed as have strategic bodies concerned with building community capacity. These bodies provide very significant resources for strategic leadership of CLD in Scotland.

Most organisations met the terms of the revenue grant well or very well. The outcomes they achieved for participants were consistent with the grant criteria. Programmes were operational and on schedule and programme management was effective. Most of these organisations had a clear vision of what they were working to achieve and were led effectively. However, there was a need for a minority of organisations to markedly improve their performance in these areas.

The content of programmes and the methods used in their delivery were key strengths of almost all organisations. This was an area of particular strength for organisations working with young people. A little over half of the organisations had effective processes for auditing need, but there was a need for the remainder to develop their competence in this area. Most organisations needed to do further work to improve aspects of review and evaluation.

Leadership and ethos were strong in most organisations and most were effective overall in policy development and financial control. However, a significant minority showed significant weaknesses in policy development and approximately one fifth required to increase the effectiveness of their financial control mechanisms. Management planning was an important

National voluntary organisations

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area on which most organisations needed to focus. While most organisations developed their volunteers and staff well, approximately one third were not sufficiently effective in this crucial area.

Review and evaluation and management planning were the two related areas which most organisations needed to develop further. These were a particular concern for organisations working with young people.

Key strengths in national voluntary organisations included:

- the high levels of commitment and energy of managers, staff and volunteers;
- strong organisational ethos and effective leadership;
- mostly effective services and programmes; and,
- effective approaches to involving service users.

Areas for improvement included:

- approaches to auditing needs;
- weaknesses in review and evaluation;
- aspects of policy development and management planning;
- financial control in a few organisations; and,
- some aspects of staff and volunteer development.

HMIE has been working with Scottish Executive departments to update the framework for voluntary organisation reviews and to increase the focus of reviews on the impacts and outcomes of the work of these organisations.

Section Four: Illustrating the impact and outcomes

Scottish policy in relation to CLD is broad in its purposes and ambitious in its intent to work through local partnership arrangements. This breadth and ambition has resulted in it taking time to secure commitment from the full range of partners that have a role to play. Planning arrangements have also been complex and changing. CLD strategic planning has evolved in the context of the introduction of community planning, the key process that seeks to secure more effective joint work by public services and other agencies. The introduction of children's services planning and the variety of arrangements that seek to improve joined-up working by public and other services at local level have also presented strategic and operational challenges for CLD managers and practitioners.

CLD is an approach to supporting personal development and strengthening communities that is often not well understood beyond those who are directly engaged in or with it. Consequently, the range of impacts and outcomes of CLD are often not well known or publicised. HM Inspectors are in the privileged position of being able to visit local areas and to see at first hand the difference that this work makes to individuals and communities. Over the past five years, inspection reports have contained a very large number of examples of good CLD practice in local communities. This section of this report takes a number of examples from recent reports to illustrate the difference that CLD makes to individuals and communities.

This section of the report shows how CLD at its best can make a significant difference to the quality of life in Scotland's communities. Our ambition for CLD in Scotland should be that we learn from the experiences of best practice to promote more widespread benefits across Scotland as a whole.

Further examples of good practice can be found at www.hmie.gov.uk.

Illustrating the impacts and outcomes

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4.1 Learning for confidence, skills and work

In the best examples of CLD provision staff are effective in re-engaging learners who for whatever reason have been turned off by their experience of education. This can be the case with young people who have become disconnected from schooling or adults who had ceased to think of themselves as learners. In both of these cases, effective interventions start with building the confidence of participants. Often the most important skills for work are core skills such as communication, working with others and problem solving. The examples below demonstrate how CLD provision in different parts of Scotland contributes to the development of skills for work.

Alternatives for young people, North Ayrshire CLD Partnership

The Three Towns Motor Project (TTMP) offered young people high quality learning opportunities through activities connected to motor vehicles. The project staff worked with schools, colleges and youth organisations to provide an alternative curriculum of accredited and non-accredited learning for young people disengaged from learning. Many of the skills learned within the TTMP were used within mainstream education, including improved literacy skills and technical knowledge. The project was also successful in increasing the confidence and self-esteem of young people who participated. James Watt College provided opportunities for young people to move on to apprenticeships and college courses. The service had also developed The Duke of Edinburgh's Award to successfully target young people at risk of offending. This had led to the group planning a peer education project with young travellers. The project also provided learning programmes on healthy eating and had successfully gained a national award for designing and building a customised bio-fuel motorbike.

Supporting Migrant Workers, Highland CLD Partnership

The Lochaber Migrant Workers Forum including The Highland Council staff, Citizens Advice Bureau, the local enterprise company and the police came together as a result of specific and perceived problems following an influx of migrant workers. Using funding from the enterprise company a comprehensive programme of ESOL classes was established, which helped participants improve their communication with local people. The Migrant Workers Forum also produced an informative welcome pack in two languages for migrants, which provided information on essential services including education, employment, benefits, housing and health. Migrant workers reported that this publication was proving very useful in helping them and their families settle into the local community.

Fathers supporting their children's learning, Aberdeen City CLD Partnership

Challenge Dads was an innovative strand of the Family Learning Service, which had received Pathfinder literacies funding from the Scottish Executive. The project was successful in involving fathers in actively supporting their children's learning. Activities included parenting classes, literacy development and a range of self-development activities. Challenge Dads and Family Learning were successful in developing the self-confidence of parents involved, in enriching their relationships with their children and in supporting their progression to further education, training and employment.

Illustrating the impacts and outcomes

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Supporting young people, Dundee City CLD Partnership

- The Xplore Partnership provided highly valued support for young people who faced difficulties in their lives, using approaches which were person-centred and non-judgemental.
- The Peer Education Project had recently been awarded the top Stop Bullying award from the Scottish Executive Education Department for its work in reducing school bullying.
- Save By The Bell promoted financial literacy and a savings scheme for pupils by involving the Discovery Credit Unit as a learning resource for schools.
- The Dundee City of Discovery Picture Book Award, a peer learning project involving primary pupils of different ages working together on evaluations of children's books, demonstrated a wide range of important learning gains.

Improving attendance, behaviour and attainment, East Lothian CLD partnership

The Bridge Centre Motorcycle Project is a charitable organisation, operating as part of the Bridge Community Centre in Haddington. The Project is staffed by a team of youth workers using off-road training motorcycles as a means of engaging with young people, aged eight to 24 years, with a view to facilitating individual support and group work activities aimed at promoting inclusion and social welfare. The project worked with over 140 young people a year, over a three year period. Young people had the opportunity to gain a minimum certificate level of their Basic Bronze Award in off-road motorcycle riding, with the scope to progress through another four levels of certificate. Young people involved demonstrated improved school attainment, behaviour and attendance, reduced offending and anti-social behaviour.

Supporting young people in transition, Stirling CLD partnership

The Compass for Life Partnership is a well established yet innovative approach to meeting the needs of 14 to 25 year olds who face particular challenges in making successful transitions to adult life. Led by Community Services, the partnership brings together the local enterprise company, Careers Scotland, the NHS, Jobcentre Plus, Barnardos and Aberlour Childcare Trust. The partners provide a range of individual and group programmes that build confidence and self-esteem and improved participants' readiness for work and further education. Specific programmes had provided a focused response to young people's needs in relation to health, literacy and numeracy, housing, substance misuse and employment skills for the care sector. Effective partnership work, based on shared values, had impacted positively on the working practices of partners at the point of delivery.

Developing enterprising young people, Midlothian CLD partnership

Green Banana is a social enterprise that was set up by and currently employs two young people. The company combined a commercial and a social focus to support very effectively local groups and organisations in producing high quality media content and delivering flexible learning programmes. The two members of staff had made excellent personal progress since joining Y2K as members. During the last six years both had been active volunteers, board members and office bearers within

Y2K. They had undertaken further education courses leading to Higher National Diploma and National Certificate qualifications which had assisted them in their current employment. Both acknowledged the positive impact that involvement and the support of Y2K and others have had on their lives. One of the staff members reached the final three in the enterprise category of the Sunday Mail/Lloyds TSB Young Scot Awards 2007.

4.2 Learning for health and wellbeing

Increasingly, CLD partnerships are engaging with health practitioners and others to improve the health and wellbeing of groups within communities. These programmes support improvements in sexual health, mental health, eating and nutrition, levels of physical activity, and awareness of the impact of smoking and drug and alcohol misuse. In the best examples of practice, community development approaches empower participants to gain control over aspects of their health in order to lead more fulfilled and active lives.

Including elderly people, Argyll and Bute Community Learning and Regeneration Partnership

Cowal Elderly Befrienders provides a range of valuable services for the active and frail elderly in the Cowal peninsula. It has been well supported by Community Learning and Regeneration Service staff to build its capacity to respond to client needs. An active member of the Area Development Group, the coordinator ensures effective advocacy for the needs of the elderly within local and council-wide planning arrangements. The project has resulted in reduced isolation and loneliness for over 100 elderly people; improved self-esteem and physical and mental health; increased information to access services and benefits entitlements and; reduced the risk of unnoticed deterioration through increased social contact. Volunteers too have benefited significantly from a positive and well-supported volunteering experience.

Literacy work with adults with mental health difficulties, Glasgow City CLD partnership

Staff at the low secure psychiatric unit in Leverndale Hospital made contact with literacies staff as a result of awareness raising events in the local community. As a result, the literacies partnership was able to identify the appropriate expertise within Cardonald College and to arrange with staff at the unit to meet the residents to identify learning goals. The tutor was able to modify existing learning resources to suit the participants. Residents are now more able to take part in the life of the unit and the wider community. Their capacity to engage in everyday activities like reading newspapers, visiting friends and relatives and shopping have been considerably improved.

Healthy eating initiative, West Lothian CLD partnership

The Get Cooking initiative was an accredited training programme for nutritionists via the Open College Network that had been delivered to 29 individuals from local community organisations. As a result about 200 participants in community centres benefited from a six-week course in cooking and

Illustrating the impacts and outcomes

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healthy eating. The success also resulted in some of the participants providing healthy-eating catering to events within the community, developing business skills as well as a wide range of personal skills including increased confidence.

Support for adults with mental health difficulties, Argyll and Bute Community Learning and Regeneration partnership

The Link Club provides a safe haven for adults suffering from mental ill health. It is managed by its members, who ensure that the range of provision and support best matches the needs of the community. A coordinator liaises with other services and advocates for the client group through the Area Development Group. Very effective community development support had been provided by Community Learning and Regeneration Service staff over a number of years to build the foundations for this provision. This project had successfully enabled adults with mental health difficulties to remain and function in the community; to challenge stereotypes of mental ill health; to provide support for the most vulnerable and isolated at home; and to enable members to access education and training.

4.3 Learning for active, inclusive and safer communities

Amongst the diverse range of CLD activities in Scotland many contribute to improving community life. These can take the form of projects that improve community cohesion, engage people in useful community activities and make communities safer places to live. In the best practice, a range of partners work well together to identify priority needs in communities and to develop local responses that meet these needs. The following examples provide illustrations of how these activities in different parts of Scotland have contributed to improving communities.

The Village Story Telling Centre, Glasgow City CLD partnership

The Village Storytelling Centre in Crookston is a remarkable community-managed project supported by the Church of Scotland. A Storyteller in Schools uses a community of enquiry approach to stimulate thinking and citizenship skills in local primary school pupils. A partnership project with the Integration Network and Craigbank YMCA produced *Buffalo Horns*, a collection of traditional stories from around the world, and *Village Stories*, the creative writing work of local people and asylum seekers. Both books have been circulated to all Glasgow schools. They are currently working on a drama project involving women asylum seekers and local women, some of whom have been the victims of domestic abuse.

'It makes me strong to know my own culture' - asylum seeker from Sierra Leone

'I'm facing my own racism' - victim of domestic violence from Crookston

Illustrating the impacts and outcomes

4

The Duke of Edinburgh's Award, Argyll and Bute Community Learning and Regeneration Partnership

Awards Inc was set up to provide challenge and support for 14 to 25 year olds who would not traditionally have taken part in The Duke of Edinburgh's Award. Participants included: young people on release from prison, or serving non-custodial sentences; those considered at risk of offending; those at risk of exclusion from school and; young residents of disadvantaged areas. The programme has resulted in significant social and personal development gains and increased community involvement by participants. There have been reductions in offending and re-offending and reduced school exclusions and truancy. A group of participants recently presented confidently to an audience of 1,000 people, including the Duke of Edinburgh, at the awards general council meeting in Edinburgh.

Improving community facilities, Dumfries and Galloway CLD partnership

The Eastriggs skateboard park project involved work to create a skateboard facility for the local community. The project was strongly supported by the CLD service and by key local organisations, including the gala committee, community council, playgroup committee, community centre management committee and the local initiatives development group. All of these groups appreciated the effective advice and support from CLD staff. It had helped them to develop the knowledge and skills to engage in successful fundraising, as well as to undertake long-term planning to ensure sustainability of the project. The project had been very effective in terms of building community capacity and had resulted in a strong network of skilled community activists.

Diverting young people, Glasgow City CLD partnership

The Friday Night Initiative at Pollok Library and Leisure Centre was initially developed through community safety funding for diversionary youth activities. Street work teams made contact with those young people who were traditionally hardest to reach. A multi-agency team of youth workers, librarians, sports coaches, police officers and youth justice workers planned the project to offer young people attractive alternatives to hanging around the streets. Young people have been consulted about future programmes during school holidays, outdoor education opportunities and youth health services. Young people and local police officers reported reductions in the incidence of youth disorder and more young people were making use of the library and leisure facilities than before.

Partnership in practice, Argyll and Bute Community Learning and Regeneration Partnership

The Dunoon Area Development Group operates as a partnership body tasked with leading the regeneration of the local community. It provides the forum for local agencies, community organisations and community representatives to contribute to regeneration and to feed into community planning arrangements. It has secured very high levels of trust amongst local groups and agencies resulting in projects and programmes that are very well targeted on local needs. Community representatives are fully engaged as equal partners in decision making.

Section Five: Looking forward

This section draws on inspection evidence from the first cycle of CLD inspections and the early findings from the second cycle. It incorporates relevant national developments in Scottish education and highlights important areas on which HMIE will focus in the coming years. The section signposts issues which will impinge on CLD partnerships and draws attention to areas for further development by them and by national voluntary organisations.

5.1 Transforming public services and joint-service delivery

Partnership working has been central to CLD since the CLD strategic partnerships were set up in 2000. A wide range of services and organisations are now being coordinated in delivering learning and development opportunities in local areas. Effective partnership working is now well established in most parts of Scotland. HM Inspectors now see examples of partnerships in which a wide range of staff and communities jointly identify needs, secure the resources necessary to meet them, and deliver programmes to achieve priority outcomes.

The principal planning drivers impacting on the CLD sector are:

- *the Local Government Scotland Act 2003*. In community planning guidance there is an expectation that CLD will play a leading role in supporting community engagement, including engaging young people in community planning;
- *Working and learning together to build stronger communities*. Scottish Executive guidance that sets out three national priorities for CLD and the requirement for authorities to develop and deliver CLD strategies;
- the requirement for partnership strategies and action plans to deliver the national adult literacy and numeracy strategy and the ESOL strategy;
- providing the local, community-based dimension of the lifelong learning strategy for Scotland, *Life Through Learning: Learning Through Life* and the emerging skills strategy;
- contributing through regeneration outcome agreements to Scotland's regeneration strategy, *People and Place*;
- guidance for Integrated Children's Service Plans which includes the youth work element of CLD; and
- the recently published national youth work strategy, *Moving Forward*, and the strategy to improve services for young people who are not in education, employment or training, *More Choices, More Chances*.

Some local authorities have continued to plan for CLD independently of local community or integrated children's service planning, thus losing the opportunity to simplify planning and achieve greater coherence. In a few authorities, independent planning for CLD has resulted in time lost and energy dissipated at the expense of effective service delivery. However, this is a changing landscape whilst community planning itself becomes established and local community planning takes shape in different ways across the country. As the situation evolves, managers will need to learn from the best examples across Scotland. They will need to work collaboratively with colleagues in other services and agencies to plan effectively to achieve the outcomes we all desire.

The reform of public services in Scotland and the move towards a greater focus on integrated service delivery will continue to require greater flexibility in the way CLD partnerships deliver services and how, in particular, they improve their joint work with mainstream education services and social work services. Joint working needs to be developed in ways that reduce rather than increase bureaucracy, simplifies access to services by the public, makes best use of technology and provides efficient, well-targeted services. HMIE has identified actions crucial for achieving success through integrated working. These include:

- commitment at the highest level by elected members and chief officers to work across council services;
- very effective strategic leadership;
- a clear vision of what joint services should result in for young people, adult learners and communities;
- communicating this vision effectively to all staff across services in preparing practitioners to work together; and
- commitment at local level to joint working across services and with communities.

5.2 Demonstrating the outcomes and impact of CLD

The CLD sector has become increasingly aware of the importance of evaluating its work and demonstrating its impact. Despite this, some local authorities have still to grasp the opportunity to embed self-evaluation into their practice as a driver of continuous improvement. Effective arrangements for supporting learners in assessing their progress also needed to be improved. Effective procedures for tracking the progress of learners who had moved on were inconsistent across the country.

However, the CLD sector and national agencies had contributed well to developing HGIOCLD². This self-evaluation framework sets out clearly the outcomes and impacts of effective CLD provision. It is the primary tool for self-evaluation by CLD providers and will have a key role in integrating

self-evaluation into CLD practice. Local authorities and voluntary organisations have given excellent support to HMIE in releasing staff to contribute to inspections as Associate Assessors. These trained staff have considerable potential to develop self-evaluation within their own authorities and organisations and to be involved in peer reviews

The sector also worked well with Communities Scotland to produce *Delivering Change*, which further articulated the outcomes of CLD delivery. These frameworks now provide a clear link between CLD activity and the capacities that schools are expected to develop with children and young people through *Curriculum for Excellence*¹. They also link clearly to the vision for Scotland's children, that they be safe, nurtured, healthy, active, achieving, respected and responsible, and included. These frameworks now also propose clear and measurable outcomes that can be achieved through effective community capacity building work, the least understood and least developed area of CLD.

CLD partnerships have been most successful in improving the effectiveness of their work and in demonstrating its impact when they have been systematic in:

- paying close attention to measuring, tracking and evaluating learners' progress and achievements;
- implementing systematic and effective processes for self-evaluation for continuous improvement;
- planning services jointly and inclusively with staff, partners and communities on the basis of clearly identified community needs and measurable outcomes;
- giving support to innovative and creative approaches to improving learners' experiences; and
- supporting staff learning and development.

5.3 Effective leadership

The challenges faced by those leading CLD in the past five years have been considerable. Guidance for community planning partnerships established that lead officers for CLD in local authorities should be at chief officer level. However, in many authorities, strategic leadership was delegated to officers with operational as well as strategic responsibilities. In other authorities, service directors and other chief officers provided hands-on strategic leadership. Where the best provision was found, highly competent senior officers who understood both the complexity and the potential synergies of Scotland's approach to CLD provided dynamic and effective leadership.

¹ The *Curriculum for Excellence* programme outlines the purposes and principles of the curriculum 3-18 to provide a framework within which improvement to Scottish education can and should be made

HM Inspectors identified through its inspection programmes the following profile of leadership in very effective authorities.

- Clarity of direction based on shared vision, values and aims, a clear understanding of the needs of communities, and effectively communicated to staff and partners.
- Commitment to working in partnership with all council services, health services, adult learning, enterprise and employment agencies, voluntary organisations and communities themselves to provide more joined up services for individuals and communities.
- Determination to take difficult decisions and embrace changes which are to the benefit of communities and to inspire confidence in those affected.
- Willingness to consult with key stakeholders, to take action flowing from the consultation and to provide feedback to those consulted.
- Positive attitudes to rigorous evaluation as a means of determining the success or otherwise of policies and plans and to act on findings to improve provision.

5.4 Training and continuous development

The increasing complexity and scope of responsibilities of senior CLD staff point to the need for systematic, professionally focused and progressive opportunities for them to develop their leadership and management competencies. CLD, with the exception of adult literacies, has lagged behind other sectors in education where continuous professional development (CPD) opportunities have been put in place to support national developments.

There has been a lack of national coherence in training and CPD opportunities for CLD field staff and for the part-time and voluntary staff on whom the sector relies so much. The exception to this picture has been the national professional development strategy for staff in adult literacy and numeracy led by Communities Scotland.

Scottish Ministers have recently approved the establishment of a standards council for CLD. This body is expected to establish a register of practitioners and endorse initial qualifying courses. The standards body is also expected to contribute to the development of CPD programmes and develop pathways for learning and development and movement of staff across Scotland, the UK and Europe. Many professions also use CLD methods and approaches to improve their service delivery. The establishment of a standards council also provides the potential to integrate training and service delivery across a wider range of lifelong learning contexts.

5.5 Support from HMIE

HMIE has changed the focus and scope of its inspections from a review of every aspect of management and service delivery to concentrating on evaluating the impact and outcomes of services for individuals and communities. Inspections will increasingly moderate CLD partnerships' own self-evaluation. Inspections will be proportionate, meaning that the investment of time and effort by HMIE will be dependent on the impact and outcomes of CLD activity achieved locally. Where these are judged to be particularly effective, HMIE's role will be to promote good practice more widely. Where outcomes and impacts are weak, HMIE will devote time to discover the reasons and help providers to improve. Reviews of national voluntary organisations will also adopt a fresh approach that reflects these principles. Good practice will continue to be disseminated on the HMIE website and support will be given where there is weakness through the District Inspector and Link Inspector networks.

HMIE will continue to contribute to national developments through periodic tasks. In the current year we plan to:

- review the impact on staff of initial professional training for CLD;
- work closely with strategic bodies, such as Communities Scotland and the interim CLD standards council;
- investigate the impact of family learning and other CLD activities on the performance at school of the children of adult participants;
- identify the local arrangements that produce the most effective results through community capacity building;
- evaluate the impacts of summer programmes run by local authorities and their partners; and
- examine the contribution of CLD to the work of schools.

HMIE will support national and local bodies as they consider the implications of this report for their work. We will ensure that the strengths of CLD and its impact on individuals and communities are made increasingly visible and that inspection, review and other activities address the issues raised in this report. Also, we will continue to develop the capacity of the sector to evaluate itself effectively by training and deploying local authority and voluntary sector staff as Associate Assessors in inspections.

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