

STRATEGIC REVIEW OF LEARNING CONNECTIONS

Report into the findings and recommendations arising from a Strategic Review of Learning Connections, a division within the Lifelong Learning Directorate of Scottish Government.

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SUMMARY OF KEY CONCLUSIONS

For the purpose of this review, Community Learning and Development (CLD) has been taken to mean:

- A distinct sector of learning alongside schooling and further and higher education
- A discipline using a distinct set of competences that can be utilised by staff in a range of settings across the public and third sectors
- An area of activity that promotes: achievement for adults (such as community-based adult learning, including Adult Literacy and Numeracy (ALN) and English for Speakers of Other Languages (ESOL), achievement for young people (youth work, including working in partnership formal education) and achievement through building community capacity (including community development).

The key conclusions of this review are as follows:

- Historically there has not been strong co-ordinated support at national level for the delivery of policy and practice in CLD and the existing delivery landscape for CLD is complicated. Attempts to address this over recent years have been partly beneficial but have also resulted in some confusion.
- There is a need for greater clarity within Government and wider stakeholders about roles and responsibilities for CLD
- Most of the functions performed by Learning Connections are needed. These functions could be considered in three categories:
 - Policy development (an internal SG function)
 - Practice development and policy implementation (external to Government)
 - CLD Standards Council (external to Government).
- It is recommended that clarity is given to addressing CLD Policy across Scottish Government. This will involve bringing together policy interests currently in Further and Adult Education (FAED) and Learning Connections into one division within Lifelong Learning Directorate. This division will need to ensure necessary arrangements for effective policy development in building community capacity. It will also involve establishing formal arrangements with the Youth Work Team in the Positive Futures Division of Children Young People and Social Care Directorate, and considering whether they should also form part of this division at a later date.
- It is recommended that the CLD Standards Council be transferred to LLUK, the sector skills council for lifelong learning.
- It is recommended that the practice development and policy implementation functions of Learning Connections be transferred to Learning and Teaching Scotland (LTS), with a representative advisory body to oversee its work.

At this stage these are only recommendations - we are now investigating their feasibility and intend to make a final statement later in the year that will confirm exactly what we are doing and how we will be taking it forward.

NATURE AND SCOPE OF THIS REVIEW

The nature of this review was defined as:

To undertake a Review of Learning Connections and its strategic fit with the Lifelong Learning Directorate in order to maximise effectiveness in policy advice, policy delivery and practice development.

The scope of the review was to include:

- All aspects of Learning Connections and the CLD Standards Council (including staff, direct running costs (drcs), & programme budget), policy and delivery work and practice development
- Aspects of policy delivery across the LL Directorate which relate to CLD, ALN and ESOL
- Interdependencies with aspects of policy delivery across Scottish Government (SG).

The following was not within the scope of the review

- Qualification levels & standards
- Information advice and guidance given to learners
- The broader delivery of More Choices More Chances (MCMC) and further adult education policy (college delivery).
- Direct delivery of CLD, ESOL and ALN to adults and young people
- The purpose and content of the governments strategic policies which relate to the work of Learning Connections (LC)

The methods used to conduct this review were as follows:

- Interviews and focus group discussions with all Learning Connections staff
- Face to face interviews and focus groups with key stakeholders
- An online survey providing a collation of responses from a wider group of stakeholders
- Comparative analysis of Learning Connections against relevant SG departments and other agencies

All the methods above used the same standard questions to initiate discussion and ensure consistency.

The review team consisted of the following:

Rosemary Winter-Scott	Interim Depute Director of Learning Connections (Full-time)
Jeanette Hagerstrom	Senior Research Officer, EAS (Half-time)
Alastair Delaney	HM Assistant Chief Inspector, HMIE (2 days per week)

The project worked to a Project Initiation Document and a Critical Path Network/Timescale (see Appendix 7). The project also made use of a Virtual Steering Group which met weekly to monitor progress. The aim of this Steering Group was to challenge the review team ensuring that key issues were addressed, ensure a degree of rigor and act as a sounding board.

The Team was designed to be “virtual” – meaning that people did not need to attend every meeting but could submit their comments electronically on the papers and general progress of the review. Notes of the meetings were taken and action points followed up each meeting.

The membership of the Virtual Team was chosen based on their knowledge and experience that they could bring to the project group. It was not designed to be representative in any way though two of the Team Leaders of Learning Connections were included as well as a Union representative. The Virtual Team members included:

* Mike O'Donnell	Employability & Skills
* Audrey Robertson	Employability & Skills
* Audrey MacDougall	EAS
* Peter Beaumont	FAED
* Laura-Anne Brown	FAED
* Isabel Russell	FAED
* John Paul Liddle	E&EYP
* Jennifer Young	Unions
* Clare El Azebbi	Learning Connections
* Colin Ross	Learning Connections
* Jeanette Hagerstrom	LC Strategic Review Team
* Alastair Delaney	HMIE & LC Strategic Review Team
* Rosemary Winter-Scott	LC Strategic Review Team
* Gillian Johnstone	Minute taker

The review was conducted over the period March to June 2009.

BACKGROUND TO THE DEVELOPMENT OF LEARNING CONNECTIONS

A comprehensive review was undertaken of the role of a range of non-departmental public bodies (NDPBs) in 2001. Until that point Community Learning and Development (CLD) had an NDPB dedicated to developing the work of the sector, originally called the Scottish Community Education Council (SCEC) and latterly Community Learning Scotland (CLS). This review in 2001 was set against the identification of structures that would best achieve the key objectives of a developing policy agenda. The review concluded that the Scottish Executive, as it was then called, was fully committed to a co-ordinated community learning policy as a means of engaging with young people, promoting social inclusion, developing individuals and communities and promoting lifelong learning.

To deliver most effectively on these objectives Ministers decided that Community Learning Scotland would cease to exist as an Executive NDPB with effect from 1 April 2002. Its community learning, adult learning and associated functions would transfer to Communities Scotland, an Executive Agency of the then Scottish Executive. The youth remit would transfer to the non-governmental organisation Youthlink Scotland.

At the same time, Ministers of the then Scottish Executive announced that a 'Development Engine' for ALN would be created within Communities Scotland in line with the recommendation in the report *Adult Literacy and Numeracy in Scotland* (ALNiS)¹. The government invested £65million new funding from 2001-2008 for this development. It aimed to help drive forward the Executive's new initiative to raise levels of literacy and numeracy through funding to the 32 ALN Partnerships via the CLD Partnerships. It would also provide a new specialist focus on research and development and professional development and awareness raising in adult literacy and numeracy while ensuring effective co-ordination with national developments in community learning in general.

The department in Communities Scotland was titled Learning Connections. It was envisaged that there would be significant synergies with Communities Scotland's remit for regeneration, in particular linking physical regeneration to community regeneration.

Communities Scotland itself was abolished on 1 April 2008. On that date, most of its non-regulatory functions were transferred to the Scottish Government's Housing and Regeneration Directorate. The work of Communities Scotland's Regulation and Inspection division was transferred to the new Scottish Housing Regulator. Learning Connections was transferred to the Lifelong Learning Directorate of Scottish Government.

The current Strategic Review of Learning Connections was instigated in March 2009, following on from its transfer to LL Directorate. Its aim was to review the impact of the transfer of Learning Connections to LL Directorate and to determine the best way of maximising its effectiveness in policy advice, policy implementation and practice development.

¹ Scottish Executive Enterprise and Lifelong Learning Department; (2001); *Adult Literacy and Numeracy in Scotland*

BACKGROUND TO THE DEVELOPMENT OF THE CLD STANDARDS COUNCIL

The development of a Standards Council for CLD was a commitment made in the Scottish Executive's report, *Empowered to Practice*². This considered the future of CLD training in Scotland.

In June 2004 a Short Life Task Group was convened to advise Ministers about establishing a practitioner-led body with responsibility for endorsement and accreditation of training, consideration of a model for registration for CLD and development of a model of supported induction and continuing professional development (CPD). Its recommendations can be found in *Strengthening Standards: Improving the Quality of Community Learning and Development Service Delivery*³.

Ministers agreed that the CLD Standards Council should be put in place, building on the work of CeVe Scotland (Community Education Validation and Endorsement) was set up in 1991 by the Scottish Office and given delegated powers to professionally approve CLD courses) and with the additional remit of exploring registration for practitioners and putting in place a supported induction and CPD structure for the field.

In approving the establishment of the CLD Standards Council it was agreed that an interim structure would be put in place, with the remit of presenting a sustainable model to Scottish Ministers. Proposals were put before the Cabinet Secretary for Education and Lifelong Learning in February 2008 and recruitment to the first CLD Standards Council Boards were completed in December 2008.

The Cabinet Secretary for Education and Lifelong Learning has directed the CLD Standards Council to:

- Deliver a professional approvals structure for qualifications, courses and development opportunities for everyone involved in CLD
- Consider and establish a registration system available to practitioners delivering and active in CLD practice
- Develop and establish a model of supported induction, CPD and training opportunities

Currently, the CLD Standards Council is held within Learning Connections and has limited staff, with full recruitment yet to take place (delayed while awaiting the outcome of the review and pending decisions on its final 'home').

² *Empowered to Practice - The Future of Community Learning and Development Training in Scotland*, Scottish Executive, (2003)

³ *Strengthening Standards: Improving the Quality of Community Learning and Development Service Delivery* (2007)

THE DEFINITION OF COMMUNITY LEARNING AND DEVELOPMENT (CLD) AND ITS ROLE IN KEY GOVERNMENT PRIORITIES

For the purpose of this review, CLD has been taken to mean:

- *A distinct sector of learning alongside schooling and further and higher education*
- *A discipline using a distinct set of competences that can be utilised by staff in a range of settings across the public and third sectors*
- *An area of activity that promotes: achievement for adults (such as community-based adult learning including ALN and ESOL), achievement for young people (youth work, including working in partnership with formal education) and achievement through building community capacity (including community development).*

The role and contribution of CLD and thus its definition, has developed significantly over the past five years. It has developed both in terms of national policy and in the delivery seen within local authorities and their partners. The term 'community learning and development' has been used to describe a wide range of community-based activities since the late 1990s. It covers a range of activities that may have previously taken place under a number of different labels, such as 'community education', 'community development' and 'youth work'.

The extant Scottish Government definition of community learning and development is as follows:

“Community learning and development (CLD) is learning and social development work with individuals and groups in their communities using a range of formal and informal methods. A common defining feature is that programmes and activities are developed in dialogue with communities and participants...(CLD's) main aim is to help individuals and communities tackle real issues in their lives through community action and community-based learning.”⁴

Working and Learning Together (WALT) also set three national priorities for CLD which are still used today:

Achievement through learning for adults

Raising standards of achievement in learning for adults through community-based lifelong learning opportunities incorporating the core skills of literacy, numeracy, communications, working with others, problem-solving and information communications technology (ICT).

Achievement through learning for young people

Engaging with young people to facilitate their personal, social and educational development and enable them to gain a voice, influence and a place in society.

⁴ *Working and Learning Together to Build Stronger Communities (WALT), Scottish Government Guidance for Community Learning and Development, 2004*

Achievement through building community capacity

Building community capacity and influence by enabling people to develop the confidence, understanding and skills required to influence decision making and service delivery.

As can be seen above, ALN and ESOL are viewed as core aspects of CLD provision. Indeed, the focus group with ALN partnerships was unanimous in believing that ALN was a core part of CLD and required to be more closely aligned with it. This does not mean, of course, that CLD providers are the only agencies who deliver ALN and ESOL – they also are delivered in college, workplace and voluntary sector organisations.

Community learning and development activities are based on a commitment to the following principles as expressed within WALT:

- Empowerment - increasing the ability of individuals and groups to influence issues that affect them and their communities;
- Participation - supporting people to take part in decision-making;
- Inclusion, equality of opportunity and anti-discrimination - recognising that some people may need additional support to overcome the barriers they face;
- Self-determination - supporting the right of people to make their own choices; and
- Partnership - recognising that many agencies can contribute to CLD to ensure resources are used effectively.

In November 2008 a joint COSLA/Scottish Government statement on community learning and development was sent to Community Planning Partnerships⁵. It reinforced the key messages within the original WALT⁶. The document stated:

“It sets out our vision for an area of work that we both see as being of growing importance – community learning and development (CLD). CLD can play a vital role in relation to a range of national and local outcomes:

- *Through youth work it can support all our young people (and in particular those who need more choices and chances to achieve their full potential) to become confident individuals, effective contributors, responsible citizens and successful learners.*
- *It can offer routes into and through lifelong learning in communities, enabling the development of skills (including, for example, literacy and numeracy) that people can use in employment, their community, further learning or as parents and family members to support their children in their important early years.*
- *By building community capacity it can contribute to community empowerment through people working together to achieve lasting change in their communities, for example by further strengthening and improving local public services.”*

⁵ Building on "Working and Learning Together to Build Stronger Communities" A joint statement on community learning and development (CLD), including adult literacy and numeracy (ALN), by the Scottish Government and COSLA. (2008)

⁶ *Working and Learning Together to Build Stronger Communities (WALT), Scottish Government Guidance for Community Learning and Development, 2004*

CLD is both a sector of learning and an approach used by a range of organisations. There is a degree level qualification, with post-graduate options and a core set of professionals working within local authorities (around 2,500) as well as within other organisations and agencies. Most professionals, but not all, work within a local authority service. Partner agencies are encouraged to see themselves as part of CLD as well, including health providers, colleges and third sector organisations. In each local authority area there is a CLD Partnership which is made up of representatives from these organisations. This approach has now become familiar in other public service disciplines, such as health promotion, environmental protection, formal education, culture and leisure, economic development, social welfare and regeneration.

The contribution of CLD, ALN and ESOL to the delivery of key Government and local policy priorities has been increasingly recognised and developed in recent years. Examples of this include:

Curriculum for Excellence:

“Building The Curriculum 3” makes numerous references to the need to build strong partnerships with CLD in relation to delivering ‘a personalised learning experience for every child and young person’, the ‘development of the 4 capacities’, ‘participating in community learning and development’, ‘supporting young people to exercise their responsibilities as members of a community’ and ‘in the provision of opportunities for personal achievement’.

The Early Years Framework:

Published in 2008 it makes a number of references to the benefits of partnership working with CLD. HMIE is expected to publish a review of what works in CLD to support positive outcomes in early years. One of the medium term priorities for ‘helping children, families and communities to secure outcomes themselves’ is that “nurseries, schools and childcare services develop their role in supporting family and community learning.”

Valuing Young People Framework:

Published in 2009, *Valuing Young People* has been designed to support partners deliver positive outcomes for all young people, while recognising that some need more help than others to realise their potential. It is founded on the principle of partnership: partnership with young people that offers them participation in their communities and local services; but also partnership across national and local government and the voluntary sector to provide the right kind of access to services that meets the diverse needs of young people.

Skills for Scotland: a lifelong skills strategy:

Recognises that individuals and their ability to learn, work and contribute to society and the economy will help us to achieve sustainable economic growth. The Skills Strategy also provides a vision for a smarter Scotland and a comprehensive approach to skills development that recognises the critical importance of improving literacy and numeracy capabilities of all adults in Scotland. Literacy and numeracy skills are an indispensable key to individuals achieving their potential – in further learning, in work and in the family and wider community. Reducing under-employment of skilled workers who have, for instance, come to Scotland since recent EU enlargement, or since the inception of the *Fresh Talent* initiative, depends on access to quality courses in English for Speakers of Other Languages (ESOL) and better recognition of existing skills and qualifications.

More Choices More Chances:

Community learning and development plays a key role in this by engaging disadvantaged young people, who may find themselves not in education, employment or training, through a range of community-based learning opportunities that are flexible and accessible. 16+ Learning Choices is about offering young people an appropriate range of learning opportunities - for some young people, a CLD opportunity will be the right choice and, where this is the case, local authorities and their partners must ensure that the right provision is available. Development of Activity Agreement Pilots will extend, for the first time, systematic financial support to young people engaged in community based learning - so those young people are supported in the same way as young people in more formal learning.

Adult Literacy and Numeracy:

The Adult Literacy and Numeracy in Scotland (ALNiS) report 2001 defines adult literacy and numeracy as “The ability to read, write and use numeracy to handle information, to express ideas and opinions, make decisions and solve problems – as family members, workers, citizens and lifelong learners.” The Scottish Adult Literacy and Numeracy Survey was launched in January 2009. The survey will establish the current general levels of the population - a baseline against which to measure the success of future initiatives to improve literacy and numeracy in Scotland. It will also provide the information required to measure progress on the National Indicator “to reduce the number of working age people with severe literacy and numeracy problems” and inform the ‘refresh’ of ALNiS.

Adult ESOL Strategy for Scotland:

The Adult ESOL Strategy outlines the vision for ESOL provision in Scotland: “That all Scottish residents for whom English is not a first language have the opportunity to access high quality English language provision so that they can acquire the language skills to enable them to participate in Scottish life: in the workplace, through further study, within the family, the local community, Scottish society and the economy” . This vision will be achieved by:

- Improving collaboration and coordination;
- Raising quality through learning and teaching; and
- Supporting learning and progression

National Standards for Community Engagement:

The National Standards for Community Engagement set out best practice guidance for engagement between communities and public agencies. The Standards were commissioned by the Minister for Communities, through Communities Scotland. They were developed by the Scottish Community Development Centre (SCDC) from the experience of communities and agencies with extensive participation of over 500 community and agency representatives. The Standards were published in 2005 with endorsement by the Scottish Executive, the Convention of Scottish Local Authorities, Scottish Enterprise and Highlands and Islands Enterprise, NHS Health Scotland, the Association of Chief Police Officers and many others. SCDC was funded by Communities Scotland to provide a dissemination and support programme working with Community Planning Partnerships and Community Learning and Development Partnerships across Scotland.

In addition, some strands of CLD have seen specific policy development, such as in youth work and adult literacy and numeracy (which has its own Scottish Government National Indicator⁷ “to reduce the number of working age people with severe literacy and numeracy

⁷ <http://www.scotland.gov.uk/About/scotPerforms/indicators/literacyAndNumeracy>

problems”). With regard to ALN, the strategy is based on a lifelong learning, learner-centred approach where adults’ learning needs and abilities are assessed and individual goals are set in the belief that learners are more likely to develop and retain knowledge, skills and understanding if they see the relevance to their everyday literacies practices. Achievement is outcome focused, measuring the progress learners make towards the learning goals they have identified. In practice there is continuing review and updating of goals as the learner gains in knowledge, understanding and confidence. Success in learning is measured when learners recognise their achievements and begin to make changes in their life or identify new learning goals. Accreditation is not mandatory (as it is in England, for example), but is an option for learners. The Scottish Qualifications Authority’s (SQA) Core Skills framework provides learners with formal recognition, through qualifications, if they wish.

Increasingly, the contribution of CLD to positive outcomes in the single outcome agreements and other policy drivers is being recognised. The sector has also had an increasing emphasis on evaluating and measuring impact. However, significant progress has been made and there is a recognition that, in particular given the degree to which CLD relies on demonstrating its impact rather than on a statutory basis for its activities, this is an area of work that needs continuing attention. SG policy recognises the increasing importance of partnerships and CLD has particular strengths in this area. There is a recognised pressing need to refresh Community Based Adult Learning (CBAL) and the links to College outreach and funding issues. The CLD approach is particularly important in engaging partners in tackling inequalities in education, employment and health.

Community Learning and Development provision is subject to inspection by HMIE. In a recent report they concluded:

Strengths

- *Strong commitment to inclusion, equality and fairness with examples of innovative and effective work with disadvantaged individuals and groups.*
- *Learning programmes that are flexible and tailored to meet the needs of learners.*
- *Good quality of youth work and the relationships with young people.*
- *The high degree of responsiveness to the needs of adult learners.*
- *The improvements made in community capacity building.*
- *Partnership working remains a strength in the sector.*

Aspects for improvement

- *Demonstrating the outcomes of CLD provision and tracking improvements over time.*
- *Ensuring that planning is needs-led and outcomes-focused.*
- *Leadership of people and partnerships in half of the authorities.*

*In almost all authority areas, there is headroom for improvement in one or more aspects of CLD management or provision. In particular, the strategic leadership of CLD needs to improve in many authorities.*⁸

HMIE’s approach to the inspection of CLD changed in August 2008. In the new approach, a CLD inspector joins the inspection of all secondary schools so as to bring their particular expertise to the evaluation of the school. At the same time as the school is being inspected,

⁸ Improving Scottish Education 2, HMIE, 2008

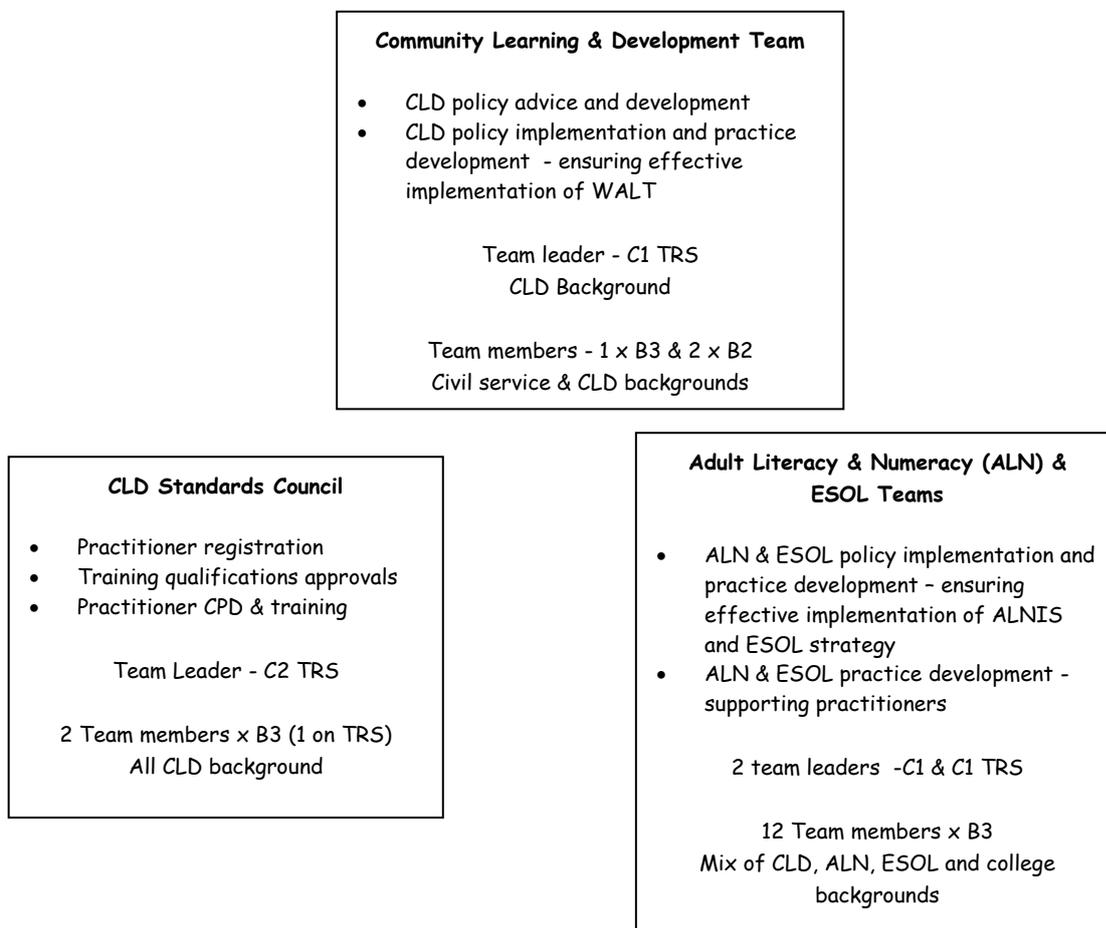
there is a concurrent inspection of the *learning community* surrounding the school. This is co-terminus with the catchment area of the secondary school. This approach better integrates the inspection of learning in a community.

THE EXISTING DELIVERY LANDSCAPE FOR CLD AND LEARNING CONNECTIONS ROLE WITHIN THIS.

Historically there has not been strong support at national level for the delivery of policy and practice in CLD and the existing delivery landscape for CLD is complicated. Attempts to address this over recent years have been partly beneficial but have also resulted in some confusion. There is a need for greater clarity within Government and wider stakeholders about roles and responsibilities for CLD.

Staffing and resources available to Learning Connections

At the time of the review, Learning Connections had 28 staff including admin staff. These are in three main teams (the administration staff work across all teams and are not included in this diagram):



The total direct running costs (drc) for Learning Connections for 2009/10 is £1,120,000. Learning Connections also has programme budgets of £3,900,000 for 2009/10.

CLD Landscape

The current landscape for CLD and key stakeholders is mapped diagrammatically in Appendix 4. It can be thought of in three groupings:

- Policy development
- Policy implementation
- Practice development

Policy Development

Learning Connections provides policy advice to Ministers on matters relating to CLD, linking with colleagues across the Scottish Government. However, policy responsibility for adult learning (including ALN and ESOL), lies within the skills and staffing team in FAED Division in LL Directorate. Policy responsibility for youth work lies within the Positive Futures Division in Children, Young People and Social Care Directorate. There is no identified policy lead for building community capacity, though those with a key interest include Learning Connections, Third Sector and Social Economy, Housing and Regeneration.

In addition CLD impacts on a range of other policy interests, which it requires to maintain contact with, such as community empowerment and MCMC. HMIE also reports the significant contribution that CLD makes to health, in particular mental health.

Policy Implementation

The CLD team supports implementation of Scottish Government policy, for example through a programme of support to CLD partnerships to assist implementation of Working and Learning Together to Build Stronger Communities (WALT).

The ALN and ESOL team support the local ALN Partnerships, CLD Partnerships, the voluntary sector, colleges and workplace stakeholders (including unions and Sector Skills Councils) in developing and implementing a literacies curriculum framework for Scotland and implementing the adult ESOL strategy.

Practice Development

The majority of the work of Learning Connections falls under the heading of Practice Development.

Learning Connections hosts the development engine for adult literacy and numeracy. The 2001 ALNiS report made 21 recommendations for establishing a ‘world class’ adult literacies service in Scotland. The ALN and ESOL team is composed of specialist literacies and ESOL development coordinators and managers, whose role has involved:

- developing and implementing professional development structures for the ALN and ESOL workforces (including developing training and qualifications),
- developing learning and teaching resources
- supporting ALN and ESOL partnerships, CLD Partnerships and colleges in each of the local authority areas in Scotland

- promoting and sharing effective practice (including facilitating national and regional networks of managers and practitioners and hosting national conferences and seminars)
- commissioning and communicating adult literacies and ESOL research
- raising awareness including leading a national awareness raising campaign (The Big Plus)

The CLD Team's role has involved:

- developing good practice in CLD,
- supporting the development of training in CLD,
- promoting the use of the Scottish Credit and Qualifications Framework (SCQF).

The team works in partnership with, and aims to support, a number of key networks for the community learning and development field:

- Community Learning and Development Lead Officers meetings
- Community Learning and Development Managers Scotland
- Community Development Alliance Scotland
- CLD Standards Council

Its work has included:

- A programme of support for outcome-focused practice;
- A programme of work to strengthen the community capacity building role of CLD;

Other stakeholders supporting practice development for CLD outwith Scottish Government include Youthlink Scotland, which has a development role for youth work funded by Positive Futures. Other key agencies in youth work include Young Scot, Scottish Youth Parliament and Youth Scotland. Youthlink, Scottish Youth Parliament and Young Scot are co-located to improve synergy and reduce administrative costs. They are regarded as the three key planks of youth work development infrastructure. All of these receive Headquarters funding from their sponsoring department, as do organisations such as the Guides, Scouts, Fairbridge Scotland and the Boy's Brigade. Along with local authorities, these form the membership and delivery organisations. All of these are subject to review by HMIE.

In adult learning key organisations include Learning Link Scotland, an umbrella body for voluntary sector adult learning organisations, Scotland's Learning Partnership, a national partnership of learners and providers who run Adult Learner's Week and the Workers Educational Association (WEA). These organisations amongst others receive grant funding towards their Headquarters costs from FAED. In addition some voluntary organisations receive funding from Learning Connections for ad hoc projects. The infrastructure support in adult learning is more disjointed than in youth work. Again, all of these are subject to review by HMIE.

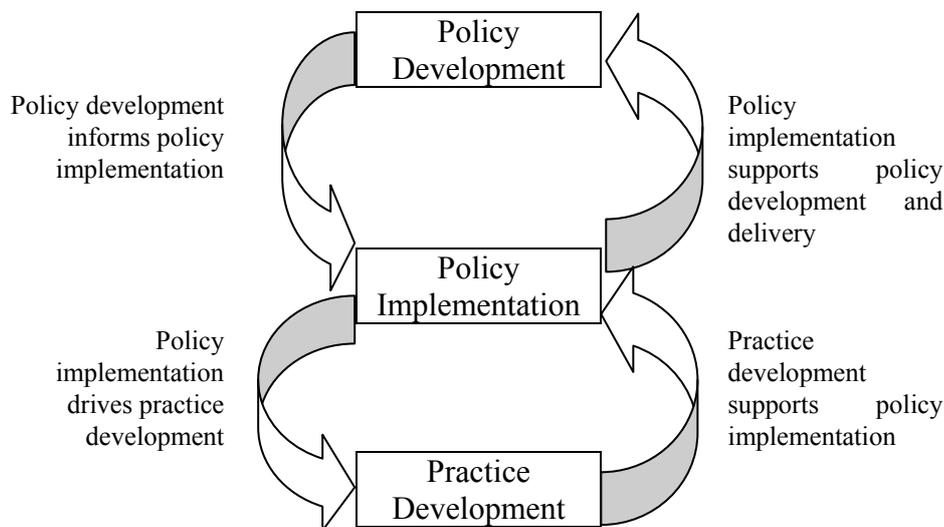
In capacity building there are a wide range of bodies. SCDC have received contracts from Learning Connections and other parts of SG to develop resources such as LEAP⁹ and

⁹ LEAP: A Manual for Learning Evaluation and Planning in Community Learning and Development, SCDC published by Scottish Government, (2008)

VOICE¹⁰ to support improvements in CLD planning and evaluation. The Community Development Alliance (CDAS) is a partnership of professional organisations involved in community development. However, there are a wide range of other agencies involved in areas such as regeneration and community representation and advocacy. Infrastructure support in capacity building is also disjointed. Many organisations, some inside government such as the Scottish Centre for Regeneration and some outside such as the Scottish Urban Regeneration Forum, work in this area with sometimes limited links to the membership organisations such as Housing Associations, Tenants groups, Development Trusts and Local People Leading. At present, none of these organisations are subject to review by HMIE.

In addition, practice development bodies such as LTS and Scotland’s Colleges have involvement in CLD in areas such as youth work and schools, ALN and ESOL. Significant amounts of other activity by colleges takes place under the banner of community outreach that may target vulnerable and/or hard to reach learners. There is also a particular emphasis on work in colleges relating to easing transitions from Community-Based Adult Learning Settings to College Based provision. This is a key priority for The Scottish Funding Council supported through the work of The Access and Inclusion Sub-committee.

Overall, there is a lack of coherence between the support organisations, intermediaries, membership organisations and delivery organisations in CLD. This landscape is shown diagrammatically in Appendix 4. Outcomes of the Strategic Review of Learning Connections have suggested that the relationships between policy development, policy implementation and practice development is not always clear and working well.



This can result in the practice development activities and interventions not being clearly prioritised and not being aligned with the policy priorities.

Added value of Learning Connections

Policy Development

As will be seen later in this report, stakeholders were generally supportive of the added value that Learning Connections has made, particularly before its transfer into LL Directorate.

¹⁰ Visioning Outcomes in Community Engagement (VOICE), SCDC published by Scottish Government (2008)

Learning Connections has been engaged across a range of Government departments and external agencies to develop policy for CLD and to help other policy areas recognise the contribution CLD can make to their portfolio. Examples include ensuring the contribution of CLD was recognised in:

- Early Years Framework
- More Choices More Chances
- Community Engagement
- Adult ESOL National Strategy
- Skills for Scotland

However, during the review most stakeholders reported that whilst they recognised the important contribution CLD could make to their policy area, they were confused about the exact nature of that contribution and who to contact about it.

Policy Implementation

This has generally been a weaker area of work, with less attention placed on it compared to practice development. However, notable developments have included:

The Curriculum Framework for ALN

ALN has a unique approach in Scotland by using a social practice model as integral to the principles of CLD. Learning Connections developed the Adult Literacy and Numeracy Curriculum Framework for Scotland.

The CLD team has undertaken a number of key initiatives in policy implementation, including the establishment of the Standards' Council and the development and delivery of the CLD Performance Information Project.

Learning Connections has also undertaken a range of research including a workforce survey, literature review of the outcomes of CLD and scoping equalities work in CLD. It is also currently working to deliver a CLD Workforce Upskilling programme.

Practice Development

Stakeholders recognised that a lot of the added value of Learning Connections related to its development of a number of resources to help practice development across Scotland. Some of these are highlighted below:

The Wheel: <http://wheel.aloscotland.com>

This is a visual representation of the principles outlined in the Adult Literacy and Numeracy Curriculum Framework. The Wheel itself is a visual tool (CD ROM and online) to help learners and tutors plan learning and to review progress.

Delivering Change

This document aims to set out for the first time the range of outcomes that Scottish Government expect CLD to bring about or contribute to. This resource is a useful tool for people who work in this field, as it can help them to explain to others (for example, community planning partnerships) what their work achieves; help CLD providers and those people that use their services (for example, learners or community activists) to discuss what

the outcomes of their work together should be; and provide a solid basis from which we can use our improved understanding of outcomes to develop better ways of identifying and recording them, where this is appropriate.

Adult Literacies Online: <http://www.aloscotland.com>

Scotland's online resource bank for adult literacies providing resources for adult literacies practitioners and trainers.

Financial Learning Online: <http://money.aloscotland>

A resource for workers in a range of organisations and sectors who support adults with financial education. The site's core is the set of case studies entitled "Sharing a wealth of experience".

Same Difference?

An online guide for people working in CLD. It offers guidance and support to help CLD practitioners work effectively and confidently with equalities groups (groups promoting equal opportunities regardless of age, disability, gender, ethnicity, religion and beliefs and sexual orientation). This guide was commissioned by Learning Connections and has been written with the involvement of CLD staff and equalities groups.

CoPAL - the online forum for Scotland's Communities of Practice in Adult Literacies.

An online resource facilitated by Learning Connections and Scotland's Colleges that supports practitioners across sectors who work in the literacies field. It allows users to exchange information and share practice, find out about local and international events, and discuss matters affecting adult literacies in Scotland.

KEY THEMES EMERGING FROM THE REVIEW

The review team used a standard interview schedule to guide the interviews and the focus group discussions they undertook. This also formed the basis of the online survey. There was considerable agreement amongst the wide range of stakeholders about the current strengths and issues associated with Learning Connections and how to proceed. A summary of the key findings follows.

- Learning Connections provides much appreciated practice development support, particularly in ALN and ESOL. They are a source of knowledge and advice, as well as of funding.
- Almost all stakeholders felt that Learning Connections had achieved a positive impact on CLD, although they believed that this impact was not equally felt across the three strands and that this impact has lost momentum in recent months (since the move from Communities Scotland).
- There was a repeated call for strategic direction and lead; including a stronger purpose and leadership; more contribution to policy development at a strategic level; more explicit connections across CLD portfolio to take forward priorities; and also better planned funding opportunities for stakeholders external to LC.
- There was agreement that practice development should be split from policy development and should be outwith Government.
- There was strong support for the view that the CLD Standards Council should be independent of Government.

Further details of the findings are included in Appendix 1.

OPTIONS FOR THE FUTURE STRUCTURE OF LEARNING CONNECTIONS AND THE DELIVERY OF ITS WORK

The Options

In considering the potential future structure of Learning Connections, the review team have considered its work as three distinct elements:

- The policy functions related to CLD
- Practice development and implementation
- The CLD Standards Council

The following is a list of the potential options considered for Learning Connections. Some options relate to all three elements, whilst others deal with only one. It was anticipated that any agreed way forward would likely involve a combination of more than one option.

OPTION 1 – Learning Connections remains as it is currently

This option is the “Status Quo” and involves all Learning Connections staff and functions remaining within the LL Directorate of the Scottish Government as a separate division.

OPTION 2 – The functions of Learning Connections are dissolved

This option would involve either immediately, or over a period of time, deleting the functions of Learning Connections and transferring staff as appropriate to other civil service functions within the Scottish Government.

OPTION 3 – The policy aspects of CLD are brought together into a CLD Policy Team

This option involves bringing together the core functions of CLD policy into one CLD Policy Team. This team would have direct responsibility for the core policy area of CLD, whilst also linking to other relevant policy divisions such as Third Sector, community regeneration, MCMC, etc.

OPTION 4 –The CLD policy functions are transferred to other relevant teams

This option would involve the policy functions and consequently staffing and resources, being transferred to existing relevant policy teams such as MCMC and FAED.

OPTION 5 – The CLD Standards Council is transferred to GTCS

This option would involve the CLD Standards Council, including all staff and resources, being transferred to the General Teaching Council for Scotland (GTCS).

OPTION 6 – The CLD Standards Council is transferred to LLUK

This option would involve the CLD Standards Council, including all staff and resources, being transferred to the sector skills council for lifelong learning (LLUK).

OPTION 7 – The CLD Standards Council is transferred to another body for a period of three years

In this option the CLD Standards Council would be transferred to another body, such as LLUK, Scotland's Colleges or GTCS, for a period of three years. This would allow the CLD Standards Council to fully develop and ensure the adopting organisation saw the importance of its development. At the end of this period there would need to be a formal review of the CLD Standards Council to ensure that it is placed finally in the most appropriate agency. This could be undertaken in conjunction with options 3 or 4 above.

OPTION 8 – The practice development and implementation functions are transferred to LTS

This option involves the strategic review of LTS confirming that its role and purpose is to support CLD in addition to its core function. All staff involved in policy implementation and practice development in Learning Connections would transfer to LTS.

OPTION 9 – The practice development and implementation functions are transferred to Scotland's Colleges

This option would involve all staff involved in policy implementation and practice development being transferred to Scotland's Colleges. Scotland's Colleges would establish a representative advisory board to oversee its work in this area.

OPTION 10 – The practice development and implementation functions are transferred to a partnership between LTS and Scotland's Colleges

This option would see staff involved in policy implementation and practice development transferring to one of these organisations under a partnership agreement between them. An advisory board would be established to oversee the units work.

OPTION 11 – The practice development and implementation functions and the CLD Standards Council are transferred together to a single receiving organisation.

This option would be as one of the above, but with the staff and resources of the CLD Standards Council and policy implementation and practice development both transferring to the same organisation.

The Assessment Criteria

The following criteria were considered for all options:

Strategic considerations

1. It maximises the potential for effective delivery of:
 - a) policy advice and policy development,
 - b) policy delivery/ national implementation of SG policies and
 - c) practice development and local and subject based support for practitioners.

2. It is likely to be able to deliver at least as strong or greater impact on SG's national outcomes and developing ministerial policy objectives & priorities
3. It will result in a greater clarification of roles and remits around the CLD/ALN/ESOL landscape for stakeholders (internally & externally).
4. It does not lead to any increased duplication of provision in the landscape.
5. It is compatible with/supports the Concordat & SG's relationship with Local Government.
6. It enables the CLD Standards Council to be seen as an Independent organisation able to perform its functions.
7. It does not involve the establishment of a new organisation.

Support for option(s)

8. It has the support of:
 - a) the majority of LC Staff
 - b) the majority of SG colleagues
 - c) the majority of external Stakeholders
 - d) the Unions
 - e) SG HR
 - f) any proposed recipient organisations who would be taking on the remit and staff of any particular aspects of LC.
9. Governance arrangements achieve ownership from the CLD sector

Budgetary issues/ Financial implications

10. It is affordable within the current and future planned budgets of Learning Connections.
11. It will not have a negative impact on the drc budget of LL Directorate.
12. The majority of any changes are likely to be achievable within the current financial year 2009/10 – to reduce the state of limbo and period of uncertainty for staff and stakeholders.

Pensions/ staff issues

13. If the plan is to transfer staff out to another body - there is a strong likelihood of this being achievable – in terms of TUPE & pension issues.

Options Appraisal

The detailed options appraisal for each of the options above is available in Appendix 5.

The following diagram is an overview of the option appraisal. The numbers across the top of the table refer to the criteria. The colours indicate the level of agreement with the criteria:

- Green fulfils the criteria
- Amber demonstrates some level of fulfilment but also some disagreement
- Red demonstrates that this criteria has not been met
- Blue shows that this criteria was not relevant or information has still to be sought.

Key to colours used:



OPTION	1a	1b	1c	2	3	4	5	6	7	8a	8b	8c	8d	8e	8f	9	10	11	12	13
1	Red	Amber	Amber	Red	Red	Amber	Amber	Green	Amber	Red	Red	Red	Blue	Blue	Blue	Red	Red	Red	Blue	Blue
2	Red	Amber	Amber	Red	Red	Amber	Amber	Green	Amber	Red	Red	Red	Blue	Blue	Blue	Red	Green	Amber	Amber	Blue
3	Green	Blue	Blue	Green	Green	Blue	Blue	Green	Green	Green	Green	Green	Blue	Blue	Blue	Amber	Amber	Amber	Green	Blue
4	Red	Green	Red	Blue	Blue	Blue	Red	Amber	Amber	Amber	Blue									
5	Amber	Blue	Blue	Amber	Blue	Blue	Blue	Red	Green	Green	Red	Amber								
6	Green	Blue	Blue	Blue	Green	Green	Green	Green	Blue											
7	Amber	Blue	Blue	Green	Blue	Blue	Blue	Amber	Amber	Amber	Amber	Blue								
8	Amber	Amber	Amber	Green	Blue	Blue	Blue	Green	Green	Green	Green	Blue								
9	Amber	Amber	Amber	Red	Blue	Blue	Blue	Amber	Amber	Amber	Amber	Blue								
10	Green	Blue	Blue	Blue	Green	Green	Green	Green	Blue											
11	Green	Amber	Blue	Blue	Blue	Red	Amber	Amber	Amber	Blue										

Options for further consideration

From the options appraisal, some options are clearly ruled out whilst others can be considered as worthy of further development. Each of the latter category is explored in more depth below.

OPTION 3 – the policy aspects of CLD are brought together into a CLD Policy Team

This option received strong support from both internal and external stakeholders. It is designed to bring coherence to the development of CLD policy itself and to the contribution CLD can make to other policy drivers. It is designed to reduce confusion amongst stakeholders about who to approach for advice about all aspects of CLD. It supports the concept of CLD, which is an important issue for the delivery partners in CLD and particularly local authorities. It would involve bringing together the core policy interests in CLD across Positive Futures, FAED and Learning Connections. This would create a CLD Policy Team, headed by a Team Leader. It would be staffed by mainstream civil servants. It would then link with other relevant Government policy divisions, such as Third Sector and MCMC.

However, this recommendation came from the review and specifically from stakeholders. In practice it is relatively easy to bring together the policy responsibilities that exist with LL Directorate, but not so easy to bring together policy responsibility across Directorates. Hence the key issue will be to provide clarity to stakeholders in terms of the way CLD Policy is addressed across Scottish Government and to establish a formal process for bringing together

the core CLD policy functions as described in WALT across the relevant sections of Scottish Government.

Hence this will involve bringing together policy interests currently in FAED and Learning Connections into one division with Lifelong Learning Directorate and establishing formal arrangements with the Youth Work team in the Positive Futures Division of Children Young People and Social Care Directorate to ensure that effective links are developed and maintained. This division will need to ensure necessary arrangements for effective policy development in building community capacity. It will also require some amendment to the existing Divisional structure in LL Directorate but it provides an opportunity to clarify and strengthen the way the Scottish Government supports the development of a “single learning system” and its commitments to widening participation in lifelong learning, to greater equality and to combating poverty.

OPTION 5 – The CLD Standards Council is transferred to GTCS

There is a synergy between learning in schools and in the community. Key Government policy drivers, particularly Curriculum for Excellence, recognise that learning in and out of institutions contribute to a young persons overall achievement. The attainment of young people is directly related to the educational levels of their parents / carers and their interest in education. Hence ALN and Community Based Adult Learning (CBAL) work with adults is an important contributor. The Early Years Framework recognises the importance of family learning and has as one of its key objectives building the capacity of communities to support learning. The GTCS has considerable experience in registration and advocates very effectively on behalf of teachers.

However, the GTCS is currently a very teacher-focused organisation. It maintains rigid rules for registration and on the nature of teaching, which limit the ability of anyone other than registered teachers to practice. The registration scheme for CLD will have to maintain a degree of flexibility to ensure that it encompasses the wide range of professionals and sessional staff and volunteers, involved in this work. This may create problems for GTCS if they took on this role. It is likely that GTCS will remain a teacher focused organisation, with CLD only being a small concern within it. Whilst the GTC accredits initial teacher education programmes and two specific CPD programmes (Chartered Teacher Programme and The Scottish Qualification for Headship) the course approval and CPD functions are not generally replicated for teaching in GTCS. GTCS is currently reviewing its status and governance arrangements. They have indicated a level of interest in taking this forward, but also indicated that timescales would likely be outwith the ideal parameters set within the choice framework. It is also unclear how the GTCS Council would react to this proposal.

OPTION 6 – The CLD Standards Council is transferred to LLUK

LLUK is the Sector Skills Council (SSC) for Lifelong Learning. As such it represents employer interests. CLD practitioners sit within the LLUK footprint so developing skills solutions for the workforce is a part of their core remit. This should be delivered in partnership with the sector. The CLD Standards Council would retain an independent identity within the wider LLUK family. In Scotland, there is a representative CLD Advisory Group which is well established. This considers the Scottish dimension to LLUK policy developments. They are the guardians of national occupational standards.

There are existing synergies between Lifelong Learning UK and the Standards Council for Community Learning and Development in Scotland which would support the relocation of the Standards Council within the family of Lifelong Learning UK companies. There is already a shared vision and collaborative action between the CLD Standards Council and LLUK with a Memorandum of Understanding (MOU) recognising the shared interests of the two organisations in increasing the skills of the community learning and development workforce in Scotland. The MOU sets out an agenda of collaboration between Lifelong Learning UK and the Standards Council for Community Learning and Development over a three year period (2008 to 2011). Lifelong Learning UK's Scotland Team is responsible for implementation of the MOU in Scotland.

Both organisations are also demonstrating their commitment to partnership working by ensuring appropriate, reciprocal representation on committees, working groups, advisory groups, etc. For example Lifelong Learning UK's Director, Scotland is a member of the CLD Standard's Council Executive Committee. Also the Chair of the CLD Standards Council was (until March 2009) the Lifelong Learning UK Council Member for Community Learning and Development as well as being part of many advisory groups and panels for LLUK.

With regard to membership schemes, there are examples in the SSC world – for example IMI/Automotive Skills, who have a membership scheme for those operating in the motor industry. In the non SSC world, we have the likes of CIPD and the Chartered Institutes. With regard to registration schemes, there are again examples in the SSC world. The Scottish Social Services Council (part of Skills for Care and Development) has responsibility for registrations in the care sector in Scotland, while CITB – Construction Skills and ECITB have responsibility for schemes validating building site safety, so no precedent is set by transferring this function to LLUK. A body which manages statutory registrations may in itself have to be a statutory body, such as the examples given above. There may be issues at a later stage arising from a non statutory body i.e. LLUK, operating a statutory function i.e. registration, even where that function was carried out by a distinct part of the organisation i.e. the CLD Standards Council. However at present the plans for the delivery of the CLD Standards Council does not involve the practitioner registration being a statutory requirement, but a voluntary option for the sector. The issue of regulation will need to be addressed at a later stage should the Standards Council wish to pursue this option.

SSCs have no locus in approving qualifications in Scotland. While there is no problem with this in principle, it is an issue which has arisen in the context of discussions about “skills academy” developments in Scotland, in particular resistance from the colleges and universities to SSCs/Academies providing the kite marking to courses they deliver. This resistance has been explicitly about additional layers of bureaucracy. The CLD Standards Council is in a slightly different position in that it is carrying on an existing function from CeVe. Therefore the focus is on any shift, real or perceived, in responsibility for the function. For training approval to work under the LLUK umbrella, the CLD Standards Council would have to retain its independence and partnership dynamics i.e. it would be the CLD Standards Council providing the approval, not LLUK.

LLUK represents the interests of all lifelong learning providers, including colleges. CLD could find itself as a small interest in the work of LLUK. Stakeholder interviews suggested that the relationship between LLUK and Scotland's Colleges is not currently working well with Scotland's Colleges believing that LLUK does not adequately represents their Scottish

interests. More importantly, LLUK are currently subject to assessment by the UK Commission for Employment and Skills (UKCES) with a view to either extending or revoking their licence to operate. All 25 SSC will go through the same process. We expect recommendations from the UKCES on LLUK in June. While LLUK may well be relicensed, there is no guarantee of that and the possibility exists that they may not continue in their current format in the longer-term. There is significant risk in committing to place the CLD Standards Council under the LLUK umbrella until the outcome of the assessment is known.

Lifelong Learning UK Scotland is well placed to work with the Scottish Government in the relocation of the CLD Standards Council. They are keen to take this function forward and have capability and infrastructure, including office space and support systems, in place which would support it. The UKCES, who are concerned with funding and performance managing SSCs, have no objections in principle to this move.

OPTION 7 – The CLD Standards Council is transferred to another body for a period of three years

The CLD Standards Council is in an early stage of development and will need considerable amount of time to establish clear systems. A fixed term transfer of the organisation would ensure that a formal review of hosting arrangements could be undertaken, thus ensuring that any changes to the policy landscape at that time could be taken into account. It would also establish the relationship as a clearly nurturing one, with an objective of establishing a fully functioning CLD Standards Council by the end of the agreement.

However, this may not be an attractive option to a hosting organisation. It would take time to integrate the functions of the CLD Standards Council and the host organisation may feel that it was not worth them putting effort into this when it may be taken from them after a relatively short period. It is also in effect putting off making a final decision for a further period, which increases uncertainty and would introduce a further period of time in the future where staff were concerned and stakeholders keen to see the situation resolved. This may not be in the best interests of a fledgling organisation, although Scotland's Colleges have expressed an interest.

OPTION 8 – The practice development and implementation functions are transferred to LTS

This option clearly supports the policy direction of joining up learning and encouraging recognition of all learning experiences. Key Government policy drivers, particularly Curriculum for Excellence, recognise that learning in and out of institutions contributes to a young persons overall achievement. The attainment of young people is directly related to the educational levels of their parents / carers and their interest in education. Hence ALN, ESOL and CBAL work with adults is an important contributor. The Early Years Framework recognises the importance of family learning and has as one of its key objectives building the capacity of communities to support learning. This synergy also extends to being in line with HMIE inspection activity, which joins learning in the community with learning in school. Joining with LTS would promote greater integration of cross-cutting learning themes, such as leadership, citizenship and enterprise. Colleges in Scotland have a key strategic role at a local level and are actively engaged in activities and initiatives that supports this policy driver and resulting practice development.

LTS develops practice materials for the schools sector. It has already developed practice materials for CLD, through developments such as youth work and schools. They have employed a full-time secondee from HMIE to take this forward over the past 18 months. There are significant opportunities to build on the support mechanisms for schools, particularly in ICT. The expansion of GLOW and CPD Find for example would significantly enhance the contribution of CLD, without resorting to building new infrastructure. There are clear benefits to building on current LTS expertise and thus maximising economies of scale. All of this would help to enhance the status of CLD professionals with those working in formal education and thus make it easier for the contribution of CLD to be realised. Overall, it would ensure that CLD is seen as an important part of the educational aspirations for Scotland.

There are benefits to LTS itself and the formal education sector more widely. It would help develop a more inclusive approach to the concept of learning and of the contribution of a range of other interventions on learning. This would help LTS to develop more inclusive resources, which in turn would promote more integrated provision at a local level. LTS is currently under review which presents a good opportunity to amend its remit. A requirement of this option would be that LTS is given the role of policy implementation and practice development for CLD as part of this review. This would help to ensure that support for CLD was proportionate to the support LTS gives to schools. In addition, the link between LTS and the CLD infrastructure would have to be developed. The Youth Work infrastructure – Youthlink, Young Scot, Scottish Youth Parliament and the membership organisations – may already be in place. It is less strong in relation to capacity building and adult learning, although this is also the case currently. This option should seek to build on and replicate good practice and effective infrastructure that supports, informs and empowers users and professionals in a clear and transparent manner at both strategic and operational levels. There may be a negative reaction from the College sector, particularly in relation to ALN and ESOL, which would have to be managed. This could be done through consultation and involvement in an Advisory Board to oversee this aspect of work. This cross sector collaboration via an Advisory Board would also be an important feature of other areas of work where CLD approaches and methodologies are adopted by colleges.

However, there are also a number of risks and issues associated with a transfer of staff and functions to LTS. As Ministers are aware, LTS is under review. At present LTS's agenda covers a client group of age 0-18 i.e. from the point at which a person can enter nursery to the point by which they will leave school. Learning Connections' agenda has a far broader and less well defined client group. Learning for that client group is by its nature less formalised and runs at a different pace. The engagement between practitioners and their clients is quite different to that of teacher and pupil. It is difficult to quantify whether there would be significant added value to the system by transferring these tasks (and posts) from Learning Connections into LTS. Having said that, whilst not ideal, from the viewpoint of the Schools Directorate it is recognised that this recommendation may represent the best option available for the practice development and implementation tasks.

OPTION 9 – The practice development and implementation functions are transferred to Scotland's Colleges

Scotland's colleges play a major role in the delivery of Adult Literacy, Numeracy and ESOL and other community based programmes with an emphasis on Access/Pre-Access work. Considerable partnership working also takes place with Scottish Wider Access Forums who

also have a significant footprint in CLD activity. They have previously and also in this review, shown an interest in taking the lead in this area. There is considerable support for this option from the College sector, but not from the majority of other stakeholders consulted.

If the review was proposing the transfer of only the ALN and ESOL policy implementation and practice development then this could be seen as a natural home, However the review is seeking to transfer all CLD policy implementation and practice development and colleges only account for some of this provision in this wider CLD landscape.

The current organisation is established as an organisation owned by the Colleges. This means that the Ministers could not direct the policy priorities for any function within Scotland's Colleges. This could have a longer term impact on CLD policy implementation and practice development if Ministers wish to change this in line with any developing policy priorities.

OPTION 10 – The practice development and implementation functions are transferred to a partnership between LTS and Scotland's Colleges

A partnership would help to ensure that a “cradle to grave” approach to learning was promoted. It would make bridges between schooling, informal and non formal learning and further education. It could promote greater co-operation and joint working. It would also ensure the buy-in from both groups: those that support the LTS option (as the best of the available options) and the college sector that supports the Scotland's College option.

However, as the staff and resources would have to be transferred to one host agency, likely LTS, CLD could feel that it had no home, or conversely was “really” based within one agency. The partnership could add no more than existing arrangements. It is also founded on both partners being equally committed to the partnership, which may not be the case. It complicates and potentially delays the transfer of staff and budgets. Lastly, the CLD identity could be lost as it was seen to be a unit overseen by schools on one side and colleges on the other. This would also require close working relationships with YouthLink Scotland.

However the need to adopt a solution which gains buy-in from the majority of stakeholders could require a reporting arrangement to an Advisory Board which is representative of the sector.

RECOMMENDATIONS ON HOW LEARNING CONNECTIONS WORK SHOULD BE TAKEN FORWARD

In preparing these recommendations, the review team have:

- developed a list of potential options for the future of Learning Connections
- considered each of the potential options against transparent criteria
- explored further a number of likely options to determine their viability

We believe the most effective and efficient outcome of the review would be as follows:

Implement Option 3

- Provide clarity to the way CLD Policy is addressed across Scottish Government.
- Establish a formal process for bringing together the core CLD policy functions as described in WALT across the relevant sections of Scottish Government.
- Bring together policy interests currently in FAED and Learning Connections into one division with Lifelong Learning Directorate. This division will need to ensure necessary arrangements for effective policy development in building community capacity.
- Establish formal links with the Youth Work team in the Positive Futures Division of Children Young People and Social Care Directorate, and consider whether they should also form part of this team at a later date.

Implement Option 6

- Transfer the CLD Standards Council to LLUK Scotland
- Create the CLD Standards Council as a separate entity within LLUK
- Task them with the delivery of the CLD upskilling Programme to the CLD sector

Implement Option 8/10

- Transfer the practice development and implementation functions of Learning Connections to LTS (this would require the policy remit of LTS to be amended as part of their current review)
- Stipulate the establishment of an advisory board, to include key stakeholders such as Scotland's Colleges and CLDMS to ensure ownership of the development
- Ensure that rigorous and transparent criteria are used for any external funding/contracting for practice development work to external bodies.

At this stage these are only recommendations - we are now investigating their feasibility and intend to make a final statement later in the year that will confirm exactly what we are doing and how we will be taking it forward.

APPENDIX 1- NATURE AND EXTENT OF CONSULTATIONS

Internal Stakeholders

LL Directorate (Skills Strategy, MCMC, WF+, FAED, ALN & ESOL)
Positive Futures (Youthwork & Early years)
DG Education (Curriculum for Excellence, Support for Learning, LTS sponsorship)
Greener Scotland (Environmental education)
DG Education (Curriculum for Excellence, Support for Learning, LTS sponsorship)
Justice & Communities (Community Engagement/Regeneration team & Scottish Centre for Regeneration)
Health Dept (Financial Inclusion, Health Improvement)

External Stakeholders

CoSLA
Improvement Service
CPD team
LTS
SDS (including Careers Scotland)
General Teaching Council Scotland (GTCS)
Lifelong Learning UK (Sector skills council)
SQA
Scotland's Colleges including former Association of Scotland's Colleges (ASC)
Microsoft
Anniesland College
Scottish Social Service Council, SSSC

External Focus Groups / Interviews

CLD Managers Scotland (local authority CLD providers)
Chair of the CLD Standards Council
ALN Partnerships - Northern group
Youthlink
Learning Link Scotland
Scotland's Learning Partnership. (SLP)
Scottish Community Development Centre
VOCOG (all youth work voluntary organisations)

Comments sought by online questionnaire

Over 200 other stakeholders including Local Authorities, voluntary sector organisations, FE/HE and other agencies and public bodies also responded to an on-line survey (which was open between 9 April and 11 May 2009)

APPENDIX 2 – KEY EVIDENCE GATHERED FROM STAKEHOLDERS

Focus groups and interviews with key internal and external stakeholders

There was considerable consistency between the responses received from key stakeholders.

- Almost all felt that Learning Connections had achieved a positive impact on CLD, particularly through ALN development and key Government statements on policy.
- Almost all were concerned at the manner in which Learning Connections distributed grants and other funding. They were concerned at a lack of strategic direction for its use, short timescales, a rush at the end of the financial year and a perception that a small group of favoured organisations received considerable contracts and commissions with insufficient scrutiny of impact.
- All believed that there was a need for a united and coherent policy team covering all aspects of CLD.
- Almost all believed that there should be a separation between practice development and policy development.
- A range of potential places for practice development were identified. Most popular of these was LTS, although this came with some concerns relating to LTS's school focus.
- Most believed that there was an imbalance between the practice development support for ALN and that offered to other aspects of CLD.
- All believed that the CLD Standards Council should be separate from Government. Most popular of the available options was LLUK.

Staff Views – interviews and focus groups with Learning Connections staff

- Most staff see that there have been benefits from becoming part of SG in terms of closer links and involvement with policy colleagues in SG as well as involving higher recognition for the work LC do and contribute to
- Most staff recognise that LC has suffered from a lack of strategic direction in the last 18 months as a result of not having a Deputy Director. This is also possibly reflected in the lack of strategic direction applied to some of the work.
 - Members of the ALN/ESOL team work on a theme based approach
 - 26% of programme budgets had not been spent by the beginning of the 12 financial month.
- There is general agreement that the current split of CLD policy between LC and other parts of government is not helpful and is preventing effective joined up delivery.
 - However, most staff consider that CLD links across boundaries to several related policy areas (CfE, Skills, Workforce +, MCMC, Health, Community, etc) and this is seen as a beneficial and working effectively
- There is amongst staff, a recognised split between policy (CLD team having a policy focus) and practice (ALN teams having a practice focus, supporting practice and delivery).
 - Some staff also consider ALN to be a subset under the CLD 'umbrella'
- However a number of staff believe the current internal structure (in terms of the CLD and ALN/ESOL teams) of LC is not fit for purpose – and needs updating.

- There is an apparent imbalance of resources between the two teams and a tendency for one team to have all CLD backgrounds and the other has a mixture of standard civil servants and those with a CLD background.
- Staff who have come from a CLD background (with particular ALN expertise) tend to be concerned about any option that would result in a dilution of their professional expertise group.
 - They would generally not wish to take on a more standard civil service job/role
 - They would also be concerned if posts that became vacant were filled by civil servants without CLD background/expertise.
- Staff believe the ‘added value’ of LC includes:
 - its ability to act as “joiner-upperer” – making effective connections/ links to other policy areas in SG as well as to external stakeholders;
 - its expertise in CLD/ ALN areas;
 - its direct involvement and contacts with field.
- There is a general consensus amongst staff that the CLD Standards Council should be outwith government – this is based on detailed stakeholder engagement they undertook before its creation, continued stakeholder expectations and a belief that the function can not operate effectively & independently within government.

Online survey

The review team used Survey Monkey, an online questionnaire site. The returns were anonymous and the link to the survey was distributed directly to the Learning Connections stakeholder list and then publicised by some membership organisations. The survey attracted over 200 responses. The key findings were:

Key points from the survey include:

- LC provides opportunities for networking, information sharing, contacts and for sharing of and coordinating activities/work
- LC provides much appreciated practice development support, are seen as experts and a source of knowledge as well as of funding
- There is a repeated call for **strategic direction and lead**; including a stronger purpose and leadership; more contribution to policy development on a strategic level; more impact on other SG divisions; more explicit connections across CLD portfolio to take forward priorities; and also better planned funding opportunities for stakeholders external to LC
- Many respondents consider there could be more effective work through collaboration and greater clarity and consistency of roles
- Some respondents think there are duplications of teams and efforts, e.g. in relation to youth work and HE/FE sectors.

Overview of respondents¹¹

Of those who replied:

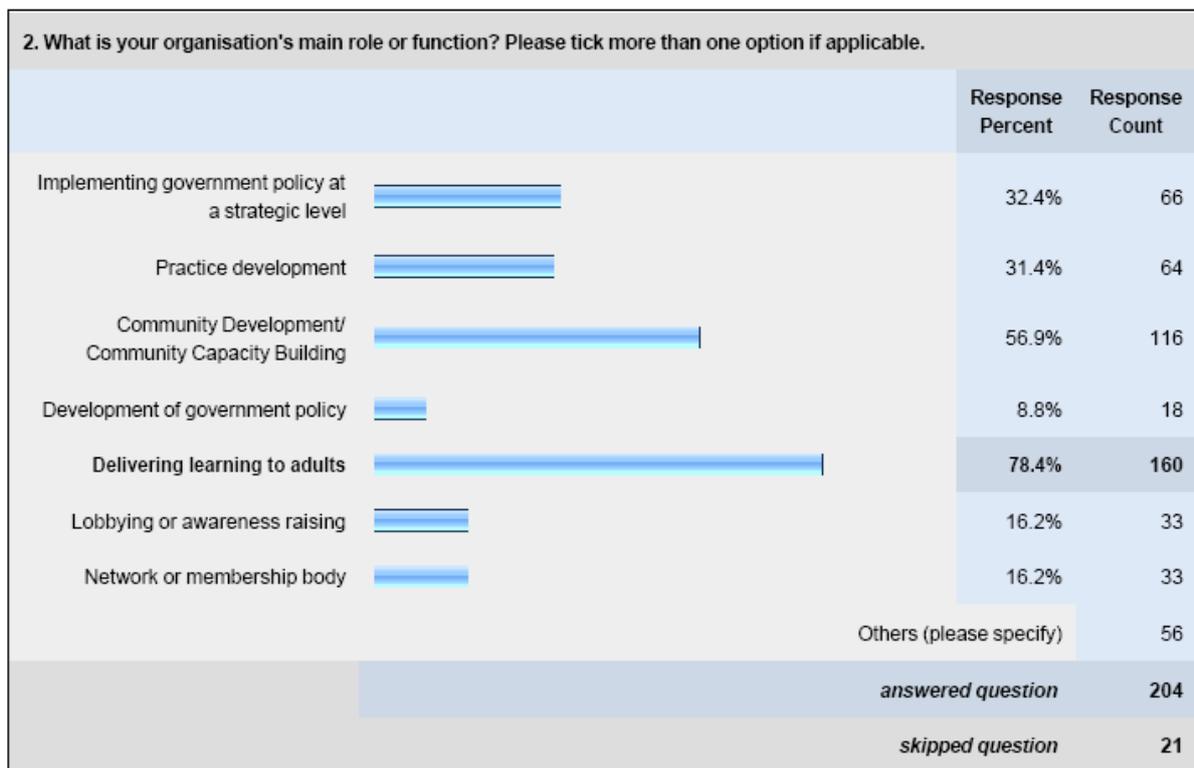
¹¹ 225 respondents started the survey, 182 (80.9%) completed it. NB not all of these completed the *full* survey.

- Approximately 54% were from Local Authorities, including ALN and CLD partnerships. (24% of LA respondents were CLD partnerships (specifically mentioned))
- Approximately 17% were from FE/HE sectors (17% of these respondents are from HE sector)
- Approximately 17% were from voluntary sector organisations
- Approximately 10% were from agencies and other public organisations
- Approximately 2% classified themselves as “Others”

The views put forward in this survey come from a variety of organisations who have been invited to take part in the survey after having been identified as stakeholders by LC staff, networks, email lists (LC staff’s and others) and by ‘snowballing’ the survey invite. It is important to bear in mind that the purpose of the survey was to consult with as many diverse stakeholders as possible. As such the ‘sample’ is to some extent self selected and cannot be said to be ‘representative’ of a general population of LC stakeholders.

Below is an overview of the responses from the survey.¹²

What is your organisation’s main role or function?:

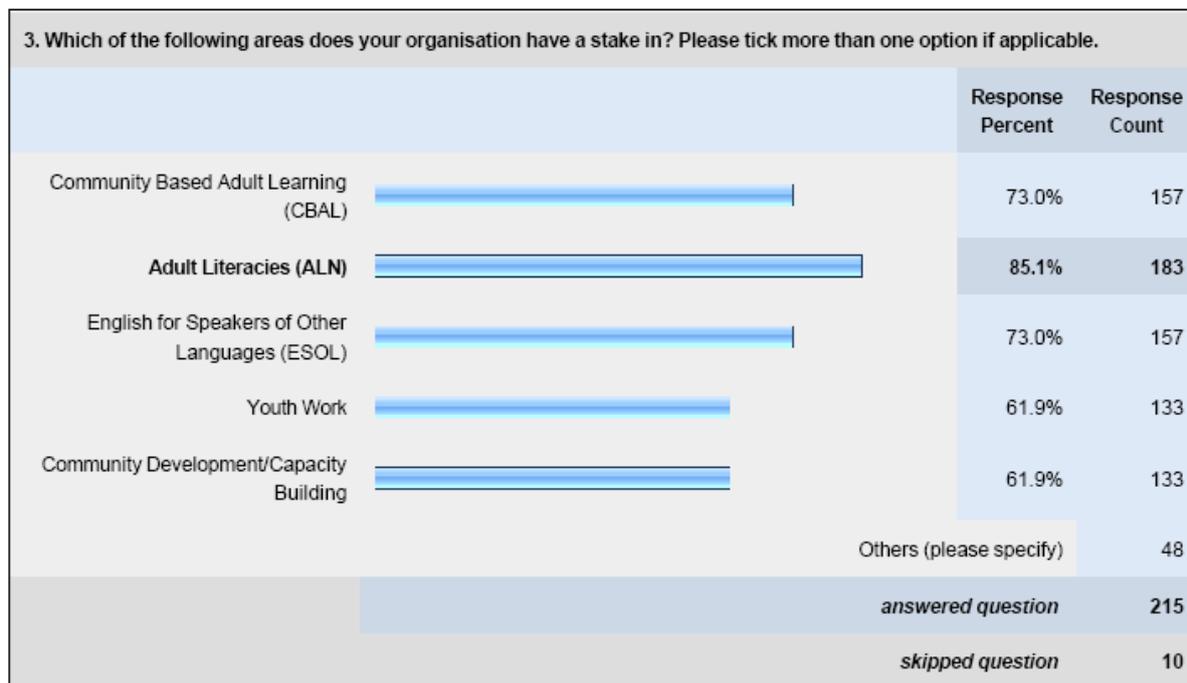


As the figure above shows the majority, 78.4%, of organisations of the main role or function of organisations respondents work for deliver learning to adults. The main role or function of 56.9% of respondents’ organisations is community development/ community capacity building.¹³

¹² The question “what do you think are the main achievements of Learning Connections over the last 5 years?” has not been included in the overview at this stage as the main purpose of the review was to examine the strategic fit of LC. Responses to this question might however be of interest to LC in general terms.

¹³ “Others” responses included e.g. delivering learning to young people, funding, development and support of qualifications, employability, intermediary body.

Which of the following areas does your organisation have a stake in?:



The majority of the organisations respondents work for have a stake in Adult Literacies (85.1%), closely followed by Community Based Adult Learning and English for Speakers of Other Languages (both 73%).¹⁴

Key partners beside LC include (this list is not exclusive and in no particular order):

LAs, Colleges, Youthlink, Voluntary sector organisations, Social work, Libraries, SG, WEA, Jobcentre plus, Police, SPS, Trade unions, NHS, Prince’s Trust, SCVO, Scottish schools, Careers Scotland, local businesses, Bookstart, Equality groups, SDS, other training providers. It would be helpful to indicate that there is the local dimension to L.C. work with colleges and the national dimension via Scotland’s Colleges as the sector’s development agency.

¹⁴ “Others” responses included e.g. anti poverty work, social economy and social enterprise, building capacity of voluntary organisations.

What aspects of Learning Connection’s work relates to the work of your organisation?:

5. What aspects of LEARNING CONNECTIONS' WORK relates to the work of your organisation? Please tick all options that are applicable and indicate how closely related these aspects are.								
	Very closely related				Not related	N/A	Rating Average	Response Count
Contribution to policy development	34.4% (65)	32.3% (61)	14.8% (28)	10.1% (19)	6.9% (13)	1.6% (3)	2.22	189
National and/or strategic level implementation of Working and Learning Together (WALT)	34.1% (61)	24.0% (43)	19.0% (34)	11.2% (20)	7.8% (14)	3.9% (7)	2.32	179
National and/or strategic level implementation of the Adult Literacy and Numeracy in Scotland (ALNIS) report.	55.9% (113)	17.3% (35)	10.9% (22)	6.9% (14)	6.4% (13)	2.5% (5)	1.88	202
National and/or strategic level implementation of the National Adult ESOL Strategy	44.4% (87)	19.4% (38)	11.7% (23)	9.7% (19)	9.2% (18)	5.6% (11)	2.15	196
Direct support for practitioner development and/or delivery	49.8% (100)	21.4% (43)	15.4% (31)	7.5% (15)	4.0% (8)	2.0% (4)	1.92	201
Source of specialist knowledge, information and advice	45.2% (94)	23.6% (49)	16.8% (35)	8.2% (17)	4.3% (9)	1.9% (4)	2.01	208
Source of funding assistance	27.7% (51)	19.0% (35)	22.8% (42)	13.0% (24)	9.8% (18)	7.6% (14)	2.55	184
Other (please say what this is below)	31.8% (7)	18.2% (4)	0.0% (0)	4.5% (1)	9.1% (2)	36.4% (8)	2.07	22
							Other is ...	27
							<i>answered question</i>	215
							<i>skipped question</i>	10

The figure above show that most aspects relate very closely to the work of the respondents’ organisations – 55.9% relate very closely with national and/ or strategic level implementation of ALNIS and 49.8% very closely with direct support for practitioner support and/ or delivery.¹⁵

Please expand on your answer above to detail where you see Learning Connections adds the greatest value – for example what added value does LC bring that other stakeholders are not offering:

The main themes from the responses are listed here¹⁶:

¹⁵ “Other” responses included e.g. influencing and promoting skills and Workforce development policy, sharing best practice, research and development.

¹⁶ Responses are not ‘broken down’ by who the respondents are (i.e. what type of organisation or which aspects of CLD they are engaged in). To do so would require resources that were not available for this review.

The main ‘added value’ of LC according to those who responded to the survey are that LC provides **opportunities for networking, information sharing** (e.g. newsletters), **contacts** and that LC **provides practice development support**. This also includes arranging and running **seminars** (or conferences), providing **training and CPD opportunities** as well as **sharing and producing training materials**. Generally **sharing and coordinating activities/work** are also seen as a major added value of LC.

“LC provides an umbrella which provides excellent opportunities to share good practice [and] engage in peer support...”

Some respondents also see an added value in LC being a national **focus point**, an organisation with a **national overview** (“... with central focus on CLD...”). Others claim that the most important aspect of LC is that they have and offer a **specialist support role** (e.g. practice development), that they are **experts** and a great **source of knowledge** and also that LC is a source of **funding**.

“LC serves as the glue that connects a range of professional communities of practice, LC provides focus and coherence to the work of those diverse practices and in doing so reflects the diversity of needs...”

Other important, but less frequently mentioned, aspects of LC are information advice and guidance (**IAG**); LC having a **bridging and linking role** (e.g. between Government and practitioners); that LC **influence policy development**. LC is also seen as adding value by carrying out **research** and **disseminating** the findings; and by having **raised the profile** of CLD, ALN & ALNIS as well as ESOL.

There are some comments on LC duplicating the work of others, of LC not being required and not adding any value at all, but these comments are few.

What could Learning Connections do differently that would have a greater impact on CLD in Scotland?:

The main themes from the responses are listed here:

What stand out from the responses is a call for a more **strategic direction**. This includes also a **stronger purpose and leadership**; a call for **contribution to policy development on a strategic level**; more **impact on other SG Government divisions**; **linking** up more to **related policy areas**; clearer **clarity and a greater consistency of roles**; and a request for a more **integrated approach to CLD**.

“A clear and coherent strategic plan. There are some very good pieces of working going on but they don’t always knit together and there is not always a clear consistency of way things are done.”

“Be more powerful advocates at a strategic level...”

More, differently allocated and better planning for **funding** are issues that are raised by a number of respondents. They are also looking for more strategic, longer term funding.

Other themes include LC being more **effective to reach learners** and **support providers**, including also specific training or support for specific groups as well as general training support and having more events; a call for LC to **listen to the needs of the field** and engage with delivery organisations more, also in 3rd sector; promote **stronger partnership working**; and a call for LC to be **more involved in other areas**, such as employability agenda, workplace strategies and work with organisations such as Jobcentre plus and the NHS.

A few respondents would also like to see literacies made into a profession; ALNIS refresh continued; LC being entirely independent from Government; LC harnessing the existing expertise; and LC supporting the North more.

When considering what LC does, are there any gaps or areas of duplication with the work of other organisations?:

The main themes from the responses are listed here:

Again it is repeated that a more **strategic lead** would be desirable as well as strategic direction of “who supports who”. Respondents also think there would be room for **more effective work through collaboration**, also within Government where there now is seen to be **duplication of teams**, e.g. in relation to **youth work**. There is also seen to be **duplication of the work the FE/HE sector as well as LAs** do and in relation to some other organisations such as **Youthlink** (which is mentioned specifically by several respondents). There is also reported **synergies with Youthlink**.

“Greater clarity of purpose would iron [out] any duplication with organisations like YouthLink, CLDMS etc. Scope for more synergy with Education colleagues particularly in relation to Curriculum for Excellence and alternative awards.”

Some other **duplications** include SDS¹⁷ and SLP. Some respondents also think there are **too many agencies** and that the **landscape is cluttered**.

“There is a need for greater clarity and synergy at a national level. There are too many agencies which appear to have a development and support remit within the CLD sector, leading to some overlap and confusion.”

Other respondents think that the relationship between ALN and CLD needs to be reinforced and that there needs to be **support for the delivery and policy related to CLD**. Some respondents think there is too much emphasis on literacies work rather than CLD and some that the specific work on ALN *is* crucial. A couple of respondents think there are duplications of database information (e.g. resource banks) and gaps relating to CBAL, ALN and ESOL statistics. One respondent think that LC’s influence has been diminished as a result of Concordat.

Several respondents also answer “no” to the above question, state that they “don’t know” or that they “cannot think of anything”.

¹⁷ A few respondents are not clear about SDS’ role and raise this as a question rather than claiming that there *is* duplication.

Any further comments you wish to make:

This snapshot of responses include a number of responses which relate to the need of strategic lead and direction:

- LC needs to continue communicate future directions and priorities so stakeholders know where the agenda is going
- Overall need for strategic body in linking into Government but more strategic lead needed on ALN in particular
- More explicit connections across CLD portfolio to take forward priorities of the SG and Scotland's people
- If LC did not exist then CLD would not have a voice within or outwith Government
- CLD activities suffers from poor national leadership
- Continued need for a national agency to support practice development of CLD
- There is lack of clarity on national policy and practice relating to the skills agenda
- Higher profile of LC needed
- Have gone quiet during the last 18 months which is not good
- To practitioners LC appear powerful; at a strategic and policy level they appear emasculated
- Links to health, community safety, education important
- Scotland needs a national locus for ALN and CLD and LC is needed to continue the good work done in ALN
- LC's remit might becoming too wide and literacies work might be swallowed up
- CLD Standards Council should be independent
- Ring fencing needed for ALN and ESOL provision
- LC being relatively new, it takes time for things to settle
- LC having been fantastic in developing ALN by pulling together resources, workers and to promote shared practice, but need to offer more of this
- LC training, seminars and conferences have been great learning experiences
- Development of TQAL has taken too long
- Challenges remains
- More could be done to support LAs recruiting and retaining staff
- Invaluable source of IAG
- Staff unfailingly pleasant and helpful
- Experts
- Would like to see greater level of public accountability for the work LC does
- Please don't let them disappear. Save literacies services across Scotland
- The survey questions assume that Learning Connections is a given. Why?

Joint HMIE / Learning Connections event

In a recent consultation meeting with the sector about the future direction of CLD, jointly hosted by Learning Connections and HMIE, the following action points emerged:

National structures and roles

- The CLD landscape is too cluttered. An audit of organisations and networks is required at national level in order to get clarity of roles and responsibilities. There needs to be much more coherence between them.
- There needs to be clear roles for bodies operating at national level who support and develop CLD practitioners.

- A stronger and clearer national infrastructure is needed.
- The role and contribution of the voluntary sector must be understood and valued – too often CLD is ‘owned’ by the local authority.
- There is an important role for senior civil servants in championing CLD at national level.

Policy links and drivers

- There is a real need to be clear about which policies CLD contributes to and what it contributes, but equally there is a need to be clear about what it doesn’t contribute to – CLD can’t do everything! This needs to be articulated properly.
- CLD is too spread out across a range of policy portfolios – it needs to be more coherent.

Outcomes and Evidence Base

- There is a need to keep up the momentum with this – there is a lot of good work that has already been done around this and there is a need for continuing work to embed an understanding of outcomes and how to generate evidence.
- We need a ‘Delivering Change 2’ to fit within the context of SOAs and NPF.
- Need to map out what evidence is available.
- There is lots of good evidence collected locally and we should make more use of this.
- A research programme is required to develop a stronger evidence base.

Developing CLD as a profession

- Developing the CLD workforce needs to be a key priority – capacity, skills, understanding, confidence. £4m was allocated in SR2007 to address this.
- The CLD sector needs to have a professional identity and confidence – this includes the need for clarity about the unique contribution CLD makes to a broad range of policy agendas.
- The impact of CLD needs to be made more visible
- Raising awareness, understanding and influence of key decision makers and agencies is crucial.

APPENDIX 3 – INTERVIEW FRAMEWORK

Interview Framework for Stakeholders

Not all questions will be asked. Please note that some of these questions/text are designed as prompts. Key questions that should be included are in bold.

1. Relationship with Learning Connections

- **What aspects of Learning Connection’s work relates to your policy area or the work of your organisation?**
- How does it relate – i.e. what role do they perform
 - Contribution to policy development
 - Support for practitioner development
 - Source of external expertise
 - Other

Please specify.....
- **What aspects of the work of Learning Connections is most important to your policy area or your organisation (Which? and Why?)**

2. Achievements of LC

- **What do you think are the main strategic achievements of Learning Connections over the last 5 years?**
- Within LC what’s working well? Examples. Good practice.
- What’s not working so well? Examples. Specific issues?
- **What would you want them to do differently?**

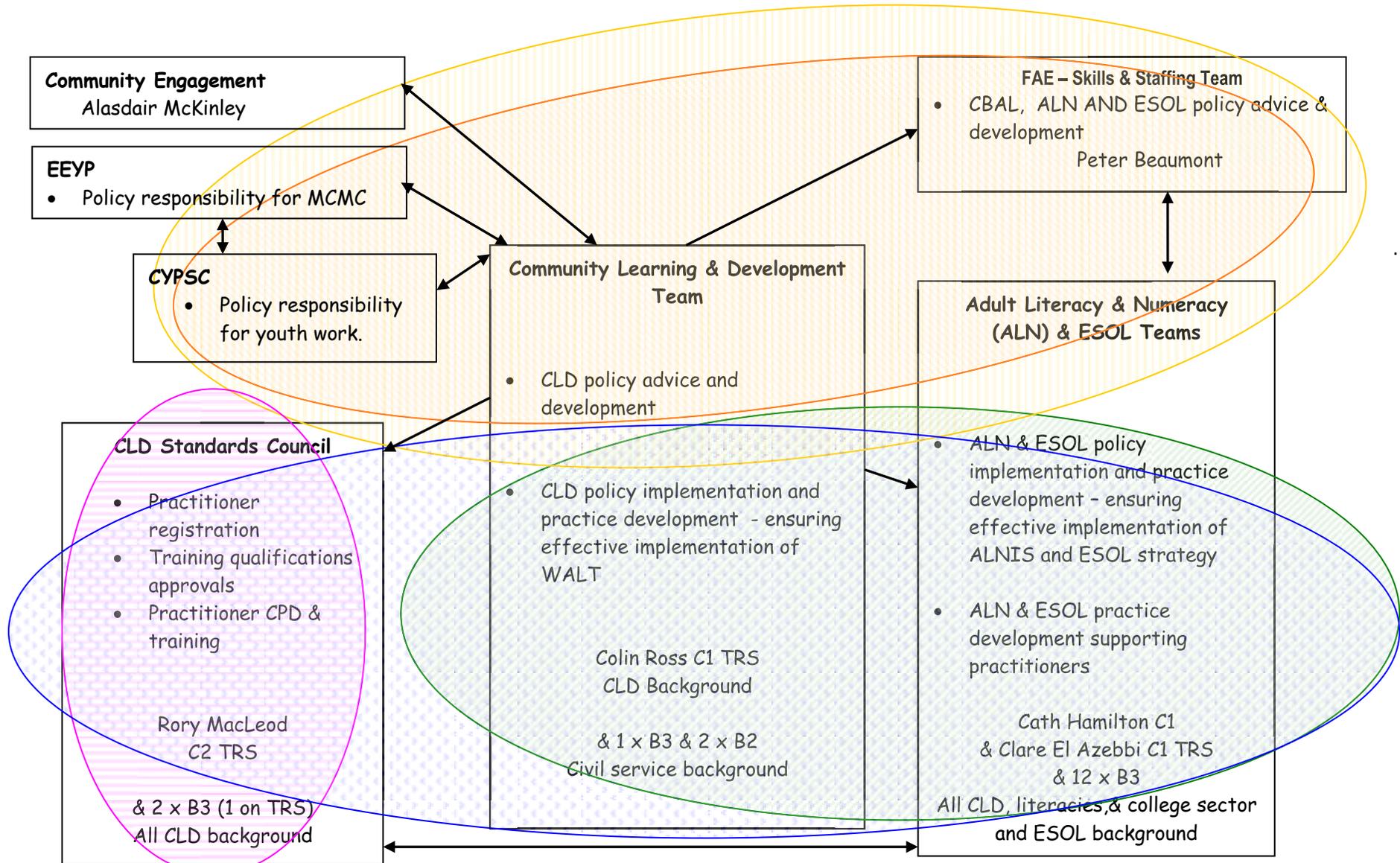
3. Delivery Structure

- **What do you see as having been the main impact of Learning Connections moving into Communities Scotland and then into the Lifelong Learning Directorate of the Scottish Government?**
- **Has this changed your relationship/role with them? If so how?**
- What’s working well in terms of them being part of Scottish Government? Examples... Good practice?
- What’s not working so well? Examples... Specific issues? Are there any examples where the organisations structure/position in SG is preventing it from having the maximum impact?
- **Where do you think Learning Connections (LC) or parts of LC should be based?**

4. Delivery Landscape

- What other stakeholders are working in the same area(s) as Learning Connections?
- How do you see LC's role in relation to these other stakeholders?
- What does LC do that is different from them?
- **Where is there duplication and or overlap between what LC does and other people/organisations do (both internally within the Scottish Government and externally)?**
- **What added value does LC bring that other stakeholders are not offering?**
- How is the relationship between LC, other parts of DG LL and other stakeholders? (Examples)
- **What other options are there for undertaking LC's functions – for instance what would happen if Learning Connections was no longer able to undertake all its current functions?**

APPENDIX 4 – Learning Connections - its roles and links with other policy areas



Description of Activity



Policy work



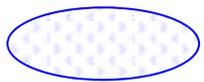
Policy implementation



CLD 'delivery' - practice development

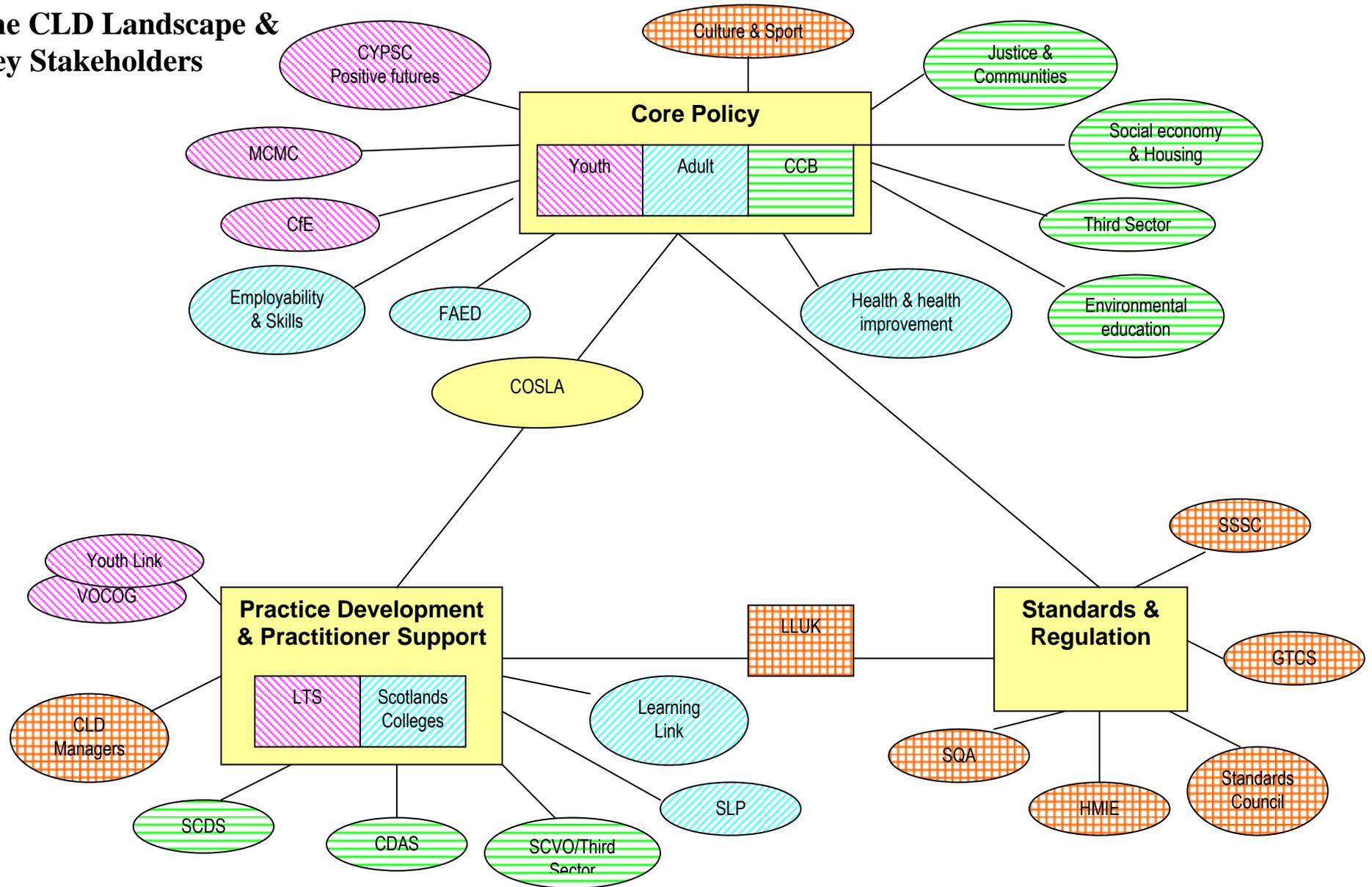


CLD quality assurance & registration



Practice development and quality assurance and registration

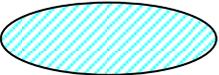
The CLD Landscape & Key Stakeholders



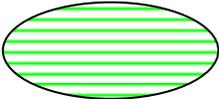
Key



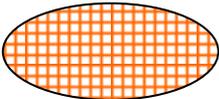
Youth Focus



Adult focus



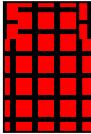
Community Capacity Building Focus

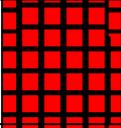
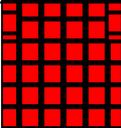
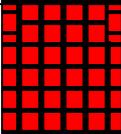


Addressing more than one of the above

APPENDIX 5 – DETAILED OPTIONS APPRAISAL

Key to colours used:

Positive evidence /support		Some positive and some negative evidence		Negative evidence/support		Not applicable or no evidence yet obtained to judge this criteria	
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OPTION 1 – Learning Connections remains as it is currently		
Choice Criteria	Match	Commentary
Strategic considerations		
1. It maximises the potential for effective delivery of (a) policy advice and policy development		The current policy split is confusing to both internal and external stakeholders.
b) policy delivery/ national implementation of SG policies		There is a clear risk of this not being done and / or duplication of effort
(c) practice development and local and subject based support for practitioners.		This would continue, but would be subject to budget pressure which could lead to a reduction in resources in this area over time. Also any replacement staff would not be ‘specialist CLD practitioners’ but standard civil servants
2. It is likely to be able to deliver at least as strong or greater impact on SG’s national outcomes and developing ministerial policy objectives & priorities.		Evidence from stakeholders indicates that they believe the impact of LC has decreased over last 18 months
3. It will result in a greater clarification of roles and remits around the CLD/ALN/ESOL landscape for stakeholders (internally & externally).		The current confusion would continue and there is a risk that specialists would not be connected to fellow practitioner colleagues.
4. It does not lead to any increased duplication of provision in the landscape		Duplication would not increase, but neither would it decrease
5. It is compatible with/supports the Concordat & SG’s relationship with Local Government		Current approach to initiative funding and practice development support from Learning Connections is not currently compatible
6. It enables the CLD Standards Council to be seen as an Independent organisation able to perform its functions		Status quo would not achieve this
7. It does not involve the establishment of a new organisation.		True
Support for option(s)		
8. It has the support of: a) the majority of LC Staff		Some staff might support this, but likely to be based on personal circumstances. However LC staff more generally were not supportive of their role being seen as general civil servants (who could be transferred to any other areas in government outwith CLD) and were concerned about any replacements not being able to be ‘specialist CLD’ people.
b) the majority of SG colleagues		Not supported through consultation
c) the majority of external Stakeholders		Not supported through consultation
d) the Unions		To be consulted
e) SG HR		To be consulted

f) any proposed recipient organisations who would be taking on the remit and staff of any particular aspects of LC.		Not applicable
9. Governance arrangements achieve ownership from the CLD sector		The current arrangements does not include any input from the sector in its governance except in relation to the CLD Standards Council.
Budgetary issues/ Financial implications 10. It is affordable within the current and future planned budgets of Learning Connections.		Budgets at risk due to pressure on drc and programme. Greatest pressure would be on practitioner development work
11. It will not have a negative impact on the drc budget of LL Directorate.		LC currently has too many staff against its budget due to drc restructure
12. The majority of any changes are likely to be achievable within the current financial year 2009/10, to reduce the state of limbo and period of uncertainty for staff and stakeholders.		Not applicable
Pensions/ staff issues 13. If the plan is to transfer staff out to another body - there is a strong likelihood of this being achievable – in terms of TUPE & pension issues.		Not applicable

Summary

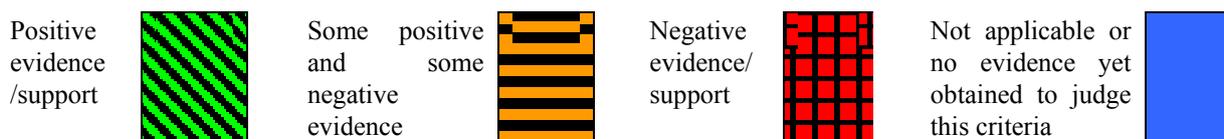
The review could not identify any significant benefits from this option.

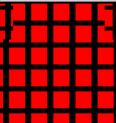
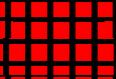
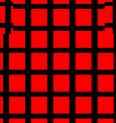
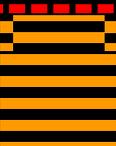
The most significant positive reaction to the current work of Learning Connections relates to practice support and funding and hence it is important to ensure that this function is able to continue and to develop. This will require that the ‘specialist’ staff are connected to fellow practitioners supporting colleagues in other areas of learning and development. Stakeholders have major concerns that the CLD practice development is not sufficiently integrated with CLD policy or with other areas of practice development. Stakeholders feel that the positive aspects of work that they identify from Learning Connections should not be done within Government.

With budgetary restriction over coming years, those functions deemed most marginal to core Government purpose would be reduced, leading to a prioritisation of policy development over practice development within its core staff. Ultimately, the option of leaving Learning Connections as it is would lead to a year on year diminution of the practice development service.

Some staff would support retaining Learning Connections in its current format, but this is likely to be based on personal circumstances. However Learning Connections staff more generally were not supportive of their role being seen as ‘general civil servants’ (who could be transferred to any other areas in government outwith CLD) and were concerned about any replacements not being able to be ‘specialist CLD’ people, which would lead to a further dilution of the specialist practice development function.

Key to colours used:



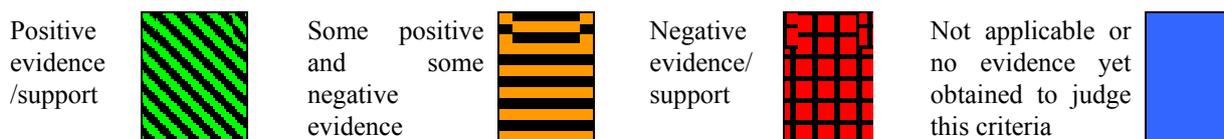
OPTION 2 – The functions of Learning Connections are dissolved		
Choice Criteria	Match	Commentary
Strategic considerations		
1. It maximises the potential for effective delivery of (a) policy advice and policy development		Contribution of CLD to policy development would be lost
b) policy delivery/ national implementation of SG policies		Contribution of CLD to policy delivery would be lost
(c) practice development and local and subject based support for practitioners.		Practice development support would be severely reduced. Particularly to ALN / ESOL
2. It is likely to be able to deliver at least as strong or greater impact on SG's national outcomes and developing ministerial policy objectives & priorities.		CLD contribution would not be maximised therefore policy implementation would be compromised.
3. It will result in a greater clarification of roles and remits around the CLD/ALN/ESOL landscape for stakeholders (internally & externally).		Would likely lead to increased lack of clarity
4. It does not lead to any increased duplication of provision in the landscape		This would be the case in short-term, but in the longer-term other agencies and SG departments would encroach on CLD landscape leading to likely duplication due to no co-ordination
5. It is compatible with/supports the Concordat & SG's relationship with Local Government		Would likely increase local determination
6. It enables the CLD Standards Council to be seen as an Independent organisation able to perform its functions		CLD Standards Council would not exist
7. It does not involve the establishment of a new organisation.		Yes in short-term, but there would most likely be a need to establish something else in time to cover the remit
Support for option(s)		
8. It has the support of: a) the majority of LC Staff		
b) the majority of SG colleagues		SG Colleagues recognise that CLD will make a considerable contribution to their policy area. They are just confused about exactly how.
c) the majority of external Stakeholders		Would be met with hostility
d) the Unions		To be consulted
e) SG HR		To be consulted
f) any proposed recipient organisations who would be taking on the remit and staff of any particular aspects of LC.		Would put additional strain on other organisations operating in this area due to increased demand for support
9. Governance arrangements achieve		There would be no governance arrangements in

ownership from the CLD sector		place at all.
Budgetary issues/ Financial implications 10. It is affordable within the current and future planned budgets of Learning Connections.		
11. It will not have a negative impact on the drc budget of LL Directorate.		This would depend on the ability to re-deploy or absorb the staff to other civil servant posts within LL Directorate or wider SG.
12. The majority of any changes are likely to be achievable within the current financial year 2009/10, to reduce the state of limbo and period of uncertainty for staff and stakeholders.		Redeployment of staff could take longer, during which period there would be a negative impact on motivation and morale.
Pensions/ staff issues 13. If the plan is to transfer staff out to another body - there is a strong likelihood of this being achievable – in terms of TUPE & pension issues.		No change

Summary

From a budgetary point of view, this options would save Scottish Government some resource in the short-term. However, the constant changes to the nature of the Learning Connections function, from NDPB to Government branch, is testament to the need for its work. Consequently, it is likely that demand for a similar organisation in the future would be high. Also the contribution of CLD to core policy drivers has been recognised. The impact of CLD on these policies and thus the success of these policies, would be reduced.

Key to colours used:



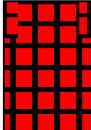
OPTION 3 – The Policy aspects of CLD brought together into a CLD Policy Team		
Choice Criteria	Match	Commentary
Strategic considerations		
1. It maximises the potential for effective delivery of (a) policy advice and policy development		Improves coherence and removes potential duplication
b) policy delivery/ national implementation of SG policies		It is anticipated that this would improve
(c) practice development and local and subject based support for practitioners.		Not applicable – since this aspect of the option only looks at changing the policy aspects.
2. It is likely to be able to deliver at least as strong or greater impact on SG’s national outcomes and developing ministerial policy objectives & priorities.		More coherent with a single point of contact for stakeholders and Ministers
3. It will result in a greater clarification of roles and remits around the CLD/ALN/ESOL landscape for stakeholders (internally & externally).		Would still need to clarify split between policy work and practitioner development
4. It does not lead to any increased duplication of provision in the landscape		Would potentially reduce duplication in SG
5. It is compatible with/supports the Concordat & SG’s relationship with Local Government		Not applicable
6. It enables the CLD Standards Council to be seen as an Independent organisation able to perform its functions		Not applicable
7. It does not involve the establishment of a new organisation.		
Support for option(s)		
8. It has the support of: a) the majority of LC Staff		It has strong support from staff
b) the majority of SG colleagues		Strong support from consultation
c) the majority of external Stakeholders		Very strong support from stakeholders
d) the Unions		To be consulted
e) SG HR		To be consulted
f) any proposed recipient organisations who would be taking on the remit and staff of any particular aspects of LC.		Not applicable – LL Directorate already has this remit.
9. Governance arrangements achieve ownership from the CLD sector		Greater chance of achieving this through single point of contact
Budgetary issues/ Financial implications		
10. It is affordable within the current and future planned budgets of Learning Connections.		Should result in no net increase. Concern over posts required and skills of those in post and restricted capacity overall. New policy team may involve the creation of some new posts.
11. It will not have a negative impact on		As above

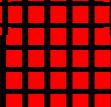
the drc budget of LL Directorate.		
12. The majority of any changes are likely to be achievable within the current financial year 2009/10, to reduce the state of limbo and period of uncertainty for staff and stakeholders.		Should be easily achievable within the financial year, though it may take longer if the remit is expanded to include aspects from the work of the Positive Futures Team.
Pensions/ staff issues 13. If the plan is to transfer staff out to another body - there is a strong likelihood of this being achievable – in terms of TUPE & pension issues.		No change.

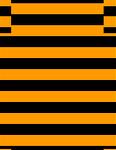
Summary

The benefits of this approach are clear. Government policy departments have recognised the value of CLD in meeting their objectives, but find the policy landscape for CLD confusing. They wish to have unified and clear advice and support. All stakeholders recognised the need for a unified policy voice for CLD. This will involve bringing together policy interests currently in Further and Adult Education (FAED) and Learning Connections into one division within Lifelong Learning Directorate. This division will need to ensure necessary arrangements for effective policy development in building community capacity. It will also involve establishing formal arrangements with the Youth Work Team in the Positive Futures Division of Children Young People and Social Care Directorate, and considering whether they should also form part of this division at a later date.

Key to colours used:

Positive evidence /support		Some positive and some negative evidence		Negative evidence/support		Not applicable or no evidence yet obtained to judge this criteria	
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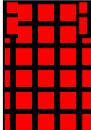
OPTION 4 – The CLD policy functions are transferred to other relevant teams		
Choice Criteria	Match	Commentary
Strategic considerations		
1. It maximises the potential for effective delivery of (a) policy advice and policy development		In short-term might better integrate CLD into other policy areas., but would dilute cohesive CLD policy work.
b) policy delivery/ national implementation of SG policies		Might have positive impact in short-term.
(c) practice development and local and subject based support for practitioners.		In longer-term reduced focus on practitioner development due to the focus being more on the specific policy areas
2. It is likely to be able to deliver at least as strong or greater impact on SG's national outcomes and developing ministerial policy objectives & priorities.		It would probably do this in short-term, but it would lose CLD cohesion in longer-term.
3. It will result in a greater clarification of roles and remits around the CLD/ALN/ESOL landscape for stakeholders (internally & externally).		It would reduce clarity in CLD, with there no longer being a single home for policy responsibility
4. It does not lead to any increased duplication of provision in the landscape		Would likely increase duplication, particularly in more cross-cutting policy areas
5. It is compatible with/supports the Concordat & SG's relationship with Local Government		Could be compatible but only in terms of reduced practitioner development
6. It enables the CLD Standards Council to be seen as an Independent organisation able to perform its functions		Not applicable –unless the CLD Standards Council is also dispersed to a relevant team within SG in which case this would be negative.
7. It does not involve the establishment of a new organisation.		Yes in short-term, but there would most likely be a need to establish something else in time to cover the remit
Support for option(s)		
8. It has the support of: a) the majority of LC Staff		Not likely to gain long term support due to a dilution of specialisms
b) the majority of SG colleagues		Would depend on which specialism they received and relevance to their policy area
c) the majority of external Stakeholders		External stakeholders want to promote CLD as a unified concept
d) the Unions		To be consulted
e) SG HR		To be consulted
f) any proposed recipient organisations who would be taking on the remit and staff of any particular aspects of LC.		Receiving teams within SG could welcome the additional staff – but in the longer term then may not find there was a neat skills match to the policy roles they were seeking to provide increased support for.

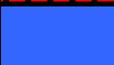
9. Governance arrangements achieve ownership from the CLD sector		Would reduce coherent contact with delivery agents
Budgetary issues/ Financial implications 10. It is affordable within the current and future planned budgets of Learning Connections.		Affordable, but as LC budget would be split into many small pockets it would be susceptible to cuts over time. Also staff would likely be diverted to non-CLD work.
11. It will not have a negative impact on the drc budget of LL Directorate.		Would provide some additional resources to other LLDG divisions, but would bring associated expenditure
12. The majority of any changes are likely to be achievable within the current financial year 2009/10, to reduce the state of limbo and period of uncertainty for staff and stakeholders.		Should be easily achievable within the financial year, but could have an impact on the motivation and morale of staff who are scattered across SG.
Pensions/ staff issues 13. If the plan is to transfer staff out to another body - there is a strong likelihood of this being achievable – in terms of TUPE & pension issues.		No change.

Summary

There would be an immediate benefit to the other policy departments by having a CLD policy focus close at hand. However, over time the contribution of CLD as a whole would be lost. Those transferred would likely find themselves involved in other policy work as needs must. CLD as a concept would be eroded over time, with a focus on its constituent elements.

Key to colours used:

Positive evidence /support		Some positive and some negative evidence		Negative evidence/support		Not applicable or no evidence yet obtained to judge this criteria	
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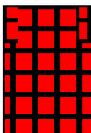
OPTION 5 – The CLD Standards Council is transferred to GTCS		
Choice Criteria	Match	Commentary
Strategic considerations		
1. It maximises the potential for effective delivery of (a) policy advice and policy development		Could result in more coherence in registration and CPD across education, but CLD could be a very small concern of GTCS and could be swamped by the focus on Teacher registration.
b) policy delivery/ national implementation of SG policies		As above
(c) practice development and local and subject based support for practitioners.		Not applicable if Practice development does not go with the CLD Standards Council
2. It is likely to be able to deliver at least as strong or greater impact on SG's national outcomes and developing ministerial policy objectives & priorities.		No impact
3. It will result in a greater clarification of roles and remits around the CLD/ALN/ESOL landscape for stakeholders (internally & externally).		It may lead to a greater clarification around the practitioner registration within education but would lead to a dilution and less clarity in relation to the specific aspects of CLD, ALN & ESOL.
4. It does not lead to any increased duplication of provision in the landscape		It could lead to a greater coherence around education
5. It is compatible with/supports the Concordat & SG's relationship with Local Government		
6. It enables the CLD Standards Council to be seen as an Independent organisation able to perform its functions		But at a risk of being only a small concern of GTCS in which it may struggle to maintain its identity.
7. It does not involve the establishment of a new organisation.		Adoption of the CLD Standards Council into an existing organisation.
Support for option(s)		
8. It has the support of: a) the majority of LC Staff		It would not support of the majority of staff because GTCS is predominantly schools-focused, though it may have a small element of support.
b) the majority of SG colleagues		No clear view
c) the majority of external Stakeholders		There is a concern over size and nature of GTCS, though some people can see the practitioner registration synergies
d) the Unions		To be consulted
e) SG HR		To be consulted
f) any proposed recipient organisations who would be taking on the remit and staff of any particular aspects of LC.		Interest from the management team of GTCS but a concern that it would not be supported by the Council of GTCS
9. Governance arrangements achieve ownership from the CLD sector		Risk of being driven solely by schools interests
Budgetary issues/ Financial		Via transfer of programme budget already

implications 10. It is affordable within the current and future planned budgets of Learning Connections.		established to cover staff costs.
11. It will not have a negative impact on the drc budget of LL Directorate.		Would have a positive impact as no drc requirements
12. The majority of any changes are likely to be achievable within the current financial year 2009/10, to reduce the state of limbo and period of uncertainty for staff and stakeholders.		Initial contact suggests at least a 2 year timescale due to a need to gain support from the Council of GTCS
Pensions/ staff issues 13. If the plan is to transfer staff out to another body - there is a strong likelihood of this being achievable – in terms of TUPE & pension issues.		Likely to be some issues – details not yet clarified.

Summary

GTCS have the experience of practitioner registration over many years and advocate very strongly on behalf of their membership group. However, CLD would be a small concern within a large organisation. Some of the flexible approaches to registration necessary in CLD would not sit well with the rigid approaches in GTCS. GTCS have expressed a strong interest in taking on this function but recognise that they would not be able to work within the current preferred timescale.

Key to colours used:

Positive evidence /support		Some positive and some negative evidence		Negative evidence/support		Not applicable or no evidence yet obtained to judge this criteria	
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OPTION 6 – The CLD Standards Council is transferred to LLUK		
Choice Criteria	Match	Commentary
Strategic considerations		
1. It maximises the potential for effective delivery of (a) policy advice and policy development		Would bring together employer interests with registration, CPD and course validation it would lead to a greater coherence of policy input from a single employer led organisation representing all aspects of the sector.
b) policy delivery/ national implementation of SG policies		Should lead to greater coherence. Better match to employer needs.
(c) practice development and local and subject based support for practitioners.		It would bring greater coherence in CPD and standards for practitioner development.
2. It is likely to be able to deliver at least as strong or greater impact on SG's national outcomes and developing ministerial policy objectives & priorities.		Would strengthen role and remit of LLUK and ability to drive forward effective practice. However LLUK has a UK remit which could at times be in conflict with the approach taken by the SG in Scotland. It is also dependent on LLUK's ability to be successful in the Sector Skills re-licensing process.
3. It will result in a greater clarification of roles and remits around the CLD/ALN/ESOL landscape for stakeholders (internally & externally).		Would bring some clarity and coherence to sector, but risk of losing focus given breadth of interests of LLUK
4. It does not lead to any increased duplication of provision in the landscape		Would alleviate some duplication as described in MoU with LC
5. It is compatible with/supports the Concordat & SG's relationship with Local Government		
6. It enables the CLD Standards Council to be seen as an Independent organisation able to perform its functions		The CLD Standards Council would be seen as a clear entity within LLUK.
7. It does not involve the establishment of a new organisation.		Uses an exiting organisation.
Support for option(s)		
8. It has the support of: a) the majority of LC Staff		Some support for this option who see this as the best option –though not necessarily the ideal or perfect option (which doesn't exist).
b) the majority of SG colleagues		SG colleagues see a logic to this option and longer term benefits for LLUK's ability to make a more positive impact on the CLD workforce.
c) the majority of external Stakeholders		A significant amount of support but not universal support. Some significant concerns from the College sector who generally do not believe that LLUK is adequately representing the Scottish College Sector
d) the Unions		To be consulted

e) SG HR		To be consulted
f) any proposed recipient organisations who would be taking on the remit and staff of any particular aspects of LC.		LLUK are keen to actively pursue this option
9. Governance arrangements achieve ownership from the CLD sector		LLUK represents employer bodies
Budgetary issues/ Financial implications 10. It is affordable within the current and future planned budgets of Learning Connections.		Via transfer of programme budget already established to cover staff costs.
11. It will not have a negative impact on the drc budget of LL Directorate.		Would have a positive impact as no drc requirements
12. The majority of any changes are likely to be achievable within the current financial year 2009/10, to reduce the state of limbo and period of uncertainty for staff and stakeholders.		Yes and LLUK are keen to move rapidly on any changes to ensure effective implementation.
Pensions/ staff issues 13. If the plan is to transfer staff out to another body - there is a strong likelihood of this being achievable – in terms of TUPE & pension issues.		Needs to be clarified

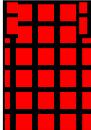
Summary

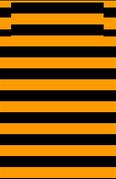
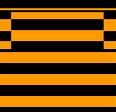
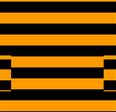
LLUK are an employer's body with both a Scottish and a CLD representative structure. Precedent for giving a sector skills council the function of the CLD Standards Council can be found in the SSCA. LLUK are also keen to take on this role.

There are existing synergies between Lifelong Learning UK and the Standards Council for Community Learning and Development in Scotland which would support the relocation of the Standards Council within the family of Lifelong Learning UK companies. There is already a shared vision and collaborative action between the CLD Standards Council and LLUK with a Memorandum of Understanding (MOU) recognising the shared interests of the two organisations in increasing the skills of the community learning and development workforce in Scotland. Both organisations are also demonstrating their commitment to partnership working by ensuring appropriate, reciprocal representation on committees, working groups, advisory groups, etc.

However, their SSC license is up for renewal currently, with a decision likely in July. Also the college sector does not seem to be supportive of LLUK (which is their Sector Skills Council) based on their view that LLUK does not effectively support and engage with the college sector in Scotland.

Key to colours used:

Positive evidence /support		Some positive and some negative evidence		Negative evidence/support		Not applicable or no evidence yet obtained to judge this criteria	
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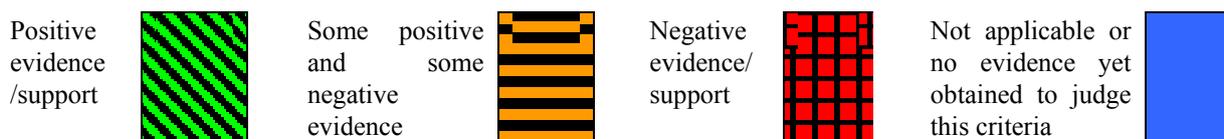
OPTION 7 – The CLD Standards Council is transferred to another body for a period of three years		
Choice Criteria	Match	Commentary
Strategic considerations		
1. It maximises the potential for effective delivery of (a) policy advice and policy development		Could improve coherence in some aspects of policy development – depending on which organisation it was. The temporary transfer would allow this to be re-visited at a later date if this was not working effectively
b) policy delivery/ national implementation of SG policies		Safeguards the CLD Standards Council focus and ensures priority is given to its nurture and development
(c) practice development and local and subject based support for practitioners.		Unlikely to be any different to the permanent transfer to another body.
2. It is likely to be able to deliver at least as strong or greater impact on SG’s national outcomes and developing ministerial policy objectives & priorities.		Could strengthen role and remit of host agency but may not be as strong as the permanent transfer.
3. It will result in a greater clarification of roles and remits around the CLD/ALN/ESOL landscape for stakeholders (internally & externally).		Could bring some coherence but the temporary nature of the transfer could impact on the perceived clarification.
4. It does not lead to any increased duplication of provision in the landscape		Allows a further review and change to be made if required to reflect any further changes in the landscape which could occur in the intervening years.
5. It is compatible with/supports the Concordat & SG’s relationship with Local Government		No different to the permanent transfer.
6. It enables the CLD Standards Council to be seen as an Independent organisation able to perform its functions		It would allow for a further review of the fit with the host organisation after a fixed period
7. It does not involve the establishment of a new organisation.		No change to permanent transfer
Support for option(s)		
8. It has the support of: a) the majority of LC Staff		Could provide reassurance that if first option doesn’t work then change is possible. However, leaves a degree of uncertainty.
b) the majority of SG colleagues		Not sure but it would be deferring the decision and would require further work to review and determine its permanent home.
c) the majority of external Stakeholders		Could gain more support from some stakeholders as it allows for a change after a fixed time if necessary
d) the Unions		To be consulted
e) SG HR		To be consulted but anticipate that it is deferring

		the long-term decision, although easier in short-term
f) any proposed recipient organisations who would be taking on the remit and staff of any particular aspects of LC.		Risk that LLUK or any other receiving organisation would not receive this option favourably
9. Governance arrangements achieve ownership from the CLD sector		No change over permanent transfer.
Budgetary issues/ Financial implications 10. It is affordable within the current and future planned budgets of Learning Connections.		Because of the temporary nature of the transfer it may complicate the situation.
11. It will not have a negative impact on the drc budget of LL Directorate.		As above
12. The majority of any changes are likely to be achievable within the current financial year 2009/10, to reduce the state of limbo and period of uncertainty for staff and stakeholders.		Potentially increases uncertainty for staff.
Pensions/ staff issues 13. If the plan is to transfer staff out to another body - there is a strong likelihood of this being achievable – in terms of TUPE & pension issues.		Possibly more favourable in the short-term as staff would be transferred out as secondees – but would complicate the situation with regard to future staff that would need to be recruited to staff the CLD Standards Council – who would their parent organisation be?

Summary

This option would allow for a review of the governance arrangements of the CLD Standards Council after a fixed period. It has the benefit of highlighting clearly a developmental phase for the CLD Standards Council, where it can be nurtured and developed. However, there are few benefits to the hosting organisation, also it increases the complexity deferring the final transfer and requiring further work to be undertaken to determine its final home. Consequently, this option is only feasible if the hosting organisation is willing to accept such restrictions and if the ability to change the host organisation in subsequent years is seen to be of more value than the added complications of a temporary arrangement.

Key to colours used:



OPTION 8 – The practice development and implementation functions are transferred to LTS

Choice Criteria	Match	Commentary
Strategic considerations		
1. It maximises the potential for effective delivery of (a) policy advice and policy development		Could lead to more coherence, a greater ability to deliver on a true ‘cradle to grave’ basis. However it risks CLD being lost within a much wider remit
b) policy delivery/ national implementation of SG policies		CfE implementation in particular could benefit from the naturally resulting lifelong learning approach
(c) practice development and local and subject based support for practitioners.		Benefits to practice development, particularly in 3-18, but risks issues with community capacity building and adult learning.
2. It is likely to be able to deliver at least as strong or greater impact on SG’s national outcomes and developing ministerial policy objectives & priorities.		Greater impact on some areas than others
3. It will result in a greater clarification of roles and remits around the CLD/ALN/ESOL landscape for stakeholders (internally & externally).		But would require LTS to widen its remit to support this area of work
4. It does not lead to any increased duplication of provision in the landscape		Reduction in duplication in some areas.
5. It is compatible with/supports the Concordat & SG’s relationship with Local Government		Has potential to by transferring practice development
6. It enables the CLD Standards Council to be seen as an Independent organisation able to perform its functions		Not applicable in this option
7. It does not involve the establishment of a new organisation.		Uses an existing NDPB
Support for option(s)		
8. It has the support of: a) the majority of LC Staff		A significant number of staff would be supportive who see the natural synergy, but some staff would be concerned about the focus being too Schools based.
b) the majority of SG colleagues		They are supportive and see rationale while recognising some practical difficulties in terms of implementation
c) the majority of external Stakeholders		Significant number see LTS as most suitable home. A minority would not support it favouring a college sector solution.
d) the Unions		To be consulted
e) SG HR		To be consulted
f) any proposed recipient organisations		Interested. Can see policy benefits but highlight

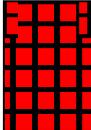
who would be taking on the remit and staff of any particular aspects of LC.		practical issues
9. Governance arrangements achieve ownership from the CLD sector		Not easily. Would need to be built into remit
Budgetary issues/ Financial implications 10. It is affordable within the current and future planned budgets of Learning Connections.		Yes, providing salaries come from programme budgets. Could have efficiencies in synergy with LTS
11. It will not have a negative impact on the drc budget of LL Directorate.		Particularly positive if no impact on drc budget
12. The majority of any changes are likely to be achievable within the current financial year 2009/10, to reduce the state of limbo and period of uncertainty for staff and stakeholders.		Strong chance of this happening
Pensions/ staff issues 13. If the plan is to transfer staff out to another body - there is a strong likelihood of this being achievable – in terms of TUPE & pension issues.		HR has experience of transfer in and out of Strathclyde Pension Scheme, currently operated by LTS.

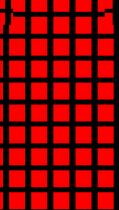
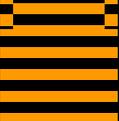
Summary

The benefits of this approach would be to align CLD practice support with that provided to schools creating a broader and more integrated framework. It is in line with current policy drivers such as the ‘cradle to grave’ concept in the Skills Strategy and also the Curriculum for Excellence and the inspection model used by HMIE. Joining with LTS would promote greater integration of cross-cutting learning themes, such as leadership, citizenship and enterprise and enable ‘specialist’ staff to be better connected to fellow practitioners supporting colleagues in other areas of learning and development.

However, LTS is under review itself and any responsibility for CLD would have to be clearly outlined in any new priorities for the organisation. There is also the risk that CLD is a small sector in comparison to schools.

Key to colours used:

Positive evidence /support		Some positive and some negative evidence		Negative evidence/support		Not applicable or no evidence yet obtained to judge this criteria	
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OPTION 9 – The practice development and implementation functions are transferred to Scotland’s Colleges		
Choice Criteria	Match	Commentary
Strategic considerations		
1. It maximises the potential for effective delivery of (a) policy advice and policy development		Greater coherence around adult learning. Risks narrowing focus.
b) policy delivery/ national implementation of SG policies		As above. However, not matched to current Scotland’s Colleges remit.
(c) practice development and local and subject based support for practitioners.		Focused on ALN / ESOL
2. It is likely to be able to deliver at least as strong or greater impact on SG’s national outcomes and developing ministerial policy objectives & priorities.		It may do in some areas such as MCMC, ALN, ESOL but it risks losing focus on other areas such as regeneration. However most significantly the nature of the organisation as a membership organisation means that Ministers can not direct it to adopt/reflect any future Ministerial priorities.
3. It will result in a greater clarification of roles and remits around the CLD/ALN/ESOL landscape for stakeholders (internally & externally).		Could bring greater clarity but risks ALN / ESOL being separated from CLD
4. It does not lead to any increased duplication of provision in the landscape		Would simplify provision in ALN / ESOL. Limited impact on any duplication with LTS. Could lead to a greater demand from CLD sector for a separate agency.
5. It is compatible with/supports the Concordat & SG’s relationship with Local Government		Has potential to by transferring practice development
6. It enables the CLD Standards Council to be seen as an Independent organisation able to perform its functions		Not applicable in this option
7. It does not involve the establishment of a new organisation.		
Support for option(s)		
8. It has the support of: a) the majority of LC Staff		Some staff would support it but there are very mixed views overall. There would be a concern over a narrowing of the remit. Their office is in Stirling which could further complicate staff’s travel to work arrangements.
b) the majority of SG colleagues		No strong views. College sector aware that Scotland’s Colleges in transition phase itself and might not be ready to take on further responsibilities.
c) the majority of external Stakeholders		The Majority would not support this option. ALN Partnerships unanimously saw ALN / ESOL as part of CLD. The only support is from the college

		sector.
d) the Unions		To be consulted
e) SG HR		To be consulted
f) any proposed recipient organisations who would be taking on the remit and staff of any particular aspects of LC.		Demonstrated a willingness in the later stages of the review.
9. Governance arrangements achieve ownership from the CLD sector		Current governance arrangements do not reflect CLD. However would intend establishing a CLD advisory board to oversee. Membership of their board and current aims and purpose do not embrace CLD
Budgetary issues/ Financial implications 10. It is affordable within the current and future planned budgets of Learning Connections.		Yes, providing salaries come from programme budgets. Could have efficiencies in synergy with LTS
11. It will not have a negative impact on the drc budget of LL Directorate.		Particularly positive if no impact on drc budget
12. The majority of any changes are likely to be achievable within the current financial year 2009/10, to reduce the state of limbo and period of uncertainty for staff and stakeholders.		Not clear that this would be possible, may be complicated by Scotland's College's own recent merger.
Pensions/ staff issues 13. If the plan is to transfer staff out to another body - there is a strong likelihood of this being achievable – in terms of TUPE & pension issues.		Organisation already in state of flux. Their pension and staff arrangements are complex. Would need further investigation.

Summary

There is a benefit of bringing together practice development for colleges and CLD together, especially in relation to ALN / ESOL. However, the aims, purpose and governance arrangements of Scotland's Colleges are to support further education institutions. CLD would be a unit attached to the body. Also, Scotland's Colleges are themselves undergoing organisational change due to the merger of SFEU and the Association of Scottish Colleges.

Key to colours used:

Positive evidence /support		Some positive and some negative evidence		Negative evidence/support		Not applicable or no evidence yet obtained to judge this criteria	
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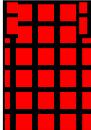
OPTION 10 - The practice development and implementation functions are transferred to a partnership between LTS and Scotland's Colleges		
Choice Criteria	Match	Commentary
Strategic considerations		
1. It maximises the potential for effective delivery of (a) policy advice and policy development		Enable a greater coherence to policy development
b) policy delivery/ national implementation of SG policies		Greater coherence to policy delivery through joined up approach to learning
(c) practice development and local and subject based support for practitioners.		Could bring greater coherence to practice development
2. It is likely to be able to deliver at least as strong or greater impact on SG's national outcomes and developing ministerial policy objectives & priorities.		Could present a more joined-up approach to policy advice
3. It will result in a greater clarification of roles and remits around the CLD/ALN/ESOL landscape for stakeholders (internally & externally).		Could clarify roles and remits and interface with other sectors
4. It does not lead to any increased duplication of provision in the landscape		Could reduce duplication and increase coherence
5. It is compatible with/supports the Concordat & SG's relationship with Local Government		Could provide more integrated support to SOA delivery and support the partnership approach which SG is keen to encourage NDPBs to adopt.
6. It enables the CLD Standards Council to be seen as an Independent organisation able to perform its functions		Not applicable in this option
7. It does not involve the establishment of a new organisation.		As long as this unit/team is hosted within one of the organisations it would not involve creating any new organisations.
Support for option(s)		
8. It has the support of: a) the majority of LC Staff		Has the potential to be the best fit for most
b) the majority of SG colleagues		No strong views – though could be seen to complicate the arrangements
c) the majority of external Stakeholders		Anticipate that it would be best placed to gain support from both the groups that supported the LTS and Scotland College options. A comprise that would suit all.
d) the Unions		To be consulted
e) SG HR		To be consulted
f) any proposed recipient organisations who would be taking on the remit and staff of any particular aspects of LC.		Risks complicating arrangements for recipient organisation

9. Governance arrangements achieve ownership from the CLD sector		More likely to reflect all interests
Budgetary issues/ Financial implications 10. It is affordable within the current and future planned budgets of Learning Connections.		Yes, providing salaries come from programme budgets. Could have efficiencies in synergy with LTS
11. It will not have a negative impact on the drc budget of LL Directorate.		Particularly positive if no impact on drc budget
12. The majority of any changes are likely to be achievable within the current financial year 2009/10, to reduce the state of limbo and period of uncertainty for staff and stakeholders.		This option is a further complication which could lead to a delay
Pensions/ staff issues 13. If the plan is to transfer staff out to another body - there is a strong likelihood of this being achievable – in terms of TUPE & pension issues.		Option could only be considered if staff and resources were transferred to one agency within the partnership

Summary

As a matter of principal this appears to be a positive option. It would further integrate all aspects of learning, creating stronger bridges between them and most likely to gain support from across the whole range of stakeholders. However, in practice one organisation would need to host the staff and receive the budgets. This would then further complicate an already delicate situation for the hosting organisation.

Key to colours used:

Positive evidence /support		Some positive and some negative evidence		Negative evidence/support		Not applicable or no evidence yet obtained to judge this criteria	
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OPTION 11 – The practice development and implementation functions and the CLD Standards Council are transferred together to a single receiving organisation.		
Choice Criteria	Match	Commentary
Strategic considerations		Could bring even greater coherence
1. It maximises the potential for effective delivery of (a) policy advice and policy development		
b) policy delivery/ national implementation of SG policies		Could bring even greater coherence
(c) practice development and local and subject based support for practitioners.		Could bring even greater coherence but could have a negative impact on the ability for the CLD Standards Council to be seen to be able to take an independent view overseeing the practitioner support provided.
2. It is likely to be able to deliver at least as strong or greater impact on SG's national outcomes and developing ministerial policy objectives & priorities.		This would depend on the receiving organisation.
3. It will result in a greater clarification of roles and remits around the CLD/ALN/ESOL landscape for stakeholders (internally & externally).		Though it may bring some clarification, this would be complicated in terms of clarification between
4. It does not lead to any increased duplication of provision in the landscape		Could reduce any chance of duplication between CLD Standards Council and practice development
5. It is compatible with/supports the Concordat & SG's relationship with Local Government		No change over separate transfer
6. It enables the CLD Standards Council to be seen as an Independent organisation able to perform its functions		Complicates circumstances for the CLD Standards Council which would not be seen as independent
7. It does not involve the establishment of a new organisation.		No change over separate transfer
Support for option(s)		Dependent on receiving body – but staff not supportive of the CLD Standards Council transfer to LTS or Scotland's Colleges
8. It has the support of: a) the majority of LC Staff		
b) the majority of SG colleagues		
c) the majority of external Stakeholders		Dependent on receiving body – but stakeholders were not so supportive of the CLD Standards Council transfer to LTS or Scotland's Colleges
d) the Unions		To be consulted
e) SG HR		To be consulted
f) any proposed recipient organisations who would be taking on the remit and staff of any particular aspects of LC.		Risks complicating arrangements for recipient organisation.
9. Governance arrangements achieve		This would depend on the receiving organisation.

ownership from the CLD sector		
Budgetary issues/ Financial implications 10. It is affordable within the current and future planned budgets of Learning Connections.		No change over separate transfer
11. It will not have a negative impact on the drc budget of LL Directorate.		No change over separate transfer
12. The majority of any changes are likely to be achievable within the current financial year 2009/10, to reduce the state of limbo and period of uncertainty for staff and stakeholders.		This would depend on the receiving organisation but this option is a further complication which could lead to a delay
Pensions/ staff issues 13. If the plan is to transfer staff out to another body - there is a strong likelihood of this being achievable – in terms of TUPE & pension issues.		This would depend on the receiving organisation

Summary

This is an extension of the some of the previous options. It brings with it the potential for greater synergy and coherence, but increases hugely the complications and issues. It also risks the CLD Standards Council not being able to be seen to be independent and able to provide an independent validation of CLD practitioner support.

APPENDIX 6 – ACRONYMS USED IN THIS DOCUMENT

ALN	Adult literacy and numeracy
ALNiS	Adult literacy and numeracy in Scotland report
ASC	Association of Scotland's Colleges
B1, B2, C1, C2	Scottish Government employee grades of seniority
CBAL	Community Based Adult Learning
CCB	Community Capacity Building
CDAS	Community Development Alliance Scotland
CeVe	Community Education Validation and Endorsement
CfE	Curriculum for Excellence
CIPD	Chartered Institute of Personnel and Development
CITB	Construction Industry Training Board
CLD	Community Learning and Development
CLDMS	Community Learning and Development Managers Scotland
CLS	Community Learning Scotland
COSLA	Convention of Scottish Local Authorities
CPD	Continuing professional development
CPP	Community Planning Partnership
CYPSC	Children, Young People and Social Care Division DG Education
DG	Director General
Drc	Direct running costs
EAS	Education Analytical Services
ECITB	Engineering Construction Industry Training Board
E&EYP	Enterprise & Employability for Young People Division, DG LL
ESOL	English for Speakers of Other Languages
EU	The European Union
FAED	Further and Adult Education Division
FE	Further education
GLOW	Scottish Schools Digital Network - a national schools intranet
GTCS	General Teaching Council of Scotland
HE	Higher education
HMIE	Her Majesty's Inspectorate of Education
HR	Human Resources
IAG	Information, Advice & Guidance
ICT	Information and communications technology
IMI	The Institute of the Motor Industry
LA	Local Authority
LC	Learning Connections
LC SMT	Learning Connections Senior Management Team
LEAP	Manual for Learning Evaluation and Planning in CLD
LL	Lifelong Learning
LLUK	Lifelong Learning UK
LTS	Learning Teaching Scotland
MCMC	More Choices More Chances
MOU	Memorandum of Understanding
NDPB	Non-departmental public body
NHS	National Health Service
NPF	The Scottish Government's National Performance Framework

PCN	Project Critical Network & timeline
PID	Project Initiation Document
SCDC	Scottish Community Development Centre
SCEC	Scottish Community Education Council
SCQF	Scottish Credit and Qualifications Framework
SCVO	Scottish Council for Voluntary Organisations
SDS	Skills Development Scotland Ltd.
SFEU	Scottish Further Education Unit
SG	Scottish Government
SLP	Scotland's Learning Partnership
SOA	Single Outcome Agreement
SPS	Scottish Prison Service
SQA	Scottish Qualifications Authority
SR	Spending review
SSC	Sector Skills Council
SSSC	Scottish Social Services Council
TQAL	Teaching Qualification Adult Literacies
TRS	Temporary responsibility supplement
T & S	Travel and Subsistence
TUPE	Transfer of Undertakings (Protection of Employment) Regulations
UKCES	United Kingdom Commission for Employment and Skills
VOCOG	Voluntary Organisations Chief Officers Group
VOICE	Visioning Outcomes in Community Engagement
WALT	Working and Learning Together
WEA	Worker's Educational Association
WF+/ Workforce+	Workforce plus team, LL DG

APPENDIX 7 – PROJECT DOCUMENTATION USED IN THE REVIEW

a) Project Initiation Document

Objectives	Deliverables	Key Activities
<p>To undertake a Review of Learning Connections and its strategic fit with the Lifelong Learning Directorate in order to maximise effectiveness in policy advice, policy delivery and practice development.</p>	<p>A report for the Lifelong Learning Director which includes a summary of:</p> <ul style="list-style-type: none"> • The background to the development of LC • What LC does, including staff, current structure, budgets etc. • The extent to which LC contributes to the SG's national outcomes and policy objectives • The added value LC brings • The delivery landscape for CLD/ALN/ESOL and LC's role within this. • The evidence collected during the project. • Options for the future structure of LC and the delivery of its work (CLD/ALN/ESOL/CLD Standards Council etc.) • Recommendations on how LC should be taken forward 	<ul style="list-style-type: none"> • Setting the policy framework and defining the policy objectives of CLD/ALN • Defining the journey and the rationale to the creation of the current LC • Reviewing the existing work & resources of LC • Structured interviews with staff and key stakeholders • Mapping the national support for the delivery of CLD (LC and others) • Identification of areas of duplication and overlap • Stakeholder engagement to establish perceived added value of LC (from both internal staff and external stakeholders) • Develop and test options for future structure and delivery of the work of LC with the LL Director, LC staff, SG and external stakeholders.

Stakeholders		Risks/Issues	Mitigation
<u>General</u> <ul style="list-style-type: none"> • Director of Lifelong Learning • Ministers 	<u>Internal</u> <ul style="list-style-type: none"> • LC Staff • Analytical Services • LL Directorate • Justice & Communities • DG Education • Health Dept • Rural/Greener 	<ul style="list-style-type: none"> • Stakeholder expectations (LL Director and Internal staff) expecting an ‘easy solution’ • Scope of the work is wide with many partners in the delivery landscape which could impact on the ability to achieve clarity and consensus about the best way forward. • An understanding of the role of LC and expectations of LC from Ministers, LC staff, SG and external stakeholders. 	<ul style="list-style-type: none"> • Setting up a wider virtual team (including the unions and key people with experience, knowledge and policy inputs) to approve the project process (PID, PCN etc), to review progress and to help ensure a degree of rigour in the processes • Regular meetings with LL Director • Sourcing Jeanette and another person to provide a project resource
<u>Delivery partners</u> <ul style="list-style-type: none"> • Locals Authorities • CLD partnerships • Voluntary Sector • Scotland’s colleges • CLD Managers Scotland • Youthlink 	<u>External</u> <ul style="list-style-type: none"> • SDS • SQA • SCQF • HMIE • LTS • COSLA • Scottish Community Development Centre 	<ul style="list-style-type: none"> • Tensions and sensitivities of staff which have been increased by recent events • Tight timescales – 3 months and the risk of slippage • Limited resources (staff) to support the work • Issues of potentially re-settling staff within different options for delivery • Budget restrictions within SG and LL Directorate restricting the scope of LC achievement/delivery. • Reducing the number/pool of national specialists • The ideal/optimum solution may not be achievable in the short term 	<ul style="list-style-type: none"> • Use of the quinquennial review approach to provide a structure to the project and use of project documentation to monitor progress of project • Communication of plan (PID etc) with LC SMT and key stakeholders • Engage all stakeholders (LC staff, SG and external stakeholders) & provide opportunity for liaison & updating as project develops • Establish a phased plan with short-term solutions and longer-term actions/options
<i>DN More details of the key stakeholders are being collated.</i>			

Interdependencies	Critical Success Factors	Scope
<p><u>National Performance Framework</u> and Outcome Statements</p> <p><u>SG/COSLA Joint Statement</u></p> <p><u>SOAs and CPPs activity</u></p> <p><u>Government policies</u></p> <ul style="list-style-type: none"> • Skills strategy • Curriculum for Excellence • Early Years Framework • Offender Learning Report (in production) • ALNIS (and the planned re-refresh) • Adult ESOL strategy • WALT (Working and Learning Together) Community Empowerment Action Plan • Equally Well • MCMC/16 + Learning Choices • Workforce +/employability • Youth Work Strategy (and Youth Framework) • Fairer Scotland <p><u>Baseline survey of Adult literacy and numeracy in Scotland</u> (findings Nov '09 onwards)</p> <p><u>Move to Atlantic Quay</u> – location of accommodation & number of desks etc. (current plans have allocated 28 desks for LC – together as one division)</p>	<ul style="list-style-type: none"> • Stakeholder buy-in at the start and throughout the process • Clear identification of the issues, overlaps and duplication in terms of delivery and fit with current SG policy. • A clear report, reflecting the policy landscape, which enables the LL Director & Ministers to understand the role of LC • A clear report with recommendations which enables the LL Director to take decisions about the future structure and role of LC. • A clear, deliverable action/implementation plan which stakeholders are bought into. 	<p><u>In scope</u></p> <ul style="list-style-type: none"> • All aspects of LC and the CLD Standards Council (including staff, drcs, & programme budgets) policy and delivery work and practice development. • Aspects of policy delivery across the LL Directorate which relate to CLD/ALN/ESOL. • Interdependencies with aspects of policy delivery across SG <p><u>Out of scope</u></p> <ul style="list-style-type: none"> • Qualification levels & standards • IAG given to learners • The broader delivery of MCMC and further adult education policy (college delivery). • Direct delivery of CLD, ESOL and ALN to adults and youth • The purpose and content of the governments strategic policies which relate to LC work.

b) Project Critical Network and Timeline

