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Better Community Engagement

A framework for learning

January 2007

SCOTTISH EXECUTIVE

Learning Connections Communities Scotland

Better Community Engagement

A framework for learning

January 2007

Prepared by the Scottish Community Development Centre (SCDC)
for Learning Connections, Communities Scotland

Contents

Preface 5

1 Why is learning for community engagement important? 7

2 What is the Curriculum Development Framework? 9

3 The Curriculum Development Framework 11
Key purpose and elements of community engagement practice 12
Core skills relevant to community engagement practice 12
Foundation elements 13
Developmental elements 17

4 Using the Curriculum Development Framework 23
4.1 Understanding the context 23
4.2 Who is the framework relevant to? 29
4.3 Learning providers and learning methods 31
4.4 Identifying needs and Scottish Credit and Qualification Framework (SCQF) levels 32
4.5 Illustrations of learning opportunities at different levels 35

5 Looking to the future: developing learning for community engagement 43
5.1 Introduction 43
5.2 Turning needs into demand 43
5.3 Using the Curriculum Development Framework 44
5.4 Securing support for learning for community engagement 45
5.5 Demonstrating what works 45
5.6 Influencing formal educational provision 46
5.7 Supporting local and partnership learning 48
5.8 Building resources for teaching and support 49
5.9 Opening up opportunities for professional endorsement 50
5.10 Using accreditation to support learning for community engagement 51
5.11 Linking with the *Learning in Regeneration* skills pack 52
5.12 Conclusions 53
5.13 Next steps 53

Appendices

Appendix 1. Illustrations of practice in community engagement 55
Appendix 2. How the competences have been developed 61
Appendix 3. Membership of the Advisory Group and the writing team 63

Preface

In recent years public participation has become a defining feature of all areas of public policy. There are good examples in areas like community planning, tenant participation, patient involvement, community policing, youth work and equalities practice. But while involving communities and service users has become a normal expectation of practice, many people who are now required to work in this way have not had a chance to gain all the skills and abilities they need.

As a result, agencies and participants do not believe that the experience of community engagement has been as positive as it should have been. Communities Scotland's Learning Connections team commissioned this piece of work in order to address the issue. This report aims to support learning for community engagement; it offers a framework for curriculum development, provides guidance on using the framework, and suggests the elements of a strategy for improving skills and practice in community engagement.

The report has built on previous research[1] and has been developed using participatory methods including focus groups, holding a conference and consulting with:

- staff and managers of agencies across a wide range of disciplines who regularly engage with communities as part of their work
- training providers
- professional bodies

The project has also benefited from the expertise of a multi-disciplinary advisory group.

The framework reflects the fact that practitioners want to deliver policies more effectively. It provides a guide to help them identify their own learning and skills development needs. But the report seeks the vital support of other key groups for the framework: firstly, people who are or could be providers of learning opportunities, whether in formal educational settings or through workplace activities; secondly, managers who are committed to helping their staff take up learning opportunities; and thirdly, professional bodies who are in a position to accredit learning.

Because different needs and priorities call for different approaches, the document does not present a single curriculum. Instead it provides a statement of the purpose, elements and competences for community engagement practice that should enable training providers to develop their own curricula to address the needs of practitioners operating in different settings. We hope that this approach can make a significant contribution to establishing a range of learning opportunities that will deliver the best practice needed to deliver on policy commitments and to put communities first.

[1] Barr et al (2005) CLD *training needs of other professions involved in regeneration* Communities Scotland; Kirkpatrick and Taylor (2002) Coherent Diversity Communities Scotland; Taylor et al (2004) *Creating a learning landscape –a skills framework for community regeneration* Communities Scotland

1 Why is learning for community engagement important?

'Civic participation is an essential tool of modern government... Inclusiveness in the policy making process is a key principle at the core of the modernising government agenda'.

(The Scottish Executive, Civic Participation – Policy Unit 2000)

It is now recognised that integrating the work of different professions (who all contribute to the overall quality of community life), is an essential element in building effective relationships between government and communities. This recognition has led directly to community planning – the most significant policy and practice development relating to competence for community engagement.

Community planning has a clear statutory basis under the Local Government in Scotland Act 2003, which reinforces the fact that community engagement is now central to the running of government. In particular, the Act places a duty on local authorities to work together with all public bodies and '*with such community bodies or persons as is appropriate*' in developing a community plan for its area. Statutory Guidance from the Scottish Executive on community planning describes it as having two core aims:

- 'Making sure people and communities are genuinely engaged in the decisions made on public services which affect them; allied to
- A commitment from organisations to work together, not apart, in providing better public services'

With a statutory duty to participate in community planning placed on local authorities (including all their professional services), health boards, joint police boards and chief constables, fire boards, Scottish Enterprise, Highlands and Islands Enterprise and the Strathclyde Passenger Transport Executive, the breadth of the obligation to develop effective skills for working together with communities is apparent.

Community engagement is described by Communities Scotland (*Community engagement – how to guide, Scottish Centre for Regeneration 2003*) as:

' ...the process of involving communities in the planning, development and management of services... Community engagement takes many shapes and forms. It can involve simple exercises in consultation through to the formation of multi agency partnerships with community representation at the centre. Underlying community engagement is the commitment of the service providers and planners to listen to those for whom the services are planned'

The National Standards for Community Engagement also recognise that "community engagement can take many forms", and state that it is:

> ' ...always a process that involves purposeful dialogue between public agencies and communities aimed at improving understanding between them and taking more effective action to achieve beneficial change.'

Communities Scotland's *National Standards for Community Engagement*, endorsed by the Scottish Executive and major public and voluntary bodies, recognise the importance of using civic participation effectively. The standards draw on the experiences of community and agency participants and set out principles of good practice. Among these is a commitment to improving the competences of those whose work includes community engagement.

Yet the core competences for this style of professional practice have been a recognised area of weakness. Given that such practice is new to many workers, this is not altogether surprising. However, having made such strong commitments it is essential that engagement works, and that when change to a more participative culture takes place, it is sustained. When engagement does work, it brings the benefits of clarity in understanding community issues, effective service development and delivery, improved quality of life and a stronger community sector.

To give the best chance of success investment is needed in the community engagement skills of a range of practitioners. Without it their agencies, singly and together, will not be able to meet the expectations placed upon them by policy. And the learning that is required relates not just to individual workers, but also to the overall culture of organisations and partnerships and their approach to policy making and implementation. This report aims to provide a basis for meeting these challenges.

2 What is the Curriculum Development Framework?

This framework of competences is designed to enable the planning of learning in community engagement. It responds to the need, identified in the previous section, to develop and improve competence in this area: to help put into practice the participatory principles now required by legislation and recommended in good practice guidance for public policy practitioners.

The need to build the capacities of practitioners has led to initiatives to support improvement, in particular the skills framework for community regeneration (*Creating a Learning Landscape – Communities Scotland 2004; Learning in Regeneration Skills Pack, Communities Scotland 2006*) and the development of standards for community engagement (*National Standards for Community Engagement – Communities Scotland 2005*).

This framework complements the *National Standards for Community Engagement*, by addressing its commitment to improving practice, and *The Learning in Regeneration Skills Pack*, by focusing on the key area of community engagement and providing a resource specifically for curriculum development.

The framework provides a statement of the purpose, elements and competences for community engagement practice that should enable training providers to develop their own curricula to address the needs of practitioners operating in different settings and at different levels. It is not a single curriculum because the variety of needs and priorities requires customised approaches.

The key purpose of community engagement practice is defined in the framework as follows:

> To develop, influence and promote policy and to implement practice which engages communities as partners in change.

Commitment to community participation is evident in Scottish policy, such as the social inclusion and equalities policies that have been at the core of the work of the Scottish Executive since it was established in 1999. The values informing this key purpose, and reflected in these wider policies, are set out in the Scottish Executive Guidance on Community Learning and Development (*Working and Learning Together to Build Stronger Communities 2004*) as follows:

- 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

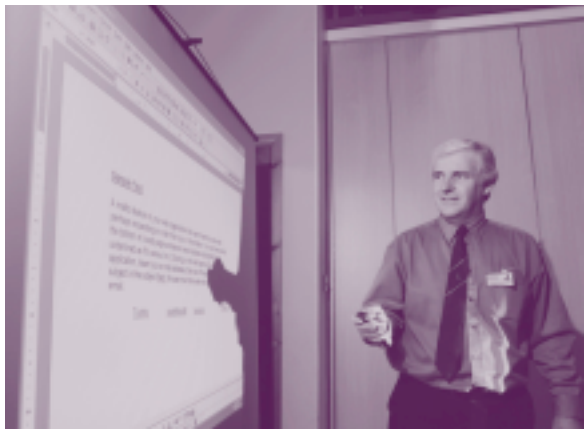
- Inclusion, equality of opportunity and anti-discrimination – recognising that some people may need additional support to overcome the barriers they face
- Self-determination – supporting the right of people to make their own choices
- Partnership – recognising that many agencies can contribute to ensure that resources are used effectively

A functional analysis approach was adopted in the development of the competences. This involves identifying the key purpose of an activity and breaking it down into its core elements, within which specific competences required for effective practice are identified. (The key purpose and its elements are set out in the diagram on page 12.)

The competences within the framework are widely-recognised. The term "competence" is used to describe the things that people will need to be able to do to meet the elements of the purpose of an activity. These are not definitions of unique skills as their execution normally requires the application of a combination of skills.

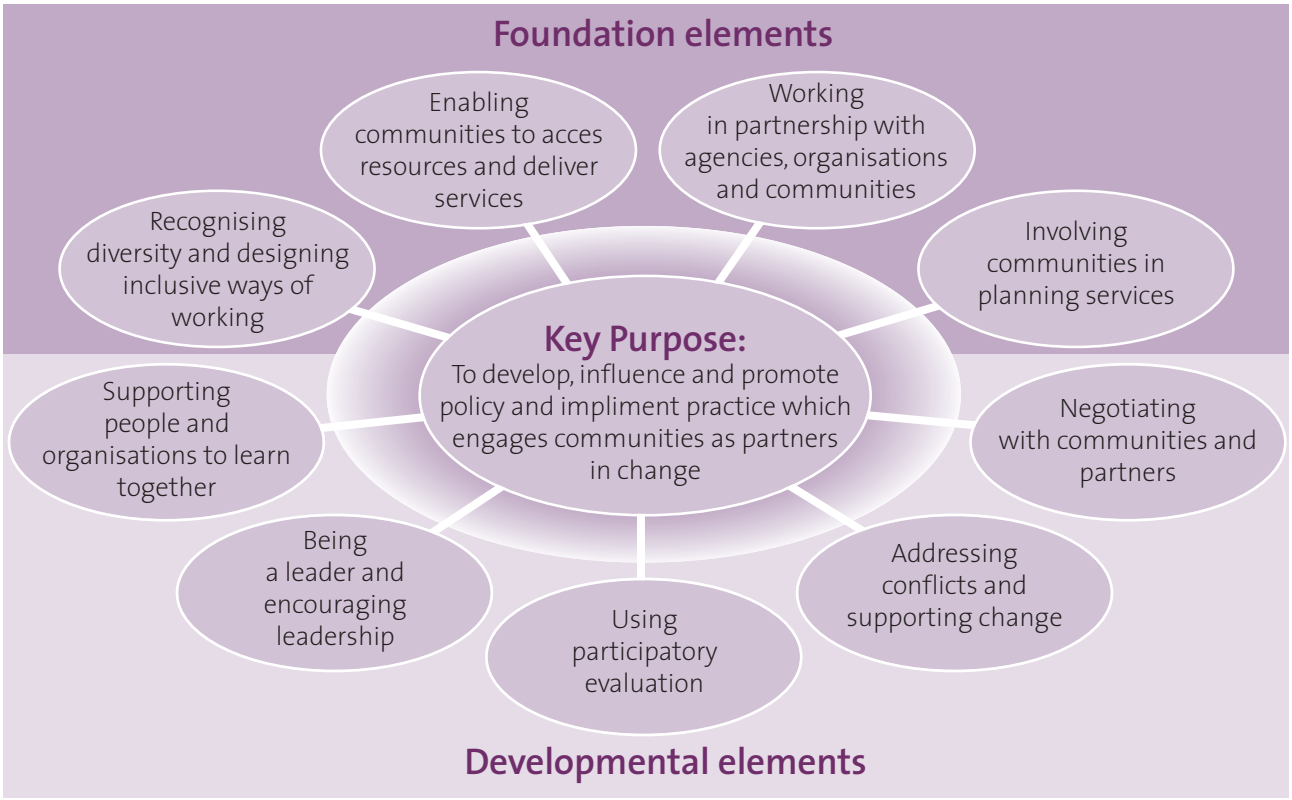
The skills required for the conduct of competences are often very similar across the range of elements. What is different is the purpose for which they are being applied. Competence arises when skills are applied appropriately and effectively for particular purposes. We therefore distinguish between skills and competences but include a listing of the key skills that are required to support the conduct of the competences as a whole.

3 The Curriculum Development Framework



- The framework begins with a diagram showing the main purpose of community engagement practice and identifying nine primary elements which contribute to achieving this purpose. The elements are divided into two sets. One set represents the foundations of practice focusing on community engagement and one represents other aspects of practice needed to build on the foundations.
- Next there is a summary of the range of skills that are required effectively to achieve this purpose. These skills need to be applied in different ways and different combinations to achieve competence in practice in each of the elements.
  - Each element is then reviewed and:
  - Illustrative examples of the kinds of work that fall within each element are presented.
- The competences that are required for effective practice are set out in detail. It is important to note that not all competences are required in all situations and the level of sophistication of their practice will vary in different circumstances.
- The framework as a whole represents a statement of high level and diverse competences that would enable effective practice across the range of types and contexts for community engagement. Not all the competences will be required in all circumstances and the levels of performance needed will vary according to the complexity of the practice context. The framework will enable the development of curricula appropriate to different circumstances and should therefore be treated as a resource and not a template. However, any learning opportunity that develops from it should specify the competences that participants would be expected to demonstrate and their level of sophistication. Using the framework like this is discussed in Section 4 of the report.
- Competence in equalities practice is seen as an essential requirement for the implementation of this framework. It is important to recognise that equalities principles not only require equal treatment of all groups but also action to overcome the barriers to participation that can stand in some people's way. The competences can relate to work with any age group (including children and young people) so particular groups of people who may be involved in community engagement have not been specified. But the framework is particularly relevant for groups that may experience discrimination and exclusion because of their ethnicity, language, culture, disability, racism, gender, sexuality, religion, age or class.
- The process used to develop the competences is described in Appendix 2.

Diagram 1: Key purpose and elements of community engagement practice:



Core skills relevant to community engagement practice:

Communication skills:

- verbal presentation (in plain English),
- written presentation (in plain English)
- use of a variety of media including information and communication technology
- listening
- feedback
- explanation
- empathy

Process skills:

- motivation
- advocacy
- facilitation
- empowerment
- enabling
- negotiation
- mediation
- support
- leadership
- training
- mentoring
- political awareness and judgement

Planning and evaluation skills:

- envisioning outcomes
- investigation
- appraisal
- assessment
- monitoring
- analysis and interpretation of data
- analysis and interpretation of policy
- reflection
- prioritising
- financial planning and reporting

Foundation elements

Working in partnership with agencies, organisations and communities

Examples of when these competences are needed

- Working in partnerships that include people from community groups.
- Finding ways of developing new partnerships involving community groups.
- Supporting joint working between paid officers and voluntary and community representatives.
- Developing multi-agency strategies that respond to community needs and views.

Competences

- Establish and nurture inclusive partnerships with communities.
- Identify and build on previous experience of participants.
- Support inter-agency partnerships to work effectively with communities, respecting, valuing and responding to their views.
- Enable community members to represent community views effectively and to play an active role in decision making and action.
- Help agency staff to view partnerships positively.
- Help to highlight the mutual benefits that agencies and communities can get from partnership working.
- Respect and recognise the work, values, capabilities and objectives of community groups.
- Define the respective roles and responsibilities of community representatives and others in partnerships.
- Assess contributions from professionals and agencies to community engagement, and support improvement.
- Include and support community representatives in networks and multi-disciplinary teams.
- Help partners to develop a common understanding of issues and purposes for action.
- Enable equal participation by supporting effective communication between partners.
- Identify and address difficulties that might be preventing people from taking part.

Recognising diversity and designing inclusive ways of working

Examples of when these competences are needed

- Addressing exclusion from decision-making caused by poverty or by discrimination on the basis of race, gender, sexuality, disability or age.
- Promoting social justice and addressing inequalities in service delivery for particular groups.
- Promoting social cohesion through inclusive partnership working.
- Establishing or supporting collaboration between agencies and communities to promote social inclusion.
- Challenging exclusive or discriminatory behaviour in partnerships.

Competences

- Recognise the causes, effects and experience of exclusion.
- Identify and address the physical, financial and psychological barriers that may make people feel excluded.
- Recognise diversity and ensure that methods of engagement promote inclusion and respect diversity.
- Use a wide range of straightforward methods and styles of communication in your practice.
- Be an advocate of socially inclusive policies and practices.
- Understand and apply equalities legislation and policies.
- Promote equality of opportunity.
- Base your practice on anti-discriminatory principles.
- Self-critically examine how your perceptions have been affected by your own experience, including family, class, race, age, gender, sexuality, health or disability.
- Demonstrate that you are able to identify and work with a diverse range of agencies and community groups.
- Support agencies and communities to adopt inclusive practices and respect diversity.
- Measure, monitor and report how programmes, services and projects contribute to progress on social inclusion.

Involving communities in planning services

Examples of when these competences are needed:

- Responding to community concerns about needs or services.
- Getting communities to join in responding to needs and issues identified by public agencies.
- Involving voluntary and community sectors in strategic partnerships as equal partners.
- Working with communities to:
- identify and define the issues that should be addressed;
- select appropriate methods of action;
- explain public policies that affect how the need can be addressed;
- set specific, measurable and realistic targets;
- identify roles and responsibilities for taking action.

Competences

- Manage and promote participative policy making.
- Enable open and honest expression of views.
- Work with communities and agencies to identify needs, opportunities, rights and responsibilities.
- Enable purposes to be clearly identified, agreed and stated.
- Explain the planning process and timescale, providing clear information and appropriate publicity.
- Explain policies that are relevant to and will have an impact on the planning process.
- Understand and work with community politics and networks.
- Enable constraints, challenges and opportunities to be identified and addressed.
- Assess how local people, service users and agencies understand the planning process and competing agendas.
- Break down barriers to community participation and enable community representatives to play active roles in strategic planning, decision making and action, as appropriate.
- Work with communities and agencies to select options, clarify roles and responsibilities, and make plans for action.
- Use planning techniques (for example, action planning and 'planning for real').
- Enable and contribute to a review of needs, opportunities, rights and responsibilities within a community.
- Recognise and negotiate issues of confidentiality.
- Ensure effective feedback to communities and agencies about decisions and actions.

Enabling communities to access resources and deliver services

Examples of when these competences are needed:

- Planning projects or programmes with an active role for community groups.
- Involving communities in local service or neighbourhood management approaches.
- Developing social enterprise approaches.
- Developing sustainability strategies.

Competences

- Support decision makers and budget holders in recognising the potential for, and value of, community-led services.
- Work with communities to identify needs and opportunities for them to get and manage resources where they wish to do so.
- Identify potential funding sources for community-based initiatives and present funding proposals.
- Enable people in communities to access, manage and influence budgets, funding and human resources.
- Reconcile community involvement with legal liabilities and responsibility for the management of resources.[2]
- Identify where people in communities and others need enhanced skills to manage staff, projects and funds, and how these needs can be met.
- Support communities to be accountable and responsive in the way they use resources and provide services.
- Develop budgets, financial reports and monitoring systems that are accessible to people in communities.
- Understand how resources are currently allocated between different areas and groups.
- Monitor how efficient, effective and fair the results are.
- Identify, and work with others to identify new or under-used resources that communities can make use of.

[2] See Audit Scotland (March 2004) 'Following the Public Pound'

Developmental elements

Negotiating with communities and partners

Examples of when these competences are needed:

- Assessing the potential for collaborative or partnership working with communities.
- Building the foundations for collaborative or partnership working.
- Working with others to define common objectives.
- Influencing and being influenced by others who are involved.
- Understanding the perspectives of different interested parties.
- Enabling agreements to be reached about priorities and direction.
- Resolving conflicting interests and priorities.

Competences

- Identify and establish contact with the people with an interest (including community groups, agencies and elected members).
- Listen to, understand and appreciate different interests and views.
- Acknowledge and address conflicts of interest.
- Enable open, honest and straightforward communication.
- Make sure everyone's views are heard.
- Provide accessible and relevant information including, where required, explanations of policies.
- Understand and take account of the political context.
- Recognise what issues are not open to negotiation and find alternative solutions
- Make and build relationships with communities and agencies.
- Be clear about your own role and power and state this clearly.
- Support all partners to be clear about their roles and power.
- Present your own views clearly and effectively and enable others to do so too.
- Take account of different interests and views in planning and policy making.
- Identify and deal with any barriers to effective communication.
- Feed back necessary information.

Addressing conflicts and supporting change

Examples of when these competences are needed:

- Engaging with all sections of a diverse community.
- Sustaining the process of community engagement.
- Defining and achieving common objectives in spite of different perspectives and interests between communities and agencies.
- Helping communities to define and achieve common objectives in spite of differences within them.
- Reaching compromises between competing interests.

Competences

- Recognise and understand the nature and causes of conflict within communities.
- Recognise the different perspectives and interests communities and other agencies may have.
- Distinguish between creative differences and disabling conflicts and support participants to cope with both.
- Help conflicting parties to negotiate resolution or prevent conflicts, establishing consensus where possible.
- Identify and deal with any barriers to communication and mutual understanding.
- Understand how change can be brought about and the roles of local people and professionals in this.
- Respect and appreciate diversity of opinions and their relationship to different cultures and values.
- Promote constructive dialogue about areas of conflict.
- Constructively challenge inappropriate behaviour.
- Maintain momentum despite differences.
- Develop a culture of informed and accountable decision making in which all perspectives are considered.
- Be innovative in identifying the resources in communities and agencies that can help bring about change.
- Support staff and service users through periods of tension and change.
- Challenge ways of working that exclude communities.
- Ensure that consultations allow sufficient time and resources to include different sections of the community.

Being a leader and encouraging leadership

Examples of when these competences are needed:

- Forming and sustaining partnerships with communities.
- Establishing and sustaining community engagement in services and programmes.
- Accepting and carrying responsibility for making community engagement work.
- Helping organisations or partnerships to develop their approach to community engagement.
- Taking responsibility for ensuring that all participants are heard and valued.

Competences

- Advocate, motivate, enable and develop community engagement within your own and other organisations.
- Understand different styles of leadership, adopting and encouraging appropriate ones for working with communities.
- Take the initiative in identifying and engaging with partners in the community.
- Value and enable all participants to contribute.
- Combine community engagement with a focus on realistic outcomes.
- Facilitate democratic decision-making and build consensus where appropriate.
- Enable diverse views and perspectives to be appropriately expressed.
- Address and negotiate conflicts.
- Explain the context and issues that affect decision making.
- Suggest direction and options for action when required.
- Help to develop accountable and democratic leadership skills within communities.
- Identify opportunities and support others as they take on leadership roles.
- Support and nurture the potential of young people to become leaders in the future.

Supporting people and organisations to learn together

Examples of when these competences are needed:

- Learning, and encouraging others to learn, from experience.
- Tackling new problems or issues.
- Assessing the ability of an organisation, partnership or participants to take part in an engagement process.
- Developing the ability of an organisation, partnership or participants to take part in an engagement process.
- Changing the way an engagement process works.
- Developing plans for action that use and match the competences of the participants.

Competences:

- Create an environment that encourages learning.
- Recognise and value the abilities of all participants.
- Assess knowledge, values and overall competences of all participants and identify strengths and weaknesses of their individual and joint capacity.
- Facilitate individual and joint learning.
- Help and encourage people to learn from their own experiences.
- Encourage participants so that they develop confidence in their competences, and recognise and celebrate learning achievements.
- Recognise diverse learning styles and preferences and understand the different ways in which people learn.
- Recognise what can prevent or hinder learning and bear in mind the impact of past learning experiences.
- Secure, and make effective use of, available learning resources and opportunities in your own and other agencies.
- Make sure participants are able to understand the issues and the processes they are dealing with.
- Develop organisational structures in ways that encourage creativity, adaptation and change.
- Encourage self development and professionalism at all levels through appraisal and planning of learning.

Note: The *Learning in Regeneration* pack prepared by the Scottish Centre for Regeneration will be a particularly useful resource when looking at these competences.

Using participatory evaluation

Examples of when these competences are needed:

- Taking responsibility for seeing a project or programme put into practice.
- Appraising the performance of an organisation, partnership or engagement process.
- Enabling all stakeholders to share in evidence-based judgement of performance.
- Reviewing and revising plans, strategies or operational practices.
- Being accountable for the use of funding and other resources.
- Assessing and revising your own role.

Competences:

- Develop a culture in which everyone takes part in continuous, evidence-based improvement
- Promote evaluation that involves communities and other partners and is integrated with planning.
- Work with communities and other partners to identify intended change and how this could be measured.
- Use, and enable others to use methods for measuring effectiveness, efficiency and equity of performance that involve all participants.
- Employ, and support the use of, a variety of methods of data collection and analysis that meet commitments to be inclusive and respect diversity.
- Support compatible approaches to data collection and recording that will allow evidence from different sources to be pulled together seamlessly.
- Present, and support the presentation of, evaluation findings in a variety of forms to ensure effective feedback to communities and other partners.
- Identify your own contribution to performance.
- Use evaluation findings to review practice and identify any necessary action.
- Celebrate progress with communities and other partners.

Note: The *Learning Evaluation and Planning* (LEAP) framework developed by the Scottish Community Development Centre will be a useful resource when looking at these competences.

4 Using the Curriculum Development Framework

This part of the report provides guidance on how the framework can be used to create opportunities for learning using different methods and be relevant to community engagement at different levels of complexity. It considers:

- How the context of the curriculum framework affects how it can be used
- Who the framework is relevant to
- The range of potential learning providers and approaches to learning
- The levels at which competences might be acquired and how the Scottish Credit and Qualifications Framework (SCQF) can be used to assist recognition of learning
- Some examples of how learning providers can respond to learning needs at different levels

4.1 Understanding the context

This section considers how the context of the curriculum development framework may affect its use. In particular it considers:

- the relationship between community engagement and capacity building.
- policies where community engagement is an explicit requirement.
- the need to integrate approaches in the context of community planning.
- the reasons for developing the competences.
- how they were developed.

a. Community engagement and capacity building

Working closely with communities is now a vital element in public policy and in the way policy is put into practice. With the introduction of community planning it has also become apparent that inter-agency partnerships are a mainstay of this way of working. This new, inclusive style of government is best supported by ensuring that communities are able to take an active role (in other words that they have the capacity), and that the skills are in place to allow them to do so.

A useful definition of community capacity building is provided in the Community Development Foundation publication, *Building Community Strengths*:

> 'Development work that strengthens the ability of community organisations and groups to build their structures, systems, people and skills so that they are better able to define

and achieve their objectives and engage in consultation and planning, manage community projects and take part in partnerships and community enterprises.

It includes aspects of training, organisational and personal development and resource building, organised and planned in a self-conscious manner'.[3]

Diagram 2, below, shows the relationship between partnership-based government and the roles of capacity building and community engagement. In community planning and related fields effective partnerships recognise that they need to support both communities and agencies to develop skills for engaging with each other. This then provides the basis for dialogue about community needs and how communities can take part in meeting them. Investing both in strong, capable communities, and in staff with the skills to work with them, enables better government.

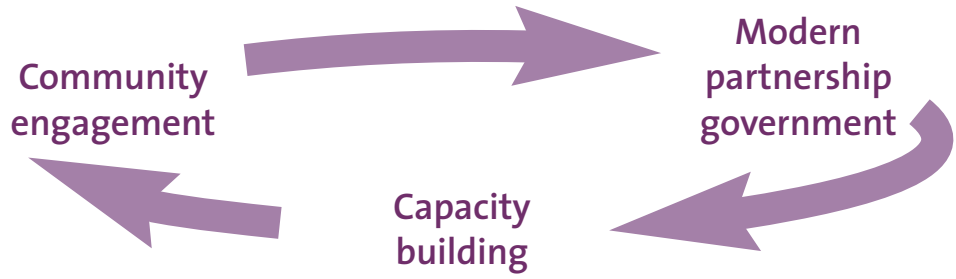
Scottish policy gives a primary role in community capacity building to community learning and development workers. Capacity building with communities is directed to outcomes that include increasing their ability to investigate and highlight community issues, build social networks, plan and run services themselves. Thus the *Working and Learning Together Guidance* states:

'Community learning and development has an essential role to play in giving communities the confidence and skills they need to engage effectively with community planning.'

People who adopt this specialist community capacity building role will come from a wide variety of agencies and a range of backgrounds. Such workers are also likely to contribute to community engagement but many others will also need to be able to do this.

Effective community engagement enables partnerships to achieve their goals but in so doing it may also highlight areas for improvement in competence of agency or community participants. The diagram can therefore be seen as representing a continuous learning cycle.

Diagram 2: Partnership government, capacity building and community engagment



[3] Building Community Strengths (Steve Skinner), Community Development Foundation, 1997.

A range of professions now use community engagement as a way to develop policy and practice. This framework focuses on the competences required for community engagement across a range of professions. Community engagement and community capacity building are interdependent. Practitioners responsible for each need to be aware of this. Lack of competence of participants, agency or community, can put effective engagement in jeopardy.

b. The policy drivers and contexts of community engagement practice

The Scottish Parliament and the Scottish Executive are committed to promoting community participation and engagement as key features of modern government. This means that the work of a wide range of professionals is expected – as a matter of course – to involve engagement with the communities that use their services and are affected by the way public resources are distributed. This commitment is found in a range of policy documents

Health

In December 2000, *Our National Health: A plan for action, a plan for change* set out proposals to improve the health of the people in Scotland, deliver high-quality health and social care services, and address inequalities in health more effectively. It emphasised that to achieve these aims there had to be a culture change in the way the service interacts with the people it serves and the way services are delivered. It said:

> 'We want to work with the NHS to ensure that a patient focus is embedded in the culture. To make this happen we will ensure that listening, understanding and acting on the views of local communities, patients and carers is given the same priority as clinical standards and financial performance.'

Regeneration

In relation to community regeneration the Scottish Executive has emphasised how important it is for the public and private sectors as well as voluntary and community groups to be integrated. In *Better Communities in Scotland – Closing the Gap (2003)* it said:

> 'Local regeneration programmes have emphasised partnership working and community involvement, and much has been learned from this experience about the vital factors that are necessary for successful partnership working and meaningful community involvement.'

Policing

Modern policing, too, has embraced a participatory approach to relations with communities. A report from Her Majesty's Inspectorate of Constabulary (HMIC). 2004 'Local Connections – Policing With the Community' proposed that the public should play a more active role in shaping local police services and priorities to ensure these are more relevant to local needs.

Schools

In relation to schools the Scottish Executive recently conducted a consultation on a Schools (Parental Involvement) Bill that, amongst other things, proposed the establishment of parental forums. Its consultative leaflet '*Making the difference – improving parents' involvement in schools*' says:

> 'Children do better when their parents are involved in their education and so we want to give you better opportunities and more help in getting involved.'

Housing

In the housing context community participation is statutory. The Housing Scotland Act (2001), Section 53, has created a statutory requirement for local authorities and registered social landlords (RSLs) to have tenant participation strategies in place as directed by Scottish Ministers. It places a duty on them to maintain a register of tenants groups meeting certain criteria. These strategies must include:

> 'the arrangements for obtaining and taking account of the views of registered tenant organisations and tenants' and also require landlords to: 'notify registered tenant organisations and tenants of the matters on which the landlord expects to be making proposals.'

Physical Planning

The Scottish Executive's current Partnership Agreement promises to improve the planning system by "strengthening the involvement of communities, speeding up decisions, better reflecting local views and allowing quicker investment decisions". This is reflected in the Planning (Scotland Bill) (2005) which the Minister for Communities has said:

> '... will encourage engagement and openness; not confrontation or imposition... rebuild trust with communities, by listening and taking their views into account. ...make sure that local people's views will be properly listened to before developments can take place...'.

This is significant since planning authorities will be required to shift their approach from that of a statutory consultation nature, to one that is about a continuous dialogue with communities. This means that competences for community engagement practice will also be relevant to universities that are delivering town and regional planning degrees.

Community Planning

There are similar trends in other areas of public service. Indeed it is now commonplace for professionals to need to develop skills to enable them effectively to embrace the participatory culture that defines modern government. But the trend requires a further step.

It is now recognised that integrating the work of different professions (all of whom have a role in contributing to the overall quality of community life) is an essential element in building effective relationships between government and communities. It is this recognition that has led directly to community planning – the most significant policy and practice development relating to competence for community engagement. With its statutory basis under the Local Government in Scotland Act 2003, it places a duty on local authorities to work together with all public bodies and '*with such community bodies or persons as is appropriate*' in developing a community plan for its area. Statutory Guidance from the Scottish Executive on community planning describes it as having two core aims:

- 'Making sure people and communities are genuinely engaged in the decisions made on public services which affect them; allied to
- A commitment from organisations to work together, not apart, in providing better public services'

With a statutory duty to participate in community planning placed on local authorities (including all their professional services), health boards, joint police boards and chief constables, fire boards, Scottish Enterprise, Highlands and Islands Enterprise and the Strathclyde Passenger Transport Executive, the breadth of the obligation to develop effective skills for working together with communities is apparent.

c. The background to the development of the framework

Developments including Community Planning, Best Value, tenant participation, and user, carer and patient involvement have led to an increasing requirement for professionals across disciplines to be able to involve communities in service delivery. In this context Learning Connections commissioned a framework for curriculum development that would be relevant for practitioners in all professions whose role requires significant levels of engagement with communities.

The Community Education Validation and Endorsement (CeVe) Committee of the Scottish Community Education Council first drafted competences in this area in 1998. Recent research evidence shows that the 1998 competences are widely regarded as a strong foundation for more effective practice by practitioners including managers, training providers and professional bodies who are required to engage in community planning. A report for Communities Scotland, '*Community Learning and Development Training for Professionals Engaged in Community Regeneration and Community Planning*' (Communities Scotland, 2005) said:

> 'The CeVe community practice and development competences were generally regarded as defining an appropriate learning agenda. Within this, particular importance was attached to community participation/engagement and partnership practice... [They] provide a well regarded starting framework for development of learning opportunities across professions involved in community regeneration and community planning'

While this current framework builds on previous work by CeVe, it also draws extensively on other, more recent, work that has contributed substantially to understanding the nature of community engagement practice in Scotland. In particular, it relates to the Scottish Centre for Regeneration skills framework for community regeneration – *Creating a Learning Landscape (Communities Scotland 2004)* and to the *National Standards for Community Engagement (Communities Scotland 2005)*. The former outlines the process, and strategic and practical skills that are needed for regeneration work – and community engagement is a significant element here. The latter provides a clear indication of what constitutes competent performance in community engagement. Both frameworks are products of extensive consultation and are now widely endorsed and adopted.

Advisors and contributors have made positive reference to the *Learning Evaluation and Planning (LEAP) framework for participatory learning, planning and evaluation (Community Development Foundation 2001, Health Scotland 2003, Greenspace Scotland 2005). LEAP* sets out an approach to planning and evaluation, widely used across a range of professions, which recognises the contribution of all stakeholders – agency and community. As such it reflects the ethos of participatory practice that informs effective community engagement. It can be used to develop engagement practice that focuses on clarity between participants about needs, intended outcomes, measures and indicators of change and components of effective action planning and evaluation.

The learning framework presented here has drawn on all these sources and is intended to complement them.

4.2 Who is the framework relevant to?

Community engagement is now widely promoted within a range of policies, which means that the framework will be relevant to similarly diverse professions. Within each there is a range of workers at front-line and managerial roles who need to build their competences. These workers are primarily located in the public sector, including local and central government, and also the voluntary, community and private sectors.

Those who took part in the consultative conference and the advisory group, recognising that the framework is relevant to a very broad range of partners, drew attention to workers at various levels in:

- health, including:
  - primary care
  - acute care
  - public and community health
- community safety
- planning, development and construction
- regeneration
- housing
- social care
- social work
- education, including:
  - early years
  - schools
  - colleges
  - universities
- careers
- job centres
- police services
- fire services
- prison services
- sport and leisure
- arts and culture
- libraries and information
- transport
- environmental protection

- local enterprise companies and other economic development agencies
- councils of voluntary service
- volunteer centres
- community learning and development (not just those focused on community work but also those focused on youth work and adult learning and literacies)[4]

The list is not comprehensive but it is an indicator of the scale of the task if community engagement competences are to be enhanced across all disciplines. It is also a reminder of the fact that different workers will need competences at different levels and in relation to different types and methods of engagement.

It is important not to assume that the initiation, conduct or support of community engagement is solely a concern of paid agency staff. In many instances elected members have a major role in community engagement. They frequently regard effective dialogue with communities as the basis on which they can most effectively carry out their representative roles in councils or parliaments. But they also commonly have leadership roles such as chairing participatory forums. Those who took part in the consultative conference saw learning needs for:

- members of the Scottish Parliament
- councillors
- community councillors

As community organisations and their representatives become increasingly sophisticated it is becoming more common for voluntary community activists to initiate and enable community engagement rather than just take part in it. In progressive partnerships, community representatives may hold formal positions such as chair or representative at other forums. And where community organisations have become service providers and facilities managers then engaging with users in the community should be as much a feature of their practice as it is of other services.

The potential range of participants in learning that has developed from the framework crosses sectoral and professional boundaries and involves paid workers, elected members and community representatives. The number of people for whom these competences are relevant is very large. This is because participatory governance reaches into all aspects of service provision and policy development that affect the well-being of communities. Developing competence should be a priority for all public service professions and their regulatory bodies, for elected members and community leaders. Supporting its development will require extensive action, adopting diverse methods, by a range of training and learning support agencies.

[4] Despite a designated role in supporting community engagement, as in previous research, community learning and development workers were also seen as a target group.

4.3 Learning providers and learning methods

The framework is intended to help a wide range of potential learning providers to develop learning opportunities that relate to a statement of competences based on widely-endorsed principles of good practice. It will be important to make the most efficient use of resources for learning and adopt the most accessible and suitable approaches so as to enhance skills to the levels required by different interest groups. The final section of the report is about how to put the framework into action and explores actions that might address the identified needs.

There is already a variety of learning providers that are, or could be, creating opportunities for learning about competences for community engagement. These include:

- formal further and higher educational institutions
- voluntary and private sector training providers
- employers in the statutory, voluntary and private sectors
- professional associations and bodies.

Community planning fosters collaborative working between people from different disciplines. In such a climate, all these groups should be encouraged to design and deliver learning opportunities together.

As yet there do not appear to be any accredited qualifications – in particular Professional Development Awards – that focus specifically on community engagement though it is an element of programmes in several fields.

There are some short courses, often created on a bespoke basis to match the needs of particular agencies or programmes, but these are not generally publicly available and are not accredited. Some are designed and run in-house but more often they are delivered by external agencies, sometimes as part of national skill development programmes sponsored by government. Some agencies may already be using learning methods like secondments, job-shadowing and mentoring and these approaches are being encouraged and piloted particularly in the context of regeneration.

While a diverse range of sources and ways of learning is positive, there is not yet a coherent range of accessible options that can meet the wide-ranging needs of professionals, elected members or community leaders who work in areas where community engagement is now common practice.

This curriculum development framework is not aimed at particular providers nor does it promote particular methods of learning. In fact it encourages continued diversity while seeking to

establish coherence and a scale of activity that can realistically enhance competence in community engagement in line with the objectives of public policy. This is a major task.

In the focus groups and consultative conference that informed the development of the curriculum framework, people were invited to identify the ways of learning they felt were most suited to the needs of those most likely to need to develop competences. The feedback reinforces evidence from previous research that a diverse range of methods is needed. In relation to training courses these include everything from short courses to modular higher degree programmes, including access through self study and distance learning. However, other structured learning methods, including reflective action learning, mentoring, job shadowing and secondments, are also seen as attractive. For some, accreditation would be a welcome recognition of competence but this is not a universal motivation.

The overall intent and form of the framework were given strong support at both the consultative conference and focus groups. Most participants felt that the pace at which community engagement is developing means that a more coherent and integrated inter-professional approach should be put in place as quickly as possible.

Part 5 below explores how the framework can be used to help achieve more coherent and integrated community engagement. This will inevitably take some time. Meanwhile, any of the potential providers identified above could use the framework immediately to help develop their own initiatives. From what practitioners have said, there is a very clear need for providers to do this, in order to make sure that people have the appropriate competences whether they are new to an area of work or already well-established.

4.4 Identifying needs and Scottish Credit and Qualification Framework (SCQF) levels

This section looks at identifying the needs for learning opportunities, and the levels at which they should be developed. It is followed by some illustrations of types of community engagement practice that require the acquisition of competences at different levels.

While the framework is relevant at all levels, the competences have been written to cover requirements at an advanced level. Some competences may simply not be relevant in developing learning opportunities at lower levels and expectations will need to be adjusted to an appropriate level of sophistication.

Since competence in community engagement is needed for a range of groups of potential participants and at different levels, and since it is commonly carried out in the context of

partnership working, the same competences are relevant to different professions and interests. For these reasons, this document does not set out to provide a curriculum for the delivery of particular types of learning opportunity for particular groups at particular levels. What it does is provide a statement of the purpose, elements and competences for community engagement practice that should enable training providers to develop their own curricula to address the needs of practitioners operating in different settings. These curricula could:

- address differing levels of performance of the competences,
- relate to short or to long term learning programmes
- operate in particular locations or be available on a country-wide basis,
- focus on particular professions or inter-professional collaboration,
- use a wide range of learning methods that respond to the different preferences of learners, as well as to constraints and opportunities
- be delivered by a wide variety of agencies and partnerships

This diverse approach reflects the preferences expressed by practitioners, their managers and training providers all of whom have contributed to previous research, and to the consultative focus groups within this development project.

While participants will not necessarily want to get recognised qualifications from their learning, a core principle is that learners should have the opportunity to achieve formal recognition of any new competences developed and that these should be rated in terms of performance against the Scottish Credit and Qualification Framework (SCQF). It should be clear at what level and in what manner competence has been assessed and by whom it has been validated. This will enable comparison of the level and character of learning outcomes from varied approaches.

When it comes to the levels and types of learning opportunity for which a curriculum may be developed, no assumptions should be made about what the appropriate type or level of learning may be for particular participants. The development of particular curriculum should therefore come out of analysis of learning needs that are evident from the requirements of practice. The essence of the SCQF framework is that it describes a 'climbing frame' not a 'ladder', so it may be appropriate for participants to learn at levels below, at or above those of their core professional qualifications. The focus should be on competence that is required for effective practice.

Providers of learning opportunity will have different capacities and priorities when it comes to supporting the development of competences at different levels. They may wish to consider partnerships that link lower level opportunities for learning from one agency to higher levels through another route.

In the context of Community Planning, which has of course shaped the development of these competences, it will be usual for a range of agencies with the potential to develop learning opportunities at different levels, using different approaches, to already be members of the partnerships. They will most likely be involved in particular sub-groups that focus on lifelong learning or community learning and development. In many settings, formal education providers in the higher and further education sectors will be partners with delivery agencies that have in-service training resources and the potential, drawing on the established competence of their staffs, to foster peer learning methods such as shadowing or mentoring. Since good practice in community engagement is so fundamental to the implementation of community planning, community planning partnerships should see themselves as the engines for creation of tailored, effective learning opportunities at local level.

The SCQF framework provides descriptors for each of its 12 levels under the following headings:

- Knowledge and understanding.
- Practice: applied knowledge and understanding.
- Generic cognitive skills.
- Communication, ICT and numeracy skills.
- Autonomy, accountability and working with others.

Review of the SCQF level descriptors[5] suggests that as a result of the complexity of professional roles in community engagement and the need for an understanding of the concepts involved, it would not be possible to address the required competences below level 6. Below this level there would nonetheless be potential to focus on the competences needed for taking part in simple forms of community engagement. At the upper levels, it seems unlikely that there will be many instances where learning at level 12 is needed to support effective practice in community engagement. All levels between 6 and 11 are clearly relevant.

In determining what the appropriate level would be, there are two key variables:

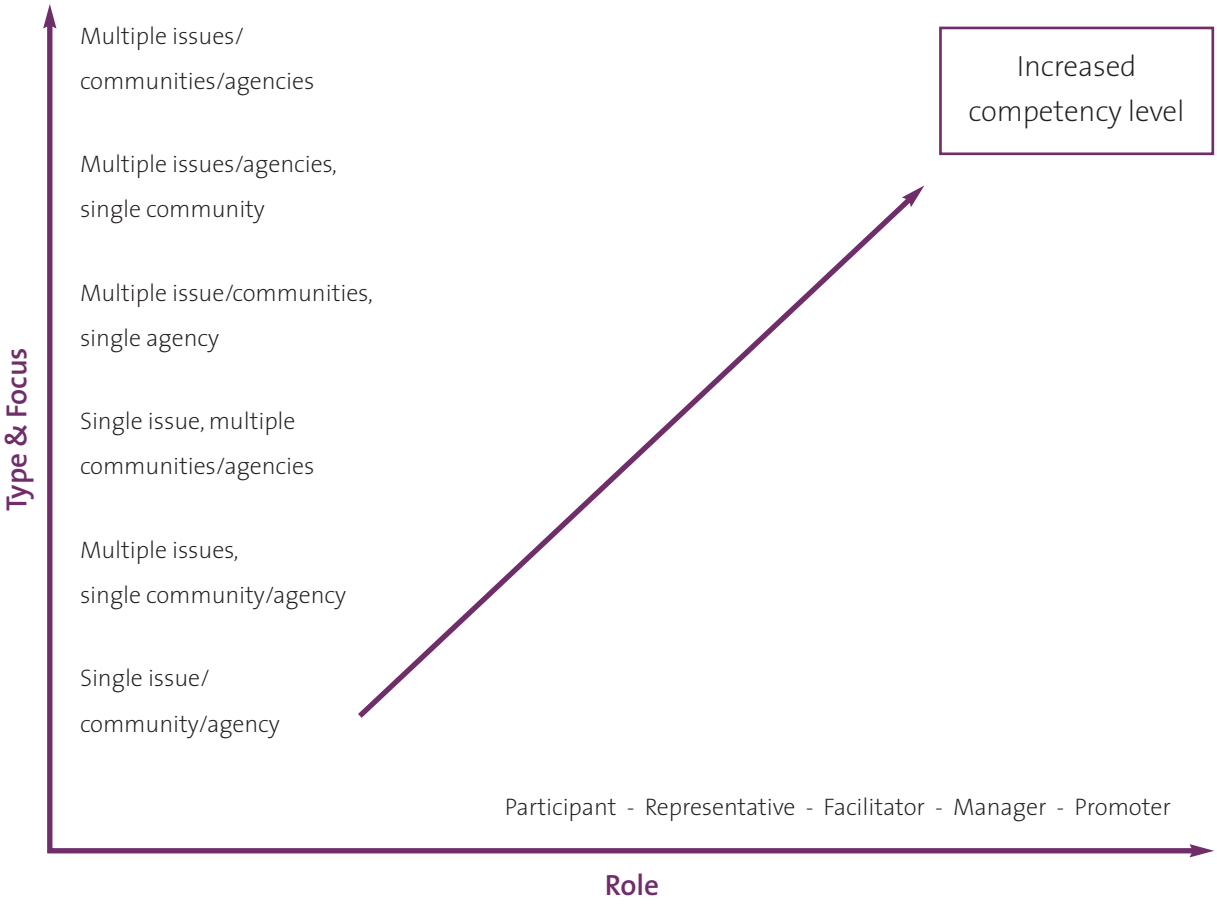
- the complexity of the type and focus of the engagement and of the context in which it is conducted
- the role that the individual plays within it.

So for example, managing engagement in a complex area of practice like community planning would be rated at a higher level than participating or acting as a representative within such a

[5] http://www.scqf.org.uk/downloads/FinalGridjune2001V2.pdf

process. Similarly in a single service user group, for example, any of the roles would require less sophistication. Learning provision should reflect the needs of different types of learners operating in contexts of different complexity. This is illustrated in diagram 3 below:

Diagram 3: Roles, competency levels and types of community engagement



4.5 Illustrations of learning opportunities at different levels

The following three examples show how learning providers can respond to learning needs at different levels, described in terms of the SCQF. They are aimed at encouraging learning providers to seek out fresh opportunities at various levels, and include a look at ways of promoting learning opportunities.

Priority needs to be given putting opportunities in place – the relevant endorsements and accreditations can be developed at a later stage and creating the learning opportunities may help to stimulate the establishment of formal qualifications based on them.

These examples could require competency development at SCQF levels 6 or 7, 8 or 9 and 10 or 11 respectively. (Diagram 4 sets out how SCQF levels relate to qualifications). The actual level might depend as much on the particular role of the learners in the engagement process as on the type of engagement. In turn this would determine the form and demands of assessment of competence.

Diagram 4: Qualifications and SCQF levels

Table of main qualifications

SCQF level	SQA National Units, Courses and Group Awards	Higher Education	Scottish Vocational Qualificatlons
12		Doctorates	
11		Masters	SVQ 5
10		Honours Degree Graduate Diploma/Certificate*	
9		Ordinary Degree Graduate Diploma/Certificate*	
8		Higher National Diploma Diploma in Higher Education	SVQ 4
7	Advanced Higher	Higher National Certificate Certificate in Higher Education	
6	Higher		SVQ 3
5	Intermediate 2 Credit Standard Grade		SVQ 2
4	Intermediate 1 General Standard Grade		SVQ 1
3	Access 3 Foundation Standard Grade		
2	Access 2		
1	Access 1		

* These qualifications are differentiated by volume of outcomes and may be offered at either level

The illustrations focus on learning provision to support management, facilitation or promotion of community engagement. Playing a role as a participant or a representative of a specific agency or community interest in the same contexts would not demand as high a level of competence.

Illustration 1: SCQF level 6 or 7 – supported accommodation

These levels of competence would be likely to relate to relatively simple forms of community engagement focusing on specific services and particular communities. A housing association might work with a tenants group, a GP practice might have a patients' forum, or a community arts or sports centre might have a users' group. Competences at this level would focus mainly on

skills in listening to, understanding and passing on information, supporting dialogue and decision making within a group process.

A context in which the National Standards for Community Engagement have been seen as applicable is community care. Engaging with care service users and understanding their collective interests should be a feature of a wide range of provision, for example, residential care, day care, supported accommodation, core and cluster housing. Competences for such engagement can be addressed at SCQF levels 6 or 7.

Community care is already the subject of national care standards through the Scottish Commission for the Regulation of Care. The use of the curriculum development framework for community engagement in this context would in no sense be a substitute for the national care standards. However, it would complement the focus of the care standards on the rights and interests of individual service users relating to principles of dignity, privacy, choice, realising potential and equality and diversity, and build on their concern with empowering service users.

The fact that care services frequently involve communal living makes an additional focus on community engagement highly relevant. A good example is supported housing where people can live independently in the community. Here, engaging with residents will establish what they think about shared living and what their particular needs are. These might include access to communal facilities. On-site or accessible support staff and service providers could promote, help set up or manage the process of successfully engaging with the residents.

The most important relationships between service users and providers in such contexts are between individuals, with the emphasis on responding to needs of each service user. The idea of community engagement often requires a conceptual shift to take in the collective interests of residents as a community. The purpose of community engagement in supported housing, for example, might be to enable residents to engage with one another, and to have as much influence as possible on the way their housing and support is managed and maintained. One way might be to include them in appointing staff or in making decisions about the nature and quality of the support services available, such as benefits advice and counseling. Social and recreational activities would be another obvious area. Engagement like this would be on a limited scale and would in no way underestimate the complexities of ensuring that each person's individuality, diverse interests and aspirations are met in a communal environment. Nevertheless it does mean creating direct relationships between service providers and service users.

The boundaries of the community would need to be clearly defined and the number of participants relatively small. While all the different agencies that provide services might need to be involved, the primary relationship would be likely to be through the housing provider, for

example a housing association. The engagement itself might be quite informal and would most likely be built into on-going relationships. For these reasons we suggest that the competency levels required might be at SCQF 6 or 7 levels. In this sort of community some competences might require higher level performance than others, for example acknowledging that disability or health issues might present particular difficulties when communicating with residents and meeting their needs.

The sort of resources employers would provide towards learning at this level would most likely be in-house and would probably include opportunities to reflect on practice, peer group learning and mentoring between more and less experienced staff, as well as access to short courses in colleges, the voluntary and the private sectors. Building in or creating modules within the appropriate HNC level courses at further education colleges (relating, for example, to social care or community work) could provide access to formal learning. Assessment of such training would be likely to be based on portfolios and observation of competence in practice.

The range of possible applications of community engagement practice competences in community care is diverse and would also exist at more complex levels. For example if the focus were to move to the wider participation of people with mental health difficulties or physical disabilities as citizens with an interest in all the issues that may affect their communities, the challenges would require a higher order of competence.

Illustration 2: SCQF level 8 or 9 – community safety forum

At these levels the focus would be on more complex contexts for community engagement likely to involve more than one agency and representation of more than one community group. They would also be likely to relate to larger scale populations. On the scale of complexity they sit towards the middle either because they focus on a single issue or because they relate to a local area.

Examples at this level might include, neighbourhood regeneration groups and forums, Public Partnership Forums in relation to health services, activities associated with the wider action role of a housing association, community care forums or transport service user groups. This example looks at community safety forums. These are widespread, operate at neighbourhood and local authority-wide levels and sometimes relate to specific interest communities (for example, lesbian, gay, bisexual and transgender communities). The level of sophistication of the competences required will vary. For the purposes of considering levels 8/9 in the SCQF framework the focus is on a community safety forum at neighbourhood level.

Typically, community safety forums are multi-agency partnerships with communities. They involve local authorities, police, health and fire services in dialogue with voluntary organisations

like Women's Aid and Victim Support and representatives of geographical and interest communities such as elderly forums and women's groups. They are likely to focus on a range of safety aspects including environmental risks, drug and alcohol misuse, crime and fear of crime, vandalism and accidents. Often there is a particular focus on at-risk groups, children, women, older people and ethnic minorities.

This example fits with both the key purpose and all the elements of community engagement practice. Helping to set up, manage or promote the work of a safety forums like this involves multi-lateral relationships with agency and community partners and an appreciation of their respective perspectives and interests. Politicians, particularly councillors, are often likely to be involved and an appreciation of the political processes will be important. Taking a leading role requires the ability and the time to plan and evaluate in a participatory manner, negotiate, resolve conflicts and tensions, provide and promote leadership, include all relevant parties, support mutual learning and access resources. These are demanding requirements. The only reasons why the example would not require more than mid-range competences is because of the more local neighbourhood focus and the attention to a specific set of issues.

Though individual agencies might support learning for their employees, the resources to support development at this level would potentially arise when partner agencies collaborate to create opportunities for reflection on practice, peer learning and mentoring between more and less experienced staff from different agencies. Access to short courses offered by a range of providers in colleges, the voluntary and the private sectors would again be relevant. Access to further and higher education modules would also be an important area of development. These could be standalone or built into wider HND or degree programmes. The accreditation of training like this might require more evidence of conceptual ability but would still be likely to be based on portfolio assessment and observation of competence in practice.

Illustration 3:
SCQF level 10 or 11 – Community Planning Partnership Civic Forum

At these levels the focus is on highly complex contexts for community engagement. Several agencies and several community interests are involved and attention must be given to diverse issues that impact on the quality of community life. The level of sophistication of the context will also be matched by the level of sophistication of the role required of the workers. At neighbourhood level community safety forums were offered as a good example of mid-level performance but, transferred to local authority/community planning partnership wide levels, facilitating or managing them would require the sophisticated competences described at this level.

At the highest level, public participation forums relating to community planning are the most obvious example. In cases where these are operating across local authority areas and potentially addressing any public service issue that affects any residents, the competences required are highly sophisticated even for participants and representatives of particular agencies or communities let alone for those who facilitate manage or promote them. By way of specific illustration, we have drawn on the Aberdeen Futures web-site describing the Aberdeen Civic Forum.

The Civic Forum was launched in May 2002 and represents one of the main ways in which communities can input into Community Planning. It draws together representatives from every neighbourhood in the city and from Communities of Interest Forums which include the: Ethnic Minority Forum; Women's Alliance; Youth Action Committee; Disability Advisory Group; Lesbian, Gay Bisexual and Transgender Forum; Aberdeen Senior Citizens Forum; communities covered by the Community Regeneration Strategy and the Gypsy/Traveller community. The Civic Forum has four places on The Aberdeen City Alliance (the Community Planning Partnership) and three representatives on each of the 14 Challenge Forums relating to each theme of the Community Plan. These themes include health and social care, learning, employment, land use, the environment and transport. In its first two and a half years of operation it has addressed the following community issues:

- Community safety
- Housing strategy
- Roads and transportation
- Local democracy
- Waste management
- Local plan
- Common Good Fund
- Pedestrianisation
- City centre regeneration
- Community regeneration
- Transport strategy
- Health inequalities
- Affordable/social housing
- Prosperity and jobs

To operate in such a context facilitators and managers of community engagement must understand the diverse needs of the communities involved, how these needs are understood, the potential for conflicting interests to be expressed by both agencies and communities and the

capacity to help resolve them. They need to understand the diverse resources, roles and responsibilities of the range of partners and the ways in which their interests and functions overlap and may require integration. An understanding of the political and policy processes within and between partners that impinge on their potential to work together effectively will be vital. Facilitators and managers need to be able to handle constantly-changing relationships within groups and between organisations. A structure such as the Civic Forum is an interface between national policy and local aspirations and there will inevitably be overtly political dynamics involving powerful and sophisticated participants. Competence in all of these aspects of practice will contribute to purposeful practice that achieves desired outcomes.

Even to play the role of an agency or community representative in such a structure is highly demanding. For example, Civic Forum members representing the organisation on other bodies are asked to provide feedback on the meetings they attend.

The higher order of competence required at this level would require a much greater understanding of the policy context and processes than at lower levels. Given the complex partnership basis of the practice it would be essential to have learning opportunities that reflected inter-disciplinary working. There is particular scope at these levels for universities to develop Masters-level learning opportunities that could be stand-alone modules or elements of wider programmes. However, the tight disciplinary boundaries that frequently dominate curriculum development need to be broken down to enable inter-professional learning of competences that have resonance within and between many disciplines. Ultimately, as at other levels, the focus is on practice competence. Assessment of that competence should be based on capacity to do the job. For this reason there is a strong case for the development of multi-agency, employer-led continuing professional development initiatives in collaboration with formal education providers. While giving attention to the concepts that set the context of practice, practice based methods would be the primary means of assessment.

Issues highlighted by the illustrations

These three examples reinforce the need for a sophisticated approach to developing further learning opportunities. The cross-disciplinary nature of the development needs is a reminder of the range of agencies that need to be engaged in establishing competences for the practice that policy now requires. The final section of this document sets out issues relating to the implementation of the curriculum framework.

5 Looking to the future: developing learning for community engagement

5.1 Introduction

This final part of the report considers how a strategy to develop learning for community engagement can be put in place and implemented.

Communities Scotland commissioned this report with the active support of a cross-disciplinary advisory group. Learning for community engagement cannot be exclusively 'owned' by one agency. It should be promoted as a common approach, with recognition and endorsement coming from representative bodies in a variety of sectors. As well as public sector and professional bodies, the voluntary sector both nationally and locally can play an important role in championing good practice in community engagement.

The Curriculum Development Framework, relating to the collaborative practices of a range of disciplines, cannot be successfully implemented without the involvement of a wide range of partners.

Close co-ordination with other Communities Scotland-led initiatives, especially on Learning in Regeneration (see below) and the National Standards for Community Engagement, will be particularly important.

5.2 Turning needs into demand

A diverse range of professionals, with very different levels of experience, is now involved in implementing policies that require active community engagement. A widely-shared feature of their previous learning and experience has been a lack of focus on the particular challenges and implications of working with communities.

To date this does not seem to have been perceived clearly and acutely as a separate issue within a broader skills agenda. There has been more emphasis on the demands of inter-professional working, rather than on the implications of working with communities, for the learning and practice of professionals who were not traditionally involved in mainstream community learning and development.

Some professionals, and those responsible for their education, may not clearly understand the differences between learning about community engagement and learning about service delivery 'in the community', or those between community engagement and capacity building skills.

One response has been to provide community engagement 'toolkits' – quick guides on how to carry out a technical exercise. These can be very useful (see http://www.communitiesscotland.gov.uk/stellent/groups/public/documents/webpages/cs_006288.hcsp#TopOfPage), but they need to be deployed in the context of a sophisticated understanding of how communities work and how engagement can affect the way services are planned and delivered. Skills and competences must be in place to cope with the real situations involved.

The Curriculum Development Framework clearly identifies the skills and competences needed. A common framework should aid acceptance, boost demand, and help with recognition of this area of learning. But this will not happen automatically, and it needs to be promoted and explained across the whole range of services and types of activity to which it is relevant.

5.3 Using the Curriculum Development Framework

It is intended that the Curriculum Framework should inform both the understanding of the skills required in this area and the development of ways of enhancing them. This can be achieved in a wide variety of ways:

- Directly, through the development and take up of curricula at a range of levels and for a variety of settings:
  - it should aid the development of Continuing Professional Development (CPD) programmes;
  - it should allow accreditation of practice based learning;
  - it could also, with appropriate adaptations, influence pre-qualifying professional training.
- Indirectly, through helping to define areas that could be explored in more informal learning and exchange of experience.
- Through helping to provide relevant and consistent approaches to meeting the skill needs identified through the implementation of both the National Standards for Community Engagement and the 'Learning Landscape'.
- Through providing a shared definition of learning needs that need to be met for the effective development of Community Planning.
- More fundamentally, as defining an element of the core transferable skills that should be required for working in most public and voluntary sector and some private sector settings.

5.4 Securing support for learning for community engagement

It is important that there is a wide range of high level endorsements of the framework: from COSLA, the Scottish Executive and other public bodies, the voluntary sector and from professional associations. However this is only the first step in securing the support needed for learning for community engagement.

In spite of a theoretical recognition of the need for better community engagement, it can have a remarkably low profile in practice, with a dependence on individual enthusiasts in organisations. There is a need to address issues affecting each of the groupings with an influence on future priorities and how these are taken forward:

Those responsible for commissioning new learning opportunities may need further persuasion to ensure that they ensure distinctive provision in this area.

Professional bodies, although generally in favour of the need for skills for regeneration and joint working, may not have focused closely on this area; some plead responsiveness to demand for a lack of emphasis on learning for community engagement. Some professional bodies may in practice be stressing other priorities to providers and learners. For instance, there are examples of 'community involvement' simply being listed at the end of a range of 'communication' skills. Professions need further encouragement to make community engagement higher priority in initial and continuing learning.

Individual learners may have other priorities.

Agencies and partnerships may have limited resources for learning. Protected time for learning, individually or in teams, may be in short supply.

5.5 Demonstrating what works

Qualifications and curricula can be drawn up relatively easily. But resources will be needed up front to get people to focus on understanding the distinctive skills required for successful community engagement. They will also need to believe in the practical possibility of sharing them. A very varied programme of pilot and demonstration projects may be required, undertaken and jointly funded with national and local partners, building on existing experience and resources, in order to show the relevance and possibility of learning for community engagement at different levels and in different settings.

Possible priority areas for developing such projects might include:

- Experience-based programmes to be shared by a wide range of staff involved in community engagement, developed by Partnerships or groups of Partnerships, validated by universities or colleges, and offering the option of accredited outcomes linked to the Scottish Credit and Qualifications Framework.
- Projects designed to meet local needs identified through the implementation of the National Standards for Community Engagement.
- Work involving professionals and communities learning together and from each other.
- Work with elected members.
- Inter-professional Continuing Professional Development programmes.
- Local mentoring/ job shadowing networks.
- Programmes for sharing experience and learning within Community Learning and Development Partnerships.
- Team learning programmes for Community Health Partnerships, Integrated Community Schools, Joint Futures, Integrated Children's Services, and other appropriate partnerships.
- Work aimed at developing community engagement skills in a wide range of developing policy areas, such as public health, planning, schools, and cultural services.

An increase in learning opportunities in high priority settings such as Community Planning Partnerships might be sought rapidly, while a growing body of evidence of the potential of different ways of learning about community engagement could be used to extend provision in other policy settings and other stages of learning, such as initial professional training.

5.6 Influencing formal educational provision

If we consider education and training for professions and specialisms other than Community Learning and Development, we find that degrees, diplomas and certificates in many professional areas make some mention of participation, working in (if not with) communities. But there are very few examples of full scale units that relate to this and these are often optional. There are more at postgraduate level, but they are still sparse. Much of this also applies to courses at further education level. The following are 'star' examples, not typical ones:

- Community development in primary care (optional) MSc Primary Care (several universities)
- Working with and for communities (core) MSc Public Health Practice Queen Margaret University College
- Empowering Communities (core) BSc in Rural Health Studies/ BA in Rural Development Studies UHI Millennium Institute

- Community participation (optional) University of Glasgow MPhil. Urban Policy and Practice/ MPhil. Housing Studies
- Community Development and the Voluntary Sector (optional) University of Glasgow BA Hons Public Policy.

The partnership that the University of Dundee has created between specialist Community Learning and Development staff and other related professions for its BA Professional Development in Community Regeneration is unusual if not unique. This demonstrates the potential for creative partnerships between CLD training providers and those in other disciplines.

In terms of professional training schemes, it is perhaps only the Housing Professional Diploma that devotes a substantial block to 'Empowering Communities' (it is one of three first year modules, depending on study method). In general, modules are taught by staff from a variety of professional backgrounds; this is not in itself necessarily a problem, but some have limited practical experience and knowledge of community engagement. Teaching as part of initial qualifications is also unlikely to be practice based (sometimes community engagement is one of many areas from which students may choose a project/ practice based element in a course).

Many in any case believe that the right time to learn about community engagement is after qualification and a few years of initial practice. But practitioners often need community engagement skills as soon as they start work. It is useful to sensitise participants in pre-qualifying education to issues such as the significance of community engagement for the whole governance of an organisation or practice of a profession, and thus prepare students for future skills development.

While it is unlikely that initial professional training can fully develop the range of competences covered by the Curriculum Development Framework, the Framework can be used for the planning of such provision.

One potentially promising avenue is to see community engagement as an element that should be included in the growing aspects of Further and Higher Education courses designed to develop professional practice or 'transferable skills'. There is little evidence that this is happening at the moment, even though 'Learning Landscape' skills such as leadership may be covered.

Provision of continuing professional development (CPD) from the education sector is often similar to what is offered to mainstream students. (The private sector is very important as a CPD provider, but provision is harder to map). It need not be technically at a high level if designed to introduce people to new practice, even when it is aimed at graduate professions. But CPD provision has relatively high overheads for institutions and may be a low priority compared to

the competing demands of research and 'mainstream' teaching. Evidence of strong demand would secure an expansion. Endorsement by professional bodies would support but cannot guarantee this, because individuals already often have many topics to choose from in meeting their professional CPD requirements.

5.7 Supporting local and partnership learning

Previous research has shown that when people are seeking to improve their competence in areas such as community engagement, many have a strong preference for informal learning, based on local experience or exchanges with others. Competences need to develop through experience and reflection. In provision specifically designed to enhance the competences, it is doubtful whether it would be legitimate for a training agency to deliver a programme without a practice-based partnership with an employer or Partnership.

There are perhaps two main ways (which are not mutually exclusive) to influence an expansion of local learning opportunities:

- to get community engagement recognised as a key area of competence across a wide range of disciplines that should be promoted by human resources departments and incorporated into training in, for example, councils and health boards that takes place on an inter-professional basis (this might include induction, leadership and management courses);
- to link the promotion of community engagement learning strongly to the promotion of the National Standards for Community Engagement and the Skills Framework for Community Regeneration.

In each of these, indeed in almost any promotion of learning about community engagement at local level, the role of Community Planning Partnerships will be crucial. Audit Scotland's audits of Best Value and Community Planning in individual areas already comment on progress in community engagement generally, but do not appear to have considered the issue of skills and capacity.

The community engagement skills agenda, by providing a common focus, might help expand the networks for developing Community Planning policy and practice (such as the network for Community Planning Co-ordinators that has already been formed). At national level, there is a need to unify the sometimes piecemeal initiatives that are promoting community engagement.

Within Community Planning Partnerships, whilst community engagement and skills development should be priorities for all partners, in most cases Community Learning and

Development Partnerships will need to take the lead in developing local learning opportunities and in adapting the national Curriculum Framework to have local relevance.

Local authorities and other service delivery partners alone will not have all the resources required to provide the necessary training. Local Further Education Colleges will in many cases be invaluable additional partners and they are likely to have an existing role in Community Learning and Development Partnerships. There may be constraints related to the availability of staff in local colleges or universities who have an interest in this type of approach. Wider links or a 'franchising' of approaches across the country may be needed. The Scottish Further Education Unit may also have a role in developing practice and finding solutions for 'hard to reach' sectors.

Though educational institutions have an important role, full use should be made of other local resources. Community Planning should bring opportunities for partners to review their training budgets and how they are being used. They can then explore how resources could be pooled or shared to jointly plan and deliver more effective learning opportunities in areas of common concern such as community engagement. Community Planning Partnerships should consider how they can develop training opportunities, using existing partnership forums wherever possible. The voluntary sector is likely to need external support, from local, national and Lottery sources, to allow it to participate fully.

5.8 Building resources for teaching and support

Existing specialist Community Learning and Development teaching staff in Further and Higher Education are generally willing in principle to do more work with other professions. However they are mostly at an early stage in developing innovative approaches to inter-professional work and most argue that some upfront resources for development of new courses and materials would be required.

National policy suggests that specialist community learning and development workers should have a role in influencing the community engagement practice of the other professions with whom they work in partnership. Evidence of this happening in practice is scarce. It perhaps needs practical encouragement through the dissemination of good practice, greater clarity on the role of Community Learning and Development Partnerships and improved CPD provision for CLD staff.

Community engagement should not be seen as the sole responsibility of Community Learning and Development workers; they should be used as tutors or mentors as part of wider interdisciplinary, inter-service programmes that draw on other experiences. There are many individuals within other professions and agencies whose experience of, and enthusiasm for,

community engagement can be tapped into, both for learning between colleagues and for college-based work.

Curriculum materials will be needed to support any expansion of learning about community engagement, but they should be developed together with specific learning opportunities rather than in isolation. Similarly, there appears to be an adequate supply of 'tool kits' and similar material, and the development of online resources should focus on the meeting of specific identified learning needs, such as the delivery of learning in remote areas, and might be developed in conjunction with agencies serving those areas. More generally, Learning and Teaching Scotland might play a role in developing materials.

5.9 Opening up opportunities for professional endorsement

It would be desirable for CeVe (or the successor body for CLD recommended in the *Strengthening Standards report*[6]) to support the Curriculum Development Framework and ensure that it has a clear link to professional community learning and development competences and values. But the Framework is not primarily a means of teaching other sectors about community learning and development approaches: explicit support and active promotion from other sectors is important.

The Framework should provide a set of generic competences for practice in community engagement, which different professional sectors might use as part of their own occupational standards. Different sectors already customise generic occupational standards like 'management and leadership' and include them in their own standards; this provides a model for how the competences in the Curriculum Development Framework can be used.

Lifelong Learning UK (LLUK) is expected to have a role in promoting inter-professional working with other sector skills councils, and influencing other sectors' training. If it is to fulfil this, new partnerships between sector skills councils and professional bodies in different sectors will be needed.

LLUK may also have a role to play in promoting the championing of community engagement practice as part of a professional Community Learning and Development role, and in supporting the updating of the necessary skills amongst specialist workers.

[6] Report of short life working group (January 2006) 'Strengthening Standards – Improving the Quality of Community Learning and Development Service Delivery' Communities Scotland

5.10 Using accreditation to support learning for community engagement

For most people at whom provision of learning for community engagement is aimed, qualifications are not the issue , but a significant minority may be motivated by them or appreciate the chance to get them. And in some sectors, it may be beneficial to have accredited programmes available simply to indicate that learning providers and agencies take community engagement seriously and recognise the level of expertise that is required to conduct practice effectively in different contexts.

The chance to get accreditation for learning based on the Framework therefore needs to be offered where possible. To support this, learning provision should be related to the Scottish Credit and Qualifications Framework (SCQF) at appropriate levels. (See "Illustrations of learning opportunities at different levels" in Section 4.5).

The option of certification is not just about providing appropriate courses in educational institutions. Local learning should be structured in ways that can lead to credits towards qualifications where desired. Practice-based learning, if organised in big enough units, can be levelled against the SCQF. When some Further Education Colleges are given the right to accredit local learning, the process may become easier.

It might also be possible to offer a version of the existing 'Working with Communities' HNC focusing more specifically upon community engagement practice, and perhaps to develop a similar HND. However information gathered in preparing this report suggests that the development of new institution-based courses is not considered the first priority, and should follow an assessment of likely demand.

As indicated in Sections 4.4 and 4.5, different levels of certification will be appropriate for different settings. They will relate to the complexity of the roles for which competencies are required, not the existing educational background of those taking part. For example provision aimed at the Continuing Professional Development of all-graduate professions may or may not be assessed as providing degree-level units, depending on the needs of those for whom it is designed. An SQA-recognised Professional Development Award, providing the same credits as a small unit of degree-level work, may be appropriate.

5.11 Linking with the "Learning in Regeneration" skills pack

The Curriculum Development Framework is intended to complement the Scottish Centre for Regeneration's 'Learning Landscape' framework of skills for community regeneration and the 'Learning in Regeneration' pack that builds on this. They can be seen as applying to all aspects of regeneration, whereas this Framework focuses on competences for promoting and implementing community engagement.

'Learning Landscape' is not intended to provide a direct basis for any specific curriculum, and the 'Learning in Regeneration' pack is primarily a tool for individuals to assess their own skill and learning needs. When people using the pack identify a learning need in relation to community engagement, provision developed using the Curriculum Framework would provide a means of meeting this need.

Because of the policy priority attached to community engagement, organisations may well identify a specific need for learning opportunities that will increase skills and improve performance in this area, even if some people within those organisations do not see the same need.

Any curriculum based on the Framework will focus on community engagement as the key area for improvement, but should also help enhance a wide range of related skills and competences. It might also help in identifying further learning needs. Crucially it should help people to understand the particular approaches and specific competencies they need to enable them to apply general skills (such as partnership working, leadership, planning or monitoring and evaluation) to the sometimes challenging context of working with communities.

Community engagement and regeneration are separate though strongly overlapping policy priorities. Although the term 'community regeneration' is broad, it does not cover all the situations in which community engagement is required. The Curriculum Development Framework should be applicable to the development of learning for the many situations where effective engagement is essential to meeting key objectives, for example in planning, schools, health services, or other local government services. Some of those settings could be included in pilot and demonstration work, particularly those where new policy or legislation suggests the need for particular sectors to improve their community engagement.

5.12 Conclusions

The Curriculum Framework is not about equipping everyone to deliver a scaled down version of Community Learning and Development. Nor does it cover the full range of skills needed for regeneration. It focuses on community engagement in services and partnerships. In one sense it goes further than traditional Community Learning and Development approaches, in encouraging people to look at the profound impact community engagement can have on the way they plan and deliver their services and projects, and how this can be central to modern governance.

In the short to medium term, the top priority is to meet the strong desire for learning for community engagement based on local experience, with access to certificated outcomes as an option wherever possible.

In the longer term a stronger theoretical basis for engaging with communities, with exposure to practical situations wherever possible, should become a more prominent feature of the initial training of professionals in a wide range of disciplines. At a more modest level, a focus on community engagement should also be included in induction and staff development programmes generally for staff of public bodies.

5.13 Next steps

The advisory group for this project considered a detailed proposed development plan and referred it to Communities Scotland as a basis for working towards a specific action plan promoting practice focused on community engagement.

The advisory group agreed to recommend:

- Publishing the report.
- Seeking Ministerial support for the framework and a development programme to support its application.
- Learning Connections leading national work in raising awareness of the need for learning for community engagement practice, researching good practice and using examples from each profession and sector.
- Presenting this framework and approach as a way to encourage Community Planning Partnerships and other bodies to develop demonstration projects covering a wide variety of aspects of the potential implementation of the framework.
- Revising the framework in the light of the experience of the pilots.

The advisory group, reflecting comments made by participants in the consultative conference, expressed the hope that pump priming finance might be available to meet part of the costs of a pilot programme.

Appendix 1: Illustrations of practice in community engagement

In the process of creating the community engagement practice curriculum development framework, consultations with practitioners took place through three focus groups and a conference. These elicited information about:

1. the kinds of work currently being conducted that require competences within each of the elements of the framework
2. further examples of projects and programmes across a range of sectors that require the application of competences in community engagement.

This appendix does not set out to be comprehensive but to reflect some examples to which we were alerted in the process of discussion. They illustrate the diverse activities in which acquisition of competences is desirable. First the appendix sets out examples of the kinds of tasks that were seen as relating to each element of the framework. Second it provides summaries of some example projects and programmes in which the competences are relevant.

What sort of tasks relate to each element of the framework?

Element: Working in partnership with agencies, organisations and communities

- Attend and contribute to community meetings to encourage exchange of information
- Promote knowledge of existing partnerships
- Raise awareness of services and explore how communities can be involved in influencing them
- Provide advice and support to community groups and organisations
- Identify potential partners
- Offer resources, time & skills
- Share knowledge and information
- Identify what support you can give
- Clarify your authority & remove ambiguity about your role
- Provide the community with promotional / publicity skills in order to be involved

Element: Recognising diversity and designing inclusive ways of working

- Recognise the barriers that certain groups face
- Take positive steps to overcome barriers e.g. by developing accessible communication such as pictorial minutes and 'graphic facilitation'
- Ensure that all people have access to your organisation
- Arrange diversity training programmes
- Develop equalities proofing materials for future proposals
- Take steps to mainstream equalities issues within organisations
- Develop equalities strategies and action plans

Element: Involving communities in planning services

- Establish and support the development of:
- People's Panels,
- Citizen's Juries,
- User Forums,
- Focus Groups
- Undertake various consultation exercises

Element: Enabling communities to access resources and deliver services

- Provide financial support to community organisations
- Signpost, give advice, support and information to groups
- Provide newsletters, press information and trained staff to support various groups and encourage flow of information
- Assist groups to access funding for their projects
- Support people to become actively involved in local decision making structures
- Encourage funding applications by organising road shows and surgeries to advise communities of backgrounds to funds, how to apply, criteria etc.
- Encourage agencies to devolve services to community groups

Element: Negotiating with communities and partners

- Encourage stakeholder communication and involvement in service development
- Act as a channel through which information flows between partners and communities
- Translate community needs into action
- Establish and facilitate working groups / neighbourhood panels which comprise officers and local people
- Provide support to community representatives who are involved in partnership structures
- Negotiate service level agreements between communities and partner agencies

Element: Addressing conflicts and supporting change

- Promote open dialogue – bringing people together to listen and talk
- Encourage wider use of mediation for disputes – bringing people together to find mutually acceptable solutions e.g. between young people and neighbours
- Support people to articulate their views and bring them to the table in a non-threatening way
- Invest in conflict resolution and change management training
- Support people to implement and sustain any changes they have committed to
- Chair or facilitate meetings in order to build consensus between stakeholders

Element: Being a leader and encouraging leadership

- Delegate authority and decision making to local areas
- Support community organisations to be locally democratic
- Encourage community inputs to service developments
- Support voluntary sector managers / organisations to do things for themselves
- Have a vision that you can communicate to others about where they are going
- Possess self – confidence to take difficult decisions and admit mistakes
- Provide mentoring for community leaders
- Organise leadership training

Element: Supporting people and organisations to learn together

- Organise practice development sessions
- Arrange inter-agency training
- Undertake training and learning needs analyses
- Set up action learning programmes which require people to work together between workshops
- Develop skills toolkits and other learning materials

Element: Using participatory evaluation

- Engage stakeholders in defining what the outcomes of your work should be
- Provide participatory appraisal training
- Monitor and evaluate Regeneration Outcome Agreement initiatives

Examples of projects and programmes that involve community engagement practice

North Ayrshire Anti-Social Behaviour Neighbourhood Compacts

Compacts have been developed in four areas. The Compacts' aims are to make communities better, safer and more caring places in which to live and their success depends on people in the communities and organisations who provide services working together.

The Compacts are agreements on a programme of action to be taken over a three year period between organisations who provide services in the community and the communities themselves. They detail how anti-social behaviour will be tackled in each area, how progress will be evaluated and they underline the critical aspect of mutual accountability.

The priorities are concerned with crime, drugs and vandalism, with the emphasis and focus varying in each locality.

In one of the areas, a new community association has been established as a result of the compact. Young people have become actively involved in another area. Every six weeks community representatives meet with partner agencies to report on progress.

Drumchapel Peer Research Group

The group was established to explore issues affecting substance misusers and to assess the impact on their families. A partnership was formed comprising the Scottish Drugs Forum, Drumchapel LIFE (the healthy living centre), the Community Forum and GGNHS Board.

Local young people were recruited and given training in Participatory Appraisal techniques as well as in how to use the Richter Scale. This enabled them to design how they were going to question other local young people.

One hundred and thirty young people were then interviewed by their peers.

A substance misuse report was then produced which has been used to inform local service development and delivery – in particular in relation to extended family issues.

Several of the young people who participated have subsequently moved on into employment and further education.

Another similar project, focusing on youth suicide is planned.

Forth Valley Learning & Development Programme

The programme involves Stirling, Falkirk & Clackmannanshire Councils & Forth Valley NHS Board and focuses on a range of joint training:

- Problem solving partnership practices which are organised by the Police force
- Working and learning together training arranged by Community Learning & Development Partnerships
- Joint training in implementing the National Standards for Community Engagement organised by Community Planning Partnerships

Learning Link: Lead to Change – Change to lead

As part of their Lead to Change – Change to Lead project, Learning Link Scotland is offering a set of free training events aimed at practitioners, volunteers and community activists in voluntary adult learning organisations. The training provides participants with a set of skills to improve the ways in which their organisation represents the needs of the community to policy makers.

A Leadership Curriculum is aimed at individuals within organisations who wish to influence policy-making and be more effective in driving forward their own organisational aims.

Sessions cover a range of related topics from different forms and styles of leadership to looking at quality as an agenda to be set by the voluntary sector. Participants also explore visioning to help organisations become more secure and sustainable and they examine strategies to increase the confidence of individuals and organisations. Political literacy is introduced and methods to help individuals engage with policy are described.

Community *Links*

Community *Links* West Dunbartonshire works with housing associations to enable local people to create and access local services. The project is supporting West Highland Housing Association to take ownership of NHS surgeries and doctors' / nurses' accommodation on eight inner Hebridean islands. The properties have not been maintained and are often underused by health professionals. Many could be adapted to enable wider use, particularly in areas where there are few community facilities.

Bringing these buildings under community ownership will also enable a number of other issues to be addressed. Access to suitable residential accommodation is very difficult, particularly for key workers. This results in recruitment problems for many local agencies and employers. Several properties offer potential for sub-division into more suitably sized homes as well as access to land for social housing. Youth training and employment opportunities can be created as result of the re-development of the properties. New jobs will also be created in the re-furbished premises.

Appropriate structures are being developed on the islands to facilitate the active involvement of more local people in the development of plans.

The Initiative: Refugee and Asylum Seeker Time-bank

In Glasgow, the Initiative has developed a Refugee and Asylum Seeker Time-bank. Forty seven volunteers from twenty two countries, using forty languages are engaged across the city.

The scheme is specifically designed to enable the volunteers to use their existing skills to strengthen voluntary organisations. For example, a teacher is placed with a childcare project and an accountant is providing book-keeping services. In return the volunteers can gain new skills in IT and ESOL and also access childcare provision.

A parallel Peer Advocacy Project enables asylum seekers to meet up and support each other. People who have been in the city for some time, are recruited to advocate for new arrivals and assist with practical arrangements and information.

In turn, the advocate asylum seekers are supported by Scottish volunteers who act as mentors.

North View Housing Association in Castlemilk

The Association was keen that tenants' views truly informed the development and implementation of its Resident Participation and Wider Role Strategies.

A People's Panel was created which was broadly representative of the area's demographic profile allowing for age as well as gender and employment status. A representative sample was written to and invited to a People's Panel event. Twenty one people attended, thirteen of whom had never previously been to any of the housing association's events.

This initial event resulted in several outcomes. The association had a list of the issues tenants wanted consulted on together with preferred methods. Several suggestions about improving North View's newsletter were acted on. Eleven people signed up specifically to review the Resident Participation Strategy. Eight people went on to form a Consultation Register Group which has met several times to discuss potential services with North View staff as well as officers from other agencies. This group has also established a Community Action Group which is now organising a range of initiatives in the locality.

Appendix 2: How the competences have been developed

The competences have been developed on a participatory basis. The documents on which they have drawn have generally been subject to extensive consultation. Further cross-professional consultative focus groups involving over 40 participants and a consultative conference involving 50 contributors have informed the development of the framework.

Initial drafts were drawn up in the light of a consultative seminar involving team members, some advisory group members, staff from Learning Connections and the Scottish Centre for Regeneration in Communities Scotland and from the Scottish Community Development Centre. This draft was reviewed by the advisory group and by four focus groups of practitioners and training providers. A revised draft was prepared in advance of the consultative conference.

A functional analysis approach has been adopted in the development of the competences. This involved identifying the key purpose of an activity and breaking it down into its core elements, within which specific competences are identified. The key purpose and its elements are set out in the diagram on page 12. (The diagram is presented as a circle to avoid any implication that there is a particular order to the way in which the competences are acquired or applied. Both will depend on the circumstances.)

Within each of the elements set out in the diagram, a range of competences that practitioners would need to demonstrate was identified. The term competence is used to describe the things that people will need to be able to do to meet the elements of the purpose of an activity. These are not definitions of unique skills as their execution normally requires the application of a combination of skills.

The skills required for the conduct of competences are often very similar across the range of elements. What is different is the purpose for which they are being applied. Competence arises when skills are applied appropriately and effectively for particular purposes. We therefore distinguish between skills and competences but include a listing of the key skills that are required to support the conduct of the competences as a whole.

Throughout the development of the competences it was recognised that there are different contexts and levels of complexity of community engagement that may require different levels of competence. Meeting the different needs that emerge has been a feature of consultation and is discussed in section 4.4.

Reference has already been made to the influence of the *Learning Landscape*, the *National Standards for Community Engagement* and *LEAP* in identifying competences for engagement. Other sources that have been extensively mined include the HMIE inspection framework *How Good is Our Community Learning and Development?,* and the Life-long Learning Sector Skills Council *National Occupational Standards for Community Development Work*. None of these sources focuses specifically on community engagement but all of them have relevance to it. This framework is designed to be compatible with the use of these wider frameworks.

Appendix 3: Membership of Advisory Group and the writing team

The Advisory Group

Name	Organisation
Sandy Watson (Chair)	Society of Local Authority Chief Executives (SOLACE)
Tom Birrell	Elmwood College
Kuldip Dhesi	Care Commission
Rosemary Hill	Scottish Health Council
Rajiv Joshi	Scottish Youth Parliament
Tila Morris	Voluntary Action East Renfrewshire
Mike Naulty	Dundee University
Fraser Patrick	Centre for Research in Community Learning and Development, Dundee University
Vivien Smith	Angus Council
Della Thomas	NHS Health Scotland
Graham Watson	Highland Council
Dorothy Ogle	Community Planning Team, Scottish Executive
Jim Carruth	Scottish Centre for Regeneration, Communities Scotland
David Anderson	East Dunbartonshire Council

The Writing Team

The report was produced by a team from the Scottish Community Development Centre (SCDC). Alan Barr led on and wrote parts one to four, assisted by Margaret Lindsay. Peter Taylor led on and wrote part five, assisted by Steve Brown.

SCOTTISH EXECUTIVE

Learning Connections Communities Scotland

Communities Scotland, Highlander House, 58 Waterloo Street, Glasgow, G2 7DA