Background Report: Scotland, UK

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1. General information on the Learning City/Region

The Dundee Learning City initiative was formally announced in November 2009. The main aims of the Learning City initiative were based around four areas, each of which had elements which made it a suitable case for the R3L+ project:

In relation to Learning, it sought to pursue a policy of inclusive Lifelong Learning and recognised that I had to think creatively in this area to ensure that this was not a top-down approach, but should provide more opportunities for the local community to participate. It also recognised that effective partnerships increase the potential for people to develop.

In relation to Equality, it sought to make opportunities available to the 30% of the population who live in the most deprived communities and bridge the gap between those who are economically successful and the economically deprived. It also stressed the wider benefits of learning in relation to health, income and opportunities.

In relation to Excellence, it sought to bring together the excellence that already exists in science and culture and disseminate this all Dundee's citizens in new and innovative ways.

Finally, it sought to promote the wider benefits of existing Arts, Culture, Sport and Health initiatives in different ways to ensure that these activities were more meaningful for all Dundee's citizens and recognised that to achieve this required a more inclusive approach.

Before looking at how the above aims were to be delivered, it is useful to provide some specific information about the Dundee context.

Dundee, is Scotland's fourth largest city, and is located on the east coast, at the mouth of the River Tay, almost equidistant from the cities of Aberdeen in the north, Edinburgh to the south and Glasgow to the west. The Dundee City Council area covers around 6,300 hectares and the latest population survey estimates give the population at 143,400. It unemployment rate is above both the Scottish and Great Britain average at 9.3% of its citizens are considered economically inactive. Finally, in relation to both occupational structure and levels of qualifications, it is close to both Scottish and Great Britain averages.

The Dundee economy experienced a number of difficulties from the mid 1970s to the mid to late 1990s with the advent of de-industrialisation and the closure of much of its manufacturing and assembly sector. This resulted in large scale unemployment and an outward flow of skilled workers searching for alternative employment. In addition, a number of high profile industrial disputes resulting from the closures may have had an impact on its desirability as a location for foreign inward investment either directly or indirectly. In order to address these issues a partnership between various
stakeholders in the public and private sector was formed. Lloyd et al (2006a) provide a detailed account of the origins, context and evolution of the Dundee Partnership.

Despite economic difficulties and the associated, as will be shown, Dundee has taken an active part in attempting to turn the economy around and a major impetus to achieving this aim was the formation of the Dundee Partnership which will be our focus at the macro level. The Dundee Partnership is:

... a joint venture that pools together the strengths of key City agencies including Dundee City Council, Scottish Enterprise, Tayside Police and NHS Tayside, along with other local partners and representatives of the business, voluntary and community sectors, providing a vehicle for coordinated inter agency working.' (Dundee Partnership, 2010)

The aims of the partnership are to ensure that Dundee becomes 'a vibrant and attractive city with an excellent quality of life... which will offer real choice and opportunity in a city that has tackled the root causes of social and economic exclusion,... (and) a strong and sustainable city economy' (Dundee Partnership, 2010). In order to achieve that vision, the Partnership focuses on a number of key strategic themes mentioned below, there are also a number of sub-theme groups.
In addition, there are also a number of cross-cutting groups which encompass issues which cross or overlap some of the key themes noted above.

Dundee Partnership Community Involvement Group
Equality and Diversity Partnership
Alcohol and Drug Partnership
Dundee Social Economy Partnership
Dundee Strategic Housing Regeneration Group
Strategic Information and Monitoring Group
Efficiency and Improvement Group
Financial and Social Inclusion Strategy Group

Each key theme and the cross-cutting themes are addressed by a dedicated group which produces an Action Plan showing how they will take forward the issues pertaining to each theme and further details are provide in Section 4. However, in relation to the overall vision the Dundee Partnership maintains that three key principles underpin all of its activity:

- Social Inclusion - Dundee will ensure that regardless of social or economic background, everyone has the chance to play a full part in the life of the city
- Sustainability - Dundee will develop in ways which safeguard the future of our environment, our economy and our people
- Active Citizenship - The people of Dundee will have the opportunity and the ability to shape the future of the city. (Dundee Partnership, 2010)

In this report we will also focus at a micro level, and report on the activities of the Community Based Adult Learning (CBAL) Partnership, which is the vehicle through which adult education opportunities are delivered at a local community level and which respond to Local Community plans. Its mission is to work in partnership with various stakeholders to provide community based adult learning opportunities which meet the needs and aspirations of learners, support progression to further study or to
employment, widen access and promote participation in Lifelong Learning.

In relation to national policy directives, the Dundee Partnership was the ideal vehicle through which statutory elements of the Local Government in Scotland Act (2003) could be delivered. The Act includes requirements for engaging community and other public bodies; the creation of community partnerships and ensuring effectiveness. Finally, it requires establishments of a corporate body to coordinate planning.

In the case of Dundee the already existing Partnership was ideally suited to fulfil this role. The partnership and the Scottish Government have also agreed a Single Outcome Agreement (SOA) which sets out the shared commitment to the delivery of an agreed set of outcomes which reflect local and national priorities. These are in some ways mirrored at the local level, with the requirement to establish Local Community Partnerships which report back to the Dundee Partnership.

The relationship between national, local authority and community levels is shown in Figure 2.

![Figure 2: Community planning partnership in national and local context](image)

2. **Network interactions**

The Dundee Partnership has three formal bodies which interact in order to formulate and coordinate and develop policy and which act as the locus of control at the City level. The Dundee Partnership Forum meets twice a year, with meetings taking the form of participatory workshops on key strategic issues. Examples of key issues
include health inequalities, transportation and population projections. The Dundee Partnership Management Group meets four times a year, and is chaired by the Chief Executive of Dundee City Council and the Dundee Partnership Co-ordinating Group which meets every two months, and is chaired by Dundee City Council’s Assistant Chief Executive (Community Planning). Its job is to co-ordinate the implementation of community planning.

In relation to community involvement and engagement, the partnership produced a protocol for consultation on its code of good practical for its community involvement strategy. Among its aims, it stated:

This Code of Good Practice aims to make a positive impact on the way the Dundee Partnership consults and appraises its policies in respect of the voluntary and community sector and the general public. The intention is to enable voluntary and community organisations and the public at large to make an effective contribution to the development and implementation of policy. (Dundee Partnership, 2003)

The protocol, also set out a number of undertaking by Dundee Partnership in relation to the conduct of partner agencies in relation to consultation, which included the following commitments:

Establish and maintaining best practice in effective consultation. Partner agencies undertake to consult the community on issues that are likely to affect it, particularly where Agencies’ policy or implementation of service plans are likely to have an impact ...... Build consultation into plans for policy development .... (and) Adopt a range of consultation methods to achieve the best spread of views from those most likely to be affected. (Dundee Partnership, 2003)

An external report, commissioned by Communities Scotland identified that community engagement in local structures was widely held to be effective ..... development of strong local groups had also resulted in the development of good local relationships with partner organisations' (ODS Consulting, 2006). However, there were some concerns about local groups involvement in the wider planning processes of the partnership. One of its responses to issues of engagement and community involvement has been the creation of a cross-cutting theme group - The Dundee

The Community Based Adult Learning (CBAL) Partnership is responsible for the delivery of educational opportunities which are based on the needs and wants of each Local Community Partnership and as such will vary dependent upon what have been identified in each Local Community Plan as key priorities. In terms of coordination and interaction, there are two formal bodies which provide the locus of control. The Management Group comprises senior representatives from the partner organisations. The purpose of the group is to oversee the strategic development of the partnership and to ensure that this is in line with the objectives of their organisation. The Operational Group comprises key staff from partner organisations
who have a responsibility to work together to provide participative and progressive community based adult learning opportunities, which take into account the needs and aspirations of learners across the city. Section 4, provides further details of how network partners interact and share responsibilities to deliver adult learning opportunities. It operates at a local community level, and operates within Local Community planning areas, which have their own consultation and engagement strategies

3. Main actors in the networks

The main stakeholders and partners in the Dundee Partnership are from both the public and private sector with the lead being taken by the local authority. According to statutory guidance (Scottish Executive, 2004) there is a duty to ensure representation from a number of named stakeholders. The following is a list of partners agencies who contribute and are members of the Dundee Partnership.

- Dundee City Council
- Scottish Enterprise
- Tayside Police
- NHS Tayside
- Dundee Voluntary Action (including Community and Voluntary Alliance)
- Dundee & Angus Chamber of Commerce and Industry
- University of Dundee
- University of Abertay Dundee
- Dundee College
- Dundee Trades Council
- Scottish Churches Industrial Mission
- VisitScotland
- Tayside Fire and Rescue
- Stay Safe - a community safety site for young people
- Tayside and Central Scotland Transport Partnership
- Discover Opportunities

In addition, it also includes representatives of the community and business sectors. In addition, there a number reserved places on each of the bodies responsible for operational and strategic management of the partnership for local community representatives. The CBAL partnership comprises members from the local council's Community Learning Department and the local universities and colleges. The following were members of the Management Group:

- Adult Learning Manager, Dundee City Council
- Head of Continuing Education, University of Dundee
- Head of Learning Services, Dundee College
- Wider Access Manager, Dundee College
The Operational Group comprises the following representatives from the partnership members:

- Head of Student Services, University of Abertay
- Senior Community Learning & Development Worker (Adult Learning), Mitchell Street Centre
- Senior Community Learning & Development Worker (Adult Learning), Menzieshill Community Centre & Library
- School & Community Liaison Assistant, Dundee College
- Community Learning Officer, Continuing Education, University of Dundee
- Co-ordinator, Student Academic Support, University of Abertay

4. **Strategic and operational management.**

As noted above, at both the macro and micro levels, formal management and operational structures and processes are evident in order to decide strategy and to monitor progress in achieving the aims and objectives of the partnership.

The **Dundee Partnership Forum** has a broad membership comprising the partner agencies outlined above and is chaired by the Leader of Dundee City Council. There are eight spaces for community and voluntary sector representation on this Forum. Representatives are elected through local community involvement and engagement mechanisms – primarily the Local Community Regeneration Forums.

The **Dundee Partnership Management Group** consists of the Chief Executives and key officers from the public sector partner organisations, along with the chairs of each theme group and representatives from the private, community and voluntary sectors. There are five spaces for community and voluntary sector representation. Its job is to develop the overall strategy of the Partnership, agree priorities and maximise inter-agency co-operation.

The **Dundee Partnership Co-ordinating Group** includes a representative of each public sector partner and the theme groups chairs. As noted above, the theme and cross-cutting groups are the vehicles by which the Dundee Partnership aims to achieve its objectives and move forward in its vision for the city. In order to achieve its remit the Community Learning Development Theme Group states:

...Community Learning & Development Service Team of the Leisure & Communities Department will advance the Scottish Government Guidance for Community Learning & Development, 2004 ("Working and learning together to build stronger communities") which defines this process as follows:

"Community Learning and Development describes a way of working with and supporting communities, to increase the skills, confidence, networks and resources they need to tackle problems and grasp opportunities. To help individuals and communities tackle real issues in their lives through community action and community based learning".
The CBAL comes under the remit of the Community Learning Development Theme Group and this provides the managerial and operational linkage between the macro and micro partnerships/networks of stakeholders which operate at the city and community levels.

In relation to the Community Based Adult Learning partnership, it also has formal operational and strategic bodies. The Management Group is a decision making body which agrees the guidelines by which the partnership operates and receives information from and gives strategic direction to the Operational Group. The group have a pivotal role in ensuring the implementation of the formal partnership agreement alongside fieldwork staff who operate at the local community level. In addition, other organisations, for example, Fife and Tayside Wider Access Forum, which are a regional forum which seeks to promote access to and success in both further and higher education. These organisation have the capacity to act in an advisory role to the Management Group. The CBAL Partnership published its latest Partnership Agreement (A Partnership For Learning) in 2010 and it outlines the vision and aims of the partnership and the roles and responsibilities of the members.

**Partnership Statement**

**Purpose**

To work in partnership to provide Community Based Adult Learning opportunities which meet the needs and aspirations of learners, support progression, widen access and promote participation in lifelong learning.

**Outputs**

- Engage with traditional non participants
- Remove barriers to lifelong learning
- Broaden participation
- Provide a positive learning experience
- Promote progression routes for learners

**Outcomes**

- Confident and successful learners
- Increased self esteem
- Increased knowledge base
- Increased individual and community capacity (CBAL, 2010)

It then sets out the responsibilities and areas of operation of the various stakeholders who comprise the membership of the Management and Operational Groups. The following table also shows how the partnership members share responsibility in relation to a number of the roles which each partner undertakes at the operational level.
A Partnership For Learning also outlines the procedures to be undertaken when decisions are made about programmes developed and delivered by network partners. This provides a series of guidelines and a number of check-lists to be completed by network partners at each stage of the procedure. Overall five stages are covered: pre-course information, publicity, enrolment procedures, the first session and evaluation. These procedures are examined in more detail in Section 5.
5. **Quality of the networks**

There are a number of instruments through which the Dundee Partnership attempts to ensure the quality of its operations. In relation to its statutory requirements under Community Planning legislation, the Partnership and the Scottish Executive entered into a Single Outcome Agreement (SOA). The SOA sets out a number of indicators, actions and commitments between the Partnership and the Executive and the Partnership published a monitoring report showing how and in what ways the key objectives, based on nationally agreed indicators had been achieved (Dundee City Council, 2009). The report noted progress on a number of the outcomes in relation to health, the environment, life chances and inequality among others.

It also noted areas where outcomes were slightly less positive. For example, in relation to community issues, while it noted that in general people were happy in their communities:

Dundee City Council's Consumer Survey 2008 found a fall in the % of residents saying they had influence over decisions which affect their neighbourhood, and a fairly low level of awareness of local community plans.

It also noted that efforts to improve awareness were under way and Local Community Plan summaries had been produced and distributed.

The other main quality instruments or reporting procedures operate through the remits of the theme groups.

In relation to the instruments used to monitor quality by the CBAL, each individual course that is designed and delivered by the partnership goes through a series of check-lists in relation to each stage of the process from pre-course, where the initial need or demand for the course is subject to a series of checks by both the college and university partner and the Adult Learning Worker, through to the evaluation of the course after completion.

In relation to quality mechanisms used in the networks and partnerships, there appear to be a number of formal procedures in place. Further discussion with network representatives will attempt to gain a more detailed perception of the network actors on the efficiency and effectiveness of the quality monitoring currently in place.

6. **The role of EU policies.**

As perhaps in the case in Limerick, the development and initiation of Dundee as a Learning City was perhaps more of a local, and national affair, and the existence of the Dundee Partnership as noted provided a vehicle through which its ambitions could perhaps be realised. There is no doubt that influences from both international
European Union concepts and definitions of learning cities and regions have had an impact and on how it intends to develop and sustain the Learning City concept.

However, the main drivers have been to combat social exclusion, to promote sustainability in the environment and the economy and to develop active citizens able to shape influence the future direction of their city.

The Dundee Learning City can also be seen as the latest iteration of an ongoing attempt by the local authority in partnership with stakeholders in both the public and private sectors and with the involvement of community and voluntary groups to address the issues which face the city. The body the preceded the Partnership was formed in a period of economic uncertainty in the city and the current economic context also offers a period of increasing uncertainty in relation to public sector finance and the provision of public services.

7. Added Value

An invitation to take part in the project received a positive response from members of the partnerships. Meetings with network partners have taken place with representatives from both the Dundee Partnership and the CBAL partnership and discussions are ongoing in relation to their involvement in the project.
<table>
<thead>
<tr>
<th>Policy framework</th>
<th>Typology rationale and conceptualization</th>
<th>Lead Network (e.g. Dundee City Partnership)</th>
<th>Active network (e.g. Community Based Adult Learning Network)</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>What legislative or statutory requirements do the networks aim to address (State, Regional or Local policy initiatives)? To what extent the network is convergent or in line with a particular national policy relevant for the learning city?</td>
<td>THE LOCAL GOVERNMENT IN SCOTLAND ACT 2003: Community Planning: Statutory Guidance. This includes requirements for engaging community and other public bodies; the creation of community partnerships and ensuring effectiveness. Finally, it requires establishments of a corporate body to coordinate planning. The partners, and the Scottish Government, have also agreed a Single Outcome Agreement which sets out our shared commitment to the delivery of an agreed set of outcomes which reflect local and national priorities.</td>
<td>Local and national policy initiatives. Some elements draw on national initiatives and are related to issues covered by the Single Outcome Agreement. Other issues are more local led and each area has a Local Community Partnership Plan which acts to identify local issues to be addressed. In general these are covered by the relevant Theme Groups and Working Groups which the community partnerships report to.</td>
</tr>
<tr>
<td>Scope (goes to wiki)</td>
<td>Is the scope of the network local, regional or part of a national directive/initiative? What is the level of representation of the network?</td>
<td>The scope is local and operates within the area of Dundee City Council. However, as noted above it operates under national directives. Dundee City Council, Scottish Enterprise Tayside, NHS Tayside, Tayside Police, academic institutions and representatives of the private, community and voluntary sectors all contribute.</td>
<td>Community based within Partnership area - there are 8 Local Community Areas Dundee City Council Leisure and Communities Dept, Dundee College, University of Dundee and Abertay University Dundee work in partnership to provide Community Based Adult Learning opportunities which meet the needs and aspirations of learners, support progression, widen access and promote participation in lifelong learning.</td>
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<tr>
<td>Lead sector (goes to wiki)</td>
<td>Do public or private sector lead, or is it a mixture of the two? If mixture how is it decided/balanced? Is the private initiative for-profit or not for profit (i.e. company or NGO) or both?</td>
<td>It is led by the public sector, but as noted above, it contains representatives from the private sector and community/not for profit</td>
<td>The public sector as noted above, plus voluntary and local community groups.</td>
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<tr>
<td>Locus of control</td>
<td>What is the nature and form of control over network, policy and outcomes? Who are the leading organizations involved in initiation/current development of the network?</td>
<td>the Partnership has three formal bodies: The Dundee Partnership Forum meets twice a year, with meetings taking the form of participatory workshops on key strategic issues. Examples include health inequalities, transportation and population projections. The Forum has a broad membership and is chaired by the Leader of Dundee City Council. The Dundee Partnership Management Group meets four times a year, and is chaired by the Chief Executive of Dundee City Council. This group consists of the Chief Executives and key officers from the public sector partner organisations, along with the chairs of each theme group and representatives from the private, community and voluntary sectors. Its job is to develop the overall strategy of the Partnership, agree priorities and maximise inter-agency co-operation. The Dundee Partnership Co-ordinating Group meets every two months, and is chaired by Dundee City Council’s Assistant Chief Executive (Community Planning). The group includes a representative of each public sector partner and the Management Group comprises senior representatives from the partner organisations. The purpose of the group is to oversee the strategic development of the partnership and to ensure that this is in line with the objectives of their organisation. It is a decision making body which agrees the guidelines by which the partnership operates and receives information from and gives strategic direction to the Operational Group. Other organisations, for example, Fife and Tayside Wider Access Forum, have the capacity to act in an advisory role to the Management Group. The Operational Group comprises key staff from partner organisations who have a responsibility to work together to provide participative and progressive Community Based Adult Learning opportunities, which take into account the needs and aspirations of learners across the city. The group have a pivotal role in ensuring the implementation of the partnership agreement alongside fieldwork staff. The partnership operates under a formal agreement.</td>
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**Organisational type network**

<table>
<thead>
<tr>
<th>How is the network organized? Who/what are the driving forces? Taking into account the rules and regulations which define the reporting procedures, channels of communication and membership requirements could the network be characterized as a formal or informal one?</th>
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<tbody>
<tr>
<td>This is a formal network with clearly set out reporting procedures, channels of communication and membership requirements.</td>
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<tr>
<td>As noted above, this would be characterised as a formal network and has a clear remit with reporting procedures and membership agreements and subject to scrutiny in relation to outcome and engagement plans.</td>
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</table>

**Dimensions (vertical, horizontal)**

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<thead>
<tr>
<th>Is the structure vertical and inherently hierarchical or is it more flat/horizontal? Is it a mixture? (i.e. pyramid type structure). Is there a formal reporting process in place?</th>
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<tbody>
<tr>
<td>See the figure at the end of this table for Partnership structure. The Dundee Partnership has 8 local community plans, developed and monitored by local community planning partnerships in each area. Overall it is suggested that a pyramid structure may best describe all aspects of the partnership.</td>
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<tr>
<td>The CBAL operates as a parallel structure alongside elements of the existing Dundee Partnership structure shown below. At the ground level it is assumed to be more horizontal, but with recognised reporting channels through Local Community Partnership Plans - to relevant theme groups in a more hierarchical form. In addition, it also comes under the auspices of Discover Learning, Dundee’s on-line information service for adults</td>
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</table>

**Key issues**

<table>
<thead>
<tr>
<th>What are the key issues that the network aims to address - what is the overall objective, what are the mission statements and the specific objectives formally and informally promoted?</th>
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<tbody>
<tr>
<td>The Partnership focuses on a number of key strategic themes, which to some extent overlap and influence each other. These are: Work and Enterprise, Lifelong Learning, Building Stronger Communities, The Dundee Environment.</td>
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<tr>
<td>Community Based Adult Learning opportunities which meet the needs and aspirations of learners, support progression, widen access and promote participation in lifelong learning. While key issues are in part derived from local authority (DP) and national issues, as noted, at the what might be seen as the local community level, key issues relate to the specific</td>
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<tr>
<td>Key elements of strategy</td>
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<tr>
<td>Financing</td>
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<td>Common paradigm, shared vision</td>
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<tr>
<td>Time scale of networks</td>
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<td>Engagement</td>
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<tr>
<td>Role and importance of quality</td>
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consist of monitoring a number of indicators and producing an annual report on the monitoring framework. In addition, monitoring arrangements (carried out by independent) are designed to meet two sets of knowledge and understanding. Statistical data is collected and presented according to requirements specified by the Scottish Executive. Information collected through the monitoring process will inform the work of the Dundee Partnership throughout the three years, by allowing them to track progress towards outcomes and targets.

Each Local Community Planning Partnership produces monitoring and outcome indicators of its own local plans.

disseminate and consult with the local community and keep them informed of success in meeting the local objectives.

Where relevant, this data will also be fed into the reporting procedures required by the Scottish Executive and the Dundee Partnership.

| Quality key issues | What are the networks key quality issues? Do they relate to topics like outcomes, operation, financing, resource allocation, sustainability? Are other issues addressed? | There are 18 outcomes, across 6 themes: Building Strong Safe Communities Getting People Into Work Improving Health Raising Educational Attainment Effective Community Engagement Engaging Young People These are monitored under the Dundee Regeneration Agreement. | Key quality measures are community engagement and achieving targets set out in local area plans and under the SOA. |