



Estyn

Rhagoriaeth i bawb - Excellence for all

Arolygiaeth Ei Mawrhydi dros Addysg
a Hyfforddiant yng Nghymru

Her Majesty's Inspectorate
for Education and Training in Wales

Listening to the community

How good are providers at
finding out the learning needs
of adults in their local communities?



BUDDSODDWR MEWN POBL
INVESTOR IN PEOPLE



JULY 2009

The purpose of Estyn is to inspect quality and standards in education and training in Wales. Estyn is responsible for inspecting:

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- ▲ secondary schools;
- ▲ special schools;
- ▲ pupil referral units;
- ▲ independent schools;
- ▲ further education;
- ▲ adult community-based learning;
- ▲ youth support services;
- ▲ youth and community work training;
- ▲ local authority education services (LAES);
- ▲ teacher education and training;
- ▲ work-based learning;
- ▲ careers companies;
- ▲ offender learning; and
- ▲ the education, guidance and training elements of the Department for Work and Pensions funded training programmes.

Estyn also:

- ▲ provides advice on quality and standards in education and training in Wales to the National Assembly for Wales and others; and
- ▲ makes public good practice based on inspection evidence.

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Contents	Page
Background	1
The context of the remit	1
Introduction	3
Main findings	4
Recommendations	6
How good are providers at consulting with learners about provision?	8
How good are providers at involving learners in planning the curriculum?	11
How well do providers and adult learning networks share information with learners?	14
How well do providers use consultation with learners and their communities to address key WAG policy initiatives?	15
How can learner participation in planning adult community-based learning move forward?	17
Appendix 1: Beecham Report: The Citizen Model – implications for learners	
Appendix 2: Beecham Report: The Citizen Model – implications for organisations	
Appendix 3: The National Learners Panel England	
Glossary / references	
Report author and team	

Background

The context of the remit

- 1 In 2006, the Welsh Assembly Government (WAG) published the Beecham review 'Beyond Boundaries: Citizen Centred Local Services for Wales' (2006). This report focused on critical success factors needed to improve the delivery of adult community-based learning at a local authority level. The report highlighted the importance of citizen engagement through the involvement of learners in the planning of services for all learners.
- 2 A year later the Welsh Assembly Government published the Webb Report 'Promise and Performance: The Report of the Independent Review of the Mission and Purpose of Further Education in Wales in the context of the Learning Country: Vision into Action' (2007).
- 3 This report made recommendations for adult and community learning and the needs of the most disadvantaged adults in Wales. The Webb Report dealt with a broad and complex range of related issues set against different providers delivering adult community-based learning and the lack of a strategic perspective from the Welsh Assembly Government (WAG).
- 4 Webb identified that voluntary organisations have some of the best success stories with the most difficult to reach adults, who have to be informally coaxed into rebuilding a relationship with the world of learning.
- 5 Evidence from the Wales Council for Voluntary Action (WCVA) to the Webb Review reflected that voluntary and community organisations have a unique contribution to make to lifelong learning, based on their relationship with their members and users and their reach into marginalised and disadvantaged communities.
- 6 Local authorities also have a role to play by ensuring that all their programmes involving adult community learning are linked well to the overall provision for adults in their area.
- 7 Universities can contribute by using the higher education funding stream to provide access to higher education and promote access through partnerships with further education institutions as well as programmes through lifelong learning centres. Webb felt that the 'Reaching Higher Reaching Wider' policy of Higher Education Funding Council for Wales (HEFCW) has introduced, in a few cases, local and regional co-ordination of education services to disadvantaged learners.
- 8 The Webb Report made several recommendations for adult community-based learning (ACL) including that policy makers and providers should refocus on those who:
 - a have not achieved Level 2 qualifications;
 - b belong to population groups in which participation is especially low; and/or
 - c live in areas of marked educational disadvantage.

- 9 The Report also suggested that the Welsh Assembly Government should pilot a combination of Individual Learning Accounts and grants to maximise flexibility in delivering to the most disadvantaged learners.
- 10 In 2007, the Westminster government published the Leitch Report 'Prosperity for all in the global economy – world-class skills'. The report set out a skills agenda to improve the employment prospects for the population of the United Kingdom.
- 11 The Welsh Assembly Government also published 'National Learning and Skills Assessment Update Statements of priorities for change 2007-2010' (2007). This report outlined the strategic priorities for change for post-16 learning and education supported by Welsh Assembly Government and its learning providers. This report outlined changes in the demography of Wales which highlighted an increase in adult learners but a decrease in younger learners in Wales by 2010.
- 12 WAG consulted on 'The Skills that work for Wales' in 2008. The outcome of this consultation will act as the response to the Leitch Review of Skills and the Webb review on further education by drawing together proposals for addressing the requirements of supply and demand for learners.
- 13 WAG is in consultation about adult community learning policy, with a final policy and action plan to be published in the summer of 2009.

Summary of existing evidence and work already completed by Estyn

- 14 In 2008, Estyn published 'Merging the boundaries: The Effectiveness of Local Partnerships in Delivering Adult Community-Based Learning'. This report considered the effectiveness of partnership work between adult community-based learning providers across Wales. It also made initial comments on how providers involve learners in the planning of adult community-based learning within these partnerships.
- 15 The report recommends that providers:
 - carry out an effective audit of the needs of communities and design an appropriate curriculum;
 - identify priority groups of learners;
 - identify and publicise progression routes for learners; and
 - have clear mechanisms for involving learners in decision making and curriculum planning.

Introduction

- 16 The purpose of this paper is to inform the Welsh Assembly Government about the range and the quality of approaches used by adult community-based learning providers to involve learners and would-be learners in the development, planning and improvement of learning programmes.
- 17 The report focuses on:
- How well learners are engaged in developing local learning opportunities;
 - how well community learners are able to inform the choice of curriculum subjects available to them;
 - the range of work with members of communities not engaged in learning, particularly those would-be learners in disadvantaged communities, about how they might be encouraged and supported in returning to learn;
 - how well providers support opportunities for learners to become active in their communities through local learning programmes;
 - how older learners are able to use the programmes to promote their health and wellbeing;
 - how good the range of opportunities are for adult community-based learners to influence the programme available in order to improve their skills levels to re-enter employment; and
 - how well providers develop links with employment opportunities in local areas and skills development for ACL learners.

Main findings

- 18 Many tutors and development workers regularly consult with learners about their experience of learning during the session the learners attend. Where providers have ways of collecting this information consistently, learners know that their views are taken into account. This information includes the timing of courses and the suitability of venues where sessions take place. In a few cases, this also includes childcare and learning resources needed to support learners in community settings. However, most providers and their networks do not have consistent ways to consult with learners about the development of provision in their local area.
- 19 In a few cases, providers and their networks have considered how to involve learners in planning the curriculum. In the best cases, providers have involved learners at all levels of their organisations. A minority of networks use learner advocates well to discuss the curriculum with existing and potential learners. In a few cases, providers and networks use project funding well to help communities identify their local learning needs. These grants help providers to involve learners in developing learning opportunities, especially in disadvantaged communities.
- 20 Most providers and adult learning networks do not share information consistently with their learners. Very few learners are able to describe how the outcomes of any consultations have influenced the development of learning in their area. A very few providers and networks have ways to engage learners in regular discussions about the development of their learning programmes.
- 21 Very few workers and managers understand well enough how the range of policy initiatives should influence their work with community learners. For example, recommendations in the Beecham Report of more learner-centred approaches are not rooted well enough into methods of working in communities. However, a wider number of workers within local networks understand policies such as 'Skills that Work for Wales' more clearly.
- 22 The Department for Children, Education, Lifelong Learning and Skills (DCELLS) and other WAG departments have not developed their advice relating to the Beecham Report and community work well enough in order to make sure that all networks in community settings link more successfully with each other. Current guidance is not clear enough to ensure that community learning networks involve learners more consistently and further encourage participation in citizen consultations. The Beecham Report gives clear recommendations for the inclusion of learners in developing and improving local services. These recommendations are not included well enough in guidance given by DCELLS to providers engaged in community learning.
- 23 Local learning networks do not discuss with other partners working in the local area how to collaborate more closely with each other to include learners more consistently in consultation. Consultations should also include ways to make sure learners know where their views have had an impact.

- 24 Many providers within learning networks do not make effective use of existing resources to provide their workers with staff development opportunities to increase an understanding of methods used in community consultation. Neither do they help their managers understanding of community consultation and community development skills. Most workers do not recognise where the work of community networks' consultation is most effective. Workers do not know how to develop good practice in working with learners or use the outcomes of consultations well.

Recommendations

The Welsh Assembly Government's Department for Children, Education, Lifelong Learning and Skills (DCELLS) should:

- R1 work with other WAG departments, in order to clarify how community learning providers can drive forward service improvement by more effective use of consultation within local communities. This should take into account:
- provision which may enable progression into further and higher learning activities or employment, whether paid or involving volunteering; and
 - provision which offers wider benefits for individuals or communities, such as social inclusion or improved health and wellbeing;
- R2 facilitate longitudinal studies of learner-generated learning activity to document the outcomes and celebrate and share good practice; and
- R3 create a national learners' panel from learners involved in community learning networks across Wales on the development of adult community-based learning programmes.

Community Learning networks should:

- R4 use learner consultation more consistently to create more engaged and well informed citizens in order to promote greater local pride, ambition and accountability in their local communities; and
- R5 encourage corporate managers working within community learning networks to agree upon processes to consult with learners which:
- take account of the wide variety of outcomes from successful community learning activities;
 - co-ordinate community learning need consultations across local organisations and local authority departments;
 - make sure that, with their wider partners in the learning network, the learning needs of non-learners are researched and identified; and
 - make sure that learners and non-learners are informed of and understand the outcome of consultations.

Individual providers should:

- R6 improve the consistency of consultation events for learners to make sure that learners understand how their contribution to local consultations affect the delivery and improvement of the service;

- R7 identify links to the local network in order to co-ordinate learner consultation activities with other local organisations and local authority departments; and
- R8 decide, with other organisations in the local learning network, how to increase understanding of community consultation facilitation through staff development opportunities by considering:
- cross-sector secondments;
 - shadowing;
 - partnership skills development; and
 - joint workforce planning.

How good are providers at consulting with learners about provision?

- 25 Many of the providers consult with their local community of learners. Most providers regularly hold consultations with their learners. The majority of providers use course evaluations, focus groups and learner meetings to carry out these consultations. However, most learners do not always recognise these discussions as consultations or know why they are taking part in them.
- 26 Learning networks and providers do not always feedback information to learners about the progress of actions resulting from consultations. A few providers have agreed ways to consult learners consistently. In the best cases, learners can describe the outcomes from consultations. For example, a Swansea-based learner was able to identify improvements in the enrolment system for adult learners because of taking part in the local focus group. However, only a few learners can describe changes and developments because of learner consultations.
- 27 In the best cases, providers involve learners in their management groups such as the Workers Educational Associations (WEA). The WEAs in North and South Wales have a commitment to organising their learning programmes in consultation with their learner branches. These branch members take responsibility of consulting regularly with learners and have regular meetings with WEA workers and managers to discuss the curriculum and how to develop the programmes offered to the local communities.

Estyn's inspection report on WEA South Wales (2008) reports:

"The WEA(S) puts the learners at the heart of its curriculum. Learners play a key role in determining what and how they will learn. This is a key principle of the provision. It is a powerful motivator, encouraging maximum commitment and ensuring that many learners return to learning.

The WEA(S) encourages all learners to become members of local WEA branches. This helps learners to become involved in deciding on the provision that is offered in local areas. The WEA (S) currently provides good support to 15 active branches. These include a Welsh learners' branch and a new black and ethnic learners' branch in Cardiff.

WEA South Wales with its local partners have undertaken research into 'Embedding provider/learner forums'. Three pilot projects in Cardiff, Rhondda Cynon Taf and Swansea allowed learners to identify positive outcomes from their involvement in the forums. These include;

- having a voice and being listening to;
- being with people who have similar interests and making new friends;
- working interactively in small groups;
- recognising participants' commitment and inspiring them;
- using participants' community contacts in order to ensure community needs are met to widen participation;
- evidence of making a difference; and
- accountability on decision making.

The project also identified critical success factors for providers and their networks when working with learner forums. These include:

- convenient timing and location of meetings;
- relevant and interesting meetings organised to ensure participation with a realistic timescale;
- provision of crèche or support for childcare;
- meeting travel expenses;
- training for participation, for example meeting and presentation skills;
- all participants given equal status and respect; and
- no jargon and acronyms."

- 28 Where learners are involved more consistently and effectively in consultation, those learners are more aware of a range of issues that adult community-based learning providers need to consider when developing flexible and stimulating programmes for adult community-based learners.
- 29 A minority of learners consulted regularly by their tutors and development workers give their views about a range of issues that affect the delivery of their courses and sessions. This minority of learners report that the following topics are included in their consultations:

Issues discussed with learners	Percentage of learners
What could be done to make courses and sessions better	73%
Time the course begins and ends	72%
Where the course is going to be run and if the location is suitable	66%
The cost of the courses and sessions	59%
What kinds of courses or subject matter to offer	25%

- 30 In a few cases, tutors and workers also discuss with learners how their childcare needs, learning resources and support they need to help to achieve their learning goals can be developed. Only a few learners are able to give examples of how these consultations affect the delivery of the provision and only a minority of learners meet with managers to discuss how the provision of community learning might develop in their area.
- 31 Many providers and local networks do not work together well enough to develop notions of citizen engagement with learners. As a result they miss opportunities to educate local communities about communities' role in how to use consultations well to improve the delivery of the local service as recommended in the Beecham Report (refer to Appendix 1).
- 32 In a few geographical areas such as Neath Port Talbot, Pembrokeshire, the Vale of Glamorgan and Merthyr, there are clear ways the learning network use to engage with citizens. These consultations involve both current learners and those not currently engaged in learning. In these cases, provider networks have a strong commitment to involving learners and non-learners and as a result create a more consistent response to involving learners and the wider local network in citizen consultation.

How good are providers at involving learners in planning the curriculum?

- 33 Many providers are able to give examples of where consultation with learner focus and learning groups has led to an expansion of the curriculum. Often these examples are about extending the level and the length of courses but there are also a few examples of developing programmes to help learners enter employment.
- 34 Many providers are able to give examples of identifying learner need from referrals from other workers such as local authority departments, the voluntary sector and, in a few cases, Communities First workers. However, this is often as a result of arrangements between individual providers outside of any of the local network arrangements and rarely includes learners.
- 35 The curriculum for adult learners in Wales often revolves around learning how to use a computer. A survey for this report of around 300 adult community-based and work-based learners shows learners enrolling on the following courses during the last two years.

Curriculum	% of learners	Curriculum	% of learners
How to use a computer	43%	Learning Welsh	10%
Other courses such as Psychology, Counselling, British Sign Language, Access to HE	37%	Other foreign languages	7%
Art and Craft	33%	Health therapy	4%
Health and Safety including First Aid and Food Handling	22%	How to play a sport	3%
Basic Skills and ESOL	18%	Science	1%
How to run a community group	3%	Consumer rights	1%
Accounting	2%	Drama	1%

- 36 There are few variations in the local delivery of the adult learning curriculum across Wales. Many work-based providers contract to undertake particular courses but adult community-based providers are able to demonstrate more flexibility in their delivery. In Cardiff, providers are developing curriculum area groups for providers. In the best cases, as in Blaenau Gwent and Merthyr, providers agree who should take forward the development of particular curriculum areas.
- 37 However, opportunities are missed to encourage learners, especially those with basic skills needs, to identify what barriers they have to taking up learning opportunities. As a result many providers do not offer enough opportunities for learners to use the session they attend to improve their basic skills.

- 38 The Estyn report about English for Speakers of Other Languages (ESOL) learners reported that learners' needs are not being understood well enough by providers.
- 39 However, adult community-based learning providers are quite predictable in the delivery of their courses. Many still rely too much on traditional delivery patterns which means that they run similar programmes each year. Many providers rely on the subject specialisms of existing tutors rather than finding out the local need and recruiting to meet this need. Few providers use learner consultation well to support the development of learning in their local areas.
- 40 There are examples of useful programmes developed from project funding, in particular from the European Social Fund (ESF) and DCELLS grants. These grant aided programmes makes good use of learner consultations to devise learning programmes that meet local need.
- 41 Wales Council for Voluntary Action (WCVA) managed the Social Risk Fund¹, which enabled local communities to access funding to support their local needs. It was used by communities to devise their own learning programmes that developed their employability skills and supported community development. Groups of local community members from all over Wales made good use of these funds to access a wide range of formal and informal learning opportunities.

Good examples of how the Social Risk Fund supported learners' aspirations

Trefechan Community Association

Trefechan Community Association, with the support of Communities First workers, received support to offer food hygiene, basic first aid and basic skills courses to its volunteers. This helps these learners to run their community café, in an isolated area near Merthyr Tydfil. The skills the learners have achieved help the cafe to become sustainable and an active community base for others such as workers from Jobcentre Plus to make regular contact with the community. The local community has a feeling of ownership about the café and say that:

"It's not just about the workers – we've become a referral point for basic skills and further education."

Menai Bridge Community Heritage Trust

As a result of community consultation, the local community wanted to develop more opportunities to offer tourists who come to see the historic suspension bridge in the town. This project helped to alter the run-down feel of the town of Menai Bridge. Community members trained as guides linked to the local walks. They also learnt how to manage and run the Heritage Trust. This provided an opportunity for a range of local people, employed, unemployed and retired, to become an active community group who are committed to local regeneration and improving opportunities in Menai Bridge.

¹ Social Risk Fund: an ESF funded programme covering the whole of Wales. It aimed to enable local communities to help them create community responses to local situations.

- 42 DCELLS has undertaken pilot work to help learners to plan and be involved in developing their local programmes through Learning Community Accounts.

DCELLS Learning Community Accounts

Five local pilot programmes were developed because of this initiative. There were based in Wrexham, Cardigan, Rhondda Cynon Taff and Neath. A fifth programme was Wales wide.

Example of local community learning pilot:

CwmNi Communities First, Treherbert, Rhondda Valley

Local people trained and undertook a community survey that identified a range of learning needs. They consulted other community members and local small employers and a variety of programmes offered to local learners. Each learner agreed an individual learning agreement. These agreements included an understanding the learners taking up these learning opportunities would in return offer their skills and experience to the local community.

Courses and learning sessions offered helped the community to improve their confidence in their ability to become employed and skills in marketing, first aid, Welsh language, basic food hygiene and dry lining of buildings. Local planning groups based in each of the local communities identified that this programme supported five themes aimed to help them regenerate their communities:

- Health and Wellbeing;
- Environment and Housing;
- Business and Economy;
- Education Youth and Lifelong Learning; and
- Community Safety.

The CwmNi project is trying to make sure that learners are able to discuss their local learning need. This helps there to be a good balance between providers being able to plan their adult community-based learning programmes well and local communities making good use of local ACL opportunities.

- 43 All providers offer a good range of opportunities for learners to gain credit as a result of their work. Many learners are motivated to gather a range of credits from their courses. This helps learners to gain confidence and progress to full qualifications well. A minority of older learners are concerned that provision that does not offer credit is not valued enough in the planning of community learning. These learners believe that providers and WAG do not always understand the value they place on this provision.
- 44 Many learners value the opportunity to use their non-accredited learning to improve community life and to contribute to their own health and wellbeing. Learners do not always have good opportunities to discuss the planning of this provision with providers.

How well do providers and adult learning networks share information with learners?

- 45 Nearly all of the providers involved in learning networks are sharing information across the networks. All workers belong to a range of networks. The range is very varied and membership of these groups often relies on worker preference rather than strategic priorities. In a few cases there is duplication of workers from individual providers attending the same network meetings.
- 46 There are few examples of information shared at their networks being also shared with learners. A few providers, for example the Trade Unions providers and the Cardiff Community Learning Network, have developed opportunities for learner advocates. This does provide opportunities for learners to be involved with providers. These advocates work as volunteers in their local communities and share their experience of learning locally to encourage new learners to be more aware of local learning programmes.
- 47 In Blaenau Gwent, Torfaen, Newport, Monmouthshire and Caerphilly, RISE² has also developed local Learning Development Committees across Learners that are included in the membership of these groups. Then RISE Partnership and Executive Boards discuss issues raised by the committees.
- 48 Providers who develop consistent ways to share information and consult with learners help learners to be well informed and express their expectations and aspirations as recommended in the Beecham Report. (Refer to Appendix 2.)
- 49 One Welsh for Adults Centre, along with their providers, is soon to establish learners' clubs to practise their Welsh language skills and to integrate learners into the local community. Providers and networks do not always identify opportunities such as this as ways to develop good two-way consultation processes with learners about developing the provision.
- 50 Sharing successful ways to include learners in consultations is still not consistent enough across the learning networks and relies too much on the personality of local workers and officers to succeed.
- 51 The consultation and learner involvement agenda is not recognised well enough at local corporate and national government levels. This means that workers and officers involvement in this work is not always stated clearly enough in job descriptions to make sure that the involvement of citizens is consistent.
- 52 WAG departments, such as DCELLS; Social Justice and Local Government; Health and Social Services; Heritage; and Rural Affairs, do not always encourage enough joint working to develop clear expectations of the involvement of citizens by networks. Providers need clarification of how best to tackle their common purpose in supporting the '*Making the Connections*' citizen model of delivery.

² RISE is a strategic partnership of local authorities, voluntary sector and further education and higher education institutions that operates across the five county borough areas of the former Gwent.

How well do providers use consultation with learners and their communities to address key WAG policy initiatives?

- 53 Few workers and managers recognise connections between their work in devising programmes of learning and current WAG policy initiatives. Only 7% of workers were able to describe where their work links to policy initiatives. 'The Skills that Work for Wales' initiative is the one most commonly recognised by providers.
- 54 Many network providers recognise the importance of developing employment skills. Sixty-four per cent of workers develop their work so that there are links to employment opportunities. For example, colleges such as Llandrillo and Harlech/WEA(N) in North Wales recognise how adult and work-based learning can promote good opportunities for hard to reach learners to improve their employability. Providers have made good use of links to other programmes in voluntary and local authority provision for example Merthyr Tydfil to improve opportunities for these learners.
- 55 However few providers understand the need to develop ways to consult with communities described in the Beecham Report. A majority of network co-ordinators report that there is lack of clarity in co-ordinating the work of providers across the area and that not all managers understand the principles of good partnership working.
- 56 Evidence given in the Beecham Report found the culture of work in Wales as having the following characteristics:
- competitiveness between different organisations, resulting in a lack of 'joined-up' approaches and a lack of collaboration and information sharing;
 - a target-driven culture, where outcomes on the ground are not reviewed and followed up;
 - policy initiatives that are proceeded with on the basis of what is best for the organisation, rather than for the members of the public that the organisation serves;
 - no methodologies for assuring that quality standards are followed or that feedback is gathered from the people the service provides for;
 - the exclusion from consultation of actively interested members of the public who come from socially excluded groups, and thus remain socially excluded; and
 - an unwillingness to listen to feedback unless it supports the current views of the service providers.
- 57 The Welsh Assembly Government has not always been clear enough about how to put in place these drivers of change. As a result, very few workers know how consultation with learners should influence their own work to provide opportunities for learners to become more engaged in their communities.

58 Unlike England, Wales does not have a way to focus learners' views nationally. The National Learner Panel in England (Appendix 3) asks adult learners to give their views on major issues affecting learners. The panel has underlined the importance of the 'learner voice' being heard. Some of the panel's recommendations are that:

- learner voice mechanisms must reflect the diversity of the learning community and are embedded at the local and national levels;
- clear channels are promoted to learners so that they are able to participate in decision making particularly regarding provision; and
- mechanisms are embedded to make sure the sharing of best practice between local authorities facing similar challenges.

How can learner participation in planning adult community-based learning move forward?

- 59 All workers in Wales belong to many networks and working groups across their areas. Few of these groups consider ways to engage learners in the development of learning in the local area.
- 60 The recent policy review for adult community learning outlined the need for adult community learning to have strong links with a wide range of other Welsh Assembly Government strategies and initiatives beyond community development:
- “Adult community learning has a key role to play in contributing to policy priorities such as social inclusion and health and wellbeing. There are opportunities, therefore, to support the development of other policy agendas to which adult community learning can be closely linked.”*
- 61 Links between Welsh Assembly Government departments do not always clearly show how strategies and targets to engage citizens link together. This means that providers and networks are not clear enough about how the role of adult community-based and work-based learning contributes to citizen engagement. DCELLS and other appropriate WAG departments have made it clear enough how community-based and work-based learning providers can contribute to driving forward service improvement by more effective use of consultation with local communities.
- 62 These links do not always take into account provision which could enable a learner to progress onto further and higher education or employment, whether paid or voluntary. In addition, such provision does not always offer wider benefits for communities, such as better social inclusion or improved health and wellbeing.
- 63 There are often examples of good practice outside of the DCELLS provision in Communities First programmes, County Voluntary Councils, local authority departments, museums and higher education providers Lifelong Learning programmes. However, this provision is not always included when consulting with learners and planning community learning programmes.
- 64 Links to the wider community initiatives in other WAG programmes do not always support these consultations in a joint approach. As a result, learner consultations do not take into account the range of learning outcomes that community-based learners may want to achieve sufficiently well.

Appendix 1: Beecham Report: The Citizen Model – implications for learners

The Citizen Model

What it means for citizens:

- citizens trust public services;
- citizens receive high quality, personalised, joined-up services, planned across organisational boundaries;
- citizens receive speedy and appropriate redress;
- citizens are well informed and have meaningful, diverse ways to express expectations, experience and needs within all spheres of government;
- citizens' voice is heard and listened to regardless of the ability of the individual to make their needs known and felt;
- citizens know how well services in their area are performing and see that organisations are being held vigorously to account by their representatives;
- citizens understand that individual and collective needs must be balanced and that the pattern of service delivery must change in order to secure improvement;
- citizens understand they have rights and also responsibilities;
- citizens understand how much money flows into their area as a whole, how it is spent; and
- what the outcomes are and whether they are receiving value for money.

Appendix 2: Beecham Report: The Citizen Model – implication for organisations

The Citizen Model

What it means for organisations:

- organisational culture is outward facing and focused on outcomes for citizens;
- effective processes are in place for informing and engaging citizens;
- strong engagement with organisations which can articulate citizens' voice and experience;
- objective information about citizen perceptions and satisfaction is easily and widely available;
- scrutiny is respected, proactive, cross-cutting and non-party political;
- services are joined up and personalised: business process between organisations and sectors is congruent and complementary;
- organisations pool sovereignty and resources to improve and deliver outcomes for citizens;
- systems of complaint and redress are simple, accessible and congruent across organisational and sectoral boundaries;
- organisations attract, retain and motivate talent by seeking excellence and innovation which is celebrated;
- the public service workforce is integrated, with skills which match present needs and future challenges;
- diversity of provision is embraced as a means of challenge and innovation;
- performance is objectively reported, challenged, supported and developed;
- efficiency and effectiveness are strong cultural imperatives;
- there is a rapid response to professional, technical and demographic change; and
- subsidiary at every level: local organisations have autonomy to determine local policy and are empowered to deliver national and local priorities flexibly and responsively.

Appendix 3: The National Learners Panel England

“The National Learner Panel was set up by the government to give learners a say in the development of further education at national level. Sponsored by the Learning and Skills Improvement Service, the Panel provides advice to the government and other organisations involved in making decisions. By giving a learner’s perspective on policies, proposals and initiatives, it aims to make a difference to your experience of further education – whether you’re in work-based learning, studying at a college, taking evening classes or in another form of adult learning.

“Panel members are part time, independent volunteers. Anyone in further education is eligible to apply to join the Panel – all that’s needed is an interest in further education and a commitment to making sure it meets the needs of learners. Members reflect the wide variety of learners in further education. They are drawn from across the sector, including learners at college and in work-based learning. The Panel has included people who have just left school, people who are returning to learning later in life to boost their career prospects and those who have retired and are learning for pleasure. Current members’ ages range from 18 to 65.”

www.direct.gov.uk/en/EducationAndLearning/AdultLearning/Shapinglearning/DG_068290

Glossary / references

Community Learning Networks

These are area networks of providers usually funded by the Department of Education, Lifelong Learning and Skills (DCELLS). These providers work together along with the County Voluntary Councils and provide adult community-based learners with educational opportunities. Estyn began inspecting these providers in 2004 and by 2010 will have completed this inspection cycle. Copies of the inspection reports are on Estyn's website www.estyn.gov.uk

Report author and team

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How evidence was gathered

Before producing the report, the team:

- reviewed Estyn inspection reports for adult community-based learning and work-based learning;
- examined responses to a questionnaire sent to all adult community-based learning network co-ordinators;
- examined responses to a questionnaire sent to 70 workers in adult community-based and work-based learning;
- examined responses to a questionnaire sent to 300 adult learners throughout Wales;
- interviewed senior officers in voluntary sector and local authority settings;
- interviewed a focus group of NIACE learners panel; and
- interviewed senior officers in the Communities First programme.