

ANGUS COUNCIL

EDUCATION COMMITTEE

27 August 1996

REPORT BY THE DIRECTOR OF EDUCATION

Report No 703/96

THE COMMUNITY EDUCATION SERVICE

ABSTRACT

The purpose of this report is to provide information to the Education Committee on the work of the Community Education Service.

RECOMMENDATIONS

It is recommended that the Committee notes the contents of this report.

BACKGROUND

SOED Circular No 6/95 provides a helpful reference document to education authorities, and a copy of it is appended to this Report (Appendix 1).

STATUTORY PROVISION

Education authorities provide Community Education as part of the exercise of their duty under Section 1 of the Education (Scotland) Act 1980. The relevant sections of the Act are set out in the Scottish Office Education Department Circular No 6/95.

While there is no statutory definition of Community Education, HM Inspectors have identified three key elements during the course of inspection of Community Education provision. These key elements, contained within Appendix B of Circular No 6/95 are:

- Adult Education
- Educational support for community development
- Work with children and young people

Community Education has been described as a crucial ingredient in local authorities' strategies for identifying needs and devising policies to meet these needs.

Community Education activities are seen as particularly effective in enabling people to contribute to their own development and to participate in the life of their communities.

Prior to Local Government Reorganisation, the Community Education Service in Tayside was responsible for the delivery of the three key elements of Community Education identified above. Locally based staff worked with communities to help them identify and prioritise local needs and also ensured relevant service delivery. Specialist Teams - Outdoor Education, Community Arts, Adult Basic Education and ESOL (English for Speakers of Other Languages) - were responsible for the development of their specialist areas, and for providing a line of support across the service. A Regional training team enhanced fieldwork delivery, and Quality Assurance Officers ensured systematic quality of Community Education practice. Approximately 150 staff were employed within this service which was seen as an integral part of the Regional Council's Education Department.

CURRENT POSITION

Angus Council has retained a Community Education Service within its Education Department providing Community Education as part of an all-embracing package of Services to Learners.

In determining the appropriate structure for the Community Education Service the following key aspects were considered to ensure the effective delivery of services which would enhance the Council's Strategic Priorities.

- geographic spread of Angus
- needs of local communities
- essential features of a cost effective and efficient service

The organisational structure has been established to correspond with the zonal administrative structures of the Education Department, and the full permanent staff complement comprises 20.5 (FTE) Community Education Workers, including four promoted staff, although as yet that full complement has not been attained (see below).

Key features of the structure are:

- locally based service delivery
- effective and efficient use of those staff transferred from the specialist regional services
- balanced workloads with a minimum of additional capital resources
- single line management
- decentralisation of decision making for fieldwork, generic and specialist services

- all staff, including senior management, have a face-to-face delivery role
- opportunities for devolved budget management at local level
- commitment to staff development and quality assurance

RESOURCES

As well as mainline staff, the following additional resources support the work of the service.

Human Resources - Up to 50 sessional staff are employed on a part-time basis as youth workers, adult education workers, specialist arts and outdoor education workers. The service is also supported by many volunteers in its adult basic education and youth work programmes.

Plant - Two Community Education Centres, in Brechin and Carnoustie, are managed by the service; also three Community Education Wings attached to Forfar Academy, Arbroath Academy and Friockheim Primary School. Two offices in Monifieth and Montrose also provide services to the public. A new base in Kirriemuir has recently been established.

Angus House, a residential centre in Edzell, is available for conferences, training, meetings, youth and adult activities. Community Lounges situated within seven Primary Schools are available for community use and fall within the management responsibilities of the Service.

Bona fide community groups, other than single activity groups, have access to a fleet of five minibuses, based in Forfar, Arbroath (2), Brechin and Carnoustie.

SERVICES TO COMMUNITY GROUPS/VOLUNTARY SECTOR

Inherent in the three key functions of the service - Adult Education, Youth Work, Community Development - is effective collaboration with the voluntary sector to ensure that communities are served by the education system in the most efficient ways possible.

The service administers a grants portfolio on behalf of the Council. This process involves engaging with local groups on a personal level and helps to establish good relationships and working partnerships.

Grant Aid is currently available to bona fide community groups and organisations under the following headings:

- Revenue Grants
- Training Grants
- Adult Education Support Fund
- Youth Work Support Fund
- Arts Aid Scheme

From its outlets and offices, the service makes available equipment, photocopying facilities, outdoor resources (canoes, ski-ing, camping and hill walking equipment) to a network of voluntary and community groups supported by the service.

IMPLICATIONS OF SAVINGS EFFECTED IN 1995/96 AND 1996/97

Common to all departments and services in the Council, significant financial savings are being borne by the Community Education Service. A reduced budget has the following implications for the immediate delivery of services:

- A reduction in hours for some of the sessional staff involved in front line delivery will inevitably mean a reduced service.
- The strategy to progress the development of Youth Enquiry Services across Angus has been reviewed, and whilst the YES Point in Arbroath will proceed, plans for further Enquiry Services will require to be put on hold.
- 2.5 FTE Community Education Worker posts within the permanent establishment have not yet been filled. This will affect the delivery of Adult Basic Education, Youth Information and the Arts.
- A major resource for all services is clerical back-up; reduced clerical hours may delay the processing of vital administrative information, and will result in a less speedy response to a number of issues than is ideal.

Achieving strategic change within limited resources is always a demanding process but one of the main strengths of Community Education staff is their ability to adapt and identify other ways of achieving objectives. The Community Education Service remains committed to achieving its strategic objectives by:

- playing to the strengths of the service
- maximising its contacts within the communities of Angus
- strengthening and developing partnerships
- developing strategies to increase income

DEVELOPMENT AREAS

The service's Development Plan is informed by the Council's Strategic priorities, and is an integral part of the Education Department's Plan which seeks to ensure a careful linkage between the Department's Plan and School and Service Development Plans. Both should inform and be informed by the other.

Key areas for development, over the next three years, included in the service's Development Plan, are:

Children's Work	In partnership with other Services in the Education Department promote and support parent and community led initiatives.
Youth Work	Contribute to the Council's Youth Strategy. Complete an Angus Youth Work Audit. Extend Youth Information services. Extend training opportunities to voluntary youth organisations.
Adult Education	In partnership with other practitioners develop a strategy for impartial adult guidance. Increase educational opportunities for (a) learners in rural areas (b) older people (c) adult males who are traditional non participants within Education (d) unemployed.
Community Development	Development projects which promote community identity for and within Angus. Extend training for community activists. Contribute to Angus Council's emerging decentralisation strategy.

CLIENT PARTICIPATION

The latest available statistics indicate that 3,300 people per week are estimated to benefit from Community Education in Angus (see Appendix 2). This information was gathered for the Scottish Office Education and Industry Department in line with the national development of Performance Indicators for Community Education Services. The statistics were analysed to indicate the level of participation in an average week, and to identify according to age group:

- i the number of groups
- ii the number of people in "direct contact" with service staff
- iii the total number who benefit from CES work

CONCLUSIONS

A Community Education Service can be of inestimable value to a local Council, and to that Council's whole community. The range of activities in which Community Education can and does play a useful part is enormous. In the case of Angus Council, the Community Education Service is already proving its worth in the essential support it is giving to help translate the Council's strategic themes into reality.

There is little doubt that the Community Education Service could achieve more if it had more resources. However, it is accepted that this is true of all the Council's

services and there is a determination on the part of all staff that the highest possible quality of services is provided for the whole Angus community within the resources which are available.

It is important to retain an open mind about how best to deliver all Council services. However, at present the arrangement whereby Community Education is seen as an integral part of the Council's education service as a whole seems to offer the Angus community the most effective and efficient means of delivering the wide range of Community Education functions described in this Report.

Members of the Committee are encouraged to take every opportunity to get to know more of the work of this service, particularly as that work relates to their own local communities.

JIM ANDERSON

DIRECTOR OF EDUCATION

BACKGROUND PAPERS

No background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (other than any containing confidential or exempt information) were relied on to any material extent in preparing the above report.

APPENDICES

JAA/SR/CJ



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Circular No 6/95

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To: Chief Executives of Shadow Authorities

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Directors of Education and Area Offices
Directors of Social Work
Secretary General COSLA

26 June 1995

Dear Sir/Madam

**LOCAL GOVERNMENT ETC (SCOTLAND) ACT 1994: LOCAL GOVERNMENT
REORGANISATION
GUIDANCE TO NEW AUTHORITIES ON THEIR RESPONSIBILITIES FOR
COMMUNITY EDUCATION**

Introduction

1. This circular offers guidance to the unitary authorities on the discharge of their responsibilities for community education. As foreshadowed in paragraph 111 of Circular No 5/95, it supplements and complements the guidance contained in that circular on authorities' responsibilities for education more generally.

Statutory Position

2. Education authorities provide community education as part of the exercise of their duty under section 1 of the Education (Scotland) Act 1980 to secure the adequate and efficient provision of further education. The relevant sections of the Act, and of the Further and Higher Education (Scotland) Act 1992, which amended it, are set out in the legislative background at Appendix A.

3. There is no statutory definition of community education. Nor have the courts been called upon to interpret the term or to define education authorities' statutory responsibilities in relation to the provision of community education. Appendix B, however, sets out the key elements of community education provision which have been identified by HM Inspectors in the course of inspection of community education provision by existing education authorities. These key elements will continue to be the focus for future inspections of the community education provision of the new authorities.

Possible Schemes of Provision

9. It will be for councils to determine the content of schemes but the following outline is provided simply to illustrate basic elements that might be common to all schemes:

a general description of the council's geographical areas in terms which are relevant to community education;

a description of existing community education provision;

an analysis of community education needs, showing priorities;

a set of proposals, with timescales, for any developments in community education that are seen as (a) essential and (b) desirable in relation to these needs;

a commentary on present and future organisational structures;

a commentary on resources;

a description of quality assurance procedures;

the council's objectives to secure "adequate provision";

proposals for support for, and collaboration with, the voluntary sector.

10. Where a council intends to secure provision through agencies other than its own department(s), it should show the principles to be used to determine when to do so, the levels and standards of provision expected and the main procedures to be used when delegating and monitoring such provision.

11. SOED will be glad to discuss, on an informal basis, schemes of provision as they are established. A copy of each scheme might be sent to the Department and updated as and when amendments are made. HM Inspectors of Schools would find it helpful to have the latest version available when inspecting community education provision in a council area.

SOED Guidance

12. SOED will make every effort to respond positively to requests from authorities for guidance on their responsibilities in the field of community education and on their ways of addressing these, whether in relation to their schemes of provision or more generally. The Department recognises that community education is an evolving field and is interested to hear from the new authorities of any plans for innovation or change that may be of benefit to other authorities.

COMMUNITY EDUCATION: THE LEGISLATIVE BACKGROUND

STATUTORY POSITION

1. Section 1 of the Education (Scotland) Act 1980, as amended, includes these relevant provisions:-

"(1) It shall be the duty of every education authority to secure that there is made for their area adequate and efficient provision of school education and further education.

(2A) The duty imposed on an education authority by subsection (1) above shall not include the provision of further education within the meaning of Part I of the Further and Higher Education (Scotland) Act 1992, but an education authority shall have power to provide such further education for their area.

(3) Every education authority shall for the purposes of their duty under subsection (1) above

(a) have power to secure for their area....

the provision of adequate facilities for social, cultural and recreative activities and for physical education and training.

(5) In this Act

(b) further education includes

(i) [Provision revoked by the Self-Governing Schools etc. (Scotland) Act 1989, Schedule 11]

(ii) voluntary part-time and full-time courses of instruction for persons over school age;

(iii) social, cultural and recreative activities and physical education and training, either as voluntary organised activities designed to promote the educational development of persons taking part therein or as part of a course of instruction;

(iv) the teaching of Gaelic in Gaelic-speaking areas.

[Section 1(3) and section 1(5)(b) were amended by the Local Government and Planning (Scotland) Act 1982, Sch. 3 para. 37.]

2. Education authorities' duty to provide further education was modified by section 2(b) of the Further and Higher Education (Scotland) Act 1992, which inserted the new subsection (2A) in Section 1 of the 1980 Act. For the purpose of subsection (2A), further

4. Section 6 of the 1980 Act provides:-

"(1) For the purposes of securing, under section 1(3) of this Act, the provision of facilities for social, cultural and recreative activities and physical education and training, an education authority may -

(a) establish, maintain and manage -

(i) camps, outdoor centres, playing fields and swimming pools;

(ii) play areas and centres;

(iii) sports halls, centres and clubs;

(iv) youth, community and cultural centres and clubs,

and other places at which any such facilities as aforesaid are available;

(b) organise holiday classes, games, expeditions and other activities.

(2) In the exercise of their powers under subsection (1) above an education authority

[(a)] may assist any body whose objects include

[(b) shall, so far as practicable, co-operate with local authorities and with voluntary societies or bodies whose objects include,]

the provision or promotion of social, cultural and recreative activities and physical education and training or the facilities for such activities, education and training."

Note

Section 6(1) was amended by the Local Government and Planning (Scotland) Act 1982, Schedule 2, paragraph 28.

Section 6(2) is amended by the Local Government Etc (Scotland) Act 1994, Schedule 13, paragraph 118(3) and Schedule 14.

(The amendments will delete the square-bracketed words and are intended to take effect on 1 April 1996.)

KEY ELEMENTS OF COMMUNITY EDUCATION PROVISION

1. Adult Education

Community education plays a major role in providing adult learning opportunities, primarily offered in community settings. While the main focus of this work may be described as community-based adult learning, provision is also available within institutions, often in collaboration with further education colleges and schools. Such joint initiatives enable adults to return to learning, to acquire certification within community sites and to progress, if desired, to more formal programmes. The general term adult education is, therefore, used in this circular in the interests of simplicity.

Local provision includes:-

independent educational guidance for adults linked to cross-sectoral regional guidance networks;

courses and other educational activities which enable people to develop their confidence, knowledge, understanding and skills, thereby enabling them to progress to more formal education and training, if desired;

courses and other educational activities which are negotiated with individuals and groups in order to address such issues as social, environmental economic and health needs, particularly in relation to government programmes and community needs, and to enhance employment prospects;

courses, offered in community and work based settings, to develop basic skills and offer certificated options, thus extending access to lifelong learning;

educational opportunities for people (both users and carers) with needs in relation to community care. These may take the form of courses (both specialist and mainstream) providing an education component to community care programmes (for example, developing skills for independent living, participation in education, training, sheltered employment and in social and recreational situations).

2. Educational support for community development

Aspects of community development, such as participation or learning based on a group's own activities, are characteristic of much community education but are also found in other fields of work. Its qualities concern the methods of work employed, the processes that take place in communities and the achievement of improvements in quality of life. Although it is of particular concern to areas with major social, economic and environmental disadvantages or needs, community development can be relevant to all local areas.

3. Work with children and young people

Such work is designed to foster the personal and social development of children and young people. It is clearly educational, has a measure of adult intervention and young people participate in a voluntary capacity. It includes:-

- informal youth club provision and the programmes of voluntary youth organisations;
- after-school care and holiday playscheme provision;
- detached youth work;
- health education programmes, particularly in relation to alcohol, tobacco, drugs, HIV and AIDS;
- residential , outdoor and environmental education programmes;
- youth information services;
- crime prevention;
- issue-based work;
- sport and the arts.

4. Common to all functions

Effective collaboration with other providers of education including the voluntary sector to help ensure that communities are served by the education system in the most effective and efficient ways possible.

Effective collaboration with other organisations and others in the new councils to promote good communication effective strategies and cohesive responses by statutory bodies to the needs of communities.

Assessment of community needs and development of appropriate strategies for intervention.

Effective collaboration with members of communities to secure the development of community education.

Provision of grant-aid to the voluntary sector, where appropriate.

STATISTICAL RETURNS TO THE SCOTTISH OFFICE

Groups and people in "direct contact" per week with Community Education Service Staff in Angus.

	Pre-School Age	Primary Age	Secondary Age	Adults Age
(i) Number of Groups per week.	13	13	31	120
(ii) People in "direct contact" per week.	39	205	668	523
(iii) Total number of people per week who benefit from the Service's Work.	231	462	1518	1089

