

Local Government

A Report to the Community Planning Task Force



SCOTTISH EXECUTIVE

Capacity Building for Community Planning



CAPACITY BUILDING FOR COMMUNITY PLANNING

A Report to the Community Planning Task Force

Eglinton

Social Research
2002

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PREFACE

Community Planning provides a framework for bringing together councils and other local partners to make services more responsive to the needs of communities. Community plans are now in place throughout Scotland, and the Local Government in Scotland Bill proposes a statutory basis for Community Planning.

The Community Planning Task Force was set up in March 2001 to provide independent advice to the Scottish Executive and its partners on Community Planning issues, and we have already had an extensive range of meetings with key politicians, officials and organisations. To support the Bill, we have been developing guidance on Community Planning issues. We have also been engaging people at a local level, through seminars and workshops. And we have been carrying out research to get “under the skin” of Community Planning and identify and act on issues still needing to be addressed.

Of major concern is the capacity of partners to put Community Planning into practice. Community Planning challenges traditional ways of working, by shaping the delivery of services around individual need and the concerns of communities rather than around organisational convenience. The focus of this latest study, commissioned by the Task Force, is on what needs to be done to help break down the barriers to effective Community Planning with reference to the training and other development needs of staff concerned.

The Task Force will be discussing with the Scottish Executive and its partners the issues raised by the study and how these may best be taken forward. Further information about the work of the Task Force can be accessed on: www.communityplanning.org.uk

A handwritten signature in black ink, reading "Willie Rae". The signature is written in a cursive, flowing style.

Willie Rae
Chair, Community Planning Task Force.

ACKNOWLEDGEMENTS

The authors would like to express thanks to all those who have assisted with the production of this research report, in particular those people who took the time to contribute to small group meetings and face to face or phone interviews. The members of the Community Planning Task Force and the Advisory Group to the study also provided invaluable comments and insights.

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SUMMARY

1 The Community Planning Task Force (CPTF) commissioned this study, with the support of Social Research at the Scottish Executive. The aim was to research the capacity building requirements of Community Planning (CP), with reference to the training and development needs of staff directly concerned with developing and progressing CP. The study was expected to indicate what sort of training and other development work needs to be done to progress CP and then to advise on an appropriate way forward

2 The study focused on the skills and development needs of individuals operating within partnerships at ‘officer’ level or equivalent, from across a range of CP partners. It appeared that very little training and development work was taking place on the ground and this study sought to explore the issues behind this, as well as focusing on a way forward.

3 The CPTF required two interrelated threads of research - primary research with a range of Community Planning partnership (CPP) representatives and secondary research into existing training and development provision. Staff from across the CPPs were invited to attend one of four focus group sessions and the consultants interviewed or consulted with a wide range of other stakeholders and interested parties.

4 It was found that there was little evidence of real progress being made in developing or implementing co-ordinated learning activity in the CPPs. There were some examples of commitment to learning and awareness building but these tended to be relatively isolated examples mainly in particular organisations as opposed to CPP-wide.

5 This lack of progress in developing learning was found to be due partly to CP still being at an early stage of development and the fact that there is still considerable ambiguity amongst partners about just what CP means and how they should respond individually and collectively. Since many CPPs still had to agree the values, attitudes and behaviours required to work in a collaborative CP way, it was unlikely that they had moved on to identify the skills and competencies underpinning this. In practice it seems there has been little work on the planning of learning and development needs or on the mechanisms to identify what these needs might entail. It is particularly evident that partnership-wide learning has been rare, with most evidence of progress taking place in individual partner organisations.

6 Most consultees believed that the lack of progress on the skills and competencies, knowledge and attitudes required for effective CP is the result of a weakness in addressing some infrastructural and cultural issues, both at national and local partner level. Consultees tended to feel that these constraints on CP had to be addressed before real progress could be made on developing capacity building interventions for officers. The constraints included the:

- confusion about the definition of CP, with a need for clear guidance on CP and the steps necessary to implement it effectively
- virtual absence of a learning and development culture surrounding CP, with a dearth opportunities, formal and informal, for sharing and building on experiences
- the “knowing-doing gap” being a significant barrier to learning and development – moving from awareness and understanding to implementation and actual delivery

- lack of incentives for collaborative working, with career paths for staff being dominated by mainstream delivery and in-house priorities and targets, and with an under-appreciation of the benefits of collaborative working
- ‘thematic-based’ national policy initiatives or guidance at a national level not appearing to be immediately compatible or joined-up with delivery processes at local levels.
- community planning having to be developed against a background of institutional change taking place within some partner organisations (e.g. Communities Scotland)
- the culture of partnership working itself – and the need to secure consensus at all costs – sometimes creating blockages to getting things done
- fragmented/under-developed supply of capacity building services (expertise, materials, initiatives, programmes, etc) against a backdrop of relatively unplanned demand and lack of co-ordinated effort for such training – representing a lost opportunity to spread development costs between partner agencies

A concern expressed by many consultees was that the ‘duty’ of CP, under the Local Government in Scotland Bill, might be counter-productive to the wider ethos and spirit of CP, which focuses on fostering an environment of spontaneous partnership working within a voluntary context.

7 It was the view of most consultees that addressing these cultural and infrastructural issues is the first priority, rather than a national programme of capacity building for middle management officers specifically responsible for developing and implementing CP. It was felt that just training and developing these officers in isolation would not achieve the objectives of making CP more effective.

8 Two parallel solutions were required. Firstly, to address the cultural and institutional issues which are constraining collaborative working and, secondly, to ensure that an *integrated* programme of capacity building is developed to enhance the relevant skills and competencies, attitudes and behaviours of all key officers and elected and board members of the main partner organisations. For CP to become truly embedded, it will be important to work on capacity building at the CPP level and encourage partners to learn and develop together, with capacity building for CP perhaps permeating the whole of a partner’s organisation - and the impetus for such change beginning at the top.

9 The integrated programme of capacity building has been drawn up into a suggested Learning Development Framework which incorporates four interrelated learning areas:

- Values and visioning
- Partnership working
- Practitioner skills
- Engaging communities

These learning areas should be seen in the context of a set of core values and principles for CP and a commitment to enhancing the skills and competencies, attitudes and behaviours necessary to achieve the objectives of CP. The specific skills are set out under each of the four learning areas to illustrate the potential content of a capacity building intervention.

10 The study strongly suggests that a “one size fits all” national programme for capacity building in CP would not be appropriate. The partnerships are very different in terms of their

speed and direction of development and there is also a need to ensure that different groups within the CPPs can access support and learning in a flexible way that meets their own specific needs. Some groups may need to work on values and visioning to ensure there is a common purpose to their partnership whereas others that are further up the learning curve may be much more interested in focusing on key practitioner skills that will lead to innovative partnership projects and improved collaborative service delivery.

11 The study highlights deficiencies in the marketplace for capacity building provision, with the supply side relatively being under-developed and the demand side characterised by a lack of integrated effort in accessing provision. It also draws attention to the importance of exploring informal approaches to learning and development, which are in danger of being overlooked in a marketplace more associated with formal training provision. The study identifies some of the more significant programmes and relates these to the Learning Development Framework.

12 As very little training and development work is taking place on the ground, the study suggests that CPPs should be encouraged to develop their own Community Planning Capacity Building Plans, costed in broad terms with a strong commitment to deliver within an agreed timescale. Plans would be jointly owned by CP partners, on the assumption that capacity building for CP is firmly embedded – on a sustainable basis – in each partner’s organisational development plans. They could incorporate the elements set out in the Learning Development Framework and be underpinned by general guidelines promoting quality standards and suggesting what development work the Plans might cover, such as baseline or scoping studies, audit of capacity building needs, costed-out delivery options, awareness raising activities, modular training sessions for key staff, development of learning networks, arrangements for good practice dissemination and other matters.

13 The legislation on CP will no doubt create an environment in which building up the capacity of CP partners will form an essential element of the core business of CPPs. Some sort of incentive may nonetheless be needed to kick start the process, and the study therefore suggests provision of some pump priming funding – the amount involved need not be very large, as there would be an expectation that CP partners would fund much of the development work from their own budgets. As the study suggests an approach to capacity building from the bottom up, it is not possible to give more than a notional estimate of the cost of initial development work, but it is roughly estimated that it would cost up to £1 million across all CPPs in the first year, depending on what elements were built into this (e.g. baseline studies, awareness raising workshops, modular training sessions, networking, etc). There is already a commitment by the Scottish Executive, under the Local Government in Scotland Bill, to assist with the development costs of CP.

14 The study suggests that the capacity building programme should be flexible enough to accommodate a wide range of different learning methodologies, including:

- Networking
- Secondments and shadowing
- Learning forums
- Internally devised and delivered workshops and training events
- Externally devised and delivered workshops and training events
- e-learning, web-based fora and good practice databases

There should also be opportunities for self-directed learning and other informal ways of capturing knowledge and experience. Approaches to working with or through a range of different agencies – in further and higher education and in the voluntary, community and private sectors – also deserve to be fully explored.

15 Consideration should be given to the piloting of different approaches to capacity building to support and inform development work, drawing on the experience of CPPs furthest forward in their development as well as supporting CPPs at an earlier stage of development. The role of the proposed Improvement Agency, which ministers seem minded to set up, in promoting and supporting good practice also deserves consideration.

16 On the basis of this study and the approach suggested, the next steps for the CPTF to consider would be:

- the promotion of Community Planning Capacity Building Plans – with the aim of all 32 CPPs having well-developed Plans in place at an early stage, say by around spring 2003
- the provision of pump priming funding for CPPs submitting Capacity Building Plans
- the commissioning of pilot projects to support development work and inform good practice
- the development of general guidelines to promote quality standards in capacity building for CP
- the potential role of the Improvement Agency, which Ministers seem minded to set up, in providing longer term support

CHAPTER ONE INTRODUCTION

CONTEXT

1.1 Eglinton was commissioned by the Community Planning Task Force (CPTF), with the support of Social Research at the Scottish Executive, to carry out a study into the capacity building requirements of Community Planning (CP), with reference to the training and development needs of staff directly concerned with developing and progressing community planning. The study was to focus on 2 key areas:

- Indicate what sort of training and other development work needs to be done to progress CP
- Advise on an appropriate way forward

1.2 The study focused on the skills and development needs of individuals operating within partnerships at ‘officer’ level or equivalent, from across a range of CP partners. Initial research carried out on behalf of the CPTF indicated that very little training and development work was taking place on the ground, and this study therefore sought to explore the issues behind this, as well as focusing on a way forward. The study was not expected to address some of the wider capacity building issues, such as changes in management or organisational structures, although in advising on a way forward it was likely that the study would draw attention to some of the wider issues.

AIMS AND OBJECTIVES

1.3 The study sought to explore both training and development *needs* and assess the scope for building on *existing* training and development work. Training needs were concerned with areas related to CP, such as:

- leading and giving strategic direction to the CP process
- managing cultural, organisational and other changes and breaking down any associated barriers to CP
- co-ordinating and rationalising partnership activity and plans
- facilitating and supporting the engagement of communities and other interests in CP
- managing, monitoring and reporting on performance in CP

1.4 An examination of existing provision required an analysis of:

- the aims, scope and content of such provision
- organisational support and resourcing
- lessons learned from assessment exercises
- plans for any future development

1.5 Following the research phase, the report was to provide an overview of:

- the training and development needs of staff
- the potential to address these through existing provision

- any additional development work or activity which was necessary, and any constraints on action
- the resourcing implications, with notional costings
- possible next steps

1.6 The Local Government in Scotland Bill, which had been introduced to Parliament at the time of the study, provides for a new duty of CP, allied to a new power of community well-being and a duty of best value. As such, the implications of the Bill were to be considered during the course of the project, in terms of how any ‘duty’ might impact on capacity building requirements.

METHODOLOGY

1.7 Two research stages were required – Stage 1 involved conducting primary research with a range of community planning partnership (CPP) representatives and Stage 2 involved a secondary research exercise into existing training and development provision. In reality, it was recognised that these stages could be conducted in tandem, thus providing useful feedback loops to each other as the study progressed.

1.8 The primary research phase was conducted by inviting staff from across the CPPs to attend focus group sessions to discuss the key themes of the project. Given the scope and timescales of the project, it was decided to undertake 4 such sessions – 2 with local authority representatives and 1 each with health managers and staff from the local enterprise networks. As such, the primary research element of the project sought views from 3 distinct CPP groupings. It was decided to conduct these sessions through ‘homogeneous’ groupings, and not to mix the partners. This allowed for in-depth discussion and exploration of the research issues as they related to the 3 separate groupings.

1.9 Central locations were chosen for all 4 sessions and all invitees received a letter from the CPTF, outlining the objectives of the exercise and requesting participation. This was followed by a specific request from the interviewers to attend the proposed sessions. The attendees at each session are detailed in Appendix 1 together with other consultees and sources. Each participant received an overview of the issues for discussion, prior to attendance, to allow for early reflection and to allow for consultation with colleagues. This ‘topic guide’ formed the key focus for each of the 4 focus group sessions. Each session was scheduled to last for 2.5 hours.

1.10 The secondary research phase of the project was undertaken through a literature review and Internet searches, as well as through one-to-one meetings and telephone interviews with identified individuals. This research focused on training and learning provision related to CP, and the individuals consulted were either providers of such services or were leading experts and practitioners within the CP field. Additionally, the research sought to establish how capacity building and any related training and learning activity was being pursued in a wider UK context in England and Wales.

1.11 All interviewees were assured of the non-attributable nature of the study, in order to promote a consultation environment which allowed for full and frank details and opinions. Given some of the complexities involved in the CP process, the interviewers felt that this approach would stimulate in-depth discussion and analysis, with the opportunity to explore

extensively what interviewees believed worked well and less well within the CP learning environment.

1.12 As indicated earlier, the study was clearly focused on the views and experiences of those practitioners operating at officer level or equivalent within CPPs on a council-wide basis. As such, the scope to explore training and learning 'demand' and 'supply' at levels closer to the ground were limited. Therefore, a wider understanding of such issues cannot be obtained through this study.

1.13 The study was keenly focused on identifying both current demand for and supply of training and learning interventions which were either formal (e.g. a training course) or informal (e.g. networking opportunities). This was necessary to reflect the full range of learning that might be taking place, in order to identify and address capacity building potential.

CHAPTER TWO CONTEXT TO THE PROJECT: KEY ISSUES CURRENTLY ENGAGING PARTICIPANTS

2.1 This project was specifically established to review the training and development needs of officers engaged in CP. However, from the outset and particularly in the focus groups and interviews, it became clear that wider concerns about the current CP arrangements and processes were influencing practitioners' perceptions of training and learning needs. These findings are set out here, in order to understand more clearly the key concerns and constraints that could limit the impact of any training and development activities which might be taken forward. The issues discussed below are not new and are perhaps inevitable in any new process like CP, but it is considered by the consultees that they need to be addressed if a concerted programme of capacity building for officers is to be taken forward

AMBIGUITY AND LACK OF DEFINITION OF COMMUNITY PLANNING

2.2 There was widespread agreement amongst consultees that the term "Community Planning" has been largely unhelpful in assisting practitioners in progressing the concept. Many felt that the term has perpetuated the 'planning' stage of the process, to the detriment of either integrating effectively with the work on the ground or understanding what this should mean for service delivery.

2.3 The consultees were invited to state what "Community Planning" meant to them. The results were interesting in that they threw up a wide range of answers and then generated some lively debate. Concepts such as "a process", "a vision", "about empowering communities", "a means of prioritising", "streamlining plans and strategies", "joined-up delivery", "sharing information", "client at the centre", "involving communities", "leadership" all featured regularly. Some consultees moved directly to outcomes such as "improved health and well-being" or "improved service delivery".

2.4 Despite a strong consensus that CP delivery in local areas will be largely dependent on local needs, there was an equally strong feeling that a lack of a clear, coherent and widely accepted definition of what CP is really about presents real dangers in ensuring consistency and quality in service delivery. In the face of ambiguous definition and wide-ranging local interpretation, the learning and development context of each CPP has the potential to be equally ambiguous, as well as bearing little relation to the learning and development contexts of the other CPPs.

COMMUNITY PLANNING AT AN EARLY DEVELOPMENT STAGE

2.5 CP, as a tool to deliver more effective, community-focused and joined-up services, is still at an early stage of development. Despite the significant headway already made in defining CP as a key policy instrument, the processes and knowledge which underpin it are still being developed and tested. It is therefore not surprising that the national infrastructure is not yet wholly compatible with a "joined-up" CP vision. This national infrastructure – or 'hardware' – is gradually developing to accommodate and guide the CP approach, but this will take time to embed. In the meantime consultees expressed concerns that the current position causes difficulties in collaborative service delivery. An example would be where 'thematic-based' national policy initiatives or guidance from the Scottish Executive do not appear to be immediately compatible with joined-up delivery processes at local levels.

2.6 Additionally, some interviewees expressed concerns that national delivery targets for each of the individual partner organisations involved in CP provide insufficient incentives for the partners to consider how to address these within a collaborative CP context. Indeed, many felt that addressing their own targets in isolation would be the least complex and lowest-risk course of action, especially where the targets and objectives of different partners appeared to be incompatible. The incentives may in fact be perverse.

2.7 This issue is important for this capacity building study since a perceived constraint to partnership working was felt to emanate from the nature of the infrastructural ‘hardware’. There are probably longer-term issues here to be resolved if the high-level visioning involved in CP is to be translated effectively into commonly agreed targets for the key partners.

THE CULTURAL CONTEXT OF THE COMMUNITY PLANNING PARTNERS

2.8 As well as the national infrastructure within which CP operates being relatively under-developed to address the broad CP agenda, the individual members of each CPP come from organisations and agencies which have been moulded by this national context. As such, the organisational structures, cultures and career paths (i.e. the ‘software’) still tend towards service delivery and professionalism which is independent of the work of the other key partnership players. The career path incentives for officers and managers tend to be based on mainstream delivery, tight management of budgets and delivery of in-house targets.

2.9 Again, due to the relative infancy of the CP agenda, practitioners often feel constrained in delivering wider CP objectives by the inherent processes and embedded cultures – both within partner organisations and within their own agencies. Individual officers charged with developing CP are often experiencing difficulties in finding common ground and consensus between the overarching objectives of the CP process and the ways of working within individual partner organisations. The concept of “institutional capacity” – the quality of the collection of relational networks in a place, formal and informal – is important in setting the scene for individuals and organisations to adapt to changing circumstances, act collaboratively and establish as basis for consensus¹.

THE DIFFERING PACE AND NATURE OF COMMUNITY PLANNING DEVELOPMENT

2.10 The CP process has evolved and developed at a different pace and in different ways across the country. This may relate to commitment and it may relate to how well connected the partners were before CP. Some partners, such as those in Lanarkshire, maintain that their evidence of progress in addressing the institutional issues reflects their progress in responding to the Ravenscraig issue throughout the 1990s. Others have not had such a strong imperative for collaborative efforts in the past.

2.11 Consultees referred to the institutional and organisational changes that some partners had been dealing with throughout the CP development period, and this has perhaps constrained their capacity to drive forward CP nationally or locally. Examples such as the establishment of Communities Scotland and the Business Transformation programme within the Scottish Enterprise Network were cited.

¹ Lloyd M G, Illsley, B M and Graham, F (2001)– *Community Planning in Scotland – a final report to the CPTF Project*, Geddes Centre for Planning Research, School of Town and Regional Planning, University of Dundee.

2.12 For whatever reasons, some CPPs are much further advanced than others, which in turn means that different CPPs will potentially have different capacity building requirements. The starting points may vary. For example, one relatively under-developed CPP may require facilitated support to work towards a vision, whilst another CPP which is further down the line may be more concerned with training and development to allow them to integrate the partners' project appraisal systems or delivery mechanisms.

THE INCENTIVES AND DUTIES TO ADDRESS COMMUNITY PLANNING

2.13 By better understanding the infrastructural 'hardware', the organisational 'software' and the different developmental stages of the individual CPPs, we can better appreciate the relative motivations and incentives of the individual partners to progress to a collaborative CP style of working. Senior managers and strategists in partner organisations will need to consider the degree to which they need to progress in that direction and understand the levers and incentives (carrots and sticks?) they have at their disposal to achieve such a change.

2.14 The Local Government in Scotland Bill proposes placing a duty on local authorities to facilitate CP, through working with their partner agencies. Key concerns were expressed by many of the consultees concerning how such a 'duty' might be counter-productive to the wider ethos and spirit of CP, which focuses on fostering an environment of spontaneous partnership working within a voluntary context. These issues of incentives and duties will be important in determining the wider learning and development needs of CPPs, and in identifying the most effective methods of achieving successful capacity building potential for CP.

THE ABSENCE OF A LEARNING AND DEVELOPMENT EVIDENCE BASE

2.15 Unsurprisingly, given that CP is at an early developmental stage, there has so far been little opportunity yet to learn from the direct CP experiences of others within Scotland, or indeed from England and Wales, where the similar Local Strategic Partnerships and Communities First initiatives are also at an early stage of development. The lessons learned from the evaluation of "Working Together, Learning Together" programme for Social Inclusion Partnerships and Working for Communities Pathfinders (see appendix 2 for details) are still awaited.

2.16 In the absence of such evidence, it is not surprising that many practitioners within CPPs are unsure where to go to find out about the experiences of others and to source capacity building activities. This often leads to an ad-hoc process of individual CPPs identifying particular development needs and then seeking the services of providers. There was strong recognition during the interviews and focus groups that this situation produces duplication and inefficient capture of learning. As such, the unsophisticated nature of the CP-specific learning and development market has done little to motivate or direct CPPs to identify and address their learning and development needs.

2.17 The issues above explain how the current operating environment for CP has significant implications for the generation of effective and sustainable capacity building. Indeed, many of the consultees expressed concerns that capacity building would be effective and sustainable only when the wider issues of infrastructure, institutional cultures and more widespread commitment to CP are fully addressed.

CHAPTER THREE OVERVIEW OF THE PARTNERSHIPS' LEARNING AND DEVELOPMENT ENVIRONMENT

3.1 From the interviews and focus groups conducted during the study, one can gain an overview of the national learning and development context CPPs find themselves working in. This chapter provides a summary of the key issues relating to this environment as a basis for assessing the demand and supply issues covered in later chapters. Whilst the chapter draws attention to a number of constraints on the effective and co-ordinated development of capacity building initiatives across the country, it must be stated that there are also some examples of excellent practice and strong commitment. These are picked up in the later chapters.

LACK OF CONSENSUS OF AN OVERARCHING DEFINITION FOR COMMUNITY PLANNING

3.2 The lack of consensus about what CP means has been explored above, but is worth reiterating in order to better understand the general direction which CPPs are working towards. Owing to the broad absence of an overarching definition of CP, the CPPs, and sometimes specific partners, have tended to work to either loosely formulated objectives or to approaches which support different objectives. In either case, there is often not a clear overview of what CPPs or specific partners are trying to achieve, and what support they might require to address and deliver on objectives. Responses to the broad question of what the learning and development needs of CPPs are often pointed to a lack of clarity about learning needs, or to an indication that needs within one CPP might be quite different from needs in another. So the emerging picture relating to this whole issue is still unclear.

THE IMPORTANCE OF VALUES, ATTITUDES AND BEHAVIOURS

3.3 In examining the skills, knowledge and competencies required in order to work effectively in CP, consultees were very keen to point out that learning and development will be maximised where both individuals and the supporting infrastructure place prime importance on adopting and developing appropriate values, behaviours and attitudes. This means having key people in partner organisations – elected members, board members, chief executives, directors and other senior officers – committed not only to compliance with CP but also to the very principles and ethos of collaborative working. Commitment to collaborative working has a major impact on how they work as individuals, teams and organisations. There was a strong recognition that without such commitment no amount of learning and development activity would make up for it. In fact, it is likely to be a waste of time and resources if the values, attitudes and behaviours that are truly supportive of joined-up and integrated working are missing.

3.4 At the focus groups, a great deal of discussion also took place concerning the extent to which such collaborative values, attitudes and behaviours could be learned and then implemented successfully by individuals, and on whether organisations tended to stifle such changed values and behaviours – inadvertently or even deliberately. There are prevailing cultures, behaviours and incentives in all organisations. What kinds of behaviours are rewarded in terms of promotion or other advancement in a local enterprise company or in a local authority department? Perhaps the behaviours have to change throughout an organisation, and the key place for such change to begin is at the top.

3.5 There was strong support for the view that effective capacity building – which is strongly dependent upon the efforts, motivation and enthusiasm of the individuals involved – is very much dependent upon the presence of values, attitudes and behaviours that are supportive of integrated partnership working, integrated service delivery and the broad objectives of the CP process. Incentives and rewards have to become linked to learning and evidence of successful behaviours in these aspects of management and delivery.

3.6 In a later chapter, the idea of an assessment tool is explored to help individuals, at all levels in partner organisations, identify the elements of their working methods and ways of dealing with people that are most suited to the CP principles, and those where they will wish to develop alternative behaviours. It is widely understood that partnership working is about learning values and behaviours, not about genetic “hard-wiring”.

3.7 There is perhaps a misconception that partnership working is all about giving way and seeking consensus at all costs. This is not at all a realistic or effective approach. One consultee suggested that effective partnership players have an element of the “collaborative thug” in their personal influencing styles to ensure that blockages are overcome and that the partnership stays focused on its objectives and priorities. This is an important message because there may be cases where “traditional macho management”, as one consultee put it, is put off by the idea of “partnership”.

LACK OF STRUCTURE AND PLANNING IN RELATION TO CPP DEVELOPMENT NEEDS

3.8 Many of the individuals who operate within the CPP do so while retaining “day jobs” within their own organisations and with the inherent roles and responsibilities which go with this. The consultees perceive that CPPs are generally not resourced to devote real time to developing formalised thinking or to create a co-ordinated CPP strategy for learning and development needs. Indeed, many individuals during the focus group sessions said that the sessions themselves were a valuable opportunity to consider and reflect on these issues, in a way which many had not been able to do before.

THE NEED FOR A MECHANISM TO IDENTIFY LEARNING AND DEVELOPMENT NEEDS

3.9 The need for a mechanism to identify learning and development needs relates to the issue above, in that individuals believed that without a strategic overview of learning and development requirements, there was no effective mechanism which could readily identify what, when and how such learning or development could take place. As mentioned above, this leads to an ad-hoc approach to learning and development, where the value of the learning and development and its effective capture is constrained.

THE VALUE PLACED ON LEARNING AND DEVELOPMENT

3.10 It follows that where lack of focus on learning and development - and a correspondingly ineffective mechanism - to identify such needs exists, those who are operating within this environment are more likely to overlook the need for and value of such activity. This is likely to be the case on a day-to-day basis, where operational priorities and a lack of time to address wider issues will place the value of learning and capacity building further down the agenda. The officers who are charged with operational development of CP

may not have ready access to resources to develop capacity building or even be well placed to influence the key managers who hold the training and learning budgets in their own organisations.

DISSEMINATION AND SHARING OF CPP EXPERIENCES

3.11 Within an environment which places limited focus and emphasis on learning and development – and where the mechanisms and conscious motivation to access such learning and development are constrained – there will also be significantly less opportunity to share personal learning experiences with others: either within the CPP itself or across CPPs and back to the individual partner organisations. As such, the opportunities to capture and further ‘spread the net’ of learning are limited. It was a striking aspect of the focus groups to hear participants bemoan the lack of formal or informal networking, progress sharing and dissemination of good practice. Sessions of COSLA’s Community Planning Officer Network were felt to be useful for keeping up to date with national developments and issues, but they were found to be singularly unsuccessful in providing a forum for sharing experiences. It was also felt that attendance at these sessions was not always at the most appropriate officer level to progress various issues.

THE CURRENT CPP LEARNING AND DEVELOPMENT ENVIRONMENT

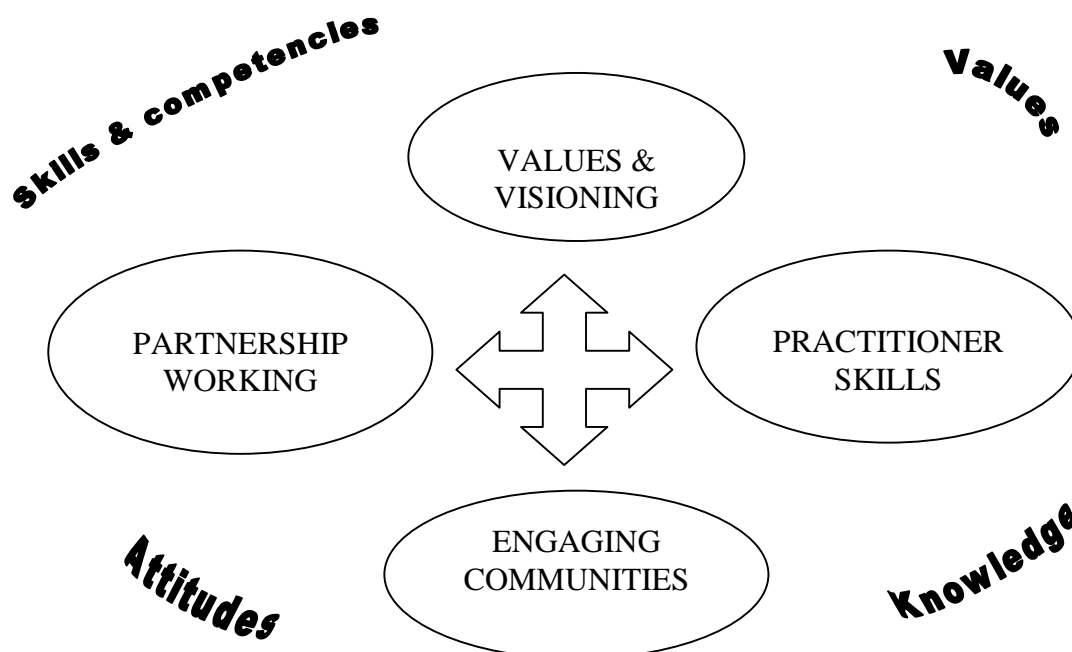
3.12 It follows that in a context where, in most cases, very little learning and development is taking place and very little learning and experience is being captured and shared, the overall learning and development culture required to support CP is generally absent. The reasons for this are varied, and the picture is not the same in all CPP areas. There is certainly still confusion about what CP actually means in some areas, and this leads to uncertainty about what is required of each partner. This in turn leads to uncertainty about the required skills and competencies to generate the appropriate behaviour and action for CP.

CHAPTER FOUR BUILDING THE CAPACITY - A LEARNING DEVELOPMENT FRAMEWORK

4.1 This chapter sets out the range of skills and competencies, knowledge and attitudes that have been identified in this study as vital to the effective development and implementation of CP across Scotland, with reference to the issues emerging from the group discussions, interviews with key individuals and the specialist knowledge of the study team. The skills and competencies, knowledge and attitudes are based on the tasks and outcomes that are considered by the consultees to be key to the success of CP within the partner organisations. They are wide-ranging and incorporate several different aspects of personal and organisational capacity.

THE LEARNING DEVELOPMENT FRAMEWORK

4.2 The following diagram represents a broad Learning Development Framework for CP that could form the basis of a capacity building strategy for partners. The Framework encompasses the key skills and competencies, knowledge and attitudes that are required to progress CP, and it is shown to have four distinct but inter-related learning areas:



4.3 The skills and competency, knowledge and attitude components that make up these four learning areas are outlined below. They are inter-related, in that every CPP will need to have all of these at their disposal at various stages of their development, but it will be for each CPP to work out which of them are required at any given stage. For instance, some CPPs will have successfully moved beyond the initial values and visioning stages towards the more practical issues of making their partnerships work at various levels and equipping officers with the technical practitioner skills to deliver results and make things happen. Other CPPs, still at the embryonic stages, will find it valuable to develop their values and visioning skills to assist with the process of establishing shared priorities, setting goals and objectives and communicating at a strategic level. There will be cases where a CPP has made real progress at the strategic vision level but will still need to develop capacity to roll this vision out at the local level.

4.4 The consultation programme and additional reading suggest that the skills and competencies, knowledge and attitudes that make up the Learning Development Framework include the following:

VALUES & VISIONING
Nature of partnerships <ul style="list-style-type: none"> • Generic and specific issues around partnerships and their purpose, values, culture and deliverables – critical success factors
Leadership <ul style="list-style-type: none"> • Developing, sustaining and implementing a vision – vertical and horizontal
Strategic change management <ul style="list-style-type: none"> • Challenging conventional approaches and values, following through and developing capacity for change in organisations
Objective and goal setting <ul style="list-style-type: none"> • Agreeing common goals and objectives and how partners can contribute to these
Policy development <ul style="list-style-type: none"> • Shaping and influencing development of policies and strategies in own organisation and across partnership
Strategic resourcing <ul style="list-style-type: none"> • The overarching opportunities for innovative and collaborative funding of initiatives and joint working
Scenario planning <ul style="list-style-type: none"> • Identifying and agreeing possible futures and developing the strategies to address these collaboratively
Brainstorming <ul style="list-style-type: none"> • And other techniques to ensure innovation and wide-ranging options
PARTNERSHIP WORKING
Nature of partnerships <ul style="list-style-type: none"> • Generic and specific issues around partnerships and their purpose, values, culture and deliverables – critical success factors
Cultural and institutional awareness <ul style="list-style-type: none"> • Common understanding of fellow partners and their values, objectives, power structures, decision making and funding
Stakeholder analysis <ul style="list-style-type: none"> • Capacity to assess the values, incentives, constraints and other factors driving key partners or other players – and strategies to manage these in the interests of the partnership
Negotiation and influencing skills <ul style="list-style-type: none"> • Partners influencing and negotiating with each other with reference to various community planning issues (e.g. joint resourcing)
Listening and communicating <ul style="list-style-type: none"> • Gaining understanding and insight into needs and concerns of different partners • Getting across key messages to different partners

PRACTITIONER SKILLS
Project and options appraisal <ul style="list-style-type: none"> • Developing options and assessing priorities for innovative projects to challenge conventional approaches to service delivery and decision making
Project planning and management <ul style="list-style-type: none"> • Development of co-ordinated approaches
Budget setting and management <ul style="list-style-type: none"> • Understanding the budget regimes of partners, the areas for potential joint funding and establishing procedures and protocols
Information and research <ul style="list-style-type: none"> • Collaborative research, joint commissioning, • Development of data sharing protocols • Joint monitoring and evaluation

ENGAGING COMMUNITIES
Raising cultural and institutional awareness <ul style="list-style-type: none"> • Promoting shared understanding on the part of community planning partners (strategic and local level) about the concerns, needs and expectations of their communities
Understanding community diversity <ul style="list-style-type: none"> • Mapping out current levels of community activity • Assessing different methods and approaches to engaging communities
Listening and communicating <ul style="list-style-type: none"> • 2-way communication and building of trust and credibility • Surveys, groupwork, public meetings, area and interest forums, etc. • Engaging marginalised groups • Public performance reporting
Community learning and development <ul style="list-style-type: none"> • Familiarisation with how communities currently build capacity, what initiatives might enhance their learning capacity • Development and implementation of plans for engaging communities

4.5 Some staff in partner agencies may have to work in all these areas, but if CP is to achieve its wider objectives, a much more substantial number of officers in partner organisations will have to develop real capacities in at least one of the learning areas. It is essential that everyone involved in developing CP has a grounding in the generic areas of awareness of the purpose and principles of CP, the values and vision underpinning CP, and the broad principles of partnership working – supported by some demonstrations of what CP means in terms of service delivery and actions on the ground.

4.6 This study was focused primarily on capacity building requirements of staff working with each other at council-wide levels, with rather less emphasis given capacity building for community/voluntary groups and representatives involved in the CP process. This is not to suggest that community capacity building at the council-wide level is unimportant, on the contrary, and, as indicated in the Learning Development Framework above, staff and organisations will need to build up their own capacity to work with and support communities in the CP process. There is some evidence to suggest it is at the local or neighbourhood levels where such capacity building for staff will assume most importance. A study of Health Action Zones in England, for instance, found that “there was limited evidence of increasing capacity for community involvement at the strategic level but also some indication that this might not be a priority for voluntary and community partners”². There is nonetheless a need for capacity building among organisations and staff working with communities at all levels, and this is reflected in the Framework.

4.7 The objective in all the learning areas will be to enhance knowledge, understanding and attitudes and then to apply this in collaboration with other partners to change fundamental behaviours in key aspects of work and relationships. The “Knowing-Doing Gap” has been identified as a set of barriers which constrain the progress from learning and awareness to implementation and delivery. The objective must be to build capacity to change and develop attitudes and behaviours, as opposed to just providing information and knowledge.

4.8 In all learning areas, it will be essential to provide awareness raising in the benefits of collaborative working and behaviour at the front end of any capacity building programme. Unless participants are convinced of the benefits of working this way – and the disbenefits of not doing so – then it will be more difficult to achieve the desired changes in behaviour and working practices. This approach has been adopted successfully by South Lanarkshire Council with CP awareness raising sessions for over 700 staff.

4.9 Professor John Stewart of the Institute of Local Government in Birmingham University has identified “permeability” as a key requisite of effective partnership, involving in-depth commitment to collaborative working, greater trust between all partners, mutual accountability and the use of common language. This should be the purpose of much of the front-end work on capacity building for CP.

² Barnes M, Sullivan H & Matka E (2001). *Building Capacity for Collaboration – the national evaluation of Health Action Zones*, The University of Birmingham

CHAPTER FIVE CURRENT AND PLANNED PROVISION OF CAPACITY BUILDING

5.1 This study has identified a wide range of capacity building provision of relevance to the development of CP, provision that could be said to be the existing or planned building blocks of the Learning Development Framework described in the previous chapter.

5.2 There are programmes, modules, research materials or learning support services available under each of the four learning areas of Values and Visioning, Partnership Working, Practitioner Skills and Engaging Communities. Some are formal and others informal. Some lead to qualifications or career and professional development, while others are more focused on the internal requirements of the organisation. Some are openly available, others are in-house. There are, as yet, few examples of formal cross-partner learning, but these are beginning to emerge in some of the agencies such as:

- Communities Scotland partnership working programmes, which bring together partners in the Borders area, for instance
- Scottish Police College, which carries out similar programmes and invites partners to participate alongside police officers in partnership workshops
- Glasgow Alliance, where the CPP representatives brief other partners on their own organisation's budgeting and approval processes to enhance cultural and institutional awareness

5.3 The overall provision must be described as ad hoc and uncoordinated at present. This will be largely due to the expressed demand being equally ad hoc.

ISSUES RELATED TO THE SUPPLY OF CAPACITY BUILDING SERVICES

5.4 Against a backdrop of relatively unplanned and ad-hoc learning and training demand, the supply side is relatively under-developed. Most of the learning and training needs that were identified by consultees throughout the study can be classified as either 'specific' to CP (such as awareness of the work of partner organisations, their budgeting systems and their institutional cultures) or 'generic' (such as managing meetings and effective presentation skills). The generic needs appear to be relatively well served and provision is available through a range of private, public and voluntary sector providers for many of the elements of the Learning Development Framework.

5.5 However, to source development services to address specific CP needs, the CPPs are inclined to approach those providers with whom they have worked in the past. This locally-led and unco-ordinated approach to accessing learning and development has several drawbacks for those accessing the provision:

- There are information deficiencies in the current marketplace for CP-specific provision, with relatively few suppliers. This drives up costs of provision.
- Owing to the lack of integrated efforts in accessing learning and development provision, duplication might be taking place.

- By not accessing provision in an integrated way within a CPP – or even across CPPs in a region perhaps – there are no opportunities to spread development costs.

5.6 In recognising that a range of different skills, competencies, attitudes and behaviours are required to operate effectively in CP, consultees also recognised that the nature and location of the learning and development experience is very important. For example, needs related to awareness-raising or knowledge acquisition can often be delivered through ‘formal’ training or even self-directed learning. However, such an approach might be counter-productive where the learning need is more action-oriented and where sharing values, acquiring personal skills or behaviour adoption are the key focus. Such learning needs might be addressed more effectively within a ‘real’ and interactive learning environment.

5.7 Despite this understanding, most consultees pointed to evidence of more formal learning methods up to now. This might be partially explained by a relative lack of awareness by the consultees of some of the more informal modes of learning and development and how these might be accessed. This is something which will be addressed later in the report. Indeed, one interviewee stated that the distinction between ‘consultancy’ provision and ‘development’ provision is often blurred, from both the learner’s and the provider’s perspective. This suggests that the more informal learning and development needs of individuals, perhaps related to understanding behaviours and attitudes, are in danger of being overlooked due to the nature of the more readily available and more ‘formalised’ provision within the marketplace.

5.8 Another related issue is that of the perceived relevance of more informal forms of learning to individuals within CPPs. Despite recognition that training, learning and capacity building must be integrated with the actual work and objectives of the CPP – including engaging with communities – most consultees had not yet thought about how that might be done. It will be important to formulate an approach to learning and development that reinforces the linkages between the CPP and more community-based activity. Such an approach will assist in ensuring that capacity building activity takes place ‘vertically’ within the wider CP environment, as well as ‘horizontally’ across the partner agencies.

THE CAPACITY BUILDING SERVICES AVAILABLE

5.9 In Appendix 2 there is a list of capacity building opportunities that have been identified by consultees and by additional research. It is not exhaustive and it does not attempt to identify all training providers or material developed who work – for instance - in Influencing Skills or in Project Management. It is enough to indicate that such provision exists and to acknowledge that opportunities exist to customise such provision to focus it more clearly on the key learning issues of CP.

5.10 The Appendix focuses on some of the more innovative or challenging provision and on some of the high volume programmes that are in place to develop capacity in areas closely related to CP. It will be seen that some of the more significant programmes are available in England, for instance, the work on the Public Service Leaders Scheme being led by the Centre for Management and Policy Studies (CMPS), where the first 100 members had been trained by October 2001. However, there are a significant number of providers in Scotland working with individual partner organisations.

5.11 The “Working Together, Learning Together” programme is significant. Funded by the Scottish Executive, it has provided capacity building for 900 people involved in SIPs and Working for Communities pathfinders. Training has been modular, extending to 9 days per participant. The evaluation of this programme is nearing completion.

CHAPTER SIX CONCLUSIONS AND WAY FORWARD

GENERAL CONCLUSIONS

6.1 The preceding chapters have shown that there is a great deal of commitment to the aims and practice of CP across the public sector partners in Scotland, particularly as might be expected among those officers responsible for leading its development. However, there are some real constraints on building up CP capacity. These are related to such factors as:

- confusion about what CP means and the absence of a learning culture around CP, which was still at an early stage of development
- the lack of any real incentives for partnership working, within a context in which organisations tend to see working to their own objectives and in-house targets as a less complex and risky course of action
- the “Knowing-Doing Gap” – the difficulty of moving from awareness and understanding to implementation and delivery of community planning
- institutional restructuring within partner organisations
- fragmentation and under-supply in the delivery of training services

6.2 Although the forthcoming CP guidance should help address some of these issues, this study suggests that further action is needed to build up the capacity of agencies to engage in community planning processes. One of the most striking findings of the study was how little planned and co-ordinated training and capacity building work was taking place among staff leading the development of CP in their own organisations. Many participants in the focus group sessions remarked that these sessions represented the first real opportunity they had had to share experiences and discuss their training and development needs.

6.3 This chapter therefore sets out an approach to improving the capacity of partner organisations to overcome some of these constraints and building up the competencies of staff leading the CP process in their organisations. The main conclusion from the study is that there is no “one size fits all” training programme for officers, waiting to be devised and applied to all CPPs. Partners and partnerships are all at different stages in their development and adoption of CP principles and practice, and it is unlikely that any one single training programme will capture the range of capacity building needed.

6.4 The range of competencies for progressing CP, as presented under the Learning Development Framework in chapter 4, suggests that while some CPPs will have moved successfully beyond the “values and visioning” stage towards practical issues of making their partnerships work at various levels, other CPPs are still at the embryonic stage and need to develop their values and visioning skills before they can establish shared priorities and operate at a strategic level. The motivation and commitment of people in very senior positions and the ethos of the partner organisations in promoting certain values, attitudes and behaviours was found to have a particularly important bearing on progress with CP and the development work associated with this.

6.5 The analysis of current provision, in chapter 5, points to a patchwork of provision for the delivery of training relevant to community planning, against a backdrop of relatively unplanned and ad hoc demand and a lack of co-ordinated effort for such training – representing a lost opportunity for partners to share development costs. The study has also revealed a relative lack of awareness among consultees of informal modes of learning and how these might be accessed. One of the most promising provisions in Scotland has been the Working Together Learning Together programme for Social Inclusion Partnerships and Working for Communities Pathfinders, and the forthcoming evaluation of this could well provide pointers for rolling out this programme into other areas of partnership activity.

6.6 For all of the above reasons the study has concluded that there must be flexibility and a considerable degree of local ownership in the identification of capacity building requirements.

CAPACITY BUILDING PLANS

6.7 This study has shown that very little training and development work for CP is taking place on the ground, and this strongly suggests that as an essential first step CPPs should prepare their own Capacity Building Plans. The Capacity Building Plans would be expected to promote a strategic approach to capacity building for CP and commit CPPs to carrying out certain supporting actions within a self-determined time scale. Plans could incorporate the following elements:

- Statement of key aims and objectives
- Baseline or scoping study
- Audit of agreed capacity building requirements
- Formulation of delivery options and agreed approaches
- Costed-out programme and project plans for delivery over an agreed timescale

6.8 As their title suggests, the Plans would be jointly owned and developed by the agencies and interests represented on the Community Planning Partnership. There would be an assumption that all members of the CPP would work collaboratively with each other to develop and implement the Plans, with a view to capacity building for CP being firmly embedded - on a *sustainable* basis - in each partner's human resource policies and organisational development plans. The focus would be on the capacity building requirements of officers working at a range of levels and areas of activity in the community planning process, with reference to the learning development framework presented in chapter 4. Although the study did not specifically address the training needs of elected members, board members and community representatives, it is likely that Plans would need to address these as well.

LEARNING APPROACHES AND METHODS

6.9 In developing their Capacity Building Plans, CPPs will want to consider a wide range of approaches AND learning methods to building up their capacity, having regard to the point that there is unlikely to be any one single or best approach and that an appropriate mix of different approaches may be needed for different audiences. Approaches could include any of the following:

Networking

Opportunities for officers to learn from colleagues within their own CPP and in other CPPs about progress being made with initiatives, processes or structures. The networking could be formal or informal. Ideally there should be some formal opportunities created which are more productive than the existing Community Planning Officer Network sessions (regarded as too top-down) and a range of more informal groupings where officers in similar situations can link up and discuss common issues and experiences as they arise. The Discussion Groups established for this study could have some potential in this latter respect. At a formal level the use of newsletters, websites, intranets and other media would be useful.

Secondments or shadowing

Some partners have already made considerable progress in this area. Communities Scotland and the police have a track record in secondments to partner organisations, such as local authorities. The police have done this particularly in the context of Community Safety Partnerships. The study also identified examples of shadowing in health boards as an effective way of developing strategic level awareness of the issues of partnership working. There are a number of potential drawbacks to secondment – fear of missing out on promotion or career advancement, concerns about relative terms and conditions and a traditional belief that secondees were “other organisations’ problem people”. South Lanarkshire Council have drawn up protocols for secondments and this might be disseminated to other CPPs. It is important that secondments and shadowing programmes are properly devised, planned, monitored and evaluated to ensure the learning is harnessed and embedded. Just leaving it to the secondee to make the most of it often results in leakage of learning and a failure to apply the knowledge productively when “back at the ranch”.

Learning forums

Some organisations have established these as a means of developing the networking and best practice dissemination necessary to spread the skills, competencies, attitudes and behaviours relevant to CP. Such forums can harness a wide range of learning methods such as an intranet database of sources, seminars, newsletters, visits, shared problem solving. There is evidence that Aberdeen and West Lothian councils have developed these around partnership working. It would be effective for CPPs to adopt an integrated learning forum involving all key partners.

Internally devised and delivered workshops and training events

There are opportunities for some formal or informal seminars and training sessions around relevant subject matters from the Learning Development Framework. There can be real benefits in the partner organisations having the commitment to the design and delivery of the materials that comes with ownership of these. This is particularly true where the subject matter is more related to information giving or briefing, such as initial awareness raising. In some cases a “train the trainers” event might assist with the rollout of such materials. Mixing participation across partners would assist with the trust-building objectives. This will have links with Learning Forums.

Externally devised and delivered workshops and training events

There will be a place for formal seminars, facilitated events and training sessions covering elements of each of the four parts of the Learning Development Framework. The differing needs of partners and partnerships and the wide range of relevant subject matters means it is not appropriate to develop a comprehensive capacity building programme at this stage.

However there would be benefits in some form of co-ordination here to ensure that duplication is avoided and that added value can be built into the materials.

Development of electronic networks

Discussion forums, databases, websites etc. for promoting and sharing experience and good practice, disseminating training and development materials and providing links to other key sources of information.

Working with or through further and higher education, community and voluntary sectors and private sector and other agencies.

CPPs will want to map out and explore the scope for working with or through the range of agencies that can advise on, facilitate or support the delivery of any of the above or other approaches. The further and higher education sectors and the private sector have key roles to play in the professional development of staff likely to be involved in CP processes. The community and voluntary sectors are likely to have a large fund of experience, knowledge and skills that can be drawn upon in building up the capacity of staff to engage with communities. Private sector and specialist training or other agencies may be able to advise or assist with the development or implementation of particular projects (feasibility studies, training needs audits, programme design, etc).

RESOURCING

6.10 As the study has shown, CPPs are at different stages of development, with only limited evidence that some have placed a real emphasis on building up their capacity through training and other capacity building work. The legislation on CP will no doubt create an environment under which building up the capacity of partners will form an essential element of the “core business” of CPPs. The study nonetheless suggests that some form of incentive may be needed to kick-start the process, and the provision of some central pump priming funding is therefore suggested. The pump priming money involved need not be very large, as there would be an expectation that the CP partners themselves would fund from their mainstream budgets the greater part of the development costs of making CP work. Funding could either be linked to the proposed cost of implementation or be based on a pro-rata formula. The Scottish Executive, in the financial memorandum to the Local Government in Scotland Bill, has already indicated its commitment to consider the provision of assistance to cover the development costs of CP.

6.11 It is not possible to give more than a notional cost of development, since the approach suggested is based on the identification of capacity building needs from the bottom up; but it is roughly estimated that initial development work might cost up to £1 million across all 32 CPPs in the first year, depending on which of the following elements are built into this:

- 3 to 4 days baseline studies at each CPP - £100,000
- Awareness raising workshops for large volume of staff - £250,000
- Modular training sessions for key staff - £500,000
- Networks, forums, electronic forums, good practice dissemination - £150,000

Additional costs would be incurred by CPPs in carrying out their own training needs audits, producing their own materials and carrying out other ongoing work (e.g. workshops).

QUALITY

6.12 Consideration should be given to Capacity Building Plans meeting certain quality standards, both at the initial Plan approval stage and at subsequent stages of development. One advantage of this approach is that it would help to promote certain minimum standards of provision from the start, and encourage CPPs that are less far forward in their development to give greater emphasis to training and other capacity building work.

6.13 Plans could be underpinned by general guidelines setting out the main elements that should figure in the plans, with reference to the key elements set out in paragraph 6.7 above. The guidelines could also draw upon other related studies, notably other research commissioned by the Community Planning Task Force, the forthcoming evaluation of the Working Together, Learning Together programme for Social Inclusion Partnerships, and the Communities Scotland study of inter-professional training for regeneration, and any other emerging work.

6.14 Consideration should also be given to the piloting of different approaches, in a range of settings, to support development work and inform good practice wider afield. This pilot work could draw on the experiences of CPPs that are furthest forward in their development, as well as support CPPs that are having greatest difficulties. The range of capacity building issues to be addressed would be built into research specification for this work. Pilot work might be scoped over six months to a year or more, depending on the types of issues covered.

6.15 Serious consideration should also be given to the proposed Improvement Agency, as described in the white paper *Renewing Local Democracy*³, providing longer-term development support for CP capacity building. This support could include the review and evaluation of Plans, as well as the promotion and dissemination of good practice. Community Planning partnerships, as well as other stakeholder interests, would be brought into these processes to provide for a measure of peer review and practitioner support.

NEXT STEPS

6.16 On the basis of this study and the approach suggested above, the next steps for the Community Planning Task Force to consider would be:

- the development of Community Planning Capacity Building Plans – with the aim of all 32 CPPs having well-developed Plans in place, say by around spring 2003.
- the provision of pump priming funding for CPPs submitting Capacity Building Plans.
- the commissioning of pilot projects to support development work and inform good practice in CP capacity building
- the development of general guidelines to promote quality standards in capacity building for CP
- the potential role of the Improvement Agency, which Ministers seem minded to set up, in providing longer term support for CP capacity building

³ The Scottish Executive (2002), *Renewing Local Democracy: The Next Steps*

APPENDIX 1 - CONSULTEES

EASTERN LOCAL AUTHORITIES – EDINBURGH CITY CHAMBERS 2 MAY 2002	
Paul Reilly	Midlothian
Eileen Jackson	Angus
Linda Cunningham	West Lothian
Sharan Virdee	East Lothian
Doris Adens	Borders
Mairi Telford-Jammeh	Dumfries & Galloway

WESTERN LOCAL AUTHORITIES – GLASGOW ALLIANCE 8 MAY 2002	
Andrew Fyfe	Glasgow Alliance
Mike Thomson	Clackmannanshire
Stuart Graham	East Renfrewshire
Fiona Dickson	East Dunbartonshire
Catherine Toy	South Lanarkshire
Tom Jackson	West Dunbartonshire

HEALTH – LOTHIAN NHS BOARD 13 MAY 2002	
John Thomas	Social Inclusion Manager, Lothian Health
Brenda Frew	Principal Health Promotion Officer, GGHB
Susan Jappy	Assistant Director Public Health, Grampian HB
Emma Witney	Community Programme Manager, HEBS

ENTERPRISE – SCOTTISH ENTERPRISE FORTH VALLEY 14 MAY 2002	
Stuart Ogg	SE Forth Valley
Veronica Noone	SE Lanarkshire
Steve Shanta	SE Ayrshire
Chris Higgins	Highlands & Islands Enterprise
Bob Laurie	SE Renfrewshire

INDIVIDUAL CONSULTEES	
Alasdair McKinlay	Communities Scotland
Stephen Maxwell	SCVO
Prof Greg Lloyd	University of Dundee
Prof Chris Huxham	University of Strathclyde
Allan Watt	Scottish Enterprise
Graham Atherton	CPTF Secretariat
Robert McGregor	CPTF Secretariat
Adam Kassyk	CPTF Secretariat
Gill Bhatti	South Lanarkshire Council
Liam Sage	Neighbourhood Renewal Unit
Stuart Hashagan	SCDC
Annette Hastings	Glasgow University
Robina Goodlad	Glasgow University
Robert Stevenson	Consultant
Suzanne Lynch	Common Purpose Edinburgh

APPENDIX 2 – PROVISION OF CAPACITY BUILDING OPPORTUNITIES

VALUES & VISIONING

- Centre for Management and Policy Studies (CMPS) – a wide range of leadership and strategic management courses with a strong emphasis on culture change in line with the Modernising Government agenda. www.cabinet-office.gov.uk/innovation
- University of Glasgow – 2-day Continuing Professional Development (CPD) course in “Strategic Management in the Public Sector”
www.gla.ac.uk/urbanstudies/CPD/index.html
- Various facilitated scenario planning and strategy development workshops offered by consultants, to support community planning, local economic forums, social inclusion partnerships, regional economic strategies in England and other collaborative strategy work.

PARTNERSHIP WORKING

- “Working Together Learning Together” is obviously the largest programme in Scotland in the area of enhancing partnership working across the whole range of partners organisations involved in SIPs. An evaluation is due to be published in the coming months. www.wtltnet.org.uk
- The Communities Scotland “Partnership Workbook – Detailed Guidance on Partnership Working”. Developed in conjunction with Eglinton in 2001-02 and currently being finalised and rolled out in Communities Scotland. Communities Scotland have also developed “Effective Partnership Working” courses and run them for their own staff and for staff of partner organisations on a regional basis. www.communitiesscotland.gov.uk
- Scottish Police College – Continuing Professional Development 1-day module in “Partnership Working” aimed at officers involved in Community Safety, Community Planning and other local partnerships. www.tulliallan.police.uk
- Centre for Management and Policy Studies “Understanding the Public Sector” programme - Aimed at helping departments, agencies and partners in local government and the NHS focus on ways to improve delivery of policy and services, on working effectively with others in the public sector and on outcomes. The programme includes opportunities to share information and innovation with others in the public sector, to work together using live case studies, and to visit organisations adopting new ways of working to deliver positive social outcomes www.cmps.gov.uk
- COSLA Sustainability Training Manual. Designed to assist councils and their community planning partners to prepare sustainability strategies and to integrate sustainability into their policies and programmes and into their dealings with their wider communities. www.cosla.gov.uk/index.asp?pageId=10001ADB9-11772721

- Health Education Board for Scotland - Open Courses in Partnership Working www.hebs.scot.nhs.uk
- Partnership by Design – process for assessment of partnerships and making the most of resources put into partnership working
- LEDQ (Local Economic Development Qualification) “Can we make partnership working more effective? – A 2-day event run in Glasgow for practitioners working in local economic development partnerships.
- Local Government National Training Organisation – “Developing Skills for Partnership Working” – interactive tool covering Leadership, Trust, Learning and Managing for Performance. Differentiates between individual and partnership development needs. [/www.lgnto.gov.uk/](http://www.lgnto.gov.uk/)
- TNT Modernising Government Partnership Award – Launched in 1999 at the invitation of the Cabinet Office. Open to all public sector bodies with a view to supporting the Government’s drive for continuous improvement and collaborative working. www.tntaward.co.uk/

PRACTITIONER SKILLS

- LEDQ (Local Economic Development Qualification) – a part-time Diploma or MSc course offered by distance learning or evening class. Partners are Glasgow, Napier and Abertay Universities. The course has modules in strategy development, project appraisal and monitoring and evaluation, with an economic development focus. <http://homepage.ntlworld.com/mike.galleitch/EnvPlan/cdetails/mscled.htm>
- University of Glasgow – Continuing professional development (CPD) 2-day courses in “Neighbourhood Regeneration and Renewal” and “Evaluation for Regeneration”. www.gla.ac.uk/urbanstudies/CPD/index.html Scottish Enterprise “Project Development Guidance” and Highlands and Islands Enterprise “Project Appraisal” training for staff. Likely to be updated in light of new strategic focus. www.scottish-enterprise.com/skills/
- Health Education Board for Scotland “Community Development in Primary Care” – Train the Trainers course. www.hebs.scot.nhs.uk

ENGAGING COMMUNITIES

- Scottish Economic Action for Development “Striking a Chord” programme – promoting the potential for community voice to influence change. Within a context of linking Scottish community awareness with global issues and international development. www.sead.org.uk/
- Working Together Learning Together - This initiative, involving a consortium of agencies, forms part of a Scottish Executive programme to encourage community capacity building and bring about a shift in culture in public sector bodies towards working with, listening to and empowering communities. It provides training courses

and briefings related to community participation, social justice, and partnership working as well as Intranet discussion fora. Training modules can be accessed on: <http://www.wtltnet.org.uk/sitepage.htm#training>

- Community Health Exchange –CHEX's principal purpose is to provide a resource to communities, which promotes and supports community development approaches in challenging health inequalities. Services include developing good practice in community development and health, and assessing training and development needs through seminars and other means. www.chex.org.uk
- Duthchas Project: The project, based in remote parts of rural Scotland, has developed step-by-step guidance for process of working with the community to develop a strategy for environmental, economic and social well being in the local community. CD ROM also available. www.dutchchas.org.uk
- Health Education Board for Scotland – Verona Initiative pilots. The Verona Initiative is a multi-partner venture bringing together political, business, academic and non-governmental leaders to explore, develop and extend understanding how social, economic and environmental factors impact on health and how using this understanding to better support partnership working in countries, regions and local communities. The Health Education Board for Scotland is involved in the piloting of work in Scotland.
- Working for Communities pathfinders – including joint training of officers and community activists in West Edinburgh to give them the skills to establish service level agreements.

GENERAL

- Wide range of degree and diploma courses at Scottish Universities in areas such as Urban Policy and Practice (Glasgow),
- University of Glasgow - CPD 2-day intensive courses in relevant areas such as community development.
- Secondments from key agencies into other partner organisations to foster mutual understanding and help mainstream partnership working. The concept is most advanced in the police and Communities Scotland. In the police secondments are common in the Community Safety Partnership area, with most forces seconding officers into local authorities

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