MAPPING OF LIFELONG LEARNING PROVISION IN SCOTLAND

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Commissioned by the Scottish Parliament Information Centre for the Enterprise and Lifelong Learning Committee

September 2001
EXECUTIVE SUMMARY

1 INTRODUCTION

2 DEFINITIONS: WHAT DO WE MEAN BY LIFELONG LEARNING?

3 PARAMETERS OF THE MAPPING EXERCISE
   Mapping as an ongoing process
   The scope of the map
   Learner Groups

4 FINDINGS
   1. ROUTES AND BARRIERS TO LEARNING
   2. THE MAP OF PROVISION
      Community Learning
      Scottish University for Industry (SUfI)
      FE Colleges
      Higher Education Institutions
      The Open University in Scotland
      Scottish Enterprise/Highlands and Islands Enterprise and Local Enterprise Companies
      Employment Service - The New Deals
      The National Training Organisations (NTOs)
      Work-based Learning (WBL)
      Social Inclusion Partnerships
      The Beattie Report and Inclusiveness Projects
      European Social Fund (ESF) and European Regional Development Fund (ERDF)
      The Scottish Trade Union Learning Fund
<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>E-Learning</td>
<td>39</td>
</tr>
<tr>
<td>Scottish Prison Service - Lifelong Learning in Prisons</td>
<td>40</td>
</tr>
<tr>
<td>Community Fund</td>
<td>41</td>
</tr>
<tr>
<td>New Opportunities Fund - Community Access to Lifelong Learning</td>
<td>42</td>
</tr>
<tr>
<td>Voluntary Sector</td>
<td>43</td>
</tr>
<tr>
<td>3. GLASGOW CASE STUDY</td>
<td>50</td>
</tr>
<tr>
<td>4. SURVEY OF NTOS</td>
<td>58</td>
</tr>
<tr>
<td>5. INDICATIVE FUNDING STREAMS FOR LIFELONG LEARNING IN SCOTLAND</td>
<td>63</td>
</tr>
<tr>
<td>– PER ANNUM</td>
<td></td>
</tr>
<tr>
<td>6. LOCAL ECONOMIC FORUM MAP OF PROVISION</td>
<td>64</td>
</tr>
<tr>
<td>5. ISSUES AND QUESTIONS ARISING FROM THE RESEARCH</td>
<td>203</td>
</tr>
<tr>
<td>6 SUMMARY FINDINGS FROM THE MAPPING EXERCISE</td>
<td>209</td>
</tr>
<tr>
<td>TECHNICAL APPENDIX</td>
<td>212</td>
</tr>
<tr>
<td>1. DEFINITIONS OF LIFELONG LEARNING</td>
<td>213</td>
</tr>
<tr>
<td>2. STUDY METHODOLOGY</td>
<td>215</td>
</tr>
<tr>
<td>3 DATABASE: SOURCES OF INFORMATION</td>
<td>219</td>
</tr>
<tr>
<td>4 REPORT REFERENCE SOURCES AND FURTHER READING</td>
<td>221</td>
</tr>
</tbody>
</table>
ACKNOWLEDGEMENTS

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MAPPING OF LIFELONG LEARNING PROVISION IN SCOTLAND

EXECUTIVE SUMMARY

INTRODUCTION

The Committee’s commissioning of a map of lifelong learning is a first for Scotland. Until now no such map has existed, albeit it that individual sectors have undertaken excellent and thorough work in mapping their own provision. (3.1)

The working definition of lifelong learning which the Enterprise and Lifelong Learning Committee is using, and which we are using for the purposes of this report is: (2.3)

“The development of structured learning opportunities for individuals of working age, and the continuous development of knowledge and skills aimed at enhancing the individual’s quality of life and society’s wellbeing.”

MAPPING AS AN ONGOING PROCESS

This mapping exercise is the beginning of a process of data gathering. The research provides an overall ‘snapshot’ of the provision of lifelong learning services for specific groups of learners in Scotland at a given point in time. Within this there are elements of useful baseline information which can be developed over time. The data is therefore provided in a form in the database which enables it to be built on and adapted to suit
various purposes. (3.3) The map will continue to be a changing and fluid one, but this is inevitable within a dynamic and progressive learning environment.

**FINDINGS**

The findings from the study fall under the following headings:

1. Routes and Barriers to Learning
2. The Map of Provision
3. Glasgow Case Study
4. Survey of National Training Organisations
5. Indicative Funding for Lifelong Learning
6. Local Economic Forums – Maps of Provision

**ROUTES AND BARRIERS TO LEARNING**

Knowledge about learning opportunities and how to access them is key to enabling learners to take up learning. A number of examples of routes and barriers to learning are given in the report. A common thread running through all the examples is the importance of the availability of impartial and informed guidance about education, work, and life choices, particularly for non-traditional entrants to post-school learning (4.4).

**THE MAP OF PROVISION**

The study mapped provision available through the following organisations and agencies:

- Community Learning
- SUfI – Learndirect Learning Centres
- FE
- HE
- Open University
- Scottish Enterprise/Highlands and Islands Enterprise and Local Enterprise Companies
- Employment Service – New Deals
- National Training Organisations
- Work-based Learning
- Social Inclusion Partnerships
- The Beattie Report and Inclusiveness Projects
- ESF/ERDF
- Trade Union Learning Fund
- E-Learning
Scottish Prison Service
Community Fund
New Opportunities Fund
Voluntary Sector

Community Learning

For the purposes of this mapping exercise we surveyed all 32 local authorities and asked them to complete a matrix of community learning provision within their area, whether or not it was provided by the local authority. Each local authority has its own definition of provision which would fall under the description of “community learning” and as such there is a degree of variation in the provision listed (4.1 and 4.2). Further and more detailed information than is offered in the printed version of the map is available from the Lifelong Learning Database which accompanies this report.

Further Education

There are 47 Further Education colleges in Scotland, many of which have multiple sites or work in multiple locations in the community. In academic year 1999-00 a total of 434,435 students enrolled on courses within colleges of further education in Scotland.\(^1\)

(4.24) Around 40% of entrants to higher education now come in through the FE route.\(^2\)

Higher Education

Participation rates in higher education in Scotland are high. 47% of Scots now enter higher education and over 170,000 students are enrolled on courses leading to qualification or credit at Scottish higher education institutions.\(^2\)

The Open University in Scotland

There are currently 13,850 students studying with the Open University in Scotland.

Access

Both the higher and further education sectors have made inroads into widening access for learning. There is a developing interface between FE colleges and universities as regards transfer of students. However, this interface remains patchy with the newer,

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\(^1\) SFEFC website
\(^2\) Universities Scotland, Facts and Figures.
post-1992 universities the most proactive in terms of forging collaborative links with the FE sector. (4.49)

**Skillseekers/Modern Apprenticeships and Training for Work**

At June 2001, 41,234 clients were participating in Skillseekers/Modern Apprenticeships and Training for Work.

**New Futures Fund**

Over 2000 clients had participated in New Futures at the time of its Interim Evaluation (4.68).

**Employment Service - The New Deals**

At the end of March 2001, there were 11,100 young people (18-24) on New Deal in Scotland (4.73). At the end of March there were 6,900 in the New Deal for 25+.

**Work-based Learning (WBL)**

At Spring 2001, there were a total of 397,000 or 13.9% of the working age population in Scotland receiving job related training.(4.92)

**Voluntary Sector**

We have not mapped the thousands of individual voluntary or community organisations throughout the country who are engaged in the sort of lifelong learning which may be described as “enhancing the individual’s quality of life”. We have focused on a number of specific voluntary organisations as case studies. (4.148)

**ISSUES AND QUESTIONS ARISING FROM THE RESEARCH**

From the analysis of the desk and field research a number of issues and questions arise. These address the following: (5.1)

1. Legislation and Entitlements
2. Fragmented Policy Framework
3. Departmental overlap

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3 Source: LFS, ONS Spring 2001
EMERGING ISSUES

There are a number of issues where it is anticipated there will be significant developments over the coming few years. These include: (5.2)

1. The role of e-learning
2. The role of e-guidance
3. A more co-ordinated framework of provision by the Scottish Executive
4. Increasing collaboration amongst umbrella organisations
5. A strategy for improving adult literacy and numeracy
6. The transformation of Scottish Homes into a new Executive Agency

SUMMARY FINDINGS FROM THE MAPPING EXERCISE
(section 6)

A major theme emerging from the mapping exercise is the absence of an evident national strategy for lifelong learning which is inclusive of all the major players and providers in the field. Overall it is not shortage of available lifelong learning opportunities, nor apparent lack of funding which has appeared as the most significant issue in this research but the lack of a planned, coherent and collaborative approach to the delivery of lifelong learning provision.

The lack of strategy is reflected in a degree of overlap and confusion in the provision of lifelong learning. This is particularly, but not solely, evident at community level where, in one part of one city different projects, courses, initiatives, and programmes - often targeting the same potential unemployed individuals and offering the same sort of provision - can be offered by a Social Inclusion Partnership, the Employment Service, the Local Enterprise Company, a voluntary organisation, an FE College, and a department of the local authority.

Whilst most if not all providers of lifelong learning would claim to put the learner and his or her needs at the heart of their provision, in many instances it appears to be factors other than the learners’ needs, for example the funding source or the regulations surrounding the targeting of the provision, which determine the ways in which learning is provided and delivered.

There is evidence from interviews during the mapping exercise that historical developments within particular sectors, or within particular funding regimes, or across
particular organisations or government departments, have led to circumstances which the providers themselves would not necessarily re-create had they the option of starting again from the beginning.

Significant amongst such developments is:

- The lack of a co-ordinated strategic approach to lifelong learning across all providers - including the Community Fund, the European Social Fund, NTOs, and Higher Education Institutions, as well as all other prominent key players.

- The lack of obvious differentiation, or rationale for sustained different provision, by Scottish Enterprise and Highlands and Islands Enterprise through the Training for Work programme and the Employment Service through the New Deal programmes.

- The somewhat confused and confusing use of age-related criteria to determine accessibility to support programmes funded for example through the Employment Service, Scottish Enterprise and the European Social Fund.

- The issue of the ongoing sustainability of 47 Further Education Colleges in a country of Scotland's size in the crowded and competitive market-place in which they are operating, particularly at community level.

- The continuing tendency of the older universities to be less flexible in encouraging wider access by non-traditional entrants to higher education.

- The sustained low participation rate of young women in Modern Apprenticeships.

The inquiry by the Lifelong Learning Committee offers the opportunity for some of these developments to be examined in an informed, objective and dispassionate manner.

Gaps in provision

In some of the more rural and island areas there is an apparent lack of access to learning, particularly FE and HE. In many areas this may be addressed in time with the continuing development of the UHI and of on-line learning, but there will remain infrastructure issues, for example in terms of transport and conversion or development of buildings.

There appears to be a major gap in the absence of a national agency supporting and co-ordinating locally based learning organisations which are either run by or targeted on different minority ethnic communities. This contrasts with the existence of such national agencies for a range of other specific learner groups – for example children and families, older learners, ex-offenders, people with disabilities and so on.
1 INTRODUCTION

1.1 In April 2001 Blake Stevenson Ltd was commissioned by the Scottish Parliamentary Corporate Body to undertake research into “Mapping the Support for Lifelong Learning across Scotland.” The exercise was completed in September 2001.

1.2 All aspects of lifelong learning fall within the competence of the Scottish Parliament. The devolved responsibility for vocational education and training is one of the factors that marks the Parliament out as more powerful than the German Lander. Within the Scottish Executive responsibility for lifelong learning lies with SE ELLD, while responsibility for community learning is in SEED. Lifelong learning provision is likely to be of some interest to many parts of the Executive, and to most of the Parliament’s policy committees.

1.3 The aims of the research were to:

♦ Identify groups of learners and to map the lifelong learning services available to them;

♦ Compare lifelong learning service provision across new Local Economic Forum areas in Scotland;

♦ Identify impact studies on lifelong learning services.

1.4 The research was carried out over a five month period. The methodology adopted in the study is outlined in the technical appendix. Time constraints within the study resulted in the work being focused on the first two of the above aims.

OUTPUTS

1.5 There are a number of outputs which comprise the map of Lifelong Learning Provision in Scotland. They include:

♦ A narrative report.

♦ An Access Database which contains the full data structure needed for a map of lifelong learning in Scotland.

♦ An Executive Summary of the report.

♦ A Powerpoint presentation of the significant outcomes from the mapping exercise.
Examples of physical maps of provision by local authority area.
2 DEFINITIONS: WHAT DO WE MEAN BY LIFELONG LEARNING?

2.1 There exists a range of definitions of ‘lifelong learning’, and to some extent these are in competition. Implementing agencies and funding bodies employ different concepts. Recent academic research suggests that there may be ten different models. These are listed in full in the Technical Appendix. The models identified are likely to have varying policy requirements and implications.

2.2 A useful overall picture of the main concepts or approaches to lifelong learning is contained in an article in Concept Magazine by Ian Martin of the Department of Community Education at Edinburgh University. This is expanded on in the Technical Appendix, but in essence, he makes the point that:

“If we are seriously interested in reconnecting lifelong learning with active citizenship and social inclusion it is this tradition of adult education and adult learning which we must seek to revive – and to cherish.”

2.3 The working definition of lifelong learning which the Enterprise and Lifelong Learning Committee is using, and which we are using for the purposes of this report is:

“The development of structured learning opportunities for individuals of working age, and the continuous development of knowledge and skills aimed at enhancing the individual’s quality of life and society’s wellbeing.”

2.4 It is important to note the complexity of the Committee’s definition. For example, for many citizens, ‘working age’ begins during early secondary school, and there is no universally-accepted retirement age. There are growing claims that people will have to work longer in order to finance pensions and the welfare system. Community educators would argue that lifelong learning is literally that – from the cradle to the grave.

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5 Martin I 2001 “Reconstituting the Agora: Towards an Alternative Politics of Lifelong Learning” in “Concept” Volume 11 No 1 pp 4 - 8
3 PARAMETERS OF THE MAPPING EXERCISE

3.1 The Committee’s commissioning of a map of lifelong learning is a first for Scotland. Until now no such map has existed, albeit it that individual sectors e.g. the FE sector, and some Community Learning Partnerships have undertaken excellent and thorough work in mapping their own provision.

3.2 It is important to be clear about what this map of lifelong learning is, and equally what it is not.

Mapping as an ongoing process

3.3 This mapping exercise is the beginning of a process of data gathering. The research provides an overall ‘snapshot’ of the provision of lifelong learning services for specific groups of learners in Scotland at a given point in time. Within this there are elements of useful baseline information which can be developed over time. The data is therefore provided in a form in the database which enables it to be built on and adapted to suit various purposes.

The scope of the map

3.4 The definition of lifelong learning adopted by the Committee covers an enormous range of opportunities and providers. At one time “lifelong learning” might have been understood to be learning offered through FE, HE, or through the community education department of a local authority. The map which we have drawn demonstrates the breadth of organisations and institutions which are now engaged in lifelong learning but even within this map we have not covered in detail all the potential providers.

3.5 Within this mapping exercise we have focused on the major providers of lifelong learning, and at a more pragmatic level, on what data it was realistic to be able to gather within the timescale available.

3.6 This exercise has mapped the range of provision, and where possible, has also mapped the quantity of provision. It was not the purpose of the exercise to examine either the quality of the provision, or the demand for provision, although we have collected a significant amount of data which is the starting point for an assessment of the fit between supply and demand across the LEF areas. Some of the issues related to the data gathering exercise are given in the technical appendix.
Learner Groups

3.7 The major learner groups in which the Committee has expressed an interest are those in employment who are participating in learning, and those who are unemployed and participating in learning. In addition to mapping this general provision, the Committee was interested in enquiring into provision for the following specific learning groups:

- Older Learners
- Non-traditional FE/HE entrants
- Individuals facing redundancy
- Disabled people
- Individuals from Minority Ethnic Communities
4 FINDINGS

The findings from the study are set out under the following headings:

7. Routes and Barriers to Learning
8. The Map of Provision
9. Glasgow Case Study
10. Survey of National Training Organisations
11. Indicative Funding for Lifelong Learning
12. Local Economic Forums: Maps of Provision

1. ROUTES AND BARRIERS TO LEARNING

4.1 The following examples demonstrate a number of possible routes to post-school learning open to individuals at different stages in their lives and in differing circumstances. They also highlight the potential barriers which might prevent individuals from accessing and progressing through learning.

4.2 Knowledge about learning opportunities and how to access them is key to enabling learners to take up learning. This is particularly true for individuals who have not continued on into Further or Higher Education directly after school. Allied to the availability of information and advice is the availability of financial support for potential learners, particularly for those who have dependants.

4.3 Encouragement and positive support is also essential to assist people to have the self-confidence to take up learning.

4.4 A common thread running through all the examples therefore is the importance of the availability of impartial and informed guidance\(^6\) about education, work, and life choices, particularly for non-traditional entrants to post-school learning.

4.5 The examples given overleaf offer some possible scenarios open to the individuals concerned. They are not intended to suggest that these would be definite or inevitable outcomes for individuals in the situations given.

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\(^6\) For further information on types of adult guidance workers and their qualifications see: “Training and Qualifications for Adult Guidance Workers” Blake Stevenson Ltd, 2000
**Routes to Learning: 1**

**16 year old boy/girl**

**Qualifications:**  
- 2 Standard Grades:  1 at General Level  
- 1 at Foundation Level

**OPTIONS AVAILABLE**

- **Stay on at school for 5th year**
  - no universal maintenance allowance
  - possibly leave school at Xmas
  - fewer Skillseekers choices
  - possibly unemployed or low skill employment

- **Employed Skillseekers (Rate for job)**
  - Guaranteed skills training
  - SVQ 2/3
  - HNC/D
  - 2nd year of degree

- **Employment**
  - Possibly higher wage than Skillseekers
  - No guaranteed skills training
  - Possible time off for study
  - 2nd year of degree at university

- **Unemployment**
  - No benefit entitlement for 16 and 17 year olds
  - Possible hardship fund if severely disadvantaged
  - Possible community/voluntary organisation support project

**Possible Barriers to Learning:**  
- Lack of awareness of FE
- Lack of funding support
- Lack of encouragement/aspiration
## QUALIFICATIONS - HOW THEY COMPARE

<table>
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<th>National Qualifications</th>
<th>Further and Higher Education</th>
<th>Scottish Vocational Qualifications</th>
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*Source: Learndirect Scotland*
Routes to Learning: 2

**30 year old woman, no previous qualifications**
- 1 pre-school child
- 1 child at school

**OPTIONS AVAILABLE**

**Employment**
- probably part time
  - low pay
  - low skills
  - few career prospects
  - no childcare

**Community-based Learning, e.g. adult basic education**
- Return to study / Women onto Work course
  - Higher Education Access Course at FE College
  - University

**Community-based Learning e.g. Women's Training Centre**
- SVQ or HNC/HND
  - FE/HE Institution

**Community-based Learning**
- Employment with training/learning

**Possible Barriers to Learning:**
- Pre-existing debt
- Lack of funding
- Lack of childcare provision/funding
- No college timetable in advance
- Insufficient guidance/support in advance and on course
- Lack of responsive learning and teaching styles in FE/HE
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*Source: Learndirect Scotland*
Routes to Learning: 3

**24 year old unemployed male**

**SVQ 2 – (construction)**

**OPTIONS AVAILABLE**

- New Deal
  - Gateway
  - Employer Placement
    - Environment Task Force
    - Voluntary Organisation
      - 6 months
    - Employment

- Employment
  - relatively low skill, low paid
  - opportunity for further learning variable
  - no statutory rights to work-based learning or time off for learning

- Higher Education Access Course – FE
  - College/University
  - Employment
  - Customised training – possibility of VQ

**Possible Barriers to Learning:**
- Pre-existing debt
- Image/experience of government programmes
- Unwillingness to re-enter education system
- Focus on employment/wage as priority
- Lack of funding for education
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Source: Learndirect Scotland
45 year old male, married - 2 children

Craft qualifications, made redundant from shipbuilding - facing redundancy from electronics industry

OPTIONS AVAILABLE

- Short-term I.T. Course (funded by LEC)
  - Employment

- Higher Education Access Course
  - University - professional training e.g. teaching
    - Employment

- Business Start-up Course
  - Self employment

- Employment - no further teaching / training
  - Possibly low paid, insecure employment
    - New Deal for 25+
      - Employment

Possible Barriers to Learning:
- Age
- Requirement to earn money - financial commitments
- Lack of funding
- Lack of motivation
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*Source: Learndirect Scotland*
2. THE MAP OF PROVISION

4.6 The following sections offer brief profiles of each of the sectors which are covered within the database. More detailed information on all the sectors covered, along with details of sources for further information has been provided to the SPICE researchers.

4.7 This part of the report covers the following:

- Community Learning
- SUFI – Learndirect Learning Centres
- FE
- HE
- Open University
- Scottish Enterprise/Highlands and Islands Enterprise and Local Enterprise Companies
- Employment Service – New Deals
- National Training Organisations
- Work-based Learning
- Social Inclusion Partnerships
- The Beattie Report and Inclusiveness Projects
- ESF/ERDF
- Trade Union Learning Fund
- E-Learning
- Scottish Prison Service
- Community Fund
- New Opportunities Fund
- Voluntary Sector
Community Learning

4.8 Since the publication of the Osler Report\(^7\) in 1998, community learning and development is the term which has begun to replace the term “community education” across the range of providers working in this field. The Working Group chaired by Douglas Osler HMSCI, which produced the report, had the following aim:

“To consider a national strategy for community based adult education, youth work and educational support for community development in the light of Government priorities in relation to social exclusion and lifelong learning and advise Ministers on future arrangements.”

4.9 Community learning and development has been defined in a recent paper\(^8\) as:

“work with individuals and groups which is based in communities and developed in dialogue with them. It identifies and organises activities that strengthen communities and promote personal growth.”

4.10 Community learning and development is also the term used by Paulo (the National Training Organisation for this sector), which encompasses community based adult education, community work/community development and youth work. There are approximately 50,000 staff, both paid and volunteer, in the sector.

4.11 A major outcome from the Osler Report was the call for the introduction of cross sectoral working across central and local government. At local government level this tied in with the Community Planning approach and resulted in Government Circular 4/99 which led to the introduction of Community Learning Strategy Partnerships across Scotland. These Partnerships are based on local authority boundaries and it is usually the local authority which is the lead player in the partnership. Other members come from a range of areas including the LEC, the Health Board, FE, HE, the voluntary, and the SIP where there is one. Each Partnership was tasked with producing a Community Learning Plan for its area.

4.12 At national level, there is now an Inter-Departmental Depute Ministers Group, made up of the Education, Lifelong Learning and Development Department ministers, plus there is a joint Scottish Executive/COSLA Task Group, comprising representatives from central and local government and the voluntary sector, advised by Community Learning Scotland. Both

\(^7\) 1998 Osler, D. HMSCI “Communities Change through Learning” The Scottish Office
\(^8\) 2001 Patrick, F. “National Review of Training”
these groups aim to “join-up community learning and development policy at national level”.

4.13 This cross departmental working is essential since, for example, Community Learning Scotland which is the main advisory body to Government in this area, is sponsored through the Education Department, and yet lifelong learning is situated within the Enterprise and Lifelong Learning Department, with “communities” and “social inclusion” sitting within the Development Department.

4.14 The interdisciplinary and integrated approach to policy development and planning in the area of community learning and development is at a relatively early stage and will need time to feed through into the structures and delivery mechanisms at both national and local level

Community Learning Matrices

4.15 For the purposes of this mapping exercise we surveyed all 32 local authorities and asked them to complete a matrix of community learning provision within their area, whether or not it was provided by the local authority. Some local authorities also supplied us with physical maps of provision. From the matrices returned we have produced a summary of provision which gives a picture of the type and amount of provision offered to specific target groups within a local authority area.

4.16 Each local authority has its own definition of provision which would fall under the description of “community learning” and as such there is a degree of variation in the provision listed.

Community Learning Centres

4.17 Local authorities provided a list of the learning centres within their areas and these have been entered onto the database. As with the providers’ matrix, each local authority defines for itself a “learning centre” e.g. this could be a school, a library, a village hall where classes are run etc.
Scottish University for Industry (SUfI)

4.18 The Scottish University for Industry is the national flagship for lifelong learning. SUfI is not a direct provider of learning. SUfI’s principal functions are to act as a broker for learning and to develop new learning opportunities which will:

- Develop and enhance the skill base of Scotland’s workforce
- Improve the performance and competitiveness of small businesses
- Help to combat social and geographic exclusion
- Link learning to life and work in ways which are meaningful and challenging

4.19 SUfI’s services are promoted under the brand name of Learndirect Scotland. Learndirect Scotland runs a national database of learning opportunities available through public, private, and voluntary sector organisations.

Learndirect Scotland Learning Centres

4.20 Learndirect Scotland has contracted with a range of learning centre providers to offer high quality learning provision.

4.21 Many of the Learndirect Learning Centres are existing local authority learning or community based centres but the list is wider and encompasses a greater range of providers.

4.22 Within the database accompanying this report we have inputted the learning centres which have SUfI/Learndirect approval. This is a continuously changing picture since new centres are constantly being approved and the data is continuously being added to.

4.23 The Learndirect database does not cover the full range of provision which might come under the Committee’s definition of lifelong learning. Very local and short term provision is not as yet covered, or if it is, it is not easily accessible. For example a “browse” search of courses in the Learndirect website for “women returners courses”, “access courses” or “Basic IT” does not find any provision, although we know from responses in the local authorities matrices that such provision does exist at local level.
**FE Colleges**

4.24 There are 47 Further Education colleges in Scotland, many of which have multiple sites or work in multiple locations in the community. Most of the colleges are incorporated bodies, though there remain local authority colleges in the Northern Isles, and a few are run by trusts. The proportion of students who participate in further education courses is high. For example, in academic year 1999-00 a total of 434,435 students enrolled on courses within colleges of further education in Scotland.\(^9\) The Scottish Further Education Funding Council SFEFC was created in July 1999 and has a range of functions including: responsibility for funding Scotland’s further education colleges; monitoring the financial health of the sector; offering guidance to colleges; and advising the Secretary of State on funding matters.\(^10\)

4.25 The Scottish Further Education Funding Council has produced an extremely useful and detailed CD-ROM\(^11\) which provides comprehensive information on each of the 47 FE colleges.

4.26 The data contained in the database is limited to identifying the FE colleges by Local Economic Forum area and to providing the total number of students.

4.27 In so far as lifelong learning is about work-related learning and gaining qualifications, the majority of SVQ provision is delivered by colleges.

4.28 A high proportion of the growth in HE participation rates is made up of HND students in FE colleges who progress into HE at year 2 or 3 of a degree course. This is possible because it is, for example, less expensive for a student from the Borders to do an HND at an FE college and then travel away to university than it is to spend a full three or four years at a university. (Heriot Watt University does have a campus in the Borders but clearly student choice would then be limited to that HEI).

4.29 FE is much better (than the universities) at attracting “non traditional” learners, i.e. older learners, women returners, unemployed adults, part-time students. This is partly because of the historical links between FE colleges and their local employers and communities; partly because of the geographical access to FE – e.g. until relatively recently in the Borders and Dumfries and Galloway there was no local university; and partly because of increasing collaboration and partnership links between the FE sector and the community learning sector e.g. through outreach work into local communities undertaken by many FE colleges.

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\(^9\) SFEFC website
\(^10\) SFEFC website, The Work of SFEFC.
\(^11\) SFEFC 2000 “Review of the Supply of and Demand for Further Education in Scotland” CD-ROM
4.30 Although FE is better than HE at attracting non-traditional students, there are still significant numbers of potential students, in particular those who are described as socially excluded, who lack the confidence or awareness to approach a Further Education college.

4.31 Whilst there has been an element of FE/Community Education collaboration in providing locally based education for many years, (particularly in the former Strathclyde Region) over the past few years the focus on such collaboration has increased substantially. According to the SFEFC research, 90% of FE colleges currently use locations in the community, covering schools, libraries, community centres and flats. This increase in community based learning is partly because of the Scottish Executive’s focus on social inclusion and in attracting non-traditional learners into learning, partly because the funding structure for FE has allowed and encouraged a substantial increase in the amount of Community Based Adult Learning provision offered by FE colleges - usually working in close collaboration with the community and voluntary sector, and partly because the FE sector has, after a shaky start in some areas, adopted some of the key learner- centred and flexible pedagogic approaches which characterise the best of community learning. Most colleges now emphasise flexibility, with all modes of access available, and many colleges operate their community based centres weekdays and evenings and at the weekend.

4.32 As a strategy for attracting non-traditional learners this collaborative process offers the twin benefits of the community and voluntary sector identifying and encouraging learners to access locally based provision, whilst also ensuring that the learners can undertake courses leading to recognised qualifications. It also supports and encourages learners to then have the confidence to progress to a formal institution. Around 40% of entrants to higher education now come in through the FE route.

**Higher Education Institutions**

4.33 There are currently fourteen universities in Scotland, two art schools, one conservatoire, one college of higher education, one university college and a teacher training college.\textsuperscript{12}

4.34 Participation rates in higher education in Scotland are high. For example, 47% of Scots now enter higher education and over 170,000 students are enrolled on courses leading to qualification or credit at Scottish higher education institutions.\textsuperscript{13} The distribution of funds within the higher

\textsuperscript{12} Universities Scotland, Facts and Figures.

\textsuperscript{13} Universities Scotland, Facts and Figures.
education sector is co-ordinated by the Scottish Higher Education Funding Council (SHEFC).

4.35 SHEFC was created in June 1992 under the Further and Higher Education (Scotland) Act to distribute funds to support teaching and research in HEIs and securing that provision is made for assessing the quality of higher education supported by the Council. It has allocated a total of £672,534,000 in funding during the academic year 2001-2002.¹⁴

The Open University in Scotland

4.36 The Open University in Scotland enables students to study a wide range of higher education courses on a part-time basis in their own local areas. There are currently 13,850 students studying with the Open University in Scotland. Of this number, over 2,000 students are studying with the Open University in the Highlands and Islands. The Open University in Scotland offers courses in a wide range of subjects with maths, computing technology and social science proving the most popular.¹⁵ In addition, there are 162 students on ‘Openings’ access courses which are co-ordinated by the Open University in Scotland.

4.37 The student profile as regards the Open University in Scotland is as follows:

- Just under half of the OU’s students in Scotland are female
- The largest proportion of students (22%) is in the 35-39 years age group
- Almost one third of the students joining the Open University in Scotland do so without the necessary qualifications for entry to conventional universities.¹⁶

4.38 The OU in Scotland is currently working with Scottish Further Education colleges to enable students with an HNC or HND to progress to OU degree level study. As part of this programme, it has produced Guides to Degree Progression in conjunction with Aberdeen college and Borders college.

The University of the Highlands and Islands Millennium Project

¹⁴ Circular Letter HE/09/01.
¹⁵ Open University in Scotland website.
¹⁶ Open University in Scotland website.
4.39 The University of the Highlands and Islands Millennium Project is an ongoing development which is designed to widen access to higher education in the locality. It operates through a collegiate structure and has a range of academic partners in the form of further education colleges throughout the Highlands and Islands. UHI operates range of access courses including part-time courses in study skills and personal development and a one year full-time access programme.

**Access to Further and Higher Education**

4.40 There are currently three main ways to encourage access to further and higher education in Scotland by students other than direct school leavers entrants, and by students from areas or family backgrounds who might not traditionally have entered HE. These include:

- The Scottish Wider Access Programme (SWAP).
- Individual Access Programmes run by higher education institutions.
- Courses offered by colleges of further education.

**The Scottish Wider Access Programme (SWAP)**

4.41 This programme is comprised of three regional consortia designed to provide alternative routes into education for adults who do not possess the formal qualifications required to enter college or university. These programmes vary in their scope but share a commonality of purpose in that they are designed to build the confidence and develop the core skills of students thereby enabling them to become independent learners.

4.42 In total, over 1100 students participate in the SWAP East and West programmes annually and this guarantees them a place in higher education. Most of these programmes are undertaken within further education colleges and can range from primary school teaching to tourism and hospitality. An overwhelming majority of HEIs (approximately 85%) are members of SWAP and approximately 90% of HEIs have taken SWAP students onto degree courses.

**Access Programmes run by Higher Education Institutions**

4.43 The vast majority of HEIs run some form of access programmes. For example, the University of Dundee has undertaken an access programme titled ‘New Opportunities – Return to Study’ for over twenty years. Glasgow Caledonian University runs a part-time access programme to

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17 Access to Achievement, A Guide to how the Scottish Higher Education Sector is Promoting Social Inclusion.
enable students to enter programmes of science, engineering and technology. Other universities run their access programmes jointly with further education colleges. For example, the University of Edinburgh has implemented its access programme with Stevenson College for over ten years.

4.44 In addition, the majority of universities in Scotland (approximately 60%) run summer schools designed to provide mature and otherwise non-traditional students with routes towards further study by enhancing their study skills.

Courses offered by colleges of further education

4.45 A further vital element of encouraging wider access to learning is provided through the wide range of vocational and non-vocational courses offered by colleges of further education. The further education sector has been relatively successful in attracting mature students with, for example, 55% of vocational enrolments in FE in 1997-98 being made by students aged 25 and over. The significance of FE in relation to accessing higher education is illustrated by the fact that 40% of Scots entering full time higher education in Scotland do so via an FE college. Indeed, a large proportion of the growth in higher education participation in Scotland is made up of Higher National Diploma students in FE colleges.

Access and the FE/HE Interface

4.46 Considerable work has been undertaken by both the further education and higher education sectors in relation to widening access to learning in Scotland. Notwithstanding these developments, there appear to be important gaps in relation to the focus of access provision within the higher education sector in particular. This is illustrated in the findings of Credit Transfer at the FE/HE Interface: Widening Opportunities, a research report for SHEFC which was published in November 2000.

4.47 The report indicated that those central institutions which were awarded HE status after 1992 are adopting a more promotional based approach to recruitment from FE colleges, whereas traditional Higher Education Institutions still focus on schools' liaison. Similarly, post 1992 HEIs were found to offer more flexible delivery modes and provide students with more generous credit and transfer arrangements. The report concludes that:

“The number of students currently progressing from FE colleges with credit to undergraduate programmes in traditional HEIs is relatively small. Where this has occurred, HEIs have collaborated
with FE colleges in areas of joint interest and have largely been motivated by a decline in student numbers” (p.8).

4.48 More recently, SHEFC and SFEFC (in collaboration with Scottish Enterprise and Highland and Islands Enterprise) have begun to investigate how to take a more strategic approach to the issue of lifelong learning. In Learning for Life: A Joined-Up Approach: Action Plan in response to the Report of the Joint Lifelong Learning Group, published in July 2001, recommendations are made in relation to a range of issues, including the following:

- Establishing lifelong learning pathways
- Clear routes to funding
- National partnership
- Regional/Partnership

Summary

4.49 Both the higher and further education sectors have made inroads into widening access for learning. In this respect, the further education sector has acted as a significant catalyst for encouraging participation on the part of ‘non-traditional’ learners (mature students, etc). The vast majority of HEIs are also engaged in widening access through a range of in-house programmes of varying length and structure. Moreover, there is a developing interface between FE colleges and HEIs as regards transfer of students. However, this interface remains patchy with post-1992 universities the most proactive in terms of forging collaborative links with the FE sector.

Scottish Enterprise/Highlands and Islands Enterprise and Local Enterprise Companies

4.50 The data contained in the map covers information obtained from SE, HIE and individual LECs on their major programmes i.e. Skillseekers and Training for Work. It also covers information on additional areas of responsibility such as Careers Scotland, Lifelong Learning Support for SMEs, Individual Learning Accounts (ILAs), Lifelong Learning and Responding to Redundancy, and the New Futures Fund Initiative.

Local Enterprise Companies (LECs)

4.51 Twenty-two LECs were established as the means of securing the local implementation of the Scottish economic development legislation of 1990
which set up the two executive Non-Departmental Public Bodies (NDPBs), Scottish Enterprise (SE) and Highlands and Islands Enterprise (HIE). The LECs are constituted as companies, and are required to have a majority of the members of their boards from the private sector.

4.52 The SE network has recently been restructured to provide greater central support and co-ordination. The HIE network was characterised from the outset by generally small LECs which were more dependent on Highlands and Islands Enterprise.

4.53 Initially the LECs inherited the training responsibilities of the former Training Agency, principally the so-called ‘volume’ programmes for the unemployed. They continue to have responsibility for Skillseekers and Training for Work.

4.54 They are contracted by the Employment Service to secure New Deal training provision which they do by sub-contracting with providers. They provide funding for Modern Apprenticeship and Skillseekers and Skillseekers Special Training Needs provision. They provide some training for SMEs. Some LECs, for example Scottish Enterprise Glasgow, have developed and implemented local lifelong learning strategies. All LECs have a responsibility for social and economic inclusion and as such for supporting access to learning opportunities. The element of their budget which is devoted to this area varies from LEC to LEC.

4.55 Modern Apprenticeship (MA) and Skillseekers focus on 16 – 18 year olds, although it is possible for older people to be MAs. MA was introduced by the Conservatives in the mid-1990s. At that time SE and HIE were implementing a new approach to youth training called Skillseekers. MA was implemented within Skillseekers to avoid having competition between the two programmes.

4.56 The National Audit Office enquiry into Skillseekers found that in 1998/99 £79.5m was spent on Skillseekers. It was however critical of the poor links between training provision and economic development needs. In 1999, the Chancellor of the Exchequer announced a target of 20,000 MAs by 2003.

4.57 The implementation of MAs requires a complex set of relationships between LECs, NTOs and employers. The process is overseen by the Modern Apprenticeship Implementation Group.

4.58 Training for Work is the LECs' volume training programme for adults, although numbers on this programme have decreased substantially following the introduction of the New Deal programmes. Training for Work is targeted on individuals over 18 who are long term unemployed. It has been re-vamped to make it a more flexible programme and, amongst other issues, to target core skills development and sustainability in employment.
Careers Scotland

4.59 Careers Scotland is the result of a review of the Careers Service. In April 2002, it will be launched to provide an all-age service through a structure that is aligned with the LEC networks. It will bring together some 80 organisations in Careers Service, Adult Guidance Networks, Local Learning Partnerships and Education Business Partnerships. Action to improve productivity at local level will be a key concern for Careers Scotland.

4.60 Transitional teams are in place to develop the new arrangements. SE and HIE will be responsible for the function, management and operation of the service, and each LEC network will have a senior executive for this role. There will be Local Advisory Boards based on the LEC areas.

4.61 A Ministerial Joint Supervisory Group has been set up with representatives from ADES, COSLA, CBI Scotland, STUC, SCONTO, ASC, Universities Scotland, SUfI and the SQA.

Individual Learning Accounts (ILAs)

4.62 ILAs are available in principle to all people in work. An ILA is a virtual account for paying for education and training. The individual contributes £25, to which the LEC adds £150. Additional funding may be made available for members of priority groups. The employer may also contribute. The target is to achieve 100,000 ILAs at a public expenditure cost of £22m. The administration of the scheme is being handled through Learndirect.

4.63 There are as yet no comprehensive details on who is accessing ILAs and for what type of support. The conditions attached to applying for ILAs are extremely open and anecdotal evidence suggests that many individuals who understand and are comfortable with accessing lifelong learning provision regard ILAs as an extremely low-priced way of accessing personal learning courses eg language or IT courses.

Lifelong Learning and Responding to Redundancy

4.64 All LECs are in PACE teams set up to ensure quick response to redundancy. The learning response is primarily through Training for Work (TfW) for which the LECs are responsible. The criterion of unemployed status for 6 months is dropped in cases of major redundancy, and where redundancy is a result of the foot and mouth epidemic.
New Futures Fund

4.65 Within the general field of social exclusion there is considerable and growing provision of lifelong learning. Within this study we have concentrated on mapping instances where lifelong learning related to social inclusion (e.g. in areas of health provision or homeless services) is linked to learning towards employability. Examples of this might be through drugs agencies or homeless organisations helping individuals back into further education.

4.66 The NFF is run centrally by Scottish Enterprise and Highlands and Islands Enterprise and is targeted on assisting those most excluded in society to progress towards social and economic inclusion.

4.67 Most of this type of provision is currently funded through the New Futures Fund and we have included all New Futures projects within our map. At a future stage it might be useful to contact all the Drug Action Teams and all Homeless Agencies/Rough Sleeper Initiatives to enquire into any provision they might offer which could constitute “lifelong learning”.

4.68 The New Futures Fund will come to the end of its first three year phase in March 2002, and the Minister for Lifelong Learning has recently announced funding of the second three year phase. The Scottish Executive approved the Initiative in 1998 because there was a recognition that there were individuals who were not able to access or benefit from “mainstream” support e.g. Skillseekers, Training for Work or New Deal. In the first phase the Fund received total funding of around £15 million. Over 2000 clients had participated in New Futures at the time of its Interim Evaluation in 2000.\(^\text{18}\) Of the 626 clients who have moved on from NFF whose destinations are known, 13% have gone into jobs, 18% into FE, 9% into a government programme, 6% into voluntary and 4% into pre-vocational training. A further 12% have moved onto other softer positive outcomes e.g. moving into detoxification or rehabilitation.

4.69 For many clients this involves guidance and support towards both informal and formal learning opportunities as a way back into employment. Some interesting and innovative developments are being supported by the Fund, for example the customising of an FE course in construction skills for Travellers and Gypsies to suit the particular skill and lifestyle needs of the learners.

Employment Service - The New Deals

4.70 Several New Deal programmes have been introduced since 1998 under the government’s welfare to work strategy. They have been developed to improve the employability of different categories of unemployed people. Whilst there is only one specific New Deal dedicated to learning – the Full Time Education and Training option for 18 – 24 year olds - all of the New Deals relate to lifelong learning in that there is usually some element of learning or training activity, albeit in some instances informal learning, in New Deal provision e.g. in environmental improvement work or in work placement with employers or work in a voluntary organisation. One general issue is improving the quality of links between the New Deals and other forms of learning opportunities or provision through enabling individuals to access high quality professional adult guidance.

New Deal for Young People

4.71 The New Deal for Young People aged 18-24 is the oldest and largest of these schemes. It was introduced in 1998, with the Employment Service running the scheme through 23 delivery areas (the LEC areas plus West Lothian). Each delivery area is overseen by a partnership. Employment, and therefore the structure and operations of the New Deals is a reserved area but there is within the Scottish Executive, an advisory Scottish New Deal Task Force.

4.72 The New Deal offers a tailored Gateway, which may last up to 4 months, followed by one of four options. After the options there may then be a follow-through stage. Failure to participate or dropping out may attract benefits sanctions.

4.73 At the end of March 2001, there were 11,100 young people on New Deal in Scotland (50% were in the Gateway, 34% were on options and 19% were on follow-through.) Between 1998 and March 2001, there were some 70,000 starts. The New Deal incorporates processes for monitoring and review.

4.74 The main structured learning opportunity in New Deal is the fulltime education training option which is provided by FE colleges and by private training providers. A study of this option has been undertaken\(^{19}\) which

\(^{19}\) “New Deal in Scotland; A study of the full-time Education and Training Option n Scottish Colleges and Private Training Providers: Report to the New Deal Education and Training Working Group” Scottish Executive May 2000
shows that the rates for non-completion amongst New Deal students were higher than the average for FE students. FE colleges reported almost half the students did not gain their qualification, whilst the non-completion rate with private training providers was about 60%.

**The New Deal for 25+**

4.75 This is similar in structure to the youth scheme. It is aimed at those who have been out of work for 18 months. Up to the end of March 2001 there were 37,500 starts in Scotland, with 6,400 of these going on to jobs. At the end of March there were 6,900 in the scheme, 87% in the Advisory Process, 5% in Training for Work, and 3% in subsidised employment.

4.76 31% of participants are over 50, and 86% are male. 54% of those who leave the Advisory Process return to claim JSA without taking up a New Deal option.

**The New Deal for 50+**

4.77 The population is small 8,900 in April 2001. It is falling more slowly than in the rest of the UK. The New Deal for 50+ is voluntary and available to unemployed people over 50 who have been claiming benefit for 6 months. £750 may be available for training, although there is no full-time training option. The scheme aims to achieve 4,100 positive job outcomes in Scotland in its first year.

**The New Deal for Lone Parents**

4.78 This is a voluntary scheme aimed primarily at unemployed lone parents whose youngest child has reached school age. Advice, job search support, childcare, and some of the costs of training are available. Most training is provided through Training for Work, although numbers are low 250 in the last year. 21,300, have participated in Scotland of whom 19,960 were women. Some 7,800 have gone into jobs.

**The New Deal for Partners**

4.79 This is a fairly new scheme which targets the partners of unemployed people. It is designed to help the partners of long-term unemployed people to find work if they so desire. As with the New Deal for Lone Parents assistance is given in the form of advice, job search support, and training costs.
The New Deal for Disabled People

4.80 This is a new scheme. One of the pilots is in Lanarkshire.

4.81 From April 2002, the Employment Service will have responsibility for all work based learning for people over 25 who are or who have been out of the labour market for a variety of reasons.

4.82 Central to this provision will be the re-vamped New Deal 25+. The potential clients for courses of up to 52 weeks include:

- Partners of people continuously unemployed for 26 weeks
- Qualifying participants in New Deal for Lone Parents and New Deal for disabled people
- Returns to the labour market
- Refugees
- People over 25 who are referred by their Personal Adviser

4.83 People out of work for 26 weeks or more will have two options: job-focused training courses of up to 6 weeks, and basic employability training.

The National Training Organisations (NTOs)

4.84 National Training Organisations (NTOs) are UK-wide government recognised bodies responsible for identifying and addressing the skills, training and education needs of UK industry, and for setting national occupational standards of competence. Employer-led organisations, NTOs represent virtually all sectors of the economy. With employment remaining a reserved power, control and funding of the NTO network currently lies with Westminster, however, NTOs have a responsibility to meet the lifelong learning and skills agenda and priorities within each of the four national administrations. NTOs have been allocated £1.5 million for Scottish operations over the next three years, against a total UK funding allocation of £45 million.

4.85 For the purposes of this mapping exercise we undertook a survey of a small sample of NTOs and the analysis of this survey is given at section 4 of the Findings.

4.86 There are currently 73 NTOs, most of which have UK-wide coverage. The NTO network is the latest attempt by government to create effective industry-focused training bodies, within the traditional British voluntarist approach to training. The Scottish Council of National Training
Organisations (SCONTO) is the umbrella body for NTOs as they operate in Scotland.

4.87 Of the NTOs, 21 have representation in Scotland with at least one employee, and a further 20 employ a consultant to represent their NTOs on a part-time basis. Some of these consultants also provide training. This can, potentially lead to a degree of confusion as to the role of the NTO and training body/consultant.

4.88 Whilst the majority of NTOs have a sectoral focus, a number are cross-sectoral, representing employment functions and occupations which span across all sectors, for example covering employment, administration and management. With regards cross-sector NTOs, there are evident difficulties in engaging effective employer involvement. The need to increase the strategic capability of the NTO network is widely recognised and has culminated in a review of its structure by the four national government administrations. The outcomes of this review which are to be announced later in September, is likely to result in a streamlining of the NTO network.

4.89 NTOs have an important role in developing and implementing National Occupational Standards, Modern Apprenticeship Frameworks, and gathering and responding to labour market research. They are also involved in a wide range of work-based training-related and promotional activities, although despite their name are not primarily ‘training’ bodies.

4.90 There are three NTOs with NDPB status, namely the Construction Industry Training Board (CITB), Engineering Construction Industry Training Board (ECITB) and the Seafish Industry Authority; as such these NTOs have a statutory duty to raise levies from their respective industries to fund their own operations and training activities.

4.91 NTOs are currently formally recognised for three years by DfES in conjunction with the other three national administrations, based on strict criteria and guidelines which are updated each year. The NTO National Council (NTO NC) represents the NTO network in England and is a sister organisation to SCONTO.

Work-based Learning (WBL)

4.92 WBL is mainly available to people in full-time employment although there is increasing pressure on employers, under equal opportunity legislation, to offer learning opportunities to part-time workers. With the introduction work based vocational qualifications – principally SVQs – the opportunity for individuals in employment to gain formal certificates without having to take sustained time off to attend college has increased.
4.93 At Spring 2001\(^20\), there were a total of 397,000 or 13.9% of the working age population in Scotland receiving job related training. 12% (172,000) of working age males received training and 16% (213,000) of working age females. Across the country, males were most likely to be receiving job related training in Dunbartonshire and Fife, and least likely to be receiving such training in Argyll and Bute and Grampian. Females are most likely to receive job related training in Fife and Grampian, and least likely to receive such training in Ayrshire and Lanarkshire. There is no obvious reason for this pattern of distribution.

4.94 Many college, university and other courses involve work placements, and training programmes for the unemployed and use subsidised jobs and work for that purpose. The SFEFC research already quoted, reports that FE College provision in work-based locations tends to focus on SVQ levels II and II and/or courses to meet the needs of students recruited via New Deal and Skillseekers programmes, and also includes some colleges offering programmes tailor-made to satisfy the educational and training needs of individual employers. Seven FE colleges deal with over 100 work based locations per year. Most is known where government funding is available to raise levels of WBL.

4.95 In Scotland WBL for people in work is perhaps the least researched part of an under-researched field. Little is known about WBL that is undertaken voluntarily by employees at their own expense, or funded wholly by their employers (or some mix of the two).

4.96 Overall it is impossible to say how much is currently spent by the private, public and voluntary sectors in this important area\(^21\). Individual NTOs might be expected to have information on the extent of WBL within their particular sector, but this varies depending on the strength and level of development within Scotland of the particular NTO.

4.97 Most information is known where government funding is available to raise levels of WBL. However, even here there is a complicated set of activities, providers and funding streams.

**Social Inclusion Partnerships**

4.98 Social Inclusion Partnerships are the Scottish Executive supported local structures for addressing economic and social inclusion in the most disadvantaged communities. There are 51 SIPs in Scotland, the majority of which are geographically based but there are also 14 thematic SIPS, addressing issues such as routes out of prostitution or disadvantaged

\(^{20}\) Source: LFS, ONS Spring 2001

\(^{21}\) Fairley J and McArthur A 1999 The Public Funding of Vocational Education and Training in Scotland, Scottish Affairs, No 29, Autumn
youth. The Partners will be typically, the local authority, the community, the LEC, the Health Board, the Police, the Careers Service, FE, Scottish Homes, and the voluntary sector. A number of SIPs also have the private sector represented on the Partnership.

4.99 Within all Social Inclusion Partnerships there is a clear focus on lifelong learning. In some instances the Partnerships will add value to existing provision by offering additional funding to enable new approaches to be tried – e.g. a books for babies scheme with local libraries, involving parents in introducing learning to their children, and they will also take a more structured approach to learning e.g. with specific projects for unemployed young people. Within much Partnership provision the funding is also a partnership, with LEC funds, local authority funds, SIP funds and ESF/ERDF funds usually being the major sources of monies in the “match funding” mix. There is increasing interest from the Health Boards in contributing actively to project support, particularly in areas of employability.

4.100 The range of project provision within each SIP is significant and, for those which have been recently evaluated, the details of these projects is directly available from the Scottish Executive. For the remaining SIPs accessing the detail will involve surveying each individually.

4.101 Within this mapping exercise, detail of the location and the funding for each SIP is given.

The Beattie Report and Inclusiveness Projects

4.102 The Beattie Report – “Implementing Inclusiveness Realising Potential” addressed the issue of inclusiveness in learning for young people and concluded that:

“All the agencies and organisations which provide learning opportunities and support for young people should encourage and promote a culture of Inclusiveness which ensures that the needs, abilities and aspirations of young people are recognised, understood and met within a supportive environment; and that they are encouraged to achieve their goal and to make real, measurable progress (para 2.27)”

4.103 Funding from the Scottish Executive for locally based projects to support inclusiveness of young people has been channelled through local partnerships of which the Careers Services, Adult Guidance Networks and Local Enterprise Companies are key members. A number of projects relate specifically to offering young people the advice and support they need to participate in learning.
European Social Fund (ESF) and European Regional Development Fund (ERDF)

4.104 The ESF and the ERDF are the two European Structural Funds with most relevance for lifelong learning.

4.105 They provide financial assistance under three Objectives which account for 93% of the overall budget. The European Social Fund (ESF) provides assistance through the operational programmes under Objectives 1, 2 and 3 and through the EQUAL Community Initiative programme. The European Regional Development Fund provides assistance mainly under Objectives 1 and 2.

4.106 There are four Community Initiatives – Interreg III, Urban, Leader+, and Equal which account for 5.35% of the budget.

Objective 1

4.107 Objective 1 funding is targeted on European regions whose development is lagging behind. The Highlands and Islands were the only area of Scotland eligible under Objective 1 during 1994 – 1999 but have lost this entitlement for 2000 – 2006. However, they are being given transitional assistance under the European Regional Development Fund until 2005. A Highlands and Islands Partnership Programme based in Inverness manages the Special Transitional Programme. The Partners are central and local government and other public, voluntary and commercial bodies.

Objective 2

4.108 Objective 2 funding is targeted on the economic and social support for areas facing structural difficulties e.g. long term unemployment and damaged environment as a result of de-industrialisation. It does not therefore cover the whole country. As with Objective 1, there are areas which were eligible for assistance under Objective 2 in 1994 – 1999 which are not eligible in 2000 – 2006. They are entitled to transitional assistance from ERDF until 2005.

4.109 Financial assistance from the ERDF is mainly targeted at:

- Supporting small and medium-sized enterprises
- Promoting productive investment
• Improving infrastructure
• Furthering local development

4.110 The ultimate aim of assistance from the ERDF is to create jobs by fostering competitive and sustainable development.

4.111 Within the West of Scotland, the Strathclyde European Partnership Programme Executive administers the programme on behalf of the Strathclyde European Partnership. In 1999 it disbursed over £20 million pounds to projects. Funding for the Objective 2 Programme for Western Scotland for 2000 – 2006 amounts to almost £300 million.

4.112 Within the East of Scotland, the East of Scotland European Partnership Programme Executive disbursed almost £12 million pounds in 1999. For the period 2000 – 2006, ERDF will have a budget of around £146 million.

4.113 In the South of Scotland, where the Objective 2 funds are managed by the South of Scotland European Partnership, the whole area is eligible for Objective 2 funding, with the exception of Tweeddale which will have transitional support up until 2005. Funding is in the region of £44 million.

4.114 ERDF can only provide 50% of project funding. Match funding has to be provided from another source or sources, usually local government, FE or HE, LECS, and voluntary organisations.

Objective 3

4.115 Objective 3 covers the entire EU territory. It is principally concerned with the promotion of human resources.

Scottish Objective 3 Operational Programme 2000 - 2006

4.116 The Scottish Objective 3 Operational Programme for 2000 – 2006 will deliver £310 million of ESF support. The main aim of ESF funding is to support measures to prevent and combat unemployment and to develop human resources and social integration into the labour market.

4.117 Objective 3 funding from the ESF is usually for 45% of total funding required. Local authorities, LECs, Social Inclusion Partnerships, and the voluntary sector are the most common organisations to apply for and to match fund ESF projects.

4.118 The Objective 3 Partnership (Scotland) Ltd manages the Objective 3 Programme through a delegated authority arrangement with the Scottish Executive.
There are 5 priorities for action in the Programme for 2000 – 2006.

1. **Raising employability (24% of Programme resources)** – focused on:
   - individuals unemployed for 6 – 12 months
   - young people aged 16 – 24
   - older worker, particularly those aged between 4- 50

2. **Addressing Social Exclusion (36.5% of Programme resources)** focused on:
   - urban and rural exclusion
   - exclusion amongst disadvantages groups
   - capacity of organisations to deliver

3. **Lifelong Learning (10% of Programme resources)**, focused on:
   - modernising the learning industry – competence, management and ICT
   - new approaches to lifelong learning

4. **Towards a Competitive Economy (22.5% of Programme resources)**, focused on:
   - workforce training and learning – in SMEs
   - raising skills levels, particularly those who require basic skills support
   - training for higher level skills
   - promoting and developing an enterprise culture
   - new firm foundation – for business start up

5. **Addressing Gender Imbalance (7% of Programme resources)**, focused on:
   - promoting positive actions
   - positive action for individuals and companies, in particular SMEs

Since one period of Structural Funding has recently finished, and the 2000 – 2006 programmes under all three Objectives are just underway, not all applications for the new programmes have yet been approved or put in place.

It is not therefore possible within this exercise to map the location or funding of Objective 2 or Objective 3 projects. However, the database has been constructed to allow this data to be inputted as it becomes available.
EQUAL

4.122 The EQUAL Community Initiative is new for 2000 – 2006. EQUAL is a transnational programme which tests and promotes new means of combating all forms of discrimination and inequality in the labour market, both for those in work and for those seeking work. The asylum seekers strand of EQUAL is being administered on a UK wide basis. In Scotland EQUAL is administered by a Scottish Management Committee, supported by the Scottish Executive and the Scottish ESF Objective 3 Partnership, as the Scottish EQUAL Support Team. Funding for EQUAL in Scotland is around £20 million for 2000 – 2006. Match funding required is 50% and European partners are an essential part of any project.

4.123 EQUAL will be implemented by strategic partnerships called Development Partnerships. The Scottish Management Committee wish to see seven Development Partnerships being funded in Scotland – one for each of the thematic priorities of EQUAL. The themes in Scotland are:

**Employability**
1. Access and return to the labour market
2. Opportunities for ethnic minorities

**Entrepreneurship**
3. Business Creation
4. Strengthening the social economy

**Adaptability**
5. promoting lifelong learning
6. supporting the adaptability of firms to IT

**Equal Opportunities for women and men**
7. reducing gender gaps and supporting job desegregation

4.124 Innovation is of central importance in the selection process of EQUAL.

4.125 As with the new ESF Objective 3 programme, it will be possible to add in data to the database on EQUAL projects as they are approved.
Article 6 of ESF

4.126 A third form of support in 2000 – 2006 is provided under Article 6 of the ESF whereby, on its own initiative, the Commission may finance Innovative Measures. Innovative measures are intended to test, at local level, new ideas which might not otherwise receive funding through mainstream ESF funding. The Commission has set out two themes on which innovative measures will be focused during 2001-2002:

- Adaptation to the new economy within the framework of Social Dialogue.
- Local employment strategies and innovation.

4.127 These projects can be added into the database as they come on stream.

The Scottish Trade Union Learning Fund

4.128 This is a new fund established as a result of a joint initiative by the Scottish Executive and the STUC. £400,000 is available in 2001/02. £1.6m is available up to 2004. Projects may receive up to £50,000. Decisions are made by the Minister on the advice of an advisory group.

4.129 The STUC Lifelong Learning Fund is funded by Scottish Enterprise and headed by a secondment from Scottish Enterprise Glasgow. There is a Trade Union Lifelong Learning Working Party through which the STUC has regular meetings with the Minister, to discuss union involvement in lifelong learning.

4.130 Projects must be innovative, help to build union support for lifelong learning, advance equal opportunities and social inclusion, demonstrate partnership (especially with NTOs), be sustainable, and be capable of completion by March 2003.

4.131 Projects so far include:

- UCATT, £44,750 to train workplace learning representative, SVQ assessors, establish learning accounts, and conduct training needs analyses with firms;
- EQUITY, 47,800, to provide actors with the skills needed for screen acting;
- NUJ, £48,720, to address skills shortage in the newspaper industry;
• T&G Scotland, £49,735, to introduce a lifelong learning culture amongst union members in the City Councils for Aberdeen, Dundee, Edinburgh and Glasgow;

• ASLEF, £49,650, to promote lifelong learning in the rail industry.

E-Learning

4.132 The development of e-learning is a concern of governments throughout the world. Typically the concern is linked to the desire to be competitive in the “knowledge economy”.

4.133 There seems to be no agreed definition of e-learning. Operational definitions tend to be very broad, one consequence of which is that they encompass a very wide range of activities.

4.134 The recent mapping of e-learning activity in FE/HE in Scotland by Learning and Teaching Scotland defines e-learning as “the various elements to support the creation, delivery and management of learning via electronic means”.

4.135 The E-Commerce and Lifelong Learning and Inclusion Directorates of Scottish Enterprise have prioritised e-learning. A framework for benchmarking Scotland against other countries should be available in the summer of 2001. The E-business group of Scottish Enterprise has recognised e-learning as one of 4 key priorities.

4.136 Scottish Enterprise has committed £840,000 to a number of initiatives:

• Establishing an e-learning network team;
• Stimulating research on e-learning;
• E-learning projects;
• E-learning and softer skills;
• Establishing an e-learning Challenge Fund.

4.137 Within Highlands and Islands Enterprise, it is being recommended that for HIE to ensure that learners and providers in the Highlands and Islands are not excluded from the benefits of e-learning, and HIE’s contribution results in a sustainable infrastructure, the following should occur:

♦ Active promotion of the benefits of quality online learning;
• Establishment of a good practice and idea exchange forum covering all sectors (school, vocational, FE, HE, lifelong Learning, maybe use EBPs);

• Active promotion of the methodology tested in the pilot projects;

• Funding the development of training online trainers courses and the training itself;

• Supporting the technical infrastructure (server hosting and helpdesk) until actual courses are running and this cost can be absorbed;

• Supporting course development in selected sectors (i.e. in line with 'Realising Potential);

• Seeking external match funding or partners (ESF, Sufi);

• Active project management from HIE.

Scottish Prison Service - Lifelong Learning in Prisons

4.138 The Scottish Prison Service’s 15 prisons (excluding Kilmarnock) receive more than 30,000 prisoners each year. Many are from socially excluded groups and have high learning needs. The possession of appropriate skills, attitudes and motivation is vital to the prospects of finding and retaining employment on exit. In turn this is vital to rehabilitation and the reduction of recidivism.

4.139 In 2000/01 across the Prison Service as a whole some 233,000 prisoner learning hours were delivered:

Communication 21%
Numeracy/Maths 11%
IT 26%
Working with others/ Problem solving 26%
Learning support 10%
Educational guidance 2%
Supported distance learning 5%

4.140 SPS also delivers basic skills screening and prepares individual learning plans. Vocational training is devolved to each prison and across all
establishments over 1,500 SQA units were delivered in 2000/01. Some 20 prisoners pursued higher education, mostly with the Open University. With some 1800 prisoners liberated while on learning programmes, exit guidance has become a high priority.

4.141 Information on education and training provided in each prison is not collated centrally by SPS, nor is information on the quantity and outcomes from education and training detailed in Inspectorate Reports on individual prisons.

**Community Fund**

4.142 The Community Fund is the operating name of the National Lottery Charities Board, the independent organisation set up by Parliament in 1994 to distribute money raised by the National Lottery to support charities and voluntary and community groups throughout the UK and to UK agencies working abroad.

4.143 From October 1995 to November 2000, 9 lifelong learning, education and training related projects in Scotland received Community Fund grants amounting to £1,759,711.00.

4.144 Examples are:

- Gorgie City Farm Association which offers training opportunities for a better life for socio-economically disadvantaged people in Edinburgh.

- Edinburgh Youth Homes which creates an education fund for tenants in full time education.

- Save the Children Fund to support parents in combating the effects of poverty on families by providing advice, training and educational services throughout five rural and urban areas of Scotland.

- Computers and Integration for The Disabled promotes and supports the personal development and integration of disabled people through the provision of training in computer skills.

- Comann An Luchd-lonnsachaidh Limited project provides a series of Gaelic language courses for adult learners.

- Lead Scotland (Linking Education and Disability) offers services for the benefit of physically disabled and/or sensory impaired to access education, training and lifelong learning opportunities.
- The Eric Liddell Centre Ltd provides specialised Adult Educational Guidance to reduce personal poverty by the provision of education and training processes.

- Moray Reach Out provides adults with learning disabilities with training to enhance access to employment and further education opportunities.

- Scottish Human Services Trust run various programmes including a leadership development programme for disabled adults and the parents of disabled children under 18.

New Opportunities Fund - Community Access to Lifelong Learning

4.145 The New Opportunities Fund is a lottery distribution body created by the National Lottery Act 1998. The Fund, with is a UK-wide non-departmental public body sponsored by the Department of Culture Media and Sport, is responsible for distributing grants for health, education, and environment initiatives determined by the Government.

4.146 The most relevant funding stream for this mapping exercise is the Fund's Community Access to Lifelong Learning awards.

4.147 By late April 2001 some 24 awards had been made in Scotland. These range from £24.5k to £142.7k. Generally the awards are made to provide some aspect of ICT to disadvantaged and excluded communities. However, there is considerable variety in this group of projects. The total funding allocated in April 2001 was £2,198,966.

Examples are:

- Edinburgh Women's Training Centre to provide ICT training targeted on people with low qualifications, black and ethnic minorities, older people, lone parents and unemployed people.

- Tayside Primary Care Health Trust to provide ICT training as a means of integrating people with learning disabilities into the wider community.

- Urachadh Uibhist to provide ICT training at a number of levels for those in remote communities, older people, those with few qualifications and Gaelic speakers.
Workers’ Educational Association (Scotland) to provide initial ICT training in the workplace for low-skilled workers in Glasgow.

Northwest Economic Development to provide an ICT centre in a Glasgow shopping centre.

Deaf Connections to provide ICT lifelong learning for the profoundly deaf in Glasgow.

Argyll and Bute Lifelong Learning Partnership to provide ICT training for 800 new users in 9 centres.

North Highland College (working with Orkney College and Caithness Multimedia) to provide a website and modules for remote rural tourism.

Voluntary Sector

4.148 We have not mapped the thousands of individual voluntary or community organisations throughout the country who are engaged in the sort of lifelong learning which may be described as “enhancing the individual’s quality of life”. The Voluntary Sector in Scotland is estimated by the Scottish Council of Voluntary Organisations to account for around 44,000 organisations. The SCVO is itself a major provider of learning to its member organisations and others working in the field.

4.149 SCVO is currently updating its information on training need and provision within the sector but believes there are approximately 150 voluntary organisations which are also accredited training organisations, many of which will be Learndirect branded Learning Centres. It is likely that thousands more will offer informal learning to their members or to their users.

4.150 Within this mapping exercise we have selected range of national voluntary organisations to give a flavour only of the sort of learning and the range of learning which is on offer throughout the country by the voluntary sector.

22 SCVO 1999 “Working in the Voluntary Sector”
Introduction

What follows is a brief description of provision for a number of specific organisations and learner groups. These include:

- Older learners
- Workers and other educational associations
- Drug users’ agencies
- People with disabilities
- Intermediate labour market employees
- Children and families
- Offenders and ex-offenders

The organisations who participated in this element of the research are:

- Senior Studies Institute, Strathclyde University
- Workers Educational Association
- Apex Scotland
- Scottish Drugs Forum
- LEAD Scotland
- The Wise Group
- Children in Scotland
Older Learners

According to a recent research report into learning in later life, there are now more 50 – 59 year olds than 20 – 29 year olds in Scotland. The report states that changing employment patterns coupled with increasing life expectancy means that there is a growing group of older adults interested in and able to lead active productive and socially useful lives.

There are a number of learning organisations which have a focus on older learners. These would include organisations such as Community Learning Scotland, which hosts Mature Scot - a national organisation set up to look at new ways of providing information and opportunities for adults aged 50+ living in Scotland, and the WEA which has a number of programmes targeted on older learners. Most of the continuing education departments of Higher Education institutions target older learners. Strathclyde University is the only university which has a specific Senior Studies Institute. It describes itself as a dedicated centre of excellence in lifelong learning for people over 50.

Within the matrices of community learning provision Local Authorities were asked to specify provision for older learners.

In addition to what are usually informal learning opportunities, there is a growing interest in encouraging older individuals who may have been made redundant, or taken early retirement, or been at home in a caring capacity, back into employment. The New Deal for the over 50s is an example of such an initiative.

Support for older people to return to employment can often necessitate support for additional learning. Within the Senior Studies Institute there is a project called the 50+ Challenge which helps people identify new learning opportunities and possibilities in part-time full-time or voluntary work. The project’s Ways to Work programme offers courses e.g. in IT skills to support over 50s to compete more fairly in the job market.

SSI and Department of Community Education University of Strathclyde “It Makes You Think – The impact of participation in the Learning in Later Life Programme at the University of Strathclyde

| 23 |
Workers’ Educational Association

The WEA is a national voluntary sector provider of lifelong learning operating across almost all of Scotland. As such, the WEA is keen to play a more strategic role in widening access to basic skills development and lifelong learning for citizenship. The work they do is both community and workplace based and often accredited.

The WEA stress the importance of informal learning to the health of democracy and the economy.

In 2000 the WEA offered over 950 courses in over 200 different localities. Their target learner groups include:

- Unemployed men and women including the homeless
- Men and women who are unwaged or low paid
- Older adults, including those in residential care
- People with special educational needs – those with learning difficulties, mental health problems, physical disabilities
- Members of ethnic minority communities
- Members of trade unions
- Isolated rural groups

Community based Adult Learning

The types of learning offered by the WEA at community level includes:

- Social studies e.g. democracy and citizenship, preparation for retirement, women’s education
- Workplace Learning

Training for Tutors

- Return to Study
- Pre-Vocational and Pre-Access courses e.g. with Napier University
- Community Training e.g. managing ESF projects, Race Awareness Training
- Liberal Studies
- Community Arts
- Retirement Education
**Workers' Educational Association (continued)**

**Workbased Learning**

Within workbased learning WEA offers a range of provision including the following:

- WEA Unison Return to Learn courses
- Workplace Lifelong Learning Advisors training for Trade Unionists
- Job Rotation
- Real Business Learning Centres in Glasgow
- Individual Learning Account Pilot Aberdeen – for classroom assistants

**Apex Scotland**

Apex is the leading employment and training organisation specialising in work with offenders in Scotland. They are an accredited training organisation with SQMS status. They offer a range of learning and training across Scotland, within prisons and within their own local units. Learning and training is offered through New Futures, New Deal, Skillekers, Training for Work, and through informal work in the community and in prisons. Apex has run a number of European funded projects supporting the reintegration of offenders into the labour market, or focused on assisting young people at risk of school exclusion to return to study or training.

Apex offers access to a range of vocational training opportunities up to SVQ level 4.
Scottish Drugs Forum

The Scottish Drugs Forum is a co-ordinating and support organisation for drugs organisations in Scotland. It works closely with the Scottish Executive, with Drugs Action Teams, and with voluntary organisations providing services to drug users.

SDF offers a wide range of training and learning to professional workers in the drugs field as well to community activists. Examples of the sorts of learning it provides are:

- Drug Awareness Training and Drug and Alcohol Policies
- Prison-based casework and throughcare services for drug users
- Heroin Smoking and Young People
- Financial management for voluntary Drug Agencies
- Volunteering within drug agencies

Lead Scotland – Linking Education and Disability

Lead Scotland works to promote equal rights for disabled people in the adult education system. Lead does not provide learning directly but supports learners through its local organisers, based throughout the country, to provide advice and guidance to students to help them to access learning in whatever setting is most suitable for them. This may be at home, by open or distance learning, in a community school or at a local learning centre.

Lead offers support to its learners through a variety of ways e.g. through a home loan computer service and through support for students to use IT as a communication tool.

In 1999/2000 a total of 774 disabled adults were supported into learning by Lead, pursuing both vocational and leisure courses. More than 300 students studied computing. Further details of student numbers and locations are on the database.
### The Wise Group

The Wise Group supports unemployed individuals back into employment through a range of intermediate labour market opportunities. It offers learning and training opportunities in Glasgow, Renfrew, Ayrshire, Clackmannanshire, Falkirk, West Lothian, Lanarkshire, and West Dunbartonshire.

The range of training on offer is wide, from landscapers, to classroom assistants, to product fitters, customer advisors, general building operatives, social carers, and childcarers. Much of this provision is funded through government programmes such as Training for Work, New Deal, and through European funding.

### Children in Scotland

Children in Scotland is the national voluntary agency in Scotland working for children and their families. Children in Scotland provides a wide variety of training and learning opportunities throughout Scotland, delivered primarily through one day training workshops, seminars and conferences. This is complemented by the use of the website, consultation meetings and the servicing of forums and groups. Training and learning is not usually formally accredited. A key feature of all the training opportunities offered is the multi-disciplinary and cross sectoral nature of the events. Examples of specific training and learning opportunities – i.e. over and above conferences, offered by Children in Scotland are:

**Practice Development Section**
- Introduction to Play Therapy
- Dealing with Conflict, Anger and Aggression
- Working with Children with Drug-Using Parents
- Parenting Matters

**Childcare in Rural Scotland Development Programme**
- Seminars for Childcare partnerships and for LECs
- Training on Meeting Additional Needs

**Enquire – the national advice service for special educational needs in Scotland**
- Seminars on Meaningful Meetings: Promoting joint decision-making in Special Educational Needs
3. GLASGOW CASE STUDY

Introduction

The Glasgow Local Economic Forum area has been selected as a case-study area to illustrate the diverse range of activity which is being undertaken by a wide range of organisations to promote lifelong learning within the city. There are a number of reasons why Glasgow is an appropriate case-study area in this respect. An underpinning reason relates to population. Glasgow is Scotland’s most populated city with over 600,000 residents. Furthermore, alongside a growing economy, Glasgow also experiences significant pockets of social deprivation.

For these reasons the policy ‘space’ of lifelong learning in Glasgow has been inhabited by a wide range of often disparate organisations and partnerships with each having a particular focus within the broad canvas of ‘lifelong learning’.

Broadly adopting Martin’s (2001) model of the functions of lifelong learning it can be seen that some organisations and/or partnerships have focused upon lifelong learning as a commodity to be traded in the market place. Arguably, aspects of the activities engaged in by FE and HE institutions fall into this category. Alternatively, much of the lifelong learning activity in which bodies such as Social Inclusion Partnerships and Local Economic Development Agencies engage may be said to focus on individuals’ position within the labour market – whether that is by bringing them into the labour market or enhancing their position within the market.

The third function of lifelong learning which Martin identifies – that of “enabling people to develop to their full potential as “whole persons” or rounded human beings” arguably permeates the first two of the identified functions. In addition, this function may be viewed as central to elements of activity undertaken within the context of community learning.

The types of lifelong learning undertaken within Glasgow (and elsewhere in the country) may, within an academic context, fit relatively neatly within the typology discussed above. However, this should not obscure the fact that at a practical level the development of much of the activity associated with lifelong learning in Glasgow has historically been characterised by disjointed incrementalism, limited co-ordination, fragmentation of resources and overlaps in activity. The development of lifelong learning as a policy area is scarcely unique in this respect. However, these issues are compounded by both the range of activities and the range of organisations which the concept embraces. The following summary of these activities serves to illustrate the point.
Further and Higher Education

There are 10 further education colleges in Glasgow and approximately 400 community based locations linked to the colleges, as well as 373 work based locations covering 9 of the 10 colleges\(^\text{24}\).

Each of the colleges provides flexible learning opportunities to varying degrees and point to the need to provide wider access and encourage social inclusion as important driving forces in this respect.

On-line learning also represents an important focus for 8 of the 10 colleges. All of the colleges identify forms of collaboration with other colleges (for example, in relation to developing course material, delivery and marketing). Most colleges in the region have collaborative links with Higher Education Institutions through, for example, joint Access Course provision.

Higher education institutions in Glasgow also have well established access courses in place. For example, Glasgow University’s Department of Adult and Continuing Education offers a range of access courses in relation to science and to art and social science as well as outreach, pre-access and taster courses. Glasgow Caledonian University runs a part-time access programme to enable students to enter programmes of science, engineering and technology. Similarly, the University of Strathclyde offers a range of access opportunities through its Centre for Lifelong Learning. These include Its Extension Programme (incorporating a range of evening classes), the Senior Studies Institute and its Continuing Professional Development Programme.

Local Economic Development Agencies

Local Economic Development Agencies (LEDAs) make an important contribution towards the sustainable development of the city of Glasgow at a regional level. An analysis of documentation from 9 LEDAs collated in relation to this study indicates significant variations in relation to the range of provision delivered by such organisations. Common themes in relation to the majority of LEDAs provision relates to ICT training and pre-access courses designed to enable participants to make the transition from unemployment to employment or education. Nevertheless, provision is not uniform in terms of target groups and content and structure of provision appears to vary depending on the particular LEDA.

\(^{24}\) Glasgow Summary, SEFEC CD ROM
Social Inclusion Partnerships

There are 11 Social Inclusion Partnerships and three mini-SIPS in Glasgow with a total budget of £25,841,002. There are projects and initiatives relating to lifelong learning which are undertaken within SIP structures but data is not readily available.

The Developing Strategic Context in Glasgow

As the preceding section illustrates, there is a wide range of activity which comes under the rubric of lifelong learning in Glasgow. A number of initiatives and partnerships have been advanced in recent years to bring strategic focus to the policy area within the city. These are discussed in the following sections.

Glasgow Learning Alliance

The Glasgow Learning Alliance (GLA) was launched in January 1998 and comprised of a number of key stakeholders including Scottish Enterprise Glasgow, Glasgow City Council and Glasgow Chamber of Commerce. The aim of the GLA has been to make learning culturally visible and to embed the concept of lifelong learning in Glasgow's society.

A number of Local Learning pilot projects have been developed and include:

- Re-engaging Disaffected Young People in Learning
- The Glasgow Telecolleges Network
- The GLA University Scholarship Programme

Learning Inquiry

Scottish Enterprise Glasgow undertook a Learning Inquiry to widen participation and learning in the city. It had 4 main objectives:

- Getting more organisations involved in developing their people
- Stimulating personal motivation to learn
- Surmounting the barriers to learning
- Encouraging institutions to deliver a better quality product.
The Glasgow Education Business Partnership

This is a joint initiative funded by Scottish Enterprise Glasgow and Glasgow City Council which is designed to link primary, secondary and further education with the business community. The Partnership is designed to develop, support and promote a variety of collaborative projects aiming:

- To raise levels of achievement of young people throughout Glasgow;
- To equip young people to meet challenges of a changing economic environment;
- To support economic development through an improved workforce for the future;
- To promote lifelong learning and Glasgow as a Learning City.

In addition, the Glasgow Education Business Partnership fulfils the functions of secretariat of the International Partnership network and developing the Glasgow Learning Alliance.

Living and Learning in Glasgow

Much of the partnership work described in the preceding comes under the banner of Living and Learning in Glasgow, the implementation framework wherein key partners, including further and higher education, local government and the Scottish Enterprise Network allocate education and training resources to transform Glasgow into one of Scotland’s Learning Cities. There are a number of key principles which help to shape this framework. They include:

- Pioneering a learning infrastructure
- Improving Glasgow’s Learning Environment
- Creating a Learning City
- Developing the Learning Web
The Glasgow Community Learning Strategy

The Glasgow Community Learning Strategy was published in the Spring of 2000 and this document provides the strategic framework for the development of community learning within the city. The wide range of both activity and organisations involved in the provision of community learning and (within that framework) lifelong learning illustrates the difficulties associated with developing a coherent and robust strategic approach to service delivery.

The Glasgow Community Learning Strategy is co-ordinated by a group (‘the strategy group’) comprised of over 20 organisations ranging from Glasgow Alliance and Glasgow Council for the Voluntary Sector to St. Mungo’s Learning Community and Youth Link Scotland.

A number of strategic priorities have been identified to be addressed and these include the following:

- Poverty
- Equality and Access
- Children and Families
- Core Skills
- Capacity Building and Social Inclusion
- Young People
- Monitoring and Evaluation
- Partnership

A range of targets have been identified in relation to each strategic priority and timescales for achievement attached to these. For example, one target in relation to ‘Capacity Building and Social Inclusion’ is to develop networks of information, advice and guidance for individuals and communities.

To date, the majority of the Strategy Group’s activities have focused on strengthening the planning and communication structures of the group to:

- Continue to develop the involvement of stake-holders within community learning
- Develop the coherence of individual Strategy Priorities other local and national planning in these areas (for example, the links between Community Learning Strategy priorities for “Young People” and “Core Skills” and the Beattie Report)
- Encourage and support the learning culture in organisations by strengthening dissemination of good practice
Enable the targets of the Strategy Priorities to be met (Glasgow Community Learning Strategy, Position Statement, October 2000).

A number of sub-groups known as Task Implementation Groups (TIGs) of the Strategy Group have been created to co-ordinate and oversee the achievement of targets in relation to specific strategic priorities. Initially these TIGs included the following:

- **Strategy Working** (developing ‘Monitoring and Evaluation’ and ‘Partnership Working’ strategic priorities)
- **Capacity Building and Social Inclusion** (developing the ‘Poverty’, ‘Capacity Building and Social Inclusion’ and ‘Equality and Access’ strategic priorities)
- **Core Skills** (developing the ‘Core Skills’ strategic priority)
- **Young People** (developing the ‘Young People’ strategy priority)
- **Children and Families** (developing the ‘Children and Families’ strategic priority).

Subsequently, the TIG responsible for overseeing Capacity Building and Social Inclusion agreed not to continue due to “the overwhelming complexity and scale of each priority particularly when grouped together” (Progress Statement, January 2001).

A further important element of the Glasgow Community Learning Strategy relates to the development of Pilot Community Learning Plans. These Plans are designed to address the learning needs of selected communities. Three such Plans are being constructed during year 1 of the strategy’s implementation; two of which are geographically defined Social Inclusion Partnership Areas (Drumchapel and Easterhouse) and one of which addresses the learning needs of black and minority ethnic young people.

Partners involved in each of the Plans vary according to the particular location or theme (for example, in Drumchapel, partners include the SIP, Drumchapel High School and Clydebank college. It is intended that additional Plans will be produced and implemented covering all 11 SIP areas by 2003.

The following diagram provides a representation of the implementation structure for delivering lifelong learning in Glasgow.
An Implementation Structure for Delivering Lifelong Learning in Glasgow

STRATEGIC FRAMEWORKS

Living and Learning in Glasgow

Glasgow Community Learning Strategy

PARTNERSHIPS

SIPs

Glasgow Education Business Partnership

Glasgow Learning Alliance

Community Learning Strategy Group

PLAYERS

Glasgow City Council

Scottish Enterprise Glasgow

Local Economic Development Agencies

HE/FE

Glasgow Chamber of Commerce

Voluntary sector
Summary

There is a great deal of activity being undertaken in the Glasgow LEF area in relation to lifelong learning. However, much of this has traditionally been characterised by the disjointed incrementalism and limited co-ordination highlighted in the introduction. In addition, the range of activity being undertaken and the variety of organisations/partnerships this involves, has, until recently, made it difficult to provide a coherent strategic direction for lifelong learning in its entirety within Glasgow.

However, the developments highlighted in the preceding, including Living and Learning in Glasgow and the Glasgow Community Learning Strategy, indicate clear evidence of increasing strategic oversight in relation to the delivery of lifelong learning in Glasgow. This is also evidenced in the range of partnerships in Glasgow with responsibility for aspects of lifelong learning provision in the city.

In addition, there are clear horizontal links between members within the various partnerships. What is open to question, is the extent to which there are coherent links between the various partnerships.

This difficulty of achieving inter-partnership co-ordination has been recognised in relation to the Glasgow Community Learning Strategy. This initiative represents an important step in addressing the issue of enhancing co-ordination of lifelong learning in the city. However, the scale and diversity of activity involved mean that significant barriers remain to be overcome. Some of these are alluded to by the Strategy Group which suggests that identifying areas of resource investment for the development of the strategy is likely to prove problematic for three reasons. These are:

- The range of other linked strategies make it difficult to identify discrete funding to each
- Operational boundaries of partners are not co-terminus
- Differences in terminology pose a structural barrier.

It can be argued that these barriers have to be addressed within the context of the broader strategic frameworks as a necessary pre-condition for the implementation of an effective lifelong learning strategy in Glasgow.
4. SURVEY OF NTOS

THE NATIONAL TRAINING ORGANISATIONS (NTOs)

Survey of NTOs

4.151 To understand the role and contribution NTOs make to the Lifelong Learning industry, we contacted a selection of NTOs to provide us with an overview of their activities. The following 11 NTOs assisted us with our research:

- Construction Industry Training Board
- Engineering Construction Industry Training Board
- Lantra NTO (Land-based industries)
- Hospitality Training Foundation
- E-skills NTO (Information communication technology)
- Skillset (Broadcast (TV and Radio), film, video and interactive media)
- Employment NTO
- Engineering & Marine Training Authority
- Seafish Industry Authority
- Local Government NTO
- Gas and Water Industry NTO (GWINTO)

Employers and Employees in Scotland

4.152 Employer engagement is essential for an NTO to succeed. The table below shows the number of employers and employees i.e. the workforce, which each NTO represents in Scotland.

<table>
<thead>
<tr>
<th>NTO</th>
<th>Employers</th>
<th>Employees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction Industry Training Board</td>
<td>6,000</td>
<td>130,000</td>
</tr>
<tr>
<td>Engineering Construction Industry Training Board</td>
<td>54</td>
<td>10,500</td>
</tr>
<tr>
<td>Lantra NTO (Land-based industries)</td>
<td>45,000</td>
<td>115,000</td>
</tr>
<tr>
<td>Hospitality Training Foundation</td>
<td>23,829</td>
<td>183,772</td>
</tr>
<tr>
<td>E-skills NTO</td>
<td>1620</td>
<td>-</td>
</tr>
<tr>
<td>Skillset</td>
<td>2,560</td>
<td>17,004</td>
</tr>
<tr>
<td>Employment NTO</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Engineering &amp; Marine Training Authority</td>
<td>2,000</td>
<td>126,000</td>
</tr>
<tr>
<td>Seafish Training and Standards</td>
<td>3,700</td>
<td>26,000</td>
</tr>
<tr>
<td>GWINTO</td>
<td>2,450</td>
<td>10,000</td>
</tr>
<tr>
<td>Local Government NTO</td>
<td>32 (Local Authorities)</td>
<td>300,000</td>
</tr>
</tbody>
</table>
NTO Agents and Representation in Scotland

4.153 Of the 73 NTOs, 21 have Scottish representation and at least one employee. A further 20 NTOs employ a consultant to represent their NTO on a part-time basis in Scotland. None of the NTOs surveyed act as agents for any other NTOs in Scotland.

4.154 From qualitative and anecdotal information gathered, it is our understanding that many NTOs are under represented north of the border. This is due to a number of reasons but primarily lack of funding.

NTO INVOLVEMENT WITH LECs/LEFs

4.155 The relationship between LECs and NTOs is important for a number of reasons in addition to LECs being a funding source for NTOs.

4.156 Scottish Enterprise is in the process of establishing a new labour market intelligence unit, 'Future Skills Scotland' which will work closely with NTOs to ensure high quality intelligence in relation to current and future skills needs is produced.

4.157 Of the NTOs surveyed, five are currently working on a regular basis in all 22 LEC areas. Remaining NTOs are working with a selection of LECs across SE and HIE which are located in areas where their particular industry is based. For example Skillset is most actively involved with SE Glasgow due to the industry base of broadcast, film, video and interactive media in this area.

4.158 NTOs also indicated they work with individual LECs on one-off projects, for example, the Hospitality Training Foundation is currently working with SE Fife to develop Individual Learning Account take up in the area.

Finance

Statutory levy

4.159 Three of the NTOs surveyed, Construction Industry Training Board, Engineering Construction Industry Training Board and Seafish Training & Standards raise a statutory levy. The only figure given for the levy yield in Scotland was £4,054,351.000 for the Engineering Construction Industry Training Board.
Voluntary subscriptions or donations

4.160 Skillset raise a voluntary levy within their industry and Hospitality Training Foundation operate a founder Patrons scheme that raises income from industry and collected on a UK basis.

Proportion of UK Yield

4.161 Two NTOs, Construction Industry and E-Skills, indicated that the Scottish Yield is 10% of the UK yield. The engineering and construction NTO Scottish yield is approximately 37.6%, Seafish Training & Standards 33% and GWINTO 7% of UK yield.

Sources of Funding

4.162 Funding of NTOs is currently a reserved matter. The NTOs surveyed identified six other sources of funding:

- LECs
- DfES
- European Social Fund
- Scottish Executive (including Union Learning Fund)
- Employers/Industry: e.g. BBC, Transco Scotland
- DfEE
- COSLA

NTO spend in Scotland

<table>
<thead>
<tr>
<th>NTO</th>
<th>Spend</th>
<th>% of UK spend</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction Industry Training Board</td>
<td>10,000,000</td>
<td>10%</td>
</tr>
<tr>
<td>Engineering Construction Industry Training Board</td>
<td>5,000,000</td>
<td>-</td>
</tr>
<tr>
<td>Lantra NTO (Land-based industries)</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Hospitality Training Foundation</td>
<td>85,000</td>
<td>10%</td>
</tr>
<tr>
<td>E-skills NTO</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Skillset</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Employment NTO</td>
<td>50,000</td>
<td>18%</td>
</tr>
<tr>
<td>Engineering &amp; Marine Training Authority</td>
<td>360,000</td>
<td>6%</td>
</tr>
<tr>
<td>Seafish Training &amp; Standards</td>
<td>700,000</td>
<td>40%</td>
</tr>
<tr>
<td>GWINTO</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Local Government NTO</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>
MODERN APPRENTICES IN SCOTLAND

4.163 The number of modern apprentices in Scotland for each NTO surveyed is as follows:

<table>
<thead>
<tr>
<th>NTO</th>
<th>Modern Apprentices</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction Industry Training Board</td>
<td>5000</td>
</tr>
<tr>
<td>Engineering Construction Industry Training Board</td>
<td>169</td>
</tr>
<tr>
<td>Lantra NTO (Land-based industries)</td>
<td>352</td>
</tr>
<tr>
<td>Hospitality Training Foundation</td>
<td>1100</td>
</tr>
<tr>
<td>E-skills NTO</td>
<td>76</td>
</tr>
<tr>
<td>Skillset</td>
<td>-</td>
</tr>
<tr>
<td>Employment NTO</td>
<td>-</td>
</tr>
<tr>
<td>Engineering &amp; Marine Training Authority</td>
<td>3000</td>
</tr>
<tr>
<td>Seafish Training &amp; Standards</td>
<td>15</td>
</tr>
<tr>
<td>GWINTO</td>
<td>116</td>
</tr>
<tr>
<td>Local Government NTO</td>
<td>n/a</td>
</tr>
</tbody>
</table>

OTHER PROGRAMMES

4.164 From evidence gathered, the provision of other programmes is largely dependant on funding. Examples of programmes being run by NTOs include a Client Contractor National Safety Group Scheme which in 2001 caters for 2294 people; Offshore Supervisory Management Training Development programme for 210 attendees both in association with the Engineering and Construction NTO. Other programmes identified include a range of short courses and careers events. Seafish Training & Standards have 1,500 employees undertaking Fishermen’s safety Training and 75 skillseekers. GWINTO has recently ran a general distribution course (GD1) in Edinburgh completed by 21 long term unemployed candidates which enabled them to start employment. The Local Government NTO run and elected member development programme for 12 people.

LABOUR MARKET INTELLIGENCE/ SKILLS FORESIGHT

4.165 All eleven NTOs questioned indicated they have developed labour market intelligence/skills foresight/sector workforce development plans for their sector. Of these, nine have developed Scotland specific sources of information. Reasons given for producing Scotland specific intelligence were that: it is a requirement of some NTOs to do so to enable them to
attract funding; and such information provides a picture of skill shortages/requirements for local employers.

*Engaging with Industry*

4.166 NTOs engage with employers in a number of ways including: membership of professional bodies; regular dialogue with representatives from industry federations; committees; employer workshops, consultations and being involved in employer projects. NTOs also engage with industry through Scottish Advisory Committees which on average meet 4/5 times per year and through the National Skills Taskforce Initiative (only applicable in England).

*Scottish NTO Partners*

4.167 The main NTO partners in Scotland were identified as:

- Employer/Industry federations
- Trade unions
- Training groups
- Scottish Council of NTOs
- Other NTOs
- Highlands and Islands Enterprise
- SufI
- Telford College
- Employers and educators
- Scottish Executive
- Scottish Enterprise
- Training providers
- SCDI
- SQA

4.168 Methods of communication with partners include: meetings, emails, attending events, by telephone, and by regular interviews.

4.169 A number of NTOs indicated they had formal partnerships with organisations including employers within their industry, training centres, Scottish Enterprise, FE colleges and SCDI.
### 5. Indicative Funding Streams for Lifelong Learning in Scotland – Per Annum

<table>
<thead>
<tr>
<th>Source</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Learning - Local Authorities[^25]</td>
<td>£40,000,000</td>
</tr>
<tr>
<td>New Opportunities Fund (Community Access to Lifelong Learning Award)</td>
<td>£2,000,000</td>
</tr>
<tr>
<td>Community Fund[^26]</td>
<td>£360,000</td>
</tr>
<tr>
<td>Scottish Trade Union Learning Fund</td>
<td>£400,000</td>
</tr>
<tr>
<td>Social Inclusion Partnerships[^27]</td>
<td>£63,000,000</td>
</tr>
<tr>
<td>Training for Work[^28]</td>
<td>£21,000,000</td>
</tr>
<tr>
<td>Skillseekers[^29]</td>
<td>£81,000,000</td>
</tr>
<tr>
<td>New Deal Programmes[^30]</td>
<td>£47,000,000</td>
</tr>
<tr>
<td>Scottish Further Education Funding Council[^31]</td>
<td>£305,000,000</td>
</tr>
<tr>
<td>Scottish Higher Education Funding Council[^32]</td>
<td>£673,000,000</td>
</tr>
<tr>
<td>Individual Learning Accounts[^33]</td>
<td>£12,000,000</td>
</tr>
<tr>
<td>New Futures Fund[^34]</td>
<td>£5,000,000</td>
</tr>
<tr>
<td>National Training Organisations[^25]</td>
<td>£500,000</td>
</tr>
<tr>
<td>European Regional Development Fund[^36]</td>
<td>£70,000,000</td>
</tr>
<tr>
<td>European Social Fund[^37]</td>
<td>£4,000,000</td>
</tr>
<tr>
<td>Scottish Enterprise e-learning initiatives</td>
<td>£100,000</td>
</tr>
<tr>
<td>EQUAL Programme[^38]</td>
<td>£3,000,000</td>
</tr>
<tr>
<td>Scottish Executive (Adult literacy and numeracy strategy)[^39]</td>
<td>£8,000,000</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>£1,335,000,000</strong></td>
</tr>
</tbody>
</table>

[^25]: Estimated by Community Learning Scotland
[^26]: Total spend between October 1995 and November 2000 is £1,800,000. The figure in the table represents the average annual expenditure over this period on learning projects.
[^27]: Figure represents combined budget of Scottish Enterprise and Highlands and Islands Enterprise regarding Training for Work during 2000/2001.
[^28]: Figure represents combined budget of Scottish Enterprise and Highlands and Islands Enterprise regarding Skillseekers during 2000/2001.
[^29]: This figure represents the total recurrent grant allocations for academic year 2001/2002.
[^30]: This figure represents the total grant allocations for academic year 2001/2002.
[^31]: This figure represents the total grant allocations for academic year 2001/2002.
[^32]: This figure represents the total grant allocations for academic year 2001/2002.
[^33]: This figure is calculated on the basis of 80,000 active ILAs as of March 2001 at a cost of £150 of public expenditure per ILA.
[^34]: This figure is calculated on the basis of 80,000 active ILAs as of March 2001 at a cost of £150 of public expenditure per ILA.
[^35]: This figure represents a projected average annual expenditure in relation to a total budget of £24 million over a three year period.
[^36]: This figure represents a projected average annual expenditure in relation to a total budget of approximately £490,000,000 for the period 2000 – 2006 (inclusive) in relation to Objective 2 funding as administered by the three European Partnership Programme Executives (West, East and South). It does not account for any matched funding element associated with the distribution of these funds.
[^37]: This figure represents a projected average annual expenditure in relation to a total budget for lifelong learning of £31 million over 7 years (2000-2006 inclusive) under the auspices of the Scottish Objective 3 Operational Programme. It does not account for any matched funding element associated with the distribution of these funds.
[^38]: This figure represents a projected average annual expenditure in relation to a total budget of £20 million over 7 years (2000-2006 inclusive).
[^39]: This figure represents a projected average annual expenditure in relation to a total budget of £20 million over 7 years (2000-2006 inclusive).
6. **LOCAL ECONOMIC FORUM MAP OF PROVISION**

4.170 The following pages contain maps of the 22 Local Economic Forum areas. These reports contain a summary of the information provided. This is particularly the case for community based learning, where it has been impossible to reproduce the range and variety of learning within one publication. The full database has been supplied to the Scottish Parliament researchers.

[These pages are available as separate pdf files]
5. ISSUES AND QUESTIONS ARISING FROM THE RESEARCH

5.1 From the analysis of the desk and field research which we have undertaken with the major providers of learning at national and local level throughout Scotland a number of issues and questions arise. Some of the most significant of these are summarised below.

1. Legislation and Entitlements

There is a patchy framework of legislation, and there are few rights or entitlements to learning or support for learning post – 16

Legislation is strongest for mainstream education, and for the various New Deal schemes. There is however a strong tradition of voluntarism for work-based learning.

Example: there is currently only very limited legal entitlement for time off from work to study.

In terms of rights or entitlements to support for learning, different students are offered a range of different forms of funding support, depending on where and at what level they are engaged in learning. There are also very different levels of choice for different groups of learners, even within the same age band.

Example: A seventeen year old will be entitled to varying levels of financial support for learning depending on whether s/he is following a course as a Modern Apprentice, employed status Skillseeker, non-advanced FE, or HE.

2. Fragmented Policy Framework

There is a multi-level set of activities at national and local level and a large number of organisations are operating within a fragmented policy framework

The key players in the provision of lifelong learning include EU partnerships and other programmes, UK institutions, Scottish Executive (SEED, SEELLD, SEDD), local government, UK
government, a number of NDPBs, HE, FE, SUl, LEFs, LECs, SIPs, the voluntary sector and others). There are policies being developed at EU, UK, Scottish and local levels, and by a variety of agencies. There is no overarching co-ordinating mechanism.

Example: local authorities, Employment Service, Scottish Enterprise, and different Scottish Executive Departments each has their own policy or interpretation of policy on learning support for social inclusion.

3. Departmental Overlap

There is departmental overlap and the potential for confusion within the Scottish Executive with regard to responsibility for lifelong learning.

Example: Although lifelong learning is formally within the Enterprise and Lifelong Learning Department, the Education Department, Development Department (Communities/Social Justice), and to a lesser extent, Health, and Justice Departments, all have a role in lifelong learning policy and provision. There is an inter-Departmental Depute Ministers group on community learning but the division of responsibilities between SEELLD and SEED, may act against the adoption of the strategic overview which lifelong learning, particularly at community level, may require.

4. Funding streams and criteria.

There are problems of differing funding streams and of criteria for accessing funding support.

There are various aspects to this. Funding streams are complex in some areas, and this can fragment accountability. Funding tends to be aimed at fulfilling scheme criteria, rather than necessarily meeting individual need. Individuals are often required to conform to general criteria in order to access provision.

Example: one community based lifelong learning project targeting women returners may need to apply for funding to the Local Enterprise Company, ESF, Social Inclusion Partnership, Scottish Enterprise, Community Fund, Scottish Executive, and the local authority, plus other charitable grant awarding bodies in order a) to remain viable and b) to ensure that it can sufficiently balance
different funders’ eligibility criteria so as to be able to offer opportunities to all the women in its target group.

5. Inspection and Quality

There is a fragmented approach to inspection and quality

Example: education in prison is not inspected by HM Inspectorate and there are different approaches in FE and HE, though the systems are probably most robust in the statutory sectors of education. New systems are being developed for the New Deals. These differences mean that it may be difficult, or even impossible, to compare effectiveness across different aspects of Lifelong Learning.

6. Duplication of provision

There is actual and potential duplication and sometimes confusion of provision at local level

Example: within one Local Economic Forum, learning opportunities at local level will be provided through projects either funded or delivered by FE, the Social Inclusion Partnership, ESF, the LEC, community/adult education services of the local authority, the voluntary sector, and the Community Fund. Whilst it is theoretically possible for one organisation to receive funding from each of the above to run one large learning project targeted on, say, disaffected 16 and 17 year olds, it is equally possible (although rare in the case of ESF) for each of the above organisations to run or fund their own individual project on learning for disaffected 16 and 17 year olds, or indeed to contribute to two or three projects for this target group.

A similar case exists with subject based provision, where there may be three or four community based IT courses being run within a locality, all targeting the same potential learners but funded differently and with slightly different eligibility criteria. The number and range of providers can cause confusion for learners and employers.
7. Research

Government and Research Council funded research into learning has traditionally been focused on mainstream education, and schooling in particular.

This means that there are parts of the lifelong learning ‘map’ about which we know relatively little. **Example**: Very little research has been undertaken into the quantity and quality of work-based learning.

8. The National Training Organisations

The National Training Organisations in Scotland have a relatively low profile

This is partly about public funding for NTOs, partly about the significance of Scotland in NTO plans, and partly about NTO capacity.

**Example**: The Financial Services NTO is active in England and Wales but has no presence or representation in Scotland even though the financial services sector directly employs 91,000 people, or approximately 5 per cent of Scottish full-time equivalent jobs. In banking alone, 31,800 were employed in Scotland from a total of 338,000 across the UK. In Glasgow, employment in the financial services sector grew from 59,200 in 1993 to 75,400 in 1998.

Financial services is one of the few sectors which retains significant managerial control within Scotland. In contrast to, say, electronics, where only the smallest companies are controlled from Scotland, many of the largest financial companies have either ultimate managerial control or operational control here.

Financial services is one of the major growth industries in Scotland, with particular concentration in Edinburgh & Glasgow. Growth of call centres and on-line banking has resulted in major changes in the composition of the industry, in particular Scotland and the North East have benefited most from a concentration of call centre activity.
9. Community Learning Plans

The development and quality of Community Learning Plans and Strategies is variable

Example: some Plans are excellently produced detailed documents whilst others are rather thin on both detail and approach.

Emerging Issues

5.2 There are a number of issues where it is anticipated there will be significant developments over the coming few years. These include:

1. The role of e-learning

Example: The development and activities of SUFI/Learndirect is likely to grow; there is a strong commitment in the UK Employment Action Plan to e-learning and the use of ICT. Scottish Enterprise is very active in this area.

2. The role of e-guidance

Example: the FE and HE sector are becoming interested in using on-line guidance as a tool for supporting informed access by students

3. A more co-ordinated framework of provision by the Scottish Executive

Example: the moves by Scottish Enterprise in bringing Careers Scotland, and Future Skills Scotland alongside the LEC structure;

4. Increasing collaboration amongst umbrella organisations

This might include the Scottish Adult Learning Partnership (SALP), Community Learning Scotland (CLS), Scottish Community Development Centre, SCVO etc. Example: the ongoing review of NDPBs by the Scottish Executive.
5. The development of a strategy for improving adult literacy and numeracy

The strategy will span the whole population – employed and unemployed. It has been developed by the Scottish Executive and is shortly to be implemented\textsuperscript{40}. The Scottish Executive is committing £24 million over three years to reach around 34,000 learners each year by 2004.

6. The transformation of Scottish Homes into a new (as yet unnamed) Executive Agency

The Agency will have a new focus and emphasis on community capacity building. The new Agency will be an Executive Agency which will assume the present regeneration activities of the Scottish Executive. The degree to which this will involve the assumption of projects or activities focused on what might come under the term of community learning or lifelong learning is as yet unclear.

\textsuperscript{40} "Adult Literacy and Numeracy in Scotland" Scottish Executive 2001
6 SUMMARY FINDINGS FROM THE MAPPING EXERCISE

6.1 A major theme emerging from the mapping exercise is the absence of an evident national strategy for lifelong learning which is inclusive of all the major players and providers in the field. Overall it is not shortage of available lifelong learning opportunities, nor apparent lack of funding which has appeared as the most significant issue in this research but the lack of a, planned, coherent and collaborative approach to the delivery of lifelong learning provision.

6.2 The lack of strategy is reflected in a degree of overlap and confusion in the provision of lifelong learning. This is particularly, but not solely, evident at community level, where, in one part of one city different projects, courses, initiatives, and programmes - often targeting the same potential unemployed individuals and offering the same sort of provision - can be offered by a Social Inclusion Partnership, the Employment Service, the Local Enterprise Company, a voluntary organisation, an FE College, and a department of the local authority.

6.3 Whilst most if not all providers of lifelong learning would claim to put the learner and his or her needs at the heart of their provision, in many instances it appears to be factors other than the learners’ needs, for example the funding source or the regulations surrounding the targeting of the provision, which determine the ways in which learning is provided and delivered.

6.4 There is evidence from the results of the mapping exercise that historical developments within particular sectors, or within particular funding regimes, or across particular organisations or government departments, have led to circumstances which the providers themselves would not necessarily re-create had they the option of starting again from the beginning.

6.5 The inquiry by the Lifelong Learning Committee offers the opportunity for some of these developments to be examined in an informed, objective and dispassionate manner.

6.6 Significant amongst such developments is:

− The lack of a coordinated strategic approach to lifelong learning across all providers - including the Community Fund, the
European Social Fund, NTOs, and Higher Education Institutions, as well as other prominent key players.

- The lack of obvious differentiation, or rationale for sustained different provision, by Scottish Enterprise and Highlands and Islands Enterprise through the Training for Work programme and the Employment Service through the New Deal programmes.

- Allied to the above is the somewhat confused and confusing use of age-related criteria to determine accessibility to support programmes funded for example through the Employment Service, Scottish Enterprise and the European Social Fund.

- The issue of the ongoing sustainability of 47 Further Education Colleges in a country of Scotland's size in the crowded and competitive market-place in which they are operating, particularly at community level.

- The continuing tendency of the older universities to be less flexible in encouraging wider access by non-traditional entrants to higher education.

- The sustained low participation rate of young women in Modern Apprenticeships

GAPS IN PROVISION

6.7 In some of the more rural and island areas there is an apparent lack of access to learning, particularly FE and HE. In many areas this may be addressed in time with the continuing development of the UHI and of on-line learning, but there will remain infrastructure issues, for example in terms of transport and conversion of physical buildings.

6.8 There appears to be a major gap in the absence of a national agency supporting and co-ordinating locally based learning organisations which are either run by or targeted on different minority ethnic communities. This contrasts with the existence of such national agencies for a range of other specific learner groups – for example children and families, older learners, ex-offenders, people with disabilities and so on.

6.9 The map will continue to be a changing and fluid one, but this is inevitable within a dynamic and progressive learning environment.
6.10 From a strategic and planning viewpoint the essential factor is that the various components in the map and their relationships to each other are as clearly set out as possible.
Technical Appendix
1. **DEFINITIONS OF LIFELONG LEARNING**

Coffield, in his paper “Differing Visions of a Learning Society”, describe ten different models of lifelong learning:

The ten models focus variously on:

- Skills growth to improve competitiveness
- Personal development to promote individual self-fulfilment through participation in learning
- Social learning which stresses the links between collaboration in learning and innovation
- A learning market driven by consumers who take responsibility for their own learning
- Local learning societies which focus on local needs and local relevance rather than large top-down programmes. The distinctiveness in education of Scotland, Wales and N Ireland might be examples
- Social control which stresses the potential for lifelong learning to help control employee behaviour, and to regulate the boundaries between those who are ‘included’ and those who are not
- Self-evaluation which stresses the importance of using lifelong learning as an evaluative device for the nation, and for individuals
- The centrality of learning which aims to put learning at the heart of the process in order to overcome definitional problems
- A reformed system of education which focuses on incremental changes which are needed in order to move towards a learning society, for example the creation of credit based systems with a high degree of transferability
- Structural change models which stress the larger changes that are possible, for example the development of an education-led economy. On

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this view lifelong learning requires a comprehensive overview of education, training and employment.

In Martin’s paper on Lifelong Learning” in “Concept” 42, Ian Martin identifies two main “discourses” which “posit at the centre of our conception of lifelong learning that human beings are essentially economic animals”.

He argues that the first of these discourses constructs the adult learner as “worker or producer”, with the overall focus being on the learner’s place in the labour market, and the second constructs the adult learner as “consumer or customer”, with learning itself being seen as a commodity to be traded in the market place. He maintains that whilst these are important discourses, there is a third discourse for lifelong learning – that of “enabling people to develop to their full potential as “whole persons” or rounded human beings”.

He sums up the importance of this third discourse with the following statement:

“If we are seriously interested in reconnecting lifelong learning with active citizenship and social inclusion it is this tradition of adult education and adult learning which we must seek to revive – and to cherish.”

42 Martin I 2001 “Reconstituting the Agora: Towards an Alternative Politics of Lifelong Learning” in “Concept” Volume 11 No 1 pp 4 - 8
2. STUDY METHODOLOGY

The study methodology included the following:

Surveys and Questionnaires

♦ Survey of all local authorities in Scotland to complete matrix of provision
♦ Questionnaire survey of eleven NTOs
♦ Survey of eight national voluntary organisations

Data Gathering

In-depth data gathering through meetings, letter writing interviews and telephone conversations with a range of organisations including:

♦ Local Authorities
♦ Scottish Enterprise
♦ Highlands and Islands Enterprise
♦ Scottish Executive – ELLD, SEED
♦ Employment Service Office for Scotland
♦ Trade Union Learning Fund
♦ Scottish Prison Service
♦ European Partnership Programmes
♦ SFEFC and SHEFC
♦ SUfL/Learndirect

The full list of sources contacted is given overleaf.

We met regularly with the Committee Clerk and with SPICe researchers and we had two meetings with the Chair of the Committee.

In addition, we have made available to the Scottish Parliament researchers all the background documentation and reports supplied to us or gathered by us in the course of this study, plus all returned questionnaires which we have analysed and a complete version of the database.
Organisations and Provision Mapped

Using the Committee definition as a guide, and taking into consideration the limitations of time and resources, the following range of organisations were identified as relevant providers, or funders of lifelong learning provision for this mapping exercise:

- Employment Service
- FE Sector
- HE Sector
- Scottish Enterprise and Highland and Islands Enterprise
- Local Enterprise Companies
- Local Authorities – Community Learning
- National Training Organisations
- ESF/ERDF PROGRAMMES
- Scottish Prison Service
- Private Training Providers
- Social Inclusion Partnerships
- Voluntary Sector organisations
- Community Based organisations
- Private Sector organisations
- SUfI/Learndirect

The mapping exercise was split into gathering data on learning opportunities for those not currently in the labour market and on learning opportunities and provision for individuals in employment. Further segmentation of these groups was undertaken along the following lines:

1. **UNEMPLOYED LEARNERS/POTENTIAL LEARNERS**

   **PROVIDERS/FUNDING SOURCES**

   - Employment Service - New Deal Provision
• Scottish Enterprise/HIE – Training for Work/SS/Special Needs/NFFI
• 2001 - ESF/ERDF programmes
• EQUAL programme
• Community Based Adult Learning/Basic Skills
• Scottish Executive - SIPs
• Scottish Executive - grant funding - various departments
• National Lottery Charity Board- Community Fund
• Scottish Prison Service
• SFEFC - FE provision targeted on unemployed - CBAL
• SHEFC - access courses/extra mural courses

2. EMPLOYED LEARNERS/POTENTIAL LEARNERS

PROVIDERS/FUNDING SOURCES
• Scottish Enterprise SS/MA
• National Training Organisations
• Employers
• Trade Union Learning Fund
• FE (part-time courses)
• HE (part-time courses)

Data Gathering Issues

Because the lifelong learning environment is in a period of development and change not all the information on learning gathered at one moment in time is sufficiently stable to form part of a baseline. In addition, important elements are demand led, and demand may fluctuate.

This is particularly true of data relating to learning provision funded through Social Inclusion Partnerships and through European Structural Funds. In both these instances changes in the funding regimes mean that learning provision may be coming to an end or about to begin and there will be continuing localised
uncertainty over the coming months. Some NTOs have, as was expected, had difficulty providing data for Scotland.

We have not mapped the providers of learning or training in the private sector. This provision is extensive and would necessitate a separate study. Within the individual LEF maps we have given the percentage of individuals in employment receiving work-based training. It is anticipated that much of this training will be provided by the private sector.

**Participation Rates**

The focus of this mapping exercise has been on identifying provision rather than on identifying participation rates in learning. That would be a separate and complex undertaking. However, as a by-product of the mapping exercise we have been able to obtain a degree of information on participation rates.

It is clear from the research we have been able to undertake that it is not possible to give a total figure for learners within any geographical area. This is primarily because in many instances there is double and triple counting of learners. Many providing organisations are funded from a multiplicity of sources and each of these sources can then claim the learners as “their” clients.

For example, the Employment Service will give a figure for the number of individuals on New Deal undertaking the further education option, and the colleges will also count these individuals within their student figures. Similarly, a voluntary organisation will give a figure for the number of learners on its courses but these courses may be partly funded through the Social Inclusion Partnership, the LEC, and the Community Fund, each of whom can also, rightly, “claim” these students as their own.

There is currently no single agency to approach for information on lifelong learning provision in a locality. With the development of Local Economic Forums this gap should be overcome in time. The data in this mapping exercise has been collected and collated by LEF area to facilitate further development of the database by the LEFs.
3 DATABASE: SOURCES OF INFORMATION

Local Economic Forum details:

- Mid Year Population Estimates, 2000, Scottish Executive

Scottish Enterprise Network:

- Skillseekers 2000/01
- Training for work numbers in training, March 2001
- Modern Apprenticeships, March 2001
- Ethnicity breakdown, March 2001
- Total number of ILA’s for SE Network, March 2001

Highlands and Islands Network

- Skillseekers, numbers in training 1April 2001
- Training for work, numbers in training, 1 April 2001
- Modern Apprenticeships, numbers in training 1 April 2001
- ILA Accounts opened by March 2001
- Total training budget, 2000-01

Prisons


Job Centres

Employment Service Research and Development Service:

- New Deal for Lone Parents, numbers participating, May 2002
- New Deal Young People, end May 2001
- New deal enhanced 25+, April 2001
- New Deal 50+ employment credit claimants, May 2001
- Job Centre regional search, 2001, Employment Service
Social Inclusion Partnerships

- SIP funding allocation 2001 – 2002, Scottish Executive
- SIP Area Index, Social Justice Department, Scottish Executive, 2001

Colleges Further and Higher Education Statistics

- Scottish Executive Education Department
- Students in Higher Education in Scotland, Scottish Executive, 1999/2000
- Further Education Students in Further Education Colleges, Scottish Further Education Funding Council, 1999/2000

Other providers:

- Trade Union Learning Fund, Scottish Union Learning Fund Prospectus, 2001 – 2002
- New Opportunities Fund, Community Access to Lifelong Learning Awards, April 2001
- New Futures Fund Project details, New Futures Team, Scottish Enterprise Glasgow, May 2001
- Community Learning, Local Authorities, May/June 2001
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- Community Fund, Community Grants made to educational and training projects, April 2001
4 REPORT REFERENCE SOURCES AND FURTHER READING

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National Training Organisations Re- Recognition Guide
Further Reading

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Scottish Executive Enterprise and Lifelong Learning Department

Education of Minority Ethnic Groups in Scotland: A Review of Research
Janet Powney, Joanne McPake, Stuart Hall and Lindsay Lyall

Learning: Education, Training and Information in The Third Age
Tom Schuller and Anne Marie Bostyn

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Scottish Executive Health Department, 1999

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*Scottish Executive Enterprise and Lifelong Learning Department*

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*Scottish Executive Enterprise and Lifelong Learning Department, 2000*

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*Scottish Executive Enterprise and Lifelong Learning Department*

Modernising the enterprise networks: the interim conclusions of the enterprise networks review
*Scottish Executive Enterprise and Lifelong Learning Department, 2000*

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*Scottish Executive Enterprise and Lifelong Learning Department, 2000*

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Scottish Executive Enterprise and Lifelong Learning Department, 2000

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(including the New Deal and Welfare to Work generally)
Scottish Executive Enterprise and Lifelong Learning Department, 2000