



Citizen Leadership
happens when
citizens have
**power, influence
and responsibility**
to make decisions

Principles and Standards of Citizen Leadership

By the Changing Lives User and Carer Forum

including

What is Citizen Leadership?

A Report by the User and Carer Panel of the
21st Century Social Work Review

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Foreword

The User and Carer Panel that was part of the 21st Century Social Work Review produced the report *What is Citizen Leadership?*

The User and Carer Forum produced *The Principles and Standards of Citizen Leadership*.

The Forum replaced the User and Carer Panel, although many of the original members remained. This document went out to consultation and the final version includes changes made as a result of comments received.

Both documents reflect the huge amount of time and energy that the User and Carer Panel and the User and Carer Forum have spent on this project.

The Scottish Consortium for Learning Disability shaped both of these documents. We have facilitated both the User and Carer Panel and the User and Carer Forum since 2004.

The illustrations used in *The Principles and Standards of Citizen Leadership* are by Clare Hayton. The illustrations used in *What is Citizen Leadership?* are by Graham Ogilvie.

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CHANGING LIVES: CITIZEN LEADERSHIP

PREFACE

This year will see the publication of much of the work that has been developed nationally since Changing Lives, the report of the review of social work services in Scotland, was launched in February 2006. I am delighted to be able to introduce one of the first of those to you, Citizen Leadership.

As you may know, the Scottish Government established the User and Carer Forum upon publication of Changing Lives, in order to provide an opportunity for service users and carers to directly influence and shape the development and implementation of the Changing Lives agenda.

The Forum was particularly asked to follow up on the idea of Citizen Leadership and has developed a set of principles, with suggested standards and indicators to help demonstrate how these can apply, by which the leadership contribution of those who use services can be guided and supported.

I have been asked to write the preface as chair of the Practice Governance Change Programme and I am very pleased to do so. While this work has been developed by, and properly belongs to the User and Carer Forum, the drafts have been consulted upon widely and enjoys the endorsement the Changing Lives Programme, providing an important contribution to building the capacity for delivering personalised services. The Scottish Government is also sponsoring a pilot training programme to support implementation and the development of a toolkit. This will include users and carers and practitioners, to ensure that there is a real impact on practice.

The phrase Citizen Leadership has been carefully chosen to reflect a belief that this work is about more than advocacy and that those involved are not simply current users of services. The clear intention is to ensure that people in Scotland are enabled to have more control over their lives and the services which support them and on behalf of the Practice Governance Change Programme I commend this to you.



Andrew Lowe
Chair
Practice Governance Change Programme
Changing Lives
March 2008

We are a voice for
**people who use
services and carers.**
We share our collective
experiences.

Background to this Document

The User and Carer Forum began to meet in September 2006. The Forum is supporting the implementation of Changing Lives: the report of the 21st Century Social Work Review. The Forum is made up of members from the User and Carer Panel that worked on the Review and new members from a wide range of backgrounds and experiences.

Who we are

We are a group of people, some of us use services and some of us are carers. On the Forum we represent ourselves and not the organisations we work with. At the moment there are 12 of us. Some words or phrases we would use to describe the Forum are “expert; passionate; accessible; togetherness; empathy; growing in confidence; unique; from service user or carer to Citizen Leader”.

We are from all over Scotland and have a variety of backgrounds and experiences; these include autism spectrum disorder, caring, criminal justice system, drug and alcohol addiction, dementia, homelessness, learning disability, mental health issues, physical disability, as well as the LGBT (lesbian, gay, bisexual, transgender) and ethnic communities.

“The reason why I want to be on this Forum is in the hope we can help with ideas and actions so that users, carers and providers do not have to wait in vain for the spirit of the agenda set out in Changing Lives to influence the delivery of improved services.”

Isabel

Our work

We are a voice for people who use services and carers. We share our collective experiences.

One of our main aims is to develop Citizen Leadership – something that the User and Carer Panel had thought of during the 21st Century Social Work Review. Citizen Leadership is an activity that happens when citizens have power and influence and responsibility to make decisions. Citizen leadership happens when individuals have some control over their own services. It also happens when citizens take action for the benefit of other citizens.

Principles and Standards of Citizen Leadership

The User and Carer Panel came up with the idea of Citizen Leadership during the course of its work for the Review in 2005 and this was included in Changing Lives.

The Forum has taken forward the work of the Panel in their meetings so far and has been developing Principles, Standards and Indicators of Citizen Leadership. As part of their work to create them they looked at the other standards like the National Standards for Community Engagement.

There are some jargon words in this document. This is what we mean by them:

- > A Principle is the way things should be done
- > A Standard is what we expect to see happen
- > An Indicator is an example of it happening.

The general idea that citizens should have more opportunities to develop and express their leadership skills, should apply in all walks of life. However, when the User and Carer Forum was thinking about this subject, they were thinking about situations where people were receiving social services. So some of the statements made about social workers or social care workers might also apply to, say, health professionals.

Principles of Citizen Leadership

A Definition. What is Citizen Leadership?

“Citizen Leadership is an activity... it happens when citizens have power and influence and responsibility to make decisions. Citizen Leadership happens when individuals have some control over their own services. It also happens when citizens take action for the benefit of other citizens.”

People who use services and carers are citizens. This means they should have rights and responsibilities in their communities. They should:

- > have a say
- > get information
- > take part in decisions
- > make things happen.

A leader influences and enables others to make a contribution and so helps to make it happen.

1. Potential

Everyone should have their leadership potential recognised.

2. Development

People’s leadership potential can only be fulfilled through opportunities for development.

3. Early Involvement

People who use services and carers must be involved at all stages of developing and delivering services.

4. Person-centred

Everyone is an individual and should be helped to show leadership in the way that suits them best.

5. Information

People need information that is clear to them and they need it in plenty of time.

6. Equality

People use their leadership skills to challenge inequality in services and wider society.

7. Control through Partnership

Citizen Leadership enables people to have more control over their own services, through working in partnership with those services.

8. Wider Benefit

Citizen Leadership is for the benefit of other people who use services as well as yourself.

1



Principle 1 - Potential **Everyone should have their leadership potential recognised.**

Standards

- > There is the assumption that everyone has leadership potential.
- > All people who use services and carers are encouraged to take more responsibility.
- > Everyone is offered opportunities to show leadership.

Indicators

- > Assessments identify people's gifts, skills and capacities, and not just their needs.
- > People who use services and carers have opportunities to express their views and those of others.
- > People are encouraged to take responsibility at a time when they can do so.

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Principle 2 - Development

People's leadership potential can only be fulfilled through opportunities for development.

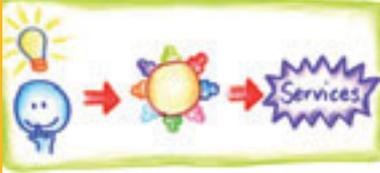
Standards

- > People who use services and staff have a safe environment to develop Citizen Leadership.
- > Clear information is provided on the development of Citizen Leadership.
- > Sufficient resources are provided for the development of Citizen Leadership.

Indicators

- > People who use services and carers understand leadership.
- > Professional staff support and encourage the development of Citizen Leadership.
- > People who use services and carers are fully aware of their rights and responsibilities.
- > People who use services and carers receive training on developing Citizen Leadership.
- > Clear standards for development are in place.
- > There is a drive from the top for services to encourage the development of Citizen Leadership.
- > Professional staff receive training on developing Citizen Leadership.
- > The rights of people who use services and carers are fully recognised in their personal plans.
- > Citizen Leaders act as mentors and share experiences.
- > People show leadership skills that they did not have before.
- > People who use services and carers have the opportunity to practise Citizen Leadership.
- > People who have refused services in the past are given support and encouragement to develop leadership skills.
- > People who have had little opportunity to take responsibility, now have opportunities to learn to take responsibility for themselves and others.

3



Principle 3 - Early Involvement

People who use services and carers must be involved at all stages of developing and delivering services.

Standards

- > People who use services and carers are involved in setting the agenda for service development.
- > People who use services and carers are asked for their views about service developments.

Indicators

- > There are open meetings between service users, carers and social workers.
- > People who use services and carers are involved in meetings to plan new services.
- > Local panels of people who use services and family carers are set up to give their views on service development.
- > People who use services and carers are able to make suggestions at community venues and/or other places that are comfortable and easy to get to.
- > People who use services and carers have the confidence to challenge service professionals.
- > People who use services and carers make positive suggestions about developing services.
- > Services show improvement.

4



Principle 4 - Person-centred

Everyone is an individual and should be helped to show leadership in the way that suits them best.

Standards

- > People who use services and carers get the right support to be actively involved in a leadership role, including independent advocacy.
- > People who use services and carers have the opportunity to show their leadership qualities in different ways.
- > Everyone should be assumed to have leadership potential.
- > People who are unable at any time to exercise responsibility and leadership (e.g. because of illness) should be supported and encouraged to develop responsibility for themselves and others at a later time.

Indicators

- > Independent advocacy resources are available locally to people that want to use them.
- > Social work services staff understand the various ways that people can show leadership.
- > Communication aids and other technology are provided where they are needed to allow people to take on leadership roles.
- > Meetings take full account of participants' different communication needs.
- > Where people have individual support plans, these show how people have been supported to make choices and show leadership.
- > People who use services and carers are getting the service they want.
- > Choice and options are offered.
- > Access to advocacy is available before a crisis develops.
- > Support is available early to prevent a person's situation getting worse.
- > No one should miss out on support just because they are alone or ill.
- > There is continuity of support so people can become stronger and deal with changes and difficulties.
- > When people are finding it hard to take responsibility for themselves they are offered support that is right for them e.g. advocacy and peer support.

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Principle 5 - Information

People need information that is clear to them and they need it in plenty of time.

Standards

- > People who use services and carers get clear accessible information so that they can make the most of their opportunities to show leadership.

Indicators

- > People who use services and carers are getting information, advocacy and other available services.
- > There is sharing of information between peers and through informal networks.
- > Relevant documents are available in different formats.
- > Regular information from social work departments goes to people who use services and carers (in different languages and formats).

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Principle 6 - Equality

People use their leadership skills to challenge inequality in services and wider society.

Standards

- > People who use services and family carers have access to advocacy.
- > Organisations respond positively to challenges by people who use services and carers.

Indicators

- > Independent advocacy resources are available locally to people that want to use them.
- > Organisations have mechanisms in place that allow service users and carers to make positive suggestions for change.
- > People who use services and carers get responses to questions or challenges.
- > Campaigns led by people who use services and/or family carers have brought about changes.

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Principle 7 - Control through Partnership **Citizen Leadership enables people to have more control over their own lives and services, through working in partnership with those services.**

Standards

- > People have a significant say in the assessment, planning and delivery of their own services.
- > Funding is flexible.
- > Person-centred planning is the normal way to plan services.
- > People have the support they need to overcome the problems and issues that are preventing them from taking more control over their lives.

Indicators

- > People choose their service provider.
- > People who use services are able to change their social worker.
- > People who are entitled to direct payments must have access to them.
- > People who use services are involved in recruiting social workers and support staff.
- > Contracts exist between paid carers and service users.
- > Services are improving.
- > There is effective communication and good relationships between the social worker and the person who uses services and carer.
- > People who use services and carers have increased opportunities to develop skills and lead the lives of their choosing.

8



Principle 8 - Wider Benefit

Citizen Leadership is for the benefit of other people who use services as well as yourself.

Standards

- > People who use services and carers are involved in service development and/or strategic development.
- > There are mechanisms for good practice to be shared from one individual's situation to another.
- > People who use services and family carers are involved in training of social workers and other professional staff.
- > People who use services and carers are able to support each other and to support family, friends and neighbours. Services do not get in the way of this.

Indicators

- > People have access to a Local Area Co-ordinator.
- > Citizen Leaders publicise issues.
- > There is evidence of people who use services and carers campaigning.
- > People who use services and family carers influence policy change.
- > People do not only have connections with services but are in touch with family, friends and neighbours.

**People who use services
and family carers** should
be involved as leaders in the
planning, development and
monitoring of services

What is Citizen Leadership?

A report by the User and Carer Panel of the
21st Century Social Work review

1

Introduction

The 21st Century Social Work Review recognises that the development of strong leadership is needed to bring about the changes that it recommends. The Review says that frontline social workers should have leadership qualities as well as senior and middle managers and should be given the opportunities to show leadership in their work.

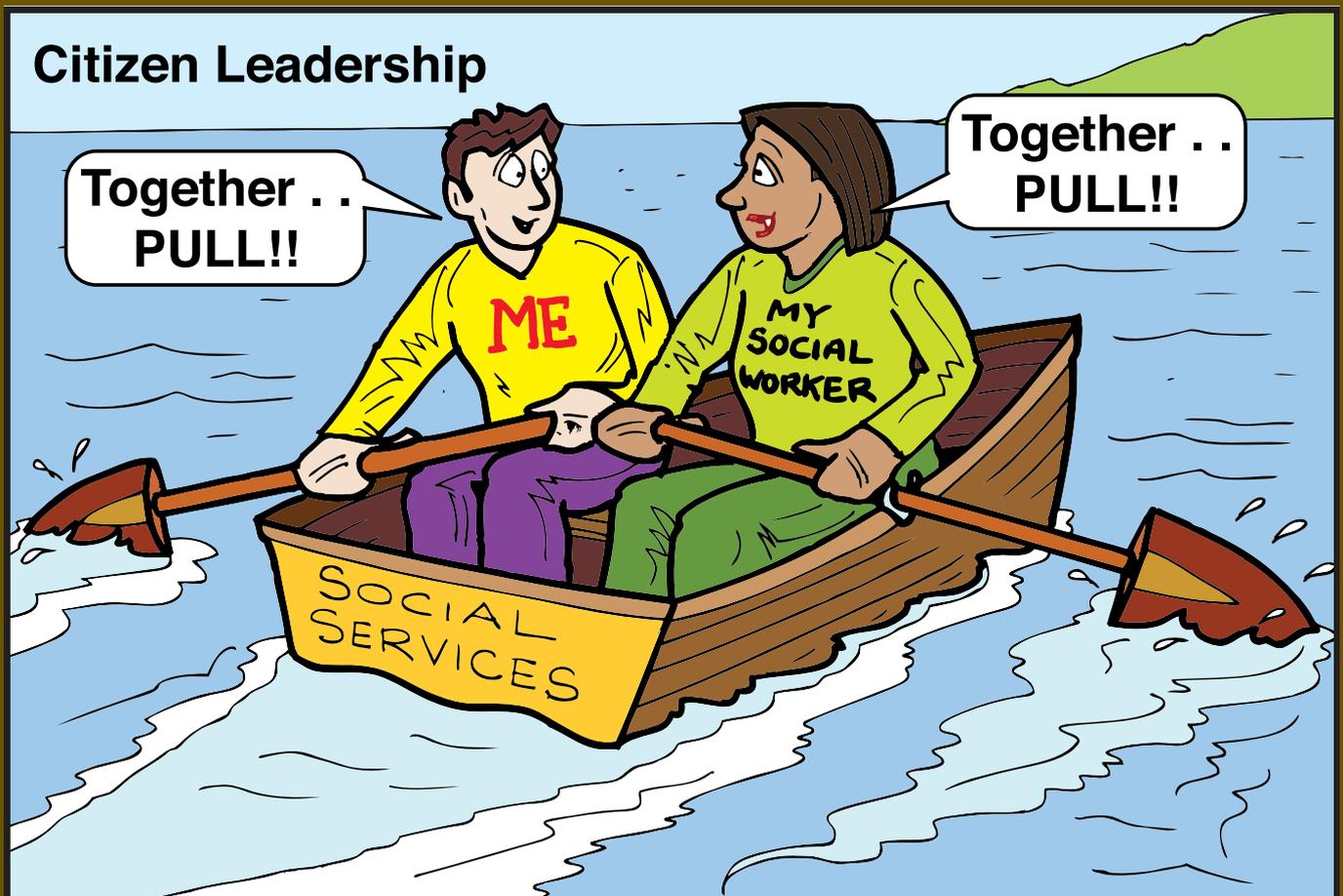
It also says that Citizen Leadership can help transform services. People who use services and family carers should be involved as leaders in the planning, development, and monitoring of services. They should play key roles in who becomes a social worker and what they learn. To do this, these citizens need to have the chance to develop leadership skills.

Citizen Leadership is more than “user involvement”. Effective consultation needs to take place but Citizen Leadership is something more. User involvement does not require any shift in power. Citizen Leadership does require a shift in power: it is a new relationship between policy makers/service planners/service providers and people who use services/family carers. In this new relationship, citizens move from being “service users” to leaders. They take on a shared responsibility for ensuring that the right services are available for themselves and others.

This new partnership does not just work at the level of policy making. At an individual level too, people will have more control of the services they use.

As a result, services become planned and delivered in a way that focuses on achieving things that will make a difference to people’s lives.

Citizen Leadership requires a shift in power



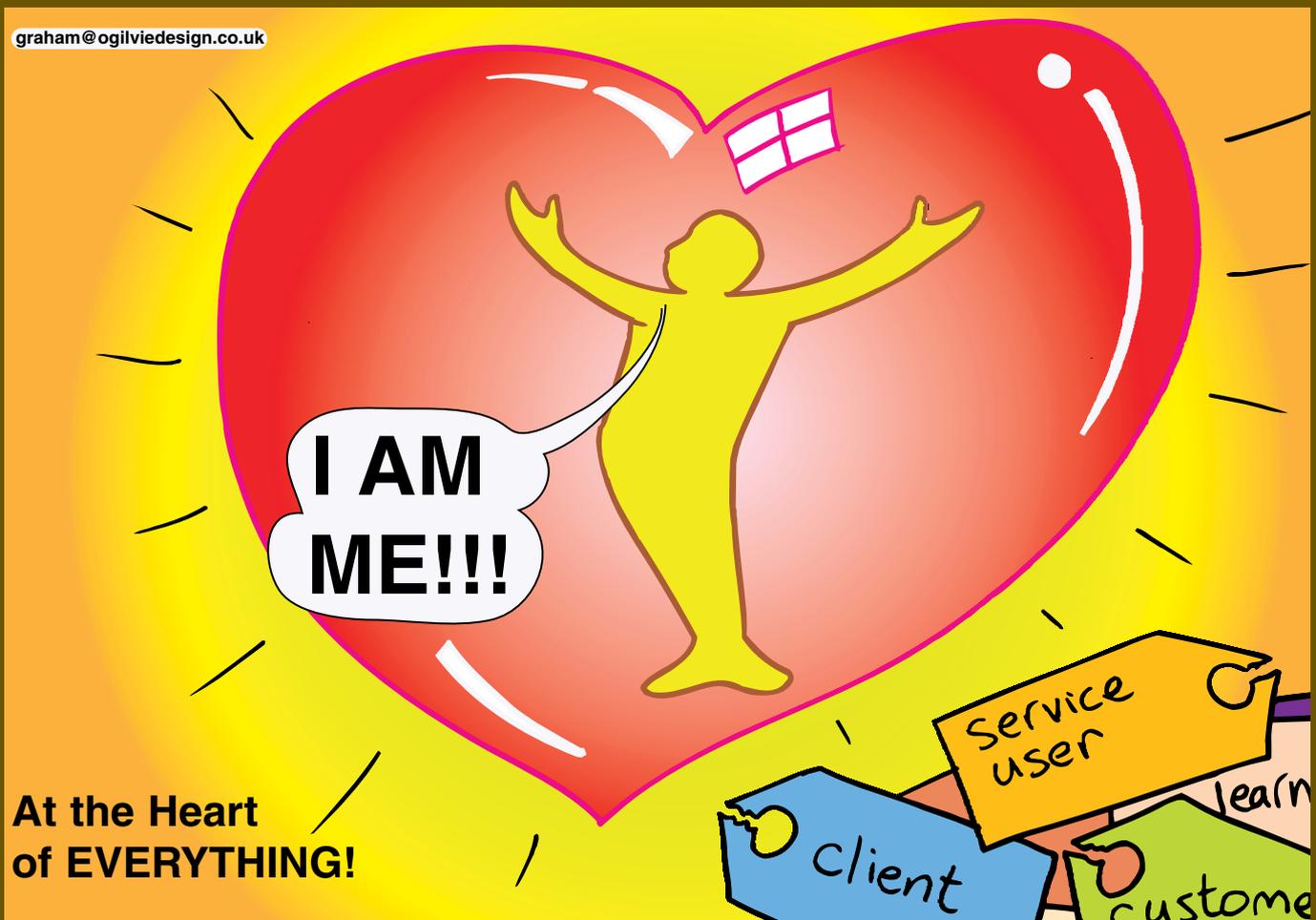
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Why Citizen Leadership?

It has been recognised for a while that people who use social work services and family carers, should be involved in shaping the services they receive. We are the experts when it comes to knowing how services affect people's lives. It is important that we should be able to show leadership in shaping services so that we can use this expertise effectively.

Services should give us the support to live the lives we want to live. If we, as citizens, have more say over the services we receive, there is more chance that those services will be right for us. When this happens they will be more likely to produce the outcomes that we are looking for.

Services see everyone as a unique individual



What is Citizen Leadership?

Citizen Leadership is about people being able to speak out and shape services for individual benefit and for the general good. Here is an example of Citizen Leadership in practice:

The Scottish Executive wanted people who used Social Work Services to play a big part in the 21st Century Social Work Review. A panel of people who used services or were family carers were recruited. They met often for about a year to share their experiences and discuss their views. They considered all the main themes of the Review and passed their views on to the Review Group.

Many of the changes that the panel wanted to see have become recommendations in the final Report “Changing Lives”. The Panel influenced the Review Group’s thinking and influenced the final Report. The Review Group found that the Panel were very effective at using their personal experiences to inform their thinking about services in general.

This is an example of Citizen Leadership because:

- > People who used services influenced services at a policy level
- > They were involved in the process at an early stage
- > The professionals involved gave the Panel a certain amount of power
- > The Panel had the leadership skills to communicate what they wanted to say
- > They also had the chance to develop new skills and confidence along the way – attributes that they can use in other situations.

Citizen Leadership is both a quality that people have and an activity that people do. It is a personal quality that people often develop in groups and it is seen through activities such as problem-solving and working for change.

It is not just about influencing policy. It is also about individuals showing leadership.

M has had a lot of experience of using services. She has also become assertive and clear about what she wants. She is recognised and respected by the many people who know her.

V came to see M because she wanted help but was afraid to go to the Social Work Department. She was worried that Social Workers would put her children into care. M was able to give her reliable information about what services were available. She was able to discuss the pros and cons of going to the Social Work Department. And she was able to link V in with a collective advocacy organisation.

Citizen Leadership can be seen in many walks of life. Trade Unions, tenants associations and grassroots campaigns are three places where you would expect to see it. In this report, we are thinking about how citizens, as opposed to professionals who work in social work services, can take on leadership roles to influence services. Later on in the report, we talk about how professionals can support Citizen Leadership.

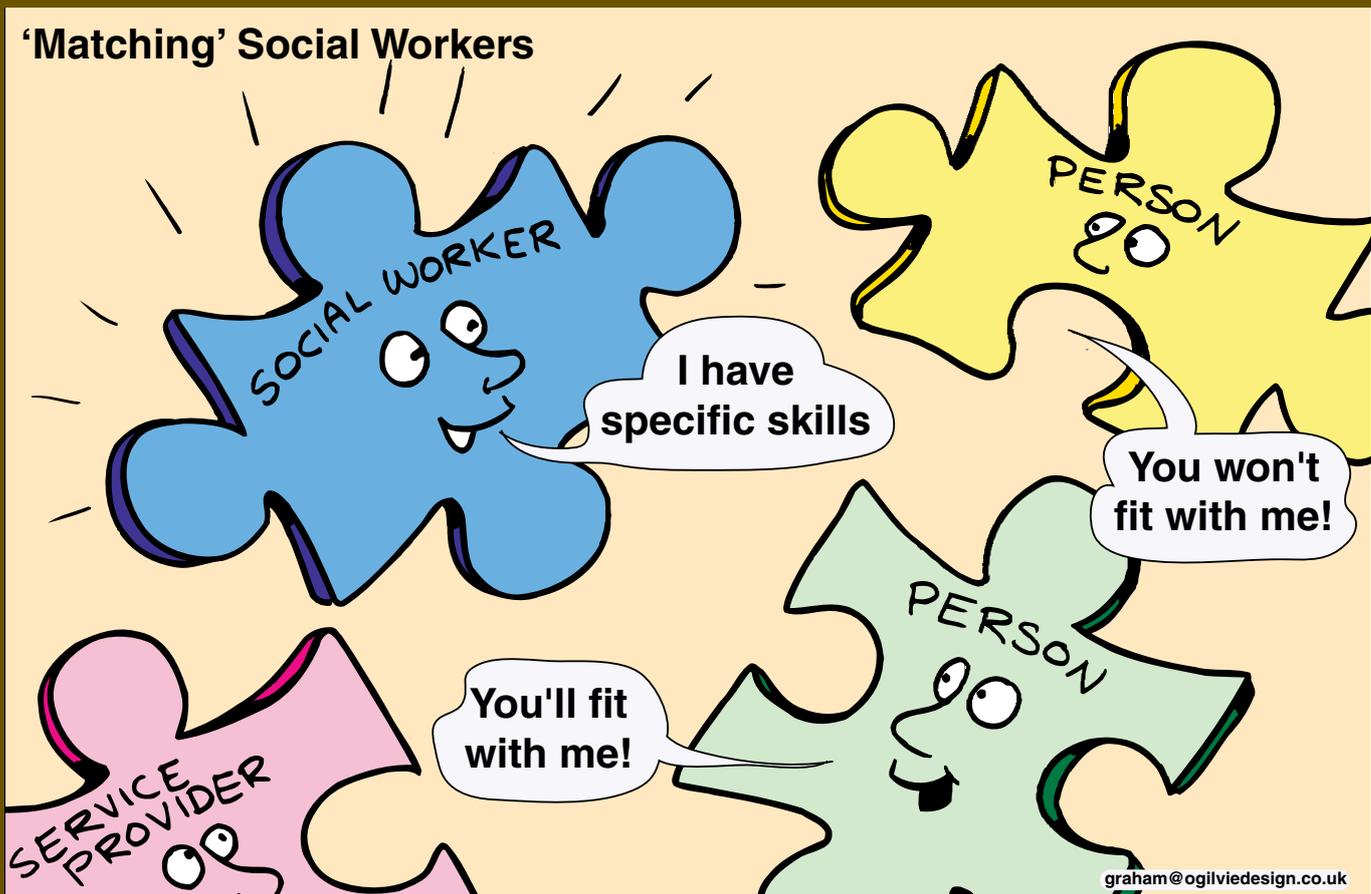
Benefits of Citizen Leadership

When people who use services and family carers become leaders in the way that we have described, there are a number of benefits that result.

First, an improvement in the quality of services can be expected. Many of the recommendations in the 21st Century Social Work Review will require services to be re-designed. Involving Citizen Leaders in planning these services will lead to better services because people with personal experience of using services will be directly influencing the shape of new services. Citizen Leadership provides that link between service planning and service use.

A better match between people and their services

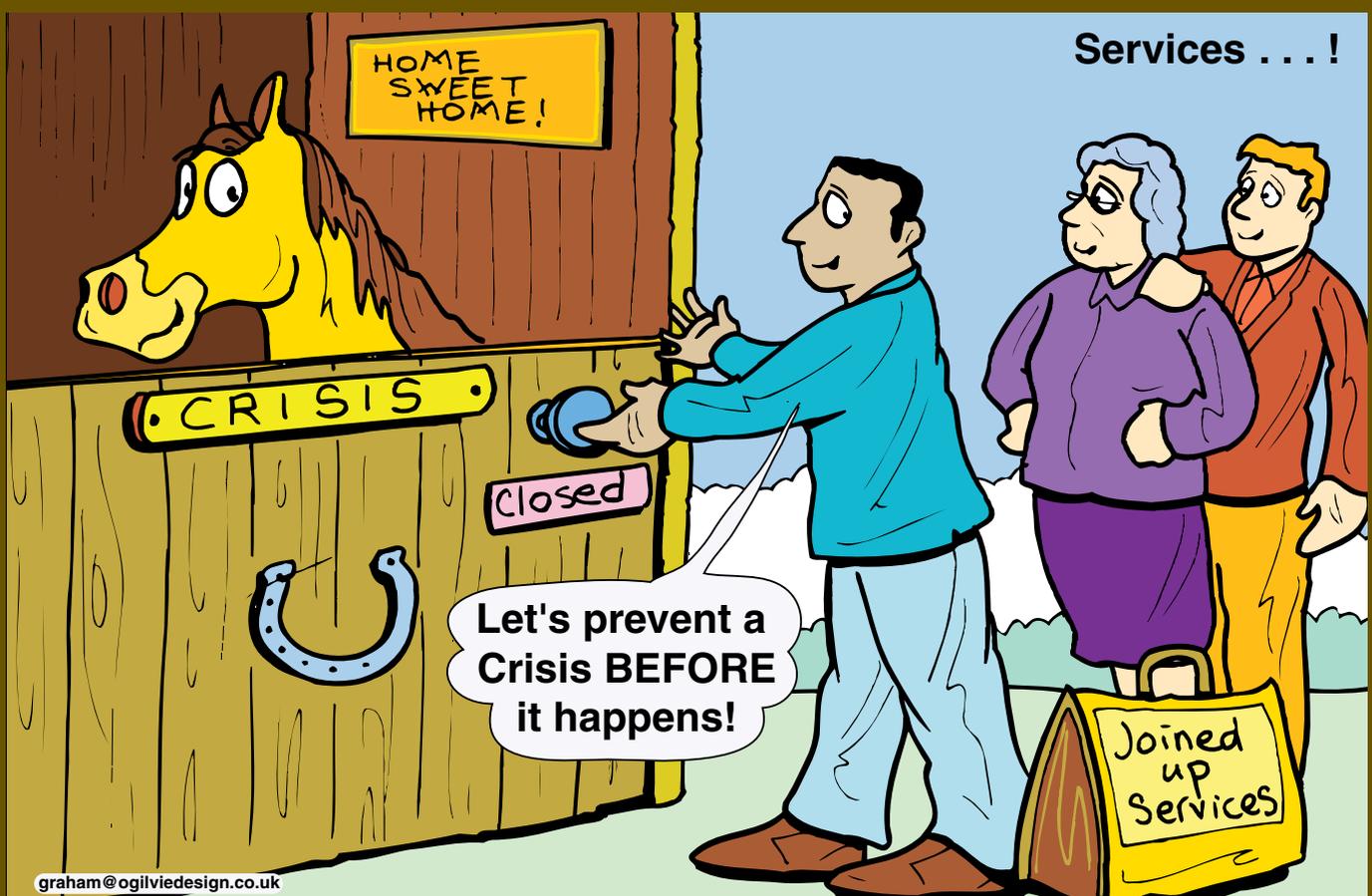
'Matching' Social Workers



Secondly, there is an economic benefit. It is more likely to be a cost-efficient process when people take more responsibility for assessing their own needs, planning and choosing services to meet those needs. It is even more likely to save money when they develop the skills to solve problems and take decisions about the bigger issues in their lives such as where to live, who to live with, changing a service that no longer suits.

Thirdly, people will be less dependent on services. People who develop leadership skills of assertiveness and problem-solving, motivation and delegation, are likely to use services as a means to leading the life they want to live, instead of becoming dependent on them.

Services that will stop a crisis happening



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Qualities of Leadership

The qualities of Citizen Leaders are the same as the qualities that the best leaders in professional and business settings possess.

Here are some key qualities that good Citizen Leaders possess, with some examples of where we know this leadership is already shown.

Challenge the process

This means being prepared to ask “Why are things done this way?” It means being prepared to take risks to achieve a better result.

Example: The User and Carer Panel of the 21st Century Social Work Review has questioned a number of social work practices and suggested different ways things could be done.

Example: Someone asks to change their respite service from a traditional service based in a building, to a flexible service that is new and experimental.

Example: Turning down an unacceptable service at the risk of not being offered an alternative.

Inspire a shared vision

This means having a vision for the future, being able to communicate this to other people and getting them to work towards achieving the same vision.

Example: People First, a collective advocacy organisation, had a vision of all long-stay learning disability hospitals closing. They put a lot of energy into convincing other people this was the right way to go.

Enable others to act

This part of leadership means allowing or supporting other people to be able take on more responsibility. This can be seen when someone who uses services encourages another to speak up.

Also, because people have been relatively powerless, there are many examples of leadership through collective action.

Example: Carers campaigning to keep lunch clubs open.

Model the way

This means influencing other people by the way you live, speak and act. It means leading by example.

Example: Peer support groups where people treat each other in a respectful way.

Example: Citizens being involved in the training and development of professionals.

Encourage the spirit

This means showing an active and sincere concern for others in the organisation. A good Citizen Leader will be giving positive feedback to both sides – for example, being part of a local government monitoring group and saying when services are working.

Example: The way people work with their social worker, being clear about what they want and praising them when they do a good job, shows good leadership.

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Current Examples of Citizen Leadership

We have given a few examples above of Citizen Leadership. Here are a few more examples of where we see Citizen Leadership already happening:

- > The Changing Lives User and Carer Forum
- > People First, HUG (Highland User Group) and other collective advocacy organisations
- > Training Social Workers and Social Work students (Scottish Voices)
- > Young Carers training hospital staff
- > People recruiting their own support staff
- > Community Care Forums
- > Volunteer organisations
- > People claiming a Direct Payment
- > Citizen Advocacy, where people who use services are supported by other citizens to say what they want to say

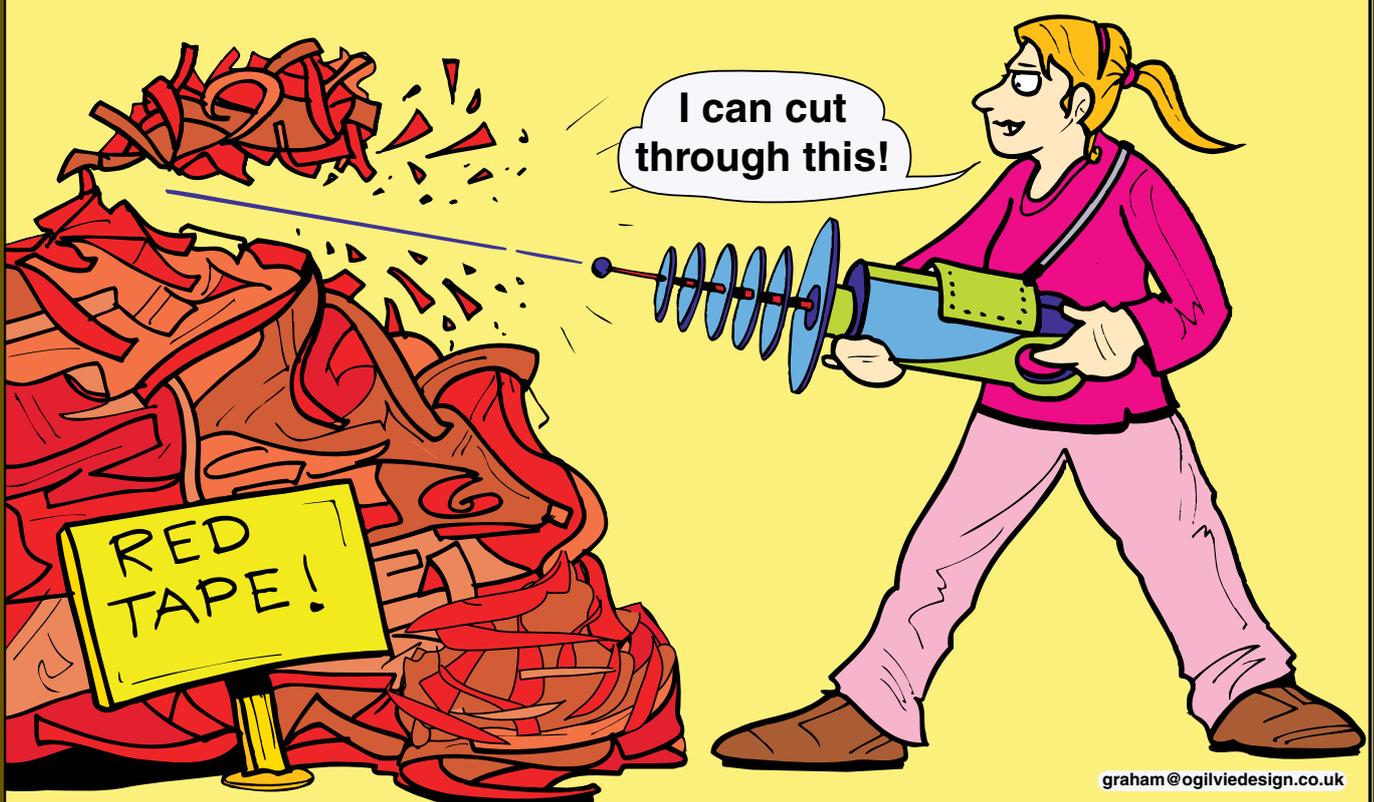
Relationship Between Professional Leadership and Citizen Leadership

There is no question of Citizen Leadership replacing professional leadership. There will always be a need for strong leadership at the top of Social Work Departments and other agencies, all the way through to frontline workers.

The Report of the 21st Century Social Work Review of Changing Lives, recommends developing the leadership of frontline workers. We think there are similarities with the development of Citizen Leadership. Frontline workers are not going to become bosses but they should be able to show more leadership. That means taking more responsibility, showing integrity and being prepared to assert yourself. People who use services and family carers are citizens who should be able to show the same sort of leadership. If everyone took more responsibility to act like a leader, services would be much better.

I want my staff to spend more time with me and less time in the office

Empowered Social Workers!!



Barriers to Effective Citizen Leadership

There are a number of reasons why more citizens do not show more effective leadership. These include:

- > Lack of power
- > Lack of experience
- > Token involvement
- > Lack of information
- > Lack of investment.

Lack of power

In business, leadership is often associated with management, especially senior management. This is because managers have more say than workers. Frontline workers will only be able to show leadership if they are encouraged and enabled to do so.

In the same way, citizens need to be encouraged and enabled to become effective Citizen Leaders. Unless there is more of a shift in power from professionals towards people who use services and family carers, our ability to show leadership will be limited.

The User and Carer Panel is an example of good partnership working. The Panel felt that we were listened to and were able to influence the final report. Even so, we did not have the final say, either about the report or about the process. Also, we knew that we were not involved by right but because some people in the Scottish Executive were committed to the idea.

Lack of experience

Lack of experience is a second barrier. Many people have the experience of being assessed and then given services with little or no say. Without any opportunity to practise leadership skills, people cannot develop expertise.

In addition, many people who use services have little self-confidence and low self-esteem. It may be that all their lives people have told them “No, you can’t. You’re not able”. It is even harder to develop leadership skills if this is your starting off point. People who want to develop leadership skills need to have different opportunities to do this. This means **both** formal opportunities like training courses **and** informal opportunities such as joining an advocacy group.

Token involvement

More and more, people that use services are being asked to get involved in planning their own services or having a say in local services. But we think that a lot of that involvement is tokenistic. One “service user” in a room full of professionals is not likely to change anything. Sometimes these groups are badly facilitated and that stops citizens being able to make a contribution. Having to read papers written in professional language means we often can’t contribute. This “involvement” is actually a barrier to Citizen Leadership because some professionals may honestly believe that they are doing all they need to do.

Lack of information

There are many reasons why people who use services and indeed carers, do not get all the information that would make it possible for them to get a full picture. But without good reliable information, anyone would struggle to be an effective leader. Citizens are no different.

Lack of investment

We believe that leadership development is possible but that takes money. Companies invest a lot in developing leadership qualities in their upper and middle management. If we are serious about Citizen Leadership making a difference to how services are delivered, we have to invest in capacity building, training, etc., and also in supporting the ongoing practice of Citizen Leadership.

What Needs to be in Place for Citizen Leadership to Flourish

It is true that Citizen Leadership will exist in places without any encouragement at all. However, many more people have the potential to become leaders with the right opportunities to develop. Even born leaders need the right environment for their leadership to be effective.

For individuals to develop their leadership potential and to give as many people as possible this opportunity, the following factors need to be in place:

- 1) agencies that commission and provide services recognise the leadership role that service users and family carers can play
- 2) these agencies make sure that the way they work gives these citizens the power to show their leadership qualities
- 3) people have the opportunity to join peer groups where they can develop their leadership skills safely, e.g. collective advocacy groups
- 4) people have the opportunity to take on leadership roles in different ways:
 - > at an individual level this might mean accessing a Direct Payment or recruiting their own support staff
 - > at an operational level it might mean training social work students
 - > at a strategic level it might mean being heavily involved in a local authority's plans to implement the recommendations of the 21st Century Social Work Review
- 5) people get the right support to be actively involved in a leadership role, including independent advocacy
- 6) there is investment in developing the leadership skills of a significant number of people who use services and family carers. This will enable them to take on major leadership roles in influencing the services that they and others receive
- 7) there is investment in developing the capacity of service organisations to respond to Citizen Leaders.

Developing Citizen Leadership

Citizens often develop leadership qualities by experience. It is “learning by doing”. So people can develop confidence to contribute positively when they get the opportunity and are encouraged to do so. Then they realise that they can do it and learn how to do it better.

That is why groups are so important to this process. In groups, people can encourage each other to speak up. For most people, groups are a safe place to practise. They are a place where people can discuss ideas and decide together about strategies. Groups are often given the opportunity to contribute where individuals are not. For example, to a consultation.

This idea of a safe place is important. When your confidence is low, it is difficult to assert yourself. Someone might need a push to take that first step. A group can push you, in a good way!

Investment in leadership development is a crucial factor. If we want a future generation of Citizen Leaders, there need to be courses that people are encouraged to benefit from. There have been a number of leadership courses for people that use services and family carers. Both Scottish Human Services Trust and the Scottish Consortium for Learning Disability have offered leadership courses.

We propose a new national leadership course for people who use services and family carers. This course will need to be offered to a large number of people across the country – we need enough Citizen Leaders to make a difference.

As a separate point, professionals will need training to learn how to give someone the leadership role he or she should have. This might be part of their training as students or part of their ongoing development.

Also, whole organisations might need to be trained in how to work in partnership better with the people that use their services.

In addition, there needs to be a change in service culture that puts Citizen Leadership at the heart of service planning and delivery. There is no point in citizens learning leadership skills if they have no opportunity to practise them in their own lives.

People need a goal. We need to feel that acting as a leader is going to make a difference. This is true at every level of involvement.

It may be that new structures or links are needed to allow people’s voices to be heard in the right places. This might be a local User and Carer Panel – we know this is a model that has worked at a national level. Another possible structure might be a local collective advocacy group. We do not want to define a structure – every area will be different. What we do want to stress is that there is no point creating a new structure if nothing else changes. Any new structure must come from a real desire to give people more leadership.

If Citizen Leadership is developed in all of these different ways, we will see services that suit people much better, that are a lot better value for money and that allow people to have more independence and control of their own lives.



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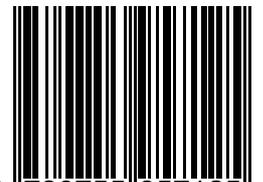
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