

**The Evaluation of the Transforming Youth Work
Management Programme**

Final Report

**Youth Affairs Unit
De Montfort University**

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The Evaluation of the Transforming Youth Work Management Programme

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GLOSSARY

APYCO	Association of Principal Youth and Community Officers
BME	Black and Minority Ethnic
CYWU	Community and Youth Workers Union
CPD	Continuous Professional Development
DAT	Drug Action Team
DfES	Department for Education and Skills
EIYW	Evaluation of the Impact of Youth Work
FPM	Ford Partnership Management
JNC	Joint Negotiating Committee
LA	Local authority
MIS	Management Information Systems
NCVYS	National Council for Voluntary Youth Services
NVYO	National Voluntary Youth Organisation
NYA	National Youth Agency
PAULO	the National Training Organisation (NTO) for community-based learning and development
PYO	Principal Youth Officer
QA	Quality Assurance
REYS	Resourcing Excellent Youth Services
RYWU	Regional Youth Work Unit
SLA	Service Level Agreements
SRB	Single Regeneration Budgets
TYW	Transforming Youth Work
TYWMP	Transforming Youth Work Management Programme
YAU	Youth Affairs Unit
YOT	Youth Offending Team
YS	Youth Service

Executive Summary

Purpose and Design

This is an evaluation of the Department for Education and Skills (DfES) funded Transforming Youth Work Management Programme (TYWMP) designed to develop the capacities of senior managers and heads of youth services/organisations to lead and manage effective modern services for young people. The evaluation includes the initial impact of the first 18 courses of the programme delivered in the different regions in England between October 2002 and June 2003. Every local authority in England was allocated three places, for the Head of Service, a senior youth work manager, and one voluntary sector manager which resulted in a broad coverage of managers in the youth service. The evaluation tracks the programme's effect on these managers and in turn the service they manage. Data was gained from a 40% return of questionnaires sent to all 451 participants and from 80 interviews with a stratified sample of those who returned the questionnaires.

The Data

This data were analysed and are presented in the following format:

a) **The Youth Service Management Context** - the challenges, obstacles and supporting factors experienced by the managers who undertook the programme. (3.1) This provided a picture of managers working to keep on top of all the changes that were needed at a time when the Resourcing Excellent Youth Services (REYS) and other standards were being introduced. Whilst perceived as supportive, these and the positive increasing value ascribed to youth work (3.1.8-3.1.9), were making substantial delivery and monitoring demands of often insufficient infrastructures and staff (3.1.24. and 3.1.27). Participants were managing complex roles including the demands, expectations and differing levels of understanding, of a large set of stakeholders (3.1.13-3.1.14). In practice this included for example, balancing universal and targeted provision (3.1.15); accessing and managing fluctuating resources (3.1.25) and having to prioritise partnerships (3.1.20-3.1.21). They valued the quality of their staff and the support of their professional networks in meeting their challenges (3.1.26 and 3.1.22).

b) **The Processes** - the materials and delivery of the training experience. (3.2) Each course was delivered in a format of 4 x two day elements with tasks and reflection in between supported by a reader. The programme was very well received and gained very high ratings from participants for most quality indicators (3.2.1). The features of the training experience highlighted by its participants to explain its success were its timeliness, its application and relevance to their management experiences and the opportunity it provided to pause, reflect and take stock (3.2.6-3.2.10).

c) **The Outcomes** - the benefits and changes for individual managers and how the programme contributed to them. (3.3) Participants valued applying theories to develop their understanding of, for example, leadership styles and quality assurance models (3.3.2). They gained practical tools to apply such as unit costing and the balanced score card (3.3.4). The programme provided an impetus to act (3.3.3). Managers also welcomed studying together with colleagues and subsequently being able jointly to apply their learning which added value at organisational level (3.3.5). This collective learning opportunity led to

changed perceptions of each other between the voluntary sector and local authority participants (3.3.6). The overall learning experience provided very many participants with additional confidence and affirmation for their management of youth services (3.3.7-3.3.8).

d) **The Impact** - the changes that managers made as a result of the programme in the way they work and in the youth services and organisations they manage. (3.4) Almost three quarters of participants felt that their participation in the programme had contributed to a more effective youth service and four out of five were able to identify examples of lasting successful management change introduced as a consequence of the programme (3.4.1 - 3.4.4). Managers told us that they think and act more strategically, making more effective use of their influence (3.4.13 -3,4,16), and prioritising increased time with partnerships (3.4.19); and that they have invested in cultural and infra/structural change to support strategic direction and improve quality assurance and performance management (3.4.20-3.4.36). These trends are indicative of the programme's emphasis on the importance of linking strategic and operational management.

Based on their accounts of the changes they have been making evidence indicates that managers are now

- devising better planning and review arrangements and creating a culture to encourage this to take place (3.4.28-3.4.36)
- allocating resources more to meet needs and to calculate the costs of services more accurately (3.4.28-3.4.30)
- creating organisation-wide posts to drive new initiatives; to establish quality assurance frameworks and improve performance management (3.4.20-3.4.22)
- communicating more effectively with staff and making more productive use of team meetings so that staff become more aware of the policy and political context in which they are expected to work, and engage in the planning process (3.4.32-3.4.33)
- introducing more scrutiny and review of practice (3.4.31)
- encouraging managers and officers to be more confident and determined in clarifying expectations of staff, and in motivating them to achieve the highest standards (3.4.34-3.4.36)
- tightening up partnership work with service level agreements and compacts and building the capacity of voluntary sector organisations (3.4.39-3.4.41)
- increasing involvement of young people in service development (3.4.42-3.4.43).

Conclusion

Such a national management development programme had never been offered before. It has been highly valued by participants and has equipped them with knowledge, skills and confidence to help them manage the youth service better. Whilst it has not built in any strategy to sustain this development, the programme has enabled the growth of a shared language and common management methods and has provided a set of tools across the cadre of senior managers in the youth service which is likely to be of benefit in the longer term. It has helped to create the conditions for structural

and cultural change towards a more purposeful, planned, responsive and accountable service able to make a real difference to young people's lives.

There is a risk that its significant contribution will not be sustained without further management development opportunities for participants and their staff. The evaluation concludes with a number of recommendations for the planning of further management development programmes and their sustainability. These concern:

- The content, delivery styles and course membership (6.1- 6.7)
- The need for strategies for support and consolidation including regular supervision for managers; follow up events and occasional courses for black and minority ethnic and other minority groups (6.8 – 6.11)
- Possible developments such as a national training needs analysis of youth service managers; an accredited CPD management programme; use of regional mechanisms to provide management development support; and identifiable funding for this staff development (6.12 – 6.16).

1. Introduction

'The Transforming Youth Work Management Programme will help you to pause and sharpen your axe' (Ford et al 2002:1)

1.1 The programme

1.1.1 The Department for Education and Skills (DfES) funded the Transforming Youth Work Management Programme (TYWMP) to develop the capacities of senior managers and heads of services/organisations to lead and manage effective modern services for young people. The need for a national programme of this kind had been stated in Transforming Youth Work (DfEE 2001:21) and the DfES intended that the programme would ensure that managers were ready to respond effectively to this agenda. The Association of Principal Youth and Community Officers (APYCO) had been pressing for such an initiative for some time and contributed to its development through a steering group along with the National Youth Agency (NYA), the DfES Youth Service Unit, the University of Leicester Management Centre, and Ford Partnership Management (FPM) which delivered it. 451 managers completed the programme via 18 courses delivered across England between October 2002 and June 2003. This report is an evaluation by the Youth Affairs Unit (YAU) of these 18 courses and their initial impact.

1.1.2 The evaluation sets out to track the programme's effect on the managers involved and in turn the service they manage. Managers' perceptions of the outcomes of the programme for themselves are important and have been relatively straightforward to glean. Identifying the impact of the programme on the youth service in England as a whole has been fruitful too as managers have identified a range of changes they have been managing which are directly or partly attributable to the programme. However they have regularly identified various other factors too that have played a part in those changes, some of which are part of the broader TYWMP initiative and others which are particular to their own organisation's circumstances. Therefore the account of changes being made in participants' management of their youth services is broader than those linked directly with the impact of the programme and reflects the parallel report of the evaluation of the impact of youth work (Merton 2004). This evaluation is based on what managers have told us and does not include observation or data from other parties such as the staff they manage or their own managers.

1.2 Programme structure and content

1.2.1 FPM uses an integrative philosophy to underpin their training (See para 3.2.3 below), and a set of learning strategies, in the case of the TYWMP, that consists of: a course reader; structured learning activities; the learning that participants gain from each other; and also the application of learning in between the two-day live training elements. The programme includes relevant management theory and thinking, a focus on the present policy context and inherent changes, and a strong emphasis on practical application of skills. Each of the 18 courses was delivered in a region of England in a format of 4 x two day elements across a 15 week period with tasks and reflection in between which included participants reading sections of the course reader in preparation for the next element.

1.2.2 The four elements of the programme are:

- 1 Leading a modern service for young people
- 2 Planning and managing change at a strategic level
- 3 Managing resources strategically
- 4 Leading and managing for high performance youth work

The detailed content of each element is included in Appendix 1

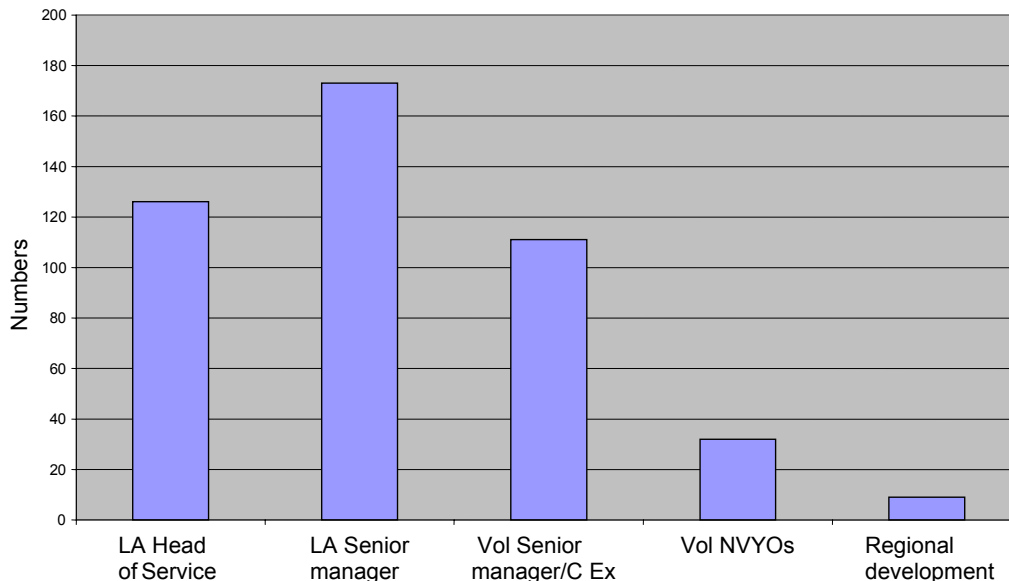
1.2.3 The programme is based on the concept of a learning community. ‘Whatever your level of skill, experience or knowledge there is scope to learn and to assist others to learn’ (Hargreaves 2003:4). It sets out to use participants' experience as a direct learning tool in each course cohort, and smaller working groups within that cohort where they can both contribute and take away ideas and practice.

1.3 Programme participants

1.3.1 Each of the 149 local authorities in England was allocated two places, one for its Head of Service and one for a senior youth work manager, and asked to nominate a senior manager from the voluntary sector whose participation would benefit the implementation of TYW. In many cases they all attended the programme together. In most cases managers attended the programme in their own region with others from that same region. National voluntary youth organisations were also asked to nominate participants working in national and regional roles.

1.3.2 Based on an analysis of data provided and categorised by FPM, the numbers represented by each of these categories of managers indicate a broad coverage of managers in the youth service (Chart 1 below).

Chart 1 - Types of managers on TYWMP. Source Appendix 2



1.3.3 77 per cent (114) of 149 Principal Youth Officers (PYOs) or equivalents listed in September 2003 attended one of the 18 courses. There were 126 managers (85 per cent) in the category of Head of Service since some authorities sent both their PYO and the manager of the larger service within which the Youth Service was housed, particularly where this was not a separate youth service. There were 173 senior managers from local authorities, 111 chief executives and senior managers from the voluntary sector, 32 from national voluntary organisations and 9 managers working at a regional level (Appendix 2).

1.3.4 62 per cent of managers who attended were men and 38 per cent women. Within the FPM data 29 managers (6.5 per cent) were identified as of a Black or minority ethnic (BME) origin but 28% of managers had not returned equality monitoring forms so this percentage maybe higher or lower. There were 3 participants recorded as disabled in FPM's data.

2. Methodology and response

2.1 Design

2.1.1 This evaluation was designed to assess the extent to which the programme's outcomes for participants had been translated into impact within the service at the four levels identified in the DfES tender:-

- What participants have learnt on the programme
- How participants have been able to use that learning in their work
- What changes they have made to improve the management of the services for young people that they are responsible for
- What factors helped or hindered them in the process

2.1.2 The research design had two main stages: a postal questionnaire followed by telephone interviews. Data were also collected during interviews to gain further insight into the current circumstances experienced by managers in order to best interpret the impact of the programme on the management of their services.

2.2 Questionnaires

Purpose and design

2.2.1 Quantitative data was obtained during November and December 2003 via a postal questionnaire sent to all 451 participants (Appendix 3). As well as acquiring evaluation data the questionnaire was designed to provide demographic information about participants which enabled us to select a stratified sample of those who we would later interview.

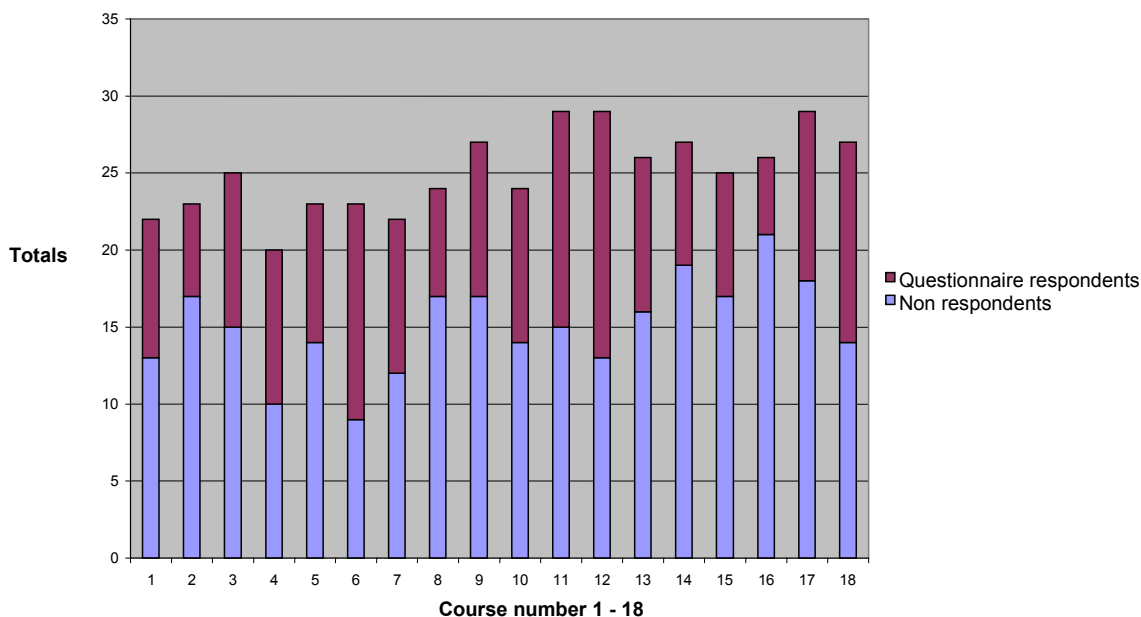
2.2.2 The questions about the programme were based on its specified aims and learning outcomes, using its structure of four training elements. A section on continuing development was also included as we considered that assessing the climate of opinion and practice about management development from both participants and their employers was important to the evaluation. This would allow us to make suggestions for the future of this programme and the next stages of any development strategy.

2.2.3 The last section of the questionnaire was designed to identify changes participants had made as a result of their involvement in the programme and thereby assess its impact. This is particularly relevant to the much larger evaluation of the impact of youth work of which this evaluation forms a part (Merton 2004).

Quantity and coverage of response

2.2.4 40 per cent (180) of participants returned questionnaires. All 18 courses, as shown in Chart 2 below, were represented with 10 or more questionnaires returned from 11 of them. (An additional 2 per cent response included those who stated that had attended little or none of the programme, or had little to tell, and colleagues contacting YAU to indicate that the programme participant had moved on.)

Chart 2 - Course totals analysed by questionnaire response Source Appendix 2



2.2.5 73 per cent (132) worked in the local authority sector and 27 per cent (48) worked in the voluntary sector. As with most questionnaires those who chose to respond are likely to be those who had stronger views, positive or negative. However analysis of the return group shows that there was a close correlation between the proportions of the different groups who responded and those who attended the programme (Appendix 2). For example PYOs represented 30.5 per cent of the return group and were 28 per cent of the overall cohort. Senior managers in the voluntary sector working at local or national level made up 29.5 per cent of the return group and 32 per cent of the overall cohort.

2.2.6 The evaluation participants closely reflected the gender balance of the total cohort – 40 per cent were women and 60 per cent men. 9 per cent identified Black or minority ethnic categories and 91 per cent white. The age profile showed that 45 per cent were in their forties, 35 per cent were older and the rest (18 per cent) were mainly in their thirties.

2.2.7 The programme seems to have been designed appropriately to use participants’ experience since more than half (57 per cent) of those returning questionnaires were very experienced managers with 10 years or more in current and previous management roles. (16 per cent had been in post for over 10 years). However 12 per cent had three years of management experience or less and there were also a considerable proportion relatively new to their current management responsibilities. 56 per cent of managers had been in their *current* management post for three years or less, and 18 per cent for one year or less.

2.2.8 46 per cent had a recognised management qualification and 6 per cent were currently studying for one. Four (26 per cent) of the 15 BME managers had a recognised management qualification. Only 15 per cent of respondents had gained

their qualification in the last five years. This may be one of the explanations for the high value placed on the programme by the majority. They may share the view of several participants who stated that the theory was not new but that they welcomed returning to it and applying it in a particularly relevant context with their peers.

2.3 Interviews

Purpose and design

2.3.1 The telephone interviews (Appendix 4) with a sample of participants were intended to provide the opportunity to explore impact factors in detail. A sample was identified from those who returned questionnaires offering to be interviewed which was then stratified according to type of organisation, level of management and region of England. Telephone interviews were also undertaken with representatives from NYA, National Council for Voluntary Youth Services (NCVYS), PAULO the National Training Organisation (NTO) for community-based learning, The Community and Youth Workers Union (CYWU) and APYCO to gain their national perspective and assessment of the impact of TYWMP.

Quantity and coverage of response

2.3.2 The data from the 80 interviews expanded and further clarified themes gained from the questionnaires and provided a broader contextual picture (see 3.1), as well as illustrative examples. These data also contribute to the range of other information on the impact of youth work in relation to leadership, management and organisation and were found generally to corroborate the findings in our parallel report of the Evaluation of Youth Work (EIYW) on how these factors serve to influence impact (Merton 2004).

3. The Data

3.0.1 The evaluation data will be presented and discussed in terms of the processes, outcomes and impact of the programme, and begins with a section on the management context. This structure is broadly in line with the definition of impact contained within the report of the Evaluation of the Impact of Youth Work (EIYW).

1. The youth service management context – the challenges, obstacles and supporting factors experienced by the managers who undertook the programme
2. The processes - the materials and delivery of the training experience
3. The outcomes - the benefits or changes for individual managers and how the programme contributed to them
4. The impact - the changes that managers made as a result of the programme in the way they work and in the youth services and organisations they manage

3.1 The Youth Service Management Context – the challenges, obstacles and supporting factors experienced by the managers who undertook the programme

a) Introduction

3.1.1 This evaluation offers a significant opportunity to hear the voices of a purposive sample of managers of a service with a key focus on meeting government policy concerns about social exclusion and social capital. To help us in gauging the nature and level of impact of the TYWMP and in order to understand the kinds of changes and their purposes that managers identified have been kick-started, supported or sustained by it, we felt it was necessary to get an overview of their management environment. This is intended to help to interpret and judge the significance of these changes and also to check whether the picture gained supports or challenges some of the lessons learnt about leadership, management and organisation in Merton's (2004) parallel evaluation of the impact of youth work.

3.1.2 In order therefore to build a picture of their management context those managers who were interviewed (80 of the 180 respondents) were initially asked about their responsibilities and what they found to be the biggest challenges of their management job. They were also asked, given these challenges, what they have found to be key obstacles and factors that support them in being an effective manager of youth services. These will be largely the same factors which help or hinder them in improving the management of their organisations following the TYWMP. Many of the challenges participants identified we found were reflected in the nature of the lasting changes which they told us they had made in order to achieve a more responsive and effective service or organisation (Section 3.4).

3.1.3 This management programme was one strand of Transforming Youth Work (TYW) designed to enable the youth service to better address the management challenges in delivering the overall TYW agenda, a major government initiative focused largely on the youth service. In the course of evaluating the impact of this management programme it was sometimes difficult to identify from participants in interview whether the changes they talked of with us were due specifically to the programme, to the associated planning and development processes, or to the initiative

overall. However respondents listed plenty of changes resulting from the programme in their questionnaires without including caveats about other causes of such changes.

3.1.4 Following the Green Paper in 2001 came money and obligations from the TYW Development Fund that have influenced youth services strategies and delivery. The new Common Planning Framework was introduced in the autumn before TYWMP, followed in December 2002 by publication of Resourcing Excellent Youth Services (REYS). Together they have introduced a consistent structure of planning and standards of youth provision for all local authorities to follow to meet nationally stipulated minimum expectations.

3.1.5 Whilst there have been these and other key national policy initiatives affecting all the managers, their effects have been mediated by very varied local and organisational circumstances which mean that for each challenge faced by significant numbers of managers there were others who experienced the opposite situation. For instance, in relation to staffing, whilst most local authority managers and voluntary organisations were experiencing staffing capacity issues at some level within their service, a number of voluntary organisations were able to say that staff recruitment and retention was not a problem. They had a good local reputation and had recruited skilled people who had been able to grow with the organisation and develop creative work and so had stayed with them.

3.1.6 The categories of management challenge which emerged from the interview were:-

- Strategic development
- Demands and expectations, and levels of understanding
- Partnerships and networks
- Planning, resourcing and infrastructure
- Staffing capacity
- Managing change

3.1.7 These categories were identified by each of the four interviewers involved in the evaluation when they analysed their recorded interviews. The themes from the four sets of interviews were compared to identify those which featured consistently and how they could best be logically grouped together into categories. We deal with each of these categories in turn in the sections which follow.

b) Strategic development

3.1.8 Aspects of the demanding nature of the management job discussed with us included its size, time management demands and stress levels. In addition we heard about juggling the range and diversity of tasks, keeping up with change, keeping current on initiatives at all levels, and in some cases coping with being a lone manager or at least an isolated one. These were often presented as factors to manage in the challenge to be more strategic, to keep their focus on the higher level purpose and direction.

'I'm trying to maintain the dominance of the strategic function – having to be ruthless in time management, for example not always answering emails'.

3.1.9 Achieving an appropriate balance between the operational planning and delivery, and the strategic demands, was generally seen as a feature of management life but the balance varied depending on the management level of those interviewed. Those who were heads of large services in turn managed several other managers who were responsible for different aspects of the operational management work, either based on geographical division of responsibility or organisation-wide responsibility like curriculum or training. They did not therefore usually identify this balance as a significant challenge as their focus was strategic. We interviewed many of these operational managers too, who clearly recognise and value holding a strategic view but seem to be more likely to find that a challenge. Those heading up smaller organisations were also more concerned as they felt they needed to do the strategic thinking and keep tabs on daily work too, as they were either a lone manager or had insufficient senior managers to handle all the operational work.

3.1.10 The latter situation was not only experienced by those in smaller organisations. Reinforcing previous research (1999) we found that in small authorities and voluntary organisations, the managers undertake as many tasks as those in the larger ones but without the team to whom they could delegate sufficiently, militating against prioritising strategic thinking and action. The strategic challenge included managing the conflict over the time available between strategic and operational demands, as well as getting management committee or Board members and politicians to stick to their agreed strategy. Increasingly, managers have to act strategically not only for their own organisations, but in concert with other agencies. For some the strategic challenge was choosing which partnerships to invest time in.

3.1.11 Young people were identified as a supportive factor in strategic development at organisational level. The Transforming Youth Work (TYW) development funding was regularly mentioned in this respect. The requirement to keep young people's needs and concerns at the forefront of youth work agendas, as well as the positive effect of their enthusiasm in many consultation exercises was valued. *'Seeing what young people get out of the work is a spur to activity'*. However we heard that young people are increasingly showing signs of *'consultation fatigue'*.

3.1.12 This management challenge about strategic development also featured as part of the other categories which follow.

c) *Demands and expectations, and levels of understanding*

3.1.13 *Conflicting demands*

'Being pulled all the time towards other people's agendas'.

Managing and reconciling conflicting demands and stakeholder expectations was a key challenge and one that echoed what we found in the reviews undertaken for the evaluation of the impact of youth work. Many managers were faced daily with pressures and expectations to meet from government, including what were at times described as 'aspirational' TYW - Resourcing Excellent Youth Services (REYS) agendas such as accreditation. Typically, other stakeholders included local politicians; trustees, board or committee members; young people; parents and local communities; other local authority departments; other levels of the local authority; schools; and

various partners like the police and Connexions. Some managers appeared to relish this 'political' (Hughes 2003) work managing stakeholders and they were often those who had been working at a strategic level for a while and were confident of this role, and told us they were being treated with a high level of respect. Others saw this challenge as frustrating and energy sapping and this perception appears to be influenced by some managers having to deal with what were described to us as obstructive agencies or directors. In a few cases the impression was gained that managers may have reached a point where they will decide to move on to more promising settings.

3.1.14 *Role complexity*

Youth work managers consider that they have to handle an especially complex mix of demands compared with their peers in other often larger public and voluntary sector services. Their service is open to influence by an especially wide range of social policies. It has to fulfil different roles for the different stakeholders and the difficulties inherent in this are exacerbated for some by their service's limited profile and therefore the limited understanding of the service by these stakeholders. Some managers told us that political involvement can skew provision and lead to fire fighting rather than sustainable work. Additionally they manage very diverse staff teams that include a large part time workforce and volunteers with their particular expectations of support and direction. They manage complex budgets from a variety of funders with many different and often quite specific expectations. They have to ensure the profile of their service is high and in local authorities often feed into a corporate agenda out of proportion to the size of their service which, potentially, gives a false sense of what they can offer.

3.1.15 *Balancing universal and targeted work*

Some of this pressure and conflict is manifested in other challenges separately identified. For instance the identity and location of youth work, in local authorities, in Connexions partnerships, in larger voluntary organisations, brings challenges to ensure youth work gains an appropriate position within the department's strategies. Also significant was the challenge to manage the balance between providing a targeted service and a universal service characterised by the voluntary engagement principle. Demands for more work with targeted groups has been exacerbated by the enhanced status and credibility for youth work - which was welcome but only recently acquired. As a result, a great many agencies want to deploy youth workers. Managers talked about how they have learnt to say no to these requests unless funds are available. However where voluntary organisations have a clear focus on providing services for targeted groups their managers did not appear to face that problem to the extent that local authority managers did. Though for some whose main purpose is to give support to a wide range of local youth work provided by community initiative, there is a need to ensure more targeted work is not developed at its expense.

3.1.16 YAU research undertaken with youth service managers in 1998 reinforced the need for the Youth Service to work at achieving a balance between an open access 'foundation' service and a range of targeted provision developing from and supported by its educational work with schools, as well as feeding new approaches back to it (Tyler 1999). Since then managers have had to maintain that balance with greater expectations on them to meet targets and although the TYW initiative has given them some more bargaining power they appear to be faced with continuing difficulties.

3.1.17 *Policy and governance issues*

There were other relevant obstacles discussed with us such as a perceived lack of coherence in the direction of national policy due to competing initiatives, and also changes in direction.

'Constantly moving goal posts'.

'One year money is pouring in for DATs and Connexions and the next they're cutting back so they can pour money into the Children's Fund'.

Concern was also expressed about what some see as a negative and 'demonising' national government policy agenda about young people, often portraying them as, for instance, criminals or drug abusers, which influences those making demands of services. Hence the pressure for instance from councillors to work on community safety issues sometimes to the detriment of young people. Some managers in shire authorities were coping with different levels of local government, at parish and district level and their varied levels of understanding of youth work, as well as their in-fighting in some cases.

3.1.18 However managers consistently identified youth work-related government standards particularly TYW, REYS and OFSTED as very supportive: providing drivers, clout and profile to youth work and key to persuading politicians.

'A massive boost – it's enabled the Youth Service to modernise, set standards and targets'.

A few managers mentioned concerns about what they saw to be too many quality frameworks.

3.1.19 Managers were positive about the greater recognition, respect and increasing professional identity nationally for youth work. At an organisational level lack of corporate understanding of youth work and a corporate schools focus were both seen as obstacles to be tackled.

'Goes through Director of Education, then the level above, then down to the youth service. Schools come first most of the time'.

For some local authority managers this was coupled with elected members' limited perceptions of youth service, the limited or uninformed level of debate, and the lack of priority given to young people in need whilst schools get the attention.

'Getting people to understand that we are not an enforcement agency – no, we will not shop young people to the police'.

In contrast there were also substantial numbers of managers who valued the political support and commitment they had and who found strong, supportive and committed senior managers ('Youth work friendly') to be very helpful as well as getting the right location for youth work.

d) Partnerships and networks

3.1.20 Relationships external to the youth service/organisation were a challenge for many and an arena where managing the conflicting expectations is crucial. They are time demanding and were seen positively by some and not by others.

'There are so many bodies that are expected to work together – YOT, DAT, Connexions – and they all have their own Action Plans and they're really only interested in their bit of the work'.

'Unimaginative Connexions Service – working in parallel rather than partnership'.

Developing and improving the local authority and voluntary sector relationship, increasing voluntary sector capacity, and recognising the professionalism of the voluntary sector featured in discussion about such relationships, and these concerns were expressed by both parties.

3.1.21 There were challenges concerning how to best achieve effective partnership, the time involved for managers, and understanding partners' perspectives for instance about data protection. The lack of infrastructures for partnerships - such as little or no funds for key professional worker and administrative staff involvement, particularly disadvantages many in the voluntary sector. Additionally, in some cases, a lack of respect and understanding of that sector which can discourage their participation.

3.1.22 Partnerships and networks were however often identified as a supporting factor for managers as were relationships with Government Offices and a variety of other networks like the National Council for Voluntary Youth Services (NCVYS), Association of Principal Youth and Community Officers (APYCO), Rural Youth Network and Regional Youth Works Units. Examples of regional and sub regional initiatives were valued like the Merseyside area work on a shared quality and inspection framework. One west of England voluntary organisation now meets regionally with colleagues to support each other as large voluntary organisations. The role of the National Youth Agency (NYA) and its publications were usually seen as a support factor too.

e) Planning, resourcing and infrastructure

3.1.23 Planning and allocating resources according to need was seen as a challenge affected by limited investment in and use of Management Information Systems (MIS) to analyse and plan, and factors like pressure from some politicians demanding service provision in their own ward. In some cases frustrations were expressed about insufficient control by managers over their youth service budgets. Managers are challenged by demands for different data from different funders, and regularly changing demands from the same funders.

'The government acts in a completely maverick way when it comes to funding'.

These data are felt to take lots of time to collect and analyse which in turn impacts on reduced delivery. The expectations on front line staff with respect to providing monitoring information have exposed capacity problems and regular resistance to

change. Teething problems with Youth Base were mentioned and other MIS and ICT infrastructure needs and gaps including lack of national protocols about data sharing. Managers with youth service infrastructure in place in relation to policy, procedures and MIS identified it as supportive, and several included here the Common Planning Framework. The quality of support from colleagues in ICT, finance and other sections of local authorities was valued.

3.1.24 Insufficient resources are a challenge, for example in relation to REYS and its aspirations for contact and participation. Valuable time is spent by managers chasing money from many sources which is time not available for supporting core work. Voluntary sector managers in particular identify this challenge as they are faced with insufficiency of funds alongside increased expectations. Some from national organisations also identified planning problems due to boundary differences in relation to Government Office regions. Sources of local funds are identified as supportive. However the inadequacy of these funds is also a concern.

3.1.25 Managers told us of their concerns about managing fluctuating resources when youth work needs sustainable funds. In interview managers across all types of settings expressed concern about not wanting to raise expectations by setting up work with short term funding. Managers of some authorities found that whilst they had areas of high need they were small in comparison to those in neighbouring authorities and so they have been unable to access certain external funds like Single Regeneration Budgets (SRB) to tackle problems associated with deprivation. Managers in rural areas also talked of the challenges associated with effective management of service across small communities and long distances. They found the REYS standards to be based on urban models of provision that are impossible to meet in rural areas due to transport difficulties and costs, and relatively low numbers of young people in any one community.

f) Staffing capacity

3.1.26 Good committed and highly motivated, caring staff were identified as a key asset to managing effectively.

'Good teamwork ethos and mutual respect'.

'Very strong youth service management team which has been together several years and has a proven track record of achievement'.

'Well trained youth workers with strength and ability to deliver effective work with young people'.

Additionally good supervision for staff and managers was listed by managers as a helping factor. A number of aspects of staffing capacity were challenges such as recruiting and retaining staff. There were difficulties with recruitment at all levels which were linked especially with low salary levels, and some citing of loss of experienced staff to Connexions or Youth Offending Teams where they can often earn more money, work more social hours and where there have been more limited expectations of staff having a professional qualification.

3.1.27 Developing capacity of staff in terms of the quality of their work, workforce development, skills, attitudes, teamwork, commitment, and ownership of the organisation's purpose were all discussed in interviews. Managers have found that the work they now expect of staff is at a different level than the one for which some were originally appointed. In some cases this is a challenge for their current skills levels.

'Local youth workers have aspirations which need to keep in step with service strategic planning'.

Some mentioned that they found some staff entrenched or struggling hard with rapid changes expected of them. Others have found staff have been keen to be involved more and were ready for change. Unfortunately training opportunities have been limited or absent at a time of increasing demand. Huge training needs have been identified by managers but there has been little post-qualification or management training available for staff to access, making life more difficult for managers wanting to stretch and develop experienced workers.

g) Managing change

3.1.28 Managers discussed the challenges they face associated with managing change, and due to the speed of change expected and some of its short term nature. One local authority manager described the challenge of delivering a service in the context of a changing environment as *'managing on jelly'*. A voluntary sector manager talked of

'one of the biggest things we are facing is the quicksand approach: nothing is static.'

3.1.29 Many of the issues and obstacles outlined in the preceding paragraphs formed part of this overarching challenge of change management. A particular feature was managing cultural change such as attitudes towards planning and recording work, MIS, and implementing policies & procedures at local/unit level. Whilst the quality of staff was so often valued some staff needed to be encouraged to take on the level of monitoring and accountability now expected of them and some managers had work to do to assist staff to better appreciate their contribution to the overall service direction.

'The biggest difficulty is winning over the hearts & minds of staff when bringing in organisational change.'

'We're always having to respond to demands from above while staff – who don't always see the relevance or need for change – are digging their heels in down below'.

Sometimes youth service managers find their senior managers are the ones who act as barriers to change or are poor strategic thinkers.

3.1.30 This data on the youth service management context provided a picture of managers working on the challenge to keep on top of all the changes that were needed at a time when the Resourcing Excellent Youth Services (REYS) and other standards were being introduced. Whilst perceived as supportive, these and the positive increasing value ascribed to youth work were making substantial delivery and monitoring demands of often insufficient infrastructures and staff. Participants were

managing complex roles and the demands and expectations and differing levels of understanding of a large set of stakeholders. In practice this included for example balancing universal and targeted provision; accessing and managing fluctuating resources and having to prioritise partnerships. They valued the quality of their staff and the support of their professional networks in achieving their challenges.

3.2 The Processes – the materials and delivery of the training experience

Now we present the first aspect of the evaluation of the programme. The statistics are based on the questionnaires and the quotes are drawn from them and the interviews.

a) Quality ratings of the training experience and materials

3.2.1 The programme was very highly rated. Five of the seven quality dimensions (Appendix 3 Question 2.2) were rated as very good or excellent by over 50 per cent of participants (3.2.2 Chart 3). The programme reader was rated by 83 per cent at this high level.

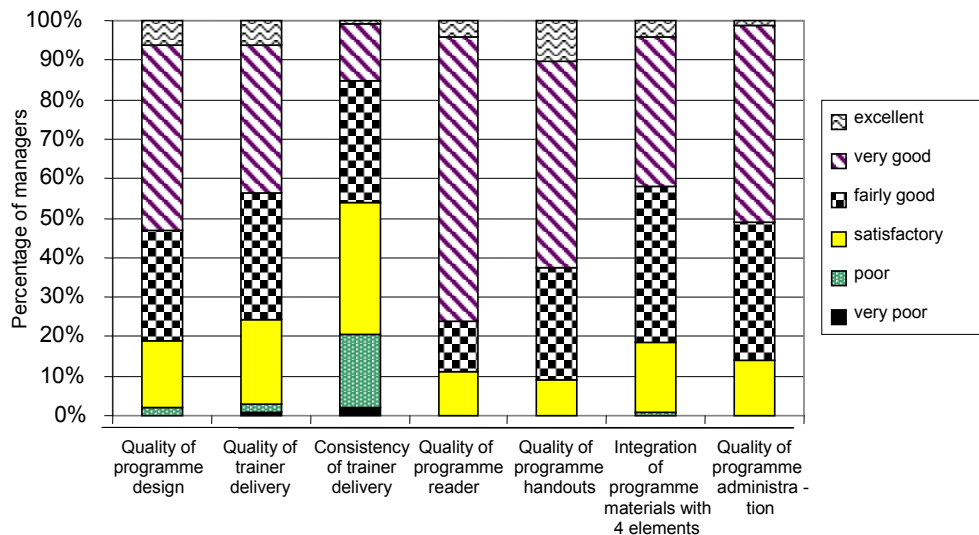
‘The reader is magnificent – it’s become the bible for the next 2 years’.

‘I passed it to my manager for the background about QA. I passed it on to others to read as well.’

3.2.2 The consistency of trainer delivery scored noticeably lower and there were a few mentions of this in interviews.

‘Two sessions were poorly facilitated and bumped along in consequence’.

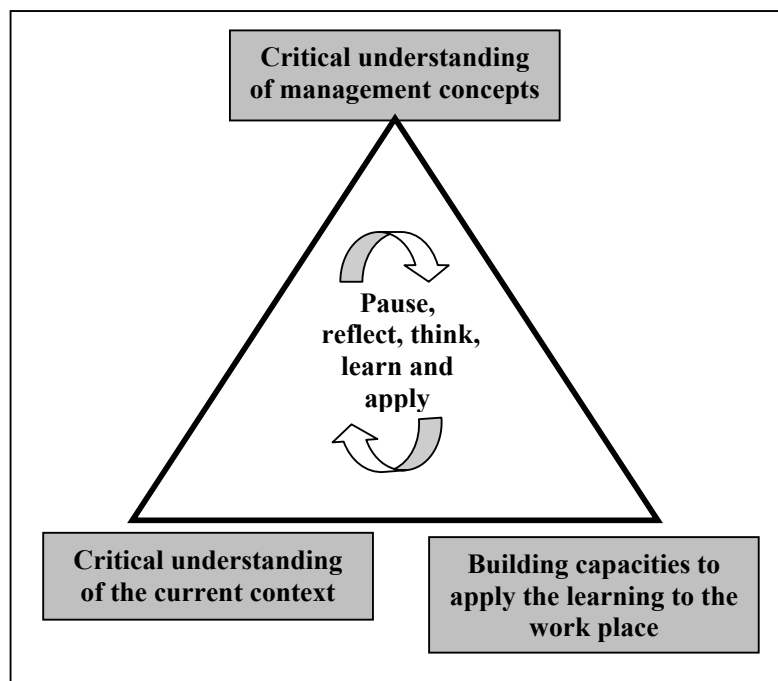
Chart 3 - Programme Quality Ratings Source Appendix 3 Question 2.2



3.2.3 The programme was based upon an integrative philosophy (Diagram 1) in which FPM seeks to combine

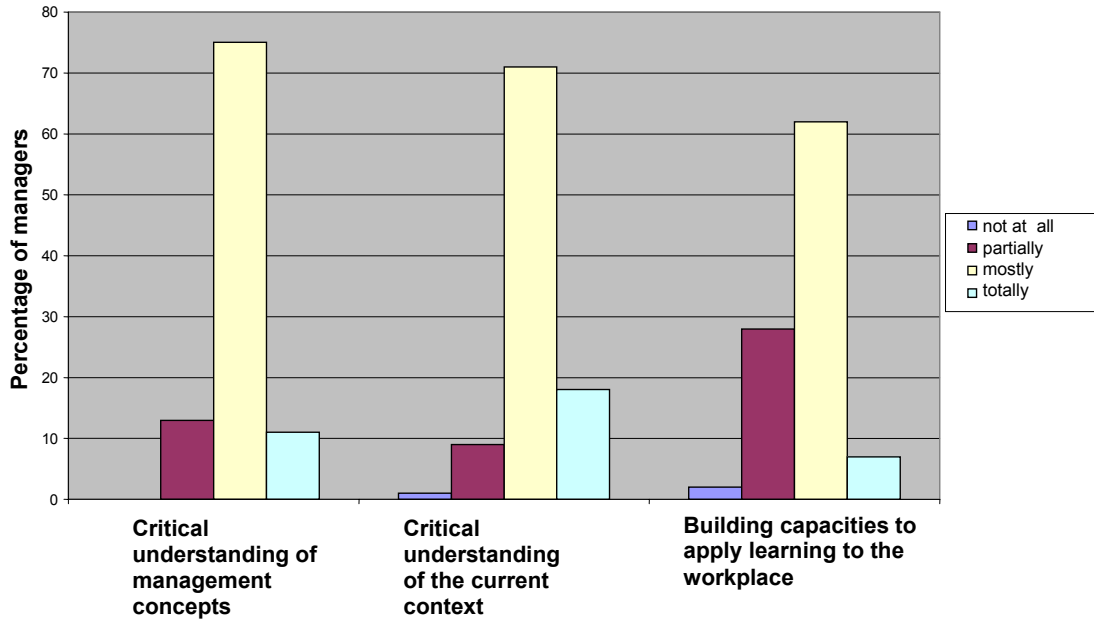
- ‘Critical understanding of the best of current management thinking and examples of effective management practice from all sectors
- A philosophy of making connections with and learning from a wide range of sources, including participants’ own examples of good practice
- Strong current understanding of the context within which work with young people is developing now – awareness not just of current policies and developments but of the wider trends and changes which lie beneath them
- The development of skills and capabilities to lead and manage more effectively with strategies and plans to apply these to the workplace’ (Ford et al 2002:4)

Diagram 1 - The programme’s integrative philosophy (Ford et al 2002:5)



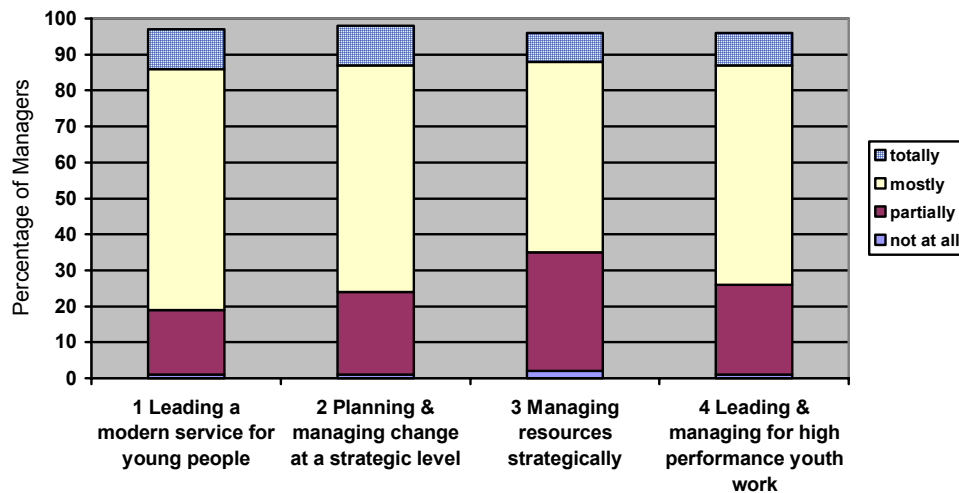
3.2.3 We used this triangular philosophy as an evaluation indicator and found that the programme also scored very highly (Chart 4) on critical understanding gained conceptually and contextually. The score was not as high for their capacity to apply learning to the workplace. 62 per cent stated that was mostly achieved. For 7 per cent this was totally achieved.

Chart 4 - Extent programme's integrative philosophy was achieved for participants
Source Appendix 3 Question 2.3



3.2.5 The specific learning outcomes for each of the four programme elements were also mostly or totally achieved for over 70 per cent of participants in three out of four cases (Chart 5). ‘Managing resources strategically’ was least successful with 61 per cent of learning outcomes recorded by participants as mostly or totally achieved. At the same time, fewer participants felt that they had used their learning in relation to this element to ‘do anything differently’ compared with the other three elements (3.4.3 below).

Chart 5 - Extent learning outcomes for each element were achieved for participants Source Appendix 3 Question 2.4



b) How the programme helped to play a part in improving management of youth services

3.2.6 The questionnaire did not ask managers to say *how* the programme helped them to improve their capacities to ‘lead and manage effective modern services for young people’, but a number of managers offered such explanations in additional comments on their questionnaire. In subsequent telephone interviews, participants were specifically asked how the TYWMP had been instrumental in the changes they had made designed to achieve a more responsive and effective service.

3.2.7 We found that the success of the integrative philosophy appeared to be reflected in these data and there were three common themes that emerged from participants when explaining how the programme helped improve management capacity. These were the *timely* nature of the training, its *application and relevance* to youth work manager experiences and the opportunity to *pause, reflect and take stock*.

3.2.8 **Timely** because it was delivered at a key time in terms of the overall TYW policy initiative when many managers were developing change plans and restructuring. For a smaller group of newer and less experienced managers the training also offered a more general insight into effective management practice:

'I inherited a static service which needed to be modernised – the course came at exactly the right time'.

'Pace of change is phenomenal. The course was timely because it gave a chance to discuss this'

3.2.9 Additionally, managers regularly told us that the course was **relevant** to their work contexts both within the local authority and voluntary sectors. They regularly described it as *'resonating'*. They found that the trainers understood and had devised tasks which related closely to the context of their work:

'It hit plenty of organisational buttons'.

'I did some management training a while back but this course was far more focussed as it was directly applicable to the youth service. I felt that the lecturers actually understood what the work was all about'.

3.2.10 The overriding benefit of the training process for almost everyone was the **space and time** it provided to reflect, to engage in joint problem solving, to share practice both in the structured training programme and around its edges during the informal time in the evening. In addition, the travel time to attend was also valuable thinking and discussion time for some. The 4 x two-day structure also appeared to contribute to the sense of space for development:

'I found that each two days of the course increased in value later on after reflecting on it.'

3.3 The Outcomes – the changes and benefits for individual managers and how the programme contributed to them.

3.3.1 In the interviews it was clear to us that the majority had learnt some new knowledge or skills which enabled them to manage their time better, work more systematically, improve their strategic thinking and gain some renewed vigour and additional confidence.

'Did challenge me and helped me think about things in a different way'.

'Greater understanding of management and in particular being able to act strategically'.

For very experienced managers we interviewed, only a few of the latter gains were identified and mainly to do with specific knowledge

3.3.2 The effective way in which the programme involved participants in **applying models and theories** to develop their understanding and clarity was often cited. Examples include reflection on leadership styles, organisation theory and quality assurance models.

'It brought a lot of managers back into a context in which they were being asked to support or justify the way they operated from an academic or theoretical base, rather than longevity or gut feeling'.

3.3.3 *'Reflection time led to structural/communication changes that are still developing'.*

Running alongside the opportunity for reflection the programme **sowed seeds of new thinking** and was described as refreshing. It was not necessarily new subject matter for many managers who had undertaken other management training, but it crystallised the need for action or provided the **impetus** to act.

'It sows seeds - people come back to the workplace with a difference to their delivery. They ask different sets of questions'.

3.3.4 It also provided managers with **practical tools to apply** and a course reader to use afterwards. Examples of the tools that were most often mentioned included unit costing, outcome monitoring, and the balanced score card. These tools were not only used by the individual managers for planning purposes, but they often told us about the ways in which they used them with others including, for example, in team meetings, cascading and training, and supervision - adding further value and reach in terms of achieving change.

'The course materials are assisting with supervision and team building'.

'I used the tools to identify with staff that their biggest priority is to get the new majority party on the Youth Service side'.

'Forward planning on budgets was useful'.

'I used the emotional literacy module exercise with staff on a training course'.

'The sections of the course using role play and exercises were very helpful'.

Participants often talked about how they had been able jointly to plan and apply these models following the shared learning process undertaken with colleagues.

3.3.5 **Studying together with colleagues** from the same organisation or partnership was highly valued.

'One of the greatest benefits was doing the course with other peers and colleagues. The ability to reflect with others who experienced the same difficulties and challenges but from a different locality or voluntary sector.'

'Opportunity to interact with colleagues around the country. I found I wasn't alone and there are places around the country where things are being thought through well'.

Peer learning was welcomed not only due to the way this enabled joint application of participants' learning afterwards in the organisation, but also because this cemented useful relationships. It provided stimulating dynamics: managers were using shared concepts and developing joint strategies, networks were developed or improved which have been continued, and the follow up work together has added value. Those who felt that they had not learnt much that was new to them still told us that they had benefited from the team development opportunities through their course attendance.

3.3.6 Local authority and voluntary sector staff gained new perspectives about each other, breaking down prejudices.

'It helped to counter the view of voluntary sector being seen as cheap amateurs – it showed that most of us are delivering a youth work programme complementary to the statutory sector'.

The voluntary sector managers valued meeting different PYOs and other local authority managers and learning more about the particular pressures they face and how they vary around the country. *'Great to understand their working conditions'*. Managers valued finding out about other models of partnership practice. Those who attended as the only person from their organisation, which was generally true for those in the voluntary sector, missed the opportunity to bounce ideas off one another that others who attended in pairs and trios from local authorities were able to do. So, in this respect, the programme's impact was more limited to personal gain where participants have developed their understanding and subsequently return to colleagues who have not had that opportunity. If colleagues have also attended the programme but on a different course there have still been potential organisational benefits due to shared concepts and models that can be applied jointly afterwards. This was mentioned a few times by managers who referred to the benefits of colleagues attending a later course or Heads of Service telling us that since their attendance on TYWMP they have sent all their managers on one of the other FPM management courses where they cover similar concepts.

3.3.7 The programme affected managers' **attitudes and perspectives**. Many managers stated that it provided them with confidence, clarity, assertiveness and affirmation.

'I knew we needed to make these changes'.

'It underlined that I was right, and that others shared my view.'

30 per cent of questionnaire respondents identified personal and professional development changes they had made linked to the first element of the programme on leadership.

'I'm more conscious of my aims and thus more confident.'

'I'm more professional, more sensitive to leadership styles.'

Increased personal confidence featured, linked to increased understanding of the managers' strategic role and the policy and organisational context of their work. A number of managers told us they benefited from advice and support around managing the relationship between 'the strategic' and 'the operational':

For some it was the demystification of management theories. Others gained extra confidence to push for change - the courage to take difficult steps in terms of strategic use of their time or in relation to performance management: for instance saying 'no', installing a new staffing structure or tackling poor performance:

'I'm more assertive of outcomes and expectations of others.'

'I have a greater ability to challenge and motivate for higher standards.'

'I have benefited greatly from TYWMP – I've gained confidence from discussing issues with other course members. We're often very isolated in our own work. I now realise many issues are national problems and I'm more confident about challenging the local authority based on a better understanding of the 'bigger picture'.

This empowerment should not be underestimated because of the way it appears to have enabled some managers to increase their personal capacity to make changes. Given the context outlined above, youth service managers need to have a positive outlook and be able to sustain their energy to pursue change.

3.3.8 **Positive benchmarking** was an unplanned bonus for many managers who were able to reassure themselves that their service and/or their management is satisfactory or better in comparison to others. Additionally, they were better able to appreciate the differences between their and other services and some of the reasons for these. There were also managers who told us they were more able to see that the problems they were tackling were different and sometimes more difficult than those of colleagues and felt potentially better able to deal with these at a more analytical level rather than feeling victim to them.

'Knowing that you're not alone in what you're trying to do and the problems you face'.

3.3.9 Most comments about TYWMP were positive but there were some **negative views** of the programme or aspects of it which were expressed in interview or, in some cases, added to questionnaires alongside quantitative questions about the programme's effectiveness. Each of these views was expressed largely by two or three managers so whilst they provide a flavour of different voices they do not represent more than a minority view within the data.

3.3.10 In terms of content, more time was needed on influencing decision makers and insufficient attention was given to youth work values. A few very experienced managers thought finance, and other aspects of the element on 'managing resources strategically', was poor and drew attention to this, and some found it was not relevant to national voluntary organisation participants or not useful to them as managers with very considerable financial experience. There were plenty of examples of managers making changes in finance and budgets as a result of this learning content but at the same time it was also one of the areas of learning which was used less than others to make change (3.4.3 below).

'This section was very poor'.

'I gained little from this element'.

The pitch was not always right or stretching for experienced senior managers.

'TYWMP tried to be too many things to too many people'.

There was some very poor or 'patronising' delivery.

'We engaged in useful discussion with colleagues but we were made to go back to superficial plenary discussion so missing the fundamentals'.

The predominance of small group focus on one organisation's situation was not seen by some as the most effective learning method. Some local authority managers felt the programme slowed down because issues for the voluntary sector are different. With respect to the nature of the participants there was friction in some places about the process of identifying the one voluntary sector representative per local authority. Also, there were a few concerns about the lack of opportunity to meet people in other parts of country - especially for those who are isolated as the only Black or minority ethnic manager.

3.3.11 Some comments from different managers directly conflicted with each other.

'Found first 2 days too elementary.'

'There was too much theory in module 1'.

The finance section was specifically mentioned as both excellent and very basic by different managers.

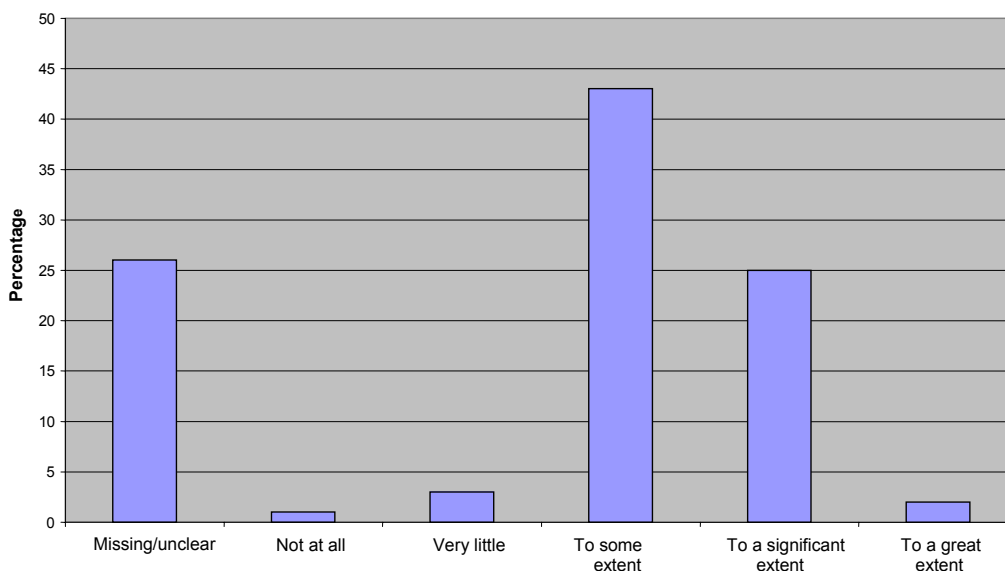
3.4 The Impact – the changes that managers made as a result of the programme in the way they work and in the youth services and organisations they manage

a) Learning and Impact

3.4.1 Not only was the programme experience viewed positively by participants but its impact appears to have been significant in terms of the DfES expectations, that it would equip managers to better address the management challenges in delivering the TYW agenda. Participants were asked to tell us whether they felt that their Youth Service was a more effective service for young people as a result of their involvement in the TYWM programme. The majority of participants, 73 per cent of the 180 participants who returned questionnaires, *judged*¹ that to be the case, 20 per cent did not feel this way (7 per cent of responses were missing or unclear). Judgements were similar whether managers were based in local authorities or the voluntary sector, and whatever their management level. Interestingly, only just over half of the 15 managers from a minority ethnic background felt that their participation had contributed to a more effective service, compared with 75 per cent among their white contemporaries. However three of them did not answer the question.

3.4.2 Managers were also asked to indicate *the extent* to which the programme played a part in the Youth Service’s increased effectiveness. Chart 6 shows that one in four respondents felt that the programme was responsible to a ‘significant extent’ for this. A further 43 per cent felt it had played a part ‘to some extent’.

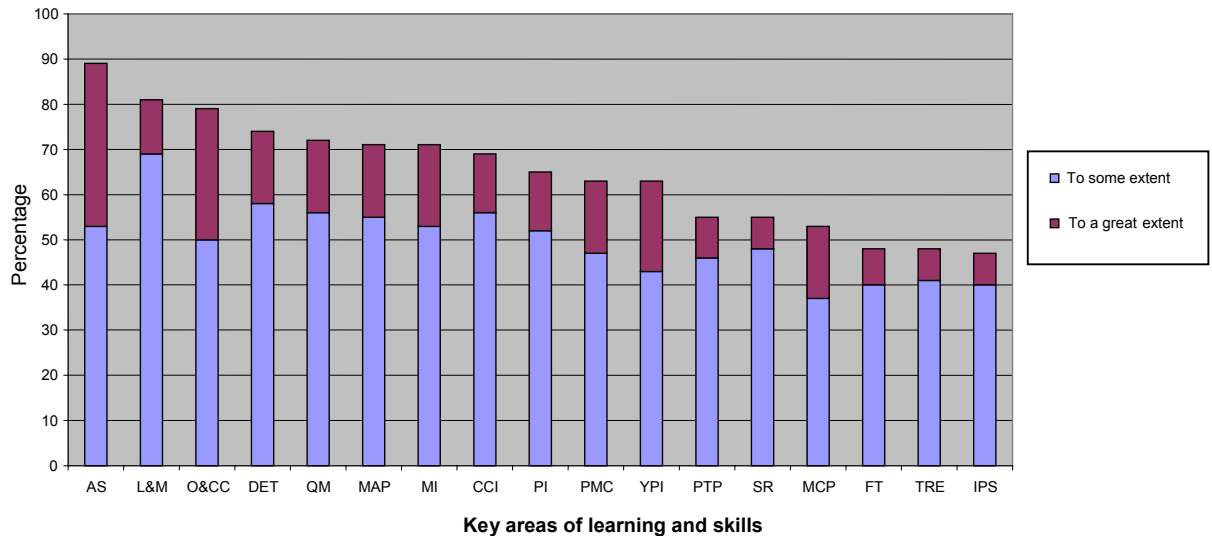
Chart 6 - Extent programme played a part in increased effectiveness Source Appendix 3 Question 4.4



¹ We would of course recognise the possibility of response bias here.

3.4.3 Over 50 per cent of participants (Chart 7) judged that they had used their learning to an extent do something differently in relation to 14 of the 17 key learning and skills areas covered by the programme (Appendix 3 question 4.1). 88 per cent had, to at least some extent, deployed learning in relation to ‘thinking and acting strategically’ to do something differently, while slightly fewer had used skills in relation to ‘applying new approaches to leadership and management’ and ‘leading and managing organisational and cultural change’.

Chart 7 - Extent to which managers have used key areas of learning to do anything differently Source Appendix 3 Question 4.1



KEY	
AS	Thinking and acting strategically
CCI	Fostering a culture of creativity and innovation
DET	Developing effective teams
FT	Understanding the changing nature of finance and developing tools to respond effectively
IPS	Influencing the new political structures
L&M	Applying new approaches to leadership and management
MAP	Effective planning in the new multi-agency context
MCP	Managing in and with Connexions Partnerships
MI	Securing the management information needed to plan, deliver youth work and be accountable
O&CC	Leading and managing organisational and culture change
PI	Establishing effective performance indicators and methods for gathering evidence
PMC	Building a performance management culture
PTP	Sustaining consistent high performance through partnerships
QM	Critical understanding of approaches to quality management
SR	Securing resources for youth work at a strategic level
TRE	Tackling the race and equalities agenda
YPI	Actively involving young people

3.4.4 Changes managers made as a result of TYWMP were not always due to the taught elements of the programme but due to the programme offering ‘the space, time and diversity of participants’ (Section 3.2 above). More generally, some managers spoke and wrote about the difficulties of identifying the particular contribution of the management programme alongside the impact of the wider Transforming Youth Work initiative and other training. Nevertheless, just over 4 out of 5 participants were able to identify what they viewed as a lasting successful management change which had

been introduced at least partly as a consequence of their participation on this course (Table 1). Others commented that course participation had been a:

'Major influence on change in the department giving more time to quality, taking time out for staff involvement, more consistency in practice'.

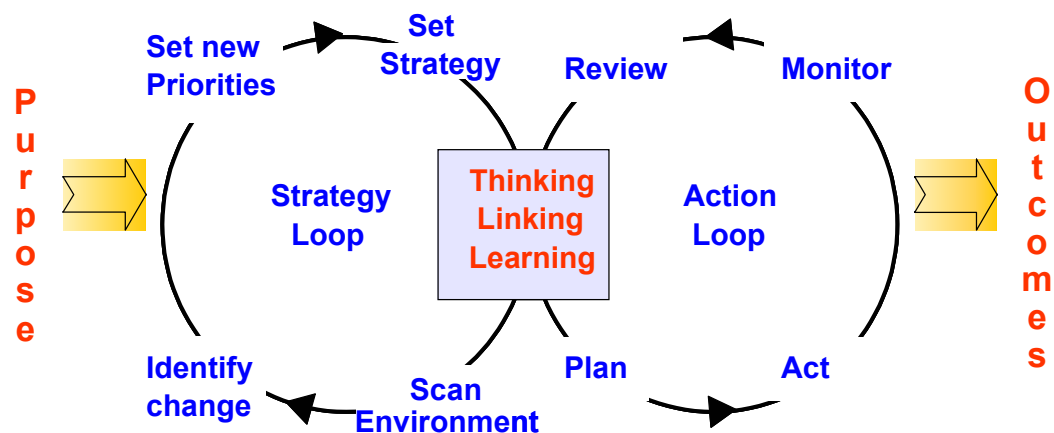
3.4.5 Looking specifically at the four key programme elements, the proportion of the 180 respondents who wrote about changes made within their Youth Service for each element (Appendix 3 Question 4.2) as a result of the programme is shown below (See Appendix 1 for the content of programme elements).

Table 1

Programme element	Proportion making change
1 Leading a modern service for young people	82%
2 Planning and managing change at a strategic level	72%
3 Managing resources strategically	69%
4 Leading and managing for high performance youth work	71%

3.4.6 Before presenting the detailed data about the kinds of changes managers have made we believe it is helpful to include here a key model used through the programme about learning organisations – the double loop process (based on Pedler and Burgoyne’s *The Learning Company* 1991). ‘It enables the manager to visualise and deliver her or his role in connecting the higher level strategy cycle and the actual work on the ground’ (Ford et al 2002:50) and is intended to place change management and the need to reflect and integrate at the centre where the two loops link. This management model underpins the programme and is returned to regularly through the programme’s delivery, as each of the management tasks of both the strategy and the action loop are covered. There is a strong emphasis on converting strategy into action and creating a culture of high performance. We found evidence in our data that this model appears effective as a conceptual tool for participants.

Diagram 2 - The double loop process (Ford et al 2002:50)



3.4.7 We found that managers were usually very clear about why they were pursuing certain changes and often presented them as part of a package of changes (especially when they discussed them in interview) that they were making to achieve a more effective service. Whilst they did not usually explicitly reflect the programme's double loop model back to us we found we were identifying that many managers expressed a strong sense of clarity about how their energies were driving their organisation and its staff through a process much as this model encourages. This forms a significant aspect of our evaluation – the TYW initiative demanded that the youth service modernise and for some managers this has meant making significant changes to their service.

3.4.8 The TYW initiative expected local authorities for instance, to:

- 'contribute strategic leadership and ensure the active involvement of young people, and contribute to the Children and Young People strategic planning framework and its Children's Fund Partnerships'

In terms of funding local authorities were expected to:

- 'strengthen their commitment to high quality youth work resources and redress some of the resource imbalance currently experienced
- consider the National Youth Agency pledge which sets out what a good service might offer as a helpful framework for quality provision and appropriate levels of funding to meet local community need
- make innovative and imaginative use of a variety of funding streams to enhance their youth work, reach new client groups and add value to existing provision
- engage as full partners in the emerging Children's Fund Partnerships.
- build a culture of continuous improvement through the Best Value Process'

Voluntary organisations were expected to, for example:

- 'provide more focused personal development opportunities for young people and play an important role in the delivery of the Connexions Service
- work in partnership with other providers to deliver a seamless service to young people and rise to the challenge that the new policy arena provides
- extend their work into disadvantaged areas with little or no provision
- enter into a dialogue with voluntary organisations and others about the range of volunteering and other opportunities for young people in these areas' (NYA website)

3.4.9 The programme was designed to help managers with these tasks, 'focussed on what youth work managers need to be better able to respond to the challenges of the Transforming Youth Work agenda and to deliver better quality youth work which makes a real difference to the lives of young people' (Ford 2002).

b) Nature of the changes made

'More strategic awareness and approach to the development of the worker, informed by an enhanced understanding of current context, has resulted in work more targeted in key areas and an increase in partnership work'.

3.4.10 Managers appear to have taken away different lessons from the programme in relation to actions and change pursued, and this variety appears to be influenced by current concerns in their organisation. So for example, some managers have been inspired to work on developing a vision with the staff team because two separate services have come together. Elsewhere they have focused on collecting the right information to support a restructuring process, or a better understanding of ways of assessing need.

3.4.11 Throughout its delivery the programme was encouraging managers to plan changes and participants completed 'Aha!' action record sheets after each of the 4 x two day elements. These sheets asked participants to identify action points, and at the end of the programme to identify how far these had been achieved. We have not attempted to analyse these brief handwritten notes in detail but the changes that we have identified with participants seem to echo many of the kinds of actions listed in these sheets.

3.4.12 The main headings under which we have categorised the changes we read and heard about are

- Thinking and acting more strategically
- Structural changes – restructuring and infrastructure improvements
- Performance management and cultural change
- More focused partnership work
- Increased ways of involving young people

c) Thinking and acting more strategically

'I'm more reflective about the impact of my leadership style.' 'I've been clearer about our service role and where it fits with other services both public and voluntary which makes it easier to input strategic responses'.

3.4.13 Thinking strategically

A strong theme emerged from the questionnaires about thinking and acting more strategically. The importance of, for instance:

- visioning and reviewing of mission statements,
- increasing everyone's awareness of the current context,
- focusing further on the leadership role (*'leading through structural change'*),
- developing more curriculum and business plans.

Respondents for example argued that it:

'Allowed me to think in a more business-like way: What are my strategic objectives? Where do I progress those?'

and that it offered an opportunity for *'Sharper thinking.'*

3.4.14 *Influencing the agenda*

When the YAU last undertook substantial research with senior managers we stated that ‘the youth service has bargaining power; it could be using more in relation to the potential contribution it can make to the wider strategic agenda of local authorities.’ (Tyler 1999). It seems that the TYWMP has equipped many more managers to make their case and employ that power. Managers talked about being more strategic and influential with officers and decision makers and in inter-agency settings. A range of managers of authorities from large rural county to smaller city authority have been able to ensure youth service foci reflect appropriately local authority-wide concerns about law and order and opening up opportunities. Youth Service managers reported to us that they have had to take care not to feed into the ‘young people as problems/get them off the streets’ agenda.

3.4.15 PYOs have also highlighted many TYW aims and the role the youth service can play in raising standards in schools. They told us they are gaining support and funds from elected members for initiatives targeting some groups of young people, and from schools for alternative curriculum work. The programme’s contribution has been in increasing confidence and providing more background information as well as the chance to find out what other managers have been able to achieve, particularly on the TYW agenda front which have all been spurs to their negotiations. However the impact of the REYS standards cannot be entirely separated from the impact of the programme - managers have already reported the influence of the former on the status and negotiating power of the youth service.

3.4.16 Others strategies for influence include for instance: one voluntary organisation manager has worked with key officers to create a small Board within the larger Management Committee so he can achieve more focused and faster decision making and greater responsiveness. Another voluntary sector manager chairs an inter-agency business planning group, and a local authority manager is statutory lead on Voice and Influence and health initiatives, both of which involve significant opportunity to influence inter-agency bodies.

3.4.17 *Raising the profile*

Managers have further recognised the value of, or pushed for more support from, their own education directorate. A south coast authority PYO identified which people in the directorate are key to the youth service and focused information and attention on them. Another PYO is investing more time into positioning the service strongly in a unitary authority where there is a children and young people’s director to ensure the youth service is not subsumed into Schools or Social Services but retains its own profile and budget. Some managers felt that they are now more assertive about what the youth service will or will not do, and what it can do only with extra funds. Some have reallocated funds to produce and circulate celebratory annual reports on their youth work to key politicians and funders and target key directors with regular communication and other forms of accountability.

3.4.18 A diocesan youth officer with renewed clarity of purpose is ensuring youth work gets a higher profile with his Board of Education. A shire PYO pushed for an Ofsted inspection to act as catalyst for youth service to have its own management

structure. This has not yet been achieved but was felt to be creating the right political climate with line managers and elected members.

3.4.19 *Acting strategically with partners*

Participants recounted examples of acting more strategically with partners. For instance, the director of a large voluntary organisation straddling several local authorities had the potential to be involved in eight Local Strategic Partnerships. As a consequence of programme participation, he had decided to apply more systematic and strategic assessments of which should take his time, centred on their relative potential to achieve positive outcomes for young people. Elsewhere, relations with Connexions was identified as a major target for development for one Principal Youth Officer. In another place, a local authority manager described how he had sought to shift his relationship with the voluntary sector on to a more strategic footing which involved planning and work on quality frameworks in support of the government's wider agenda for youth services.

d) Structural changes – restructuring, infrastructure and planning improvements

'I introduced a planning model with an operational plan for each area of business. Flowing from each are unit plans – how they contribute to targets, which areas of the curriculum, what outcomes for young people'.

3.4.20 *Restructuring*

Restructuring was a strong feature of the sorts of changes that respondents claimed was a product of management training. 25 per cent of questionnaire respondents pointed to the contribution of management training, noting for instance:

'restructured teams to reflect holistic service delivery',

'the course confirmed the direction being taken in YS restructure. I led the team through a complete organisational change in structure and culture'.

3.4.21 Examples of restructuring discussed in interviews included moving staff out of schools and other local units and managing them centrally or at an area level in order to enable more strategic work. Elsewhere participants talked of:

'New management structures – senior workers with responsibility for a 'thematic' area of work. Substantive sessional posts acting as team leaders which is enhancing the quality of delivery of programmes of work'.

'Restructured full time staff – we've taken out a managerial level.'

3.4.22 At times, this kind of restructuring was presented as a way to increase consistency in the quality or level of service provided, and managers explained that the programme has informed the process. A number of authority-wide posts have been designed to support and drive curriculum and training. Initiatives focused on curriculum were not mentioned often and we have a potential concern that whilst managers may have staff better organised in structural terms, they may not be focused sufficiently on the educational intentions and methods of their work. Some managers

are developing new units with specialisms like youth engagement (particularly as a result of TYW) or personal development work in schools. This kind of restructuring also enables more strategic work with particular partners around these themes because those staff responsible are able to focus and develop the contacts for such work. Some Heads of smaller organisations have appointed operations managers taking weight off themselves and giving someone else priority for the infrastructure. This has often necessitated extra income generation to support the post but the appointee has been able to contribute to that. This kind of development again supports the senior manager's own role in focusing on strategic level work.

3.4.23 In some instances the key structural change has been to create a separate youth service so that there is control over resources for youth work and they can be effectively targeted towards the TYW agenda. This kind of change was presented in their interviews, by the small number of managers concerned, as a major feature of their recent or current management. This is a trend that has been evident for some time, untying youth services previously combined with other services or specialisms like play, leisure, outdoor education and adult learning. It is not a direct result of the programme but seems to be directly linked to TYW. Managers have valued the further direction and guidance the programme has provided.

3.4.24 *Investing in quality assurance infrastructure*

Managers talked about giving more time to quality and investing more in related infrastructure. One officer has put a new quality model in place working alongside other colleagues who had also participated in the TYWMP, and which has since been commended by Ofsted. Another manager from a rural northern authority told us of

'new guidelines on planning and self assessment so all centres use [the] same data collection and presentation methods'.

3.4.25 Some managers, following programme participation, described how they now more fully recognised the potential of reporting on and feeding back management information and outcome-related data to staff involved in its collection. They recognised that this approach demonstrated the purpose of data collection and engaged front-line staff in the wider objectives and planning of the Service, a key part of the action loop (3.4.2 Diagram 2). Previously some saw that task as a distraction from front-line delivery. Nevertheless and more generally, it also seems clear that this focus on quality in questionnaires and telephone interviews was driven not just by participation in management training but by the wider TYW agenda and other drivers for using quality frameworks in their organisations.

3.4.26 Indeed perhaps not surprisingly half (63) of all the changes referenced in the questionnaires for Element 4 'leading and managing for high performance youth work' were about developing, adapting, and applying quality assurance (QA) and MI systems, frameworks and performance indicators in order to improve standards and evidence work outcomes. Other changes for this element have mainly been included in the section on performance management and cultural change below (3.4.34).

3.4.27 Some managers have put more resource into key finance and administration roles to enable these QA and MIS developments. A PYO from a southern county has strengthened the administration team and created a dedicated finance officer. A large

midlands voluntary organisation now has a paid finance officer and deputy which adds costs but which is reported as making the organisation more efficient. It enables the senior manager to have more time for strategic thinking and income generation, and energy to work with trustees on the strategic and business plan to keep them and staff focused.

'Developing our QA framework will progress over the next few months with the appointment of two new senior manager posts for QA and MI'.

The increase in QA frameworks raises the need for staff support and training to work on attitude and understanding. In a few cases managers identified that the increased demands on youth workers for documentation is exposing problems associated with literacy and numeracy, dyslexia and English as a second language.

3.4.28 ***Planning and funding***

Several organisations have undertaken budget reviews. Some managers believe they have improved planning based on assessments of local need (rather than history) often making use of improved MIS or other data. No doubt wider changes, and expectations such as those from Ofsted, are also significant here.

'We previously looked to relate targets to budgets but now allocate budgets to meet need/targets in different way'.

'Enabled me to develop a new budget allocation system – I wouldn't have done this so quickly without TYWMP'.

'Linking budget, targeting and resources'

'increasing area planning'.

'Staffing structure and finance allocation based on need'.

'More strategic planning – I've involved staff in producing the three year plan with roles and responsibilities'.

'I have learnt that I can cut the cake in different ways'.

3.4.29 Youth service managers also reported increasing use of profiling information and deprivation rates in particular areas as part of clear needs assessment work. This was reported as especially valuable for some local authorities with pockets of poverty masked by overall prosperity.

3.4.30 Some managers have gained more funds for youth work as a consequence of budgeting techniques acquired during the TYWM programme. An officer talked of having gained a better understanding of the budget, undertaking a fundamental budget review which has led to money being 'passported' and the youth service being protected and gaining an increase in funds. Several managers are now costing their services more accurately such as a London based voluntary organisation which as a consequence, now builds in more to bids for administration. Some local authority

managers are charging more for youth work to, for example, schools. Many voluntary organisations reported finding that they were more experienced in this area of costing and financial accountability than local authority colleagues.

e) Performance management and cultural change

‘Through TYWMP management practice shifted, planning culture embedded, performance management/quality processes accepted as norm – will have lasting impact on youth service’.

3.4.31 As a consequence of programme involvement, participants clearly identified a greater focus on performance management and quality assurance processes, which responds to the messages conveyed by Ofsted in the last few years. This typically involved implementing more thorough evaluation procedures through to more purposeful supervision related to unit plans and targets. Changes also focused on systems and procedures. There was regular mention of reviewing inspection procedures; improving planning, monitoring and evidence gathering systems; introducing or designing performance indicators; and monitoring and *‘use of standards to help define quality of provision and resourcing level’*.

3.4.32 Communication with staff

Managers are more aware of the importance of regular communication with staff about what is expected of them and why. The range of communication activity we were told about included working with staff on mission statements through to training them for peer inspection. For some managers the TYWMP appears to have been a reminder of the principles of ownership to ensure success – they are working harder to involve staff using management principles that embody some of the best of good youth work principles of participation.

3.4.33 Increased, improved and more open communication and consultation with staff as key stakeholders, featured in questionnaires as changes associated with all four programme elements. This included spending more time with middle managers and a greater emphasis on productive use of team meetings to make staff more aware of the policy and political context. Managers also reported involving staff more centrally in planning, working on team building, and ensuring the sharing of good practice.

‘I wanted to improve communication strategy both with partners and the board and diverse staff team. I used the course to check out ideas with other service heads & to think about style & approaches (culture) - there’ve been some important changes & improvements’

‘Leadership module very useful – I’m now better able to deal with poorly performing staff and the programme also helped to develop strategies for improving communication flows between myself and staff.’

3.4.34 Performance management

This category emerged from both the interviews and the questionnaires. In the latter, 25 per cent of changes managers told us they had made due to the programme’s fourth element (‘leading and managing for high performance youth work’) identified work

directly with staff especially staff development - *'investing in foot soldiers'*. Training, shadowing and coaching were mentioned and in some cases specifically in relation to performance, such as via peer assessment, observations of practice or

*'I'm adapting training to meet performance requirements' and
'providing workshops on planning for FT workers'.*

In several questionnaires managers explicitly linked staff focused activity to overall performance management:

'Performance meetings with staff every two months',

'I am revisiting and reinforcing the link between staff development and the youth service plan'

'I adapted PPD and supervision processes to ensure levels of performance are understood',

'I am making a more conscious effort to engage teams in future planning.'

One large local authority established regular observation visits by managers plus annual assessments as a precursor to annual unit plans. Another used a staff meeting to focus on unit planning which fed into the overall intentions of developing a stronger direction. Regular staff development was also mentioned frequently.

3.4.35 Training

In one southern county the principal youth officer had prioritised management training for the middle management team to improve management of field staff, plus a traffic light system to identify problems down the line, a tool adopted directly from TYWMP. In some cases cascading has happened as PYOs have sent their senior managers on other management programmes using TYW money, or by accessing the opportunities emerging within local authorities as a result of the Modernising Local Government agenda. One local authority now closes its service for two weeks to do training courses with staff to ensure access by everyone. A midlands local authority manager renewed supervision practice with a new supervision policy as part of a big cultural shift to tackle the 'we always used to do it like this' approach.

3.4.36 Cultural change

Many aspects of working with staff were discussed in the context of managing cultural change and instilling a greater commitment to high standards of youth work. Managers reported attempting to increase the sense of ownership by delegating more and acting as a role model in planning for the kinds of work they want to see as part of the TYW agenda. Some managers tackled the change by working on the planning and delivery agenda as a key lever.

'I developed an internal peer quality assurance programme and used the training for this to begin to effect cultural changes within the organisation. For example assisting staff to understand the importance of completing monitoring and evaluation forms.'

f) More focused partnership work

'Developing critical partnerships'.

'Reviewing partnerships/SLA arrangements in line with new agendas'.

3.4.37 40 per cent of questionnaires that included changes mentioned partnership work in some context. Such changes were usually strategic, and were presented as improved and increased partnership work in an environment in which managers were very clear about their contribution and what they will engage with.

'Gained understanding of what you want from partnership and what you can bring to it'.

'There needs to be a youth work outcome for the YS to be involved'.

'Increased partnership work because work is more targeted in key areas'.

3.4.38 Connexions was mentioned as a partnership with which managers are working closely or developing new contacts.

'Youth service is the lead partner for contract management to influence future approaches to work with young people'.

'Engaged in voluntary sector sub-group of Connexions Board in order to create a better working relationship between the voluntary and statutory Connexions sharing ideas, resources, voices and insights'.

There were also examples of very difficult relationships and an associated partnership bureaucracy of decision making and other procedures which, following reflection partly encouraged by the management training, was not thought to be in the interests of the Youth Service and a decision had been taken to withdraw from the partnership.

3.4.39 We heard evidence of much more focused work on ensuring performance quality through partnership arrangements, and a strong sense of accountability.

'Now I can ask for a delivery plan from partners, and they have them. We worked through the planning process so our partners were using the same template. Now we can explain to each other how many hours are spent on each project'.

Interviews provided examples of local authority managers who are using Service Level Agreements (SLAs) far more and more quickly with schools and voluntary organisations to gain greater influence. Some have become much clearer about what they expect from the voluntary sector, and have introduced stricter contract compliance or compulsory registration via the Council for Voluntary Youth Services membership. Such membership has offered voluntary organisations access to Criminal Records Bureau checks. The local authority has been able to expect the voluntary organisation to provide quality assurance information.

3.4.40 Interviews also referenced capacity building as a change linked to the programme's learning. A south coast unitary authority has used the TYW funding to

trigger a major capacity building exercise with the voluntary sector. A voluntary organisation manager is working to develop a voluntary sector group through which to build capacity in a midlands borough. A large shire county PYO will not be allocating grants to the voluntary sector in future but giving it to the sector to allocate according to agreed protocols. There are examples too of managers in small authorities working jointly with others to establish shared structures for training and involving the voluntary sector in this development. We were often told about these kinds of changes along with explanations about how the programme had helped to achieve them, either through its focus on relevant content, or the way it had facilitated the opportunity to learn about other managers' practice.

3.4.41 This greater strategic focus as far as partnerships are concerned responds to concerns identified in the NYA's review of Youth Service Plans (NYA 2003a) around the need to prioritise potential partnerships due to the substantial number of such initiatives.

h) Increased ways of involving young people

'I am getting young people who are involved to achieve hard results as well as the process such as papers to committee'.

'Young people are now well engaged and impacting on other services' approaches such as the police'.

3.4.42 In questionnaires 22 per cent of managers listed examples of work concerned with young people's participation and consultation as changes made at least partly due to the programme.

'New and better forums for young people within the project, and young people as messengers into the Connexions and other agendas'.

There were also examples within the interviews of work on young people's voice and engagement. Managers were ensuring more participation of young people at all levels; for example, in one shire county where six Young People's Voices groups have been set up (about 100 young people in all) linking in to County, District and Parish Councils. One manager reported a greater use of surveys of young people and developing action plans from these, *'consulting young people on the vision statement'*. There was talk of the benefits arising from bringing people together so that adult myths about young people, and also young people's myths about the police and older community members are broken down.

3.4.43 Some managers described how they were now better equipped to ensure that the voice of young people was heard and described the nature of newly devised mechanisms for this such as:

'I will be ready to exploit the second round of Hear by Right. We need to train councillors in Cabinet about communicating with young people'.

3.4.44 We heard about a range of changes, closely reflecting the learning gained on the programme and often responding to the challenges described to us when we asked

about the participants' management context. There also appeared to be a synergy between the overall TYW initiative and the TYW management programme.

4. Continued Management Development

4.1 The evaluation questionnaire also investigated the extent to which management development needs were continuing to be addressed post TYWMP and the extent to which needs remain outstanding. We intended to use this data to inform any recommendations about post programme provision and find out what support there may be for this. In particular, participants were asked about the ways in which the programme had been a stimulus for continuing management development, and what precisely they had done since the programme. Within questionnaires, respondents were offered eight possible management development strategies, space to add any others they have used, and space to indicate why follow-up strategies had not been adopted (Appendix 3 Question 3.1). According to when the TYWMP had been undertaken, a period of between six and eleven months had elapsed prior to questionnaire completion. We found continuing management development activity rates appeared to be fairly low.

4.2 18 per cent of managers have continued regular contact with other participants to discuss how to apply the learning from the programme, and 11 per cent have established or joined a peer support group or network of managers. Given the very regular mention in interviews of the value of their peer support groups and their Regional Youth Work Unit, it may be that managers are using those latter forums to fulfil a similar need to share practice and discuss management issues together. However the relatively small numbers who referenced this continued use of these forums in the questionnaire when asked about their continuing management development suggests the potential to develop these structures further as such an opportunity.

4.3 Supervision was included as a category of continuing management development. 16 per cent of respondents have increased their supervision with their manager and 16 per cent have restructured this supervision. Disappointments were expressed about the limited supervision provided for themselves as managers even though they are investing in it for their staff. Given the importance of strategic thinking we were concerned that supervision was rarely mentioned in interviews as a location where this takes place. However a few respondents indicated that their managers help them with strategic thinking. We suspect that there may be some useful models of mentors and non management supervisors for managers especially when they are new or lone managers.

4.4 The programme seems to have stimulated a renewed enthusiasm for reading, study and reflection which was regularly mentioned in interviews. 69 per cent of questionnaire respondents have continued to use the programme materials and 42 per cent have continued reading other management texts. 17 per cent also explicitly expressed an interest in undertaking an MBA. One in eight have since attended further management courses.

4.5 Just over 1 in 10 referenced other continued management development including completing a 'Common Purpose' course, *'increasing involvement in strategic regional and national policy settings through profile and contacts'*, NLP (Neuro-Linguistic Programming) training, and improving writing skills. Several managers listed examples of work they are doing with management colleagues and

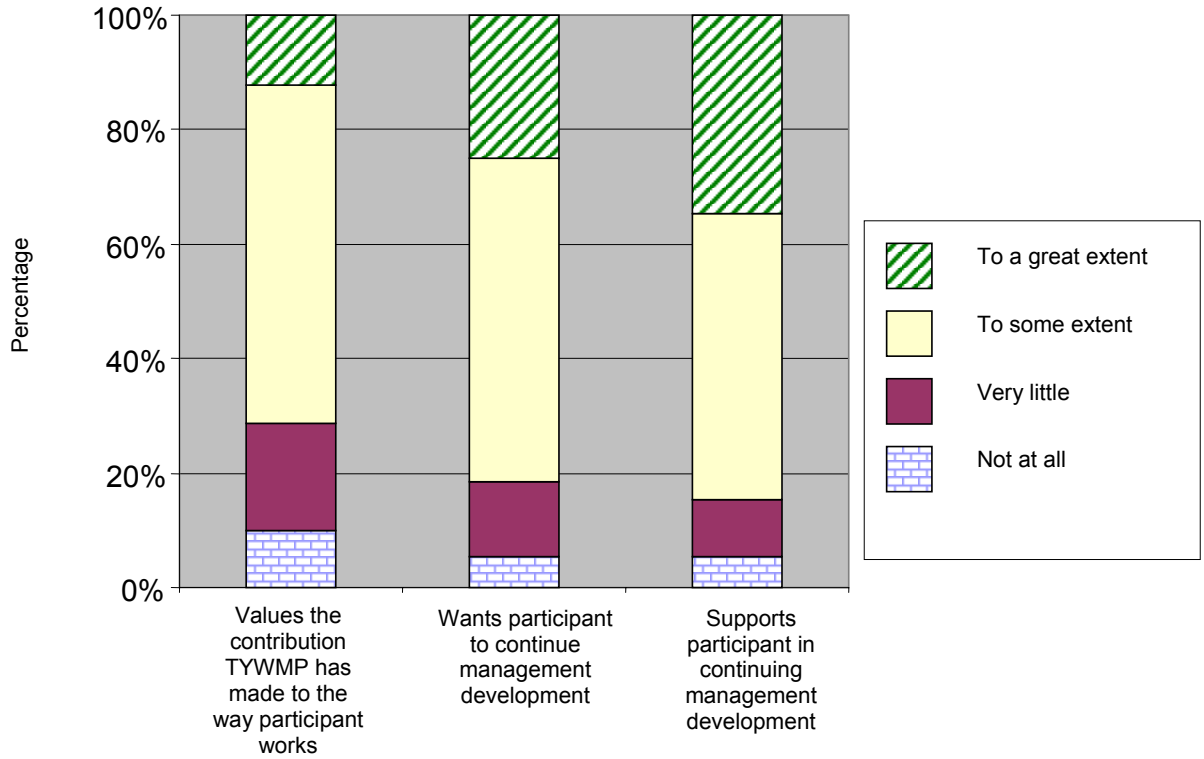
their staff team as part of their continuing management development, so in these cases it appears to be the application of their learning that they have valued in terms of their development.

4.6 Meanwhile, 16 per cent have had no continued management development since TYWMP. The main reason cited by just under half was a lack of time and being *'too busy in a hectic world'*. Other reasons included there being no regional structure to take learning forward or limited access to funding. Some did not consider it relevant or did not feel the need for further development especially so soon after this investment in development. As one manager reported:

'The reality is that back at base, pressure increases to deliver and improve standards while managing change and uncertainty. Personal development is not paramount in this climate of change despite the need for it.'

4.7 Participants were additionally asked about their perception of their line managers' views of their management development. 65 per cent of managers felt that their manager valued the contribution the TYW management programme had made to the way they work. A third of them considered that their managers were strong supporters of their continuing management development and another 46 per cent felt they had some support (right hand column of Chart 8 below). How that support can be translated is important. It could be in terms of access to development and funding towards, for instance, any regional training initiative which could enable continuing networking and training for this group of youth work managers. Support could be in the form of encouragement to take time out for such reflection and development. Some managers have reported during this research that the prime reason for their attendance was the DfES obligation to do so. They felt that otherwise they would not have made this a priority, yet they had found the programme valuable.

Chart 8 - Extent managers value participant's management development
 Source – Appendix 3 Question 3.2



5. Conclusion

'I came back with my batteries recharged and attacked work with vigour and purpose'.

'The course was helpful – changing my way of thinking as I moved out of a senior management post into head of service post'.

5.1.1 The TYW management programme has contributed to change in the outlook of participants through giving them scope to think, reflect and learn; and in turn, has promoted some change in the management of their service/organisation which alongside the wider Transforming Youth Work initiative, has contributed to an overall change in the Youth Service in England. TYW and TYWMP appear to have acted in synergy. Isolating the particular contribution of management training to these wider changes is sometimes not easy even with so many examples provided, since managers themselves were not always able to do so.

'The course was a catalyst in good management relying on constant evaluation of practice and developing skills but it's difficult to credit it as such with changes in management functions'.

'The course put Transforming Youth Work into a workable context'.

5.1.2 Nevertheless, the management programme was almost unanimously well received across the spectrum of participants and from the perspective of relevant national youth work organisations. Such a programme for this group of managers had never been offered before. Crucially, it was offered at a time when many managers tended to see the TYW initiative as mainly words and insufficient substance.

5.2 Value

5.2.1 Participants all gained from the 'pause, reflect, think, learn and apply' process shared with colleagues, which is at the centre of the programme's integrative philosophy and its double loop management model. This was true whether they were experienced and highly qualified in management or new to the role with limited management training. The programme was given high evaluation ratings especially in the light of the relatively experienced and qualified cohort. Whilst a small proportion of managers achieved little personal added value from participation, all valued the programme as a unique national strategic investment in youth service management. Taken as a whole, the programme seems to have provided a greater level of knowledge, skills and confidence among managers operating across the youth service.

5.3 Learning and change

5.3.1 Aspects of management were clarified, '*demystified*', in particular performance management, and the programme as a whole has enabled the growth of a shared language, common management methods and provided a set of tools across the cadre of senior managers in the youth service which are likely to be of benefit in the longer term. There were many examples of changes instituted by participants as a direct result of the programme, and many more changes which gained further

momentum from participants' involvement. Key changes included structural and cultural change toward a more purposeful, planned and responsive service; more focused work with partnerships; considerable investment in staff capacity, infrastructure and performance management.

5.3.2 These changes were obviously informed by the TYW initiative which provided specific resources, amounting to a total of £22 million, in 2002-3 when TYWMP was delivered. This was primarily directed via the TYW Development Fund in three strands each with a different focus². Research for the EIYW investigated how these resources were spent (Merton 2004 Section 5). The nature of a number of the changes managers told us about in this training evaluation reflected the targets for the TYW Development Fund. For instance those related to increasing young people's involvement and investing in infrastructure.

5.3.3 The TYWMP structure took participants through a process which, on first examination, appears to be replicated in the approach to management many of them have taken. They often presented a coherent set of changes designed to develop both the strategic and operational management loops necessary for effective management as presented by the programme (3.4.6 – 3.4.7).

'the link between strategy and operational work [was beneficial] ... No longer seeing strategic and operational as two separate things, but intrinsically linked. I still picture the diagram we had'.

Based on the accounts of managers themselves, there are clear signs that many are beginning to adopt a transformational (leadership) style and are better positioned to be able to put their transactional (operational) role into context, often by drawing on delegation techniques (see Ford, K. et al 2002). Their positive experience of the training programme has also reminded some participants of the importance of similar investment in their own staff and the need to draw staff at all levels in to the planning process so that everyone can see how their contribution fits.

5.3.4 A note of caution is needed with respect to developments associated with staff capacity and performance. The Community and Youth Workers Union (CYWU) sees this management programme as a step in the right direction but has not noticed any decrease in the level of casework officers are undertaking in relation to poor staff management practices. We learnt from our interview with the General Secretary that the union wants managers to make better use of the professional expertise of their human resources colleagues in relation to employment rights and procedures, and to provide more professional support through supervision.

²Strand A included this management programme and other training and also the production of youth service plans, the engagement of young people in local democratic processes, developing the capacity for partnerships, and improving quality assurance procedures and systems. Strand B was concerned with supporting project development in key policy areas such as community cohesion and reduction of youth crime, support for outreach and detached work, young people's active involvement and the modernisation of the service through use of ICT. Strand C was concerned with training and staff development in relation to partnerships with Connexions and to build the capability of youth workers to implement the social inclusion agenda

5.4 Management in partnership

5.4.1 The Youth Service has been working with partners especially at a local level for a long time. However, current senior managers and heads of youth work organisations have to work together in partnership far more substantially now than previously. Partnerships typically cover a range of cross cutting policy themes and targets and the need to manage and prioritise these has become as important as managing core service delivery. This management training programme has given participants greater scope to assess the relative value of partnerships as part of a strategic review.

5.5 Cascading

5.5.1 All youth service staff at professional qualification level must be able to think and act strategically. All deserve development opportunities to grow and develop their capacity to act. Given that a significant proportion of the work force are part time and, in some cases volunteers, 'effective cascading' becomes especially important. Ofsted have also raised the issue of insufficient engagement of part time staff in planning and monitoring (Ofsted 2004 Para 230). Full time staff are essential to this cascading and need their senior managers to be role models of effective management. The additional training offered through TYWMP has given senior managers greater scope to promote modernisation in delivery via full time staff to the workforce.

6 Recommendations and Next Stages

6.1 The programme has been valued in a range of ways by a demanding set of participants and we have heard very limited criticism from our respondents. It is unlikely that there would be such a major management training initiative to skill up so many youth service senior managers in one short time period again now that all those in post in 2002/3 have been through this nationally funded programme. However there will regularly be small numbers needing such training and so we offer some recommendations for this based on our evaluation, and outline other planned and possible developments in training for youth service managers.

Content

6.2 The major focus of the programme on thinking and acting strategically has been both appropriate and, based on the assessment of participants, successful. Key concepts such as strategy and leadership should be included even in courses for experienced managers because they have reported that returning to these concepts provides a useful refresher and stimulus for them and those who have already undertaken management training.

6.3 Some subject matter which is especially instrumental, like finance, we found is of great benefit to some and little use to others with considerable experience (3.3.10). Consideration needs to be given to whether it would be more fruitful to cover this in separate and specific courses which can be designed to better meet the needs of different groups of managers with very different levels of experience. Alternatively a modular course could be provided with modules like finance that participants could opt in and out of.

Delivery

6.4 The group process and the use of participants' own experience as learning resources are highly valued and must be central to future programmes.

6.5 A mix of delivery styles should be employed that incorporate, crucially, plenty of practical tools and time to apply these together during the training and afterwards back at the workplace.

6.6 A developmental style of delivery is needed that allows space for participants to apply their learning in their management practice and then return to share this experience and build on it during further stages of the programme.

Course Membership

6.7 Managers should continue to be expected to attend in organisational and partnership peer groups due to the variety of value added benefits for local youth services. This course membership needs to be constructed with greater care than was the case for this first delivery. In some local authorities difficulties were experienced due to there being a single place on the course available to the whole voluntary sector.

Support, consolidation and sustainability

6.8 More time and a greater emphasis on management support are needed for participants at a local level to embed many of the changes stimulated through such a programme and ensure further development:

'We're all on motor-driven hamster wheels. Could someone take their foot off the gas? Can we bed some of this down?'

6.9 Greater value could be placed on the contribution of peer supervision and consultant supervision by senior youth work management and their managers. Managers we spoke to often cited good supervision they received as a support or expressed disappointment that they were not getting this. Running alongside future such management programmes there should be regular supervision with the manager's line manager and/or a non line-management supervisor to review the changes they are progressing. This will help consolidate learning and seems essential for those newly in such management posts.

6.10 Sustainability of programme learning could also be built in through a follow up, for instance, 6 months after delivery or no more than a year after the programme started in order for participants to share and assess their development and their management achievements. This could make more effective use of the action sheets participants are expected to write at the end of each element of the programme.

6.11 The needs of Black and minority ethnic (BME) managers and other minorities such as those who are disabled should be considered. There is an argument for occasional courses for BME managers from across the country to ensure they have the same opportunity to train with and gain support from colleagues with similar experiences as their white colleagues have in every region. There is possibly a case for women managers too, as they still appear to be underrepresented at senior management level in relation to the gender balance of professional staff at the front line, and the consistently larger proportions of women who have been undertaking professional qualification (NYA 2003b). In both cases it will certainly be valuable to ensure support mechanisms are in place. There is no data available nationally on the make-up of senior youth service management personnel in these respects, or in the case of disability or other categories.

Development/next stages

6.12 Since the first 18 courses were completed five further TYWMP courses have been delivered which have included some Connexions colleagues. A very small number of managers who completed the programme hope to continue their management development through an MBA. However other less ambitious and costly routes need to be established too, since some participants told us that although this opportunity interested them, they did not have time or funding to take up an MBA and we understand that this has in itself prevented that strategy progressing further so far. An appropriate form of accredited CPD programme could enable those who wish, to gain postgraduate credit with limited extra work beyond the current programme.

6.13 Other developments have been planned by the Transforming Youth Work Management Development Stewardship Group to prepare managers for the job of managing youth services effectively. For instance, an induction programme for new PYOs has been designed but its delivery currently has no funding. There has been a significant take up of FPM's programme aimed at youth work middle managers. Also the implications for expanding the management content within JNC professional

qualification training and immediately afterwards, when first holding management responsibilities, have been considered.

6.14 A national training needs analysis of managers at various levels of youth service management could provide greater detail for planning purposes. This could perhaps include research into the nature of and take up of other management training such as that provided corporately by some local authorities and mentioned to us by a few participants. Then, specific training aimed at youth service managers could focus most closely on what they need that will complement other commonly accessible training.

6.15 Given the importance of peer support, debate and sharing of practice, the role that the new Regional Youth Work platform can play in this should be recognised. (*'regional networking was incredibly valuable'*). This could usefully provide an arena in which public and voluntary sector youth services might be brought closer together and would accommodate voluntary sector managers working at regional level. However, money will need to be made available at this level to support such development. Nevertheless there would seem to be useful scope to link such future activity with leadership development more generally in the children and young people's workforce.

6.16 The Transforming Youth Work Management Programme has been a unique and substantial investment in the management of the Youth Service. There is a real risk that its significant contribution will not be sustained without further management development opportunities for participants and their staff. Currently there is no clarity about the future of earmarked funding that has supported staff development in the service in its various previous guises. Whilst there are many changes potentially linked to the workload of the new Children's Workforce Unit, including the proposed leadership programme, there continues to be a real need now for sustained funding of management training in the Youth Service, to maintain the head of steam achieved by this management programme.

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Appendices

- 1 TYWMP content
- 2 Participants in Programme and Evaluation by course
- 3 Questionnaire
- 4 Interview proforma

Appendix 1

The Transforming Youth Work Management Programme

The approach combines:

- critical understanding of the best of current management thinking and examples of effective management practice from all sectors
- a philosophy of making connections with and learning from a wide range of sources, including the participants' own examples of good practice
- strong current understanding of the context within which work with young people is developing now- awareness not just of current policies and developments but of the wider trends and changes which lie beneath them
- the development of skills and capabilities to lead and manage more effectively with strategies and plans to apply these to the workplace

The style of learning combines the best of reflective learning with the stimulus provided by the introduction of ideas, concepts, models, frameworks and tools.

The programme will feed the mind, inspire and motivate and give participants tools to apply to their workplace.

Outline content

The course will consist of four 2-day elements, spread over 4 to 6 months in a variety of locations in England:

Element 1: Leading a modern service for young people

Element 2: Planning and managing change at a strategic level

Element 3: Managing resources strategically

Element 4: Leading and managing for high performance in youth work

Element 1 - Leading a modern service for young people

This element will critically examine, explore and develop the capacities needed to lead and manage in a modern youth service or organisation, in relation to:

- Thinking and managing strategically in the current context for youth work in England so as to deliver high quality youth work and respond to the Government's Transforming Youth Work agenda.
- New approaches to leadership and management.
- Ways of understanding organisations
- Influencing the new political structures resulting from modernisation.
- Leading and influencing partnerships, especially working effectively with Connexions

Element 2 - Planning and managing change at a strategic level

This element will critically examine, explore and develop the capacities needed to lead and manage in a modern youth service or organisation, in relation to:

- Our understanding of the forces and drivers for change and their implications for leadership and management particularly in relation to:
 - The new political structures resulting from the modernisation of local government
 - The impact of working through partnerships particularly Connexions
 - The reaffirmed responsibility for tackling the race and equalities agenda (POCC and SEND) and their implications for both statutory and voluntary-led services
- Effective planning in the new multi-agency context
- The challenges posed by delivering the new Common Planning Framework for both the statutory and voluntary sectors.
- Sharing and rehearsing tools for thinking and acting strategically
- Leading and managing organisational and culture change in organisations and partnerships.
- Principles, processes and tools for managing change in individuals and in organisations.

Element 3 - Managing resources strategically

This element will critically examine, explore and develop the capacities needed to lead and manage in a modern youth service or organisation, in relation to:

- Understanding the changing nature of finance in youth services and organisations and developing tools to respond effectively
- Developing effective teams
- Securing the management information needed to plan, deliver youth work and be accountable
- Securing resources for youth work at a strategic level
- Managing in and with Connexions Partnerships

Element 4 - Leading and managing for high performance youth work

This element will critically examine, explore and develop the capacities needed to lead and manage in a modern youth service or organisation, in relation to:

- Building a performance management culture capable of driving up quality and standards and meeting the needs of inspection and Best Value.
- Critical understanding of approaches to quality management including the "Excellence Model".
- Establishing effective performance indicators and methods for gathering evidence so as to deliver sound self-assessment
- Tackling the race and equalities agenda (including issues under Public Order and Community Cohesion (POCC))
- Sustaining consistent high performance through partnerships
- Actively involving young people
- Fostering a culture of creativity and innovation.

Appendix 2

Analysis of TYWMP participants and evaluation questionnaire respondents by course

Course No	A LA Head of Service	B LA Senior manager	C Vol Senior manager/ C Ex	D Vol NVYOs	E Regional development	Course totals	Questionnaire respondents	region based on addresses
1	6	8	8	0	0	22	9	NW
2	10	3	8	2	0	23	6	SE
3	7	8	10	0	0	25	10	SW
4	0	7	2	10	1	20	10	EA, EM, Nat Vol
6	14	6	3	0	0	23	9	London, SE
7	9	7	7	0	0	23	14	E&W Mids
8	9	9	4	0	0	22	10	York/Humberside & NE
9	5	9	8	0	2	24	7	NE
10	8	10	6	3	0	27	10	NW
11	10	8	6	0	0	24	10	SE
12	7	12	7	2	1	29	14	SW
13	6	11	8	2	2	29	16	York/Humberside
14	8	13	5	0	0	26	10	London, SE
15	9	10	6	2	0	27	8	E&W Mids
16	4	12	4	4	1	25	8	Nat vol, London & SE
17	5	14	6	1	0	26	5	mainly London
18	5	11	7	5	1	29	11	NW
19	4	15	6	1	1	27	13	South
Totals	126	173	111	32	9	451	180	

Appendix 3

De Montfort University Youth Affairs Unit DfES Research Project - The Evaluation of the Impact of Youth Work

The Transforming Youth Work Management Programme Evaluation Questionnaire

1. About you

Please provide the following information about yourself and your job

Name

1.1 **Gender** 1 Female 2 Male

1.2 **Ethnic category** Choose one section from A to E then tick the appropriate box to indicate your cultural background

A White	B Mixed	C Asian or Asian British	D Black or Black British	E Chinese or other ethnic group
1 <input type="checkbox"/> British	4 <input type="checkbox"/> White & Black Caribbean	8 <input type="checkbox"/> Indian	12 <input type="checkbox"/> Caribbean	15 <input type="checkbox"/> Chinese
2 <input type="checkbox"/> Irish	5 <input type="checkbox"/> White & Black African	9 <input type="checkbox"/> Pakistani	13 <input type="checkbox"/> African	16 <input type="checkbox"/> Other please -specify
3 <input type="checkbox"/> Other White - please specify	6 <input type="checkbox"/> White & Asian	10 <input type="checkbox"/> Bangladeshi	14 <input type="checkbox"/> Other Black -please specify	
	7 <input type="checkbox"/> Other Mixed - please specify	11 <input type="checkbox"/> Other Asian - please specify		

1.3 **Age**

1 under 30 2 30 - 39 3 40 - 49 4 50 - 59 5 60 & above

1.4 **Name of organisation**

1.5 **Type of organisation/employer**

Voluntary sector -	Local authority -
1 <input type="checkbox"/> local voluntary sector partnership such as a CVYS	4 <input type="checkbox"/> shire
2 <input type="checkbox"/> local voluntary sector organisation	5 <input type="checkbox"/> metropolitan borough
3 <input type="checkbox"/> national voluntary organisation	6 <input type="checkbox"/> unitary
	7 <input type="checkbox"/> London outer
	8 <input type="checkbox"/> London inner

1.6 **Job title**

1.7 Level of post

Voluntary sector - tick a box in both columns		Local authority -
1 <input type="checkbox"/> Head of Organisation	1 <input type="checkbox"/> national level	6 <input type="checkbox"/> Head of Service
2 <input type="checkbox"/> Senior manager	2 <input type="checkbox"/> regional level	7 <input type="checkbox"/> Senior manager
	3 <input type="checkbox"/> local level	

1.8 Number of years in current post years

1.9 Total number of years in youth service management roles years

1.10 Do you have a recognised management qualification?

1 Yes 2 No

1.11 If yes, please provide the name of the qualification

How long have you held it? years

1.12 Are you currently studying for a recognised management qualification?

1 Yes 2 No

1.13 If yes, please provide the name of the qualification

2. Your learning from the programme

2.1 Please indicate which course you attended

Number or Location Month of course start

2.2 How do you rate the

	Very poor	poor	Satisfactory	Fairly good	Very good	Excellent	
quality of the programme design?							1 - 6
quality of the trainer delivery?							1 - 6
consistency of the trainer delivery across the programme?							1 - 6
quality of the programme reader?							1 - 6
quality of the programme handouts?							1 - 6
integration of programme materials with the 4 elements of training?							1 - 6
quality of the programme administration?							1 - 6

2.3 The following reflects the 3 main aspects of the programme's triangular learning model. To what extent do you feel they were achieved for you?

	not at all	partially	mostly	totally	
critical understanding of management concepts					1 - 4
critical understanding of the current context					1 - 4
building capacities to apply the learning to the workplace					1 - 4

2.4 The following are the 4 elements of the programme. To what extent do you feel you achieved the learning outcomes of each element? You may wish to refer to the accompanying list of programme learning outcomes for a reminder of the content of each element.

Elements	not at all	partially	mostly	totally	
1. Leadership - leading a modern service for young people					1 - 4
2. Planning and managing change at a strategic level					1 - 4
3. Managing resources strategically					1 - 4
4. Leading and managing for high performance youth work					1 - 4

3. Your development

3.1 We are interested in the ways in which this programme may have been a stimulus for continuing management development. Please tick any below that apply to you.

- Maintained regular contact with other participants to discuss how to apply the learning from the programme
- Continued to use the programme's learning materials
- Continued reading other management texts
- Established/joined a peer support group/network of managers
- Increased your supervision opportunities with your manager
- Restructured/developed your supervision opportunities with your manager
- Expressed interest in the Leicester or another MBA programme
- Attended further management courses
- Other (please specify)

- None of the above (please tell us why)

3.2 To what extent does/will your manager

	not at all	very little	to some extent	to a great extent	
value the contribution the programme has made to the way you work?					1 - 4
want you to continue your management development?					1 - 4
support you in your continuing management development?					1 - 4

4. How you have used what you learned

4.1 Below are listed several key areas of learning and skills you may have gained from the programme content. To what extent have you used such learning to do anything differently?

	Not at all	Very limited	To some extent	To a great extent	
Applying new approaches to leadership and management					1 - 4
Influencing the new political structures					1 - 4
Effective planning in the new multi-agency context					1 - 4
Thinking and acting strategically					1 - 4
Leading and managing organisational and culture change					1 - 4
Understanding the changing nature of finance and developing tools to respond effectively					1 - 4
Developing effective teams					1 - 4
Securing the management information needed to plan, deliver youth work and be accountable					1 - 4
Securing resources for youth work at a strategic level					1 - 4
Managing in and with Connexions Partnerships					1 - 4
Building a performance management culture					1 - 4
Critical understanding of approaches to quality management					1 - 4
Establishing effective performance indicators and methods for gathering evidence					1 - 4
Tackling the race and equalities agenda					1 - 4
Sustaining consistent high performance through partnerships					1 - 4
Actively involving young people					1 - 4
Fostering a culture of creativity and innovation					1 - 4

4.2 We wish to know what you have been doing differently as a result of your involvement in the programme. What lasting changes have you made to the way you and others work eg styles, systems, structures, cultures, relationships?

Please list at least one change for each of the 4 elements of the programme with which you are achieving some success. You may wish again to refer to the accompanying list of programme learning outcomes for a reminder of the content of each element. (If you find it difficult to assign the changes to these headings please cross out the headings and just list the changes). Feel free to use the back page if necessary.

1. Leadership - leading a modern service for young people

2. Planning and managing change at a strategic level

3. Managing resources strategically

4. Leading and managing for high performance youth work

4.3 Do you feel that you are managing a more effective service for young people as a result of your involvement in this programme? 1 yes 2 no

4.4 If yes please indicate to what extent the programme played a part in that increased effectiveness

1 Not at all	2 Very little	3 To some extent	4 To a significant extent	5 To a great extent

5. Further contact

As we explained in the covering letter we plan to conduct a pre-booked telephone interview with a sample of participants. We wish to explore in more depth the changes you have been achieving due to the impact of the programme, and your experiences of organisational and other factors affecting your ability to achieve change in the management of services for young people. Not everyone will be interviewed but if you are willing to be part of a sample please provide the following information.

- Telephone number
- Email address
- Best day and time to contact you

Thank you for your time. Mary Tyler

Appendix 4

Interview schedule for TYWMP participants

1 Nature of management work/role

To provide me with a clear context for your answers in this interview please tell me about

1.1 the aims/main work of your organisation (especially relevant for the voluntary sector)

to include also

How many people work for your organisation?

How many do you manage (directly and/or indirectly)?

1.2 the nature of your management job and your main areas of responsibility.

The interviewer will tick any of these mentioned and add others below

<input type="checkbox"/> Budgets/resource allocation	<input type="checkbox"/> Staff supervision	<input type="checkbox"/> Performance & culture/values management
<input type="checkbox"/> income generation	<input type="checkbox"/> training	<input type="checkbox"/> Partnership
<input type="checkbox"/> Strategy - corporate level policy and planning - LA	<input type="checkbox"/> quality assurance & evaluation	<input type="checkbox"/> Working with politicians/board members/key decision makers
<input type="checkbox"/> Strategy - Organisation wide policy and planning - Vol org	<input type="checkbox"/> MIS <input type="checkbox"/> Curriculum	<input type="checkbox"/> Liaison with voluntary sector <input type="checkbox"/> Links with govt nationally/regionally
<input type="checkbox"/> area/regional coordination	<input type="checkbox"/> Publicity/marketing	<input type="checkbox"/> undertaking face to face youth work

2 Management challenges

2.1 What do you find are the biggest challenges of your management job and why?

2.2 Given the challenges you have identified

...what are the key <u>obstacles</u> to you being an effective manager of youth services?	...what are the key <u>factors that support</u> you in being an effective manager of youth services?
<ul style="list-style-type: none">• national level factors	<ul style="list-style-type: none">• national level factors
<ul style="list-style-type: none">• local/regional	<ul style="list-style-type: none">• local/regional
<ul style="list-style-type: none">• organisational level factors i.e. in the organisation	<ul style="list-style-type: none">• organisational level factors i.e. in the organisation

3 Foci for change and application of learning

3.1 Tell me more about some of the lasting changes you have made in order to achieve a more responsive and effective service/organisation

What outcomes have you seen so far?

What further changes are you planning?

3.2 In what way was the TYW management programme instrumental in these changes/achievements, what else has also been instrumental?

3.3 I note that you have identified certain aspects of your learning and skills from the programme which you have used to do things differently.

The interviewer will read out those you identified as significant on your questionnaire

Why were these areas of learning the ones you have used most to do things differently?

Personal learning ...

Organisational need

4 Management and impact

Given this evaluation is part of a wider evaluation of the impact of youth work, are there any other issues about youth service management you would like to mention?

Thanks again for your time which has been very helpful.

The evaluation of the impact of this management training programme will be written up and will form part of the overall final report to the DfES