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THE RELATIONSHIP BETWEEN THE
MANAGEMENT TRAINING NEEDS OF
SOCIAL SERVICES DEPARTMENTS AND
THE PROGRAMMES WHICH ARE USED
TO MEET THEM

MICHAEL F MILLS

A thesis submitted in partial fulfilment of the
requirements of the Council for National Academic Awards
for the degree of Master of Philosophy

JULY 1991

NOTTINGHAM POLYTECHNIC

PREFACE

The writer became a Child Care Officer in 1964, which preceded the general use of the generic term of Social Worker. This followed an earlier commercial career and some time in the teaching profession. Like many entrants to Social Work at that time, there had not been the opportunity of training before entry and one had to rely, initially, on the transfer of related knowledge and skills and the advice and guidance of one's colleagues. It is recalled that it felt surprising that Social Work did not seem to have established a clear professional identity, even to the same extent as teaching, and that the service itself was much nearer the political face, having direct contact with committees and their councillor members. Whilst 'Education' is under the same Local Government umbrella as Social Services, it is recalled that teaching did not seem to impose the same feeling of being a 'Local Government Officer'.

Many years later, these issues again seemed important when studying the subject of this research and are referred to in reviewing the attitudes, beliefs and

practices relating to Management Training in today's Social Services Departments.

Having experienced the growth and change of the Departments following a series of Acts of Parliament affecting both client care and service delivery, to say nothing of several Departmental reorganisations to 'get it right', the writer decided to leave service management and assume responsibility for staff development, a post held until earlier this year. This was an attempt to create and establish a co-ordinated pattern and programme of training that would tangibly improve workers' performance in the more efficient and effective use of resources and in attaining organisationally defined goals. However, with experience in both management and service, by this time, one had been led to the realization that clear objectives were often not set and that the answers to such questions as why does A need to learn B in order to improve performance in C were often diffuse or illogical. This in turn quickly led into the area of management training, where there were already known to be wide variations in resources and perceptions. These perceptions were often totally unsupported by tested evidence and so led to the enquiries here documented.

Besides considering their wide statutory powers and responsibilities, Social Services Departments are worthy of attention being paid to their management from their cost and size. As was pointed out in the Barclay Report in 1982, they were then collectively spending over £2,000 million per year and employing over 200,000 people and as has been said since, Social Services Departments are not only there to do good but also to do well.

It is surprising, therefore, that greater attention has not been given previously to management training and the Government only acknowledged its importance and made specific monies available through an increased Training Support Grant in 1990. The need has been clearly evident for many years when consideration is given to the rapid promotion of many staff following rapid expansion of the services, reorganisation of the services and Local Government reorganisation, is considered,

When attempts were made to set up a programme, the writer found a lack of what training in Education and 20 years' experience and training in Social Work had taught, were the essential ingredients to create, let alone implement it. This was even though it was in an area of work that people of all ranks in the

organisation agreed was a priority. Colleagues from other Social Services Departments were then approached, all of whom seemed to have experienced the same problems. It was, therefore, decided to research into this matter, and to look at it in terms of the processes that were necessary in progressing the task.

The need for this study emerged from experience and a wish to tackle the task in hand from a disciplined base. This required the writer to undertake advanced studies in the methodology relating to the research programme. These were as follows:-

Qualitative methods (39 hours)

Identification of research problems

Planning and design of project

Methods of data collection, including observation

Interviews and questionnaires

Testing and processing of data

Methodological problems, e.g. questions of objectivity, interpretation, ethics and other aspects of research philosophy

Quantitative methods (39 hours)

Descriptive statistics

Sampling and sampling distributions

Estimation

Probability theory

The writer has been fortunate in his career, in meeting and befriending a large number of able and helpful people, so many of whom have directly contributed to the thinking that it is impossible to mention but a very few. Mention must be made of the gratitude and fond memories felt for the late Dr. Colin Palmer, of the University of Bath. It was he who gave the confidence and encouragement to undertake this work. It is with great sorrow that one realizes that Colin's sudden death at an early age has preceded its completion.

Colin Fisher who, at the time of the commencement of this study, was already providing a management programme to the writer's employing Authority, recruited a number of people to assist in supervision and Professor Tony Watson and the now also sadly late Dr. Roy Felgate have been of great assistance. Dr. Nicholas Ragg of the University of Surrey, has also been particularly helpful. He joined the team to add his wide experience of Social Work and latterly Health/Care Education, having worked with the writer in establishing an original pattern of joint training in mental health studies. Through work in earning

one's living and personal circumstances, this study has taken much longer than anticipated, and Colin Fisher has kept up his help and support to a greater extent than it would have been reasonable to expect,

One of the early decisions was that the research programme presented was best carried out in two linked programmes, the one to which this Preface relates and the other written by Ann-Marie Tolley nee Bransgrove, 'An Analysis of the Problems Associated with Transfer of Learning Related to Management Training in Social Services Departments'. Although it took the writer some 6 years to get Ann started, not only did she complete her work earlier but, without her help throughout and pressure at the end, this study would probably never have been completed.

Thanks must also go to Mr. Roland Rogers MBE, recently retired Deputy Director, Norfolk County Council Social Services Department, who backed and continued to support this project and training staff from Manchester, Berkshire, Suffolk, Buckinghamshire, Enfield, Derbyshire and Stockport, who gave their time for interview and provided further introductions. Also, all the training staff who took the time and trouble to complete the questionnaire.

Finally, Jesse Harris, a recently retired Area Director, Gloucestershire County Council, Social Services, who gave the writer his early training 'on the job' and has continued to share thoughts for the next 26 years, and my wife Ann who, although an experienced secretary, had her first encounter with a word processor/computer and is still trying to recover.

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THE RELATIONSHIP BETWEEN THE MANAGEMENT TRAINING NEEDS OF SOCIAL SERVICES DEPARTMENTS AND THE PROGRAMMES WHICH ARE USED TO MEET THEM

M.F. MILLS

ABSTRACT

This study focuses on the processes within Social Services Departments by which management training and development needs are identified and the curriculum development processes which seek to meet them. It looks at, compares and analyses the following issues :-

- a) What the theories of organisational decision making, both general and specific to management development, say about how they should be done.
- b) What management training and development activities Social Services Departments already provide.
- c) The methods and processes by which Social Services Departments develop the curricula.

Consideration is given to the viability for and desirability of change.

Information has been collected by way of :-

1. A questionnaire sent to Principal Training Officers, (or their equivalent) in all Social Services Departments in England and Wales.
2. A sample of the respondents being followed up for personal interview.
3. Interviews with staff who have undergone Management training in particular Social Services Departments.

Also, there has been a review of relevant literature which has been updated, as far as possible, as the work has progressed at a time of considerable activity in this area of study. Also a range of relevant conferences, seminars and meetings have been attended. Reference is made to how management training is carried out in other human service organisations.

The study attempts to identify certain key considerations for Social Services Management Training planners and suggests a structure and procedures which will improve the chance of success. A framework is constructed for evaluating the relevance of new approaches such as 'Competency Based Education and Training' and training is put into a broad cultural context rather than being restricted to 'job training'.

CHAPTER 1

AIMS AND CONTEXT

Introduction

The aim of this study is to look at the processes within Social Services Departments by which Management Training and Development needs are identified, and the curriculum development processes which seek to meet them. For the purposes of the study, curriculum is taken as any programme or plan of activities designed to enhance or maintain the manager's performance.

In order to put the study into context, the following outline of the Departments' history and purpose has been drawn, together with an attempt to explain their place in the spectrum of statutory Health/Care provision. Some detail is also given of the peculiarities of these organisations so that the appropriateness and viability of various theories and practices can be assessed in later Chapters.

Social Services Departments are part of County, Metropolitan or London Authorities and were set up by

the Local Authority Social Services Act 1970 to carry out the statutory functions specified under various Acts of Parliament relating to social care. This work had previously been split between separate departments within the Authorities, i.e. Children's, Welfare and Health. It was decreed that these Authorities would have a Social Services Committee and the Social Services Departments would be headed by a Director.

This made the situation analogous to the implementation of the National Health Act 1946. Of this it was written (Hall 1952 p.72) "---in planning the service regard had to be paid to the traditions and interests of established and functioning institutions and to the professional outlook of the men and women who were being asked to enter and operate the new service".

The new Social Services Departments collected together as fieldworkers former Child Care Officers, Welfare Officers and Mental Welfare Officers as well as staff, buildings and equipment relating to the Residential and Day Care Services provided by the former departments.

The fieldworkers were mainly re-designated as generic social workers and whilst they were a minority in the new departments, they had a much higher proportion of qualified workers than those in other sections. They were the departments' clients' gateway to services and staff from their ranks were appointed to nearly all the management posts newly created following the reorganisation. Consequently, although the former specialist officers, who had their own associations such as the Association of Child Care Officers and the Association of Psychiatric Social Workers, had not achieved a clear professional status, it was these workers' ideas and culture which quickly permeated the new departments. They therefore became the lead occupation in future negotiations and developments. Not having established their profession, as will be shown later, and working in a local authority, they had to use the local authority union N.A.L.G.O. when it came to terms and conditions of service. As the lead profession, however, a fieldwork qualification became a goal for the majority of staff.

In view of the above, this study has borrowed widely from social work literature. The introduction to the Barclay Report (1982, p x) which is featured later in this Chapter, makes the point that Social Work comprises two main strands - counselling and social

care planning. Whilst social work practitioners largely carry out the counselling functions, the planning is carried out by both practitioners and social work managers, so that both practitioners and managers can be regarded as being involved in social work. Incidentally, the Report goes on to say, however, that it must be left to others 'to explore more fully the role and tasks of social work managers and to make clear the implications for them in what we see as the practitioner's'. It is hoped that the ensuing Chapters will make some contribution to this issue.

Social Work as a Semi-Profession

The establishment of Social Work as the lead occupation presents problems in generalising about Departments since Social Work does not provide the discipline of other better established professions. There are a wide range of values, views and practices always present and the Social Worker has direct responsibility and accountability to a more senior officer who also often exerts considerable control over the range of and style in which functions are carried out, in a Social Services Department.

Etzioni (1964) suggested the existence of the 'Semi-Professions'. These, in comparison with the established full professions, such as medicine and the law had shorter training, less right to privileged information and had a poorly recognised specialist body of knowledge or were unable to generate their own knowledge. This in turn could have the effect of decisions appearing to be made on apparent whim, which is referred to later in this Chapter.

Toren (1964 p.14) wrote of the relative ineffectiveness of social workers in the spheres of the psychological and sociological rehabilitation of their clients. This was put down to three principal sets of factors:-

- a) The underdeveloped theoretical knowledge-base of social work practice, relative to that of fully fledged professions.
- b) The relatively low professional autonomy and authority of social workers within the organisations in which social work is carried out.
- c) The dyadic structure of the practitioner-client relationship and its insulation from the client's social milieu.

The first two factors fit into Etzioni's concept of semi-professionalism (he was personally involved in

this further research), whilst it is held that the third is a 'structural property of the professional-client relationship, which in conjunction with the two former variables, enhances the impact of semi-professionalism on social work performance and achievements'.

It must be realised that this research was carried out in the United States where the pattern of service delivery and functioning of social workers differs somewhat from this Country, e.g. Their training is longer and there is a greater emphasis on the counselling role. The contention made therefore in the Loren study 'that by introducing a different structure of professional-client relationship in social work, namely the group setting, and by systematically differentiating financial aid from professional counselling, the weaknesses of the present system can be partly overcome' would seem reasonable in that setting. However, whilst on one hand the service in this Country with the ever growing emphasis on Community Care mitigates (c) above and enhances the concept of a group setting the shortness and level of Social Work training together with the increasing involvement in financial considerations in the role of Case Managers generated by the implementation of the Griffiths Report (1988) further

enhance the negative effects of a) and b) above, (Government White Paper 1990 p,21).

Kakabadse (1982 p,37) wrote 'Consider some of the constraints that Social Work practitioners have to face. Social Workers have to relate to supervisors who provide a quality control service over their task activities. Organisational authority is vested in the supervisory role in order to both guide and control the work of the social worker in the field. Hence, the right to privileged communication and individual choice of action is limited'. Further, since various recommendations for 'career' practising social workers have not been implemented, at least partly through Union activity in retaining 'differentials' with Management posts, it is known from experience that the only way to advance is through promotion into Management and that, in some cases, Management posts have been created in order to give a motivation and career path for some categories of staff. This has, of course, further reduced the professional status of social work in the terms mentioned above, even taking into account the reference in the Barclay Report given in the previous section, since the manager's role is said to be 'involved in' rather than practising.

Factors in the Functions of Social Services Departments

Besides there being a commonality in the problems of implementation between the Health Service and Social Services Acts, the Health Service was itself affected, since services such as the Home Help and Mental Welfare Services had previously been under the control of County Medical Officers of Health. Also the Legal Profession had been active in the translation of the Seebohm Report (1968), which preceded the Act, into legislation, since it was proposed to include the Probation Service. Further, the Education Departments were sensitive over the probable loss of their Welfare Service to the new Departments as well as sundry Social Work posts attached to specialist establishments.

The effect of these pressures and deliberations was that the Seebohm vision of comprehensive Departments, as had resulted from an earlier reorganisation of Social Care in Scotland, was not realised. The exact division of responsibility between the various Departments was in some circumstances left to local negotiation and the results inevitably did not always seem logical or make the best use of resources. Also

since the Act aimed to implement the Seebohm intention of producing a service that was "Community based, easily accessible and able to help both individuals and communities to meet their needs", it seemed quite reasonable to allow local organisation of the new Departments. The Act did not specify how the new departments were to be organised, or the duties performed and managed, and the Director of Social Services for Newcastle-on-Tyne (Roycroft) acknowledged in a television programme (Coping 1985, Channel 4.), that one of the problems of Social Services Departments was the "Practice of different levels in different parts of the Country".

This has implications for management training. Managers are often in the position of having to make decisions regarding priorities of need which are generally acceptable or at least defensible to clients, workers, the managers' own (even if in embryo form) professional ethics, and their political masters. It is possible to use Management training to try to plug the gaps and discrepancies caused by resource and structural factors such as the allocation of tasks and responsibilities.

The Philosophy of Social Services

The welfare of people is arranged in all societies, although the form it takes and its organisation vary widely (Byrne and Padfield, 4th, Ed, 1990 p.1.). There are two types of provision, the formal and informal; one being an expectation of family, friends, neighbours etc., the other being a legal State arrangement. As Byrne and Padfield point out, most modern societies have a mixture of these as is true in this country. However, as has frequently been expressed by the present Government, dependency on the State can take away one's freedom to act and sense of responsibility.

The Seebohm statement of helping individuals and communities to identify and meet their needs, was therefore an important reinforcement of a system of social welfare since it showed a clear expectation of individual and group responsibility rather than encouraging the often expressed fear of the Welfare State. This is that not only are the problems taken over, but also the individual's freedom, which is a corollary of 'With the break up of a feudal system one gained freedom and lost security' - (de Schweinitz

1943). It is, however, a fine dividing line that separates the inhibition of dependency and allowance of self determination from a mere cost cutting exercise and apparant callous disregard.

During this century, the State has assumed responsibility for 'the direct and immediate welfare of its citizens', as Byrne and Padfield point out, and it does this through institutions we call Social Services. As is clear from the above, this is a much wider concept than the functions of a Social Services Department and shows a need for a co-ordinating role. This largely falls to Social Services Departments' managers under present arrangements for the implementation of the Community Care Act 1990 which will require the development of Health/Care teams and the intended maximisation of the use of all relevant resources (see next section and 'White Paper' mentioned previously).

In the above definition there has been a shift from the Hall (1952 p.3.) statement that 'social service and social services' were terms that were used rather vaguely 'without general agreement as to which services should be classified as 'social''. Hall says that the terms came into use with the multiplication of public and voluntary provisions to further the well-

being of members of the community and goes on to say that the generally accepted hall-mark of social service is that of direct concern with the personal well-being of the individual.

In this, there is the implication that the terms are not restricted to State provision and could well include the private and voluntary sectors of care as is envisaged by the Griffiths Report (1988), which is the basis of the Community Care Act 1990. Additionally, Hall writes that, 'in stating that social service is essentially 'the manifestation of a personal interest in a human situation' and that this was 'a recognition both of the uniqueness and value of the individual and of our common humanity', it is essentially tied to the practice of field social work. In fact, the chapter continues with a quotation from 'The Recruitment and Training of Social Workers' by Williams, where it is pointed out that the role of an Officer-in-Charge is seen as ensuring 'that the facilities provided are adequate in amount and efficient in operation'. This, it was held, differs from social work in that the interest is on the object provided and not on the effects of its use on the personalities and relationships of the people taking advantage of it. This in turn could imply that two

different value systems are used in the management of social care.

Social Work Training

Although the considerations made above might at first appear out of place in the present chapter, they have a particular relevance in relation to the National pattern of management training. This is both in the curricula leading to the social work qualifications awarded and in the purpose behind them. Also they affect the role of and training for managers in the services offered.

The Central Council for Education and Training in Social Work, (C.C.E.T.S.W.), is the award granting body and is independent but totally Government funded. Its members are appointed by the Minister from nominations from relevant bodies although, interestingly, the last appointments of both the Chairman and the Principal Officer, were made from non-social workers although people of good repute in the field of social care.

In 1975, C.C.E.T.S.W. started a new training programme to run alongside the existing Certificate of Qualification in Social Work, (C.Q.S.W.) which had

been designed for fieldworkers but occasionally offered other options. This new qualification, the Certificate in Social Service, (C.S.S.) was aimed particularly at Residential and Day Care staff and was clearly and repeatedly stated as not being a social work qualification by the same criteria as that stated by Williams above. This allowed space for areas of work not in the C.Q.S.W., since the C.S.S. could legitimately avoid depth in areas such as 'personalities and relationships'. This accounts for the inclusion of a Management Unit in some of the C.S.S. schemes, shown by some Authorities in the research reported in Chapter 4, as being their major Management Training event. Incidentally, C.C.E.T.S.W. have a system for validating 'Post Qualification Studies' which could include management, although they have not initiated Courses and have not so far made a separate award for P.Q.S. (see CH. 5).

Although the exclusion of C.S.S. as a social work qualification seemed illogical to many people for a variety of reasons, it was somewhat surprising that C.C.E.T.S.W. decided in 1988 that it was a social work qualification after all, and the recognition was backdated to the commencement of the scheme. This meant that C.S.S. holders became eligible for appointment to a variety of jobs previously barred to

them and they are now to be found managing and professionally supervising C.Q.S.W. holders. It clearly recognises the change in the philosophy of residential care but it also contributes to the sort of criticism shown later in this chapter.

Public Relations

As has been pointed out earlier, Social Services Departments are only responsible for a set range of services, although a major component in the whole spectrum of social care.

In looking at the previous century, Marsh (1965 p,223) wrote, 'We have moved from a society in which the gross inequalities of opportunity and 'the grinding of the faces of the masses' were acceptable principles, to a society in which every individual counts and is at least entitled to the chance of raising his living standards'.

Many argue that today the thought-to-be bygone inequalities are again rearing their heads and are consequently particularly concerned about any loss in Welfare Services. Jimmins (1990 p,14), writing on work carried out by the Institute of Fiscal Studies,

which was supported by the Joseph Rowntree Foundation, stated that two factors had emerged. First that a new assessment of poverty using households rather than family benefit units, had reduced the numbers recorded as having incomes of less than half the average, but second, the Government had made an error in calculating the new figures in 1988, based on incomes between 1981 and 1985. These seemed to show that for the bottom 10% of the population, their incomes had risen by 8.4% as against 4.8% for the rest, whereas the real figures were 2.6% as against 5.4%. As was pointed out in the article, this made sense when one realised the growing number of homeless, higher unemployment, more part time work and benefits rising in line with prices and not earnings.

However, concern is also quickly shown by the public/media over, on one hand, the apparent abuse of power as in the Cleveland Child Abuse enquiry (1989) or, on the other, by insufficient power or late action as in the Alexander House case (High Court, - Dec 1990), where the death of an elderly woman resident occurred through manslaughter by neglect.

These are important considerations when looking at the managerial climate in a Social Services Department and the role and tasks of a manager. Inevitably the

resources given to the new Departments and their disbursement acquired a Political face, from the nature of the target groups and beliefs as regards State responsibility and involvement. The range, quantity and quality of the resources, both in terms of National and local funding, priorities and personnel, clearly directly brings additional problems for management jobs in a structure which varies widely, as was pointed out earlier in the Introduction. However, no suggested philosophy, priorities and personnel practices can be easily imposed on Local Government in this country owing to the local democratic political system as well as the varying opinions and practices of Officers. This is being demonstrated by 'overspenders' at the present time when the Government is resorting to 'capping' Councils to enforce their spending policies, and the efforts of Councils such as Hammersmith to increase their monies available for spending by switching their investments, now declared illegal.

Accountability and Control in Social Services

A control kept by Central Government in setting up Social Services Departments, besides stipulating the legislation, was to approve through the then

Department of Health & Social Security, the appointment of each Director in terms of his/her training and apparent credibility. This makes the situation similar to that in which the Local Authority Education Departments are placed. However, in the case of the education system, schools provision is more tightly controlled and the schools themselves are subject to the attentions of Her Majesty's Inspectorate. The Department of Health & Social Security (D.H.S.S.), now the Department of Health, only reintroduced an Inspectorate for Social Services in 1988 and even this does not control Departmental structures or patterns of service delivery but is to see that at least statutory responsibilities appear to be honoured. (The D.H.S.S. had previously operated an advisory service and the Home Office Inspectorate for Children's Departments had died with the passing of the 1970 Act.

In considering controls and having mentioned earlier the 'opinions and practices of Officers' it is interesting to consider the predominant values, their consistency, and the way that they have emerged in association with Social Work, which, as can be seen from the previous sections, was inevitably the lead profession in the new Departments.

Of the first Directors appointed some did not have any Social Work training or qualifications and relied on experience gained in one of the former very much smaller departments which carried much less responsibility. Also they had come into Social Work from a variety of backgrounds and a differing range of motivations and had since had different sets of experiences. Consequently, not only did their own attitudes and behaviours vary considerably, but also their expectations of the behaviours of others. Therefore, there have always been differences between, and sometimes even within, Departments as to what creates the award of credibility by managers to certain of the workers who as a result are promoted.

Several authorities tried, and some succeeded in appointing non-social workers as their Directors and other professions/occupations function in the Departments, including Occupational Therapy, Administration, Accountancy etc.,. However, as was stated earlier, Social Work has been the leading force throughout the Departments' development and it is therefore from this perspective that this study has been undertaken.

The intention of Seebohm was to have a community based service and that naturally results in variations in

the pattern of service delivery, it being dependent on type, size and situation of the area which it serves. These expected but predictable variations must however be considered alongside the absence of strict government controls when the departments were set up, if any assessment is to be made of how much the structure of the organisation has been determined by the needs of the clients and the community and how much by other considerations. Such an assessment will be necessary if a clear objective of the management training programme is to ensure that the most effective and efficient use is being made of the resources. If this is going to be achieved then it follows that not only should the organisations be closely monitored but they will have to be controlled either internally by professional practice and standards, or by external authority.

As has been stated earlier, the nature of Social Service and its academic Parent, 'Social Studies' is political by its content and it is not surprising, therefore, that Departmental structures, priorities of service and tasks associated with certain jobs and the resources allocated vary widely between Authorities (Bayley 1979). There is also usually no tangible end product in the services given, making the organisation particularly vulnerable to 'politics' with the small

"p" (Pettigrew, 1973). It can make questions like 'why' difficult to get answers to.

As has been pointed out earlier, Social Work, as the key or core element of the services given, unfortunately also imposes little in the way of professional controls. A recent report - Safeguarding Standards (1990) - of a Committee meeting under the auspices of the National Institute for Social Work, recommends the formation of a National Council for Social Workers. It draws attention to the failings of qualified social workers and the forty enquiries that have taken place on child abuse cases since the 1974 case of Maria Colwell.

However, the Union N.A.L.G.O, which has an existing major role in Social Services developments and is referred to earlier (p.3) describes the proposals as 'abosolutely pernicious' (Dean 1990 p.17), which heralds a rough passage for the proposal and must put the outcome in doubt. Incidentally, the 1982 Barclay Report, again under the auspices of the National Institute of Social Work, (which has been referred to previously and is again featured in the next section), stated that 'it would be premature at present to recommend the setting up of a general social work (Social Services) Council (Barclay 1982, p's 177-178).

A major voice in both these reports and an advocate of the present recommendation was the British Association of Social Workers. This however, although it has nearly 11,100 members of which about 95% hold a Central Council for Education and Training in Social Work qualification, still only represents about one third of practicing social workers (figures supplied direct from B.A.S.W) and there are disagreements amongst their ranks. The 'values' which many social workers hold dear, are not unique to social work and do not provide effective controls in themselves, as will be explored in the next section.

Social Work and Management

In 1980, the National Institute for Social Work, on behalf of the Secretary of State for Social Services, was asked to set up 'an independent and authoritative enquiry into the role and tasks of Social Workers'. A working party was set up under the chairmanship of Peter M. Barclay and a report (The Barclay Report) was published in 1982.

This report received considerable criticism, partly, it is felt, because of its debunking of social work. It is pointed out that many of the respondents to the

enquiries which underpinned the report, believed that social work contained certain values which were unique to it or more influential than in other occupations (p.145). The report says that whilst acknowledging the importance of these values, 'we believe that there is nothing unique to social work about such values'. The values given are those of respect for all persons, compassion, understanding, sympathy, justice, equality and fairness. These, the report states, are shared explicitly or by implication by workers in many other fields and by most of us in our private lives

Chapter 9 of the report is on 'Issues of Organisation and Management' and is therefore of particular relevance to this study.

It is pointed out, although seemingly quite obvious, that 'the organisation in which social workers work and the way in which they are managed may directly assist or impede the effectiveness of their activities'. Also that 'the shape of organisations needs to be decided according to local circumstances and be capable of adapting as circumstances change, but we wish in this chapter to underline some important general principles. Most of our comments relate to matters which have direct bearing on organisation and management issues affecting social work rather than the whole range of social services'.

In spite of this last reservation this report is taken as highly relevant to this study in view of earlier statements regarding the eminence of social work in shaping the Departments.

The report goes on to say that 'Social Services Departments are big business', as even at that time they collectively employed over 200,000 people and spent more than £2,000M per year. It is claimed, that since the bulk of their activity is directed towards the organisation and delivery of large scale services, it is not surprising that they have adopted hierarchical structures similar to those found in large companies or other big departments in local government.

Whilst this explanation is convenient, it is difficult to see what other pattern could have emerged, considering the departments' place in a local authority, the failure of a clear professional role or status to emerge, and the backgrounds of the directing staff.

It was reported that the structure of departments as seen by 'the front-line field social workers in day and residential services was complex and the lines of authority long'. The three themes that emerged from

the enquiries carried out by the Working Party (p.127), were :-

* Confusion and ambiguity amongst social workers as to how far they were expected to act on their own judgment, and how far they were simply expected to carry out the orders of their Departments;

* A degree of frustration at the complexity of the structure of social services departments and the difficulty of getting decisions made or resources allocated;

* A feeling among social workers that their managers neither understood them nor supported them.

The report expresses a feeling that social workers' admitted confusion and frustration arises partly from a conflict between the expectations which clients and the public have of them and what they find they have the resources of time, and the access to facilities and services, to provide. However it is also felt to be partly due to a divergence between the degree of authority, discretion and responsibility 'they often find themselves perforce carrying in practice and that which is formally delegated to them at the base of a pyramid of authority'. It is pointed out that 'The longer the line management chains, the greater is likely to be the delay in obtaining decisions on issues which may directly affect the welfare of

clients'. Also that 'the higher up the chain an issue is referred, the less knowledge there is of the client and the client's circumstances'.

Recognition is given to the fact that Departments have worked hard to improve their lines of communication, but it is still felt that as a general principle decisions about individual clients should be taken by the person best equipped by skill, experience and knowledge of the circumstances, which would mean that normally decisions would not be referred above team leader level. The report advocates, 'the greatest practicable degree of formal delegation to front line social workers and their immediate managers (in day and residential services as well as in field work), to plan and carry out their work'. The report acknowledges that there will always be a degree of tension between social workers, their employers and the general public, since, in dealing with some of society's intractable problems, social workers are standing between the disadvantaged and delinquent and a society which has mixed or hostile feelings towards them.

Chapter 9 also considers a career structure for social workers. To quote, 'An issue presented to us in the evidence and in discussion was how to recognise and

use the skills of those social workers of great experience, skill and expertise, who have no interest in (and perhaps no potential for), progressing up the management ladder. There can be no point in turning an excellent practitioner into a bad or irrelevant manager, or of losing the more competent practitioners from the field' (Barclay 9:31).

Reference is made to the fact that 'at the present time people usually have to leave direct practice and go into management if they are to improve their position and increase their salary'. The report goes on to point out the undesirability of this for the individual, the organisation, and the clients. However, in looking at the feasibility of a career scheme, reference is made to the existing 3 levels of social workers' pay in the National Scheme of Conditions of Service and the need for Union and employer co-operation is recognised. It must be recalled however, that when these levels were introduced, it was through arguments similar to these, and yet the cry went up "Where are the differentials" and the result was a general upgrading without any fundamental changes in practice or structure.

These are again important considerations in the planning of Management training since at the present

time any group of trainees is likely to include the poorly motivated or the unable. Further, there will be the tendency for some managers to include in their duties some tasks which the Barclay Report sees as fitting better into the role of a senior practitioner, such as student supervision. Also there is the possibility of management jobs being created for the sake of career progress. The report, however, does expect social workers to have the management skills for organising their own time and any ancillary staff or volunteers attached to them.

The report acknowledges that some evidence was received suggesting that Social Services Departments could be disbanded or taken out of local authority control, and whilst the present system is said to be the best, the nature of the other evidence is not discussed in detail.

Kakabadse (1982 p.12) quotes Handy (1976), 'In organisations, there are deep set beliefs about the way work should be organised, the way authority should be exercised, people rewarded, people controlled. What are the degrees of formalisation required? How much planning and how far ahead? What combination of obedience and initiative is looked for in subordinates? Do hours matter, or dress, or

personal eccentricities?...Do committees control an individual? Are there rules and procedures, or only results? These are all parts of the culture of an organisation'.

It must be considered, however, how true this is for Social Services. Most Departments have reorganised their work, many several times since 1970. This is besides that necessary following the 1974 local authority reorganisation and the beliefs seem not deep set but far more ephemeral, being based on expediency or mere whim.

The large size of the new departments has also presented problems. Kakabadse quotes (p.26) the Schumacher research (1974), which proposed that "to be too big is undesirable and leads to organisations operating inefficiently". He goes on to quote Kahn (1964), who found that sub-units of large organisations could engage in activities that are out of the control and co-ordinative power of those at the top of the organisation.

Although Barclay (p.145) did not agree with the submission defining social work by its values, has this proclivity changed in the last eight years?

A Recent Research into Managers' Views

'Insight' magazine for 'Managers in the Community', September 1990, published details of a survey it carried out in June 1990 through Reid Business Research. 1,425 readers completed the questionnaire sent out in the June issue which they show as an 11% response rate although as copies are generally passed round offices and questionnaires could have been duplicated, this cannot be specific. Further, there is no attempt to estimate the potential i.e. the total number of Managers. Thirty questions were asked concerning personal details, job location and professional attitudes, and it is described as one of the most comprehensive surveys of Social Services Management ever conducted. This is surprising in itself as it could have been expected that such expensive organisations carrying wide legislative responsibilities would have warranted earlier and more detailed attention. Some of the findings of this study, however, are particularly relevant to this research and these have been extracted and re-written below. These are:-

1. In self-description of job, 50% answered Manager, 33% Specific Job Title and 15% Social Worker.
2. Transition to management 10% thought very easy and 62% quite easy.

3. Pride in job showed 89% proud to be managers and 79% felt themselves equal to Managers in other jobs.

4. 12% felt it very easy to transfer their management skills to other sections of the economy and 64% quite easy.

5. Managers had an average of 16 years in social services and 9 of those in management.

6. 83% thought Social Services were becoming more entrepreneurial and 15% not. Of the 83%, 65% welcomed the move and 31% opposed it.

7. 53% considered a change of career.

8. 43% think that their role has a stronger professional identity than N.H.S. personnel.

9. As measures of personal performance, 61% thought of efficiency as very important, and 36% as fairly important. 89% saw effectiveness as very important. Only 33% see economy as very important and another 54% as fairly.

10. 83% saw Workforce Management as very important and 61% saw innovation as very important.

11. On the question of Budget Control, 72% had control but only 14% considered they had adequate training. An additional 36% had some training and 49% none whatsoever.

This survey was said by the Magazine (the Editorial) to be a response to the Health Secretary's

denouncement of Social Services Departments' Management as being 'ineffective, inefficient and uneconomical in terms of the expectations of the Community Care Act 1990 which is the implementation of the Griffiths Report (1988). These comments could stem from such matters as the number of Child Abuse enquiries mentioned earlier. However, when seen alongside the failure to establish a generally accepted professional status, and the severe limitations of the basic social work training, the findings of the survey could appear complacent if not arrogant in 79% feeling equal to managers in other jobs, and 43% thinking that their role has a stronger professional identity than National Health Service personnel. This might of course be referring to the role of the General Manager in Health Authorities, but they also have managers from the contributing professions such as the 'Director of Nursing Services' as well as the role of the contracted consultants.

Incidentally, the Government had already turned down a request to provide the funding for the new qualification to replace the C.S.S. and the C.Q.S.W. to be a three year training although strongly fought by C.C.E.T.S.W., and the resultant two year training will not be acceptable as a professional qualification

in many other countries, including those within the E.E.C..

The negative aspects of this 'Insight' research are compounded by the editorial which says that the results give 'a clear rebuttal to those who have offered spurious criticisms of Social Services Managers in the past. The pattern which emerges is of a highly committed cadre of Managers whose professional instincts stem from a well of clear (whisper the word in some quarters!) altruism, proud of their skills, role and the jobs they do; and aware, in an overwhelming number of cases, of the need to judge their work along rigorous yardsticks'. This is a sweeping generalisation with little to support it bearing in mind the low response rate, given as 11% but probably actually lower owing to the way copies are circulated, as was mentioned above.

The editorial opens with the statement 'It has often been in many people's interests to paint a picture of demoralised, demotivated, ineffective and inefficient staff resentfully stalking the corridors of our S.S.D's, angrily and self-interestedly demanding higher salaries for themselves - their clients and customers be blown'. However, this edition also carries the results of a separate pay and conditions

survey which shows 'A massive leap in performance related pay'. There are not details given of the performance relationships used and in one Authority, it is known that these increases have been given in advance of some of the jobs being measured and that there has been no re-measurement when the posts receive a change of occupant. What has been discovered lacks a specificity, hardly surprising from the problems to be expected in objective setting, from consideration of the information already given in this Chapter.

Ninety-one Authorities responded in this survey, a response rate of 69%, but since only 21 of those even claimed performance related pay and there was no tangible difference in the 'performance related' Authorities from the 70 others, it seems a somewhat meaningless statement. Also the article says that the 9.38% National pay settlement has been included 'where possible', but it does not specify which ones. However, taking top points of scales, the majority of Chief Officers earn about £50,000 p.a. (Kent £75,000), and fifth tier about £20,000.

Another trade magazine, Social Work Today, published a 'Special Supplement' in 1987. The lead article is by the General Secretary of the Social Care Association

(S.C.A.) and is on management in the residential and day care sectors and introduces the S.C.A backed Middle Management in Residential Work programme. To quote from the article:- 'Frequently, Managers of groups of homes are often former officers-in-charge of residential homes and this dimension offers a career structure to staff who believe there is a time limit to how long you should remain in practice.

Many have found it was not all they expected it to be, and their experiences in middle management have led to enormous frustrations. In some Authorities I have described it as a 'non job' without direction, authority or influence. For some, it has brought home, too late, the realisation of just where the power lies in the residential and day care sector'.

In 'Middle Management in Residential Social Work,' first published by the Social Care Association in 1982, it said 'There is no doubt that Social Services Departments are increasingly concerned to develop the managerial knowledge and skills of staff in posts such as Officer-in-Charge, pay awards in many instances taking Officers-in-Charge to a higher salary level than Group Managers, to whom they may (or may not!) be accountable.'

The article, later, goes on to say 'The greater, more detailed accountability has led to the creation of several new types of management. Unfortunately, it is often not clear who in these new structures, can speak with the same voice of authority - who, in effect, manages the Unit Managers?

Answers to that question have been hesitant and indecisive, largely because of a failure to define initially the nature of the management required. Five years later we are still hesitant'.

Whilst these comments were particularly aimed at residential and day care, they are just as applicable to the other areas of service in a Social Services Department. In fact, some Departments have now reorganised so that the Management of all sectors is grouped together in small units where the senior member of staff might have come from residential, day care or fieldwork. Whilst the salary differential has now usually been rectified, there is a wide credibility gap in terms of professional supervision as can be seen from previous comments, including types of training and the lack of autonomy specified by Kakabadse. As was said in the article 'Answers to that question have been hesitant' but all the questions raised above are fundamental.

In considering the information so far given there is clearly conflict between areas of specialism as well as management. In fact the Barclay Report (9,11) states the existence of cultural tension between workers/Manager/Committee.

Domains in Human Service Organisations

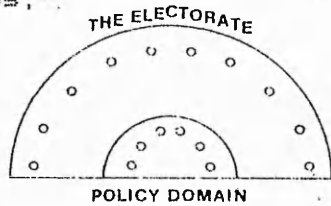
In 1979, James Kouze and Paul Mico of the Joint Centre for Human Services Development, San Jose State University, U.S.A., published their theory of Organisational Behaviour in Human Service Organisations, (H.S.O's). They suggested that H.S.O's are comprised of the three distinct domains, 1).Political, 2).Management and 3).Service.

The Kouze & Mico research was carried out in the United States, but as Fisher (1987) points out, other researches have postulated similar theories in this country, including Thompson (1983). In his Paper, Thompson suggested three coalitions, that of 1)The political, consisting of politicians in National and Local Government, as well as Health Authority Members, 2).That of the Administration, representing the Managerial, and, 3).That of the Practitioner providing services.

The Kouzes and Mico research (1979) noted :-

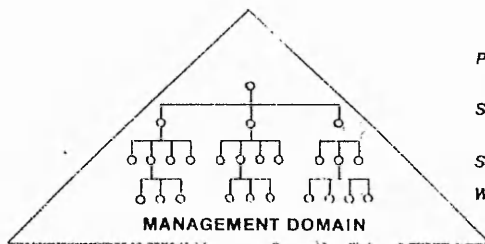
'one easily perceives the absence of harmony in H.S.Os
-tension and conflict are always continually present.
The stress is due in a large part to the discordance
between the principles, success measures, structures
and work needs of each domain'.

The following diagrams give an illustration of the domains:-



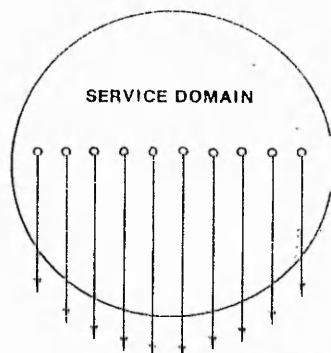
Principles: Consent of the Governed
Success Measures: Equity
Structure: Representative
Participative
Work Modes: Voting
Bargaining
Negotiating

DISCORDANCE DISJUNCTION CONFLICTS



Principles: Hierarchical Control
and Coordination
Success Measures: Cost Efficiency
Effectiveness
Structure: Bureaucratic
Work Modes: Use of Linear
Techniques and Tools

DISCORDANCE DISJUNCTION CONFLICTS



Principles: Autonomy
Self-regulation
Success Measures: Quality of Service
Good Standards of
Practice
Structure: Collegial
Work Modes: Client-specific
Problem-solving

Kouze and Mico suggest that each of these domains operates by different and contrasting principles, success measures, structured arrangements and workloads and that interventions between these create natural conditions of disfunction and dissonance.

They suggest that this paradigm of conflicting domains could serve as a conceptual guide to organisational development in H.S.O's. They point out Truit's work of 1977 which refers to 'Technocratic Bureaucracy' as a paradigm which has fixated research into business and industrial organisations and does not fit H.S.O's.

The years of experience of the writer in the Social Services echoes these views, although the suggestion is made that the first, -the political domain,- is often particularly strong in a Social Services Organisation and is not only illustrated by Councillors. In practice, this domain, even when occupied by the staff, can be in the party political sense. This is not only quite strong in some Departments from the point of overt Party allegiance ,and has undoubtedly contributed to the introduction of Widdicombe (1986) based regulations, but is also quite strong in the sense of the way staff behave towards each other as shown by Pettigrew (1973).

The second domain, that of the Administrator/Manager, is self evident and in considering the third, in the Social Services Departments social work can be looked upon as controlling the professional, (or semi-professional in Etzioni's terms), domain.

It has been found from experience however, and mentioned above, that the domains do not necessarily control or contain appropriate roles or even contain consistently the same people. Senior or powerful staff groups can move from one to the other, often depending on which is the predominant domain at the time. This can often be determined by the personality and interests of the Chief Officer. The expression 'wearing another hat' has become commonplace.

Kouze and Mico maintain that not only do the domains each follow different norms but that these norms tend to make legitimate, incompatible behaviours (Bell 1976). Also the people who occupy roles in the different domains view the same H.S.U. from different vantage points and hence have different perceptions of the reality of the H.S.U.. Schon (1971), is quoted as referring to this as the 'Rashomon' effect, named after a classic Japanese film in which the observers

of an incident all give different accounts of what occurred,

They go on to write of their world of multiple and disjunction domains and discordant relationships where a situation is created in which tasks are unpredictable, variable and extremely difficult. It is suggested that where cause/effect relationships are uncertain and/or where preferences for outcome are uncertain, 'judgements, compromise and inspirations are required' as J.D.Thompson wrote in 1967 (p134-138).

These are important considerations when viewing an organisation from the point of view of staff development, which is to be explored in subsequent Chapters. If the aim is to improve individual knowledge and skills and thereby performance, on organisationally defined paths, as Hamblin (1974) wrote, 'then it is essential to establish the tasks to be carried out, priorities and what is regarded as good practice'.

From consideration of the above it is possible to see an explanation for the apparently sometimes conflicting and changeable behaviours and attitudes within the same organisation, and the writer is

reminded of a comment passed to him by a consultant psychiatrist at a Hospital Management Committee - 'What we have is allocation of resources by decibels',

Summary

Social Services Departments are still comparatively new, being only 20 years old. They were formed by a merger of existing social care agencies which apart from Children's Departments had been a part of other Departments' operations. The new Departments were consequently larger and more complex than any of the staff had experienced. Large organisations present problems of control and efficiency in themselves.

The dominant profession in the departments is social work but this had not, and still has not established itself as a full profession, with a unique body of knowledge, values or practices. Also Central Government were sensitive to allow local organisation to take place. The result was a range of organisations with the same overall responsibilities but structured and functioning in different ways. In spite of the Authorities themselves having mostly reorganised more than once in an attempt to 'get it

right' this has not brought about greater standardisation.

A National report on Social Workers' role and tasks, highlighted many problems affecting management issues but in the ensuing eight years little has changed except improved remuneration.

Various further reports and researches have drawn attention to the particular problems that social workers face in working in a bureaucratic organisation, be they working with individual clients or held accountable for aspects of day or residential care. There is a long chain of command and consequent big differentials in salary. As one would expect there is a high motivation to go into "management". Reward is obviously a big reason for this although it has also been suggested that it is wrong to spend too long in face to face work implying "burnout" as a to-be-expected result. Why this should appear to be more true for social workers than staff in other human service organisations is not clear but it has probably influenced management as being seen as a natural progression and in the creation of management jobs that do not seem essential to the functioning of the organisation and could even reduce its efficiency.

Social Services seem to have particularly benefitted from performance related pay, possibly because their staff have been able to claim a parity with other Local Authority staff belonging to one of the 'fuller' professions.

Although there are tendencies towards an anti-management feeling in all bureaucratic organisations, social workers have a particular problem in as much as the nature of their work is inevitably going to put them into conflict situations, and they can easily find themselves in situations where they have to assume responsibilities which neither their employers nor society in general have delegated to them. Social Workers are the doorway to Social Services benefits and are often vulnerable, therefore feeling safer as managers than as practitioners.

The Secretary of State for Social Services has now spoken of the deficiencies in Social Services management. These were appreciated by the writers of this and the associated study 'An Analysis of the Problems Associated with Transfer of Learning Relating to Management Training in Social Services Departments', some years ago, which was why the researches were commenced. Easily apparent inefficiencies cannot all be accounted for by large

organisations being difficult to control. The criticisms levelled at Social Services management however, have still not been generally accepted and attitudes so far voiced do not show a clear and universal motivation for change.

Public Human Service organisations have themselves particular problems in management and training, stemming from the mix and interaction of the political, the administrative and the professional. These problems can be particularly florid in British Social Services Departments owing to their history, structure, situation in our present system of government, status and deficiencies in training of the core occupational group.

This Chapter has shown the context in which Social Services Training Officers have to work and further Chapters will look at the appropriateness and viability of various ideas and practices.

CHAPTER 2

THEORIES ABOUT MANAGEMENT AND CURRICULUM DEVELOPMENT

Designs for Management Training and Development

This Chapter looks at the general theories which underpin designs used in Management Training and Development Programmes and their applicability to Social Services Departments, in the light of material presented in the last Chapter. Some of the problems associated with evaluation are also considered.

The research for this study has indicated the existence of three broad approaches to decision making in organisations all of which appear to occur in issues relating to Training and Development. These three are the rational, the design and the 'garbage can' approach.

The first of these, the rational, is a deductive approach where logically the process of reasoning leads to a specific conclusion from a set of general premises. This can be seen in the operation of the Systematic Training Model where the process identifies a series of standard situations which in turn identify a series of standard responses for the production of training programmes. It also occurs in Competence Based Education and Training, described later in this Chapter (p.60). This process of decision making in training matters therefore involves slotting people into a category which then automatically triggers a response. In the systematic training model, the appropriate response is selected from a pre-determined range of options.

The second process, that of design, is inductive and leads to innovation. Issues are specifically investigated and appropriate and unique solutions constructed. This technique, unlike the former, does not involve selection between standard packages and is an interactive process. It has certain similarities to the 'contingency' approach (Lawrence and Lorsch 1968) where appropriateness is said to be the key and the use of one particular structural form or motivational approach is rejected. In practice however a contingency approach still leads to the

operation of particular styles in particular situations, dismissed by Blake and Mouton (1981) for lack of consideration of long-term negative effects of what could be a static style. Organisation Development (O.D.) is seen as an example of the 'design' approach.

The third approach is the 'Garbage Can Model of Organisational Choice' (March and Olsen 1976). This model suggests the existence of a garbage can or cans where problems and solutions are put by participants in a decision making group as they are generated. The situation is illustrated by people in organisations seeking information that they do not use, seeking the right to be part of a decision making process and not using the opportunity and then taking little interest in the result or its implementation. The decision is then the outcome of the interplay between problems, solutions, participants and choices all of which can have been thrown into the can relatively independently of each other (Fugh and Hickson 1989).

This situation appears to arise frequently in Social Services Departments (passim) and can be seen in training and development issues in the application of 'Action Learning'.

The Dangers of Generalisation.

Much has been written about organisations and their decision making processes over the last thirty years, However possibly through difficulties in funding research into Government services and there seldom being the prospects of the researchers receiving large financial rewards as a result of their work however cost saving, most of the research has been carried out in industrial and commercial organisations. Also, a great deal of what has been investigated in the Public Sector has taken place in the United States of America. As Kouze and Mico, themselves American and featured in the last Chapter, stated in relation to 'technocratic bureaucracy', business and industrial organisations have dominated the majority of organisational research on the assumption that they show an ideal paradigm 'for all realms of organised effort', which, as has been shown, they question.

The tendency to see one organisation as being very like another, together with a great many of the theories having been generated in a foreign Country, also present additional problems in relation to the application of many theories to British Social Services Departments. Not only do human service organisations have their own peculiarities but, as was

shown in the last Chapter, the Departments differ amongst themselves and the American pattern of social welfare and culture differs from our own.

The Systematic Training Model

As was stated at the beginning of this Chapter the Sytematic Training Model is an example of rational decision making in training and development.

With the emergence of the Industrial Training Boards (I.T.B's), which have now been replaced by the Industrial Training Organisations linked by a National Council, at least a standard model of establishing need and planning curricula was developed.

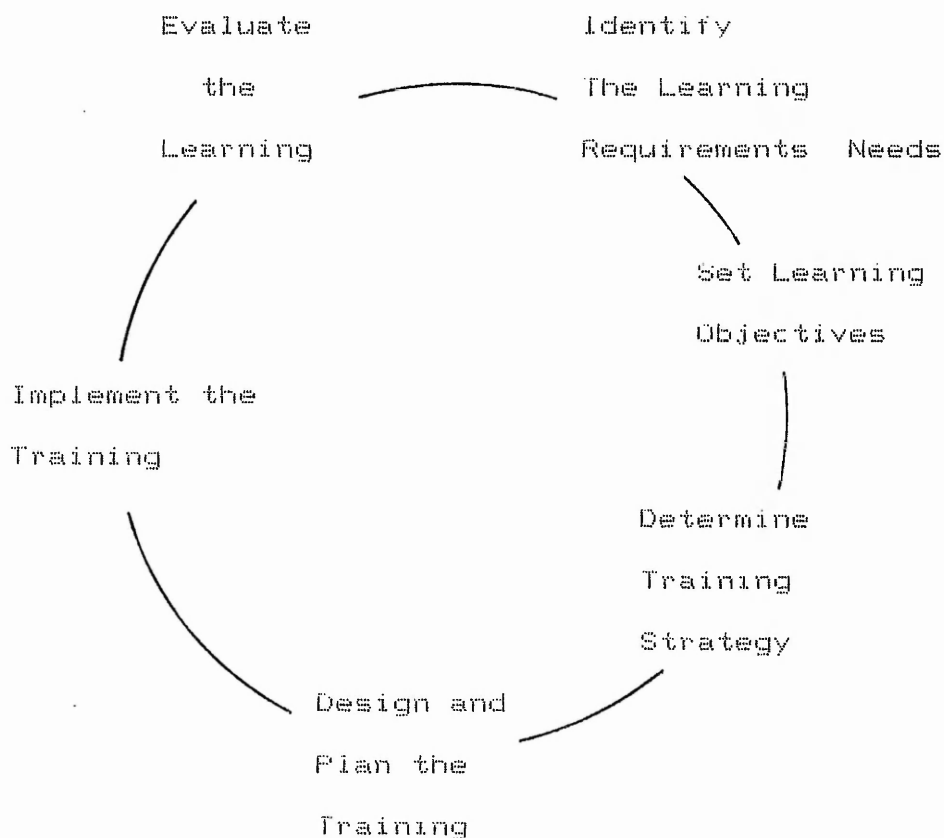
This is basically an analysis of the tasks to be carried out as defined by the organisation and an assessment made of the individual workers' existing knowledge and skills against those identified as being necessary. The difference between these two is designated as the 'training gap' and objectives are then set which are expected to be achieved by a relevant training programme. This is referred to by Kenney & Reid (1986 p.15) as the global approach, and

it led to what is described as The Systematic Training Model.

The four stages of this model are:-

- 1) Identify and specify the training need.
- 2) Design a training programme.
- 3) Implement the training.
- 4) Evaluate it.

Kerney and Reid elaborated this into the 'Planned Training Interventions' model, as shown below:-



A very mechanistic approach to training, which fits in well with the Kenney and Reid model, is shown by Finch (1976). He wrote that training in industry or commerce is concerned with 'giving men and women the information they need and with helping them to acquire the practical, theoretical and managerial skills to carry out their existing jobs at a higher level of performance or to undertake new jobs'. He maintains that managers should not think in terms of what techniques are available for what Departments, but should be 'problem, resources and objectives oriented'.

In order that the manager might discover when and where to apply what techniques following the considerations just given, Finch established five classifications. These are:- I) An alphabetical listing, II) Techniques classified by the functions or departments in which they can be applied, III) Techniques classified by their objectives IV) Techniques classified by users V) Techniques classified by the resources to which they are applied.

The five-fold classification is set out using letters as abbreviations, e.g. A = detection techniques, F = factory production in Index II but control techniques in Index III. The indexes are shown as II =

functions, III = objectives, IV = users, V = resources. Hence the table shows activity sampling as being G A WS X and training and training needs analysis (p.265)= G J T P. The body of the book gives short explanations of each of the items arranged in alphabetical order, showing definition, explanation and illustration and giving some references.

French maintains that 'the elements of an engineering control system find exact parallels in the elements of managerial controls'. He goes on to state that the Manager has to take the following steps :-

- (i) Discover what is happening - the detection element
- (ii) Quantify it - the evaluation element
- (iii) Determine what the situation should be - the specification element.
- (iv) Prepare the ground to bring the actual and desired situations closer together - the motorization element.
- (v) Take action - the correction element.

In preparing this work, French's idea was that the Manager can no longer leave the problem to the experts like the O & M Manager, or Work Study Officer, but now had to go further in being able to say 'Here we have a problem A in a particular department B. Possible

approaches to it include techniques, C, D and E. We have the expertise available in Department F'.

Kenney & Reid point out that the Systematic Training Model, although it produced a logical and disciplined approach, acquired 'a somewhat tarnished reputation'. This they put down to the model being poorly understood by trainers, as Companies were more interested in obtaining a maximum grant from the relevant I.T.B than producing an effective programme. Also, the trainers themselves were often former craft apprentice instructors or, 'A Manager who has been less than successful elsewhere in the organisation'. They go on to state that these appointees 'lacked the authority, competence and often the support from within the organisation' which is necessary if a Systematic Training Model is going to be effectively applied.

Some of these problems could be shown in today's Social Services Departments although there are some fundamental differences. The Local Government Training Board, (L.G.T.B), which still exists, is non statutory and the imposition of levies by agreement which were claimed back for training activities in a similar fashion to the I.T.B's was abolished with the Local Government reorganisation of 1974 shortly after

the outset of Social Services Departments. Also, whilst the L.G.T.B. had the responsibility for general Local Government training and made some ventures into Management Training, as has already been mentioned, C.C.E.T.S.W. had the responsibility for Social Work Training and also made some attempts at management training as an element in social work training programmes. These were either at a basic qualifying level such as a unit in the Certificate in Social Service (C.S.S) or as Post Qualification Studies. Hence, besides the other problems shown, there was a division of responsibility. Incidentally, the L.G.T.B. retained responsibility for 'manual worker' training, which in Social Services includes Home Helps and Care Assistants in Homes for the Elderly. However the managers of these groups are mainly C.S.S. qualified and so undertook their training via C.C.E.T.S.W.

Returning to the consideration of the application of a systematic training model to the Social Services situation, the organisations do not readily lend themselves to the application of an input/output model, for which needs have to be clearly identified and performance measured, as will be further explored later. Also, standardised behaviours, even if generated, are not always considered appropriate.

This is both through the variations and range in the type of work carried out, the services provided by the organisations and the differing interpretation of values referred to in the last Chapter.

This training model has, however, influenced Departments, however reluctantly, in seeing programmes in terms of the means of attaining improved worker performance by developing relevant knowledge and skills and training therefore as something that a Department should have if it is going to be seen as being 'good'. Staff development cannot merely be left to chance. That is, by a basic qualification where considered necessary, followed by learning on the job by casual experience which can be augmented where the motivation exists by external courses and conferences.

This has, however, not necessarily prevented lip service being paid to the need rather than a dynamic staff development programme emerging. This in turn has resulted in many programmes merely being lists of courses, the need for which is often 'worker self-identified', as the research shown in Chapter 4 indicates. The choice of these courses is often out of interest rather than matching the needs of the organisation with those of the individual worker.

The benefits to be derived from these courses and the staff selection method used can therefore often be seen in terms of improved morale rather than (a) direct development of relevant knowledge and skills, or (b) necessarily improved efficiency. When this is the case the positive effect is usually short lived since the underlying reason for low morale might not have been tackled or even if highlighted, not have changed following the programme.

As Kenney and Reid point out (p.71), the scope and effectiveness of a needs analysis is determined largely by the level of support it receives from management. Further, they state that an organisation-wide review of management training needs could only be undertaken by a training officer 'who is a member of the senior management team and who has access to confidential information, including performance appraisal details and promotion plans'. As was shown in the last Chapter, the majority of Authorities have still not implemented performance appraisal and there remain questions regarding the basis of the scheme with some that have. As in shown in Chapter 4, Training Officers are not members of senior management, that place usually being reserved for the Principal Training Officer's manager, who is usually not a training specialist and frequently heads

a Departmental Division made up of a range of specialisms not necessarily connected.

To use training as a motivator in itself is, however, a dangerous practice as it can easily weaken managerial authority without necessarily developing a mature, self actualising response in terms of the needs of the organisation on the part of the workforce. The 'wants/needs' are as difficult to balance in training as in all other aspects of human behaviour, and it is easy to respond to demand. Although even demand can be difficult to satisfy as any assessment in this context is bound to be value laden, and as has been pointed out earlier, the nature of Social Work, Social Services Departments, and widely ranging individual philosophies can easily distort in practice what might have appeared to be similar requests. Further, when faced with an apparent paradox there can be a tendency for the trainer to say that the right interpretation is the one that he/she agrees with.

This can occur since the trainer's perception of the organisation, like other staff's can vary with their own practice and background as well as the culture described later in this study. One way to attempt to get out of this situation, although not always

satisfactory as it does not take into account the issues shown above, is by the use of what has become a jargon training expression - 'float courses' in likely or in vogue areas and see the 'take up'.

This technique can also be used for Courses which have been set up for therapeutic as well as developmental purposes. Fisher (1987) draws attention to this. He cites schools as examples of human service organisations (H.S.O's) and quotes the Kouzes and Mico research (1979) mentioned earlier, which noted :-

'one easily perceives the absence of harmony in H.S.Os - tension and conflict are always continually present. The stress is due in a large part to the discordance, between the principles, success measures, structures and work needs of each domain'.

Fisher points out that other researchers have postulated similar theories including D.Thompson 1983. In his paper, Thompson suggested three coalitions, similar to the domains mentioned above, that of the political, consisting of politicians in National and Local Government as well as Health Authority members, that of the administrative, representing the managerial and thirdly that of the practitioner providing services.

Competence Based Education and Training - (C.B.E.T.)

In the 1980's and 1990's the development of C.B.E.T. has reinforced the pre-eminence of the rational decision making model in training and management. Having started in industrial training it has now filtered into management training and development and it is proposed to be introduced to Social Services Departments. Roger Dawe, Director General of the Training Agency addressing a conference at Leeds on 7th February 1989 'Using standards for Business Success', pointed out that, to obtain top quality people, there must be 'competence based selection and training'. He said that the 1990s should be known as the 'skills decade'. It is obvious that moving training in this direction is going to reinforce the Manager's role in relation to staff development, making it more overt and specific, with new training needs for both managers and staff being identified as a direct consequence.

The concept of competence based education and training is not new and underpins the development of standards. It was first identified in this Country as an important objective for vocational education and training in 'A New Training Initiative' (MSC 1981). Quoting from notes from the West Midlands Regional

Management Centre (W.M.R.M.C 1989) Conference on C.B.E.T., 'standards development should be based on the concept of competence'. This is now generally accepted although reservations have been expressed by various bodies, including the retail industry, that it could lead to a Nation of the uneducated, since the training given is likely to be more directly task specific.

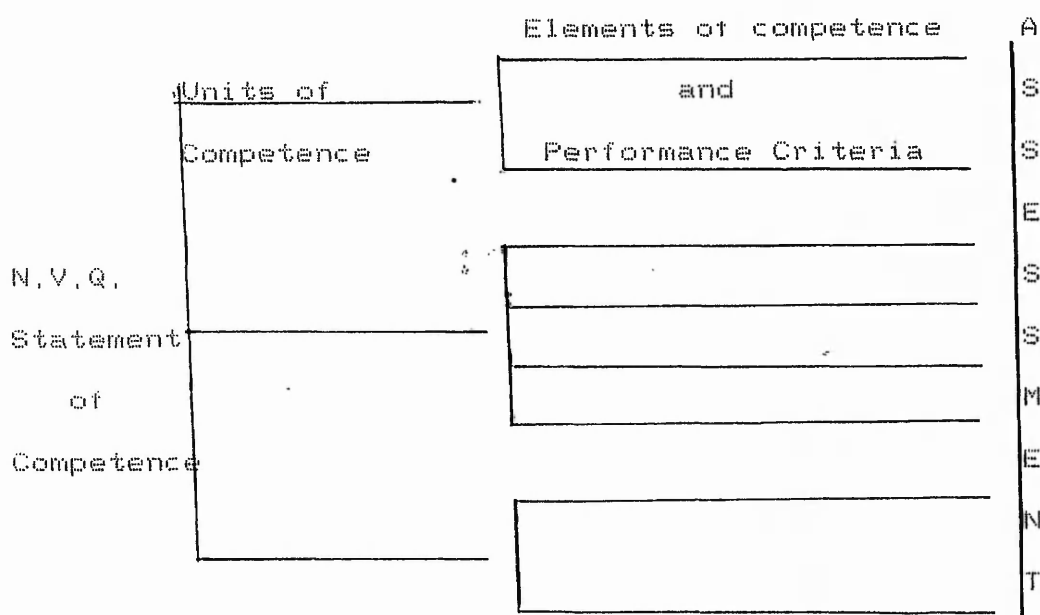
The Training Agency defines competence as:- 'The ability to perform the activities within an occupational area to the levels of performance expected in employment.'

The work of the National Council for Vocational Qualifications (N.C.V.Q) has drawn attention to C.B.E.T but the Council has no mandatory powers and it may be that Departments will not wish to pursue action in this direction. However, although so far the levels of competence defined by N.C.V.Q are below professional level, they do provide a criteria of performance and offer indicators for the performance of the organisation as well as the individual worker.

This, of course, assumes that there is a relationship in Social Services Departments between staff

qualifications and performance that is held for other organisations,

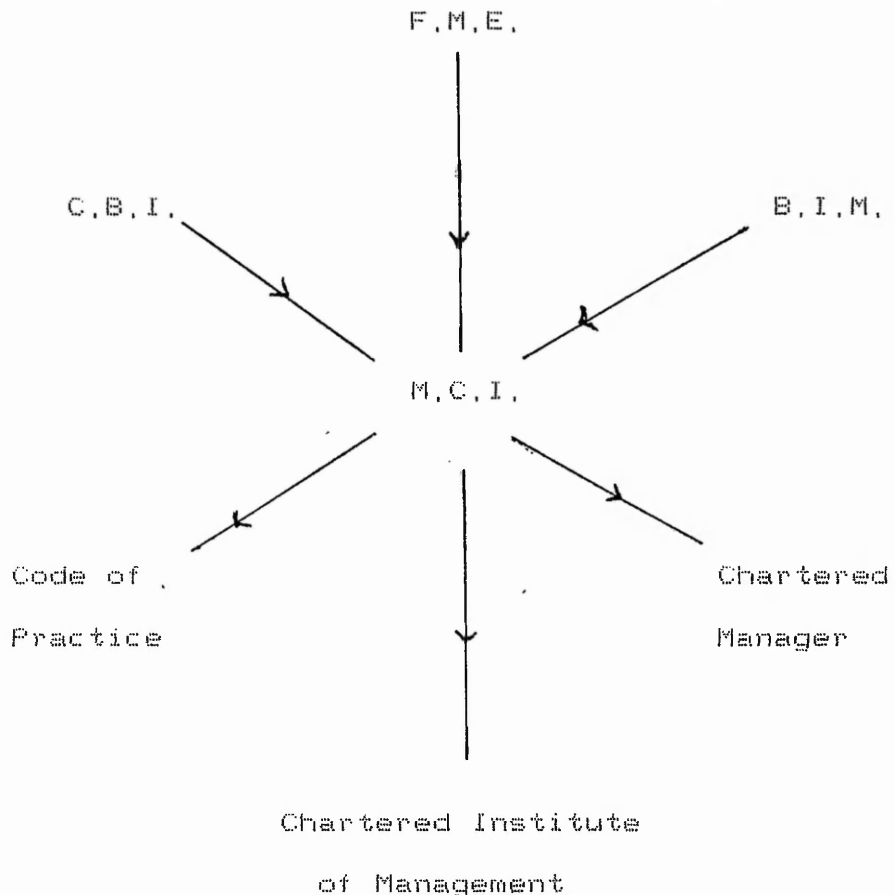
A diagram showing a model for C.B.E.T, as envisaged by the N.C.V.Q. is shown below



Work on C.B.E.T for Managers has been carried out by another group, the 'Management Charter Initiative' (M.C.I.), which has been sponsored by the Government in carrying out its own research into management competencies. This group originally consisted of the Confederation of British Industry, the Foundation for Management Education and the British Institute of Management. This Organisation hoped to produce a

code of practice, found the Chartered Institute of Management and thereby produce Chartered Managers. These people would, by inference, be Managers in a Management profession. This aim can be seen as an aspect of a rationalist approach to management training where it teaches that a well trained professional manager can manage anything (Peters and Waterman 1982 p.29).

The original M.C.I. aims are shown in the diagram below :-



The B.I.M have since pulled out of the group which has re-formed as the Council for Management Education and Development, (C.M.E.D). The B.I.M. are now validating courses which are complying with C.M.E.D. recommendations and thereby hoping to establish the professional manager, although, as a spokesman (Clive Ingram) for C.M.E.D., said, 'This is a long way down the road'.

What will be explored later, is the necessary communication and collaboration that should exist, between the N.C.V.Q, C.M.E.D. , B.I.M, C.C.E.T.S.W, L.G.T.B, Department of Health, Council for National Academic Awards, Department of Education and Science and other awarding bodies of Management qualifications for Social Services Departments' staff, such as City & Guilds of London.

C.B.E.T. has added to Systematic Training a particular concern with assessment and accreditation, that is, 'outcomes'.

C.B.E.T in Operation

An example of management training in a human service organisation and an attempt to introduce C.B.E.T can

be seen in the Police force following work carried out by the Home Office Central Planning Unit (C.P.U).

The Police, a more overtly disciplined body than Social Services in terms of line management authority, have always recognised the need for management training and had included this element in their promotional examinations at all levels. However, there did not appear to be specific objectives set for police who were seconded to external courses, such as the Diploma in Management Studies. A Paper on this was presented at the Leeds Conference mentioned previously. The C.P.U represents 42 of the 43 police forces in this Country. The Metropolitan Police run their own unit, but obviously keep in continual contact with the C.P.U.,

The Paper presented was on 'work based assessment of soft skill competences'. The statement was made that the C.P.U recognised that, at all levels, it was in the development of soft skill competences such as personal and communication skills and accurate empathy that a major training input was required. Whilst, considering the content of Social Work professional training, it might be surprising, the findings of the research reported on in Chapters 4 and 5 indicate that it might also be true for Social Services Departments.

The C.P.U also recognised that 'the assessment of such soft skills had a vital internal role to play in the development process. To introduce meaningful assessments, what had to be done was to 'identify common minimum standards in policing and police management performance'.

In carrying out this work, the police utilised the ideas of McClelland and Lyle Spencer of McBer & Co, Boston. They interviewed Operational Officers, asked Officers of varying rank to describe ways in which they distinguished between good and bad performance and asked the same Officers to describe behavioural events exemplifying particularly effective or less effective performance. They also asked supervisors to select in rank order competences from a predetermined list of skills, using Saville & Holdsworth's Work Profiling System (1988).

The results were examined by panels and competency models were developed that should enable discrimination to be made of competent and less competent officers, be firmly rooted in observable behaviour, and be limited to those competences that were easily identifiable, quantifiable and capable of being qualified. They should also be scaled to form a national progression, ensure continuity and

standardisation, be defensible in terms of race and sex discrimination legislation and be suitable for application to candidates, regardless of professional qualifications. The models were then distributed for approval to the three police staff associations, representing all ranks between the 43 police forces and validation of the models was carried out by direct field observation, behavioural event interviewing, supervisor, peer and self assessment exercises and by comparing the results to other formal assessment techniques linked to relevant training courses.

Organisation Development (O D)

O.D. was shown at the beginning of this Chapter (p.46) as being a method of using the 'design' technique in training and development decision making. Peters and Waterman (1982 p.29/30) express their feelings of the inadequacy of the 'rational' model, the subject of the last section of this study (p.50), which they say 'misses a lot'. It is argued that the rationalist approach, which is also essentially numerative, now dominates the business schools where it is 'right enough to be dangerously wrong', has led people astray and seeks 'detached, analytical justification for all decisions'. It is claimed that areas of omission

include the failure to instruct leaders in the importance of making average workers feel winners and the greater identification with tasks when workers' opinions are sought. Also it does not explain why inspector-generated quality control is less effective than self-generated, et al.

Binstead, (1980 p.2) who gave an interview and material to assist this project, quoted Papanek (1973) as describing design as being 'a problem solving activity which can never by definition yield the one right answer. It will always produce an infinite number of answers, some righter and some wronger'. Binstead goes on to disclose the urge to redesign events, previously apparently satisfactorily run. He gives the following characteristics for the design process:-

- 1) It generally involves making a large number of decisions.
- 2) It has to look forward and predict situations and future events.
- 3) It is often iterative.
- 4) It involves creative activity.

In writing on the pre-requisites for design, Binstead compares the work of Stiefel (1974) and Thorne and Marshall (1976) which he found had two common

elements:-

- 1) The establishment of some sort of need which can be translated into some requirement for learning.
- 2) Some sort of contract with the learners and their role set (i.e. group of people with whom they normally interact).

It is clearly indicated from the Binstead monograph that the Management Trainer, Development Adviser or Organisation Development Consultant must have the authority and status to be able to comply with these elements, which Chapter 4 shows is not afforded to Social Services Management Trainers. In conversation, Binstead suggested an organisation model where the trainer was directly responsible to the Head of the Organisation but was not part of the corporate management team, which will be further explored in a subsequent section of this Chapter. This gives the participants confidence in the trainer's authority without the trainer feeling a loyalty to and controlled by a possibly faceless group, or receiving mixed messages.

Since the intention of this study is that it should improve Management Training in Social Services Departments for the ultimate good of the organisations rather than merely the betterment of individual

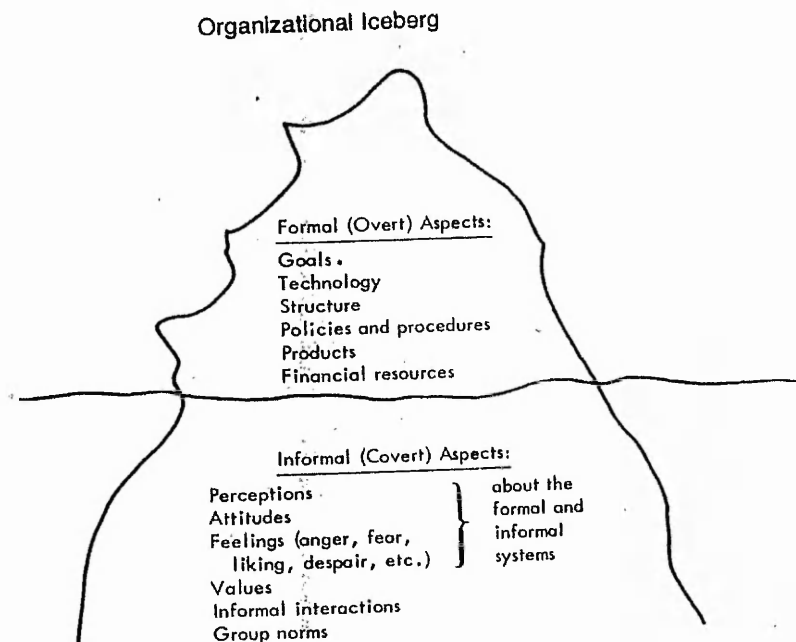
managers the process could be looked at in terms of Organisation Development (O.D.).

French and Bell (1978 p.14) wrote that the phrase, Organisation Development, could refer to a wide range of strategies, but has become more specific in the behavioural science sense of the term. This they define as :- 'Organisation Development is a long-range effort to improve an organisation's problem solving and renewal processes, particularly through a more effective and collaborative management of organisation culture- with special emphasis on the culture of formal teams- with the special assistance of a change agent or catalyst and the use of theory and of applied behavioural science, including action research'.

The authors go on to define problem solving processes as being the way that organisations go about diagnosing and making decisions about the opportunities and challenges of its environment. They draw attention to the inter-relationships quoting Lippitt's concept of organisation renewal (1969 p.1) and Argyris (1971 p.ix) which includes 'the concern for the vitalizing, energizing, actualizing, activating and renewing of organizations through technical and human resources'.

French and Bell introduce the notion of an 'informal system' into the understanding of the culture of an organisation which they describe as the 'hidden or suppressed domain of organizational life'. This includes feelings, informal actions and interactions, group norms and values and is described as 'the covert part of the organizational iceberg'.

The following diagram is reproduced from the work.



O.D., being run in small groups, allows the covert part of the organisational iceberg to be explored and Kenney and Reid (1986) state that once the O.D. programme has been legitimised through the formal system 'the initial intervention strategy is usually

through the informal system in the sense that perceptions, attitudes and feelings are usually the first data to be confronted',

Since the aim of O.D. is to bring about a more collaborative management, the management of group culture must be owned as much by subordinates as it is by the formal leader. However, Local Authorities are bureaucratic organisations and hierarchical power and privilege to information is often jealously guarded by both managers and workers and often protected by Union activity. Also anyone trained in social work is usually very much at home in a group activity and, although willing to discuss matters and feelings that others might find embarrassing, will be quite aware of the dynamics present and be able to use the group better than most in their own interest. Also membership of the group can be seen as elitist in itself. Both these issues are shown in Chapter 5.

Action Learning Sets

In considering Management Training as principally human relations training and bearing in mind the previous considerations, it is possible to see that Action Learning as developed by Revans (1972) at the Manchester Business School, would be very attractive as a vehicle for training in Social Services, since it is often unspecific in its objectives and does not impose a clear learning schedule on the trainees who would be part of a small group known as a 'set'. The 'sets' are allowed to select and work on problems, and although with the help of a 'facilitator', a variety of problems, solutions and choices appear in the sets with participants not necessarily active in solution finding or the organisation in implementation. Hence although it is often seen as an aspect of O.D., in this application it fits in well with the 'garbage can' model of decision making shown earlier in this Chapter (p.48).

Action Learning is succinctly described by Rae (1983 p.119) who points out that although a great deal of human relations training involves learners attending training events, as with other forms of training 'An equal or often more effective approach can take place nearer the working environment, than completely off

the job'. He goes on to describe Action Learning as an approach where 'a group of people, sometimes from the same Company, sometimes from stranger companies, is brought together to form what is known as a set. Normally, a facilitator assists in the operation of the set, but, as with most facilitative roles, a relatively passive approach is taken. No specific objectives are produced prior to the set's meeting; usually the first few meetings will be utilised in the members setting objectives for themselves.

Often the objectives can involve the solving of a real work problem, and although the onus is on the problem-owner to provide the final solution, he is helped in this process by the set in which unconstrained possible solutions can be generated. However, in addition to the positive movements towards the final solution, a variety of other forms of learning can arise within the set, through exposure to the group - interactive skills, decision making skills, consulting skills and so on. In fact, some sets look to these other forms of learning as the principal objectives of the set.'

The aims of Action Learning, as concisely expressed by Andrzej Huczynski (1983 p.23), are to 'develop managers' skills to pose entirely new questions; to

help them recognise their existing experience for future problems; to develop and change organisations by helping managers to see their strengths and weaknesses and creating a new momentum to go on dealing with the future problems through a continuous process of learning and development'.

French and Bell (1978) who are quoted in the last section, maintain the need for a change agent or catalyst. They state their pessimism about the optimal effectiveness of programmes that are 'do it yourself' unless accompanied by an action element. These elements put their ideas into the mould of the Action Learning model.

Unfortunately, whilst the practice was frequently mentioned, there was only one opportunity during the research for this study to gain first hand experience of the use of this method in a Social Services Department. This is featured in Chapter 5 and was shown to have limited success and was abandoned.

The scheme in question, however, was hit by all sorts of problems, some of a Political nature, and others stemming from the background and selection of members of the groups. There was the difficulty of identifying who had learned what and where it would

improve performance. The programme had obviously been of greater benefit to those already with management experience and/or training.

A very experienced participant had found it enjoyable and useful but the results of the work carried out had not been implemented and it hadn't been appreciated by all the participants that a 'set' was part of a management training programme. These would seem clear signs of the 'garbage can'.

Some of the students on the scheme investigated stated a preference for a clearer 'tool kit' type approach.

John Morris, a former colleague of Revans and an exponent of 'Action Learning' is printed on the dust cover of Huczynski's book as saying:-

'For me, the test such a book as this must pass is straightforward, but immensely difficult: Does it help the reader to understand better what he or she is doing and to find ways of doing it better? From my experience, the book has passed this test triumphantly'.

This same criteria can well be applied to an evaluation of a management development programme, but can only be demonstrated if the management of the

department is clearly supporting the programme at all effective levels, is willing to allow experimentation and to accept change as necessary, which did not seem to be the case in the situation mentioned.

Training must have a purpose which, in the majority of cases, will be to either bring about change or to maintain standards. However, circumstances beyond the immediate control of the trainer are frequently going to prevent agreement as to the priorities to be met, if not the means themselves. Therefore, one must consider how 'wants' are to be, if legitimised, defined and expressed, and if not legitimised, not cause blockages to learning by festering in a state of continuing discontent. Also, what are going to be the gratifications/awards, attached to their fulfilment. These are factors which can lead to the 'garbage can'.

McClelland (1972), designed a programme to promote high motivation and entrepreneurial behaviour from his study of high achievers. Group strategies based on this work aim (Huczynski 1983 p.p.191, 192), are shown as :-

- a) To teach participants how to think, talk and act like persons with a high need to achieve.

b) To stimulate participants to set for themselves high, but carefully planned goals over a specific period of time.

c) To increase participants' knowledge about themselves.

d) To create a Group spirit amongst participants from learning about each other's fears, hopes, successes, failures and from sharing an emotional experience in a retreat setting.

If this idea of McClelland's was applied to Action Learning Sets operating within a Department, which were co-ordinated by facilitators in sympathy with the values and behaviours set by the Directorate, the clear identification of behaviours that enhanced success would surely stimulate the need to achieve and provide some idea of the means to achieve. The writer has found by experience that this often seems to be lacking in Social Services Departments.

Social Workers, as has been pointed out previously, should already have a good knowledge about themselves and be able to function well in groups. It should well be possible, therefore, to harness such concepts into training programmes, as long as the Management

Group of the organisation saw success on the programme as contributing to success in the organisation and the behaviours so developed as being seen to be both useful and appreciated.

The Post Modern Approach to Management Development

In reviewing forms of training intervention and their appropriateness for social services management development, the writer has not mentioned the Post Modern School of Management Education. Fox (1987 p.10) wrote that 'modernity has shattered the traditional values in both business and higher education - both have become technically oriented to efficiency improvement, functional, instrumental'. He goes on to suggest that one of the ways that management education can develop is as a pursuer of and 'forum for the questioning of ethical values, justice'. Earlier in the paper, he quotes Lyotard (1984 p.81):-

'A post modern artist or writer is in the position of a philosopher; the text he writes, the work he produces are not in principle governed by pre-established rules, and they cannot be judged according to a determining judgment, by applying familiar categories to the text or to the work. Those rules

and categories are what the work of art itself is looking for. The artist and the writer, then, are working without rules in order to formulate the rules of 'what will have been done' (underlining by Fox).

It would seem as if Action learning could provide opportunities for this approach.

Purpose of Training and Development

Both the rational (systematic) and design approaches to training and development are purposive but there are aspects of organisations which can make purposefulness a difficult issue and cause decision makers to use the 'garbage can' method.

If the main purpose of training and development is to bring about change, it is necessary to both understand organisations and understand our own perception of organisations. Carnall (1985 p.1.) suggests that it is now commonplace to refer to either 'the ubiquitous nature of organisations in our daily lives, or to the idea of the 1970s and 1980s being an era of rapid, even accelerating change.' He goes on to say he does not find it surprising, therefore, that the effects of differing organisation design principles or new

technology on the structure and effectiveness of organisations, forms a central concern of writers on organisations.

This study is considering changes in management training and development, and training in itself is likely to bring about change. Carnall's assertion, then, that two approaches arising from the alternatives given above can be distinguished in the assessment of organisation change proposals, is particularly worth considering. First, he suggests consideration of the 'empirical evidence linking the specific proposals to the ends or outcomes predicted by the decision makers' and, second, the examination of 'the status of the ends the decision makers consider themselves to be pursuing.' He suggests that it is possible to draw more general conclusions by examining the priority given to different ends and problems excluded from the analysis.

As was said earlier, evaluation of the worth of the training given is going to be of high importance if it is both going to be encouraged and continued. Further, evaluation can be used as a control method as will be discussed later. (Hamblin).

Thorley (1973 p.331), suggests that an assessment of literature on the subject shows evaluation to fall into three categories:-

- 1 Opinion surveys of participants or observers
- 2 Objective measurement of performance back on the job.
- 3 An overall look at the total growth of people in the organisation.

Of these, the most common method of evaluating management training is simply to ask those involved how useful and enjoyable they found it, usually by means of a questionnaire, at the end of the course.

This inevitably will show enjoyable courses in good venues best and leave the trainers to judge the quality.

Sample interviews with selected students have some value if held before and after the training event. Thorley suggests, in considering category 2, that there is a relationship between management training and profitability and that the management training of the 1950s which taught that loving people and being nice to everyone is at the core of the manager's job, can be damaging to the organisation. Since, although Social Services is non profit-making, the objective of

the training is still to improve the quality of the work as well as efficiency and efficacy, it is one possible reason for the continual conflict between what would appear to be good management practice and the social work ethic.

This conflict is quite apparent in that whilst there is now a general acceptance of the view that a development programme is not merely a series of courses, but involves a whole range of issues, including the service factors, there is little tangible evidence to show that this has been translated into practice.

The nature of local government, in which Social Services Departments at present sit, imposes limitations for change as has been pointed out, and Carnell's hypothesis applied to 'domain theory' shown earlier, gives a scenario where conflicts could well nullify each other, creating a reactionary situation. Further, it has frequently been stated that the nature of the services provided only allows a breakdown of responsibility in one of three ways. First, organisation on a geographical basis, second along client groups, or third, by the type of service being given. That is, for example, (1) District Council boundaries or North, South, East, West and Central (2)

elderly, handicapped, mental health and children (3) residential, fieldwork, community and domiciliary and administration.

The writer has worked in all these types of organisation and has seen common problems in each, highlighted in the last chapter. This makes change in organisational structure of doubtful benefit and points to a Manager's need to be more effective in terms of attitude, style and systems, rather than organisational change. In any case, Pettigrew (1973) says that innovative decisions which herald the creation of new resources and threaten the organisation's existing patterns of resource sharing and status distribution, are inevitably a source of uncertainty and apprehension and are, therefore, particularly likely to evoke power conflicts and political behaviours. Since training is a medium of change, it is suggested by the writer that it is particularly likely to attract these disruptive behaviours and that it is one of the reasons why training is one of the first items to suffer from budget cuts when the organisation is not under the same immediate cost effective pressure as an industrial or commercial concern.

A Generic Approach to Management Development

A writer who attempted to put together all the types of training and development interventions shown in this chapter was Binstead (1980) mentioned earlier in this chapter.

All the systems shown so far could be of value depending on the form of development expected, e.g. changes in or reinforcement of knowledge or behaviours, and the agreed outcomes. Binstead wrote of the principle of hierarchical decision making, 'that is to say the design process is organised to take the most fundamental decisions first and then progress into more and more detail'. He set out a logical basis of three levels which he defined as:-

Level 1: (the most fundamental) - Will be concerned with issues that affect the total learning event.

Level 2: Concerning the general shape and sequence of activities within the events and

Level 3: Delivery with the design of individual activities or sessions.

Binstead's monograph goes on to describe the decision and the purpose i.e. for maintenance or change, as the most fundamental, and the most important decision of

all, as it tells the trainers 'which ball park they are in'.

The Level 1 decisions given by Binstead are regarding whether the proposed learning is for maintenance or change. Maintenance in this sense is referred to as maintenance of the organisation and requires learners to function more effectively within it. In this sense, it is the one most frequently required in a Local Authority Department. Four categories of this heading are shown, 1) remedial, 2) promotional, 3) induction and 4) role expansion. The point is made that category 4 could well be argued as Management renewal since it is pointed out that 'the first three types have a strong element of making the right shapes to fit organisational holes, whereas the fourth could be described as attempting to alter both the peg and the hole together.

Where learning for change is concerned, it is held that not only should the learners become more effective, but also that the learning should make some contribution to changing some aspect of the organisation in which they work, which puts it into the 'ball park' of O.D. Under this heading, two main activities are given, a) interventions where the O.D. person takes the role of consultant, and b) learning

events in which the O.D. person takes the role of trainer.

Binstead seems to combine elements of the Rational and Design approaches as can be seen from the two roles he gives for the O.D. person, shown above.

Micro-Politics and Interpersonal Relations in Garbage Can Decision Making

What then, are the reasons for the lack of consistency and sometimes logic in these decisions? Pettigrew, (1973), says that innovative decisions which herald the creation of new resources and threaten the organisation's existing patterns of resource sharing and status distribution are inevitably a source of uncertainty and apprehension and are, therefore, particularly likely to evoke power conflicts and political behaviours. Since training is a medium of change, it is suggested that it is likely to attract these disruptive behaviours. It is further suggested that this is one of the reasons why training is always one of the first items to suffer from budget cuts when, logically, one would have expected improved worker performance to be of the highest priority. Also research has shown security of employment and

congenial workmates, which might be at risk by change, to rank above high pay as incentives (Herzberg 1966), and this could certainly have contributed to this paradox.

Robinson (1981) maintains that in establishing training methods, we imply that there are weaknesses somewhere in the organisation which demand strengthening in some form or other. He suggests that we should not confine ourselves solely to the individual but pursue the needs in terms of the attainment of the objectives of the organisation. However, as has been pointed out earlier, the nature of social work makes the setting of specific objectives difficult and often contentious and this contributes to the state where nothing more sophisticated than a sometimes vague 'job description' becomes the base for most jobs. Consequently, this allows for the many different values, ethics and practices to be believed and carried out by different people performing the same job as mentioned earlier. This non-uniform self determination is held by many as a precious element of service delivery and a manifestation of 'professionalism'. Also much as engineers and scientists are looked upon sceptically as managers, since they haven't dealt with people, social workers often have the confidence and feel

themselves well equipped to be managers since they have. Both these views are far from true.

Opportunities for Evaluation

For a useful evaluation to assess the worth of what has taken place the original intention of the training or development must be known. Hamblin (1974 Ch. 1 section 1), sets his primary audience as 'practitioners of industrial training' and differences between Social Services and Industrial Training have already been referred to. His processes of evaluation are rational and sequential being largely systematic, although as is shown later, he recognised that the effect of elaborate control systems was to enhance short term efficiency at the expense of long term flexibility and effectiveness. On the other hand, relying on people's judgement as appropriate could be seen as a way of evaluating training and development against the Design approach to decision making in evaluation.,

As has been pointed out previously, such literature is the main source of material and is of value and relevance if the findings and recommendation are are put into the right context.

Hamblin looks at five levels of evaluation, which are described as supplementing other writers' classifications, including the Warr, Bird and Rackham (1970), 'Context, input, reactions and output (CIRO)' model. The levels given (Ch. 3, section 1) are :-

Level 1 - Reactions

Level 2 - Learning

Level 3 - Job Behaviour

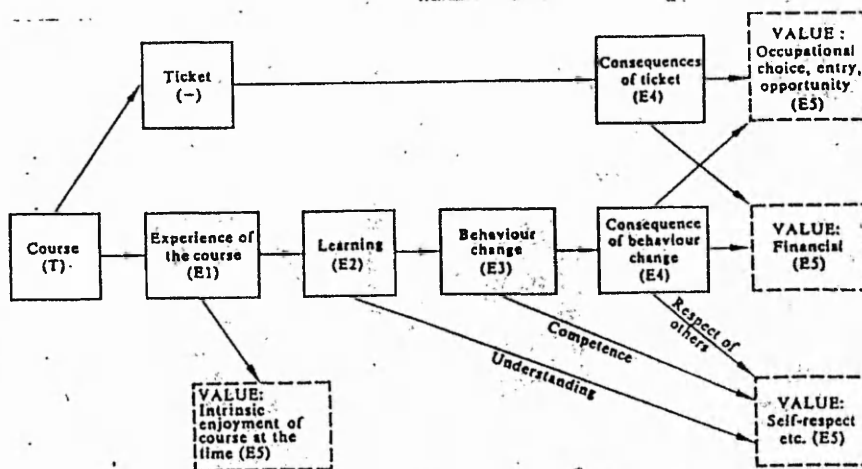
Level 4 - Organisation

Level 5 - Ultimate Value

Hamblin has split other researchers' 4th. level, thereby creating 5 levels in order to distinguish between changes in the way the organisation works and changes in the extent to which the organisation achieves its ultimate goals. He goes on to show a cause-and-effect chain linking the five, i.e. Training leads to Reactions which lead to Learning, which leads to Changes in Job Behaviour, which leads to Changes in the Organisation which leads to Changes in the Achievement of Ultimate Goals. It is pointed out that any of these links might snap and the training evaluation should discover if this has occurred, if so where and why and how it can be repaired. In order to do this however, each level requires objectives to be set which as has been

pointed out often presents problems to Social Services workers.

Hamblin presents the following diagram adapted from Burgoyne (1973). This is particularly interesting since it introduces the concept of competence, mentioned earlier in this Chapter.

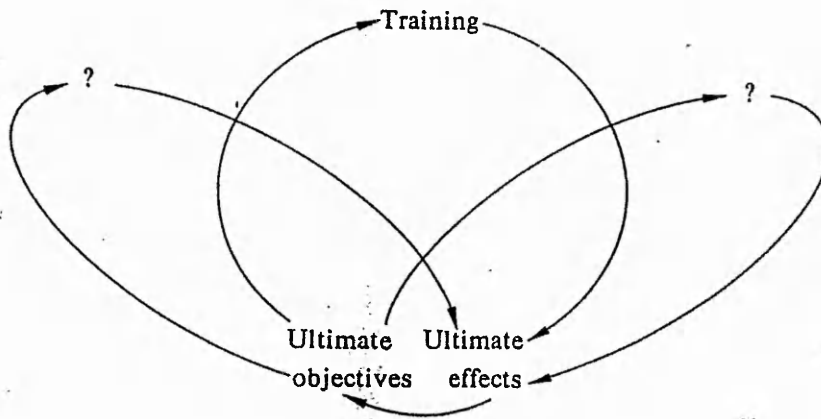


Hamblin also compares training evaluation to Woodward's (1970) study of production control systems, which, as was stated earlier, showed that elaborate and quantified control and evaluation procedures could maximise short term efficiency at the expense of long term flexibility and effectiveness, whereas by 'reducing the amount of control data and relying on

the judgement of people lower down the authority ladder, the flexibility was increased at the expense of short term efficiency'.

Whilst an ideal area of evaluating training is at levels 4 and 5, it is often impossible to follow the links presented earlier and also as Hamblin says, (Ch. 3, section 6), this is 'in effect evaluation of management as a whole and not just the management of training' which of course in the context of this study is management training. However it is also a reminder that training is only one method by which an organisation can reach its objectives. Further, these levels are usually outside the control or sometimes even influence of Social Services Management Trainers, as will be seen in Chapter 4.

Hamblin suggests that at levels 4 and 5, training can only be evaluated in the context of an integrated feedback system, to include the evaluation of other activities as shown on the next page.



If an integrated system could not be achieved, Woodward suggested the existence of a 'fragmented system of control' in which each Department uses different criteria to evaluate performance and the criteria are not adequately reconciled by top management. Hamblin suggested that since Woodward found fragmentation inevitable because of the sheer complexity of the situation, the inevitability must be even greater in Training and Personnel where control and evaluation techniques are less advanced than production control.

Whilst the situation described is reminiscent of the one to be found in Social Services Departments and indicated from the material already presented, it is suggested that an integrated system could be a possibility. Kakabadse (1982 p. 37) points out that in Social Services Departments 'the freedom of action of the individual is seriously constrained in professional terms by the hierarchical structure'. Therefore it is suggested that since Personnel and Training are human services within a human service organisation and share similar philosophies and hopefully disciplines, it should be possible to ensure sufficient consistency to make an integrated system potentially viable.

Whilst, as has been stated above, an 'integrated feedback system' could be possible in a Social Services Department, as has been shown in Ch. 1, there are in existence wide variations in the values and practices of Social Services staff performing even the same jobs. Since these differences have still to be resolved it is possible to see that the 'fragmented system of control' and the inadequate reconciliation of criteria, could in training and development terms have led to the wide use of the 'garbage can' model, as will become evident in Ch. 4. Evaluating training, when the 'garbage can' is in operation, is

largely by use of the 'happy sheet', i.e. 'Did you like it?'.
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Summary

In this Chapter three major theories of decision making have been identified. These are the 'Rational' the 'Design' and the 'Garbage Can'. How various approaches to management training and development exemplify these theories has also been presented. Some of the problems of training evaluation in Social Services Departments, where the 'garbage can' approach is frequently found, have also been explored.

Where Social Services Departments are concerned, style has a great deal to do with the effect of the system and as has been shown this varies widely. Therefore there are inconsistencies at all levels of what is seen as good practice in management, including the oversight and control of the professional functions. Further, Social Work has failed to establish a common professional base, a factor which has been exacerbated in this country by the shortness of the training and type of service delivery. Hence, there is always bound to be a negative reaction to the imposition of any system, whatever it is, from a sizeable minority,

and yet the lack of a true professional identity will inhibit, if not preclude, a policy of self generation.

Conflict would, therefore, seem inevitable. Further, as is shown in Chapter 4, the Management Training person is invariably not at a senior management level and often unable to accurately assess students, implement changes, or award credibility, all of which can quickly undermine any programme. Even at this stage in the study, one is drawn to the issues raised by Palfrey (1981) from a study of the existing literature. These are:-

1) Structural model of formal organisation - are there alternative models of organisational structure that would be more appropriate to Social Services Agencies than the conventional pyramidal type?

2) Decision making and accountability - what degree of professional autonomy are social workers, senior residential and day care staff able to exercise in decisions affecting their clients?

3) Organisation and management efficiency - according to what criteria do social workers and management staff evaluate the effectiveness of the services carried out by the Department?

All these questions should be answered at some level if the traditional forms of curriculum planning are to be appropriate and ensure that relevant knowledge is given and skills generated. By the time of the research presented in Chapter 4, it is clear from the results presented that no progress had apparently been made in finding any answers to these questions, and in the time since, no evidence of change has come to light.

It is appreciated that the argument in this Chapter has been concerned with management development and training designed to bring about change, although reference has been made to training for maintenance and therapeutic purposes. However, if management training is regarded as a human relations training, which surely is particularly essential looking at the nature of Social Services, it will inevitably bring about change. Kakabadse (1982 p.168), makes the point that human relations training could be more of a hindrance than of a help if change is not an objective, since change is almost the inevitable result if personal skills training is undertaken.

In Binstead's (1980) concept of maintenance or change mentioned in this Chapter, maintenance is said to imply that the learning required will enable the

learners to function more effectively within the organisation, but that change in the organisation is not implied since the aim is to maintain it.. Change in the learners, however, might be,

Maintenance training is, therefore to do with the performance of the individual, not with the organisation, although in the case of 'Role Expansion', Binstead sees an element of change in both 'peg and hole' rather than only creating the right pegs for the existing holes.

Where Social Services are concerned, and bearing in mind the comments of the Government mentioned in the last Chapter, improved efficiency of, and therefore change in the organisations, must be accepted as a general objective of management training to be offered,

Binstead presents a helpful and integrated model set within his context of O.D. His diagram representing the situation in which 'most trainers find themselves' is reproduced below:-

Using this model, the learning event could take any appropriate form, but it presupposes that an appropriate population is accessible, which is not always the case in Social Services, since many course attenders 'self select' and pressures or even instruction is frequently put upon the trainer to accept all those staff nominated for the programme.

As has been discussed in this Chapter, the planning phase can be a rational, design or garbage can process. Which one is used will depend upon a range of factors such as the style and structure of the organisation and whether maintenance, change or therapy is the objective.

Change can only be measured against some other entity known in terms of position or mass and, owing to the lack of specificity, and sometimes clarity in social services objectives and standards setting, the even more fundamental questions of where were we, where are we now, and where are we going, remain complex and often insoluble.

CHAPTER 3

RESEARCH METHODS AND METHODOLOGY

Introduction

This Chapter is concerned with the research methodology used in this study and with the broader methodological issues underlying them.

Some of the research for this study, including the field research, questionnaire design and the initial analysis of the responses was carried out in conjunction with with Ann-Marie Tolley, who was researching a related issue - An Analysis of the Problems Associated Transfer of Learning Relating to Management Training in Social Services Departments (1989).

One aspect of the research, the postal questionnaire, was a joint exercise. It contained :-

One section relevant to both studies.

One section relevant to this study.

One section relevant to the Tolley study.

When issues relevant to both projects are discussed, this has been made clear in the text. All other issues are of particular reference to this study.

The Choice of Methods to Carry Out the Research

It was appreciated that the necessary information for this study was contained in published literature, both books and articles, the practices of other workers in similar working situations to the writer, an objective view of existing management training and development in Social Services Departments and the writer's own experience. Some of this material would be in the form of established facts and some of it elicited from other relevant people's perceptions.

The information would therefore be concerned with :-

- i. How management training was currently being carried out in SSD's.

ii The formal decision making processes together with the perceptions of training officers about how decisions were actually arrived at with regard to curriculum planning.

iii The work of other researchers concerned with curriculum planning.

iv. The evaluation of training in terms of the development of appropriate knowledge and skills.

v. How training participants and their managers perceived the relevance of the programmes which they had undertaken.. How the perceptions of participants and trainers were corroborated in practice.

vi. What sorts of strategies and methods were being employed in SSDs to enhance programme development and staff attendance.

vii The satisfaction felt by training officers towards the programmes which they had run.

The research methods used were:-

i. A literature search

ii. A questionnaire distributed to all SSDs in England and Wales.

iii. Individual informal, semi-structured and unstructured interviews with learners and training officers in the preparation of case studies..

Experience gained from over 20 years' employment in Social Services Departments and their predecessors, was used to put this information into context.

The Literature Search

The search was continued throughout the research period as it has been a time of considerable activity in the area of training planning. This had to be continually weighed against what was already known or believed about curriculum planning and the management training needs of managers in SSDs and the needs of the departments themselves as organisations.

It was approached in the same three ways as the Tolley study, namely :

" i. The reading of, or reference to books concerned with a variety of issues related to the subject, either following recommendations, library searches or by following up references in other books or articles.

ii. The reading of reports and other documents on issues related to the subject including publications by the Central Council for Education and Training in Social Work and the Local Government Training Board.

iii. Reading of and reference to articles contained in a variety of journals relating to management training and human service organisations, (including SSDs). The bulk of relevant literature concerned specifically with management in SSDs was contained in such publications and this is increasingly the case with the ever growing interest in management training within local government and the 'caring professions' as well as in industry and commerce."

The writer's official position during the research gave ready access to Government and other National reports relating to this study.

The Questionnaire

The questionnaire was designed to elicit the factual information relating to points i), ii), and vi). An open question was designed to contribute to points v) and vii).

The three parts of the questionnaire were designed respectively by :-

A. The writer in conjunction with the second researcher who investigated the transfer of learning in relation to management training in SSDs.

B. The writer individually.

C. The second researcher.

It was decided to send one composite questionnaire rather than separate questionnaires relating to each study as the intended recipients were the same in both cases and it was thought that duplication would lower the response rate.

As was shown in the Tolley study:-

"Part A was concerned with obtaining an overview of how management training is carried out in SSDs, by whom, for whom, to what purpose and at what cost".

Part B was designed by the writer in order to establish the processes by which curriculum planning took place.

Part C was designed by the second researcher and is not therefore described here.

A copy of the questionnaire, parts A, B and C is provided in the Appendix and the responses to Parts A & B are the subject of the next Chapter.

As the other researcher reported:-

"The questionnaire was circulated, together with a covering memorandum, (Appendix i) to all 116 SSDs in England and Wales. Thirty-five (30.17%), completed questionnaires were returned, a reminder having been sent out six weeks after the first circulation. However, in addition to those completed questionnaires, a further 16 (13.79%) responses were received either in the form of letters, or telephone calls, in some cases providing detailed descriptions of their approach to management training".

It was known that management training in SSDs takes a variety of forms in its' delivery, management and resourcing. A format was therefore constructed that would cover all possible variations which some respondents found difficult to follow. The main problem for the respondents, which was also mentioned in the Tolley study seemed to be with lack of easily accessible data and sheer pressure of work.

All questions involved material known to be felt to be important to fellow Social Services trainers from conversations at various Training Officers Groups, Qualifying Course Management Committee meetings et al. The questionnaire was tried out in two SSDs before it was circulated Nationally and no changes were thought necessary at that time, although subsequently the writer has become aware of some questions that are open to misunderstanding and ambiguity. These are referred to in Chapter 4.

In spite of the problems shown above, the response rate and the content of the responses provided sufficient material for an illuminating picture to be drawn of the processes taking place in curriculum development. The responses also provided the basis for making choices about follow up interviews in a number of SSDs.

Differences in Perception Between the Two Associated Studies

The total response rate to the questionnaires of 33,96% was disappointing at the time although subsequent enquiries have shown this to be a good response to such an attempt at information collection. This was confirmed by the Social Work Education Adviser from the Central Council for Education and Training in Social Work, who was then working in the region where the research was based and had himself completed a higher degree by research. Further the the writer noted that in the Jacobs (1989) research into Management Competencies, there was only a response rate of 28,6% to the questionnaire, although with N=510 as against 116 for this research, the 146 responses gave a greater opportunity for comparisons to be drawn.

The fact of both researchers' experience of training was mentioned in the last Section, but as was shown in the Preface, the writer had a long experience in Social Work Departments including the practice and management of social work. Also, at that time being the Principal Officer, was aware from experience of the dynamics of such organisations and the games that can be played in relation to training programmes. It

seemed therefore appropriate to use this experience and relationships that had been developed, constructively in relation to this research. The use of such material is the subject of a later section in this Chapter.

As can be seen from the above, this was not a case of a researcher looking for an area of study, but a work based problem that it was hoped would be eased by the findings of a research programme. The methods used were therefore selected and applied to the problem following an analysis of the sources of information to be used and the type of information to be collected.

First, it was necessary to look at the various management theories pertaining to human behaviour in organisations and their relevance to Social Services Departments. Second, management training practices and techniques had to be considered and the way in which curricula are planned inside and outside Social Services Departments. Third, information had to be collected from other Departments, in order to look at how their needs had been identified, programmes planned and resources allocated. Fourth, an assessment had to be made of other trainers' perceptions of adequacy and success, objective measurement not being possible for the reasons

outlined in the previous section. Fifth, follow ups were made to a few Departments in order to look more closely at their programmes and check the accuracy of impressions given in distance form presented by the questionnaire.

In considering the first and, to a large extent, the second tasks, the majority of the information was gathered from reading following a literature search. As has been written earlier, such is the volume of publications of possibly relevant material throughout this time, that it had to become a continuous process.

Qualitative and Quantitative Approaches to the Research

As was stated earlier in this Chapter, information of a perceptual as well as a factual nature was required. It was therefore felt appropriate to use qualitative as well as quantitative research methods.

Jacobs' wrote, in his study in the same subject area (1989 p.9) :-

'Quantitative analysis of the data was problematical. It was also noted that, given the subject matter, a more qualitative approach to data was in any case

preferable. Nevertheless, it is important to give some indication of the broad bands and patterns that emerged.....'.

His report was on assessing management competencies, which considering that nearly 70% of responders to his enquiries had used Assessment Centres, which provide a series of simulated exercises for participants to complete and where experts observe and assess, one could have expected a core of fairly similar and quantifiable information emerging.

The research related to this study did not directly address the use of assessment centres as a management training aid since the writer had never encountered the use of these in a Social Services Department and no evidence emerged from the responses to the questionnaire to indicate that this technique was in use. However, in the questionnaire, Section B, question 1a - Is a staff appraisal system carried out for managerial staff? b) If no appraisal system exists, how are management training needs identified? Please specify - gave the opportunity for information to emerge if Centres were being used..

In the case of this study, the possibility of some quantitative presentation was borne in mind and

questions were posed as to make this possible if appropriate, from the information gained. For

instance, some of the possibilities considered were:-

a) An analysis of the statistical differences in approach between Shire Counties and Metropolitan or London Boroughs

b) Was there a correlation between the type of course and the size of the training team?

c) Was there a correlation between the position of the training teams in the different departments and the programmes which they managed?

Unfortunately however, no similarities emerged from the questions asked to allow Authorities, practices or structures to be grouped in any way.

The Use of Personal Experience

Although Domain theory (Ch. 1 p.37 of this study) is very useful in giving an explanation for many of the situations mentioned earlier in this work, it sets out to classify groups within human service organisations as performing different functions and falling within different domains, which the writer's experience has shown is not necessarily consistent.

Certainly, in the British Social Services Departments, the power base might well be within any particular domain, but which one is influenced as much by tradition and the personality and style of working of senior staff, particularly the Director, as by the functions which the personalia are performing. The same people can, therefore, function effectively within different domains, but the positive effect in terms of the setting and attainment of objectives will be dependent on the use of appropriate behaviours in appropriate domains to tackle the task in hand.

This, in turn, requires an unbiased judgment and equal facility which has yet to be encountered; also the ability of staff to loom large in the 'Political' domain should not be overlooked, and has caused sufficient concern to result in the Widdicombe Report (1986), which will prevent senior Local Government staff from becoming Councillors. It will not however prevent Political (or political) activity and influence being exerted by some Officers and the nature of social work ensures that there will always be a fair number of Political activists on Social Services Staff which can influence appointments and policies.

The considerations set out above raised the methodological issue of the relationship between theory, derived from the literature, and the intuitions and 'theories - in - practice' which arose from my personal experience. Domain theory seemed to raise a contradiction between what the theory implied and what my intuition indicated. One writer who has looked at the role of personal experience is Eisner (1979). In giving the writer's personal experience in relation to Domain Theory, value was being attached to unclassified information gained from working through often complex problems over a number of years. Eisner's paper showed the importance of using such experience in illuminating otherwise quantitative data. This paper was an account of Eisner's work with his students over a period of five years, at Stanford University 'to develop and articulate both theoretically and practically a qualitative, artistically grounded approach to education evaluation'. It came from the unease he felt about the traditional methods of evaluation, rooted as they are in the methods of science. He was not, as he wrote, 'rejecting scientific approaches to either evaluation or educational research', but in the study and explanation of social phenomena, felt that they failed to tell the whole story. In considering the range of human sensory systems and the kind of

information it provided together with language, the theory of 'connoisseurship' was formulated.

Connoisseurship is defined as 'the art of appreciation'. It is the result of having developed 'a highly differentiated array of anticipatory schemata that enables one to discern qualities and relationships that others less well differentiated are less likely to see.' As Eisner, however, points out, the theory 'provides the context for knowing and makes possible the stuff we use for reflection'. If, though, it is necessary to convey what we have come to know to others, the problem of the transformation must be tackled. This is defined as criticism. By using language artistically, it is hoped that the critic will be able to illuminate so as to enable others to experience what they might otherwise have missed.

To the writer, Eisner's paper gave a new dimension to this dissertation which could, using his criteria, be seen in terms of 'connoisseurship', i.e. attempting a criticism of management training in Social Services Departments. Connoisseurship has also been important in analysing and evaluating the case studies in Ch. 5.

The Value of the Research Carried Out - Lessons Learned

As was believed from experience and is shown in the next Chapter from the results of the survey carried out, no even approximately standardised curriculum has emerged to date. This is not surprising since, as was pointed out in the associated study there is a marked absence in Social Services Departments of clearly defined organisational objectives and consequently staff objectives.

It was said earlier that, for the purposes of the study, 'curriculum' was taken to mean the material presented in all learning situations. This means 'planned' learning and does not include learning from casual experience which might be positive or negative in terms of expected outcomes. However, to attempt to measure the effect of this casual learning would require a highly detailed and sophisticated programme which was outside the reach of this study, although the effect of this learning might be profound on resultant behaviours. Also, most of those requiring training would have social work backgrounds and although in the majority of cases possess a qualification, social work itself does not conform in its training to a set National curriculum or standards

of entry and thereby, by inference, standards on completion

These factors all precluded a trial programme being drawn up and tested against known needs. The study has, therefore, not investigated the subject matter of the various curricula in operation, but has focussed on how they have been derived and are run.

As has been pointed out earlier, there are no apparent common denominators of length, content, or programme management, and any attempt therefore to devise a common programme would therefore result in a denominator being set which is a multiplication of all the elements to be considered. It may be that this could be reduced if the effect could be objectively measured and total results compared but they could all be affected by casual or hidden factors mentioned above. The findings of the research were, therefore, tested against the perceptions and practices of training officers and managers in agencies responding to the questionnaire, and by personal experience. The organisations for comparison were selected by their disclosure of a wide management development programme, differences in structure from the writers experience, a willingness to co-operate and ease of access.

This research has, therefore, been used as the basis for a mapping process, to show in planning terms the answers to the questions posed in the last chapter. Where were we, where are we now, and where are we going? A deliberately wide canvas has therefore been chosen in order to examine the need for a more homogeneous approach to curriculum design.. This does not deny the possible need, as with transfer of learning problems (Tolley P.84), for contingency plans in the present situation.

Had there been, or emerged, evidence to suggest the existence of a management development model that might fit the perceived needs of Social Services Departments in general, this could have been investigated further and, allowing for time and co-operation, tried out in several departments. Also, the assessment of management effectiveness and individual managers' performance was not, at the time of the research, sufficiently widespread to allow for a clear measurement of improvement to be made.

Further, the research has confirmed the difficulty, if not impossibility, of separating professional controls from the more general managerial responsibilities of Social Services managers, with the present pattern of

service delivery.

Since social workers, through their trade union, have so far refused reassessment of competence, the best trained manager might still prove incompetent. This can be illustrated by the fact that with the implementation of the 1983 Mental Health Act the planned re-assessment of social workers in this area of practice was effectively blocked. Also, a basic qualification is still not statutorily necessary for employment as a social worker and there is not a consequent salary or promotion bar. The inclusion however of professional supervisory duties and when necessary, social work practice as part of the curriculum was, not attempted in this study except by reference to certain literature. It remains an important factor however, but its vastness and probable difficulties in co-operation put it outside the boundaries of deeper consideration for this research.

Summary

The research programme associated with this study was designed to allow a mapping process to take place, in

order to show in terms of future planning, the history, development and direction of management training in relation to Social Services Departments. As in the associated Tolley research, there has been a problem in keeping pace with developments in planning, although no evidence has come to hand showing a great deal of change in practices since the field research was carried out.

Since the study set out to produce a critically descriptive work, it veered strongly and appropriately to a qualitative basis although attempts continued to find material to set this in a more quantitatively based framework.

Literature has been continually reviewed and questionnaires were sent to Heads of all Training Sections in Social Services Departments in England and Wales. Some of the respondents to the questionnaires were followed up by personal visits.

There was a questionnaire completion response of 30.17% and a total response rate of 43.96% which, by comparison to other similar researches, is a good figure and could be taken to indicate the importance and relevance of the questions asked. However, some of the questions turned out unexpectedly to be

ambiguous and the questionnaire in hindsight, appears both lengthy and complex, which was commented on by some respondents.

This study originated in the search for straightforward answers to the problems of curriculum planning. It would appear that these are not easy to find. Use has been made of the long personal experience of the writer and reference made to Eisner's theory of Connoisseurship.

Curriculum has been taken to mean the total planned learning experience. It is accepted that unplanned or 'casual' learning represented in the last chapter by the 'Organisational Iceberg', might have a considerable if not major influence on the behaviours resulting from any programme. To attempt to measure this, however, was not found viable in terms of the situation and resources of this study.

The values attached to Social Work shown in Chapter 1 and the lack of their uniqueness and consistency, have been borne in mind, as has the oversight of social work practice and the ability to step in when necessary demanded by the majority of Social Services management jobs. These have, however, been beyond the resources available for an in depth study to be

made and alternative patterns of service delivery explored.

CHAPTER 4

RESEARCH INTO CURRENT PRACTICES

Information Collection

As was stated in the last Chapter, a questionnaire was prepared and sent to the Principal Training Officers in all Social Services Departments in England and Wales. The questionnaire was prepared in conjunction with the associated research (Tolley 1989), Section A being appropriate to both researches, Section B to this study and Section C to the Tolley research. The relevance and use of the material gained from Section A differs between the projects and is differently presented.

The total response rate of 43.96%, of which 30.17% was in the form of completed questionnaires can be compared to the Bailey (1990) study referred to in the next Chapter. In the Bailey study there was a

response of returned questionnaires of 61%, but this was from 121 questionnaires sent to a total of only 17 Authorities, all of whom had agreed to take part in the programme of identifying social work management competencies.

The following report on the research has been prepared on the basis of an analysis of the responses to each question in turn. Both the questions and the responses are shown at the start of each question for ease of reference by the reader. Comments on the answers are shown after each question and the overall picture to be drawn is summarised at the end of the chapter.

A copy of the questionnaire and covering letter are included at the end of this study as Appendix A. The responses to Parts A and B of the questionnaire are shown in full as Appendix B and Appendix C respectively.

The Questionnaire

SECTION A

1. Is Management training arranged in your Authority by :-

- a) Chief Executive's Department
- b) Social Services Department
- c) Any other Department
- d) Combination of Departments

If c) or d) please specify

This question was asked since experience has shown that different practices exist for no clearly identifiable reason. There exists the broad dichotomy of whether Management knowledge and skills are readily transferrable and Social Services Management tasks can be seen as broadly similar to all others in Local Authorities, or whether the professional tasks and values basic to a Social Services Department are such as to require either an exclusive and individual Management training or one shared with other helping professions such as Health. Several universities and colleges have introduced programmes in the latter category, but the development is to some extent precluded by the structure of Regional Health Authorities and funding through such bodies as the

English Nursing Board which practices exclusivity. Also, Education, whilst in the Local Authority net, is largely separate in its Management training which is frequently carried out by such organisations as the remaining Institutes of Education, or colleges offering separate Diploma courses (e.g. Nottingham Polytechnic). There is, therefore, some clear motivation for the Central Trainers not to let the largest remaining Department, that is, Social Services, 'do their own thing'. This potential conflict has already become florid in some Authorities as, owing to the continually changing nature of Social Services Departments, the changes in Social Work qualifications and the encouragement/pressure from both the Central Government in the shape of the Department of Health & Social Security (now Dept. of Health) and the Central Council for Education & Training in Social Work, Social Services have generally been the only Local Authority Department to appoint specialist Training Officers and set aside specific resources to meet training needs. The researcher's over 20 years' experience of Social Services Departments and their fore-runners have given many experiences of these resources and initiatives not being utilized to their best effect and this has undoubtedly contributed to other Departments seeing

them as a plain target if they seek to spread their activities, power and influence (Pettigrew, 1973).

As a result, some Social Services Departments, it is true, have been pleased to slot into existing programmes when their own Training Sections have been short of manpower or expertise, but some Authorities now have a regulation making one Department, usually the Chief Executive's, responsible for all Management training, although on the whole, Education Departments still seem able to ignore this.

Some Social Services Training Officers are now prevented from, or have to ask permission to run any form of Management programme. Where this has occurred, no evidence has come to light that the dichotomy mentioned above has been considered in any profundity and the arrangements often seem to stem from the personalities or negotiating skills of Chief Officers concerned. Many Social Services Departments run a Management programme alongside the centrally run courses and often there is an overflow when the Central provision cannot cope with the numbers presented for training by the Management intensive nature of the Social Services Department.

Of the responses to the questionnaire, 29 of the 35 Authorities used Centrally run courses in some form. Only 4 Social Services Departments met all their training needs. 21 Authorities specifically named the Chief Executive's Department, but the other 8 named Departments such as Central Personnel, or Management Services, which is presumably the location of Central Training. 12 Authorities specifically mentioned a combination of Departments - (d) on the questionnaire - and all these were Social Services Departments together with Central Training.

Examples of all the points mentioned here appear in the case studies in the following Section.

2. Are Management Training Courses run by:-

- a) Internal trainers
- b) Internal/external
- c) External

Whilst the intention was that (b) in the questionnaire would show external trainers working within the Department, there is the possibility that respondents to the questionnaire might have interpreted it as jointly run courses, and not as intended, 'outsiders' working inside the Department, perhaps under contract, particularly if they were not familiar with the

literature using this term, e.g. Ottaway (1979). Most Authorities run a range of courses, and often run and staff them differently. Experience has shown that this is frequently on a count of resources and convenience rather than policy. Undoubtedly, however, it is true that outsiders (externals) bring with them a credibility, however based, and accepting their views is easier than taking the advice of a colleague. This is particularly true when the situation is highly competitive, as often occurs following statutorily enforced organisations and not infrequent major and minor voluntary reorganisations in order to attempt to 'get it right'. It is not surprising, therefore, that many staff suffer from insecurity and cases of loss of power and status. The marking out of territory as shown in studies of animal behaviour, still seems to be an important informal function amongst the human animals in many of these organisations, but whereas animals mark the ground, the employees will often metaphorically urinate on each other! As a non-involved Professor advised the writer socially, when a Management course was being planned, 'since none of the staff are ready to listen to each other, it would be suicide to teach it yourself. Bring in an outsider and if they are good, take the reflected glory and if not, you can wave goodbye at the local railway station.'

Fortunately, the outsiders were good, and the scheme worked,

Of the respondents to the full questionnaire, only 10 showed internal trainers for any of their courses, whereas 26 listed internal/external and 13 external. 16 of those ticking (b) showed this category only whereas only one showed (c) only. 2 showed (a) alone and 5 ticked all three, (a), (b) and (c).

From this, it is clear that there is a marked preference for bringing the tutors into the Department, which might be for a variety of reasons besides those given above. For instance, by far the majority of Social Services trainers are in that position via a Social Work route. They might have no management experience, or even if they had, no Management training. Furthermore, few Social Services trainers have a back up service and have to act as administrators, planners, organisers, bursars and discussion leaders, to name but a few of the tasks. With the range of professional social work training also to be considered and the fact that the Management training influence is probably only occasional, the viability of tutoring becomes doubtful without taking into account the previous comments as to whether it is acceptable.

3. (i) What is the length of the courses and the number of students involved. If more than one type of course, please list separately. Show:-

- (a) Title
- (b) Hours
- (c) Students total
- (d) Students Social Services.

What level of staff is on the course:-

- (a) Advertised for
- (b) Accepted for
 - (ii) Over how many days are the courses spread?
 - (iii) How are the days spread?
 - (iv) How much time is expected in addition for reading and assignments? How much of this is granted as leave from work?
 - (v) Are staff replaced?
 - (iv) How frequently are the courses run:
 - (a) Monthly
 - (b) 6 Monthly
 - (c) Annually
 - (d) Over one year.

This was a key question in the whole programme, since Authorities have the same statutory responsibilities and provide broadly similar services. Although there are some differences in the structure of the

organisations, broadly similar positions are found across all Authorities and, since all these positions are filled by people with similar backgrounds and experience and, in most cases, no previous Management training, it would be reasonable to expect a similarity of programme between the Authorities.

Of the 35 Authorities answering the questionnaires in full, 123 course titles emerged, in addition to the two Authorities who failed to name the courses but gave other particulars. One Authority offers 8 variations and 2 Authorities 7, with an average figure of 3 or 4 courses per Authority. 92 of the course titles shown were totally different.

Whilst the question asked for hours, some gave days, but these have been taken as 7 hours each, which is the figure given by most Authorities. Excluding secondment to National courses, the time ranges from 4 hours to 175 hours. There is no correlation of hours, even between courses bearing the same titles. The question regarding teaching hours was intended to show the time actually spent with the course group in a formal setting and not merely the didactic input. The answers and enquiries indicate that it has been

answered as such, The hours shown for the courses are as follows:-

No. of Courses	Hours	No. of Courses	Hours
1	4	3	6
5	7	1	8
4	12	11	14
1	15	1	16
6	18	1	20
6	21	4	24
1	25	3	28
5	30	1	34
9	35	6	36
2	38	1	40
5	42	1	44
1	49	3	60
1	70	1	72
1	76	1	84
1	87	2	96
1	105	1	113
2	126	2	140
1	175		

Re-writing this in terms of courses within 10 hours of each other in duration, then :-

10	under	10
23		10 - 19
15		20 - 29
23		30 - 39
8		40 - 49
Nil		50 - 59
1		60 - 69
3		70 - 79
2		80 - 89
2		90 - 99
1		100 - 109
1		110 - 119
2		120 - 129
Nil		130 - 139
2		140 - 149
1		170 - 179

From this, it is shown that only 23 of the courses are over 40 hours in duration and that 71 are under 40 hours.

Both the size of the course and the ratio of Social Services staff to other students was asked to get some idea of the style of instruction and the emphasis on the particular problems of the Social Services Manager. Of the internal courses already mentioned, 51 are run for Social Services staff only. The courses are well spread with most Authorities offering

a range of courses, some for Social Services only and some for mixed staff. Four of the Authorities that responded failed to give specific answers to this question and a further 6 only second people to centrally run courses. Many of the Social Services Management courses are run for the Department by Central staff (see Question 1) but, as will be seen in the next Section, it appears from the case studies that this is usually as a result of a single resource being unable to meet the needs of such a large number of Managers rather than the result of overt policy. This does not, of course, rule out the politics within the organisation as mentioned earlier.

With regard to the part of the question as regards the level of staff on these courses, (a) advertised for and (b) accepted, APT & C Staff salary scale spinal points were requested. This brought a surprising range of replies. It was intended to show how far courses mixed Managers working at different levels of responsibility. Was there a total separation or was it possible for senior and subordinate managers to share the same courses? Also, by asking (b), it was hoped to see if courses were filled up if they did not attract the target group.

The results were so varied, with the answers given in such a variety of ways as to make them unclassifiable, and collation only points to general trends. Only 4 Authorities answered the question as asked, a further 7 gave the student's job title attached to ranges of points on the scale, i.e. AP5, SO (1), PO (1) etc., although, in the latter case, this could be any consecutive five from an eight point range. Examples of other answers that were given are:- Salaried first line/middle managers - all staff in Managerial positions - all levels - nominations requested from Departments and levels vary considerably - experienced staff as advertised and any level of Management position.

Two Authorities failed to give any answer to this question.

The helpful information from this question was that only two Authorities openly disclosed a difference between (a) and (b) and one of these ranged up and one down. However, most of the answers were so vague that they could hide a multitude of sins. This could indicate a 'float and hope' practice in the planning.

Question (iii) was designed to show the pattern of the course and how long the students would be exposed to the course influence. Were the teaching hours shown in 3(i) designed as a big push or a slow drip?

Again, excluding secondments to external award-bearing courses, the length of the courses shown varied from half a day to 26 days spread over 15 months. One programme of 25 days, 2 of 18 days and 1 of 16½ days were also shown. All other programmes were of 12 days or less. The longer programmes are only being used by 3 Authorities and all spread over several months. The shorter courses tend to be in blocks although as the studies in the next Section will show, some are modular or cumulative, so that the total time spent on Management training for an individual employee might reach that of the longer courses. Of the courses shown:-

No. of Courses	Days	Over how long
3	10	1 week plus sets
2	7	4 day block plus 3 day block
5	4	block

No. of Courses	Days	Over how long
1	19	3 x 3 days plus 1 x 10 days
8	2	block
22	5	block
4	2	block
1	4	2 x 2 days
8	1	1 day
9	3	block
2	10	block
5	10	2 x 5 days
5	1	1 - 5 days total usually
1	6	4 + 2 days
2	12 - 14	2/3 day blocks
2	26	1/2 day per week
1	12	2 x 5 days + 4 x 1/2 day
2	3	2 + 1 day
1	20	4 x 5 days plus projects
1	6	1 day + 3 days + 2 days
1	6	1/2 day monthly
1	12	1 day per month
1	18	1 day per 2 weeks
1	18	2/3 day blocks
1	15	1 week blocks +

No. of Courses	Days	Over how long
		2½ day projects
4	2	2 weeks
2	3	1 day x 3
1	3/5	2/3 hour sessions
1	5	1 per week
1	6	4 x 2
1	20	2/3 days every 6 weeks
1	2	1 + 1
1	2/5	Weekly in blocks
1	7½	5 + 2½
1	½	blocks
1	25	2 days per month
1	12	1 day per month
1	5	6/12
1	4	2 weeks

From this information, no pattern emerges. The most popular course not surprisingly, is one week blocks (22 courses in all), but there is no correlation of this information with the subject matter of the courses (course titles were also submitted). The rest, as can be seen, vary so widely that convenience is the most likely explanation, again indicated by the later reports.

(iv) was a question relating to additional time expected for reading and assignments and how much of this time was granted as leave from work. Only 15 of the courses shown were said to require no reading or assignments away from the course, but since 9 of these had blocks of consecutive days and the case studies indicate that the courses are often 'residential', it seems likely that the work set exceeds the stated hours. These courses were only presented by 8 of the Authorities returning the questionnaires and one of these sets work for the other courses shown. All the other courses indicate the need for some additional work but most were naturally vague as to the expectation since it is first always difficult to quantify and, second, a below the line subject to avoid difficulties in commitment, resources and Union negotiations.

Answers include the specific 40 hours plus 10 hours, the fairly specific 4-6 hours, 6-8 hours, 1-2 hours, 3-4 hours, 2-3 hours, about 30 hours, and going down the scale, 4 hours plus evenings per week. The vague to very vague include :- found within job time, found within job time or homework, few hours per month, reading expected, varies from nil to guided work, several weeks, several hours, work related projects are regarded as being part of job and not

homework, varies between students, self development in spare time. With regard to leave, only 9 of the Authorities give anything in addition for courses. The answers again vary from the specific to the impossible to quantify. These were:- All of it - mostly - carried out at work - expected to be carried out at work - work related - study related - negotiable. The majority of Authorities give no extra leave, even where additional course work is expected.

(v) This question related to the replacement of staff in their place of work whilst attending Management courses and was easily answered as the results were almost unanimous. In most Authorities, there is a practice of replacing staff on professional Social Work courses. This is done by recruiting additional staff, making up or closing ranks and supporting resultant overtime. It is true that most of the Management courses are far shorter, but in practice, it should be noted how real the need becomes for additional leave. When asked the question about replacement staff, all Authorities answered 'No', although one Authority went on to say that some key residential staff were replaced, and another replaces for the CSS Special Unit option in

Management, but this is really in the Social Work professional training basket.

(vi) This question, regarding the frequency of the courses, was asked to get some idea of how far the courses were contributing to meeting the needs of their Departments. Bearing in mind the large number of Social Services staff in some sort of Managerial position, none of the courses submitted could be meeting the needs of but a small percentage of these staff, although the majority needs might of course, be met in some other way. Responses were as follows:-

Frequency in months	Number of courses
1	4
2	2
3	7
4	4
6	34
12	60

One additional answer was a programme of short courses spread over a 3 year period.

4. Please list any Management development activities other than Training Courses:-

Placements

Special Projects

Formal Coaching

Other (please specify)

21 of the Authorities responded to this question in some way although, in addition, one wrote 'do not understand question'.

Under placements, one showed 3 months as part of the CSS scheme and, with the general short course programme one showed two placements as part of the career development programme and another secondments to other posts (occasional). A further Authority said the matter was under consideration.

It is regrettable, although not surprising, that this valuable learning tool is not more widely used, but placements are often difficult to find and arrange and the lack of replacement staff must be borne in mind. More use is made of this effective learning experience in industrial and commercial settings. Two further Authorities ticked the question, but gave no details, and one wrote 'nil'.

Under 'special projects', four Authorities related these to particular courses. Of these, one specified secondment to project work, one to CSS, one to mental health and one to general management development. Of the less specific replies, one stated studies for Polytechnic or University courses, and one to Regional workshops. Interestingly, another Authority showed the special projects as the result of a previous Senior Management programme, where the team still often meets to develop new elements and relate these to specific tasks. Three other Authorities ticked the question, but did not elucidate. Nine Authorities responded to the 'formal coaching' question, although three of these only by a tick and one 'yes'. Of the rest, one related this to the course already specified under the previous two headings, another answered 'supervision', another 'at times' and one with 'action staff development courses'. The last Authority coupled it with the following question, developing the answer thus, 'team building activities - identify groups or teams and exhibited problems are looked at in detail and varying pressures are examined with the group (Social Services Department only)'. This is an Authority using Central Training and it would appear offers an orientation to particular aspects of social work. Under the

heading 'other', twelve Authorities responded to this question, five of which had not responded to any other aspects of the question.

The answers which show no common denominator were:-

Time for work in teams is encouraged,

External courses,

Recent appointment of Management skills trainer to a Social Services Department,

Action learning sets,

Regular 'on the job' supervision, Manager/Manager,

CSS development involving Line Manager in assessment of student/staff,

A few senior staff are supporting the Diploma in Management Studies (2) and Certificate in Management Studies (3),

Management consultancy as agreed with Line Managers - successful new intake,

Monthly Management forums 'teach-ins' for Managers,

Currently being considered in line with Central Council for Education and Training in Social Work initiative. Also development of Team Development Manual. Management development strategy now beginning. Some previous work done, but not very productive. Very little Management support in practice, except in one or two areas. Action Learning Sets, job swaps, project work.

From these answers, it can be seen that there is no evidence to indicate any general appreciation of the value of a learning programme or that the courses are in any way linked to other components of such a programme. That is that the 'on the job supervision' is related to course supervision which takes into account resources and constraints and uses to maximum effect other means of learning besides course attendance. It is again, on the whole, a hotch potch of ideas to embroider courses and there is no evidence to suggest that most have any clear purpose other than 'we need something, and this seems a good idea'.

5. In your organisation are Management Training courses seen as:-

- 1) Important to promotion
- 2) As a priority for staff
- 3) Of high status
- 4) Relevant to job.

These questions were all rated 1-5 on the scale from 'not very' to 'very'.

Also, respondees were asked to comment if any particular staff groups were known to feel differently.

In considering the responses, it must be remembered that the questionnaire was directed at the person responsible for training and that, necessarily, it is their perception of others perceptions. Only 2 Authorities, however, responded with a 5 to each question. Altogether:-

Question 1 scored : 6 x 1, 6 x 2, 4 x 3, 11 x 4, 3 x 5.

Question 2 scored : 3 x 1, 3 x 2, 9 x 3, 8 x 4, 7 x 5.

Question 3 scored : 0 x 1, 7 x 2, 9 x 3, 8 x 4, 7 x 5.

Question 4 scored : 0 x 1, 2 x 2, 8 x 3, 12 x 4, 10 x 5.

Only 18 of the respondees made comments in relation to the question and these are listed below:-

1. Course 1 has been mandatory; not every course

member has been a willing participant. Score sheet
2, 4, 3, 4.

2. Motivating staff to Management training is
difficult, particularly if they have no ambition,
i.e. most Managers in a rural county. Score
sheet 5, 5, 5, 5.

3. Training Section/Senior Managers perspective.
Training has problems in Managers, especially
team leaders/'officers-in-charge', in committing
themselves for training. Some training is made
mandatory. Score sheet - 4, 5, 4, 5.

4. This would reflect mixed response and commitment
in all groups. Score sheet - 4, 4, 3, 3/4.

5. First Line Managers see the courses as of high
status (5) relevance to job (5). Most Senior staff
see it as less relevant etc. Score sheet - 4, 5, 3,
3.

6. Starting to be seen as of high status. CNS
running 4 years. NEBSS only 1 year. Other
Development courses keenly sought by staff. Score
sheet - 4, -, 4, 3, 4.

7. Above has been the culture to date in terms of my experience - this may be changing. As Training Officer, I consider such courses as high status and relevant to job, if done as process managing. Hospital Social Work Departments place high status on such training, Score sheet - 2, 3, 2, 3.

8. Some members of each Management team believe that management training is important to promotion, particularly in the Area Managers and Principal Social Workers (Team Leaders). Score sheet - 3, 1, 2, 3.

As an attempt to assess attitudes, the results of this question are confusing. Besides the respondees to the questionnaire, most Social Services Departments have some Management training taking place and it is, therefore, reasonable to assume that it has some importance, particularly when resources are scarce as at the moment, and the emphasis is on professional courses to improve client care.

To question 'Important to promotion', just over half the respondees rated 3 or below indicating that it is not a valued asset when staff are being assessed for senior posts. 'A priority for staff' only rates slightly higher.

'Of high status' scores slightly higher again in as much as there were no '1's. However, again, just over half scored 2 or 3. 'Relevant to job' scored much better confirming a motivation for the Training Officers in running these courses - over two thirds scored 4 or 5.

There appears, then to be a situation where the courses are seen as relevant and receive at least some scarce resources. They are not, however, seen as being important for promotion, a priority, or of particularly high status by Managers appointing more junior managers. Strange indeed!

6. In your opinion, to what extent is attendance of courses affected by :-

- a) geography
- b) time off
- c) competition for places

The answers to this question were again scored from very much to very little against a scale 1 to 5.

Opinions were sought since accurate measurement of reasons is impossible - there are always adequate excuses. However, a) and b) can to some extent be overcome if motivation is high.

Of the answers studied, only 4 Authorities thought that 5 (very little) was the effect of all these factors. Of the rest 12 scored a, at 5, 8 at 4, 3 at 3, 1 at 2, 1 at 1 and 1 left the answers. To question b, 6 scored at 5, 10 at 4, 3 at 3, 7 at 2, 2 at 1. Question c, 5 scored at 5, 5 at 4, 8 at 3, 4 at 2, 6 at 1. The overall picture emerging shows that only 6 Authorities felt geography to be an important factor scoring 3 or less. 12 scored 'time off' at the same level and 18 felt competition to be significant. This could certainly point to staff being well motivated or, at least, anxious to attend, but the programmes being under-resourced. This suggestion is further explored in the next question.

7 Do existing resources allow you to provide sufficient management training opportunities?
YES/NO If no, please indicate area and extent of shortfall

In answer to this, 26 answered No. Only seven answered Yes, and one of these qualified the answer as 'in mental handicap field'. Of the 'No' answers, 22 gave the following clarifications:-

- 1) Many residential Managers, (over 200) who will have to wait,
- 2) Courses (numbers then followed) need to be more frequent and catering for more of our staff,
- 3) Time, money and relief staffing,
- 4) Training Officer's time. If more available, there would be a resulting shortfall in finance,
- 5) Department is looking to localise its area teams and services. Present resources have not allowed for this development - shortfall approximately £10,000,
- 6) Other M,D opportunities not seen as important,
- 7) Money and staff
- 8) Could do with more resources of time and money,
- 9) No first line training on any systematic basis - no importing of specific management skills. No preparation for corporate role,
- 10) Access to CMS falls short of demand,
- 11) No external day release for DMS etc,
- 12) Need more project/practice related tasks for middle management course,
- 13) Residential staff still involved in basic training and resources concentrated on this. Time and money,
- 14) Not enough commitment to integrated approach,

15) Numbers of staff who wish to attend courses are so great that 'follow up' courses are inhibited by staff and time available (training staff still giving staff their first taste course),

16) Could do with £7,000 more in budget, but also could do with more explicit backing by Senior Management to regard this as a priority,

17) Succession training, e.g. social workers, Deputy Managers., 20 plus.

18) Currently assessing.

19) The whole spectrum of Management training. Only 25% of all Managers have any management training.

20) The majority of people in management have been offered no form of management training.

21) Advanced/degree level.

8) Is the training programme aimed at a) Improvement in the existing job b) contributing to effectiveness in changing role at the same level c) preparation for promotion, d) other (please specify) The course numbers were also requested, so the information could be correlated with other questions as to meeting need.

98 courses were specified by the 31 Authorities in response to this question, and, of these, 85 were shown as category a). Of the 66 shown as category

b), only 11 of these were not also shown under category a). The 22 category c), only included 6 as being for this purpose alone and this was only from 4 Authorities.

Of the remaining category c), 12 were also said to cater for categories a) and b). Three were listed as appropriate to a) and c), and 1 to b) and c). Only 5 Authorities responded to category d) and each of these only listed 1 category or other.

The responses were :-

'personal development', 'responding to staff', 'demands for opportunity', 'integration of management style and aims', 'increase in Department and whole organisation', 'climate for better working relationships', 'dealing with change'.

The first and last reasons were said to stand on their own for a total of 4 courses. The second reasons were said to apply to three courses alongside categories a) and b) in 1 Authority only and for the remaining Authorities whilst shown as applying to all 5 courses, two included a), b), c) and d), two a), b) and d) and one a) and d).

Perhaps the comparative lack of activity in the 'preparation for promotion', is a result of the National policy of all jobs being open to 'outside competition' except in cases of redundancy. The policy would also have influenced the comparative weighting towards 'improvement in existing jobs', since Managers would appear to have to be appointed before they are trained. Departmental reorganisation has become part of the pattern of life in Social Services Departments and yet there is little evidence of this being reflected in training programmes. Perhaps this is why there is such frequent change.

9) Are the courses award bearing a) some b) all c) none If the answer is a) or b), are the awards:- Certificate, Diploma, Degree and is the Awarding Body a Local Authority or a University/College?

Of the responses, 18 listed 'none' and no 'all' responses were given. Fifteen responded with 'some'.

Of these, only two listed Local Authority, i.e. employer certification and, of the rest, there is a mixture of Certificates, Diplomas and Higher Degrees. Only five of the Authorities showed Higher Degree secondments and this is for very few staff.

The certificates are shown as CMS or BEC or any LA or any DSS. Some also include a Management option under their Certificate in Social Service scheme, although level, quality and quantity vary widely, as it is not a 'standard option'. Diplomas are principally DMS although access and applicability are sometimes difficult factors.

It is somewhat surprising to see the paucity in the use of the Award bearing course. It undoubtedly provides a motivating factor for many staff and adds to personal CVs when promotion is being sought. It is true that they would, to a large extent, fail to obviate idiosyncratic curriculum planning or control length of training, but they would lead to an expected level of knowledge and at least contribute to a greater standardisation.

10). How are courses managed? If a Committee, give membership by job title. If more than one system, please describe all models.

This question hoped to clarify some of employer/college attempts at 'partnership' in management training. Within Departments, it was also

intended to give some indication as to where the 'power lay' to change curricula to meet changing perceived needs and in conjunction with Questions 1 and 2 to see how and whether the courses were responding to a Departmental Senior Management corporate view.

Of the Authorities responding to the questionnaire, it is regrettable and may be significant that 5 failed to answer the question, one wrote 'not applicable' and another 'don't understand the question'. Of the more positive answers, many Departments have different systems of course management for different courses on their programmes.

Taking the total of different responses, rather than separating Departments, there is no common or even frequently used pattern apart from those Departments looking to the Certificate in Social Service Management option as providing a significant management input to their programmes, where the Central Council for Education and Training in Social Work has stipulated a Joint Management Committee structure for each scheme.

The single, most frequently stated management vehicle is the Local Authority 'Central Personnel' or

variation of this theme, such as 'Personal Service Division', 'Central Training Officer' or 'Manpower Services Division'. This was shown as sole Manager in 19 cases.

Social Services training staff, either individually or as a Group, were said to manage 15 courses 'on their own'.

In other cases, the Principal Training Officer or nominated member of a section joins a variety of different groups. Examples given are:-

- 1) Training Officer in Senior Management Group
- 2) Internal Trainer, Course Tutor, Consultant, Operational Manager.
- 3) Director, Principal Training Officer, External Trainer
- 4) Deputy Director, Training Officer and College Lecturer
- 5) Training Officer, Area Officer, Principal Officer, Team Leader.
- 6) Training Section and Director of Social Services
- 7) Training Officer, College, County Personnel, Rep. of Social Services
- 8) Personal Services Division, Training Officer, Assistant Director.
- 9) Race Unit and Social Services Trainers

- 10) Assistant Director and Principal Training Officer
- 11) Principal Training Officer and a 'Freelance' trainer
- 12) Assistant Director, Area Officer, Senior Administration Officer, Principal Training Officer, Central Senior Training Officer.

Other answers to this question included tutors, (internal and course organisers), Training Unit staff and College staff, as well as the 'external' courses being managed by 'University' or 'Polytechnic', but no committee structures were given.

Although there is no significant style of course management shown, it is quite clear that the role of the various Departments' Training Sections varies so widely that it appears to function by convenience or someone's, or even a Group's whims.

It may be that this tendency is not confined to Management training but also permeates other activities. This view was somewhat confirmed by the later interviews (see following chapter).

- 11) Do you have a budget heading for Management training? - YES/NO. If yes, a) how is this

calculated and b) what percentage is this of the total training budget?

22 of the Authorities answered 'no' to this question although two of these amplified the answer by stating 'not explicitly'. Of the remaining twelve that answered 'yes', one gave no further particulars.

The answers amplifying 'yes' were so varied that no conclusion can be reached, except that there is no common pattern.

The answers were as follows:-

How calculated?	Percentage of total training Budget where shown
1-.6,000 mainly for fees and CMS & DMS fees	15% of short course expenditure
2- On basis of need then modified according to Departmental priorities	25%
3-In relation to courses proposed/offered	11.5%

- 4-Funded from two sources-
- CMS from Central Training budget, 'Managing Objectives', 14%
- from 'in house' training costs of fees, travelling, subsistence venues etc., Grants obtained from outside sources.
- 5-The sum remaining after certain other priority allocations 1% approx. are made.
- 6-£8,000 to cover fees and subsistence elements 5.7% approx. of external management courses.
- 7-Part of Central Personnel budget for this and other Departments. Not calculated.
- 8-Central Training run by Chief Executive's Dept. has a sum of £10,000 for Management Development As well as centrally run courses and equipment, Departments can get part to encourage

Departmentally based

initiatives.

Not calculated.

9-Need survey (shopping list) .Numbers of staff-
prioritisation of training
steering group.

1st. year- not
yet known.

10-Fees and accomodation
and travelling only

10%

Allocation by Management
course size.

11-As part of staff
development initiative
in mental handicap.

10% of initiative
budget-£10,000
per year

Two of the resposdees who ticked 'no', also, however,
made comments (5 in total) in the calculation column.

These were:-

1 See 8 above.

2 Varies year to year, average £4,000. Calculation
is to fix a term -an agreed sum is arrived at through
decisions with Head of Operations, Director and
Training Officers.

3 Amount required is assessed along with other
assessed training needs.

4 Provision is out of Post Qualifying Budget.

5 Any project is given funding, if agreed, by SMT as needed. Personnel Section courses are free to Social Services.

These answers again seem to reflect the wide variations of perceptions of the importance of management training in Social Services Departments.

The criteria, where any exist, do not indicate the existence of any carefully planned programme for clearly identified staff. The only possible exception to this is where secondment to outside award bearing courses is offered and this, in any case, would only meet a small part of a Department's needs. From the answers given it is, however clear, that in total a vast sum of money is being spent.

12) Are there any issues or concerns you would like to raise about Management Training in Social Services Departments? Please make your comments in the space below.

This question was framed to take account of any relevant situations or developments which were not brought out by the previous questions and to give the

respondent the opportunity to amplify or pass some general comments.

It was with surprise, therefore, that the responses were received both in terms of quantity and content. Of the 32 respondents, 20 completed this question. Since many of the answers give a picture of the life of a Social Services Training Officer and, in many cases, reflect the worry and frustration felt, they are listed below as written, being of particular interest.

1. Yes - lack of follow through into work situation. Much input is still like sand through a sieve.

2. I am less inclined now to favour formalised management courses off site. We feel our next management development activities should concentrate on smaller groups of staff and meeting teams, or true management relationships as a form of networking or organisational development. What happens to this development is the lack of a really clear set of organisational values, though our value statements are clearer than most. The lack of any systematic attempts, structures, to support First Line Managers or monitor their activities. The relative neglect of residential units and the failure of most Authorities to adopt a staff development review/policy. My own priority would be to concen-

trate Management Training resources 'in house' (which is where things really go wrong) although I am also interested in distance learning development and the preparation of potential managers.

3. We have, this year, diverted much of our training budget towards training our own staff, rather than seconding them elsewhere. The idea of management development opportunities in addition to courses is not widely seen!

4. Very early days in the development of our management programme.

5. Main need is to make them a normal part of expectations, made at a particular job level and on appointment level. The present permissive recruitment for most courses only attracts the less needy.

6. Only that it is obviously a neglected area, not for lack of desire, but from the culture in Social Services which concentrates on service provision and updating to meet new professional demands.

7. The Training Section is attempting to develop a co-ordinated Management Development package. This is proving difficult because 1) Senior Managers acknowledge their Managers are often poorly trained but seem unclear of what they expect from a good Manager. 2) Training courses are run externally, e.g. D.M.S., M.A, etc. address a wider context

adequately, but do not turn out a totally well equipped Manager. 3) Managers themselves do not acknowledge their problems/unaware of their weaknesses. 4) Packs/books have been of limited use in helping sort out the task.

8. Dilemma between :- 1) Management per se as it applies to all Departments and 2) Management in particular as it applies to Social Work. It seems important for Social Work Managers to see the common skills required in management, yet it gives them the opportunity to duck issues as not really applicable/relevant to their situation.

9. Even with total backing from Senior Management (without which I would not even think about it!), it is jolly difficult to produce an effective programme and to sort the variety of needs present in Social Services Department staff. Some staff want to be 'told how to do the job', some want to learn to think about a question (our explicit aim on our course), others want more theoretical frameworks from which to choose. We had to bring a bit of the last two but not the first, for some staff this was a disaster because of the difficulty of transfer. We are now doing work projects with staff from similar jobs and this may help.

10. Very few short courses in this area specifically tailored for Social Services Departments.

11. Training has to address the issue of powerlessness head on. If Management workloads are such that time for training cannot be spared, then serious doubt is cast on the individual's and institution's ability to manage and make priority decisions.

12. We found that, when we started some 4 or 5 years ago, we were overwhelmed by the demand and support for management training. Staff are crying out for more, especially social work staff (team leaders) and residential care managers. Professional training equips staff to do their job (sometimes) but leaves the management aspect for people to discover themselves and social services staff are poor managers (my opinion, borne out by observation). Central training by the Chief Executive's Department has a sum of £10,000 put down for management development. As well as the centrally run courses, equipment etc., Departments can get part of their money to encourage Departmentally based programmes.

13. I personally feel most Managers' training should relate directly to the task required on the job and to the personality of the managers in that job, spread out over a period of time. Centralised, pre-arranged curricula in block courses have less lasting effects. Block study and specific skills are useful - e.g.

recruitment/negotiating. Enthusiastic line managers/senior manager support is vital.

14. In running a Management Development programme for the first time, a number of courses/issues have been raised - lack of pre-course appraisal, individual need identification etc. The 'sacred cow' of professionalism by social work trained managers, rather than managers in Social Services Departments (learning styles, different backgrounds, academic skills, need for practise management - self enroll). Need for basic management skills/knowledge and tools before moving into developing the 'person/manager'. Management commitment - line - supervisor - honesty about reasons for being put forward rather than taken as part of an individual programme.

15. Insufficient range of suitable courses available.

16. Management training in this Department is not specifically targetted. It has to compete with a heavily pressurised training budget. There is no transfer evaluation (only a consumer evaluation). Therefore, in my view, there is a danger of wasting money and time on some management training. Some courses have 'feedback' or 'recall' days built into them, but this does not amount to transfer evaluation.

17. Social Services are attempting to develop a management training strategy. Its precise focus, practices and reasoning have still to be determined.

but primarily, it is likely to be job focussed and to use trainers who train others.

18. These replies relate only to management training in mental handicap services.

19. 1:- making management a key priority, which is supported in action terms by senior management. 2:- Belief by managers that their management role is the key role, i.e. their present position 3:- Tunnel vision re all. Management training must be specifically professionally focussed.

Part B :- CURRICULUM PLANNING :

1 - a) Is a staff appraisal system carried out for Managerial staff? - Yes/No. - If yes, :-

1) What is the frequency:- 6 months/1 year/over 1 year?

2) Are objectives set?

3) For what spinal points are assessments carried out?

4) Do these cover the full range of staff in management positions?

1 - b) If no appraisal system exists, how are management needs identified? - Please specify.

Only 4 of the respondents had an assessment scheme in operation, although another had a 'pilot' and a sixth said that one was to be introduced.

Of the four that were running, two gave one year as the appraisal time, one said 6 months, but optional, and the third 'the provision and frequency of the activity varies between Divisions which have evolved their own systems'.

Of the remaining 29 who do not have an appraisal system, 3 left question b) blank and, of the others, no clear picture emerged. One said openly 'finger in the wind approach' and another said 'ad hoc' and yet another 'assumption'. One Authority said that needs were not identified and only one referred to a Staff Development scheme, although another said that a system was being formulated.

Of the others, no clear system emerged and most clustered around 'discussion with the Manager,' 'discussion with various Groups' or 'self awareness'.

In view of the previous answers, this was not surprising, although rather disappointing.

2) How are identified training needs communicated to course organisers? (if by Group or Committee, show designation of members).

Bearing in mind the answers received in part A and to the previous question, it was not surprising that the vast majority of answers fell far short of the 'by formulating clear objectives' model. Only one respondent who has an appraisal scheme had a specific system i.e. 'sent by appraiser to Training Section, Designated line manager prioritises and counter signs course applications'.

Seven respondents failed to provide any information under this question and the vast majority of the others were not specific enough to judge the quality of assistance being used or the validity of the information being passed. Typical of the answers given was 'by discussion', 'staff themselves', 'individual discussion', 'section or team meetings', 'regular meetings with college staff' etc.

3) Are training needs related to course curricula
by:-

COURSE: 1 2 3 4 5 6

- a) Matching to existing course
- b) Developing new courses
- c) A combination

There were different answers to evaluate since they showed the numbers of courses varying from 1 to 8. One respondent did not answer the question but, from the answers to other questions, it was possible to deduce an appropriate response. However, this still showed the 30 Authorities running a total of 139 courses. This figure broken down showed:-

Number of Courses--- Number of Authorities

1	5
2	6
3	6
4	2
5	4
6	9
7	2
8	1

These courses were grouped into the following categories:-

a) 43 b) 38 c) 58

However poor the information on which the work is based, it is interesting to see that 27,34% of the courses were being designed to meet identified needs - (b). A further 41,73% had at least this element - (c). In response to (a), only 30,93% were matched to existing courses.

Also, it possibly indicates the pressures being placed on training, staff who are being placed in situations demanding a considerable personal knowledge and skills and are carrying out a great deal of responsibility without it being recognised or sufficient information being to hand. This undoubtedly has contributed to the type of answer given to some of the previous questions.

4) What is the designation of the employer's representative responsible for the management of training? Are they:-

1st tier

2nd tier

3rd tier

4th tier

5th tier

Who do they report to? :- Are they:-

1st tier

2nd tier

3rd tier

4th tier

5th tier

This question was designed to see the hierarchical position of the officer responsible for management training. It is a commonly used Social Services format and the Directors are looked upon as 1st tier, Deputy 2nd tier, Assistant Director 3rd tier, Principal Officer 4th tier.

Most Authorities have salary grading bands that fit approximately into this pattern. Authorities usually have the Principal Training Officer as Principal Officer (4th tier) although there are one or two that have Assistant Directors (Training) at 3rd tier and some have the top post as a Senior Training Officer at 5th tier.

Some Authorities have the Principal with management training responsibilities and others have it delegated to someone in the team. Again, some Authorities have

the Principal Training Officer responsible to the Deputy Director and others to one of the Assistant Directors who has a range of other responsibilities. Where the former occurs, the Principal often acts with a 3rd tier responsibility but is salaried as 4th tier or sometimes less. As one respondent in this position voluntarily wrote 'I am paid less than a Senior Social Worker or Officer in Charge of a residential establishment'.

This information confirmed the researchers' concern, already developed from experience and their other work on this project. Although Training Officers are ultimately responsible and this probably accounts for many of the answers, it is seldom, except as a speaker, that either the first or second tier appear 'up front' as organisers, since the other work precludes this. The 'general purposes Assistant Director' is prominent in some Departments, but this is usually out of a personal interest rather than it being imposed, or even the result of acknowledged expertise, so that the result might not be positive. It is thought that several '4s' have shown up as '3s'. Experience shows that the most likely true answers, therefore, are 4 to 2 or 1, 5 to 4, 4 to 3, or occasionally 3 to 2 or 1.

In looking at a re-write of the answers, perhaps
Ladbroke's should have been invited as consultants!

The questionnaire provided the following returns:-

2	to	1	-	6	Authorities
3	to	1	-	4	Authorities
3	to	2	-	14	Authorities
4	to	1	-	2	Authorities
4	to	2	-	3	Authorities
4	to	3	-	1	Authority
5	to	4	-	2	Authorities

3 failed to complete.

5) How are the courses managed ?

COURSE: 1 2 3 4 5 6

a) By person or section
(please specify designation)

b) By employer's Committee
(please give designation)

c) Joint Management Committee
(as for Certificate in Social
Service)

d) By Academic Institution
i) Including employers rep.
ii) Excluding employers rep.

This was an attempt to further qualify the answers received from question 10 in part A of the questionnaire. There were the same abstentions from the answer and one said 'don't understand Manage'. Taking the numbers of courses to be represented by the numbers of ticks: -

a) 97 b) 8 c) 6 d) - i) 14
ii) 7

It is appreciated that there is a variation from the figures given in Part B, Question 3, but it is thought that this does not alter the overall pattern and is explained by 'repeat' courses. It has been noticed previously that some of the answers do not add up consistently on the questionnaires with small discrepancies. This is in spite of numeracy being one of the identified management competencies stated by the Management Charter Initiative!

There was a general failure to respond to the request for particulars of the designations in a) and b) but this might have been through space on the form. Thirteen responders specified Principal Training Officer, Training Officer or Staff Development Officer under a) and two of these also mentioned the Planning Officer and the Chief Executives Department. With question b) only 3 responded, two naming the Principal Training Officer and one the Chief Executive's Department. This clearly shows the responsibility placed on training staff, who do not, on the whole, have the status or resources.

6) How are these courses funded?

- a) by contract of course
- b) by In House labour
- c) Individual sessional payments
- d) fees from students
- e) other (please specify)

The responses to this question were as follows:-

- a) 37 b) 64 c) 21 d) 30
- e) None

The difference in numbers between these figures and the responses to Question 5 have come about by double

ticking. For example, a and b, where it is answered 'in house labour', as working alongside contractors, either to enrich or keep the costs down. The interesting question left with the preponderance of in house labour, which fits well into the other findings, is where has the expertise been generated. With the lack of any coordinated programme so far discovered, the question remains as to the background and the priorities perceived of and by the trainers.

The researcher feels, in hindsight, that this would have been another interesting line of enquiry that might be followed up in the future.

Summary

An immediate conclusion to be made from these answers, is that whilst management training is now an accepted part of a Social Services Department training programme, although often the poor relation, there is a general lack of satisfaction with the quality and resources of the present training being offered by Departments. There is undoubtedly a general air of scepticism about the importance that Senior Management gives to these developments. This is in spite of some, though limited, resources and obviously focuses attention on the underlying matters, the implications of which are :-

1. Is it that senior management is so pressured that there is not the space?
2. Most senior managers got there without training and don't understand the pressures involved.
3. Is it mere lip service to give an impression of complexity and efficiency in these organisations?
4. Is it fear of the results?

Key comments extracted from the answers to the various questions are:- 'tunnel vision', 'support in action terms', 'attempting to develop a strategy', 'no transfer evaluation', 'insufficient range', 'sacred

cow of professionalism', 'senior management support is vital', 'Social Services staff are poor managers', 'serious doubt in making priority decisions', 'even with total backing', 'a dilemma', 'do managers acknowledge their problems?', 'a neglected area', 'make a normal part of expectations', 'management development in addition to courses', 'do not seem', 'lack of clear cut organisational values', 'much input is still like sand through a sieve'.

To borrow from social work literature 'People, not Cases', by N. Ragg, (1972), 'Actions do not just happen, they are all performed for a reason, therefore all actions are rational'. In this case, an unsatisfactory situation appears to exist and has done so for some years, in the perception of those responsible and employed to bring about change i.e. 'The Trainers'. The fact that there has been little or no action is an action in itself. The possibility must be considered, therefore, that there is a widespread view amongst senior managers that management training is a low priority and unnecessary, although preaching to the contrary.

From Part B it is clear that objective setting is still rather 'hit and miss', and without appraisal systems and a range of working styles and values, this

is not surprising. Undoubtedly a great deal of responsibility falls on the Principal Training Officers and their teams, and they do not seem to be given the status, resources or training to meet it.

CHAPTER 5

REPORTS ON FIVE AUTHORITIES

Particulars of the Information Collection

This Chapter consists of reports on Management Training in five different Social Services Departments, four of which were visited, and looks at the processes that have been used in establishing, running and developing their programmes. All these Authorities were respondents to the questionnaire, although one of them responded by sending a long report and various particulars, rather than completing the questionnaire. This was the Authority which was not visited. Another of the Authorities featured in this chapter was also of assistance prior to the questionnaire being completed as well as subsequently.

All the information was made available by or through training staff, including one which contains personal

experience. These reports, therefore, each only reflect one perception. Also, some of the information given was fairly general and occasionally cursory. Further, the time available to both the questioners and the respondents mitigated against the viability of 'in depth' case studies being carried out. It is hoped, however, that these accounts give some picture of the life of a Social Services Management Training Officer and give an idea as to the prevalent, even if not universal, attitudes to priorities and practices.

Since the most senior managers in Social Services Departments are the Directors, perhaps some assessment can also be made of their success in relation to management training, bearing in mind the trite and simplistic, but nevertheless useful, view of a manager given by Eric Webster (1967 p.159):-

'There are necessary limits to what the boss should do himself. He has four main tasks for which the final responsibility must rest always with him. They are:

1. Assemble the right managerial team
2. To organise the team properly
3. To set it the right goals
4. To see that it stays on course and at optimum speed.

The Director's role in Management Training is emphasised in the Department of Health Guidelines (1989) reported in Chapter 6 of this study.

Eisner's theory (page 115 of this study) has provided the framework for these small case studies. A descriptive account of each is presented in this chapter and connoisseurship and critical debate have been used as a way of eliciting meaning from the data presented.

Report No.1 - A Large County Council in the South

This Authority is included as a respondent although not completing the questionnaire. A large amount of material was provided which, although not exactly matching the requirements of the questionnaire, gives ample information from which this report has been prepared. This Authority is included as, in comparison with the other Authorities, it would appear to be a well resourced Department, taking co-ordinated and dynamic steps towards a well planned management training programme. As the Principal Training Officer wrote - 'As the team is in a period of intense growth (we have just had six new additional appointments), we are struggling with these dynamics at the present moment, to appear to be unable to do too much retrospective work. As you will see ?shire is attempting to get itself reasonably organised in the management development sphere.' Incidentally, the letter also said that extra funding had been applied for and that existing manual records were about to be computerised.

The Department started its programme in 1977 with an 'effective team building exercise', following which half of them requested further external training. Although these events were followed by various

activities, including 'action learning' groups, needs were first identified by line managers and/or the reluctant were persuaded or directed. The efforts were continued to include residential and day care staffand, in spite of the resentment, the Principal Training Officer says that headway was possible with most, but it is impossible to see how this could have been assessed in the circumstances.

Following a reorganisation in 1982, a management development programme was arranged in consultation with the Management Centre of the local Polytechnic. This programme was modular, with the modules linked by projects. Following this, students were 'offered the opportunity' of a needs assessment with their line manager and a personal development tutor, with needs receiving a priority over the next 2 years.

Whilst this development is clearly stated as a success, such evidence as is available makes it clear that the absence of a central standardised appraisal system makes both the formation and attainment of objectives very 'hit and miss', and this reservation is well known to the Principal Training Officer who specifies the needs in a report, as:-

1. The need to identify the core skills/knowledge

areas of individual management posts.

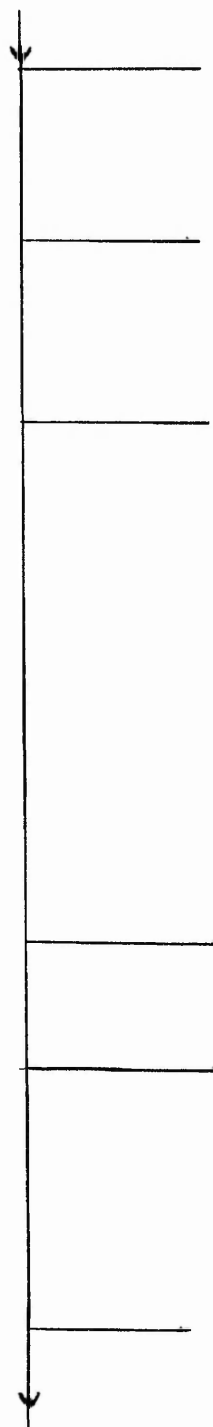
2. To introduce 'audit' against these by individual managers and their line managers.

3. To follow with an 'appraisal' system where the emphasis is on how these skills and knowledge areas are used by individual managers - selection of priorities, the creativity, innovative areas, for example (Choices for Managers - Rosemary Stewart)

A report on training needs for the Department was prepared at that time by a visiting Professor. This emphasised a focus on management. A timescale was set to introduce an appraisal system to all staff groups in 4 years. Further, there was a recommendation that staff should be nominated rather than be self selected and that the concept of mentoring (Clutterback 1985) should be used as an extension of the role of the personal development tutor. However, there was also mention that planned periods of secondment to widen experience should be introduced and that 'high flyers' at the end of a 2/3 year programme should be given the opportunity of undertaking an identified research project, possibly leading to an M.Phil.

A possible pathway was shown and reproduced on the next page:-

Yearly { Ind,audit & appraisal
 Planned development



Preparation for management,
 Management dev.prog.+ Personal dev.tutor,
 Management Modules
 e.g. Team building
 Selection skills
 Discipline "
 Negotiating "
 Appraisal "
 plus use of external short courses,
 Assignment of mentor
 Planned secondment
 Assigned projects
 Assigned research via M,Phil.
 V,selective use of



external courses,
(e.g. Brunel).

One must question the viability of such a scheme. Immediate questions surround the maintenance /change concept (Binstead 1980) and the range and priority of research subjects.

However, it is easy to identify with the Principal Training Officer's' over requests for a wide range of courses that did not appear to be tied in with overall departmental planning or practice, and might have conditions of service implications.

Comments were made such as 'several work-bases have a selection of schemes in operation from peer group evaluation to more traditional approaches - any further delay in devising and implementing a Departmental scheme would result in such multi-foci feedback on training needs that it would be impossible to co-ordinate it into a coherent/overall picture'.

Another of the 'more urgent' needs to be met is shown as:- 'Union structure, role and function of representatives, shop stewards etc. There have been many instances of uninformed perceptions in Social

Services Managers, which could cause a confrontation instead of collaborative approach, to solving workplace problems'.

Relating this study to the decision making processes referred to in Ch.2, this was an attempt at a systematic programme, indicated by the attempt to establish an appraisal system and to tie the training to specific jobs in the Department. However from the expressed urgency to get something running without the infra-structure being in place, makes the 'garbage can' approach the most likely outcome.

Report No.2 - An Eastern County

The Principal Training and Staff Development Officer had been appointed from an Area Management post in 1975 with the task of producing a comprehensive programme of staff development activities. This was to be set up to meet the needs of a large and new Department, following the 1974 reorganisation. The information for this study came from interviews, records and personal experience.

Training for three different levels of management was included in a draft modular Staff Development Programme which was devised to meet the aims set out above, but got lost somewhere in the senior management processes. It apparently surfaced at a Senior Management Group meeting when 'training' was represented by one of five Assistant Directors as at that time it was part of a personnel, research and training group. The outcome was apparently never clear - the Assistant Director who attended that meeting thought that it had become policy and others said that it had been deferred. In any case, as at that time, the whole training team consisted of one Principal Training Officer, one Training Officer and an Assistant Training Officer, who also did all the

administrative work, including finance, the scheme would not have been viable.

The Principal Training Officer at that time recalled that, although having received a brief for a co-ordinated programme, there was intense pressure to show activity by running a large number of courses as quickly as possible, the need being verified by the number of applications received once a course was advertised, and its evaluation by whether attenders thought it had been useful, which often meant whether they had enjoyed it.

The practices and pressures clearly indicated that management courses should be included in the list of opportunities offered as quickly as possible. However, without having trained in management at that time - an application to the Assistant Director was turned down from the view that it was not possible for the P.T.O. to be released - what was offered was a series of day seminars on relevant topics which were mainly information giving. A local University was chosen as the venue since this gave access to various sessional lecturers who were willing to perform on their own campus for a fee and give an artificial status to the programme. Whilst this met some knowledge needs, (in the mid 1970s you could not

fail), it did nothing to change practice or to assist in further development and a further effort was made to establish a more comprehensive programme.

A very helpful Professor, although not in this specialism, advised that, since the organisation had not reached the maturity to enable staff to learn from each other, the best thing was to contract the programme out on the basis that, if it was good, there was spin off credit coming and if it was bad, 'wave goodbye at the station'.

At that time, 1976, the Training Officer returned exhausted to a Senior fieldwork post and the only responses to the resultant advertisements were from two previously sessional staff who wanted half time each, since one of them had a higher management degree and spent the other half time in the private sector. Both these people were duly appointed and the Principal Training Officer was pleased to delegate the responsibility for planning the desired programme of management training.

Some 10 providers of management training were contacted and the eventual choice settled on a Polytechnic that had a Public Service Management

Section and experience in Local Authority, Education and Health Service Management Development.

The result of the negotiations was a programme lasting approximately 18 months and consisting of a series of residential 3 day modules, linked by assignments. It was intended that training would start from the top, which was agreed, although, in practice, no-one higher than third tier ever attended although, by this time, the Principal Training Officer was responsible to second tier and the training team had increased to one Principal Training Officer, two Training Officers, two half-time Training Officers and one Assistant Training Officer, for a Departmental staff totalling about 4,000.

The intention was that this programme would be open to all management staff, including those that managed resources rather than staff, and the role application was carried out by assignments and an agreed project. This programme, which included many styles, including the didactic, experiential and 'action learning' appears to have been successful as far as can be judged, but failed to be as effective as anticipated since transfer of learning was not satisfactorily resolved, perhaps due to the absence

of the holders of the 'top three' posts in the department. A similar finding was made in New York State - (Bresnick 1981).

A Certificate was issued jointly between the Polytechnic and the Department and awarded to those who attended the course and submitted work. The quality of the contributions made on the course or the work submitted was not taken into account. Proposals were, therefore, made to 'up-rate' the programme as a validated Diploma and obtain CCETSW recognition. Unfortunately, this was originally turned down by the Department on the basis that there would be disquiet if more junior staff got a higher award, and that if a 'top up' system was introduced, some of those that already had the Certificate by attendance might fail the Diploma and therefore be demotivated.

As an indication of attitudes towards qualifications held in Social Services Departments, it is noteworthy that the Union NALGO succeeded in forcing the Department of Health and their agents in the matter, CCETSW, to drop assessment of social workers attending 'Approved Social Worker Training' for duties under the 1983 Mental Health Act. All that is required is 'attendance' although such courses are

often submitted by social workers as 'qualifications' and it is known that the above mentioned course has been similarly used,

By this time, 1983, the training team was shrinking again, and now consisted of one Principal Training Officer and three Training Officers, one of which, the lowest graded, kept responsibility for management training.

At about the same time, the Senior Chief Officers' group, which included the Director of Social Services, agreed that, in future, all management training would be the responsibility of the Central Personnel Unit of the Chief Executive's Department. The Social Services, however, apparently kept their course running on the basis that it provided training in Professional Supervision. Also it was decided to offer two shorter courses to cater for first line managers and those awaiting entry to the certificated programme. These were short 'fundamental' courses of about 3 days, and a longer programme based on the CCETSW marketed programme of 1988. This is almost back to the P.T.O's objectives of 1975.

With yet a further reorganisation, it was decided to have another attempt at launching a Diploma, this

time with success, possibly because attention was on a reorganisation and participation in the previous programmes did not appear to have been considered when new Manager appointments were made. Further, training had been put back under a third tier post and linked with inspection, welfare rights, creative activities, domiciliary care, occupational therapy coordination and homes registration. Applications for the course were accepted from staff on the basis of criteria set for the previous certificate, but in this case, the list was vetted by the then Directorate, and only Principal Officers 'with responsibility for staff' were permitted to attend, the rest being redirected on to one of the other programmes. In what seems a strange move, having rejected staff such as their own officers in charge of residential establishments, the authority are now trying to sell places on the course to the private sector of residential care. One of the sad parts of such a study as this is that it has to be 'cut off' at interesting times.

This was clearly an attempt by the training officer to devise a systematic approach to management development which was not resourced and only given lip service to by the Departmental management. It

developed into a garbage can practice with evident
micro-politics in operation.

Report No.3 - A Metropolitan Borough

This Department was first used as a preparation for the research and to gain experience in the techniques of questioning for research purposes and three visits in all were made. The visits were very informative and total co-operation was given by the training team. Access to this programme was via one of the Training Officers who had previously worked closely with the researchers when he had been employed by the Local Government Training Board. He had been involved in the development of the management training programme and suggested the programme which he had inherited in going back to Local Authority work as a useful comparative study. This was particularly welcome as the programme was based on Action Learning, which had not been looked at in detail in operation. Unfortunately, detailed records of the planning process were not made available, even if they ever existed. Further, it was unclear how the students had been selected as there were no records of interviews with the students prior to commencement of the course, or individual specific objectives. The interviews carried out, therefore, 'view on hindsight', which was criticised in the last chapter.

The initial interviews were arranged by the introductory training officer and were with three other training officers and three of the students, who were each seen separately in their own work setting. Of the three students, one was a Senior Administrator, one a Head of a Day Centre for Handicapped and one an Officer in Charge of a Centre for former psychiatric patients. Unfortunately, neither the Director, nor the Principal Training Officer, were available on either of the first two visits. By the third visit, the Principal Training Officer had retired, and the new Principal Training Officer had introduced a totally new programme.

It was never clearly established as to why 'action learning' had been selected as the best vehicle for management development, except that it is a specialism of a local University Business School and a Council policy existed that local educational institutions should be used in training all Council staff.

In view of comments made previously, it was noted that the 'good time' concept, appeared in the course publicity through such phrases as 'wishes to take part', and 'might enjoy the challenge'. Also, the

possibility of new horizons is offered by stating that the unit to be worked with must accept that 'you have a right to be there', although this is modified by 'it is part of the project to persuade them to accept your conclusions and help them with change'.

The Training Centre was on the first floor of a modern three storey block and housed the training team offices and an administration centre as well as interview and seminar rooms, and the action learning programme was one of the few training programmes not run there. The local University Business School was chosen as the venue for this programme.

The Training Officer mainly responsible for the programme was an enthusiast for Reg Revans' 'action learning' but, on questioning, his role was obviously confined to implementation rather than policy making. The view was reinforced that the choice of tutor, venue and method only rested with the 'non available' Principal Training Officer. However, it was said that various staff consultation groups and a staff committee that was made up of senior staff (but did not include training) and seemed to carry power, had reported favourably to the Director who, in turn, appears to have smiled upon the Principal Training Officer.

The interviews with the other Training Officers were interesting in that they shared similar problems to the researchers in identifying 'training need', but they were not directly involved in the management training. There was some scepticism present and it emerged that the Professor engaged in the programme had retired, and was working in a private capacity, which appeared to be against Council policy.

All three students interviewed were extremely co-operative and seemed pleased that they had been thought of. None of them knew why they had been chosen to attend the course. One said that the leaflets were vague and another that she hadn't appreciated that the course was 'management training'. The third thought that it was very good of the Department to arrange the course, as he had no qualifications or previous training and had been in the Department for 12 years. He said, laughingly, that he thought that perhaps he had just been in the passage when they were looking for someone. Unfortunately, further enquiries showed this to be true! All thought that they had been to an 'official' Business School activity as the meetings had been held there and none appreciated the private nature of the venture, it being an example of the internal/external mentioned in the last chapter.

One is reminded of the point made in the last study, where Social Services Departments appear attracted to having 'gloss' on their training without being restricted by regulations and clear standards of achievement.

When asked for benefits derived from the course, all who had participated were enthusiastic but for very different reasons. One said that it was a wonderful experience, having been to the Business School, was interested in meeting other people from the Department and learning of their problems and difficulties. The second thought that the discussion had been useful and that the course might help the chance of promotion as now they knew more people and more about the Department. The third had again enjoyed the discussion and meeting other people in the Department, but the only tangible beneficial experience that he could recall was being addressed by his Christian name by the Professor when out shopping with his family, who were most impressed.

On the second visit, it was mentioned sotto voce that the Councillors had discovered the 'private' nature of the enterprise and that the news had 'hit the

fan'. This could be an example of attempted 'Officer' power over Council decisions.

The Professor concerned was extremely co-operative and promised any further assistance with the research. He said that the programme was now going to be evaluated. He readily accepted the difficulties of 'action learning' in establishing clear standards, objectives and achievements.

The Department had left the programme in a state of suspended animation. 'Yes - very good - but awaiting review before continuing'. When, where, only known to the Principal Training Officer, as was the cost of the whole venture. Since then the Principal Training Officer has retired and a new modular subject based programme is being put into operation.

This was an interesting case to analyse in terms of the decision making processes that had taken place. The general feelings expressed by the training officers towards their programmes were that they appreciated that their were essential elements missing in the information available, but that a systematic approach was to be desired. However, in the management training programme this was presented in

terms of it being a 'Design' model. The end result however was clearly 'Garbage Can' which had been effected by micro and macro politics.

Report No.4 - A London Borough

The information for this study was gathered in one half day's visit to the Borough's Training Centre. It is therefore based on material as presented and impressions gained

The interview was with the Principal Training Officer and one other Training Officer out of a full complement of Principal Training Officer, two Training Officers, one part-time Lecturer and one Consultant in group work. Group work is used as a method of social work and team development. It is a fairly small borough with easy accessibility to courses in the various London educational institutions.

This was an interesting visit as the Authority does not support the 'one-off' course model and tries to tie all training and development into an overall strategy. For instance, the care assistant training has been tied into management development for officers in charge by using a 'sitting next to Nelly' pack, and giving the officers training in supervision. In this way, not only was the supervision improved and the officers appropriately developed, but it was hoped to train 400 care staff

in 2 years. It was admitted however, that some of the supervision offered was 'diabolical'.

At the time of visiting, a lot was still in the planning stage, but the Principal Training Officer was fully aware of the sort of deficiencies which were shown up in the last chapter and had formulated strategic plans to meet the shortfall. During the visit it transpired, however, that the Principal Training Officer had already applied for another much higher graded position with a large county and it was difficult to tell how far the ideas had been incorporated into the Department and how far they provided a good demonstration model.

Individual staff appraisals had been agreed to start later in the year, from the top down, and it was intended that it would be based on a staff development system and would not be concerned with financial rewards or personnel issues. This system would be geared to the needs identified by a 'forward planning/review team', called the 'Planning forum'. This, it was intended would comprise of the Director's Management Team with the Heads of the Planning and Training teams and the Development Officers.

It is anticipated that strategic aims will be related to Client Group Philosophies but that operational plans would have to be reviewed after this year as 'we have only just started'. It was anticipated that the so called objectives would have to be made more specific so that Divisions could make sure that their units of service could have their own appraisals and measure success. It was hoped that homes for the elderly were already into this work and that field work would follow. A question was asked about peer assessments to establish standard equality, but apparently staff had been told that they could 'get on with it' if they wished to but that it was not part of the main stream, although something might be devised in the future.

It was established that 'supervision' should include the clear setting of tasks to be tackled and be target based plus an identification of needs which could be met by training. Outside supervision was arranged from visiting Polytechnic lecturers as a means of improving objectivity. Also, one or two staff had been encouraged to undertake externally validated programmes (M.Phil, etc) with the research linked to planning projects. Some of these ideas had come from the staff themselves.

The Training Section was 'linked' with the Central Training Officer, (Chief Executive's Department), for administration and management training and it was difficult to get the feel of how restrictive this was or might become. It was said not to be a blockage but you 'just had to speak politely'.

Self directed learning in respect of management training has been circulated as being available from a Polytechnic (a different one from that mentioned above), but not much interest has been shown and joint training with other Departments had not included management. Some use had been made of the London Boroughs' Training Committee, but nothing specific emerged. The comment made was 'they will put on more or less whatever they are asked to.'

The Greater London Employers' Secretariat, which is a training organisation for the London area, was currently running two courses:-

1. Management trends (using action sets) for one of the six days of the course.
2. Action sets.

The G.L.E.S. programme is "self oriented, with such components as listening, self development and 'know

thymself". The tutor was said to be a very charismatic person.

It was the Principal Training Officer's stated philosophy that whilst training can sometimes help a bad supervisory network, it could not cure a bad system. As was said 'if it is a training problem we'll do it, if not, we'll still help, but not in terms of shoring up a bad system'.

At present the Department is working towards a management development strategy based on research done by the Department's Management Development Team in defining what they regard as a good manager. Ownership would clearly lie with the Department's Management team.

It was not anticipated that training would be mandatory but that there would be a series of modules on management available, e.g. industrial relations, supervision, action sets. As was said, the idea being that 'If they are not up to scratch book them in for whatever is appropriate'.

The researchers came away with the feeling that, even if the Borough wasn't heard of again, the Principal Training Officer certainly would be.

This appears to have been an attempt at an O.D. deductive approach - the 'Design' model presented in Ch.2, of this study. The planning appeared to be at a fairly advanced stage but it was not possible to assess its' viability or whether it would be fully implemented.

Report No. 5 - A Shire County with Close Liaison
Between Social Services Training and Central Personnel

The management training is run as a corporate venture and the Social Services Senior Staff Development Officer and the Central Personnel representative obviously have a good working relationship, and appreciated the opportunity of discussing some of the problems.

They had experimented with setting up leaderless staff development groups. These had followed a senior staff conference on management when people were invited to take the matter further and about 20 came to a follow up meeting. It sounded quite evangelical! Only one of the resultant groups of about 5 people had really gelled and it had been noted that this was one that had moved fairly rapidly from self assessment into the areas of actual work based problems. These are now inter departmental groups consisting of people who have been on management development courses. It is intended to set up a working party (inter departmental) to look at training matters corporately whilst accepting that different Departments had different objectives.

Centrally, they have been working on a system of profiling and will be introducing an appraisal system across the County for Principal Officer grades. Social Services are already running one for residential senior staff and are now trying to set up a course for appraisers. The appraisal does not touch salary. The senior Staff Development Officer is part of the Principal Development Officer's Section and the Principal Development Officer was apparently on a working party looking at a possible appraisal scheme but the senior management group didn't like it and so the Residential Division set up one of their own.

Central Training have no central training budget, but became quite indignant when asked if they charged other Departments 'over the top' for their programmes in order to create one as this had been known. Apparently, however, a central budget has been asked for, to particularly cover such courses as Induction, First Aid and Administration.

One of the reasons given for the Central Training involvement was the need to ensure that there were no variations in standards of Departments and practices in certain areas of work, such as disciplinary cases. The Social Services trainer said that the priority was

trying to work more closely with the Health Authority and voluntary sector. The point was made that in professional training such as child abuse, variations in objectives and assumptions were apparent which also affected management considerations. The need had been noted to help lower level staff understand the differing professional/management perceptions.

The Social Services trainers had been used increasingly on working parties setting up guidelines for priorities and were involved in training across all professional issues, whereas Central Personnel dealt with such matters as equal opportunities. They do not, however, touch the Education services or offer help to the Probation Service.

There is no Social Services or Central Training establishment and finding venues for training events is a continual problem. Use is made of residential establishments and private accommodation.

The senior management course running at the present time is organised by an 'out County' Polytechnic and is on a residential one week - 6 week project - one week basis. The project is expected to be on an area of work that the manager would have undertaken in any case. In response to a question about Social

Services freedom to run their own courses, it was said that they could but courses should be run corporately whenever possible as resources had to be allocated to the Polytechnic.

It was believed by the interviewees that more organisational 'clout' was needed on training issues generally. Line Managers' commitment was expected to be sought but this was not followed up and after 17 attended a course on student supervision, only 8 took students.

There is a 'lower level' four day programme with associated project 2 days - project - 2 days which was accepted as of limited value but it was all that resources permitted. They looked upon the National Institute of Social Work 6 months management course as an ideal as it brought about change 'Skills-wise and in personal style', but it was said to be 'luxurious'.

Three students who had been on the 4 day course were offered for interview, although one failed to keep the appointment. Student 1 was a very affable and cooperative manager of an Adult Training Centre for the Mentally Handicapped. His project had concerned health oriented workers coming to the Centre - e.g. occupational and physiotherapists. Not only did they

see the Health Authority as their main Authority for work, but had professional rivalries between themselves. He told an amusing story of the issue of mobility aids, where eventually the Occupational Therapists had been able to jubilantly take over the responsibility for walking frames from the Physiotherapists, only to find that the Physiotherapists had retained responsibility for the rubber feet.

The Manager had applied for the management training course from a Departmental bulletin via his line manager. He said that he would like to have spent more time on the 'man management' theme instead of the main theme given them, which had been on change. There is no common standard of how they should operate and there is only about a 40% qualification rate across the county. He had received no formal training on how to cope with his financial responsibilities. As a result of the course, he felt he was a better manager, as he had more confidence and was able to plan projects better.

The second student was the Head of a Childrens Home who had been on the same course as student 1. She too had seen the course advertised in a training bulletin and felt that she should go as she had been

there for 18 months and wasn't quite sure what was expected of her. She said the Department believed that, with something like supervision, everybody wanted to try it out and should be allowed to 'do their own thing' before going on a training course. As a project, she had chosen the design of a booklet for the children coming into her home and their parents.

She felt the main benefit had been to make her secure in her belief that what she was doing was right. Both the Director and the Assistant Director had spoken on the course and the Director had talked about 'time planning', which had enabled her to help one of her staff. She had, however, previously undertaken a management option on the CSS course and a 2 x 2 day course on supervision.

She said they all (the staff group), liked going on courses so that 'even if I wasn't giving it to them, they would be demanding it'. When asked about support from her line manager, she said that she had seen him about the project before deciding on the prospectus and he had made a lot of suggestions that she had found confusing. Since she decided on her project, he had merely asked 'How is it going?' One came away with the feeling of a lack of clarity in

both purpose and scope and wished that one could have stayed longer to assist some very helpful and quite anxious people who wanted to do better and were looking for clearer directions.

This programme clearly the 'garbage can' model in operation. The students on the course were self selected and all had different needs and backgrounds which did not appear to have been investigated. The courses seemed to have been well run although put together mainly by guesswork. The students all appeared to have got something out of the programme and if an evaluation had been attempted it would have scored well on the 'happy sheet'.

Summary

These are reports of the Management Training carried out by the Social Services Departments in five different Authorities. The information has been gathered from reports from the authorities, interviews with organisers and students, and from personal experience.

Referring to the decision making processes described in Ch. 2 of this study, all the training officers interviewed had set out to organise programmes that would meet needs that would be clearly identified, although they attempted to plan these either by the Rational or the Design methods. From the contacts made during the research, it was difficult to tell whether there was any correlation between the senior management styles practised in the departments and the model chosen, as is suggested in the next Chapter, would be appropriate.

However, with the possible exception of the London Borough, where the eventual outcome is not known, all the programme planning appeared end up demonstrating the Garbage Can model.

In each Department the training officers seemed to be distanced from the main management groups, and in most cases their work appeared to have been self-actualised. The repeated message given was that the Departments wanted, or thought that they should have, something, but were not quite sure what or why.

The reports confirmed the impressions gained from the analysis of the questionnaires. These were principally that there has been a great deal of effort and resources put into all these programmes and that the subject of Management Training at least receives regular consideration at senior/middle manager level, but that its importance still has to be established. Also, there seems to be little in depth consideration regarding what should be expected that is different by the end of a programme.

Although all the trainers encountered had a great deal of commonality of view, there was still the general attitude in the Departments that, whilst they should have a Management Training Programme, they would still be alright if they did not.

There was general agreement amongst the training officers that assessments should be made of both job contents and personal performance before the training took place. Objectives should be set for both the

individual and the programme. Further, the programme should include both 'on' and 'off' the job components, the opportunities for widening work experience and time for study.

All the programmes investigated failed to some extent on all these issues.

CHAPTER 6

IMPROVING PRACTICES IN PROGRAMME PLANNING - AN ANALYSIS

Introduction

In the previous Chapters of this study the history and development Social Social Services Departments and theories about management training and development were explored. These have been used to illustrate the decision making processes that appear to be taking place in these organisations.

The field research carried out and the literature and personal experience have been used to illustrate the key issues and apparent problems surrounding curriculum development for management training and development.

This Chapter will attempt to analyse and pull together the information and practices presented so

that conclusions and recommendations can be made in the next and final Chapter.

In reviewing the information given previously in this study and assessing its effect on curriculum planning, a navigational model is suggested as appropriate. The resultant speed and direction of a vessel can be calculated if all the forces acting on the vessel are known. However, in the case of a ship, the destination is known and agreed and the forces of wind and current are quantifiable. This being so, the destination can be achieved by altering the controls of the engine speed and steering, even if delay and extra costs are involved.

If the various forces impinging on the development of Social Services Departments were able to be measured in the same way it would be possible to visualise their effect in terms of a resultant that will show the direction and magnitude of future developments, if unchecked. An assessment could then be made of the probable developments' appropriateness in terms of efficiency and efficacy in the delivery of the services delegated to these departments.

Further, the forces in play on the Departments are themselves variable in terms of their form as well as

strength and direction. It is possible to gain some idea of the apparent resultant, but this does not lead to a clear picture of the causative forces and their direction and hence, fails to show the controls that should be applied and adjusted if an accurate direction is to be achieved in a cost effective way..

In the case of Social Services Departments, their management and hence their management training programmes, the problems encountered in attempting to apply such a model are so great as to make it of little use. As can be seen from the literature and the information gained from the research, Social Services objectives do not appear to be clearly stated. On referring back to the three styles of decision making, clearly the systematic and the design methods of planning require objectives to be set. The 'garbage can' approach, which appears to be the most widely used does not require this component. The experience of the writer has been that there is always an intense interest over the obtaining of resources, even before detailed planning is carried out, i.e. a focus on input rather than output.

Attitudes and managerial practices will need to change, as is mentioned later, as with the

implementation of the National Health Service and Community Care Act 1990, Social Services Departments will be required to publish detailed Community Care Plans annually, including expected outcomes.

In considering these possible controls in this Chapter, it is necessary to take account of other work which is still being or has recently been completed in the same subject area. This particularly applies to work on 'management competencies' in C.C.E.T.S.W.'s proposal for an Advanced Award in Social Work (Bailey 1990), mentioned in Chapter 4, and the Government's encouragement and support (Management Development: Guidance for Local Authority Social Services and Social Services Training Support Programme 1990/91 - Dept. of Health and Social Services Inspectorate). Notice must also be taken of the considerable criticism that has been heaped on Social Services by the 'media'. This has been over both the standard of Social Work and the efficiency of Social Services Departments. Consideration must be given as to whether this is justified and whether an atmosphere of good odour is redeemable or necessary. Further, the National Health Service and Community Care Act (1990) will give totally new responsibilities to Social Services managers and radically change the

content of their workloads. This has serious implications for management training and development in Social Services Departments.

This is spelt out in the 'Policy Guidance' to the new Act (HMSO 1990) which states (para.1.19) 'Implementation will require substantial changes in the role and approach of staff at all levels in the Health Service and Personal Social Services Agencies. With the emphasis on independence and choice for Social Service users, and on quality and value for money in service provision, there is a need for changes in attitude and culture throughout Agencies commissioning and providing care. Staff at managerial, professional and vocational levels must be equipped with new skills and enabled to work in new ways.'

This section of the 'Guidance' goes on to specify new skills and attitudes in 'Assessment and Care Management, planning purchasing and contract specification, service management and delivery, inspection and quality assurance, budgeting and financial management, monitoring and evaluation and the use of information technology.' Further it says that the Department of Health is supporting work to identify the implications of Community Care policies

for the formal training programmes leading to professional, vocational, post qualifying and management qualifications in Health and Social Services and that the Management Development strategies should address the changes in expectations of managers which stem from the 'Caring for people' White Paper which preceded the Act.

The support which is referred to above was given via the Department of Health Local Authority Circular, LAC (89) 17 'Social Services Training Support Programme: Financial Year 1990-91.' Under its aims it states the improvement in both the quality and management of Social Services by increasing the availability of training to relevant staff, and that specifically the proportion of appropriately trained staff should be increased. It goes on to say that in respect of the new sub programme for Management Development 'Authorities are urged to formulate management development strategies which should take account of the 'White Paper' and that overall strategies would be required in due course.'

Lack of Controls

What can be clearly seen from the foregoing Chapters, is the absence of an effective National control system. This has allowed Departments to develop idiosyncratically and as can be seen from Chapter 4, they approach their Management Training in a similarly idiosyncratic fashion.

The intention in the formation of the Social Services Departments by the Local Authority Social Services Act 1970 was given by the Seebohm Report 1968, which preceded the Act (p.8 of this study). It was to provide a unified approach to 'the prevention treatment and relief of social problems'. (Para 139). It aimed to provide a family oriented and community based service which would help families and communities to both identify and meet their needs.

This does not generally seem to have happened, however, as can be seen from the evidence presented to the Griffiths Committee (Report 1988), hence the Community Care Act 1990. This sets out to increase the element of private and voluntary care offered and keep clients in their own homes and communities. It also sets out to provide a client centred service and therefore reflects a feeling that the existing

Departments have failed in achieving their initial aims. This is not surprising when one considers, as has been shown in Chapter 2, that Social Work, as the predominant profession in Social Services Departments, has not achieved a professional position in terms of its knowledge, functions and control of its own behaviours. Hence it also has problems in the generation and organisation of innovative processes.

The independence allowed to Local Authorities as to how they meet the responsibilities placed on them by Central Government, has traditionally been seen as part of the democratic process in this country and traditionally allows services and Departmental structures to be arranged by the County Councils so as to meet local needs. However, in considering the responses to the Questionnaire shown in Chapter 4 and supported by the further enquiries shown in Chapter 5, the approaches to management training in Departments running similar services in similar communities are so varied as not to have any discernable common theme. These variations are not accounted for by the differences in organisational structure, although the fact that these vary widely, even when meeting similar needs, is significant in itself. It could indicate that they follow either

the perceptions of a powerful individual in the Departments or a senior group in the Departments which, if this is the case, from the history of the Departments, shown in Chapter 1, could account for the lack of a consistent training programme, together with the lack of a consistent range of services or organisational structures since these perceptions will all inevitably vary widely as will their personal degree of interest or belief in the importance of staff development programmes.

Social Services Departments, it has been shown, are now very large as well as expensive (p.24 of this study) Although it is not the subject of this study, some evidence has been found to show that they have grown beyond a clear understanding by the Local Authority Committees and hence the Councillor members rely heavily on the recommendations of the 'professionals' in their decision making, including matters of cost and resources (Bayley, 1979). Departments can therefore be found that seem to inculcate a left-wing philosophy and culture, whilst operating under a right-wing Committee. This and a failure to produce the services introduced by the Seebohm Report shown in Chapter 1, have led to the sort of comments contained in the Daily Mail (Prof.

Marsland 5.4.91) under the heading 'Sack the Lot and Start Again'.

This article includes the comment that Social Work has 'allowed itself to become hijacked by extreme left-wing politics'. The article was published as a response to the Orkney, Rochdale and Cleveland controversies, but its roots go much deeper, and it draws attention to the high manpower and salaries which have been shown in this study in Chapter 2. It is stated that the Social Work bureaucracy has continued to expand and seeks to enlarge its powers in expressing the belief that there should be radical changes at Government level. This presumably means that Social Services Departments are seeking more power rather than asking for greater controls to be placed on them.

It is in response to such criticism that a Director of Social Services wrote to the Guardian newspaper and circulated copies of his published letter around the Department via the monthly newsletter. The letter opens -

'Cleveland, Rochdale, Orkney - if Social Services appear to be so consistently wrong, are they to be trusted in any area of their responsibility?'

He goes on to say -

'In my experience, Social Services Authorities are extremely efficient and effective. In Norfolk alone, my Department is supporting 23,000 people, 21,000 at home an example of community care working well. The other 2,000 are in residential care'

(Wright April 1991)

No substantive evidence is given of efficiency or efficacy and the letter is couched in emotive terms. There is no mention made of the proportion of clients shown that are in fact supported by the private and voluntary sector. Neither is mention made that his Department has an annual budget of about £50M, a staff of about 4,500. These staff include a management team with about 100 staff having salary scales and costs exceeding £20,000 p.a., which is higher than a figure scorned at in the Marsland article.

These figures are not of themselves intended to discredit the claim of efficiency and effectiveness but they do indicate that assessment of success is a complicated procedure.

To summarise what has been presented so far, there exists a Nationwide coverage of large Social Services Departments demanding large resources. The 1990 N.H.S. and Community Care Act increases the legislative responsibilities and expectations placed on the Departments. However, preventative as well as therapeutic services are provided, which are even more difficult to quantify. Social Services Departments exhibit the problems associated with human service organisations in general. Also the Political nature of Local Government brings about variations in resources and priorities. Alongside these issues, workers in the service have not achieved a professional status and are not necessarily well trained. These problems make the management of the Departments very difficult. Since there is no detailed National control system, a range of management styles and structures have developed which are discussed in the following section.

Management Style

It is suggested that the management styles reflected in the planning of any management training programme are those which function within the respective department. From the research and observation

carried out, these can be shown as falling between A and B on the linear model presented below:-

A (Laissez faire)

B (Bureaucratic)

Statutes and general



Philosophies



Individual interpretation



Local Selection of priorities



Structure to implement desired practices



Individual workers interpretation of role as expressed in how they deliver services,

Clearly defined role and functions



Policy



Priorities



Structure



Local variations



Job specifications

At one end of the scale the concept of the agency is 'there are the responsibilities, there are some of the things we could do, this is your district, area, team, client group etc., get on with it'. Quality is then determined by how many complaints/congratulations are received, the responses are 'off the cuff', and actions are the politically expedient.

On the other end is the structured approach, where responsibilities are used as the basis for objectives, and these, in turn, are broken down into tasks and manpower appropriately appointed.

In relating this model to the decision making processes referred to in Chapter 2, the 'A' organisation would seem to lend itself to the 'Design' approach and the 'B' organisation to the 'Rational' approach.

In a highly political and value laden service, such as Social Services, both these highly simplified models which could be seen as 'laissez faire v bureaucracy' have their merits as on one hand local initiatives are not stifled, and local services can be made to meet local needs whilst on the other hand, however, it is easier to discover how priorities have

been ordered, money spent, and staff time and skills utilised. The 'bureaucratic' however, has the problems generally associated with bureaucracy such as inflexibility, and meeting the general rather than the particular. In practice, no organisation fits one end or the other and many function as a mix, although more seem to tend to the A model than the B which is not surprising from the information considered in Chapter 1 and earlier in this chapter.

Neither of these types of organisation preclude the 'garbage can' practice which seems from the field research for this study, to predominate.

In these A cases, there does, however, often appear to be a tendency for authorities to claim the second B approach as they want to be seen as efficient and putting all resources to client need, whilst in fact, practising A. This is similar to the findings by the writer in groups of social worker Managers and Trainers playing the McGregor (1960) X and Y game. They perhaps compulsively see themselves as theory Y and their answers indicate a Y response in terms of professional perception, even if their conversational responses and known practices tend towards theory X. Those whose answers tend towards X show feelings of guilt at having underlying negative views of human

nature, although this negativism would not be surprising considering the types of social work cases that many have experienced.

One must consider why many Social Workers consider police to be authoritarian and even brutal whilst they consider themselves as remaining totally positive and 'wearing white hats', particularly bearing in mind social work behaviour in the case of the Orkneys, Rochdale and Cleveland mentioned earlier. Police Management Training was considered in Chapter 2.

Mintzberg (1983) has defined five basic designs of organisations which he has named as :-

- 1) Simple Structure
- 2) Machine Bureaucracy
- 3) Professional Bureaucracy
- 4) Divisionalised Form
- 5) Adhocracy

He maintains that for all organisations, one of these five predominates. The key to which one predominates he gives as:-

- 1) Simple Structure = Managing Director or Chief Executive
- 2) Machine Bureaucracy = Technostructure, which

includes training, research and planning

3) Professional Bureaucracy = Operating Core e.g
Doctors and Nurses

4) Divisionalised Form = Managers of managers -
between 1) and 3) on this scale

5) Adhocracy = Support Staff, particularly Research
and Development

It is difficult to slot Social Services into any one of these models. The writer has seen elements of all these operating somewhere at sometime, and the situation can change quite rapidly. As has been pointed out previously, social workers have been the strongest influence in the development of the Departments, but as has also been pointed out, social work has not established a professional status and is difficult to see as a 'key' in Mintzberg's terms.

At this point, it seems appropriate to introduce a comment from papers handed out at various seminars and courses by Professor Derek Newman (1973/74). His note on professionalism heralded 'competency' assessment referred to in Chapter 2 and again in this Chapter. Newman's note is presented here in full, since the writer has not found a record of its publication, probably because Newman, of Nottingham University, who ran 'the Centre for Organisation

Analysis', at Fulmer in Berkshire, was killed in a boating accident in the late 1970s:-

'Professionalism seems to be to do not only with the generation and possession of a certain content or area of knowledge and expertise, but also with its competent use, the term 'competent' being employed in its widest sense. It appears thus to contain three main features:- The first is that of knowledge, of the content or 'technology' of the profession; competence in this and its application is a sine qua non of professionalism. The second is also of knowledge, but of a different kind - knowledge of the context or environment within which the first kind of knowledge will be used. Without this second kind of knowledge, the first kind cannot competently be used. The third is that of the stance of the person practising in the profession.

By 'stance' is meant the way in which the person relates with the previously mentioned features of knowledge. A professional stance involves a sense of accuracy, honesty, integrity, comprehensiveness, lack of prejudice and a recognition of personal fallibility.

It follows, therefore, that adequate and proper professional education, however and wherever it is carried out, should be concerned with each of these features, and that the professional person should evince each of them in his or her work.'

In relation to the training function, he wrote:-

'If an organisation is to benefit from being such, then to some extent it must be able to operate as a cohesive whole. There must be some general organisation structure and some general philosophy and style of working. In achieving such a state, there are two important requirements - that senior management has development policies or views about such issues, and that a training function exists and reflects senior management's policies and views by communicating them, explaining them, interpreting them, and challenging them since they cannot be 'right for all time'.

Thus the people concerned with the training function must be in direct contact with senior management's way of working and thinking. They must also however, be understood in that their questioning and challenging of senior management's views is not automatically 'disloyal', and they should have

sufficient contact with outside thinking to enable them to relate their own management's views with others; without this understanding and outside contact, the training function will merely reinforce conventions within the organisation rather than communicate them, explore them, interpret them and be a major factor in their proper evolution.

These quotations have been given as not only did Professor Newman have a great effect on the writer's thinking at several meetings at the time of Local Government reorganisation, but they are particularly pertinent when considering the lack of clear professionalism in Social Work, the way advancement is awarded in the organisations and the way that loyalty might be perceived, and hence the difficulty of the training function even at a time when change is being called for with the implementation of the National Health and Community Care Act.

The question of loyalty/disloyalty, looms large when there is a question of change. A Director of Social Services (Authority G in Chapter 4), recently wrote to staff regarding very heavy budget over-spending for 90/91 and one possibly even higher for 1991/92. A series of decisions were listed in his memorandum, which were said to be not open for discussion and

included the information that the training budget would be reduced back down to its base target, there apparently having been an increase given previously. Obviously this is going to mean significant reductions in provision and it is understood that the Departmental Directorate are going to determine the priorities but on what basis does not appear to be clear. It is understood that charges of misconduct will be levelled against anyone who breaches the instructions or expresses their feelings to clients. The reason has been given that clients might become anxious but since clients are also part of the electorate in a democratic system, they have a right to know 'what and why'. This could be seen as giving further examples of the lack of social workers' professional status and criticism being seen as disloyalty to the organisation. Also it could be yet another example of 'Officer' power over the Councils, although it is believed that in this case the Director has agreed to meet any management group that wishes to discuss the situation.

Where the approach to organisations seems to be A rather than B, it is suggested that an indicator of style is to see the role played by the internal services of Planning, Research, Service Development and Staff Development. These are areas which must

have a particularly high prominence with resultant status and inclusion in decision making groups if Model B is to function effectively. If decision makers, who are ultimately the Councillors, are going to be presented with all the relevant information, put objectively and digestibly and Departmental Senior Management are to take a relevant course of action, it is clear that research regarding social and demographic trends must be regularly reviewed, as must the effects of any new legislation or Departmental reorganisation. Further, statistics must be translated into usable information and built into plans for the growth, change or re-prioritisation of services. It is not unknown for plans to be presented merely giving the result of a cut in budget, such as the closure of a home for the elderly, or the Home Help Service, rather than other more politically acceptable cuts, from the point of view of the local electorate. Also, since the quality of the services in a human service organisation is going to be dependent on the knowledge, skills and practices of its staff, and therefore, in the way they have been developed, it is necessary that not only must plans be drawn up if change is to take place, but they must be implemented before the organisational changes are put into effect. So often in the research, associated with

this study, and the responses to enquiries and information collated since, indicate very low attention to these sub-specialisms which, in turn, suggests that their work is also almost cosmetic.

Of course, depending on whether the Department tends to be A or B will depend the curriculum for Management Training in not only the content, design and style of delivery, but also the behaviours one wants to see emerging if the objectives are not to be limited to only knowledge and skills development and an effective human relations programme is going to be produced. The nearer one is to A, the more the 'self directed' study and the personal selection of options (or even whether to undertake the programme at all).

The nearer B, the more 'options' become 'directed alternatives' and the student is set clear organisationally defined targets in terms of specific knowledge, skills and practices.

At this point, it seems appropriate to introduce a comment from papers handed out at various seminars and courses by Professor Derek Newman (1973/74). His note on professionalism heralded 'competency' assessment referred to in Chapter 2 and again in this

Chapter. Newman's note is presented here in full, since the writer has not found a record of its publication, probably because Newman, of Nottingham University, who ran 'the Centre for Organisation Analysis', at Fulmer in Berkshire, was killed in a boating accident in the late 1970s.

'Professionalism seems to be and to do with, not only with the generation and possession of a certain content or area of knowledge and expertise, but also with its competent use, the term 'competent' being employed in its widest sense. It appears thus to contain three main features:- The first is that of knowledge, of the content or 'technology' of the profession; competence in this and its application is a sine qua non of professionalism. The second is also of knowledge, but of a different kind - knowledge of the context or environment within which the first kind of knowledge will be used. Without this second kind of knowledge, the first kind cannot competently be used. The third is that of the stance of the person practising in the profession.

By 'stance' is meant the way in which the person relates with the previously mentioned features of knowledge. A professional stance involves a sense of accuracy, honesty, integrity, comprehensiveness,

lack of prejudice and a recognition of personal fallibility.

It follows, therefore, that adequate and proper professional education, however and wherever it is carried out, should be concerned with each of these features, and that the professional person should evince each of them in his or her work.'

In relation to the training function, he wrote:-

'If an organisation is to benefit from being such, then to some extent it must be able to operate as a cohesive whole. There must be some general organisation structure and some general philosophy and style of working. In achieving such a state, there are two important requirements - that senior management has development policies or views about such issues, and that a training function exists and reflects senior management's policies and views by communicating them, explaining them, interpreting them, and challenging them since they cannot be 'right for all time'.

Thus the people concerned with the training function must be in direct contact with senior management's way of working and thinking. They must also

however, be understood, in that their questioning and challenging of senior management's views is not automatically 'disloyal', and they should have sufficient contact with outside thinking to enable them to relate their own management's views with others; without this understanding and outside contact, the training function will merely reinforce conventions within the organisation rather than communicate them, explore them, interpret them and be a major factor in their proper evolution.

These quotations have been given as Professor Newman had a great effect on the writer's thinking at several meetings at the time of Local Government reorganisation. Also, they are particularly pertinent when considering the lack of clear professionalism in Social Work, the way advancement is awarded in the organisations and the way that loyalty might be perceived. This contributes to the difficulties with the training function even at a time when change is being called for with the implementation of the National Health and Community Care Act.

The question of loyalty/disloyalty, looms large when there is a question of change. A Director of Social Services (Authority G in Chapter 4), recently wrote

to staff regarding very heavy budget over-spending for 90/91 and one possibly even higher for 1991/92. A series of decisions were listed in his memorandum, which were said to be not open for discussion and included the information that the training budget would be reduced back down to its base target, there apparently having been an increase given previously. Obviously this is going to mean significant reductions in provision and it is understood that the Departmental Directorate are going to determine the priorities but on what basis does not appear to be clear. It is understood that charges of misconduct will be levelled against anyone who breaches the instructions or expresses their feelings to clients. The reason has been given that clients might become anxious but since clients are also part of the electorate in a democratic system, they have a right to know 'what and why'. This could be seen as giving further examples of the lack of social workers' professional status and criticism being seen as disloyalty to the organisation. Also it could be yet another example of 'Officer' power over the Councils, although it is believed that in this case the Director has agreed to meet any management group that wishes to discuss the situation

The Assessment of Management Competences

In Chapter 2, attention was drawn to three models of decision making and reference was made to Competence Based Education and Training as being a rational process. It would therefore seem to operate more easily in the 'B' type of organisation referred in the previous section. It could work in conjunction with 'Design' decisions as long as standards were maintained and universally applied. It would however seem impossible to operate in a 'Garbage Can' environment.

As was also shown in Chapter 2, the new National Vocational Qualifications will be awarded against competence criteria, and it was, therefore, logical that this system should be used with regard to management training and assessment. Whilst it is intended that the NVQ levels will develop beyond the level 4 (sub professional), management is in a position in some ways comparable to social work, for it is part of many people's jobs and has not yet achieved a true professional status on its own.

At a West Midlands Regional Management Centre Conference (1989), it was pointed out that 'competence encompasses organisation and planning of

work, innovation and coping with non routine activities. It includes those qualities of personal effectiveness that are required in the work place to deal with co-workers, managers and customers'.

This statement incorporates many 'Management skills' as does Level 4 of the N.C.V.Q, which relates to :-

'Specialist or supervisory activities, including design, problem solving and planning.'

Where then does this leave management training in general and in Human Service Organisations and Social Services Departments in particular?

As was shown in Chapter 2, the new National Vocational Qualifications will be awarded against competence criteria, and it was therefore logical that this system should be used with regard to management training and assessment.

As was stated earlier, it is intended that the N.V.Q. levels will develop beyond the level 4, it is at present difficult to see how M.C.I. and N.V.Q. levels are going to be compared.

The project was introduced by Bailey as 'to consider management competencies required in Social Services Departments and the possibility of developing programmes of study and practice that might lead, if desired, to an advanced award in Social Work, to be offered by the Central Council'.

In his introductory circular letter, it was interesting that Professor Bailey writes 'the specific aims of the project were, 1) to establish a range of management competencies at advanced levels in personal Social Services and which are consistent with the Management Charter Initiative and 2) to provide these in ways acceptable to employers and employees, CCETSW and CNAAs Credit Accumulation Transfer scheme (CATS),

By definition, an Advanced Award in Social Work would bring it within the Central Council's category of Post Qualification studies (PQS), for which CCETSW have only previously given recognition to existing holders of CCETSW awards, i.e. the Certificate in Social Service and the Certificate of Qualification in Social Work, or their predecessors. No Certificate has previously been awarded. CCETSW are now proposing to establish an Advanced Award in Social Work which will

be certificated by them. The intention of this project was to establish the management competencies which will be commensurate with such an award and the final work was published in February 1990. The project was undertaken in collaboration with representatives from CCETSW, the CNAA, the Local Government Training Board (now Management Board), the Training Agency, the University of Hull and a consultant Director of Social Services.

In view of the evidence submitted in the previous chapters of this study regarding the lack of uniqueness in Social Workers values and the inappropriateness of using them in assessing Social Work performance, it is surprising that Bailey (p.5) defines the concept of competence in Social Work Management as referring to knowledge, understanding, values, skill in performance. He goes on to quote the Training Agency definition - 'the ability to perform the activities within an occupational area to the levels of performance expected in employment'.

As has been shown, Social Services Departments vary considerably in expected levels of performance, and the Lead Body has called for a move away from values assessment (CCETSW Conference on NVQ, Newmarket 1989). Also, the findings of the Barclay Report as shown in

Chapter 1 of this study, showed that social workers are almost obsessed with values which are not reliably based or consistent.

The Bailey project did not start until July 1989, and as Bailey comments, the summer months of July and August effectively reduced the time for the survey by 2 months. Further, the team did not start by assessing where people were, as was attempted with the research with this study, but instead assessed their reaction to the aims, which were - 'to establish a range of management competencies required at advanced levels in personal Social Services and which are consistent with the Management Charter Initiative (MCI) - to provide these in ways acceptable to employers, CCETSW and the CNAAs Credit Accumulation and Transfer Scheme'. These were a re-write of those given in the introductory letter to the project and shown on p.241 of this study.

The Local Government staff Union, N.A.L.G.O. has always strongly resisted any requirement for the re-assessment of staff. Also, the levels of performance and knowledge and skills vary considerably between the holders of the same social work award (Ch.1 p.14 of this study and below). CCETSW, as an Awarding Body, approve a course as meeting their criteria, which in

many areas is not specific or mandatory, since there is not a National curriculum. Also, the conditions of entry for mature students, i.e. over 21 or 23, depending on which of the two Awards, is being undertaken, is left to the course, or scheme in the case of the CSS. Whilst external assessors are appointed to schemes, standardisation does not seem to have been achieved, and, in the case of C.Q.S.W., many of the education establishments running CCETSW accepted programmes, offer academic awards which reflect variations in levels. For instance, some courses are 1 year with related degree or diploma entry, others are 2 year with unrelated degree but still, in practice, very happy to take students qualified for 1 year entry. There are also 3 year and 4 year degree programmes. Some of the Post Graduate programmes award Diplomas, some Certificates and some Master's Degrees.

Bailey picks up this point (para.7.9), but even his lowest classification for a CQSW Award ('say a Dip H.E.) would not apply to many who have been receiving the CQSW since 1969. He notes, however, the CSS as being seldom, if ever, an H.E. Award.

It is not surprising that the Head of an Area Health Authority, Psychology Department remarked to the

writer some years ago that 'with most professions there are variations in performance but one can rely on a common area of knowledge and skills, but with a Social Worker, the only way of finding what they know and can do is to go out with them and watch their performance'. Interestingly, this was before CBET came into prominence but it would fit very well into the concept of performance criteria.

What needs to be established, however, is a consistent expectation of standards at an appropriate level. This, of course, poses the question as to what is appropriate. A competence signifies that someone is competent and it should not, therefore, be possible for one person to be more competent than another at an agreed level. Care must be taken when assessments are made, that they are as objective as possible and not 'good if we like them and bad if we don't'. This is a particular danger in the personal Social Services, which was reported many years ago by Ms. Whitehorn in the Daily Telegraph who, writing about Social Workers, said that the practice and powers were 'authority if they liked them and authoritarian if they didn't'.

Bailey, therefore, proposes an 'intermediate' award which, if achieved, could be continued at a Master's

level. Further, Bailey suggests that CCETSW adopts a similar pattern to Universities and Polytechnics in admitting non graduate students who can satisfy the Institution regarding their achievements and ability.

In Bailey's study, 121 questionnaires were sent to colleagues from 17 Agencies, which included the 7 which were visited. It was said that these Authorities had all agreed to take part, yet only 74 questionnaires were returned (61%), although it was said that 94% of the respondents had agreed with the propositions. The interviews were from a wide range of levels and branches of service. Team Leaders, Area Leaders, Personnel and Training Officers (including Assistants, Deputies and Directors), Staff were said to be from field work, residential and domiciliary care, disability, elderly, administration and finance. Bailey comments (p.3), on the number of participants being less than would have been preferred, but the writer questions his assertion that sufficient issues were highlighted to warrant the subsequent conclusions. It is accepted that the response rate was higher than that for the questionnaire related to this study, but it was with a much narrower field, and to some extent with a rehearsed audience. Further, the writer questions the statement (3.21) that most employees are not

professional social workers as being misleading, as in talking about Managers, one is automatically considering the 'Officer' grades. By far the majority of Senior Staff hold a Social Work qualification. Since the acceptance into this category of the CSS, the only major exceptions will be amongst the Administrators and 'manual workers' e.g. Care Assistants and Home Helps. These latter posts are often part-time, but even these could be included in some lower levels of management training, bearing in mind one of CCETSWs other plans, which is for a Certificate in Social Care, as being a lower qualification in its own right, or an 'intermediate' towards a full qualification.

The Bailey Report makes reference to cost, but no attempt has been made to quantify this. CCETSW has always insisted on students being totally released from work during study, which has invariably meant replacement. The writer estimates that well over half the likely students would require to start with the Intermediate Award and costs are, therefore, going to be unacceptably high.

There are many misconceptions at the present time about CBET and how assessments will be made, and as can be seen from the 'Insight' research (Chapter 1),

there is a great deal of self-confidence amongst Social Work Managers although many accept that their qualifications compare badly with other professional carers. If it was believed, therefore, that they could merely assess each other's performance and be awarded Masters Degrees, the scheme would be readily acceptable and cheap to run. The reality, however, is very different and the proposals with the present pattern of service delivery would appear to be non viable.

The writer has been for 10 years the Deputy Director of a University validated Mental Health Course, which is recognised as a 'Post Qualification Studies' course by CCETSW and now has a Master's Degree attachment, which has been based on the CAIS scheme. This is coincidental but the experience gained would seem to be particularly relevant to the matters now under consideration. Recruitment has been difficult, the drop out rate has been high, and it is now understood that it is to be replaced by a less ambitious programme leading to a lower Award.

When an Authority was approached regarding implementation of the Bailey proposals, the information was given that the Department was already over-spent and that the proposals were not even being

considered. Verbal contact with the Ministry of Health has revealed that Authorities still seem to be as far apart in their practice and thinking of management development, as they were in the research for this study reported in Chapter 4.

The Future of Management Training

The Bailey recommendations are based on the continued existence of the Council for National Academic Awards (CNAA), which the Government now plans to disband with the Polytechnics being awarded University status. A national validating body would therefore have to ensure overall levels and content of an award, which CCETSW might have to take on alone, assuming their willingness, ability and continued existence.

However, the researched Proposed Management Competencies for Personal Social Services, shown in the Bailey study (p.16 & 35) appear essential to management functioning and should surely be obtained before rather than after appointment. They are reproduced as Appendix 3 in this study. Although they can be obtained 'Post Qualification' this should not be post appointment since failure to obtain the

qualification later will not change the appointment, will lessen motivation and discourage Authorities from allotting the necessary resources for training.

In conjunction with Department of Health circular LAC(89)17 mentioned earlier, the Department of Health issued 'Management Development : Guidance for Local Authority Social Services Departments'. The foreword, by the Minister of State (Health), draws attention to the 'complex businesses which consume increasing amounts of public funds'. Also 'the greater importance in the context of service delivery set out in our Community Care White Paper : 'Caring for People'. The foreword also refers to the background to the 'Guidance' through the Development of Senior Managers within Social Services Departments (LGTB 1988) and the use of the Personal Assessment and Development Package for managers entitled 'Transitions' (ABA Consultants 1989). Further, the 'Guidance' includes suggestions and diagrams, reproduced as Appendix 4 in this study, and showing how to formulate a policy, strategy and a systematic approach for Management Development.

What is unknown at the moment, however, is what effect this advice and financial help has had on Departments. The SSI have commissioned the Institute of Local

Government Studies (INLOGOV), University of Birmingham, to carry out a three month research programme into this question which should report later this year in 1991.

The Department of Health Circular and 'Guidance' called for Social Services Departments to nominate a senior manager to attend National Workshops, and who would have responsibility for Management Development. As can be seen from the research shown in Chapter 4 of this study, this person might easily not be a training specialist or even have had any training in management.

The 'Guidance' is recommending a 'Systematic' approach (p.16), the possible problems of which are shown in Chapter 2 of this study. It draws attention to the importance of a clear lead being taken by the Director and states that 'only the senior management team has an overview of the whole Department and the direction in which it is moving and collective responsibility for the Department as a whole'.

The writer is reminded of a response given by Prof Derek Newman, mentioned earlier in this Chapter, to a statement made at one of his seminars - 'It is impeccable and at the same time meaningless'. The

effect of the statement is to assume attitudes and levels of competence by the Director and members of the Senior Management Team which might not exist. As has already been stated, the Marsland article 'Sack The Lot and Start Again' is not without foundation. With the absence of a clear promotions criteria, assuming 'the cream has risen to the surface' could ossify rather than change situations. Further, in recommending the systematic approach mentioned above, the document also states, 'Whilst the Department of Health expects Social Services Departments to adopt a strategic approach to management development and to develop appropriate policies and strategies, the detail of the approach and content will vary for each Department, according to the needs and context of the organisation and its staff'.

This repeated allowance of 'self determination' which has been referred to earlier (p.227 & passim) seems to have mitigated against setting high standards. During the research for this study, it was suggested to, and at that time rejected by the writer, that this lack of control was not through negligence or blind acceptance of local control, but was a direct government policy, that since bad practice could not be prevented, when it emerged the policy ensured that it was the local Departments that took the blame. This

was recalled when it was noted that the Minister, being interviewed on television over the child care 'Pindown' case (1991), was quick to defend the SSI by saying that it was the local authorities' responsibility to check on practices and that the SSI only checked on the services offered and the use of resources.

Summary

The present Government has focussed attention on Social Services Departments over concern regarding the high and increasing cost of the services and the number of highly publicised mistakes that have been made in the services given. The Government's policy is towards greater and more efficiently run community care, and this in turn points towards more standardised Departments and more National control. This would need to be reflected in the content of the management training and development being offered. The Government for the first time is now offering Departments additional monies for management training under the Ministry of Health, Social Services Training Support Programme. With this grant, the Ministry has stated that that it is their intention to ask for more specific and detailed plans in the future.

In relation to these plans, if objectives are going to be set and their achievement demonstrated, the 'Rational' model of decision making will provide a specific and detailed response in a Bureaucratic system. The 'Design' approach, which is more broad and directional, could still be used to set and achieve objectives in a more 'laissez faire'

organisation, but standards would have to be clearly set, achieved and maintained. Both these models are going to present difficulties for Departments where social work has enjoyed many of the advantages of a professional status, without standards or constraints necessarily being imposed. Also, Trade Union pressure has resisted re-assessments being made or mandatory training being given.

The pressure to function effectively, with the weighting being on the Bureaucratic end of the A - B scale, will be further increased by the use of N.V.Q.'s and C.B.E.F. both to assess managers and as a management responsibility.

However the most common model of management curriculum planning in use at the present time, appears to be the 'Garbage Can'. This is where objectives are unclear or not set, assessments of performance are not made and participation is optional and could be for a variety of reasons

There is no National pattern of service delivery, hence the S.S.I's acknowledgement of local needs in their training guidelines. However, in relation to 'terms and conditions of service', great difficulties would be placed on anyone attempting to give more

responsibility to a member of staff without clear recognition and payment, making on-the-job training even more difficult, as is the opportunity to try people out in management roles. It is also an expectation that all posts will be advertised, making the need for National standards of knowledge and skills even more important. A local orientation could be added 'post training' rather than being incorporated into the basic model.

There have been 'headline cases' on the standards of social work, but there has not been a national enquiry of the type following the Brixton riots, which resulted in the Denning Report on the Police, which directly led to improved Police training in general and management training in particular.

If Nationally agreed policies, are not imposed is only likely to be competition, in terms of recruitment of staff, and pressure for efficiency and efficacy that is likely to bring about a common approach to a high standard in management training and development. The advent of the National Council for Vocational Qualifications has, therefore, a potential for improving what research was showing to be a fairly depressing picture. It will not, however, be implemented easily.

Recommendations in relation to Management Training must be viable in terms of resources, necessity, willingness and ability.

Different Social Services Departments have different perceptions of need and are unlikely to voluntarily accept a standardised and National programme. It would need to be established along the same lines as the police training with CCETSW taking a similar role to the CPU, as shown in Chapter 2.

There is the opportunity to change Social Services culture by the introduction of a Competence Based Education and Training model and the use of the work of the NCVQ., but implementation is going to be difficult if it is likely to upset people's expectations and the existing hierarchy of jobs.

The Management Charter Initiative now sees the concept of a management profession as 'a long way down the road' and Management Training in the Social Services should be seen as an essential post qualification study, possibly leading to a second qualification.

These innovations would inevitably lead Departments into more clearly structured organisations, the B model shown earlier, and the establishment of tangible

and assessable management development programmes with a National commonality.

In an interview with a senior member of the Department of Health, Social Services Inspectorate, the writer asked about the effect of the grant aiding and was advised of the INLOGOV research. The writer mentioned the results of the research shown in Chapter 4, NALGO's refusal to consider re-assessment, the lack of clear promotion criteria etc., and received the reply, 'You have obviously rehearsed the difficulties very well'. It was explained that they had not been rehearsed but had been experienced, a reply which was readily accepted.

This study has not considered the possibility that Social Services Departments in their present form might soon cease to exist with the probable reorganisation of Local Government. It is felt that whatever form the Social Services take in the future, the matters raised by this study could prove to be useful for consideration.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS.

Caution in Planning

A Trainer in a Local Authority or, for that matter, any setting, must always be mindful of viability. In other words, however good the ideas are, not only do the resources have to be present or available, but the attitudes and practices within the organisation sympathetic. Therefore, it is intended that these suggestions will be practical and supported by experience as well as based on an analysis of the material presented. This study has not attempted to establish a curriculum but to go back to the principles by which an appropriate curriculum could be established. This study is, therefore, concerned with process rather than outcomes. A Director of Social Services said to the writer, that it was not worth defining objectives for training as it was all going to change in the near future. It was pointed out, as has been said earlier, that if training was to bring about change, it must have a clear purpose and direction and be at the forefront of any planned

change. Further that it was necessary to have a clear idea of where one was before mapping a clear path to where one was going.

Change in human behaviours seldom happens overnight and any change is often the result of a long and sometimes painful process. It is necessary, therefore, for objectives to be set and the intentions made clear. The argument often put forward, that standardising and clarifying existing practices is unnecessary because of impending change, holds little validity, particularly in a service organisation which is meeting the needs of a continually changing society and where efficiency and efficacy must be of paramount importance. The factor in the Departmental organisation that seems to cause the greatest disparity in and problems with service delivery, is the concept that each area down to parts of Authorities should recognise the individuality of that area and its differing needs - back to Seebohm. In practice, however, this has often been used as an excuse to explain differences rather than an agreed variation from an established organisational plan. For example in Social Services, organisation variations in size of areas and local patterns of service delivery often owe more to the force of individual managers' personalities than the

identifiable differences in demography or social functioning.

In reviewing the case studies, National enquiries, interviews with specific authorities, historical developments and recent projects in an attempt to find some recurrent theme, as has been stated previously, the most significant finding has been that there does not appear to be one. There is certainly widespread interest and, in some areas, this has been translated into considerable motivation and in still fewer areas, a major commitment of resources. These are either overtly in terms of clear budget allocations or the commitment of existing staffs time and expenses.

It is clear from the implementation of the Griffiths Report that there will have to be a shift of emphasis from casework to case management and that this must be urgently reflected in any curriculum that is going to meet the needs of the 1990's.

Since this study was commenced, there has been an increased emphasis on 'devolved management', which is borne out by reference to Innovatory Management Practice in Social Services Departments (LGTB 1989). This however has not necessarily been decided on after a clear analysis of the situation and an appreciation

that the resources, including the knowledge and skills of the managers and the stage in the development of the organisation, make this desirable. This Report followed the 1988 LGTB publication entitled 'The Development of Senior Managers within Social Services Departments'. As is written in the introduction to the second document 'One of its recommendations was that a further document should be published, in order to stimulate discussion on what is possible, provide practical examples of what has been achieved, provide Departments and individual Managers with ideas and stimulate discussion'.

Depending on many factors, including the maturity of individuals and the organisations, discussion may or may not come about. However, as has been made clear earlier in this study, from history, research and progress so far, whatever the reasons, it is inconceivable that the Social Services Departments will come together of their own volition and reach an agreed formula for the content and standards of a National management programme. Also, it is doubtful if any Body at the present time exists with the power to enforce it.

The Department of Health's Inspectorate is primarily concerned with the range of the care services, and

whilst the Department of Health has recently made some provision for financial support for training, most Agencies have seen this in terms of increasing the number of off-the-job training courses, where it is far easier to quantify training in numbers of courses, staff attending etc., than in targeting managerial staff in order to equip them to carry out this work 'on the job'. One of the problems pointed out is that many of the first Line Managers are inexperienced in their tasks and many are either not motivated or, in some cases, not able. If this is the case, it bodes ill for the introduction of an effective and honest staff appraisal system and a sound transfer of learning to take place from the off-the-job learning on courses (see associated research by A. Tolley).

Social Service Departments are likely to become seen less as Social Work Departments, certainly in terms of the percentage of posts requiring a Social Work qualification, with the implementation of the National Health Service and Community Care Act 1990. However, the the majority of staff in management positions are, for the foreseeable future, likely to have been social work trained. This is recognising the fact that the Central Council for Education in Training and Social Work decided that the Certificate in Social Service qualification (C.S.S.), which they had steadfastly

maintained, however illogically, was not a Social Work qualification since its inception in 1975 was, in fact, one after all.

It is difficult to see what the long-term effect of the present phasing out of the C.S.S. and C.Q.S.W. and their replacement with the new Diploma in Social Work is likely to have on future management training and development.

This new qualification had been planned by C.C.E.T.S.W. as the Qualifying Diploma in Social Work (Q.D.S.W.), but this failed to be launched when the Government refused to fund three year training as a replacement for the existing two year programmes. Had this taken place, not only would the qualification have been acceptable in most other Countries, which is unlikely with the present arrangements, but there might well have been some time on the courses for some management training. This now seems impossible if expectations are going to be met of improvements in training in casework practice and assessment techniques. This is not allowing for training in the necessary additional tasks, such as contracting for services for improved community care, that will be necessary by the implementation of the new Act.

The Diploma in Social Work, whilst being still only of two years' duration, is intended to be set at a higher academic level than the previous qualifications and will, in fact, have advanced status. This is to equip it to be fitted into the envisaged N.C.V.Q. level 5 category, but if this is the case, it will obviously be above the needs of many of the present posts and possibly the abilities of some of the holders of the existing qualifications. It will also probably be more expensive. Many senior staff are already talking in terms of seeing this qualification as being applicable to a much smaller range of jobs than the previous two qualifications.

Considering the present situation, however, great reliance will have to be made on 'post qualifying studies', and management training and development would seem to fit clearly into this arena since, where it is deemed necessary for a particular post, a social work qualification is nowadays normally required at the start of one's professional career, rather than once on the managerial ladder. This is also the most likely situation in the future, taking the above information into account.

Having stated the above, it must be recalled that the

shortage of training course places and the expansion of the Departments greatly increased the number of unqualified staff recruited in the 1960s and 1970s, which meant that qualifications were often obtained after appointment and this greatly distorted any training programme, either basic, professional or management. Of course, with the exception of the 1983 Mental Health Act, where new applicants for authorisation as 'Approved Social Workers', now have to be qualified social workers, there is no statutory requirement for a social worker to hold a CCETSW approved qualification, (and this includes the C.S.S.), but merely to be appropriately authorised by their employing Authority.

Even in salary levels, whilst there is a Social Workers Scale in the National Local Government Conditions of Service, these can be varied from Authority to Authority and, even where strictly applied in respect of levels 1, 2 and 3, whilst there was a clear intention that the level 3 workers would be qualified, this has now been breached and it is awarded on the basis of the perceived complexity of the cases being supervised. This, of course presents problems in setting entry criteria for management training and development programmes and in making

assumptions about abilities and existing levels of knowledge.

A further problem in setting standards for Post Qualification Studies, is the social workers' National stance in refusing to accept re-assessment in any area of work.

Although social work is neither a specific science, nor the prerogative of social workers, since it is carried out as part of the practice of other professionals and non professionals, the views and practices of social workers have tended to pervade Social Services Departments, as has been stated previously and the mandatory imposition of an assessed management training programme, Nationally, or even at a local level is unlikely to succeed under present regulations.

A Department encountered in the research programme had refused to introduce a programme which was validated against assessed standards, on the grounds that many staff who had previously attended a course where a certificate was awarded by attendance would ask for re-training and might easily not make the standards expected. Further, since the most senior staff had

now been trained, it was felt that the needs of those with the greatest abilities had already been met, a strange assumption as many of the later entrants to the service and therefore the more junior, had in fact better academic track records.

Another situation was encountered where a Department agreed to the introduction of a validated Diploma course, although at the same time imposing an embargo on applications by all those under Principal Officer grades. Even some of these were excluded and only left with the same opportunity as all other managers, that of attending a voluntary in-house programme. This will effectively prevent training before appointment to a managerial post and since no condition is imposed on outside appointments or promotions, to require further training, the work done so far might easily be diluted. The situation has further been complicated by some staff being seconded to the programme run by the Chief Executives Department on an M.C.I. level 1, without any direct comparison between the two programmes being made.

Change in Society's Expectations.

An unexpected benefit in having extended the period of

time normally expected for a study such as this, has been to see the change in attitudes now expected of employers in general.

At a Conference in Leeds on the 7th February 1989, 'Using Standards for Business Success', which was presented by the National Council of Industry Training Organisations and supported by the Training Agency (part of the Government's Employment Department Group,) the Chairman, John Hillier, pointed out that in 1986 £80 Bn had been spent on training, yet only one third of the employers had carried out any planning in relation to training and fewer still had any system to assess its worth. He thought that now was the opportunity to put training on the same footing as all other business functions. Certainly, pressure is now on to make the most efficient and effective use of all resources in an increasingly competitive world, and it is now recognised that 'people' are the most important resource.

Roger Dawe, Director General of the Training Agency pointed out to the same conference that, although training was now moving to the centre of business interests, approximately one third of employers were still not carrying out any training programme and 42%

of the existing workforce did not see themselves undertaking further training during the rest of their career. This is of particular concern in that 80% of the workforce of this country in the year 2000 are already in employment. Bearing in mind the Europeanisation programme for 1992, Roger Dawe was already reflecting Government policy, when he said that 'our future is dependent on high productivity and high skills'. However, John Fuller, Head of Qualifications & Standards Branch of the Training Agency, in a later address, said that only 33% of the United Kingdom workforce held a trade qualification, compared to 78% in the United States of America.

This realisation of the importance of training has been reflected in the public sector and has been marked in the Social Services by the introduction of training support monies by the Department of Health, mentioned earlier.

The most encouraging innovation has been the introduction of 'competence based education and training'. To again quote Roger Dawe, who said that to obtain top quality people, 'there must be competence based selection and training'. He said that the 1990s should be known as the 'skills decade'.

It is obvious that moving training in this direction is going to change the Manager's role with new training needs as a direct consequence.

Assuming there is a relationship in Social Services between staff qualifications and performance that is held for other organisations, it is necessary to have a belief that Social Services, although there 'to do good', also need 'to do well'.

Although National Vocational Qualifications will not be mandatory, there is the risk to Departments that decide not to implement this scheme, that they could be seen as poor performers in relation to others that have clear indicators of performance. This would be in the itemisation of the tasks to be carried out and an assessment of their staffs' performance in carrying them out competently

This could have a variety of implications on, for example the recruitment of staff. In a Department implementing the scheme, they should be assured of adequate training and an objective and validated assessment of their competencies. The same could well apply to Management training.

A WAY FORWARD - The 1990s

If the 1990s are going to be the skills decade, then changes must come in the Human Service as well as industrial and commercial organisations. These changes will not only be in organisational structure, but also in the predominant cultures. In terms of Social Services, they will also have statutory pressures from changes in function, including the almost immediate implementation of the Community Care Act and the Childrens Act.

This has got to mean training for change. If that change is not only to be in terms of the shape of the organisation but in the managerial styles, attitudes and behaviours of the managers, it must be clearly linked to the concept of competence and resolved in programmes of change. Subsequent reinforcement should include all areas of function and styles of management and ensure that all are complementary. Setting up situations of cognitive dissonance can be easily done at times of change if care is not taken to ensure that all parties are in tune and hearing the same messages.

If a system of NVQ's is going to be implemented in a Department, this will itself place extra

responsibilities on managers. However, in considering the level of management competency required in NVQ terms for working at different levels in the Social Services Departments, it is interesting to note that whilst there are National Conditions of Service and salary scales for many posts, there are quite wide variations in pay owing to different structures, availability of staff etc.,. Whilst there is as yet no linking between pay and NVQ level, this is almost bound to come, and could distort the assessments made.

Competence should be demonstrated and assessed under normal work conditions, or those that are as close as possible to those in which the candidate would work. There is, therefore, no automatic link between courses and assessment. This should 'unhook' Departments from the idea that training is running or attending courses, as a course will have to show that it provides a means of attaining a competency quicker or more cost effectively, which will have considerable implications for Colleges and outside course providers.

Since the objective is change, if the NCVQ scheme is to be used, then it was suggested at the CCETSW

Newmarket Conference (1990), that the concept of 'change agents' applied to the scheme would show:-

1. Change generators:- Training Agency, NCVQ, Lead Bodies,
2. Change implementors:- These were the project groups and those involved in pilots,
3. Change adopters:- Those who take on a ready made scheme.

In practice, all Departments are likely to be change implementors, since the final material is unlikely to be sufficiently specific and is most likely to be in terms of general guidelines. In considering an action plan for the implementation of the scheme, there is no right or wrong way and it is up to the organisation to decide. Some of the factors for consideration are:-

- i) is the Department de-centralised?
- ii) bureaucratic or federal?
- iii) does it have 'mission statements' with aims and objectives at lower stages?
- iv) does it recognise its dependence on the quality and competence of staff?
- v) are aims and objectives prioritised?

It is emphasised that Social Services must 'target' and that clear aims and objectives should come from the Director level (a point made in the SSI Guidelines mentioned in the last Chapter) with instructions as to priorities. External verification can come from an awarding body but standards have to be owned by employers and not by educational institutions.

These are all very much management considerations and implementation of such a scheme assumes a level of managerial competence which might not already exist. The problem then remains on how to implement and how to 'break the cycle of deprivation' with regard to management knowledge and skills.

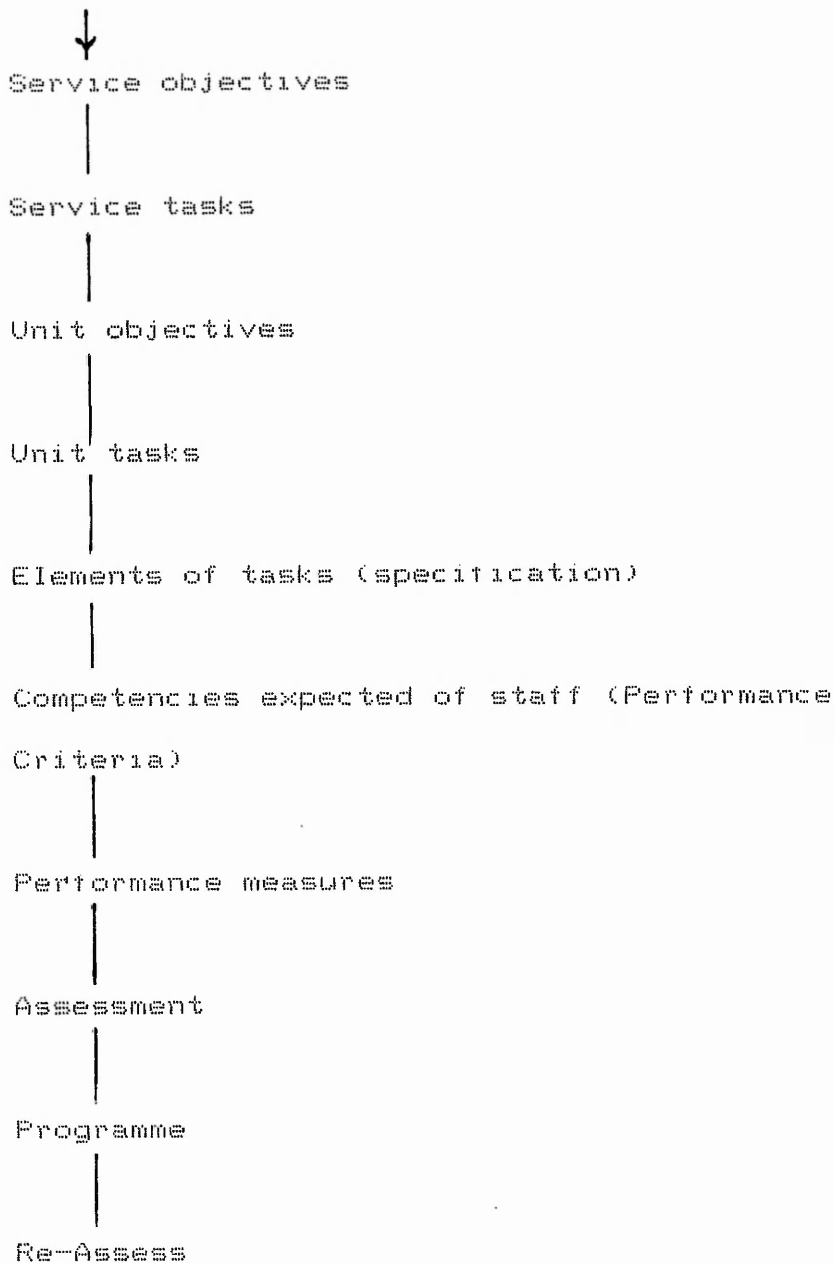
There must be a logical pattern of implementation and the following is suggested. Terms have been used which do not assume a particular pattern of service delivery and although there are parallels to the 'implementation diagrams' reproduced from the SSI Guidelines and shown in the Appendices, they do not make assumptions of the existence of any of the stages and provide a more itemised checklist, :-

Departmental philosophy and mission statements,



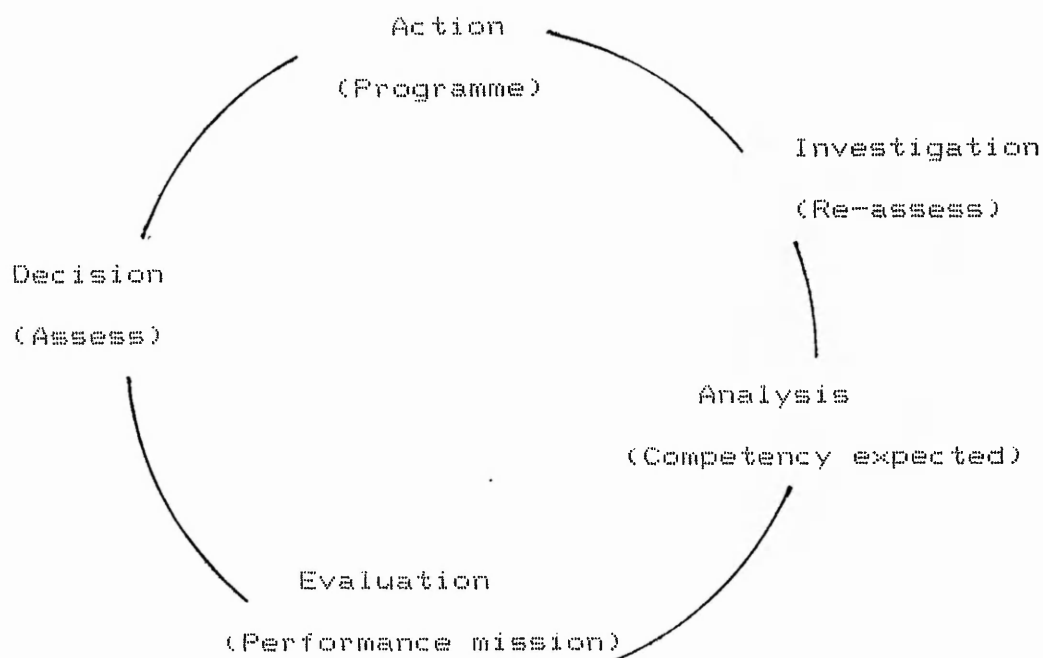
Service philosophy and mission statements,





The final five stages can be seen in terms of an evaluation and a control as demonstrated by Hamblin (1974), when he described the management of training and the 'self-correcting training system' introduced by Rackham, Honey and Colbert (1971). Also, this

model is reminiscent of what is required for a Style B organisation, as mentioned in the previous chapters.



This cycle has the advantage that one can enter at any point but, once in one continues round indefinitely or until the evaluation shows that no further action is necessary. An impossible concept that not only implies perfection, but that it will be maintained!

Summary of Findings and Conclusions

A) It is suggested that the culture of the Social Services is strongly determined by the dominant domain. These domains are said to be Political ('p'

or 'P'), Managerial (administrative) or Professional. It is further suggested that such is the structure and promotion system in a Social Services Department, that senior posts embody all these, giving the opportunity to match the most appropriate attitudes to the tasks in hand, but that, in practice, personality dictates which one takes precedence and that this, in turn, produces the predominant culture. The relative positions of the Personnel, Research, Planning and Staff Development specialisms are guides to the predominant forces.

B. Since Social Services Departments are in a Local Authority setting, they are essentially 'bureaucratic', and this is reinforced by 'grades' Union activity. There is conflict in some Departments between an A model (laissez faire), whilst masquerading as B (clearly defined role), although most Departments fall somewhere along this line, (See Chapter 6 p.236 of this study).

However, whilst the decision making processes regarding the management training and development should be rational and based on a systematic or design model as appropriate, they are frequently 'garbage can' (Ch.2, p.46 of this study).

C. Hamblin's suggestion that whilst an 'integrated evaluation system' was ideal, it was not possible and a 'Woodward's fragmented system of control' was inevitable, might not be true for Social Services. The nature of the services being provided by the Department, the management structure and promotions ladder and the overlap in the many of the jobs being performed, make an integrated system possible. (See Chapter 2, fig.1).

D. Qualifications in the professional/semi-professional area of Social Work should not be cut off from management training and Social Work training does not render management training unnecessary. Further, such training could well be considered as a 'widening' rather than 'heightening' of the existing training. Management may need not to be seen as a higher order of knowledge and skills. There should be a tying of required performances to rank of post as in the Police.

E. Competence based education and training, with the work of the NCVQ, gives a new opportunity for Social Services Departments to 'get their acts together', and introduce a new and logical system of management development.

In view of the above, the following suggestions are made:-

1. Social Services Departments urgently need greater conformity of practices and standards in which management competencies must play a major part.

2. A level of management competencies should be incorporated into each level of hierarchical functioning.

3. There should be a general agreement as to standards expected which will facilitate the mobility of labour and ensure that the most effective use is made of the limited labour resources.

4. Performance criteria should be established and assessed by at least two assessors (? Line manager and A.N.Other). The second assessor could be from another authority and adjoining authorities could group together as 'management quality circles'.

5. Assessment should be made, as far as possible, before appointments are confirmed. Appointments could be on a temporary basis until the necessary competencies have been achieved (including management). This would mitigate against the 'over-

promoted' and the 'under achiever' in terms of performance criteria.

6. The concept of continual development should be incorporated into contracts which would ensure expectation of recognition by both employers and employees.

7. All Departments should have a Staff Development Team (Competency Assessment Team) of sufficient size and expertise to allow individual staff development programmes to be set as necessary to achieve competencies, as well as to maintain performance. They should be trained as assessors and could perhaps form the quality circles mentioned in 4 above.

8. Departments should ensure that groups of tasks forming jobs are clearly set out in terms of job specifications, that job holders are appointed against person specifications, and that the assessment of any gap and competencies not yet achieved are incorporated into conditional contracts. This need not affect continued employment as staff could be held substantive against a previous role where competence had been achieved. This will obviously bring additional costs, but it is suggested, less than

someone with the wrong or inadequate level of competence.

Afterword

As was stated at the end of Chapter 6 of this study (p.271), County Councils and Social Services Departments in particular feel at the moment under threat regarding their continued existence. Undoubtedly, as has been confirmed by enquiry, a great deal of effort is being made on survival. It is to be hoped that Departments will take this and other researches into management training into consideration when trying to establish curricula that will improve their efficiency, efficacy and public image.

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A P P E N D I C E S

APPENDIX 1

Mr. M. Mills
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Mrs. A. Tolley
Assistant Joint Care Planning
Officer,
Norfolk Social Services Dept.
Tel. (0603) 611122 Ext.5020

Date as postmark

Dear Colleague,

MANAGEMENT TRAINING IN SOCIAL SERVICES DEPARTMENTS

There has been a significant increase in attention to management training and development in local authorities since the re-organisation of Local Government in 1974. In addition to individual initiatives, the Local Government Training Board, as you will know, evolved a management development advisers programme in 1975. A more recent project was the initial report to the Association of Directors of Social Services in 1983 on the subject of the management training and development needs of senior staff in Social Services Departments.

Despite this increasing activity, literature on management training in Social Services Departments is scarce. Little systematic research has been carried out into its effectiveness.

We have both had 13 years experience with Norfolk Social Services Department, and have been involved in the design and management of the Authority's Management Training Programme. We are now researching into the curriculum planning and effectiveness of this and similar programmes and are trying to ascertain general patterns of management training activities in other Social Services Departments. We would, therefore, be extremely grateful for your co-operation in achieving this objective. May we ask you to complete the survey form attached and return it to us in the enclosed prepaid envelope.

The amount of detail reflects the large number of management training models in common use. We hope you find the information gained interesting and worthwhile.

If you have any queries about the survey or would like any further information, please telephone us at either number listed above.

We should be grateful if you would return your completed questionnaire to us by February 28th 1986, owing to the time scale of the study.

Yours sincerely,



Michael Mills



Ann-Marie Tolley

M. F. MILLS and A-M. TOLLEY
SURVEY ON MANAGEMENT TRAINING IN SOCIAL SERVICES DEPARTMENTS

Definition: 'Management Training'

Throughout the questionnaire the phrase 'management training' is used. In your responses we would like you to adopt the following definition of the phrase, based on Hamblin's definition of training:-

'any activity which deliberately attempts to improve a person's skill in a job of a managerial nature'

It may be therefore that you will discuss activities which your organisation describes as 'management development', or 'manager education' if they fit the above definition.

All data will be guaranteed confidentiality, so please be as frank as possible in your answers. Please clarify practice, in cases where this differs from policy.

Now please continue and complete the questionnaire. Please write N/A against an item which is not applicable to you.

INFORMATION COLLECTION -
RESEARCH PROJECT ON MANAGEMENT TRAINING IN SOCIAL SERVICES DEPARTMENTS
 (please attach continuation sheets if necessary)

All information collected will be treated confidentially and only used for the purposes of this research under the Directorship of Dr. Colin Fisher, Department of Management Studies, Trent Polytechnic.

A 1. Is Management Training arranged in your Authority by

- a) Chief Executive's Department.
- b) Social Services Department.
- c) Any other Department.
- d) Combination of Departments

If c) or d) please specify.

Please tick as appropriate

2. Are Management Courses run by: -

- a) Internal Trainers
- b) Internal/external trainers
- c) External trainers

These items refer to the management of the Course.

3. (i) What is the length of the Courses and the number of students involved (if more than one type of course please show seperately).

TITLE	TEACHING HOURS	STUDENTS ON COURSE	STUDENTS FROM YOUR SOCIAL SERVICES DEPT.
Course 1.			
Course 2.			
Course 3.			
Course 4.			
Course 5.			
Course 6.			

What level of staff are these courses a) advertised for (include spinal points APT & C staff salary scale) b) accepted at

	a)	b)
Course 1.	_____	_____
Course 2.	_____	_____
Course 3.	_____	_____
Course 4.	_____	_____
Course 5.	_____	_____
Course 6.	_____	_____

(ii) Over how many days are the Courses spread?

- Course 1. _____ days
- Course 2. _____ days
- Course 3. _____ days
- Course 4. _____ days
- Course 5. _____ days
- Course 6. _____ days

(iii) How are the days spread e.g. consecutively, in blocks (if so what length) weekly, monthly.

- Course 1. _____
- Course 2. _____
- Course 3. _____
- Course 4. _____
- Course 5. _____
- Course 6. _____

(iv) (a) How much additional time is expected for reading and assignments? (b)
How much of this time is granted as leave from work?

	(a)	(b)
Course 1.		
Course 2.		
Course 3.		
Course 4.		
Course 5.		
Course 6.		

(v) Are staff attending these courses 'replaced' in their place of work whilst attending the course?

- Course 1. YES/NO*
- Course 2. YES/NO
- Course 3. YES/NO
- Course 4. YES/NO
- Course 5. YES/NO
- Course 6. YES/NO

* Please delete as appropriate

(vi) How frequently are these courses run?

	Every month	6 months	Annually	Over 1 year
1.				
2.				
3.				
4.				
5.				
6.				

4. Please list any other Management Development activities other than Training Courses:-
Details

PLACEMENTS _____

SPECIAL PROJECTS _____

FORMAL COACHING _____

OTHER (please specify) _____

10. How are Courses managed?

If a Committee, give membership by job title
If more than one system please describe all models.

Course

1

2

3

4

5

6

11. Do you have a budget head for Management Training
YES/NO

If YES,

a) How is this calculated ?
Please give brief particulars:-

b) What % of your total training budget does this represent?

12. Are there any issues or concerns that you would like to raise about management training in Social Services Departments. Please make your comments in the space below:-

B. CURRICULUM PLANNING

1. a) Is a staff appraisal system carried out for Managerial staff. YES/NO
 If YES, (i) What is the frequency:- 6 months
 1 year
 over 1 year

(please tick as appropriate)

(ii) Are objectives set YES/NO

(iii) For what spinal points are assessments carried out (APT & C staff salary scale) _____

(iv) Does this cover the full range of staff in Managerial positions YES/NO

- b) If no appraisal system exists how are Management Training needs identified - please specify

2. How are identified training needs communicated to the course organisers (If by group or committee show designation of members)

3. Are training needs related to Course Curriculum by:-

Course	1.	2.	3.	4.	5.	6.
a) Matching to existing courses.						
b) Designing new courses.						
c) A combination						

4. What is the designation of the employer's representative responsible for the management of the training

Are they 1st Tier
 2nd Tier
 3rd Tier
 4th Tier
 5th Tier

Who do they report to:-

are they 1st Tier
 2nd Tier
 3rd Tier
 4th Tier
 5th Tier

5. How are the Courses managed Course -

- a) By person or section
(please specify designation)
- b) By Employers Committee
(please give designation)
- c) Joint Management Committee
(as for Certificate in Social Service)
- d) By academic Institution
 - (i) Including employer representative
 - (ii) Excluding employer representative

1.	2.	3.	4.	5.	6.

6. How are courses funded. Course -

- a) By contract for course
- b) By 'In House' labour
- c) Individual sessional payments
- d) Fee per student
- e) Other (please specify)

1.	2.	3.	4.	5.	6.

C. TRANSFER OF LEARNING

Definitions:-

Within the context of this questionnaire the following terms are defined as:-
evaluation of training:- "any attempt to obtain information (feedback) on the effects of a training programme, and to assess the value of the training in the light of that information". (Hamblin, 1970)

job-behaviour level

the third level of evaluation of training as discussed by Hamblin, (1974) which refers to the application of learning acquired during training on the job.

1. Are management training activities in your department evaluated

- a) occasionally
- b) usually
- c) always
- d) never

If d) is this because

- a) you are unconvinced of evaluation methods
- b) you are satisfied with apparent results
- c) you lack sufficient resources
- d) certain activities are especially difficult to evaluate
- e) other (please specify)

2. If management training is evaluated, does this involve.

Course -	1.	2.	3.	4.	5.	6.
a) Training Officer						
b) Student						
c) Student's Line Manager						
d) Lecturer						
e) Other (please specify)						
f) Combinations of above (please specify)						

3. Is evaluation carried out at the job behaviour level?

YES/NO

4. Are there certain activities for which job behaviour level would not be evaluated

YES/NO

If yes, please specify.

5. What methods of job behaviour evaluation are used?

- a) None
- b) Self appraisal
- c) Appraisal by line manager
- d) Activity sampling
- e) Critical Incident Technique
- f) Other (please specify)

6. Is evaluation carried out

- a) during the course
- b) immediately following
- c) within 6 months
- d) within one year
- e) combinations of the above
- f) other

7. What factors do you feel inhibit transfer of learning, particularly in relation to Social Services Departments.

Irrelevance of course content

Course method

Role ambiguity

Lack of departmental reinforcement

Uninvolvement of line manager

Organisation climate

Other (please specify)

8. Are specific steps taken to enhance transfer
YES/NO

If yes, do you use -

Work based projects

Pre-course briefings

Post-course follow-up meetings

Specific course input on transfer issues

Specific involvement of line manager

Other (please specify)

9. a) Is there any formal feedback to Departmental management on staff performance during training ?

YES/NO

If yes, please specify how this is carried out.

b) Is there any formal feedback to Training Officers on staff performance at work after training ?

YES/NO

If yes, please specify how this is carried out.

10. Are there any other transfer of learning issues which you feel are important? Would you like to expand on any of the above responses? If so, please note here or over page:-

A P P E N D I X 2

P A R T A

APPENDIX 2 - QUESTIONNAIRE RESPONSE

SECTION A

1 Is Management Training arranged in your Authority by Chief Executive's Department: Social Services Department; any other Department; combinations (specified)

DEPT CODE	CHIEF EXECUTIVE'S DEPARTMENT	SOCIAL SERVICES DEPARTMENT	ANY OTHER DEPARTMENT	COMBINATIONS	TYPES
A	-	+	+	+ SSD & CMSO working together	C
B	+	+	+	-	C
C	+	+	-	-	C
D	+	+	-	-	C
E	-	+	+ County Personnel Officer	-	C
F	+	+	-	-	C
G	-	+	+ Management Ser/ Administration	-	C
H	-	+	-	-	a
I	+ occasionally	+ primarily	-	-	C
J	+	+	-	-	C
K	-	+	+	-	C
L	+	+	-	-	C

DEPT CODE	CHIEF EXECUTIVE'S DEPARTMENT	SOCIAL SERVICES DEPARTMENT	ANY OTHER DEPARTMENT	COMBINATIONS	TYPES
M	+	+	-	+ Chief Executives and SSD	C
N	+	+	-	-	C
O	+	+	-	-	C
P	+	-	-	-	b
Q	+	+	-	+ (also Chief Executives and SSD jointly as well as separately)	C
R	+	+	-	-	C
S	+ short skills based	+	-	+ sometimes combined	C
T	-	+ workshop for senior managers	-	+ Personnel/SSD	C
U	-	+	-	-	a
V	-	-	-	+ Chief Executives and SSD	C
W	-	-	-	+ Chief Executives and SSD	C
X	-	+	+	+ Central Personnel -	C
Y	+ A few SSD staff & tech staff attend these	+	+	+ Technical Depts + 2 or 3 small depts combine to run mgt courses	C
Z	-	+	+	-	C

DEPT CODE	CHIEF EXECUTIVE'S DEPARTMENT	SOCIAL SERVICES DEPARTMENT	ANY OTHER DEPARTMENT	COMBINATIONS	TYPES
AA	-	+	+	+ SS Trg Section responsible to the Central Trg Section	c
BB	-	-	-	+ Personal Services, Admin & Legal Services	c
CC	-	+	+	+ SSD & County Personnel	c
DD	-	+ mainly re-client gps, eg mental health	+	+ County Personnel/SSD (rather elementary)	c
EE	-	+	-	-	a
FF	+	+	-	-	c
GG	+	+	-	-	c
HH	+	+ re mental handicap	-	-	c
II	+	+	+	+ SSD separately - all managers Education separately for Heads & Deputies Chief Execs - Middle Managers	c

TTypes

- a - SSD only
- b - Central Dept only
- c - More than one department involved

AMT/THESIS/VML/APX2A1.NTS

SECTION A

2 Are management courses run by: a) Internal Trainers
 b) Internal/External Trainers
 c) External Trainers

DEPT CODE	INTERNAL	INTERNAL/EXTERNAL	EXTERNAL
A	-	+	-
B	-	+	-
C	+	+	-
D	+	+	+
E	+	+	+
F	+	+	+
G	+	-	+
H	-	+	-
I	-	+	+
J	-	+	-
K	-	+	+
L	+	+	+
M	-	-	+

DEPT CODE	INTERNAL	INTERNAL/EXTERNAL	EXTERNAL
N	-	+	-
O	-	+	+
P	-	-	+
Q	-	+	-
R	+	+	+
S	-	+	-
T	-	+	-
U	-	+	-
V	-	+	-
W	-	+	-
X	-	+	-
Y	+ (SSD course)	+ (some of Chief Exec courses use external courses)	-
Z	-	+	+
AA	-	+	-
BB	-	+	-

DEPT CODE	INTERNAL	INTERNAL/EXTERNAL	EXTERNAL
CC	+	-	-
DD	-	+	-
EE	-	-	+
FF	-	+	-
GG	-	-	+
HH	+ (SSD courses)	-	-
II	+	-	-

AMT/THESIS/VML/APX2A2.NTS

10.
How are the courses managed?
Other (specify):

Dept.	Course Title	No. of times	Frequency	Level of Students	Invited	Accepted	Approved	Not Approved	Not Allowed	Not Allowed	
A	Management Action Programme	1	5 days	1 days + Accts	1 day - week - Action Sets	6/12	ACOS	-	3/12	No	1 day/ month
A	M.A.P. Social Services Dept. Devon M.A.P.	2	6 days	"	"	6/12	POs	-	12/12	No	"
B	Effective Management	1	42	7 days	4 day - 3day Block	3/12	SC28	SC38	4/10	No	None
B	Effective Supervision	1	24	4 days	4day Block	1/12	SC28	SC38	5/12	No	None
B	Leadership	1	87	19 days	3x3days 10-day	1/202	All Levels	All Levels	5/18	No	None
B	Women in Management	1	14	2 days	2day Block	6/12	SC39	SC45	4/18	No	None
B	Recruitment Selection	1	35	5 days	5day Block	3/12	SC28	SC48	12/12	No	None
C	1st Line Manager in Soc. Serv. Supervisors Crs (Ch. Exec. Crs.)	1	30	3 days	Block	6/12	-	-	15/15	No	None
D	Information not available	-	-	partly 5 days	Varies - consec. to monthly.	6/12	-	-	2/20	No	None
E	Management Induction	1	12	2 days	Consecutively	3/12	Offinchs. of 5	20/20	-	No	None
E	Management Skills	1	24	4	2days/break/2days	12/12	" - Deputies	18/18	-	No	During 6wk period
E	Selection Interviewing	1	6	1	1 day	12/12	"	6/18	No	No	None
E	Disciplinary Interviewing	1	6	1	1 day	6/12	"	6/18	No	-	-
E	Equal Opportunities	1	6	1	1 day	12/12	"	18/18	No	-	-
E	Financial Management	1	12	2	Consecutively	6/12	"	18/18	No	-	-
F	Introduction to Management	1	30	5 days	Block	6/12	SC18+	SC18+	15/15	No	10 days. None
F	Effective Use of Time	1	18	3 days	Block	5/12	"	18/18	-	No	not specified
F	Recruitment & Selection	1	18	3 days	"	"	"	"	"	"	"
F	Disciplinary & Grievance Counsel	1	12	2 days	"	"	"	"	"	"	"
F	Preparation at Meetings	1	18	4 days	"	"	not specified	"	"	"	"
F	Finance for Non-Accountants	1	24	10 days	"	"	"	"	"	"	"
F	Middle Management Course	1	80	10 days	2 x 1 week	"	SO1+	SO1+	18/18	No	6.30 hrs
F	Senior Management Course	1	80	10 days	2 x 1 week	"	SO1+	SO1+	18/18	No	"
G	Direct from Training & Development Section	-	-	1-5 days	Usually block	Av. 3-4	Not answered	Not answered	No	Nil	Nil
H	Staff Supervision	1	36	6 days	4days consec	6/12	-	SO1/PO3	-	No	1/2
H	Residential Weekend (Management)	1	35	3 days	Block	12/12	-	PO1+	-	No	1/2

Frequency: -
1/12 = every month
6/12 = every 6 months
12/12 = once a year

Uses Action Learning Sets - Part 4, Section 4.

Also support staff at CNS & DNS, but only 3 & 2 secondaries (new starts) per yr.
We cannot assign to you as our workload is too heavy.
But some courses specifically for SO1 and upwards

Dept.	10. How are the courses managed?	Dept.	11. Course Title	12. No. of Staff	13. Teaching Hours	14. Duration	15. Pattern	16. Frequency	17. Level of Students Invited	18. Accepted	19. No. of Students	20. Staff	21. Extra Time for Creation	22. File Allowed
I	Course Tutor Grp - 2 Internal Trainers, 2 Consultants, 1 Operational Manager As above	I	Home Care Managers Dev Course	3	100+	12-14 days	2x3 day modules over 12 months	L/12	AP5 -P03	AP5-P03	48/46	No	2/3hrs per/None	Formally granted
-	Planning Grp, Director, PTO External Trainer	4	Officer-in-Charge Dev Course	96	12 days	2x3 day modules over 6 months	1/12: Res 4-8	CO 6 ACO	CO 6 ACO	9/9	No	-	Numerous Management group development workshops and team building events in addition	
-	Course Grp, PTO, Participants and Supervisor	1	Director Mgt Team Workshop	15	2 days	2 days half yearly	6/12	CO 6 ACO	CO 6 ACO	9/9	No	-	-	
-	Internally by Course Tutors	2	Effective Mgt (Open University)	100+	6 months	4 hrs per week over 6 months	L/12: P03	AP2/3 so	AP2/3 so	24/24	No	4-5 hours	4/6 hrs	
-	College of H.E.	2	Mgt Public Sector (Aston)	2 yrs	2 years	1 day per week for 2 years	2/12: P01+	Senior Managers	SNL-4	4/12	No	8/8	8/8	
-	College lecturers external examiners & Exam Board	3	3rd Management Dev Programme	35/40	5 days	5 day block	6/12	AP2-S02	AP2-S02	2/30	No	None	None	
-	Internally by Dep Director	3	Middle Management Core and Supplementary modules	3/10	20/35	3-5 days per mod.	2/30	AP2-S02	AP2-S02	2/30	No	None	None	
-	Training Off & College Lecturers	3	C.W.S.	7.40 hrs	1 day pw	1 day per week	12/12: SSM+	SSM+	SSM+	8/15	No	varies b/w students	None	
-	Area Training Room advise Tng Section, SSO who manage	L	Management Dev for Team Managers	72	10 days	Consecutively	12/12*	Not answered	20/20	No	Not stated	All	1 held in 1985 and will be repeated x 5 in 1986 and thereafter annually	
-	Hampson Services Division of Clerk's Department	1	Introduction to Management	36	5 days	"	"	"	"	"	"	"	"	
-	"	1	Management Development	36	5 days	"	"	"	"	"	"	"	"	
-	Training Section SSO	1	Management Development for Home Care Organisers	36	5 days	"	"	"	"	"	"	"	"	
-	"	1	Management and Supervision	36	5 days	"	"	"	"	"	"	"	"	
-	Not answered	1	Part-time university etc.	4 days	1 year	Consecutively	12/12: S02	-	25/25	No	None	-	-	
-	Tng Officer, Area Officer, Principal Off (Hosp) Leader	N	Management Tng for Team Leaders	21 (so far)	2 days - Follow-up	2 monthly	12/12	P03	P03	30/30	No	Staff dev. Nil	Staff dev. Nil	
-	Tng Officer, Assc Area Officer - 2 Team Leaders	N	Induction for Team Leaders	21 (so far)	2 weeks	2 weekly	12/12	P03	P03	30/30	No	Staff dev. Nil	Staff dev. Nil	

Chief Exec - Course...
 " " most students do 3-10 days. N.B. discrepancy between times. Course J is run per year

N.B. Misunderstanding on what 'frequency means' i.e. how often modules occur or how often a 'new group' starts

Major course theme is vertical communication.

10.	How are the courses managed?	Dept.	3.	Course title	4.	Level of Students	5.	Frequency	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.	21.	22.	23.	24.	25.	26.	27.	28.	29.	30.	31.	32.	33.	34.	35.	36.	37.	38.	39.	40.	41.	42.	43.	44.	45.	46.	47.	48.	49.	50.	51.	52.	53.	54.	55.	56.	57.	58.	59.	60.	61.	62.	63.	64.	65.	66.	67.	68.	69.	70.	71.	72.	73.	74.	75.	76.	77.	78.	79.	80.	81.	82.	83.	84.	85.	86.	87.	88.	89.	90.	91.	92.	93.	94.	95.	96.	97.	98.	99.	100.
0	Training Section and Director Social Services "	0	Management of Mental Health Service	30	5 days	In blocks	12/42	APT & C	APT & C	2/1/27	No	Not speci- fied	None	In addition a number of single day workshops, approx 6 different ones about 25% attendance from Social Services																																																																																									
not given	"	0	Going Local	12	2 days	Some are one-off	6/12	"	"	25/25	No	Work related projects are used which are regarded as being part of the job and not "homework"																																																																																											
not given	Personnel Dept. (L.A.)	24	Supervisory Management	24	4 days	General courses are on rolling programme	12/12	"	"	20% F. intake	No																																																																																												
not given	"	24	Introduction to Sup. Man.	24	4 days	"	12/12	"	"	10/20	No																																																																																												
not given	"	1	Various single day workshops	1	1 day	"	12/12	"	"	approx 10	No																																																																																												
0	Responding to staff demands for opportunity	P	Management Development Skills	15 days	One year	2 x 1 week blocks and top-up	12/12	Asst Chief Off Scale	A.C.O.	1/1/Not known	No	Not known	Not known																																																																																										
0	University	1	MHC Social Services Mgt	20 days p/yr	2 years	4 x 2 wk blocks	"	Area Director/Deputies & Deputies	or seniors not known	No	No	"																																																																																											
0	MHSW	1	MHSW Sandwich Case, Social Service Project Grant	20 days	3 months	Single weeks with project between	"	SAS, Wkrs	SAS Wkrs known	1/Not known	No	"																																																																																											
0	Agency /College JMC	1	CSS Special Option on Mgt	50 days	80-90days	5 months block (11 weeks taught)	"	SAS staff in Resident/Duty Officer in Charge	30 per year	1/Not known	Yes	-	*Fit during Special Option of CSS																																																																																										
0	Mgt Committee composed of dept Training Officer	R	Management & Supervision	140	10 days	1 week resid. + 1 wk non-resid	4/12	All/Line managers of Resid/Day Care/Field	"	20/20	No*	Some	None																																																																																										
0	College Cttee with represent. from County Personnel	1	C.M.S.S.	280	35 days	part. & evening part/12 week - 1 year	12/12	Priority given to Homes Support(P01) & SSW(S0 1/2)	"	7/18	No	Some	None																																																																																										
0	College Cttee with represent. from Social Services	1	M.E. 8. S.S.S.	180	33 days	1 day pr/wk over 1 yr	12/12	0.S.S.O.s	"	15/18	No	Some	None																																																																																										
0	Primarily by Chief Executive's Dept. in liaison with college	Q	Introduction to management Time Management	30	5 days	Block	6/12	AP3 +	"	2-5/16	No	2/3 hours	None																																																																																										
0	"	18	Selection Interviewing	18	3	"	"	"	"	"	"	"	"																																																																																										
0	"	18	Presentation of Meetings	18	3	"	"	"	"	"	"	"	"																																																																																										
0	"	12	Health and Safety	12	2	"	"	"	"	"	"	"	"																																																																																										
0	"	30	Middle Managers Course	30	5	"	"	"	"	"	"	"	"																																																																																										
0	"	60 plus	Senior Management Course	60 plus	10	2 x 5 day blocks	"	"	"	14/18	"	3/18	"																																																																																										
0	Primarily by Principal TO (SSD) in liaison with College	Q																																																																																																					

*Some key residential staff are replaced.

These courses have been in use in 1985/6 but a trickle of staff have used similar courses in the past.

Courses 2 & 3 - about 30-40 on spinal point.

In addition a number of single day workshops, approx 6 different ones about 25% attendance from Social Services

Work related projects are used which are regarded as being part of the job and not "homework"

10. How are the courses managed? Other - please specify

Dept.	Course Title	Level	Frequency	Level of Students Invited	Accepted	Selected	Line for	Other
S	MSc and M A in Social Services Planning	Day release over 2 yrs	Weekly	34 & above	34 -	2	No	Assignment 1 evening per week
S	ONS	Day Release	Weekly	34 & above	34 +	5	No	"
S	Staff Supervision	6 days	1 day/3days/2 days	Aim is Managers at all grades	34 -	15/15	No	Project in Supervision
S	Action Learning Sets	1/2 day	1/2 day monthly	Managers	34 -	14/28	No	Project work
S	Management Trends	1/2 day block	block	Managers at all levels	34 +	15/15	No	None
S	Mgt. on Mental Health Act and A.S.M.	3 day block	3 day block	Team Leaders	Team Leaders & 12/12 Div Mgrs.		No	1/2 day prereading
T	Personnel Dept	12 days over 1 yr	Monthly	Admin/field/Resid staff in line mngmt & have staff in L.M. to them	8		No	None
S	SSD Staff Development Section	8	1 day	10 consec weeks / 10 consec wks	30 4 -	12/12	No	N/A
S	JMC reps from Agencies & Colleges	300	2 days pw	Practical 10 consec wks	Res/D Care Staff who are line Mgrs	8	Yes	10 hrs per week
U	Integra- " Do not understand question of Integrat- style & aims	126	10 days	1 day per fortnight	All Levels +	24/24	By Deputy	Approx 1 hour per session
U	[Narrow] Management Course I	126	10 days	2 or 3 day blocks	"	24/24	Deputy	Expected to be done in work time
U	" III	105 + 18 hrs project	10 days	1.4 blocks - 28 day projects	"	24/24	Deputy	Done overnight Some time (if) no given at end of course day

Students qualifying for CSS in Management Positions

Officer in Charge to Controller

Sample of 6 mgt. training courses across a range

Row	Dept.	Course Title	No. of Teaching Staff	Duration	Pat. Form	Frequency	Level of Students	No. of Students	Staffing	Extra Time For Cross-Work
						Invited	Accepted	Invited	Accepted	Invited
10.		Row are the courses managed by								
11.		University								
12.		polytechnic								
13.		polytechnic								
14.		Training Section								
15.		Personal Services								
16.		SSD Trainers/Assistant Directors								
17.		"								
18.		"								
19.		Race Unit & SS Trainers								
20.		Asst. Director & SS Trainers								
21.		Personal Services Division								
22.		Health & Safety Dept & SS Trainers								
23.		Not answered								
24.		CNS + NEBSS by Jnt College / Trainers Panel								
25.		Inc. in dept & (Asst. Director (Guest-Responsible) & his-acting Training Officer) & his-acting Training Officer								
26.		"								
27.		"								
28.		"								
29.		"								
30.		"								
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100.		"								

Many in-service courses on discipline at work, interviewing & selection Industrial Relations. The Organised Manager, Time Management etc. Also second staff. 9. short external courses of 1-5 days.

Re - Y
 These vary according to needs. Min. 3 days Max 10 days. Also CNS, NEBSS.

Re - Y
 Some staff complete both parts. Skill modules inc. Decision making, Leadership, Communications & Influence & Negotiation Computer Management, Team Building, Time Management, Stress, Counselling & Motivation.

Re - Z
 Centrally organised with external teaching in-service. Ineffective Meetings, Speed Reading, Team Building, Decision Making, Public Spkng, Time Management, Finance (for non-financial managers), Industrial Relations, Bet. 1-6 mths.

Re - Z
 *Between 1981-85. To date have not organised many courses with pre-arranged curricula. Have mainly set up individually negotiated/grp. negotiated on-going programmes - which mainly work from where the manager is at in his current job. For this form, I have lumped these altogether under the title 'Process Management'.

8 Is the training programme aimed at:

Dept.	Improvement in (1) (1/10/70)	Eff. (2) (1/10/70)	Preparation for (3) (1/10/70)	Other (4) (1/10/70)	10. How are the courses managed?	Dept.	3. Course Title	No. of Courses	Teaching Hours	Duration	Pattern	Frequency		Level of Students		No. of Students Invited	Accepted	Extra Time for Course		Other courses through Centre
												Invited	Accepted	Est. Need	Time allowed					
GG	+	+	-	-	Not Given	GG	Team Leader Training	2	2 days 6x1 days	8 days	2 days + 1 day every 2 months	12+/12	Team Leader	Team Leader	15/15	No	Not precisely determined	As Necessary	* Part of M/Hand Strategy funded by the Walsn Off mgt trg programme :-	
HH	-	+	-	-	Tutors (internal) and Course Organisers	HH	Learning Together	50	5 days	block	One-off prof for Managers of M Hand Serv		Unit Managers & Deputies (eg Hostels, ATCs)		67 out of 20-25	where necessary	4 hours	None	* Mgt training, as such, carried out in my Dept, responsibility of the A Cnty Irng Officer, base Clerk's Dept, & such tra is, is arranged on a co	
II	+	-	-	-	Trg Officer/College	II	Trent (Man Dev)	156	25 days & study time	Blocks (2 mth gaps)	12+/12	P0/S02	P0/S02	18/18	No	2/3 wks negotiable	0, but	Re - II		
	+	-	-	-	Trg Officer		Mgt Foundation Skills	3	18	5	10 day intervals	4/12	P0/Sc5	P0/Sc5	36/36*	"	1 1/2 days	0	* These are total 3 courses	
	+	-	-	-	Trg Officer		Empl Leg	3	18	3	Consec	Annually	"	"	48/48*	"	0	0		
	-	+	-	-	Trg Officer		Training Trainers	3	18	3	"	as needed	S01/Sc5	S01/Sc5	45/45*	"	0	0		
	+	-	-	-	Trg Officer		" "	3	18	3	"	"	S02/Sc5	S02/Sc5	"	"	0	0		
	-	+	-	-	" / Cttee of SW Team Leaders		Team Leaders	3	18	3	3/4 mth gap	"	S02	S02	120*	"	0	0		

SECTION A.

4 Please list any other management development activities, other than training courses:

DEPT CODE	PLACEMENTS	SPECIAL PROJECTS	FORMAL COACHING	OTHER
A	-	Team Building/Objectives Meetings	-	Time out for Working Teams is encouraged
B	'Do not understand Question'			
C	-	-	-	External Courses
D	NIL	-	-	
E	Not answered			
F	-	-	-	(Recent appointment of a Man. Skills Trainer to SS Dept)
G	-	Yes	Yes	
H	-	-	-	Action Learning Sets
I	'Not answered			
J	2 Placements arranged for staff as part of their Career Development Programme	-	-	-
K	-	-	-	Regular on the job supervision manager/manager

CODE	PLACEMENTS	SPECIAL PROJECTS	CONVULS COACHING	OTHER
L	Not answered			
M	-	Studies for Polytechnic or University Courses	-	-
N	Not answered			
O	-	Regional Workshops	-	CSS development involving line management in assessment of student/staff
P	CSS Special Option has 3 month placement	-	-	-
Q	-		-	A few senior staff are supported for DMS(2) and CMS(3)
R	Not answered			
S	Secondments to other posts (occasional)	Yes (Occasional)	Yes	Management consultancy as agreed with line managers: successful new initiative
T	Not answered			
U	-		at times	Monthly management forum: Teach-ins for Managers
V	-	Yes	-	-

CODE	PLACEMENTS	SPECIAL PROJECTS	FORMAL COACHING	OTHER
W	Nil	Nil	Nil	Nil
X	Yes	Yes	With certain staff dev. courses	-
Y	-	Smr Mgt have been thru' programme, now often meet with development element followed by a specific work task, eg the Budget, Re-Organisation and other Policy type of tasks.	Team building activities - identified groups or teams that exhibit 'problems' are looked at in detail and varying processes are examined with the Group (SSD only)	-
Z	-	-	This is our style in Course 1, I suppose	-
AA	As part of Crse.1	Part of Course 1	Part of Course 1	Currently being considered in line with CCETSW Initiative. Also, development of Team Development Manual
BB	Yes	-	Yes	-
CC	Not answered	-	-	-
DD	-	See Mental Health	-	Man Dev strategy now beginning. Some previous work done but not very productive, very little top management support in practice and except in 1 or 2 areas
EE	N/A	-	-	-

DEPT CODE	PLACEMENTS	SPECIAL PROJECTS	FORMAL COACHING	OTHER
FF	Under consideration	Secondments to Project Work	Supervision	Action Learning Sets; Job Swaps; Project Work
GG	-	-	Yes	-
III	-	CSS	-	-
II	Not answered			

SECTION A

5 Are Management Training Courses seen as

DEPT CODE Important to Promotion A Priority for Staff Of High Status Relevant to Job
(Scale 1-5 in increasing importance)

DEPT CODE	Important to Promotion	A Priority for Staff	Of High Status	Relevant to Job
A	5	5	5	5
B	1	1	2	2
C	4	2	4	2
D	4	5	5	5
E	1	4	3	4
F	4	3	3	4
G	4	5	4	5
H	1	4	3	3
I	4	4	5	4
J	2	4	3	4
(Course I has been mandatory; not every course member has been a willing participant)				
K	3	5	5	5
L	1	3	3	3
M	-	3	-	5

DEPT CODE	Important to Promotion	A Priority for Staff	Of High Status	Relevant to Job
	(Scale 1-5 in increasing importance)			
N	1	3	2	4
O	5	5	5	5
(Motivating staff to management training is difficult especially if they have no ambition ie most Managers in a rural county)				
P	2	1	4	2
Q	4	4	4	4
R	4	3	4	5
S	4	5	4	5
(Training Section/Senior Managers perspective. Training has problems in Managers, especially Team Leaders/Officers-in-Charge in committing themselves to training. Some training is made mandatory!)				
T	4	4	3	3/4
(This would reflect mixed response and commitment in all groups)				
U	4	5	3	3
(First line managers see the course as of high status (5) relevant to job (5). Most senior staff see it as less relevant etc)				
V	4	4	4	4
W	1	2	2	3
X	-	4	3	4
(Starting to be seen as of high status. CMS running 4 years NEBSS only 1 year. Other development courses keenly sought by staff)				
Y	3	4	5	4

SECTION A

6 To what extent is attendance of courses affected by

DEPT CODE	Geography (Scale 1-5 in decreasing importance)	Time Off	Completion for Places
A	5	5	5 (Staff are)
B	5	5	3
C	4	2	3
D	4	4	1
E	4	4	2
F	4	2	3
G	3	5	3
H	3	5	3
I	5	2	1
J	5	5	4
K	4	4	2
L	5	5	5
M	3	3	3

DEPT CODE	Geography (Scale 1-5 in decreasing importance)	Time Off	Completion for Places
N	5	2	3
O	1	4	5
P	5	2	4
Q	4	2	2
R	3	4	1
S	5	4	4
T	4	5	5
U	5	5	5
V	4	4	4
W	5	1	5
X	-	2	2
Y	5	4	1
Z	5 (Trainer goes to them usually)	1	5

DEPT CODE	Geography (Scale 1-5 in decreasing importance)	Time Off	Completion for Places
AA	4	2	1
BB	5	4	2
CC	5	5	5
DD	2	3	1
EE	5	4	3
FF	5	5	5
GG	5	2	4
HH	4	3	4
II	5	5	3/4
<hr/>			<hr/>
Total scores	147	124	113

NB Lowest score = highest importance

FORMATTED FLOPPY DISC/VML/APNDIX6.NTS
9.11.89

SECTION A

A7 Do existing resources allow you to provide sufficient mt opportunities?
if no, indicate area and extent of shortfall.

- A NO Many residential managers (over 200) who will have to wait.
- B YES -
- C NO -
- D NO N/A
- E NO Courses 2, 3, 4 and 6 need to be more frequent and catering for more of our staff.
- F NO Time, money and relief staffing.
- G YES -
- H NO Trg Officers' time - if more available, there would be a resulting shortfall in finance.
- I NO -
- J NO Dept is looking to localise its area teams and services. Present resources have not allowed for this development - shortfall approx £10,000.
- K YES -
- L NO Other MD opportunities not seen as important.
- M NO Money and staff.
- N NO Could do with more resources of time and money.
- O YES -
- P NO No first-line training in any systematic basis 2) No imparting of specific management skills 3)No preparation for corporate role.
- Q NO Relief of staff in sufficient numbers is a problem.
- R NO Access to CMS falls far short of demand.
- S NO(Yes In House) No external day release for DMS etc

T NO Need more project-related tasks for Middle Management Course of Personnel.

U YES -

V NO Residential staff in basic training and resources concentrated on this finance.

W NO Not enough commitment integrated approach.

X YES -

Y NO Number of staff who attend courses is so great that follow up courses limited by staff and time available (ie Training Staff giving staff their "first taste" course.

Z NO Could do with £7,000 budget - but also could do with more explicit backing by regard this as a priority.

AA NO Succession training Social Workers, Deputy Managers 20+

BB NO Currently assessing

CC NO -

DD NO The whole spectrum of training. Only 25% of all managers have any management training.

EE NO Majority of people have been offered no form of mgt training.

FF NO Advanced / degree

GG NO Too early to tell.

HH YES (in Mental Handicap).

II NO The money to draw programme and see it through with all management staff. - Senior Management Training.

A2: 25

SECTION A

8 (COLLATED WITH A3 AND A10)

9 ARE THE COURSES AWARD BEARING?

DEPT CODE	SOME	ALL	NONE	DESCRIPTION
A	-	-	+	
B	-	-	+	
C	-	-	+	
D	-	-	+	
E	-	-	+	
F	-	-	+	
G	(Not answered)			
H	-	-	+	
I	+	-	-	University of Aston MSc Public Sector Mgt
J	-	-	+	
K	+	-	-	CMS
L	-	-	+	

DEPT CODE	SOME	ALL	NONE	DESCRIPTION
M	+	-	-	Lancaster (Diploma), Liverpool (Degree)
N	-	-	+	
O	+	- (None of those listed)		Certificate (College): Individual secondments made to qualifying courses
P	+	-	-	Mgt Dev. skills +MSc S. Services Management +CSS Mt option
Q	+	-	-	CMS + DMS
R	+	-	-	BEC C.M.S.; NEBSS
S	+	-	-	NELP - D.M.S.; Essex MSc and MA in Social Service Planning; Polyt. South Bank MSc and MA in Social Service Planning
T	+	-	-	CSS Mt. option
U	-	-	+	
V	+	-	-	Liverpool Polyt. Cert. in SW Management; Liverpool Polyt. D.M.S.; Lancaster University M.Sc
W	-	-	+	
X	+	-	-	CMS; NEBSS
Y	+	-	-	LA Certificate of Attendance for SSD Courses (1a and 1b)
Z	+ (2 staff)	-	-	2 Staff have attended an external course giving a Post-Grad Diploma in Mgt

DEPT CODE	SOME	ALL	NONE	DESCRIPTION
AA	-	-	+	
BB	+	-	-	C.M.S.: D.M.S. (Haverling Tech and Bromley Tech; NELP/Anglian Reg. Man. Ctre)
CC	-	-	+	
DD	-	-	+	
EE	-	-	+	
FF	-	-	+	
GG	-	-	+	
HH	-	-	..+	
II	+	-	-	Local Authority/Polytechnic joint certification - Certificate in Management Studies

A10 (Collated with A3 and A8).

P/GEN7/MAL/VML/APNDX7B.TBL

SECTION A

11 Do you have a budget head for Management Training?

How Calculated		% of Total Training Budget
A	Yes	Not answered
B	No	" "
C	No	" "
D	No	" "
E	No	" "
F	Yes	15% of all expenditure on short courses
G	No	£6,000 - mainly for CMS & DMS fees
H	Yes	Not answered
I	Yes	25% of In-house budget
J	Yes	On basis of need and then modified according to dept priorities
K	Yes	In relation to courses proposed/offered
		25%
		11.5%
		Funded from 2 sources. CMS from Central Training Budget. "Managing Objectives" from In-house Training costed out on fees, travelling, subs, venues, etc. Grants obtained from outside sources
		14%

How Calculated

	How Calculated	% of Total Training Budget
L	No	Not answered
M	No	" "
N	No	" "
O	No	Varies
	Any project is given funding if agreed by SMT as needed. Personnel Section courses are free to Social Services	
P	No	Not answered
	(Provision is out of Post-Qualifying Budget)	
Q	Yes	About 1%
	As the sum remaining after certain other priority allocations are made	
R	Yes	Approx 5.7%
	£8,000 to cover fees and subsist elements of external mt courses only. £5,000 to cover cost of internal mgt courses	
S	No	Not answered
	Not answered	
T	No	14%
	"	
U	No	Not answered
	"	
V	No	" "
	"	
W	No	" "
	"	
X	Yes	Not calculated
	Part of overall Central Personnel Budget for this and other depts	

How Calculated

% of Total
Training Budget

Y No

Not answered

Central Training by the Chief Exec's Dept has as sum of L10,000 put down for Mgt Development. As well as the centrally run courses, equipment, etc, depts can get part of this money to encourage initiatives dept based.

Z No Not explicitly

Amount required is assessed along with other assessed training needs

Varies between '82/84 about 1/3 Estimated '86/87 will be = 1/5

	How Calculated	% of Total Training Budget
AA	Yes Need survey (shopping list), Nos of staff, Prioritisation at Trg Steering Grp	Variable - this is the first year - currently being negotiated
BB	No Not answered	Not answered
CC	No, Not specifically Varies year to year. Average £4,000. Calculation is too firm a term - an agreed sum is arrived at through discussion with Head of Operation, and Training Officers	Not answered, but £4,000 avg out of £95,000
DD	No Not answered	Not answered
EE	No "	"
FF	No "	"
GG	No "	"
HH	Yes As part of staff development initiative in Mental Handicap Services (Ref also Question 3)	10% of the 'Initiative' Budget (£10,000 per year)
II	Yes Past practice	13-14%

AMT/THESIS/APNDIX12.NTS

Aty Question 12

- A -
- B -
- C -
- D -
- E -
- F Yes - lack of follow through into work situation.
Much input is like sand through a sieve.
- G -
- H -
- I -
- J I am less inclined now to favour formalised Management courses off site. We feel our next Management Development activities should concentrate on smaller groups of staff and existing teams or Line Management relationships (a form of networking or organisational development). What hampers this development is the lack of a really clear set of organisational values (though our value statements are clearer than most): the lack of any systematic attempts/structures to support first Line Managers or monitor their activities. the relative neglect of residential units, and the failure of most Authorities to adopt a staff development review/policy. My own priority would be to concentrate Management training resources 'in house' (which is where things really go wrong,) although I am also interested in distance learning developments and the preparation of potential Managers.
- K -
- L We have this year diverted much of our training budget towards training our own staff rather than seconding them elsewhere. The idea of Management development opportunities in addition to course is not widely seen.
- M -
- N Very early days in the development of our Management programme.
- O Main need is to make them a normal part of expectations made at a particular job level and on appointment to job level. The present permissive recruitment for most courses, only attracts the less needy.
- P Only that it is obviously a neglected area, not for lack of desire, but from the culture in Social Services which concentrates on service provision and up-dating to meet new professional demands.
- Q -
- R -
- S The Training Section is attempting to develop a co-ordinated Management Development package; this is proving difficult because 1) Senior Managers acknowledge their Managers are often poor and poorly trained but seem unclear on what they expect from a good Manager. 2) Training courses run externally e.g. D.M.S., M.A.s etc. address wider context adequately but is not a

- package to turn out a totally well equipped Manager.
- 3) Managers themselves do not acknowledge their problems (unaware of their weaknesses 4) Packs/books have limited use in helping us sort out the task.
- T Dilemma between 1) Management per se as it applies in all Departments 2) Management in particular as it applies to Social Work. It seems important for Social Work Managers to understand the common skills required in Management, yet it gives them the opportunity to duck issues as not really applicable/relevant to their situation.
- U Even with total backing for Senior Management (without which I would not even think about it), it is jolly difficult to produce an effective programme to meet the variety of needs present in SSDs. Some staff want to be 'told' how to do the job, some want to learn to think and question (our explicit aim on the course), others want more theoretical frameworks from which to choose. We tried to bring a bit of the last two, but not the first; for some staff, this was disaster because of the difficulty of transfer. We are now doing events, projects, with staff from similar jobs and this may help.
- V Very few short courses in specifically tailored for SSD.
- W Training has to address the issue of powerlessness head on. If Management workloads are such that time for training cannot be spared, then serious doubt is cast on the individual and the Institution's ability to manage and make priority decisions.
- X -
- Y We found that when we started some 4 or 5 years ago, we were overwhelmed by the demand and support for Management training. Staff are crying out for more, especially Social Work staff (Team Leaders) and Residential Care Managers. Professional training equips staff to do their job (sometimes), but leaves the Management aspect for people to discover themselves and Social Services staff are poor Managers. (My opinion borne out by observation.)
- Z -
- AA In running a Management Development programme for the first time, a number of concerns/issues have been raised - lack of pre-course appraisal - individual need identification etc. The 'sacred cow' of professionalism by Social Work trained Managers, rather than Managers in SSDs. Need for basic Management skills/knowledge and tools before moving into developing 'person/Manager' Management commitment - time - supervision - honesty about reasons for being put forward, rather than as part of an individual programme. Learning styles, differing backgrounds, academic levels. Need for practice Management - self in role.
- BB Insufficient range of suitable courses available.

CC Management training in this Department is not specifically targetted. It has to compete with a heavily pressured training budget (£95,000 for the Department). There is no transfer evaluation (only consumer evaluation - coping etc.) Therefore, in my view, there is a danger of wasting money and time on some Management training. Some courses have a 'feedback' or 'recall' day built into them, but this does not amount to transfer evaluation.

DD Social Services are attempting to develop a Management Training strategy. Its precise focus, priorities, resourcing, have still to be determined, but primarily, it is likely to be job focussed and use trainers who train others.

EE -

FF -

GG -

HH These replies relate only to Management Training in Mental Handicap Services.

II 1) Making Management a key priority which is supported in action terms by Senior Management 2) Belief by Managers that their Management role is the key role in their present position 3) Tunnel vision re all Management training must be specifically professionally focussed.

A P P E N D I X 3

Aty	Q. 1a	i	ii	iii	iv
A	Yes	1 yr	-	Only P at present	Eventually
B	No	-	-	-	-
C	No	-	-	-	-
D	No	-	-	-	-
E	To be intded	-	-	-	-
F	No	-	-	-	-
G	Pilot Scheme	-	-	29-C. Officer	-
H	No	-	-	-	-
I	No	-	-	-	-
J	No	-	-	-	-
K	No	-	-	-	-
L	No	-	-	-	-
M	No	-	-	-	-
N	No	-	-	-	-
O	No	-	-	-	-
P	No	-	-	-	-
Q	No	-	-	-	-
R	Diff. Div. Systems	-	-	-	-
S	Yes	1 yr	-	31 + above	No
T	No	-	-	-	-
U	No	-	-	-	-
V	No	-	-	-	-
W	No	-	-	-	-
X	No	-	-	-	-
Y	No	-	-	-	-
Z	No	-	-	-	-
AA	YES Optnl	1 yr	Yes	PO & above	Yes
BB	No	-	-	-	-
CC	No	-	-	-	-
DD	No	-	-	-	-
EE	No	-	-	-	-
FF	No	-	-	-	-
GG	No	-	-	-	-
HH	No	-	-	-	-
II	No	Ad Hoc	For some	Ind. Mgrs	No

Aty Question 1(b)

- A -
- B Staff respond to regular publishing of courses and are recommended by their snr Line Mgrs.
- C -
- D Training needs appraised
- E
 - 1) Survey of Management Training undertaken
 - 2) Hunch + discussion and proposals at Senior Mgmt Group Meetings

3) Evaluation of courses offered (i) by consumers,
(ii) by trainers

F 'Finger in the wind' approach
G -
H Through Training Liaison Workshops with different staff groups in the Department
I A working party is currently examining the need for a formal appraisal system
J By informal contact with Development Section. Through membership of Div. Man. Teams/every Dev. Section is attached to one or more Divisions. From the experience of previous course members.
K Ad hoc discussions. Observation of sickness rate etc. Requests and discussion with Managers themselves.
L By Senior Mgmt and Directorate
M Assumption
N By discussion with relevant staff groups and their Mgrs and by Planning Committee
O As part of change in policy and practice. Job title and levels of responsibility. Task oriented.
P They are not identified.
Q Occasional ITN with specific groups of Managers.
R The provision and frequency of this activity varies between Divisions which have evolved their own systems.
S Sheet - 1) Dev. needs to be met through supervision
2) Dev. needs to be met through warning
T -
U Through a) discussion in Mgmt Groups at different levels b) identified in an overall way by Mgmt Team
V Usually when problems arise. Certain levels of staff are encouraged to apply for courses.
W By Chief Execs. depending on frequency of problems and introduction of new procedures. Also by Asst. Director in Service Divs.
X By consultation with Line Managers
Y These are identified following a 3 day introductory course to Management. Skill modules are developed for particular groups of course members identified by themselves
Z Senior Managers being aware of Junior Managers needs: tasks/skills/abilities. Self awareness of Managers
AA -
BB By Training Officer/Div. Head
CC Guesswork. Training Officer suggestion
DD -
EE Through team meetings with their Line Manager
FF System being formulated. Currently needs are identified by supervisors, self referral and Mgmt Team decision
GG By interview with individual staff or groups before course planned
HH -
II 1) Through Dep. Div. Mgrs 2) Self assessment from. to and on courses

Aty Question 2

- A As previously described
- B Via Principal Training Officer
- C -
- D Individual discussion
- E -
- F CTO and some liaison with Departmental T.Os.
- G By individual involved in the development process
- H Training Officers lead the training workshops and identify priorities in conjunction with Dept. Mgmt Gp
- I Principal T.O. and T.O.
- J Largely through Sectional Team Meetings
- K One to one discussion
- L Representatives of participants meet to discuss curriculum with Training Section staff
- M -
- N Outside consultants and Training Officers involved in Planning Committee. Consultants spent 3 days in discussion with Mgmt Staff at all levels
- O Departments Training Group - Training Officers - S.M.I. and Personnel Section
- P -
- Q Liaison by specific personnel (CTO and PTO)
- R -
- S Sent by Appraiser to Training Section. Designated by the Manager's priorities and countersign. Training form application to ensure relevance and not whimsy!
- T By Staff Dev. Section.
- U Via Management Team (Controller, Director, Asst. Controller) and through T.O. , who is a member of tutor team.
- V Regular meetings with college staff.
- W Personnel sub group - through membership of Depts. Health & Safety J.C.C. - do -
- X By discussion and close monitoring
- Y By staff themselves - they know what our objectives are and often call for areas they identify themselves
- Z By Sr. Mgmt (AD and POs) of the several Divs. concerned - sometimes self referrals also.
- AA Ref. MDP Course 1.
- BB By discussion
- CC Formal information from Directors Mgmt Team. Informal requests. T.O. pressure and influence
- DD Internal courses are beginning to be tailored to specific Managerial needs. County courses still have comparatively little formal feedback and curriculum planning.
- EE Through problem solving sessions before the commencement of each course. The participants identify the learning needs they wish to work on
- FF See our Training Directory for referral system
- GG -
- HH -
- II Training Advisory Group. (Dep. Director, Dir. Mgmt. Dev.

Officers, Training Officers, Personnel, Planning, Research
Admin.

Aty Question 3

A 4 x a
 B 4 x c
 C 1 x c
 D 1 x a, 1 x b, 1 x c (variable)
 E 4 x a, 2 x b
 F 9 x c
 G 1 large tick against c, - not in a box
 H 1 x b, 1 x c
 I 2 x a, 3 x b
 J 3 x c
 K 1 x b, 1 x c
 L 2 x a, 2 x b
 M 1 x a, 1 x c
 N 2 x b
 O 6 x c
 P 1 large tick against b, - not in a box
 Q 7 x c
 R 2 x a, 1 x b
 S 6 x a, 4 x b
 T 1 x b, 2 x c
 U 1 x b, 2 x c
 V 2 x a, 1 x b
 W 7 x b, 7 x c
 X 1 x a, 1 x b
 Y 2 x b, 3 x c
 Z 1 x a, 1 x b, 1 x c
 AA 4 x a, 1 x b, 1 x c
 BB 1 x a, 1 x b
 CC -
 DD 4 x a, 1 x b, 1 x c
 EE 1 x a, 2 x b, 1 x c
 FF 1 x a, 5 x b
 GG -
 HH 1 x b
 II 4 x b, 2 x c

Aty	Q. 4a)	b)	5	6
A	3	2	4 x b	4 x b
B	3	2	4 x a, d(i) x 1	4 x b, 1 x d
C	4	4	2 x a	2 x b
D	3	1	1 x a, 1 x b	1 x a, 1 x b, 1 x d
E	4	3	6 x a	2 x a, 1 x b, 3 x d
F	4	1	7 x a, d(i) x 1	8 x d
G	3	1	By T & D Sect.	All
H	3	2	2 x a	2 x a, 2 x b
I	4	2	4 x a, d(ii) x 1	3 x a, 4 x b, 1 x d
J	3	2	2 x a, d(i) x 1	2 x b, 1 x d
K	3	1	2 x a, d(ii) x 1	1 x b, 1 x d

L	3	2	5 x a (PTO)	2 x b, 3 x c
M	3	2/1	2 x a (PTO)	2 x a
N	2	1	2 x a	2 x a, 1 x c
O	Don't know what tier means		6 x a	-
P	4	Don't know	1 x c, d(ii) x 2	4 x d
Q	3	2	5 x a (PTO)	5 x a
R	4	2	2 x b (STO), 1 x c, d(ii) x 1	1 x b, 2 x d
S	3	2	4 x a, (I & D Sect.) d(ii) x 2	4 x b, 2 x c, 3 x d
T	2	1	2 x a, 3 x c	1 x a, 1 x c, 1 x d
U	3	2/1	Manage means nothing to me.	3 x a, 3 x b.
V	4	2	1 x a, (I & DO) d(ii) x 1, d(i) x 1	1 x a, 1 x c, 3 x d
W	1/2	1	7 x a, (Trng. Sect.)	7 x b, 7 x c
X	3	2	1 x c, d(i) x 1	1 x a, 1 x b, 1 x c, 1 x d
Y	2	1	3 x a, 2 x b	4 x b
Z	4	2	3 x a, (PTO)	2 x a, 1 x d
AA	3	1	6 x a	2 x a, 2 x b, 2 x c
BB	2	1	1 x a (CTO) d(i) x 3	1 x a, 3 x c
CC	2	1	5 x a, (Trng. Sect.)	5 x b
DD	3	2	5 x a, 1 x c	1 x a, 5 x b
EE	2	1	d(i) x 3	3 x a
FF	3	2	6 x a	4 x a, 2 x b
GG	-	-	-	-
HH	-	-	1 x c	1 x b, 1 x c
II	6	4	5 x a, 1 x b	2 x a, 5 x b

APPENDIX 4

4. Proposed Management Competences for Personal Social Services.

4.1 4 Core Competences (key roles) may be identified as follows:

- (A) Initiate, plan, implement and improve the delivery of the service.
- (B) Recruit, develop and integrate the deployment of human resources within one's area of responsibility
- (C) Plan, control and optimise the utilisation of financial resources.
- (D) Collect, interpret and communicate information to support and co-ordinate organisational functioning.

4.2 Each CORE competence (key role) may then be subdivided into elements:

- (A) Initiate, plan, implement and improve the delivery of the service.
 - (.1) establish and monitor the supply of services to the organisation
 - (.2) monitor and maintain delivery of services to clients
 - (.3) develop and improve the delivery of services
 - (.4) establish and monitor quality control of service provision
 - (.5) establish and maintain goodwill and co-operation with colleagues "external" to one's own area of responsibility
 - (.6) contribute to staff development programmes and innovative provision and policy
- (B) Recruit, develop and integrate the deployment of human resources within one's area of responsibility
 - (.1) identify human resources and skill requirements.
 - (.2) design and evaluate recruitment and selection procedures

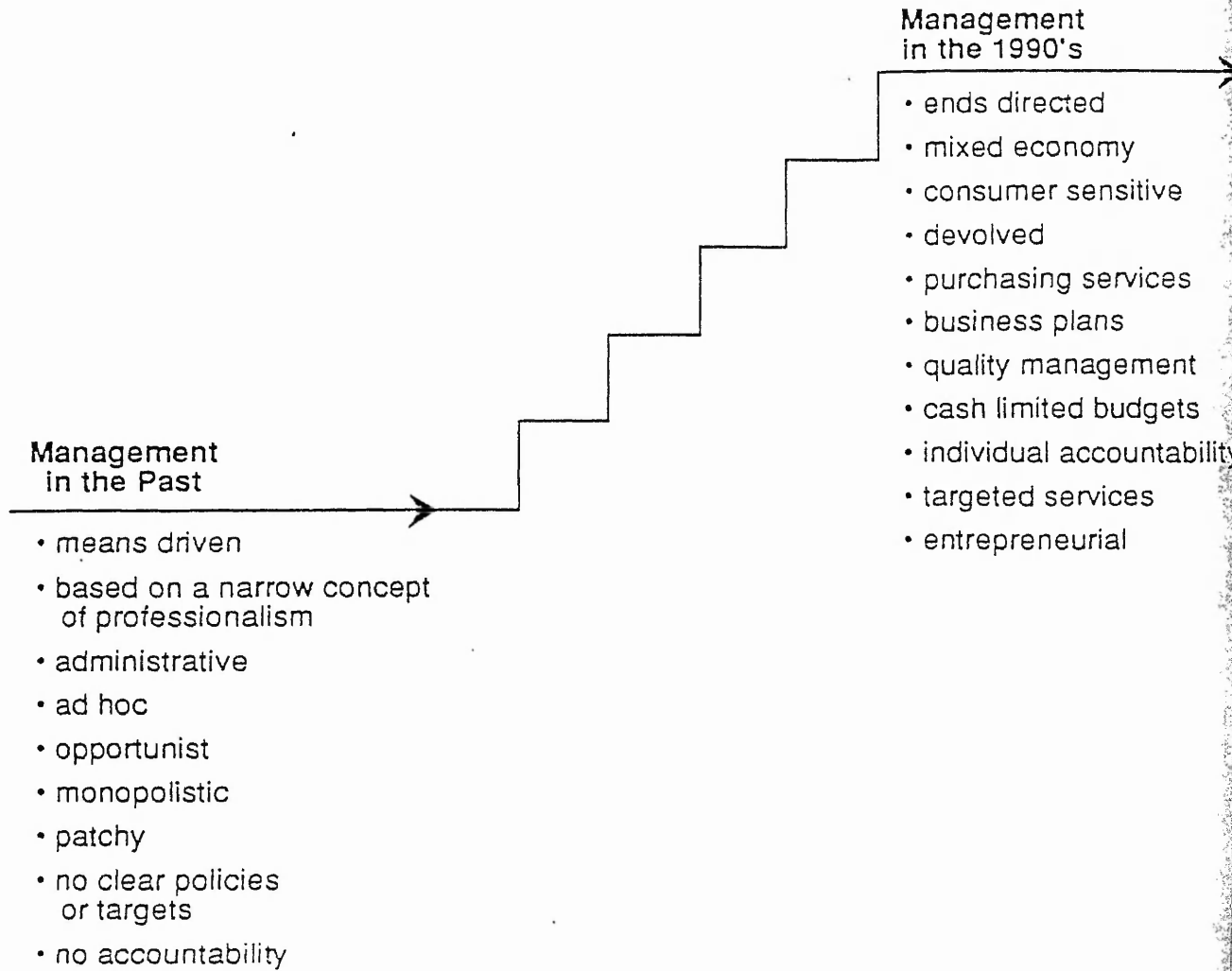
- (.3) recruit and select appropriate personnel
 - (.4) develop self, individuals and teams
 - (.5) evaluate individual and team performance
 - (.6) plan and allocate work to appropriate personnel within one's range of responsibility
 - (.7) identify and minimise interpersonal conflict, stress and disciplinary problems
 - (.8) establish and maintain a safe and healthy working environment
 - (.9) establish and maintain professional relationships with colleagues
 - (.10) influence, where appropriate, and operate agreements on pay and conditions
- (C) Plan, control and optimise the utilisation of financial resources.
- (.1) contribute to setting of budgets and allocating resources
 - (.2) monitor and control costs
 - (.3) evaluate and control one's area of responsibility through budgets
 - (.4) contribute to planning and controlling the flow of resources
 - (.5) appraise new proposals and projects
- (D) Collect, interpret and communicate information to support and co-ordinate organisational functioning.
- (.1) exchange and debate information with others to analyse problems and make decisions
 - (.2) interpret and analyse information in order to contribute to problem solving and decision making
 - (.3) contribute to the establishment of information storage and retrieval systems

- (.4) obtain and store information
- (.5) advise and inform colleagues of one's organisational responsibilities
- (.6) interpret and communicate information to contribute to problem solving and decision making.

4.3 The foregoing structure of management competences, as defined earlier, presupposes a range of knowledge and understanding of both general and specific organisational conditions and processes. Theories of organisation structures and behaviour etc., might be considered relevant. It is not the intention of this project to outline the knowledge input into competence programmes. Suffice it is to indicate, that the above competences are not outlined solely as behavioural processes, they imply theoretical and empirical knowledge and understanding. The above serve as guidelines as to the outcome of competence programmes. The knowledge dimension remains the responsibility of the educational input, either from educational institutions or from "in-house" agency programmes. In the planning of competence units, collaboration between the educators and the employers will be necessary.

APPENDIX 5

Diagram 1. Changes to Public Sector Management



Key questions that should be asked within the department, when going through the process of formulating a policy for staff development and the related strategy include questions on :-

- * organisational change
- * resources
- * secondment
- * qualification training
- * study time
- * replacement staff
- * involvement of service users

These issues are covered more fully in the publication "Training for the Caring Business" the development of which was assisted by a grant from the Department of Health and which is available from Reed Publications Ltd.

A Strategy for Implementing Policy

Creation of a policy alone is insufficient. It must be accompanied by a strategy to assist in the implementation of the policy and its translation into action that supports the development of the organisation as a whole. This is the second stage of the process.

It will be necessary to decide exactly what the strategy is to achieve, both in terms of broad aims, and of specific objectives. Targets must be identified in order to measure progress and priorities agreed so that limited resources may be allocated to areas of activity and individuals with the most significant development needs. Diagram 4 should assist.

Diagram 4. A Strategy for Management Development

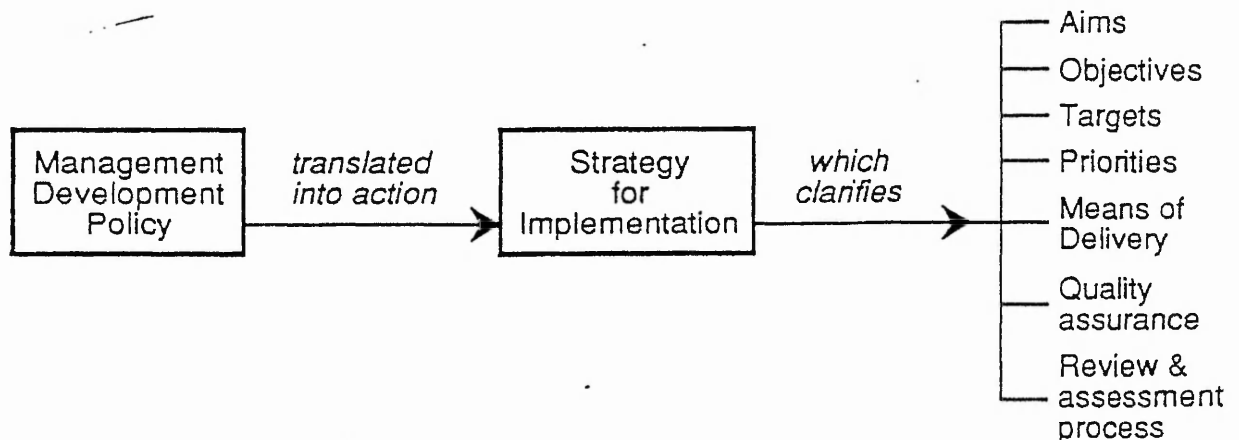


Diagram 5. A Systematic Process for Management Development

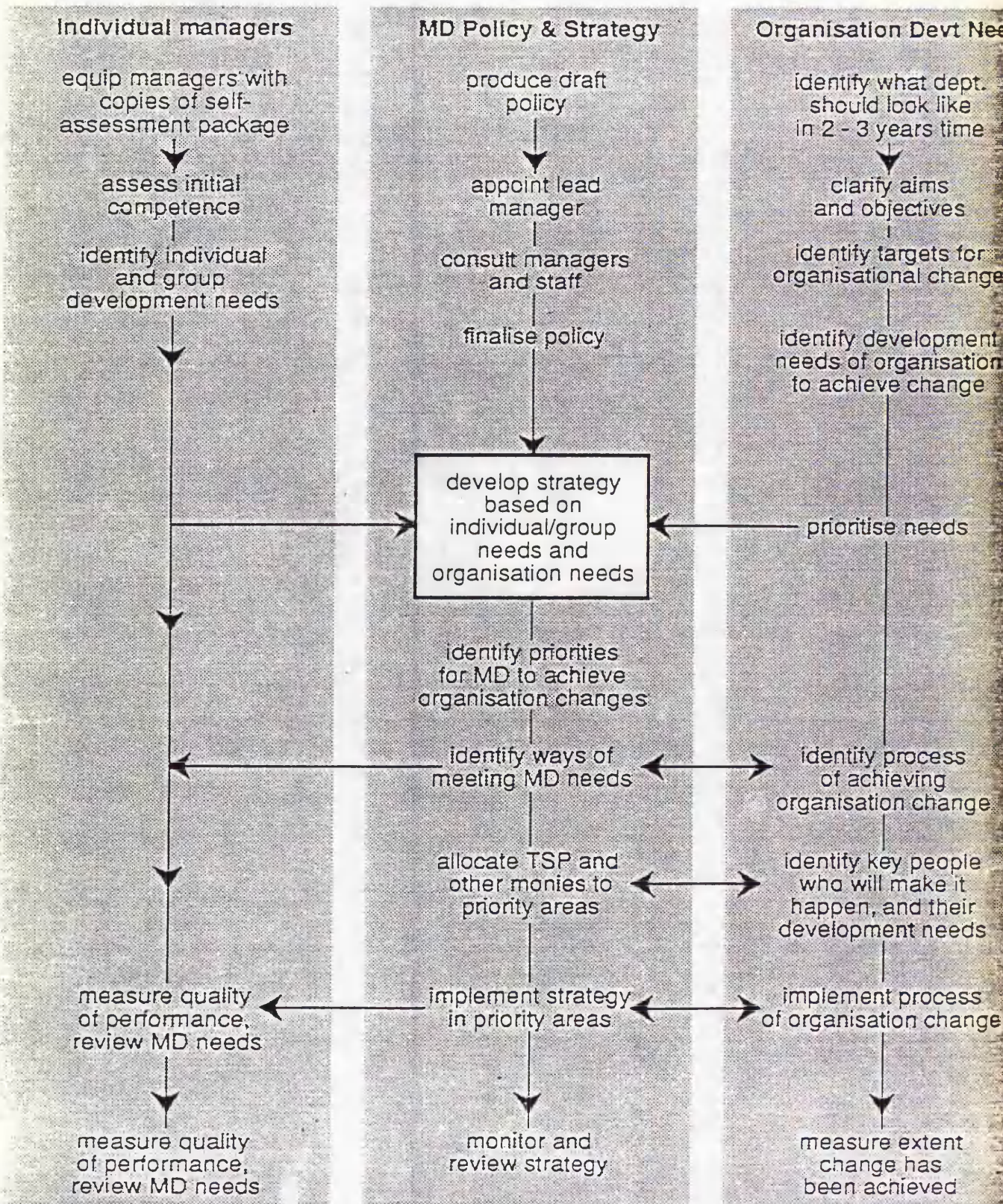


Diagram 3. Formulating a Policy for Management Development

