

LEADERSHIP AND MANAGEMENT STRATEGY

for the

Early Years and Childcare Sector in Gloucestershire

Children and Young People's Directorate

November 2008

Leadership and Management Development Strategy for the Early Years and Childcare Sector in Gloucestershire

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1.0 Context

In 2003 the Government published a green paper called Every Child Matters. This was published alongside the formal response to the report into the death of Victoria Climbié, the young girl who was horrifically abused and tortured, and eventually killed by her great aunt and the man with whom they lived.

The green paper built on existing plans to strengthen preventative services by focusing on four key themes:

- Increasing the focus on supporting families and carers - the most critical influence on children's lives
- Ensuring necessary intervention takes place before children reach crisis point and protecting children from falling through the net
- Addressing the underlying problems identified in the report into the death of Victoria Climbié - weak accountability and poor integration
- Ensuring that the people working with children are valued, rewarded and trained

The green paper prompted an unprecedented debate about services for children, young people and families. This gave a clear challenge to all those involved, at every level, that services needed to be reformed to be customer driven not professionally led and that teams of professionals needed to work in a way that put the needs of 'child and family at the heart' of services and close the gap between children whose outcomes are poor because of deprivation and disadvantage. Every Child Matters announced the Government's goal to improve outcomes for all children and young people. It was recognised then and has been reiterated since that to do this

“success depends in large part on the capacity and quality of those people who plan, manage and deliver services at the front line”.

The Government announced that one of the key strategic challenges is to

“promote strong leadership, management and supervision”.

Following the consultation, the Government published Every Child Matters: the Next Steps, and passed the Children Act 2004, providing the legislative spine for developing more effective and accessible services focused around the needs of children, young people and families.

In the Children's Plan, Building Brighter Futures, Department of Children, Schools and Families, May 2008, the aspiration for a world-class early years and schools workforce was made clear and with this an acknowledgement that “getting the best out of early years provision depends on the quality of the workforce and the quality of leadership of the settings or schools.”

2.0 Introduction and Process for Developing the Strategy

In order to develop a strategic approach to management and leadership development for the early years and childcare sector and emerging children's services a group of stakeholders were brought together within a strategic thinking framework to develop the strategy.

These stakeholders were selected from a wide range of organisations including the local authority workforce development team and human resources, employer representatives from out of school settings, full day care, sessional care and childminding, representatives from training providers in Gloucestershire delivering management and leadership qualifications and training, quality improvement team managers and early years advisers.

The group:

- Explored the national drivers that are framing children's services
- Looked at the national skills drivers for the UK
- Considered models of leadership from research
- Developed a SWOT analysis on management and leadership
- Shared findings from a research about qualifications in management in the sector
- Considered the findings of the Graduate Leader Fund implementation
- Reflected on a series of initiatives that had been funded and delivered over the past two years to improve the management and leadership skills of the sectors managers. These included a Team Leader Development Programme, A series of short workshops focused on the soft skills of management and leadership, a pilot programme of distance learning programmes for managers, NVQ programmes at level 4 and 5 to upskill the children centre managers and managers in full day care (Private, Voluntary and Independent (PVI) sector.
- Considered a report which assessed the impact of management and leadership development
- Analysed the job roles associated with supervisory, operational and strategic management and distilled the varying skills and functions within the roles.
- Considered latest thinking and models of leadership development.

There was a general consensus that the early years and childcare workforce development team and the facilitator would carry out further work to develop a management and leadership strategy which would be circulated for comments prior to the group reconvening.

A draft report was developed and circulated to the group for comments. The following report integrates the feedback.

3.0 The Early Years and Childcare Sector in Gloucestershire

The early years and childcare sector in Gloucestershire comprises of children's centre services, full day care, sessional pre-school groups, childminders and out of school provision.

Recent research* has shown the following trends:

- Sessional groups expanding services to offer full day care (20 hours per week).
- Reduction in childminders Gloucestershire EYDCP Audit in 2002-2003, Research and Monitoring Unit, Gloucestershire County Council, recorded 801 childminders; in 2008 this figure is 620 registered with Ofsted.
- Provision for out of school has grown and full day care nurseries are diversifying to include out of school provision.

Service	No. of settings as at October 2008
Children's Centres <i>(Definition: integrated services to children under 5 and their families. Services vary but typically offer early years provision, support for parents, child and family health services and help for parents to return to work).</i>	24
Full Day Care settings <i>(Definition: offer childcare and early education usually between 8 am and 6 pm, five days per week and can vary from provision for as low as 14 children up to 100 plus).</i>	212
Childminders: <i>(Definition, providing care and early years education in a home environment).</i>	669
Sessional Day Care settings <i>(Definition: settings open for limited hours in the week, often managed by voluntary committees (pre-school playgroups). Incorporates crèche)</i>	161
Out of School play provision <i>(Definition: Providing care to school age children before and after school and during the school holidays all day long during school holidays)</i>	144

* Summary Report of Research into Recruitment and Retention Practices in Gloucestershire's Early Years and Childcare Sector, Foster and Brown, January 2007

* Research into the Senco Training Programme, Foster and Brown, August 2007

Sector characteristics:

- Small / medium sized business
- High level voluntary sector provision led by management committees
- Described as 'fragile' by the Childcare Sufficiency Audit, Gloucestershire County Council, April 2007 and by Recruitment and Retention Research, Foster and Brown, December 2007
- Sector is segmented and the culture of each parts of the sector is different.

Workforce Characteristics:

- Female dominated sector
- Age profile: - younger workforce in day nurseries, older workforce in sessional groups
- 'Historically low status', Children's Workforce Strategy 2005
- Characterised by low pay in PVI sector (Evidenced through the Institute of Public Policy Research, "For Love or Money, Pay, progression and professionalisation in the 'early years' workforce", April 2008).
- High number of workforce unqualified (25%) Research into the Early Years and Childcare Workforce in Gloucestershire, Wendy McEvoy, Gloucestershire County Council, 2008.
- High numbers of workforce managers do not hold any management qualification. (89%)
- Research demonstrates that there is a long hours culture in evidence.
- Research into the Recruitment and Retention Practices of Early Years and Childcare Workforce in Gloucestershire, Foster and Brown, March 2007 reported 'lack of management and business skills'.
- Research into the Special Educational Training Programme, Foster and Brown, August 2007 and assessment of its impact concluded that 'poor change management skills', lack of management and leadership skills in settings were the main barrier to changing practice

4.0 What are the Challenges that impact on Management and Leadership

4.1 A National Perspective

“This is a period of historic and unprecedented expansion, transformation and development in England’s Children and Family Services, as the UK Government seeks to create a universal and world-class system of provision.

Professor Chris Pascal, CREC, 0 – 5 Matters, June 2008

- The regulatory requirements state that managers and leaders in settings need to be qualified to level 3 in childcare. There is no current requirement for a higher level qualification or for a management and leadership qualification.
- In June 2008 The Hay Group conducted research on behalf of the Children’s Workforce Development Council looking into the issues associated with training and development of middle managers in the Children’s Workforce. The report makes a number of key observations about the expectation of leaders and managers:-

“ the clarion call for more integrated working has profound implications for the professional development of all leaders and managers in the Children’s Workforce. Collectively they will be the catalysts at a local level for the culture change required for the transformation of the workforce as highlighted in both the Children’s Plan and Building Brighter Futures, Next Steps for the Children’s’ Workforce.”

“The need to have high quality leaders and managers is essential if integrated working is to be successful. We want managers to perform to their best, from senior strategic leaders to front-line supervisors. Leaders and managers have an important role to play in delivering the increased collaboration between groups of schools, children’s centre and other agencies.”

- In his research report “What is Leadership”, conducted for the Centre for Leadership Studies, Exeter University, Richard Bolden attempted to define leadership and gave the case for the need for effective leadership, arguing that in this changing global environment leadership holds the answer not only to the success of individuals and organizations but also to sectors, regions and nations.

“Our productivity as a nation is already lagging behind our competitors North America and Europe. By tackling our management and leadership deficit with real vigour, we will unlock the doors to productivity, maximize the benefits of innovation, gain advantage from technological change and create the conditions for a radical transformation of public services.” (DfES, 2002)

- Bolden makes the distinction between “management and leadership” and cites Kotter 1999 in concluding that both management and leadership are necessary for effective running of an organisation.

“Management is about coping with complexity while leadership is about coping with change.”

- The Leitch Review, December 2006 raised concerns over the ability of the UK to compete in increasingly globalised markets due to poor levels of literacy and numeracy in some sections of the workforce. The report highlights that a highly skilled workforce drives innovation, leadership and management, enabling businesses to compete in the global economy.
- In his address 'Pioneering Change': Making UK Management and Leadership Skills World-Class by 2020, Dr Kion Ahadi, Head of Management Standards Centre, stated that there has been a

“lack of investment in management and leadership development”

- Christine Gilbert, Her Majesty's Chief Inspector for Ofsted in the report, 'Leading to Excellence', 2008, commented on what best practice looks like in helping children be healthy, stay safe, enjoy themselves and achieve, and make a positive contribution. The report concentrates on how providers lead and manage provision. She states,

“there is clearly more to do before we see our early years and childcare provision becoming the best in the world Improvement.”

Key themes in the report show that settings where managers are skilled in ongoing quality improvement, responding to customers and effectively managing health and safety are more likely to have practice that improves outcomes for children. It also demonstrates that children thrive in organisations that are 'open', foster trusting relationships with all customers and stakeholders, where the contribution of staff is valued and where managers can motivate and mobilise people." The report summary states "quality of organisation, leadership and management is key to ensuring provision supports positive outcomes for children."

- Chris Humphries, The UK Commission for Employment and Skills, in his presentation to the Management Standards Centre 18th August 2008 articulated the importance of skills in achieving economic competitiveness and social cohesion. He quotes from Professor Stephanie Garelli's, Editor, World Competitiveness Handbook, 1995 that:

“a competitive society is one which achieves a dynamic equilibrium between wealth creation and social cohesion he went on to articulate that 'skills are a level lever in increasing productively and employment.”

Chris Humphries presented evidence the the 'Health and Social Care and 'Education' sector is in the bottom quartile of productivity as a percentage of Europe's.

He highlighted that to achieve the 2020 vision of a highly skilled workforce most of the people (75%) are already in the workforce! Therefore, adult skills for people in the workforce are a priority. That only 33% of those of working age are skilled at level 4 and 5 that 28% have very low skills. That only 40% of managers in the UK are graduates compared to 78% in Japan and that compared to the USA, Japan, Germany and France UK managers have less training days per year.

- In the series of reports on the “What is Leadership” – Leadership South West Report by The Centre for Leadership at Exeter University Richard Bolden talks about the “Changing face of leadership” and mentions the idea of

“responsible leadership requires a deep sense of self and community – valuing diversity, ethics, the individual and the collective. In effect it is a shared emotional intelligence”.

- In her article “Realising Leadership Potential” Linda Holbeche, Director of Research and Policy at the Chartered Institute of Personnel and Development (CIPD) discusses various approaches to defining leadership. She articulates the view that in ‘fast changing contexts’ the general ideal is for leaders who have

“strategic anticipation and insight, enabling them to shape as well as respond to the changing environment, have core skills of communication, collaboration and empathy, who are versatile, resilient and emotionally intelligent, thus enabling them to tailor their styles to specific people, situations and cope with the multiple demands of leading others through change. These are leaders who are curious, responsive to markets, ambitious beyond their current role, able to change are ethical, have high integrity and are able to mobilise employees to higher level efforts”.

4.2 A Local Perspective

- Bill Robinson, CYPD, Gloucestershire County Council, in his paper 'Developing Services for Vulnerable Children', May 2008 stated that in order for Gloucestershire to improve outcomes for the most vulnerable children and families future services would need to be organised around a new model of district 'hubs' which will require the development of a new senior managerial role in the district hubs that would have a responsibility to transform services to demand led, integrated services guided by key principles of:
 - Increasingly personalised services
 - Has high expectations of each child to succeed
 - Provides better co-ordination and a single point of contact for families and reduce the likelihood of children going unnoticed by the system
 - Where children and families drive the design and delivery and empowered to take responsibility for their own outcomes.

In his report, "Improving Services for Vulnerable Children and Young, People, Developing Locality Hubs", October 2008, Eugene O'Kane, Gloucestershire County Council, highlighted the leadership challenge in managing change supporting innovation, creating effective teams, managing performances and outcomes. The introduction of this new local delivery model will require new leadership approaches. There are elements within the report that demonstrate the need for devolved leadership.

This plan continues to be taken forward by senior managers in the Children and Young People's Directorate. Integral to the success of locality hubs will be to further develop the role and responsibility for Children's Centres in relation to strengthening management and leadership capacity in the PVI sector.

Success in improving outcomes for children will be measured on the extent to which leaders at all levels in communities, from a range of partners connect and collaborate around a 'common purpose'.

5.0 Analysing Current State

The following is the result of the SWOT analysis produced by participants in the development of the strategy.

Strengths	Weaknesses
<ul style="list-style-type: none"> • Passion • Enthusiasm • Commitment to the sector • Valuing different segments in the market – diversity to how we look at things 	<ul style="list-style-type: none"> • Legislation – can be confusing and intrusive • Funding and supporting training Public perception of the sector is poor • Succession planning and maintaining staff levels • ‘Fragile’ maintained and voluntary sector • Equality of opportunity and work life balance • Communication across the sector
Opportunities	Threats
<ul style="list-style-type: none"> • Government initiatives • To professionalise the role of the manager • Career pathways • Improve quality of training/support • Making more use of funding sources – Graduate Leader Fund, CWDC • Improve Information, Advice and Guidance • Role modelling and shadowing • Working in integrated services • Aligning HR processes • National skills initiatives – drive for world-class skills • Community regeneration 	<ul style="list-style-type: none"> • Ambiguity about what the leadership and management role is • Management skills are deemed secondary to technical skills and can be acceptable at low levels • Political changes – change of Government • Resistance to change throughout sector • Managing and leading in sector of people on minimum wage • National qualification framework itself

6.0 A functional map of knowledge, skills and attitudes required of managers and leaders

In looking at the function of management roles the group developed a map of knowledge, skills and attitudes that they felt key to success in these roles.

The stakeholder group defined the skills, knowledge and attitudes they believed need to be demonstrated at three levels of management and leadership

At a supervisory level

- Communication
- Empathy
- Flexibility
- Organisation and planning
- Addressing day to day issues
- Expecting the best from people
- Performance management
- Coaching and mentoring
- Conflict resolution
- Delegation
- Resource Management
- Risk Assessment
- Meeting customer needs
- Support customer service improvements
- Link between parents and children / customers and staff

At an operational management level

- Communication
- Empathy
- Flexibility
- Organisation and planning
- Addressing day to day issues
- Expecting the best from people
- Performance management
- Coaching and mentoring
- Conflict Resolution
- Delegation

- Resource management
- Risk Assessment
- Meeting customer needs
- Support customer service improvement
- Link between parents and children/customers and staff
- Addressing day to day issues
- Operationalising the vision
- Translating the vision into action
- Goal setting
- Managing and sustaining relationships with stakeholders
- Change management
- Advisory
- People management
- Facilitator
- Enthusiasm
- Health and Safety
- Finance
- All aspects of effective day-to-day running
- Monitoring and ensuring quality
- Customer service setting the standard
- Marketing

At a strategic management level

- Analyse the current context
- Know the bigger picture
- Setting policy targets
- Aligning all aspects of the business to the overall strategy
- Accountability to stakeholders
- Planning services
- Business planning
- Managing and leading change
- Team approach, develop the culture
- Resource structure
- Legal responsibilities
- Evaluate

7.0 key themes and emerging principles that underpin the strategy

From the discussion and evidence presented a set of themes have emerged on which the following principles have been developed.

- The basic competencies of many of our managers in being able to perform their roles are not in evidence. Concepts and ideas like managing people, allocating resources, business planning, health and safety, customer service and quality improvement are not well understood or applied.
- Any skills development programmes need to take account of both national and local workforce research which highlights that the barriers to continuing professional development are lack of time, funding, regulatory requirements, lack of confidence and self esteem, low basic skills and the perceived low status of the sector.
- Development needs to reflect the requirements of practitioners to work effectively with children and families to meet their needs. Programmes will need to model 'working with' rather than 'doing to' and being responsive to customer needs. The Change for Children Agenda is specific in that it aims to reshape services to be inclusive and demand led. Management and Leadership programmes will need to reflect this and enable the sector managers and leaders to take their place confidently alongside other professionals in integrated working.
- Management and leadership development needs to be based around leaders coming together around a shared common purpose. Leadership development may not be effective until there is a process to develop 'strong common purpose' across the system of children's services.
- Creating the changes needed will require all those in the 'system' to collaborate and reframe current thinking.
- Strategies for managing change in what is a fast changing agenda will be critical. All leaders and managers have to lead in a fast changing context. This will require the ability to 'shape' as well as 'respond'.
- Achieving transformation in services (the 'root and branch change') through innovation, experimentation and reflection will be important. Managers will need to be able to handle uncertainty, being comfortable with working in ambiguity and giving permission to be unclear, unsure and confused as complex solutions emerge will be important.
- Strengthen from underneath. Traditionally only the senior managers were marked out for leadership development. New managers and those aspiring to manage need to be strengthened and supported.
- Reflective action. This recognises the importance of being able to step back from decisions, question, encourage open dialogue, share with others.
- Everyone can 'lead'. At all levels people can take the lead.
- Leaders need to be connected and build relationships. This will demand open and honest interactions and cultures based and unconditional positive regard for others. They will need to motivate and mobilise others and take into account the factors that affect human contribution in work.

8.0 The key objectives of the strategy are:

- A further needs analysis process that helps shape a wider understanding of the leadership and management needs within the sector.
- Understand the messages relating to leadership and management challenge that may have emerged in the 0 – 5 Matters, Early Years Review, Centre for Research in Early Childhood, 2008.
- Work in collaboration with the early years strategic lead and the extended schools lead to understand what is the 'common purpose' in early years and childcare.
- Improve management and leadership education and promote models that meet individual needs. Set up learning approaches that encourage connectivity, partnership, trust and openness and value the contribution of all.
- Improve the information, advice and guidance to sector workers to support them to make progress in management and leadership routes.

**Workforce Development for Early Years and Childcare
Children and Young People's Directorate
October 2008**

Appendix

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